

MR N CHIPPINDALE

**OUTLINE PLANNING APPLICATION FOR RESIDENTIAL DEVELOPMENT
AT KINGSLEY FARM, HARROGATE**

PLANNING STATEMENT

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1.0 INTRODUCTION

- 1.01 This report has been prepared in support of an outline application for residential development at Kingsley Farm, Kingsley Road, Harrogate. The proposal indicates that the site is suitable for the development of 5 new houses, incorporating four units converted from existing buildings within the farmstead. The remainder of the units (61) will be new built houses, lying on the site of the existing farmstead and business premises within Kingsley Farm.
- 1.02 Within the farmstead, the existing farmhouse remains in place, and is currently occupied as two units. This will be maintained, with improved rear gardens for both properties included within the proposals.
- 1.03 A number of reports and plans accompany this application, including an indicative plan that shows how the proposed level of development can be accommodated on site.
- 1.04 Section 2 of this report sets out the site description, Section 3 sets out the context for the planning application; Section 4 sets out a description of the proposed development; Section 5 sets out the Planning Policy context for the application; Section 6 considers the proposals against planning policy and in the light of any other material considerations; and Section 7 sets out the conclusions.

2.0 SITE DESCRIPTION

- 2.01** Kingsley Farm is located to the east of Harrogate Town Centre. Starbeck centre lies a little way to the east.
- 2.02** The site is accessed via Kingsley Road, which feeds into Knaresborough Road. Kingsley Road is a residential road, lined with mainly semi-detached properties, set back from the road. Most of these properties have their own drive to the side. The Farm lies just to the north of the existing edge of the built-up area.
- 2.03** Kingsley Farm was originally an agricultural farm. Some of the original stone buildings remain within the farmstead, as does the farmhouse which is still in residential use.
- 2.04** Most of the remaining buildings were originally built as chicken sheds, but some have changed their use since housing chickens. There is also a relatively new building which houses the main egg packing activities. The buildings are situated around an area of hardstanding that is used for parking vehicles and manoeuvring for delivery vehicles. The main business on the site, Chippindale Foods, is relocating to a site at Flaxby so most of the buildings will become vacant or underused.
- 2.05** To the south east of the site, the land between the formal garden of the farmhouse and Bogs Lane is mown and has a number of ornamental and fruit trees planted within it. The field to the north east and west of the site are grass fields that sometimes have grazing stock.

3.0 CONTEXT FOR THE PLANNING APPLICATION

- 3.01** The farm originally specialised in chickens producing eggs, and started to pack eggs for sale. The packaging of eggs became an important aspect to the business, and led to the development of specialist modern buildings to accommodate this, and eggs were brought in from a number of farms, mostly within the Yorkshire region.
- 3.02** Over the years the business grew, with more eggs coming to be packed, and investment in highly specialised equipment being made. Planning consent was granted to Chippindale Foods for a new building accommodating egg packing equipment and this allowed the business to flourish.
- 3.03** However, with this growth came problems associated with the location of the business on the edge of this residential area. In 2009 discussions started with Harrogate District Council regarding the on-going issues with traffic travelling to and from Chippindale Foods, that occupy most of the Kingsley Farm site. This problem was particularly obvious when an early morning delivery vehicle left Kingsley Farm and found that parking by cars on both sides of Kingsley Road made the route impassable.
- 3.04** Because of the problems associated with a modern business running from a site accessed through a residential area, discussions were held with the Local Planning Authority (LPA) prior to any Housing Allocations being put forward, resulting in the allocation of the built-up part of the site being allocated for residential development.
- 3.05** Since that time, discussions have been on-going with the LPA regarding development of the site, and what form would be appropriate. A public exhibition was held on 15 April 2013, outlining the proposals to members of the public, with fliers being posted through letterboxes on nearby streets, and local councillors invited. At least 50 people turned up to view the proposals and discuss the site.

4.0 DESCRIPTION OF PROPOSED DEVELOPMENT

- 4.01 The application is an outline application, with everything apart from the access to Kingsley Road reserved. However, plans have been drawn up that show how the development might look so that matters such as density of the development can be properly appreciated.
- 4.02 The indicative plan shows how the site could be developed for a mix of types and sizes of houses. The plan shows how the site could accommodate 21 two bedroomed properties, 31 three bedroomed properties, 8 four bedroomed properties and one five bedroomed property.
- 4.03 The conversion of the existing stone buildings to residential purposes does not normally tie in with an outline application. Plans have been drawn up showing how the conversion could be carried out, but detailed plans will be drawn should the planning consent be granted, which will provide all the detail required for such conversion proposals. The master plan shows how each of the converted units can be accessed, and where the private garden area can be accommodated, and the current application seeks to confirm that the principle of conversion to residential uses would be acceptable, provided appropriate proposals are submitted at a later date.
- 4.04 The masterplan also indicates how the two existing residential units in the farmhouse can be provided with an improved rear private garden area, together with garages and access from the north. The buildings to the north of the farm house have been arranged to give the impression of a traditional grouping of farm buildings to create interest and an attractive visual appearance that is in character with the existing farm buildings and farmhouse.
- 4.05 Much of the remainder of the proposed development is shown as a more traditional housing layout to give an indication of how the number of dwellings proposed could be accommodated on site in an acceptable form.
- 4.06 One of the key elements of the scheme which was further emphasised following the meeting with Officers from Harrogate was the retention of the existing hedgerows into the development. This has significantly affected the layout of the site and determined the form of development. The mature trees towards the western section

of the site have also been retained in the outline layout, providing an area of informal open space within the heart of the development.

- 4.07 A significant proposal in relation to recreation is the proposed footpath linking the site to the existing footpath that runs to the north of Kingsley Farm. This will facilitate access onto the rights of way network for people within the proposed development, but also people living in the nearby residential area. It will mean that local residents do not have to walk along the section of Bogs Lane that has no pavement to access this footpath.
- 4.08 Land to the west, north and east of the proposed development will be retained by the farm and be used for paddocks / other agricultural uses. Access to the western part is provided from a dedicated route into the field, whilst access to the north eastern paddock will be facilitated through the corner property or farmhouse paddock.
- 4.09 The garden area of the northernmost dwellings is shown in two shades of green. The pale green area is within the proposed allocation. However, in order to provide a larger garden and slightly lower density to the development, as is suitable for this site, it is proposed that the garden areas should be extended beyond this level, and secured with a requirement under the S106 agreement which indicates that these areas of the garden outside the allocation shall not be used for any permanent structure without the prior approval of the LPA.
- 4.10 The access to Kingsley Road is slightly changed from the current driveway, in order to ensure that the existing dry stone wall on Bogs Lane is retained in its existing location and is not within the visibility splay of the new junction. The proposed location gives good visibility in both directions.
- 4.11 The layout shows how the land to the south of the site could be safely accessed through the proposed development if required.

5.0 PLANNING POLICY CONTEXT

5.01 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how they are expected to be applied. Paragraph 2 indicates that Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

5.02 The main thrust of the NPPF is that the planning system should contribute to the achievement of sustainable development. This includes an economic role, a social role and an environmental role (paragraph 7). The importance of sustainable development is further noted in paragraph 14 which indicates that there is a "presumption in favour of sustainable development".

5.03 In order to achieve this sustainable development, local plans should positive seek opportunities to meet the development needs of their area. In terms of decision making, proposals that accord with the plan should be approved, however,

"where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:

- 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; or
- Specific policies in this Framework indicate development should be restricted."

5.04 Paragraph 47 indicates that the supply of housing should be boosted significantly. It identifies the importance of a 5 year supply. Paragraph 49 indicates that:

"Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites."

5.05 Harrogate is in the middle of preparing new plans to replace the Adopted Harrogate Local Plan (2001). The Core Strategy is now adopted, and the Site Allocations Document is progressing.

5.06 The Core Strategy sets out the settlement pattern for the District and identifies Harrogate as the location where most development should take place. Paragraph 3.20 identifies that, in addition to small-scale releases of land around the built-up areas, it will be necessary to allocate two large greenfield sites to the west of Harrogate and east of Knaresborough to meet the housing requirements in the District. Policy SG4 states:

"All development proposals in the District should comply with the following criteria:

- 1. The scale, density, layout and design should make the most efficient use of land; and**
 - a. be well integrated with, and complementary to, neighbouring buildings and the spatial qualities of the local area;**
 - b. be appropriate to the form and character of the settlement and/or landscape character.**
- 2. Visual, residential and general amenity should be protected and where possible enhanced;**
- 3. There should be no loss of greenfield land unless justified by national planning policy, the Regional Spatial Strategy, this Core Strategy or a policy or proposal within the Local Development Framework;**
- 4. The environmental impact and design of development should conform with Policies EQ1 and EQ2 of this Core Strategy. The travel impact of any scheme should not add significantly to any pre-existing problems of access, road safety or traffic flow and should have been fully addressed in accordance with Policies TRA1, TRA2 and TRA3 of this Core Strategy."**

5.07 Policy EQ1 seeks to reduce the environmental impact of development. Houses are currently required to be constructed to Code Level 4. Under Policy EQ2, the landscape character of the District will be protected and where appropriate, enhanced.

5.08 Policy TRA1 seeks to ensure that new development is well related to jobs, shops and community facilities. Policy TRA2 safeguards sites for transport infrastructure. Policy TRA3 seeks to improve the management of traffic.

5.09 The Sites and Policies SPD allocates the site for housing development.

5.10 Most of the housing policies in the Harrogate Local Plan have been deleted.

6.0 CONSIDERATION OF PROPOSALS

- 6.01 The potential redevelopment of the site for housing has been discussed with the LPA for some time. This was initially due to the business use on the site, and the concern that the HGVs that were conflicting with the mainly residential character of the surrounding area.
- 6.02 As a result of those concerns and the need for expansion, Chippindale Foods has sought alternative premises which it has found at Flaxby, and a new building to accommodate the needs of the business has been procured. However, some parts of the business remain on the site at the present time, and all the buildings for the business and the agricultural buildings still remain on-site.
- 6.03 The proposed development therefore comprises the redevelopment of a brownfield site, and will also mean that the potential conflict between the business traffic and the residential nature of the area within which it is set will be removed.
- 6.04 Discussions were held with the LPA to determine how the site could be developed sensitively. The illustrative proposals show the result of those discussions. To the north of the site, the boundary with the public right of way will be strengthened by new planting that will screen the development from the north. This will be secured by way of a S106 agreement as it is land within the ownership of the Applicant. Within the site, the indicative layout shows how housing could be arranged to retain key hedgelines and trees within the site. Retaining key parts of the existing hedgerows and trees within the site will minimise the impact of the proposals upon the character and appearance of the area, and will assist in ensuring that the new dwellings integrate well. Retaining these features will also benefit the nature conservation interest of the site.
- 6.05 Within the site, small areas of open space have been retained within the development to protect key trees, or to ensure that the setting of the development is appropriate. In addition to this, the proposals offer a pedestrian link through the site, joining up with the public right of way to the north. This will run along the main access road into the site, then follow a new footpath route over the land to the north of the development up to the footpath, with landscaping to either side. This new route will enable this public right of way to be accessed without pedestrians needing to go further along Bogs Lane which, to the east of the site entrance, has no footpath. This

will facilitate access to the public rights of way network and give more options for local residents to walk in the neighbourhood.

- 6.06 There are existing stone buildings which form part of the original farmstead. The illustrative layout indicates how these can be accommodated on the site and converted to form dwellings. Each of these converted properties will have access to its own garden area and dedicated parking areas. The indicative proposals indicate how this can be accommodated so that future residents will enjoy a good level of amenity. The garden of the single storey building to the south of the Farmhouse will be created from the southern portion of the existing Farmhouse garden. This will retain a good size of garden for the farmhouse and both will have an appropriate level of private amenity space. Detailed proposals for the conversion will be submitted as a full application.
- 6.07 The existing farmhouse and adjoining dwelling will also benefit from the creation of new garden areas to the rear of each property. At the moment, both have very small back gardens and a larger space will be beneficial and ensure that the private amenity of the residents is not adversely affected by the development proposals. In addition, both properties will benefit from the creation of a private drive and garage to the rear of the properties.
- 6.08 The illustrative plan has a dotted line shown around the northern and north eastern part of the development proposals. Land that falls between this line and the red line will remain free from any permanent structures. This will ensure that the northern edge of the site does not suffer from the gradual encroachment of permanent development, which would adversely affect views of this side of the development.
- 6.09 Discussions have taken place regarding the provision of affordable housing on the site. The site will contribute towards affordable housing in the District on a site that is easily accessible.
- 6.10 The NPPF confirms the importance of ensuring that development is sustainable. The development proposals accord with this requirement in that they reuse a brownfield site for housing which will be close to services and facilities for the new residents. In doing this, they will also improve the residential amenity of nearby residents who will benefit from reduced commercial traffic and increased opportunity for access to the public right of way network.

- 6.11 The NPPF also encourages the provision of a range of housing opportunities, and this site will contribute towards the housing needs of the District in an appropriate location, assisting with the delivery of housing and helping to ensure that there is a five year housing land supply available.
- 6.12 The highways report accompanying the application demonstrates that the site can be accessed safely, and that the proposed level of development can be accommodated by the existing highway network. The existing access to the site has been repositioned to provide an improved alignment and visibility, whilst retaining the existing stone wall. Provision for access to the land to the south of the site has been made if this is required to facilitate the development of that land in the future.
- 6.13 The site meets the requirements set out in the allocations document in terms of retention of features such as the stone wall to the east of the site, retention of the existing stone buildings and landscaping to the north.
- 6.14 In relation to Policy SG4, the indicative layout demonstrates that an efficient use can be made of the site which will integrate with and complement the neighbouring residential area. It is compatible to the form and character of the settlement and will not affect any important views of open spaces within the town. The residential amenity of nearby properties will not be adversely affected. Indeed, it could be argued that the residential amenity will be improved by way of reduced commercial traffic on the nearby road network, and, within the site, by improved private amenity space for the existing dwellings. The site is largely previously developed and will not result in the loss of significant greenfield land. The only 'greenfield' land within the site area is largely occupied by existing buildings and hardstanding which is currently in an agricultural use. The environmental impact of the proposals will not be significant and the proposals can be accommodated by the existing highway network. The proposals therefore are considered to accord with Policy SG4 of the Core Strategy.
- 6.15 A public consultation event was held in Starbeck Library in April 2013 which was attended by a large number of local residents. Whilst some were concerned about the development of the site for housing, many welcomed the change from the commercial use which would result in a reduction in commercial vehicles using the local highway network.

7.0 CONCLUSIONS

- 7.01 The proposed housing at Kingsley Farm accords with Local and National Planning policy regarding the location of housing in sustainable locations. Housing on the site will add to the choice and range of houses within Harrogate, including affordable properties.
- 7.02 The indicative plan shows how the site can accommodate the proposed number of dwellings, whilst providing a range of sizes of houses. The indicative plan also shows how an appropriate level of amenity space can be provided for the dwellings to be formed by the conversion of the existing stone buildings.
- 7.03 The indicative layout shows how the site can be developed providing landscaping to the north so soften the appearance of the site from the north. It can also be accommodated so that the main hedgelines and trees are retained as part of the development.
- 7.04 The development can be accessed safely, and allowance is provided to access the site to the south at a later stage should that be required.
- 7.05 Included within the proposals is a new footpath link from the main access road of the site up to the public right of way that lies to the north of the site.
- 7.06 The development of the site for housing will stop the requirement for a commercial business to access their property via Kingsley Drive, which will improve the residential amenity of nearby residents.
- 7.07 The site will add to the range and types of housing available in Harrogate, and will contribute towards the housing needs of the District in the short term.