

**DESIGN AND ACCESS STATEMENT**  
**(Incorporating Heritage Asset Statement)**

**OUTLINE ERECTION OF 2No. DWELINGS WITH MEANS OF ACCESS  
TO BE CONSIDERED**



**AT**  
**THE OLD HORSESHOES**  
**SHEEPGATE**  
**LEVERTON**  
**BOSTON**  
**PE22 0AR**

**For-Ward Planning Consultancy Limited**

Planning Applications | Design & Access Statements | Site Appraisals | Pre-Application Submissions | Planning Appeals

Reference 422-21 - May 2021

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# **DESIGN AND ACCESS STATEMENT**

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### **1 – INTRODUCTION**

This statement accompanies a formal planning application by Mr & Mrs Fravigar for the outline erection of 2no. dwellings with means of access to be considered at land to the west of The Old Horseshoes, Sheepgate, Leverton, Boston PE22 0AR.

This document should be read in conjunction with the drawing referenced 422-21-01 and the flood risk assessment that also forms part of the application package.

### **2 – PHYSICAL CONTEXT**

The site is located between the applicant's dwelling known as The Old Horseshoes and a further residential dwelling which is attached to a café/takeaway known as 'The Travellers Rest' to the north of the village of Leverton.

To the south of the site stands a lay-by, where there are some public toilets and the Church Hall. The A52 which connects Boston to the south west with Skegness to the north east and winds through a series of settlements along its route.

Leverton is a modestly sized settlement which provides a good range of services and amenities including the village store, church, and some small-scale employers. Slightly further to the east stand a plant nursery and Sheepgate Equestrian.

The host property (The Old Horseshoes) is set to the east of the plot and is well separated from the proposed site of the dwellings, in a part of the grounds not widely used or having a significant connection with the dwelling, whose private amenity spaces are contained to its eastern aspects. Access to the dwelling is directly from Sheepgate, adjacent the Grade II listed Leverton War Memorial. To the north west as confirmed stands a further residential dwelling which whilst being of two storey construction is of a lesser scale taking on the form of a traditional Lincolnshire cottage. Attached to this is the single storey café building. Parking for the café is on its frontage, with an access to the side of the dwelling (in the ownership of The Old Horseshoes) used to serve the cottage.

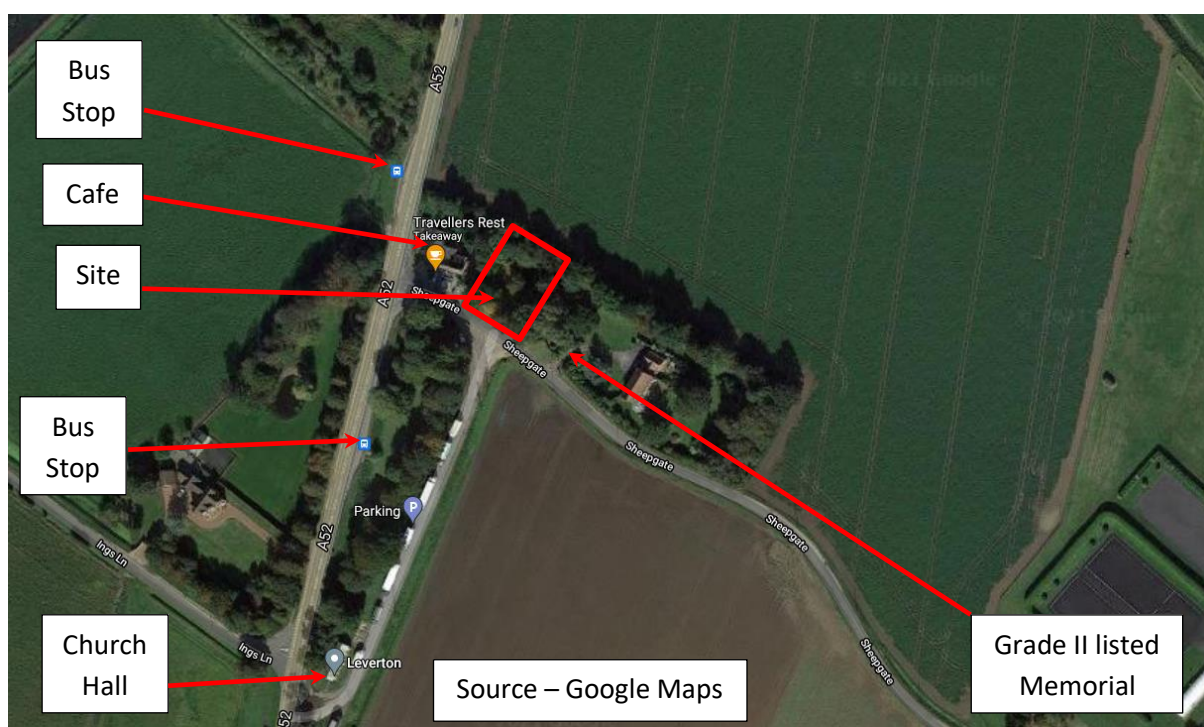
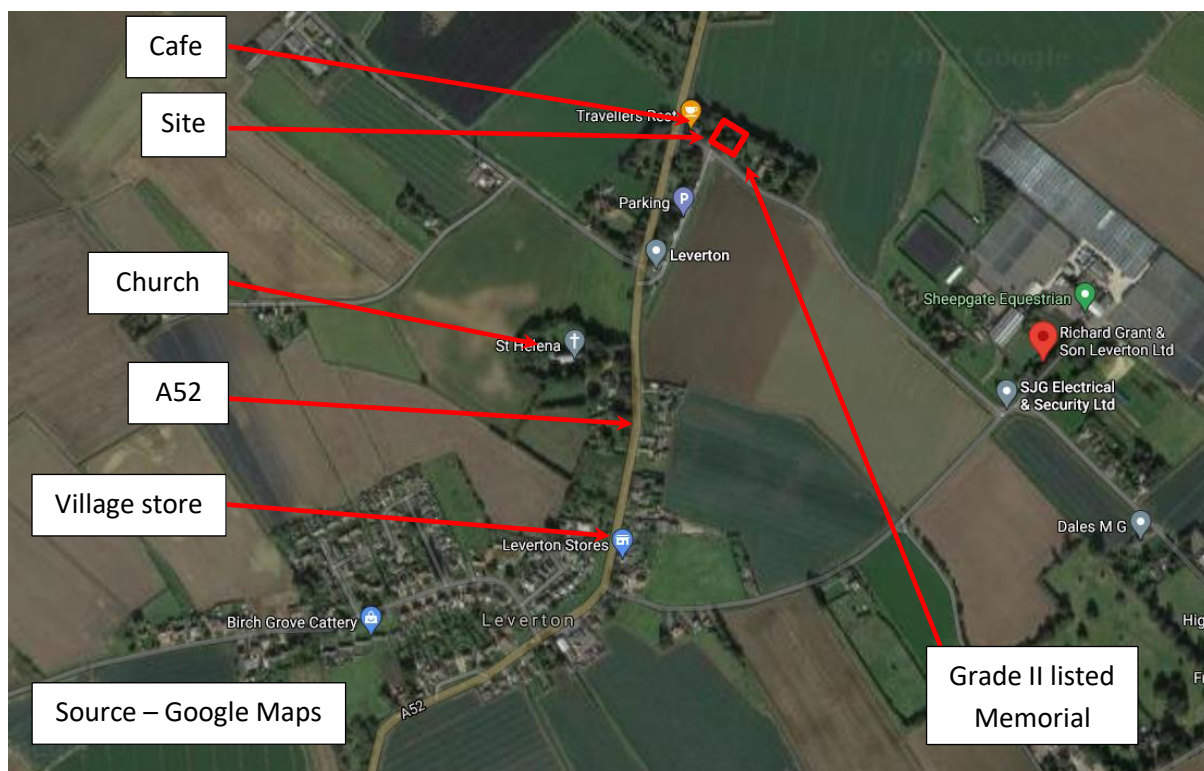
The site is bounded by a mixture of mature and semi mature trees to its frontage and northernmost boundary, with some trees noted to the north western side also. The whole site is grassed.

A belt of trees surrounds the listed memorial and largely screen its presence. Access to the memorial is via a pedestrian link from Sheepgate itself.

Materiality in the area is extremely varied with red brick, buff/brown brick, render, and tin structures noted, ensuring the character is truly diverse, not only in terms of appearance, but also in form, scale, and proportion.

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Despite its location, the site in our view is sustainably located close to all the services and facilities within the settlement, and close to the transport links that provide access to the larger service centres of Boston and Skegness which are circa 13 and 5 miles distant, respectively. Services and facilities in Leverton are no further than 600m away from this site, with the nearest bus stops within 100 metres of this site.

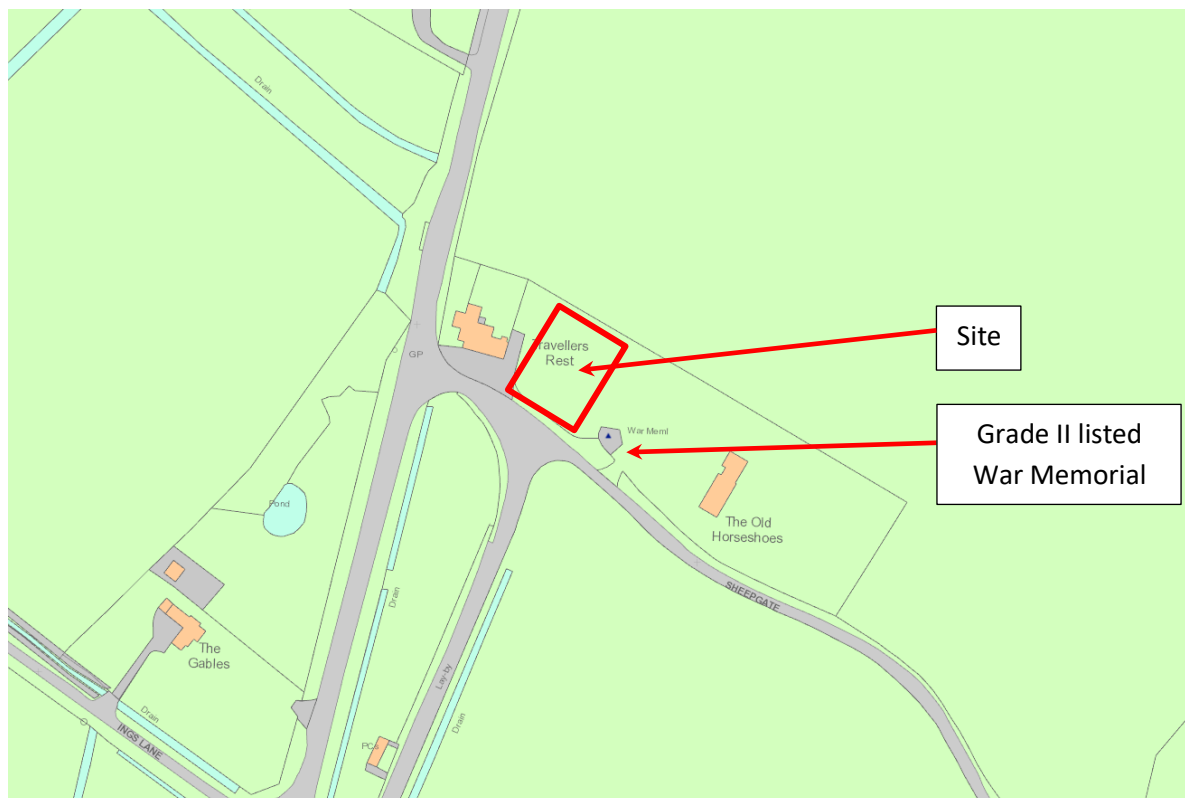


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As confirmed adjacent the site is a Grade II listed war memorial and it is important that the scheme acknowledges this, and we consider the impact of the proposed development upon its setting.

The map below identifies the location of the listed buildings, and Appendix A consists of the listing descriptions and where available, images. The listed building is identified with a blue triangle.



Source : <https://historicengland.org.uk/listing/the-list/map-search>

### **3 – PLANNING HISTORY**

A search of the recent planning application records has revealed nothing.

### **4 – DEVELOPMENT PROPOSALS**

The development proposed is the outline erection of 2no. dwellings with means of access to be considered. All other matters are reserved. The plot is proposed to be separated from the host property and provided with a pair of accesses serving the proposed dwellings. As this is an outline proposal, not definitive choices have been made in respect of the design, but indicatively, it is demonstrated how two detached dwellings can be accommodated upon the site.

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### **5 – LOCAL AND NATIONAL PLANNING POLICY**

The development plan comprises of the National Planning Policy Framework (NPPF) and the East Lindsey Local Plan (adopted 2018) which comprises of the Core strategy and settlement proposals development plan document.

Nationally from the NPPF, the applicable sections are:

Section 2 – Achieving sustainable development

Section 5 – Delivering a sufficient supply of homes

Section 9 – Promoting sustainable transport

Section 11 – Making effective use of land

Section 12 – Achieving well designed spaces

Section 15 – Conserving and enhancing the natural environment

Section 14 – Meeting the challenge of climate change, flooding and coastal change.

Section 16 – Conserving and enhancing the historic environment

At a local level:-

South East Lincolnshire Local Plan (2011-2036)

The following policies contained within the South East Lincolnshire Local Plan (2011-2036) (i.e. SELLP) are relevant to this application:

Policy 1 – Spatial Strategy

Policy 2 – Development Management

Policy 3 – Design of New Development

Policy 4 – Approach to Flood Risk

Policy 10 – Meeting Assessed Housing Requirements

Policy 11 – Distribution of New Housing



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Policy 17 – Providing a Mix of Housing

Policy 29 – The Historic Environment

Policy 30 – Pollution

Policy 36 – Vehicle and Cycle Parking

### **6 – HERITAGE ASSESSMENT**

National planning policy guidance on the historic environment is now set out in the National Planning Policy Framework (NPPF) February 2019.

As a general observation, this document adopts a greater focus upon sustainable development principles and introduces a concept of ‘significance/loss of significance to heritage assets’ and the balancing benefits of a development against any loss of significance.

The framework uses the term ‘heritage assets’ to now define the full range of heritage protection, including listed, buildings, areas of outstanding natural beauty and ancient monuments. For the purposes of this application, it is relevant to note that the application site may be considered a heritage asset as well as being within a heritage asset, that being the conservation area as confirmed. There are several unlisted buildings in the locality that are of architectural or historical significance.

The government’s overarching aim is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. This is to be achieved through a number of objectives, including sustainable development (recognising that heritage assets are a non-renewable resource), conservation of assets in a manner appropriate to their significance and development of knowledge and understanding of our past through evidence gathering and promotion.

Specifically, paragraphs 189 and 190 of the NPPF require applicants and the Local Planning Authority to recognise and respect the Heritage Asset. These paragraphs state:

*“189. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.*

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*190. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal".*

As required, the assessment has been made in proportion to the significance of the heritage assets and the degree of potential impact. The historic elements of the heritage assets considered in this statement will not be significantly altered in a way that is detrimental to their importance within the street scene or the wider area.

In this instance, listed building, namely the War Memorial is the sole heritage asset that requires assessment in conjunction with the impact that this development may have upon it.

The War Memorial was formally designated as a listed building on 24<sup>th</sup> August 2017. As confirmed earlier, the full listing description can be found at appendix A.

This submission proposes the outline erection of two dwellings with means of access to be considered. All other matters are reserved. However, an indicative layout plan has been provided to demonstrate how two properties could be positioned on the site, in such a way to have little or no impact upon the amenities of the occupants of both the host property and its neighbours and to demonstrate how the access can be made safe and functional inclusive of the provision of dedicated vehicle turning facilities serving each property.

The retention of as much of the existing landscaping and features as possible has been duly considered to enable the properties to be more readily assimilated into their setting.

In context with the listed war memorial, none of the screening afforded to its western edge, are proposed, and whilst the two sites would inevitably be viewed in conjunction, and having regard to the existing tree coverage, materiality would be an important element to ensure that the starkness of any new development is balanced against both the design, siting and use of materials that would complement what already exists.

Respectfully, views would generally be taken in from the public realm, of which the local highway network is just that. There are no footpath links along Sheepgate at all, just grassed verges. A lay-by where there are public toilets exists to the south, and this along with the adjoining café are the two most prominent locations where the site may be seen in context with the listed building.

As a result of the implications of flood risk, that are explored and mitigated against in the separate Flood Risk Assessment, it is inevitable that the dwellings proposed will all be of 1.5 or 2 storey construction, with all sleeping accommodation at first floor level. This obviously increases the scale of the development, but simultaneously, reduces the overall footprint of any built form, which will

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benefit the space and room around the proposed dwellings to ensure that they are not perceived as dominant features that affect the setting of the War Memorial itself?

Wherever the development site is viewed from, the backdrop and foreground to it will always be the existing low-level shrub planting adjacent to the driveway of The Old Horseshoes, and the semi and mature trees that define not only the boundaries to the application site, but also the War Memorial too?

Being of 1.5 or two storey construction, the roofline and scale will be sympathetic to and reflective of the neighbouring developments, which in terms of the massing, and visual impacts from existing neighbouring properties to and from the asset, will not be dominant when all are viewed collectively.

The locality as described exhibits a slightly sporadic and disparate form of development, and one that does not necessarily follow a particular vernacular or defined appearance. It is both the buildings and the landscaping that play equally important roles in identifying the character of the area. The rural and agricultural hinterland is generally flat and open, with far reaching views. The development proposed does not materially alter these characteristics.

As a result of the juxtaposition of the existing buildings we feel that the proposed development will not be seen or viewed negatively from the public realm in conjunction with the listed building in our opinion.

The listed building is very simple in its form and is typical of its 'role' as a war memorial.

It is respectfully considered that because of all the material considerations discussed, a scheme of this nature will have a neutral impact upon the setting of the listed building, as in visual terms it will remain screened by all the landscaping retained. The siting of the built form, back in the application site behind the landscaped frontage which will only be interrupted by a paired access onto Sheepgate can be managed through appropriate additional planting, boundary, and surface treatment of the entrance.

Archaeology has not been a consideration here.

There are no negative impacts in our opinion and therefore no sustainable planning objections that could be raised or maintained. In this context, the submission is fully compliant with the relevant sections and paragraphs of the NPPF and the applicable policies in the South East Lincolnshire Local Plan.



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### **7 – DESIGN COMPONENTS**

#### **Use**

This is a mixed-use location with residential, commercial, community and leisure use all within a short walk of this site. Whilst it will be seen as a site on the periphery of the village of Leverton, it is in our opinion one that is not only representative of being an ‘infill’ development, but one that is perhaps accessible on foot to all the services and facilities within Leverton and the transport links available within 100 metres of the site. The site in our opinion is more accessible than others in the village that have recently obtained planning permission, and in terms of sustainability this must be a positive consideration.

It is felt that a residential redevelopment of this site would sit comfortably within this environment without detriment to their neighbouring residential properties. As discussed, there is exhibited a wide variety of vernaculars, materiality and detailing upon the properties within the settlement and within the immediate locality, along with a wide variety of form, scale, and proportions evident.

This is already a site where a residential use exists and whilst what is proposed intensifies that use, no other potential uses have been considered for this parcel of land other than its redevelopment for residential purposes.

#### **Amount**

This scheme will provide a modest increase in the number of residential dwellings within the parish of Leverton. The net increase will only be 2. With this being an outline application only, there are no confirmed footprints or number of bedrooms for example that each dwelling would provide.

#### **Scale**

The scale of the development is dictated by not only that which exists adjacent to the site, but also due to the flood risk implications that present themselves here. The site lies within an area identified as being at risk from flooding, and as a result, specific forms of mitigation will be required, which will comprise of aspects such as raising finished floor levels, providing resilient forms of construction and importantly, ensuring that all sleeping accommodation is located on the first floor.

This will result in the scale of the dwellings indicatively shown as being a minimum of 1.5 storeys in height. In terms of other aspects of ‘scale’, the form and proportions of the properties will need to be respectful of that which exists, and it may be that the adjoining cottage, which is of a traditional form, can inform what could be developed for this site?

Ultimately, the proposed dwellings will have to be purposely designed to ensure that there are no amenity conflicts by way of overlooking, loss of light, overshadowing or massing impacts brought about by this scheme. Overall, the scale of the various aspects of the works are both dictated by existing features as much as they are constrained by them, and the scale should not have any

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detrimental impact upon the locality, the street scene or adjoining listed building. The site is flat and level and therefore in itself alone presents no constraints.

### **Landscaping**

All existing soft landscaping is to be retained where shown to ensure that the development can be successfully and quickly assimilated into its setting. Clearly some of the existing trees (some of which have already been removed) need to be lost to facilitate the development and provide a point of access. However, this may be a benefit to the retained trees on the site who will not be crowded by their neighbours, and therefore allowed to flourish as they should. As part of this submission, landscaping is not for consideration, but nevertheless, the indicative scheme highlights how the dwellings can be situated, and a formal scheme of hard and soft landscaping will be developed at the reserved matters stage.

### **Appearance**

Whilst not for consideration at this stage, it is anticipated that the development could be built from a wide palette of materials, given the variety identified in the area. However, it will be important in our opinion, that the palette based on the existing developments and listed building are constrained to those which are prevalent within the settlement and Lincolnshire as a whole. Namely, but not exclusively, a red facing brick under a slate or clay pantile roof with suitable joinery details, and possibly guttering on rise and fall brackets.

As previously stated, it is as much about the setting of the site as it will be the design and material choices made as part of a future application.

## **8 – ACCESS COMPONENTS**

There will a single but paired access point provided centrally along the Sheepgate frontage. Visibility is good in both directions, and a dedicated turning facility is provided as part of the development that will serve each of the dwellings. Parking and turning is safe and functional with requisite parking provided both within driveways and garaging shown that will serve each of the properties.

None of the arrangements will have any adversely affect the character and appearance of or setting of the listed building referenced.

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### **9 – CONCLUSIONS**

In terms of the up-to-date national policy direction, it must be clarified that in recent case law and appeal decisions clarity has been reached that determines that schemes cannot be refused solely on the grounds that a particular Council has a deliverable 5-year supply of housing. The Government sees this as a minimum requirement that each Council should achieve, and not a ceiling that restricts further growth in areas of high demand where schemes are refused after the target has been achieved.

At the local level of planning policy, whilst this scheme is broadly compliant with the requirements of the applicable policies contained in the South East Lincolnshire Local Plan (2011-2036). Furthermore, if the Council were able to display a deliverable 5-year supply, part d), of paragraph 11 of the NPPF is then applied. These policies then carry more limited weight in the decision-making process and this scheme must be considered under the planning tilted balance of sustainable development where planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF when taken as a whole.

In this regard, the principle of two residential units cannot be viewed as contrary to housing supply or sustainable development principles as taken as a whole, this development would also deliver wider sustainable community benefits in the following forms:

- 1) Future occupants who come into the village will inevitably use and therefore help to sustain existing local services, amenities, and facilities within Leverton and the nearby service centres and schools for example, all of which are within walking distance or a short commute of this site. This will not only help to sustain those existing local services but could also have the potential to enable or facilitate potential future growth opportunities due to their spending power. This would meet the requirements of the economic and social objectives outlined in paragraph 8 of the NPPF and in our opinion should carry significant weight in the determination of this application.
- 2) There will be a number of employment opportunities created within the construction industry in the short term of the construction of this development. It may only be a short-term benefit as once the development is complete, those jobs are likely to move to other development sites and could be viewed as more transient in terms of the long-term benefits to Leverton, but nevertheless, it will sustain and create employment in the construction industry. Again, we are of the view that it meets the requirements of the economic objectives outlined in paragraph 8 of the NPPF and as such, again should be a due consideration in the determination of this case.
- 3) The Council will create added benefit through a range of different types of 'development tax' that would be levied against the development through the collection of Council Tax payments that will be reinvested into the local parish, the council, county council and others. This continued reinvestment into the local economy that will help enhance and sustain services should also be an aspect that carries significant weight in the consideration of this application.

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Turning to the Heritage impacts of the development, specifically paragraph 190 of the NPPF requires Councils to identify the significance of any heritage asset that may be affected by a proposal to ensure that harm to the asset is avoided or is minimised. Policy 29 of the South East Lincolnshire Local Plan (2011-2036) and Section 16 of the NPPF deal with the historic environment and broadly requires schemes that affect heritage assets to be of a scale, design, materials, and siting and not have a negative effect on views towards the heritage asset. Paragraph 193 of the NPPF states that in considering the impact of development on the significance of heritage assets. Great weight should be given to the assets' conservation.

Whilst the site can be considered to lie within the immediate setting of only one listed building there are in our opinion other positive buildings within the locality. However, views would be largely unaffected, due to the maturity of their respective settings and where and how views can be obtained to and from the site within the public realm. Therefore, it must be concluded that the development would have no significant adverse impact on the significance or setting of the heritage asset. Finally, the Flood Risk Assessment identifies the source and threat of flooding and deals effectively with the risk posed through the provision of necessary mitigation discussed in that document.

Therefore, in summary, whether the Council can demonstrate a deliverable supply of housing more than the 5 years required or not is not a determining factor. This is a minimum requirement and not a ceiling and can therefore be exceeded. Leverton is identified as an 'other service centre and settlement' where within the settlement boundaries of the Other Service Centres and Settlements (as shown on the Inset Maps) development will be permitted that supports their role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities. Development will normally be limited to Committed sites and infill a sustainable location in this regard and a focus of growth. However, with the tilted balance in favour of sustainable development and the location of this site within an area where development exists, and one that is probably as, if not more accessible to the range of services within Leverton itself and close to public transport links, it is respectfully considered that the infill of this parcel of land would not have any demonstrable harm upon the sustainability objective of local and national planning policy and nor would it undermine any housing supply issues.

On balance therefore and considering all the above factors and material considerations, we respectfully suggest that this application for the outline erection of two dwellings is acceptable, and that there are no housing supply concerns given recent case law and appeal decisions to restrict the delivery of additional units where there is a clear benefit to the delivery of wider sustainable community benefits that tilt the balance in favour of this scheme.

The proposal is sound in principle, will have no unacceptably harmful amenity impacts upon adjoining residential amenity or the setting of the neighbouring listed building and will be in keeping with the distinctive character of the locality. The proposal accords with local and national planning policies applicable, and it is our opinion that this development is in accordance with local and national planning policy and should be approved without delay for the reasons aforementioned.

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### **APPENDIX A – LISTED BUILDING RECORD**

Grade: II

Date first listed: 24-Aug-2017

Address: c45m to the west of The Old Horseshoes, Sheepgate, Leverton, Lincolnshire, PE22 0AU

County: Lincolnshire

District: Boston (District Authority)

Parish: Leverton

National Grid Ref: TF4021248179

#### **Summary**

First World War memorial obelisk in Portland stone, unveiled 1920, with additions for later conflicts.

#### **Reasons for Designation**

Leverton War Memorial, which stands on Sheepgate, is listed at Grade II for the following principal reasons:

#### **Historic interest:**

\* As an eloquent witness to the tragic impact of world events on this local community, and the sacrifice it made in the conflicts of the C20.

#### **Architectural interest:**

\* A simple yet elegant Portland stone obelisk in the Classical style.

#### **History**

The aftermath of the First World War saw the biggest single wave of public commemoration ever with tens of thousands of memorials erected across England. This was the result of both the huge impact on communities of the loss of three quarters of a million British lives, and also the official policy of not repatriating the dead which meant that the memorials provided the main focus of the grief felt at this great loss. One such memorial was raised at Leverton as a permanent testament to the sacrifice made by 17 members of the local community who lost their lives in the First World War.

The memorial was unveiled on 21 November 1920. The unveiling followed a service at the parish church from whence the congregation was led to the memorial site by the Leverton Brass Band, ex-servicemen, and the church choir. The memorial was dedicated and unveiled by Captain Harold Colquhoun Marris. The memorial masons were Messrs Thomas Kent of Boston. It was built on land donated by a local farmer, Mr Saul, and the obelisk was funded by public subscription.

Following the Second World War an additional inscription was added to the memorial recording two further names. The name of one soldier who died in Northern Ireland has also been added. The memorial has been refurbished, which included the re-cutting of some of the inscriptions.

Messrs Thomas Kent, a firm of monumental masons of Boston, was also responsible for the war memorials at Coningsby, Freiston, Butterwick, and Skirbeck Quarter (all Grade II-listed).

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### Details

The war memorial is located on the north side of Sheepgate in an area enclosed by a hedge and clipped conifers, with a wrought iron gate to the front. It is a 3.7m tall Portland Stone obelisk. It has a three-stepped base, square on plan, and two-stage corniced plinth from which rises the four-sided tapering obelisk.

The plinth is inscribed on two sides in incised lettering. Facing the road, on the southern face, the inscription reads: ERECTED/ BY THE PARISHIONERS OF LEVERTON/ IN MEMORY OF OUR GLORIOUS DEAD/ WHO LAID DOWN THEIR LIVES IN THE/ GREAT EUROPEAN WAR, 1914-1919/ (8 NAMES)/ with below 1939-1945/ (3 NAMES)/ 16 APRIL 1973. The inscription on the eastern face also reads: ERECTED/ BY THE PARISHIONERS OF LEVERTON/ IN MEMORY OF OUR GLORIOUS DEAD/ WHO LAID DOWN THEIR LIVES IN THE/ GREAT EUROPEAN WAR, 1914-1919/ (9 NAMES).



Image Source – Google Maps