

# Planning, Design and Access Statement

Approval of Reserved Matters in Respect of Residential Development  
(Access, Appearance, Landscaping, Scale & Layout)



Land at Carmel Cottage  
Denton Street  
Beverley  
East Riding of Yorkshire  
HU17 0PX

Mr. P. Brunton

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## 1. Introduction

- 1.1. This Planning, Design and Access Statement is submitted to support a Reserved Matters application which this report accompanies for the Erection of 5no. dwellings and 4no. apartments with associated access, parking, landscaping, and infrastructure.
- 1.2. The planning application is made on behalf of Mr. P. Brunton.
- 1.3. The site boundary is identified below in Image 1.



Image 1: Location plan showing application site boundary.

## 2. Description of Site and Proposed Development

- 2.1. The site located within the development limits of Beverley as defined in the adopted East Riding of Yorkshire Local Plan (ERLP). The application site is located off Denton Street within the development limits of Beverley.

- 2.2. The application site is an 'L'-shaped residential plot occupied by a dormer bungalow and associated extensive garden curtilage outlined in red on the location plan.
- 2.3. The existing dwelling sits adjacent to the site entrance from Denton Street. The site is bounded on all sides by residential dwellings on Holme Church Lane to the north and west, Barleyholme to the south and Denton Street to the west. The garden which extends to the west and north is mainly laid to lawn.
- 2.4. The neighbouring dwellings are predominantly semi-detached and terraced houses with long back gardens. They lie adjacent to the site beyond the 1.8m fencing on Denton Street to the north and east and on Barleyholme to the South.
- 2.5. To the west and north of the site, there are vacant plots of land which are overgrown, and the terraced dwellings of Holmechurch Lane lie beyond these. A 1.8m timber fence runs along the western border of the site, with a hedge of a similar height running along the northern border.
- 2.6. A small commercial unit lies to the south of the existing dwelling (Carmel cottage) on site.
- 2.7. The application site occupies a sustainable location within the development limits of Beverley, close to shops, services, facilities, and public transport links.

### 3. Planning History

- 3.1. Based on information available on East Riding of Yorkshire Council's website, a planning history search of the application site has been carried out. The following applications are the only known planning history relevant to this site:
  - **Ref. No: 18/00722/OUT** | Residential Development following demolition of existing dwelling (All Matters Reserved) | Application Approved 09.05.2018
  - **Ref No: 17/11132/PREP** | Proposed Residential Development of either 5 bungalows or 10 dwellings following demolition of existing dwelling | Answered 11.09.2017
- 3.2. In the immediate locality, an application (Ref: 18/01672/PLF) was approved on 13 December 2018 on land at the rear of 78 Holmechurch Lane.

### 4. Planning Policy

- 4.1. Applications are to be determined in accordance with the policies in the Development Plan. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states, *'if regard is to be had to the development plan for the purpose of any determination to be made under the*

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*Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.’ This is recognised in Paragraph 11 of the National Planning Policy Framework (NPPF), with Paragraph 12 stating that the Framework ‘does not change the statutory status of the development plan as the starting point for decision making’.*

#### National Planning Policy Framework (NPPF) (2019)

- 4.2. The National Planning Policy Framework (‘NPPF’) published in February 2019, sets out the Government’s planning policies for England and advises how these are expected to be applied. It sets out the national requirements for the planning system, but only to the extent that it is relevant, proportionate, and necessary to do so. Paragraph 38 of The National Planning Policy Framework is of key importance with reference to the consideration of planning applications and states:

*“Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social, and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.”*

- 4.3. Planning law requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise (Paragraph 47). Decisions should be made as quickly as possible and within statutory timescales unless a longer period has been agreed by the applicant in writing.

- 4.4. The relevant sections of the NPPF are:

- Section 2. Achieving Sustainable Development
- Section 4. Decision-making
- Section 5. Delivering a Sufficient Supply of Homes
- Section 6. Building a Strong, Competitive Economy
- Section 8. Promoting healthy and safe communities
- Section 11. Making effective use of land
- Section 12. Achieving well-designed places

- 4.5. Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The objective of sustainable development is summarised to mean *“meeting the needs of the present without compromising the ability of future generations to meet their own needs”*.

4.6. Paragraph 8 of the NPPF recognises three objectives of sustainable development. These are interdependent and can also support each other. These are:

- a) An economic objective - to help build a strong responsive and competitive economy. It should also promote sufficient land of the right types is available in the right places and at the right time to support grown innovation and improved productivity.
- b) The Social objective – to help build strong, vibrant, and healthy communities through ensuring sufficient number and range of homes can meet the needs of future generations as well as meeting a well-designed and safe built environment.
- c) An environmental objective – to contribute to protecting and enhancing our natural built and historic environment. This includes making effective use of land minimising waste and pollution and adapting to climate change.

4.7. Paragraphs 10-14 of the NPPF refer the presumption in favour of sustainable development. Paragraph 14 confirms that the presumption in favour of sustainable development is at the heart of the NPPF. With reference to decision-taking, paragraph 11 advises:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole.”

4.8. Paragraph 38 of the NPPF states that:

*‘Local planning authorities should approach decisions on proposed developments in a positive and creative way. They should use the full range of planning tools available....and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible’*

- 4.9. Paragraphs 73 -75 relate to the issue of maintaining housing supply and delivery. The paragraphs advise of the requirements of local planning authorities to maintain a minimum of a 5-year housing supply against their housing requirement set out in adopted strategic policies. The supply of sites should also include a buffer to accommodate any historic undersupply of housing. Figures should also be regularly monitored to maintain the supply of housing and ensure it remains above the 5-year threshold.
- 4.10. Paragraph 91 advises that development should *'promote social interaction as well as be safe and accessible to not undermine quality of life'*.
- 4.11. The NPPF recognises the need for fully considering transport issues for a proposal in paragraphs 102 – 103. Opportunities to promote walking, cycling and public transport should be identified and pursued. It also considers that opportunities to maximise sustainable transport solutions will vary between rural and urban areas which should be taken account of in decision making.
- 4.12. Paragraph 106 recognises parking standards for developments should only be set where there is a clear and compelling justification that they are necessary for managing the local road network.
- 4.13. Paragraph 109, refers to the consideration of traffic impact arising from new development, advising that *"development should only be prevented or refused on transport grounds if there would be an unacceptable impact on highway safety, or the residual impacts on the road network would be severe"*.
- 4.14. Paragraph 118 recognises that planning policies should give weight to several criteria including promoting the development of under-utilised land and buildings to help meet needs for housing where land supply is constrained, and available sites could be used more effectively.
- 4.15. Paragraph 122 states that decisions should also support proposals that take into account a series of criteria including identified needs of housing types, local market conditions and well-designed attractive and healthy places.
- 4.16. Paragraphs 149- 154 identify the need for new development to be planned for in ways which avoid increased vulnerability from climate change. It recognises that development can reduce greenhouse gas emissions through location orientation and design. In determining applications, Councils should consider landform, layout, building orientation amongst others to minimise energy consumption.
- 4.17. Paragraph 155 recognises inappropriate development in flood risk areas should be avoided by directing development away from high-risk areas. This is expanded on in paragraph 157 which notes sequential testing is a requirement to ensure development is in a low-risk flood

area. In addition, paragraph 163 notes that LPAs should ensure that flood risk is not increased elsewhere as a result of the proposed development.

4.18. The NPPF states that *'The National Planning Policy Framework must be taken into account in preparing the development plan and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.'* (paragraph 2)

4.19. In this case, the Development Plan comprises the East Riding Local Plan Strategy Document (ERSD) adopted in April 2016 and the Allocations Document that was adopted in July 2016. This is the set of documents used to determine planning applications. The relevant parts of the Strategy Document which forms part of the East Riding Local Plan are addressed below.

### National Design Guide

4.20. The National Design Guide (NDG) was produced by MHCLG and published on 1st October 2019. The NDG reinforces the aim of the NPPF to create high-quality place and buildings and illustrates how well-designed places can be achieved in practice and can be used by all those involved in the shaping of places, including decision making.

4.21. The NDG (Paragraph 8) states that *"The underlying purpose for design quality and the quality of new development at all scales is to create well-designed and well-built places that benefit people and communities...This includes people at different stages of life and with different abilities..."*

4.22. The NDG addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities in the form of ten characteristics:

- Context – enhances the surroundings
- Identity – attractive and distinctive
- Built Form – a coherent pattern of development
- Movement – accessible and easy to move around
- Nature – enhanced and optimised
- Public Spaces – safe, social, and inclusive
- Uses – Mixed and integrated
- Homes and Buildings – functional, healthy, and sustainable
- Resources – efficient and resilient
- Lifespan – made to last



East Riding Local Plan (ERLP SD) (2016)

4.23. The relevant policies are as follows:

- **Policy A1 – Beverley and Central Sub-Area** – Most new housing development will occur in Beverley and the Major Haltemprice Settlement in recognition of the high level of demand and good transport connections.
- **Policy S1 – Sustainable Development** - This Policy reflects the requirements of the NPPF to take a positive approach to sustainable development.
- **Policy S3 – Focusing development** - Beverley is identified as a ‘Principal Town’ in the settlement hierarchy. Principal towns are identified as centres of economic development and housing growth and they cater to the service needs of significant parts of the East Riding.
- **Policy S5 – Delivering housing development** - requires 23,800 (net) dwellings to be provided across the East Riding of Yorkshire between 2012-2029, at an average rate of 1,400 (net) dwellings per annum. In Beverley, this translates to 3,300 dwellings over the plan period. The Policy goes on to state that, *“The Council will ensure a minimum 5-year supply (plus appropriate buffer) of deliverable sites across the East Riding.”*
- **Policy S8 – Connecting People and Places** – seeks to ensure that people and places are well connected.
- **Policy H1 – Providing a mix of housing and meeting housing needs** - requires new residential development to contribute to the overall mix of housing in the locality, taking into account the housing need, current demand and existing housing stock.
- **Policy H4 – Making the most efficient use of land** - seeks to secure optimum density levels, depending on local circumstances, to make the most efficient use of land. The policy indicates that a minimum density of 30 dwellings per hectare will usually be sought although variations may be suitable depending on individual circumstances. The policy indicates that lower densities may be accepted if this would maintain the character of the surrounding area if a certain type of housing is required in the area or if there are significant site constraints.
- **Policy ENV1 – Integrating high-quality design** - seeks to achieve a high-quality design, safeguarding and reflecting the distinctiveness of the local area, while seeking to reduce carbon emissions and make prudent and efficient use of natural resources.
- **Policy ENV2 – Promoting a high-quality landscape** – seeks to ensure that development proposals are sensitively integrated into the existing landscape setting
- **Policy ENV3 – Valuing our heritage** – considers how best to manage the conflict between the pressure for development and the need to preserve our heritage assets, alongside supporting opportunities to better reveal the significance of assets.
- **Policy ENV6 – Managing environmental hazards** – seeks to manage environmental hazards including flood risk and groundwater pollution to ensure that development does not result in unacceptable consequences to its users, the wider community and the environment.

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## 5. Planning Considerations

### Principle of Development

- 5.1. The site lies within the development limits of Beverley, as defined within the East Riding Local Plan Policies Map (2016). Beverley is defined as a principal town within the settlement hierarchy.
- 5.2. Policy A1 which relates to the Beverley and Central sub-area supports the role of Beverley as the main focus for housing development in the sub-area.
- 5.3. Policy S3 of the Policy S3 of the ERLP highlights the significance of principal towns as well as other larger settlements to the East Riding which will be the main focus for economic development and housing growth. Policy A1 which relates to the Beverley and Central sub-area also supports the role of Beverley as the main focus for housing development in the sub-area. This is also supported by Policy S5 which provides the strategic framework for ensuring the Strategy Document delivers sufficient housing in the right locations, and where the policy supports the delivery of 3300 dwellings for Beverley to 2028/29 which the proposals would contribute towards.
- 5.4. Policy S8 seeks to ensure that new development should ensure that people and places are well-connected and that new development should be efficiently linked to the area's transport network and a range of transport options. The site lies in a predominantly residential area which is a sustainable and accessible location close to shops, services, employment opportunities and public transport links. This is supported by Policy EC4 which seeks to ensure that new development is accessible by sustainable modes of transport.
- 5.5. The application site is subject to an outline approval (Reference:18/00722/OUT), with all matters reserved for future consideration. Therefore, the principle of development has been established through the outline permission and only the reserved matters (Access, Appearance, landscaping, Layout and Scale), can be considered at this stage.

### Access & Highways

- 5.6. The NPPF states that local plans should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. This is a highly sustainable location in a predominantly residential housing area but also within easy reach of a wide range of services and facilities in the centre of the town.
- 5.7. The location of this development and the proposed use is considered to satisfy the relevant criteria in Local Plan Policy EC4 (Enhancing sustainable transport) as it provides excellent

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opportunities for walking, cycling and public transport, helps to reduce congestion and (as stated above) provides convenient access to a range of different services and facilities.

5.8. Local Plan Policy EC4 states that:

- A. *'In order to increase overall accessibility, minimise congestion and improve safety, new development will be supported where it is accessible, or can be made accessible, by sustainable modes of transport and addresses its likely transport impact. Development proposals should:*
1. *Produce and agree a transport assessment and travel plan, where a significant transport impact is likely;*
  2. *Support and encourage sustainable travel options which may include public transport, electric and ultra-low emission vehicles, car sharing, cycling and walking; particularly in the Major Haltemprice Settlements, Principal Towns, and Towns; and*
  3. *Bring forward other necessary transport infrastructure to accommodate expected movement to and from the development.'*

5.9. Paragraph C of Local Plan Policy EC4 goes on to say that:

- C. *'The number of parking spaces for all new development should reflect:*
1. *The level of public transport accessibility;*
  2. *The expected car usage on the site; and*
  3. *The most efficient use of space available and promotion of good design.'*

5.10. It is proposed to provide access directly from Denton Street (see Site Plan reference Drawing Ref: 2011-3821 01).

5.11. Details were submitted with the outline application which shows clearly how the connection with the public highway will provide appropriate access to the site. Access to the site from Denton Street is 5.1m wide for the first 8m into the site to allow 2-way vehicle movement, and thereafter 4.1m in width, as detailed within Standing Advice for Officers from the Council's Highway Control section in the outline application.

5.12. As shown on the site layout plan, the proposed access into the site provides safe access and egress, as satisfactory visibility can be achieved in both directions.

5.13. The site offers space for access, parking and a vehicle turning head for future residents and their visitors. The parking areas are well viewed and located where residents can see their car. It is not expected that the development of this site for 9 no. dwellings will significantly increase traffic levels.

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- 5.14. It is considered that development of the site could be achieved which would be acceptable in terms of access, highway safety, and have adequate parking and servicing provision. This would be following such requirements found within provisions ERLP SD policies ENV1 and EC4, and the NPPF, in particular within the 'Core planning principles', 'Requiring good design', 'Promoting healthy communities' and 'Promoting sustainable transport' sections as set out above.
- 5.15. The development would, therefore, comply with the requirements for the proposed development to be safe and accessible in terms of highway impacts as detailed within Section 9 (Promoting Sustainable Transport) and Section 12 (Achieving well-designed places) of the National Planning Policy Framework. The proposal would not be detrimental to highway safety and would accord with policy EC4 of the ERLP SD and advice contained within the NPPF.

#### Appearance

- 5.16. Relevant policies in respect of design and impact on the character and appearance of the area include Policies ENV1 and ENV2.
- 5.17. Policy ENV1 relates to integrating high-quality design and respecting the character and appearance of the area. The policy sets out that development will be supported where it has regard to the specific characteristics of the site's wider context and the character of the surrounding area.
- 5.18. Policy ENV2 states that development proposals should be sensitively integrated into the surrounding landscape and ensure that important hedgerows and trees are retained unless their removal can be justified in the wider public interest in which case replacements will usually be required.
- 5.19. The NPPF in Section 12 relates to achieving well-designed places. Paragraph 127 b) states planning policies and decisions should ensure that developments "*are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.*"
- 5.20. The NDG (paragraph 39) states that "*well designed places are based on a sound understanding of the features of the site and the surrounding context...integrated into their surroundings so that they relate well to them...influenced by and influence their context positively...*"
- 5.21. The area of the proposed residential development is currently a dwelling and its garden. Apart from the existing dwelling and access on Denton Street, public views of the site are restricted to a degree by virtue of its location and surrounding built form which surrounds the site.

- 5.22. The character and appearance of the locality are varied, comprising a wide variety of house types, development forms and materials. There is a mix of house types in the surrounding area, the majority being old terraced houses, and most are two-storey in nature.
- 5.23. Five two-storey dwellings are proposed on the site, four with 2 no. bedrooms and parking and the fifth having 3 no. bedrooms and parking. The appearance of the properties is illustrated in the Elevational Drawings 2011-382 02 and 2011-382 03.
- 5.24. Additionally, four 2-bed apartments are proposed with associated parking. The appearance of these apartments is illustrated in the Elevational Drawings 2011-382-07 and 2011-382-08.
- 5.25. The layout proposes a 'terrace' of 4 no. dwellings which have been 'stepped back' to break up the building length and give identity to the individual dwellings. Plot 5 is a single detached 4-bedroomed 3-storey dwelling with associated parking.
- 5.26. The materials, construction details, scale and layout have been carefully thought out with care for their context but introducing a built form and appearance that adds new character to the locality.
- 5.27. A variety of textures and interesting materials are proposed, including mystique brick, cedar panels, black boarding, slate/fibre cement roof tiles, light grey windows and Lindab guttering. (See Drawing No. 2011-382 05 Material Details). A sedum roof has been incorporated into the design which will provide a rainwater buffer together with adding to the interest and appearance of the proposed development and providing other environmental benefits such as improving biodiversity and air quality.
- 5.28. The heights and massing have been carefully thought out to increase the architectural interest while also ensuring that the development is in keeping with the site's surroundings and does not detract from the character of the area. The site is screened from the public highway by existing housing and trees. The scheme creates a positive identity that residents and the local community can identify with.
- 5.29. Having regard to the above, it is considered that the proposal is acceptable and would not have a significant or detrimental impact on the character or the appearance of the area. The proposal is therefore considered acceptable in accordance with Policy 1 of the ERLP SD and the advice contained within the NPPF.

#### Landscaping

- 5.30. The siting of the dwellings will provide a good level of privacy and amenity space. All the proposed dwellings are located a sufficient distance away from adjacent residential development to ensure that the residential amenity of all properties is protected.

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- 5.31. The submitted plans show the provision of areas for soft landscaping, including tree planting.
  - 5.32. The private amenity areas will be laid to lawn with hardstanding paths to the front doors and parking areas. The dwellings will be bounded by 1.8m close boarded fences. The extent of the works can be seen on Drawing No. 2011-382 01 Proposed Site Plan/Proposed Block Plan.
  - 5.33. Landscaping and boundary treatment have been designed to ensure that the occupants would have a satisfactory standard of residential amenity in accordance with Policy ENV1.

#### Layout

- 5.34. The proposal makes efficient use of land while also contributing positively to the local character by adding interest to the area with a distinctive identity and respecting neighbouring properties.
- 5.35. The dwellings are sited and orientated to ensure that appropriate separation distances are achieved between the dwellings and the neighbouring properties to the south and east so as not to give rise to unacceptable increased loss of enclosure or loss of light/overshadowing to these neighbours.
- 5.36. Each property would have adequate parking within the site and an appropriate amount of amenity space to serve each property.

#### Scale

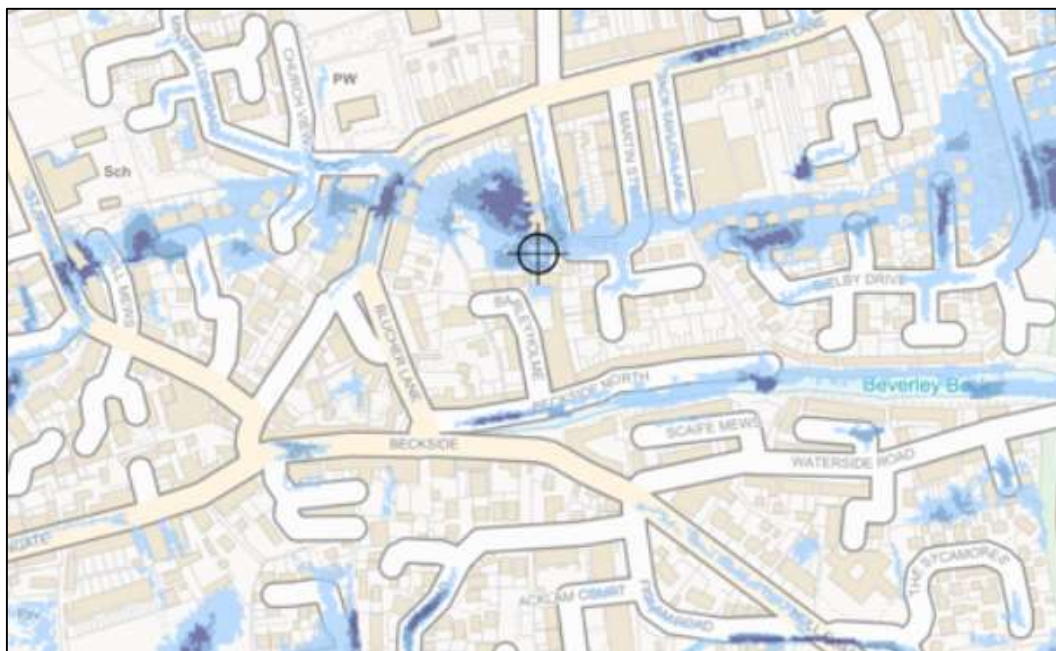
- 5.37. The submitted drawings show that plots 1-4 are 4.38m to the eaves and 6.746m to the ridge. Plot 5 is 5.89m to the eaves and 8.84m to the ridge.
- 5.38. The apartment building is 6.74m to the eaves and 8.90m to the ridge.
- 5.39. The proposals are consistent and reflective of the scale of the surrounding dwellings and appropriate in the context of the surrounding locality.

#### Affordable Housing

- 5.40. In line with the revised NPPF, the Council have produced an Affordable Housing SPD Addendum (Feb 19). The new national site size threshold for affordable housing is 10 houses or more or 0.5 ha or more. This supersedes those currently outlined in the Local Plan.
- 5.41. The original outline permission required the provision of affordable housing (Condition 11) if the gross internal floor space of the proposed dwellings exceeds 1000 square metres. As the development proposes 9 no. dwellings totalling 895 square metres, there is no requirement for affordable housing within this development proposal.

Drainage and Flood Risk

- 5.42. The application site is identified as lying within Flood Zone 1 which is the lowest risk of flooding from rivers and the sea. The site is therefore in a sequentially preferable location where development is sought to be focused.
- 5.43. Surface water drainage has been identified as being of high concern in this location, see Image below.



*Image 2: Surface Water*

- 5.44. A 'fabric first' approach will be developed on-site to ensure that surface water runoff will be reduced to a manageable level.
- 5.45. The submitted plans show the proposed connections of the site to Klargester water storage tanks which will reduce the flow of water to be discharged to the public surface water sewer (at a restricted rate of 3.5 litres/second).

Heritage

- 5.46. With respect to archaeology, the outline application contained a pre-commencement condition (No. 4) which required a programme of archaeological works. This can be dealt with via a discharge of condition application.

## 6. Conclusion

- 6.1. The site lies within an accessible and sustainable location within easy walking distance of the principal town of Beverley.
- 6.2. The site is also close to available public transport links with a bus stop adjacent to the application site and the railway station within easy walking distance.
- 6.3. The proposed scheme is small scale and respects the character and appearance of the area a highly sustainable location and would not result in any adverse impact on the character of the area within which it is located.
- 6.4. The residential amenity of the surrounding neighbouring properties has been respected through the proposed design and would also see a positive impact on the character of the locality, by the change of use of underused and underutilised land to residential development.
- 6.5. The proposed development will not pose a risk to highway safety the proposed development is considered to satisfy the requirements of both national and local planning policies and guidance.
- 6.6. The principle of development of this site has been established by the granted of outline approval 18/00722/OUT. It is considered that the proposed detailed scheme is acceptable, in terms of the access, appearance, scale, layout and landscaping and will not harm the character of the area or residential amenity.
- 6.7. With regard to the provisions of both national and local planning policies and the material considerations relevant to the site, it is deemed that the site is acceptable for residential development and that this planning application should be approved.