

25th April 2024

The Savills logo consists of the word "savills" in a lowercase, sans-serif font, colored red, set against a solid yellow rectangular background.

Planning Policy Team
South Kesteven District Council
Council Offices
The Picture House
St Catherine's Road
Grantham,
NG31 6TT

By email only

Dear Sir or Madam,

South Kesteven District Council, Regulation 18 Draft Local Plan 2021 – 2041 (February 2024)

- **SKPR-131: Land to the West of Meadow Drove, Bourne**
- **SKPR-132: Land to the South of Spalding Road (A151), Bourne**
- **SKPR-133: Land to the South of The Slipe, Bourne**

Savills (UK) Ltd represents Lincolnshire County Council Corporate Property who is the owner of the above sites, which were submitted for consideration through the SKDC Call for Sites exercise in November 2020.

Site SKPR-131 Land to the West of Meadow Drove, Bourne, is proposed as part of a wider residential allocation (SKPR-53 – Land at Mill Drove) within the Regulation 18 Draft Local Plan, whilst SKPR-132 and SKPR-133, which were submitted for employment uses, remain unallocated.

Savills UK Ltd have reviewed the Regulation 18 Draft Local Plan and a response on behalf Lincolnshire County Council Corporate Property is set out below:

SKPR-53 – Land at Mill Drove

Draft Policy H1: Housing Allocations allocates SKPR-53 – Land at Mill Drove for 285 dwellings across the whole site area. LCC own the central parcel of land (SKPR-131 Land to the West of Meadow Drove, Bourne) as discussed in our submission in November 2020 which is included in Appendix 1.

The draft text of SKPR-53 – Land at Mill Drove is set out below:

“SKPR-53 – Land at Mill Drove

Indicative Unit Numbers: 285 (site numbers reduced due to high risk flood areas).

Assumed Density: 30 Dwellings per hectare.

The following development principles accompany this allocation:

- a. A comprehensive masterplan is required for the site. All parties shall work together to bring forward a comprehensive plan for the site, including the phasing of development.*
- b. Highway, footway, cycleway connections should be provided throughout the site to the wider town.*
- c. Development should integrate the public right of way along the Carr Dyke into the pedestrian movements throughout and into the site.*

- d. *The development proposal should ensure the integration of Carr Dyke as a positive landscape feature and provision of open space and ensure that the requisite easement of the Carr Dyke is provided to allow maintenance of the water feature.*
- e. *Landscape screening to the eastern edge of the site will be required to reduce the impact on views into the site from the open countryside.*
- f. *The high flood risk area within the centre of the site should not be developed but utilised for open space provision, landscaping and sustainable urban drainage (SUDS), as necessary.*
- g. *Screening to the south of the development will be required to minimise conflict with the existing industrial development.*
- h. *This site is within or includes a Green Infrastructure Area. Proposals on this site should incorporate the relevant principles for development within Green Infrastructure Areas set out in Policy EN3 Green*
- i. *Infrastructure.”*

Our client supports draft allocation SKPR-53 for 285 dwellings. The landowners are in agreement to work together to prepare joint technical work and a comprehensive concept masterplan and it is anticipated that this will be prepared for the Regulation 19 stage of the plan. Given that the site appears to have relatively few constraints, it is anticipated that the level of housing that could be achieved on the site may be slightly higher than 285 dwellings. We support the site assessment undertaken by Bourne Town Council for the Neighbourhood Plan which has estimated a site capacity of 300-350 dwellings to be closer to the likely yield. However, this would be confirmed through the undertaking of further technical work and a concept masterplan for the site.

The draft criteria in the policy appear reasonable and would be used to inform future technical and design work.

Initial meetings have taken place between the majority of the landowners with an interest in the draft SKR-53 allocation, including the Bradshaw Family, Jones Family and the Bettinson Trust, who are in principle committed to working jointly in the continued promotion of the site. These parties are in discussions about seeking the support of a promotor going forward in the next stages of the Local Plan. The collective landowner group is interested in producing a comprehensive masterplan to support the proposed allocation SKPR-53 for 285 dwellings in Bourne (Land at Mill Drove). Due to the time constraints of the current consultation, it has not been possible to prepare joint evidence and a combined masterplan for the Regulation 18 stage. However, it is proposed that technical work and a concept plan will be provided to the Council going forward.

The Lees family, who own the at the northern end of the draft allocation, have not yet been directly engaged in discussions, but will have the opportunity to be part of a comprehensive development and to feed into the proposals for the SKPR-53 proposed allocation.

Other Sites/Omissions

Two further sites within the ownership of LCC are located within Bourne and whilst not proposed in the current Draft Local Plan as allocations, represent sites for additional employment growth in this settlement in a Market Town, which is at the top of the Spatial Strategy (SP1 and SP2) after the Sub-Regional Centre of Grantham.

SKPR-132: Land to the South of Spalding Road (A151), Bourne

SKPR-132 was submitted for consideration as a potential allocation in November 2020. The site, which is located on the eastern edge of Bourne, is surrounded to by a mix of commercial uses, including food production as well as some agricultural ones. The site is to the south of Spalding Road from where there is an existing access. The land to the immediate west of the site is proposed as an Employment Allocation (SKPR-285) in the Draft Local Plan. To the east of the site is Lincolnshire Herbs who have a large existing operation. It is considered that this site would be an ideal option for further employment development should this be required in the district.

SKPR-133: Land to the South of The Slipe, Bourne

SKPR-133, is approximately 3 ha/7.4 acres in size and also located to the east of Bourne and is positioned to the south of The Slipe. The land is Grade 2 farmland and is let to a tenant. Surrounding uses are primarily commercial and industrial. Access is via The Slipe, which connects directly to Cherry Holt Road (A151) although would require upgrading as at present it is primarily suitable for agricultural vehicles. The site is within Flood Zone 1. Permission was granted on land to the north and east for new industrial uses. The site presents an opportunity to consolidate some of land between the former Bone Mill and the existing commercial uses on Cherry Holt Road. Two parcels of land to the north of the site are proposed as an Employment Allocation in the Draft Local Plan (SKPR-285 and SKPR-289). It is considered that this site would be an ideal option for further employment development should this be required in the district.

Other Policies

SP1: Spatial Strategy

LCC support Draft Policy SP1 and its overall approach to growth.

SP2: Settlement Hierarchy

LCC support Draft Policy 2 and the overall hierarchy and distribution of growth. In particular, the role that the three Market Towns are able to play in the future of the district is considered vital.

SP4: New Residential Development on the Edge of Settlements

Amendments to the policy to remove the elements relating to Rural Exception into New Policy 1 are welcomed as this would ensure additional clarity about growth on the edge of settlement for different housing types.

The criteria in Draft Policy SP4 reflect those within the adopted Local Plan. We note the retention of criterion a) relating to the need to:

“demonstrate clear evidence of substantial support from the local community through an appropriate, thorough, and proportionate pre-application community consultation exercise. Where this cannot be determined, support (or otherwise) should be sought from the Town or Parish Council or Neighbourhood Plan Group or Forum, based upon material planning considerations.”*

Community participation in the planning process is important and underpins good place making, however, a development proposal that is consistent with all other criteria under this policy should not be deemed to be unacceptable on account of there not being substantial community support. Draft Policy SP2: Settlement Hierarchy states that “2. Development which maintains and supports the role of the three market towns of Stamford, Bourne and the Deepings, will be allowed, provided that it does not compromise their nature and character. Priority will be given to the delivery of sustainable sites within the built up part of the town and appropriate edge of settlement extensions.” In those settlements identified as suitable locations for growth, especially the Market Towns at the top of the settlement hierarchy, the requirement in part a) of SP4 seems to be unnecessarily restrictive, placing a disproportionate burden on developers in locations which South Kesteven have identified as important locations for growth. Infill within the settlement boundary is not always possible at a scale which is sustainable due to limited infill opportunities, and constraints associated with brownfield land. Therefore, we are concerned that this restrictive approach to development on the edge of settlements may have an adverse impact on the delivery of housing in these areas.

The term ‘substantial support’ is ambiguous and the inclusion of criteria that requires the support of third parties could place an undue burden on schemes which are otherwise compliant with the other criteria of the policy. A better approach could be to replace part a) of the policy with a requirement for “*meaningful community engagement*” which is appropriately documented as part of any planning application. Guidance could be provided in the Local Plan about how to approach community participation.

H2: Affordable Housing Contributions

Draft policy H2 requires “all development comprising 10 or more dwellings (or an area of 0.5ha or more) should make provision for 27-57% depending on the outcome of the Whole Plan Viability Assessment”. The adopted Local Plan includes the following policy on affordable housing: “All developments comprising 11 or more dwellings (or greater than 1000m2 gross floorspace) should make provision for 30% of the scheme’s total capacity as affordable housing, except within the urban area of Grantham as defined on the Policies Map where the affordable housing requirement on such developments will be 20%.”

The Whole Plan Viability Assessment (January 2024) considers the local market in detail and Chapter 4 relates to the Residential Market. Paragraphs such as 4.12 and 4.18 confirm that there is uncertainty in the local housing market which is set to continue.

Within this context, any change to the level of affordable housing through the Local Plan review (other than amendments to reflect the required alignment with the NPPF 2023) is considered unnecessary, with the potential to negatively impact on the overall delivery of housing at a time of uncertainty.

NEW POLICY 4: Biodiversity Opportunity and Delivering Measurable Net Gains

New Policy 4 is welcomed to ensure that there is a clear approach to Biodiversity New Gain (BNG) in accordance with the requirements of the Environment Act 2021. Setting the policy at the requirement for a 10% post development biodiversity value to exceed the predevelopment value of the onsite habitat by a 10% net gain is considered to be a suitable application of the legislation.

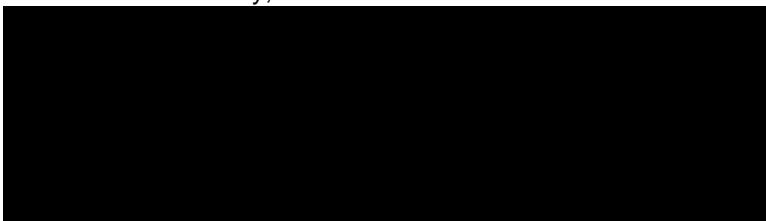
Conclusions

LCC Corporate Property support the inclusion SKPR-53 – Land at Mill Drove, Bourne as an allocation for 285 dwellings in the Regulation 18 Draft Local Plan. The site remains a suitable, available and achievable location for growth in the district with landowners working jointly towards promotion.

LCC Corporate Property have a have a strong track record of bringing sites forward in South Kesteven, including sites allocated in the current adopted Local Plan, including at Barrowby and Morton.

Please let me know if you need any further information in relation to this site or any other matters concerning our client in the district.

Yours faithfully,



Lynette Swinburne MRTPI
Associate Director (Planning)

Appendix 1: Call for Sites submission, November 2020

Site Submissions: South Kesteven Local Plan Issues & Options

- Site 1: Land to the West of Meadow Drove, Bourne
- Site 2: Land to the South of Spalding Road (A151), Bourne
- Site 3: Land to the South of The Slipe, Bourne

FINAL

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South Kesteven Local Plan Issues & Options

Representations on behalf of Lincolnshire County Council Corporate Property



1. Introduction

- 1.1. Savills UK Ltd on behalf of Lincolnshire County Council Corporate Property are making the following site submissions as part of the South Kesteven District Council Local Plan Issues and Options consultation which extends until 23rd November 2020.
- 1.2. These representations accompany site plans and pro formas in relation to these sites which are put forward for consideration by the LPA as locations for potential future development:
 - Site 1: Land to the West of Meadow Drive, Bourne (5.7 ha/14 acres)
 - Site 2: Land to the South of Spalding Road (A151), Bourne (8.9 ha/22 acres)
 - Site 3: Land to the South of The Slipe, Bourne (2.9 ha/7.4 acres)
- 1.3. Site location plans accompany this submission and are included within Appendices 1-3.

Figure 1: Location of sites



2. Background

Site Description

- 2.1. The following representations relate to the inclusion of Land to the West of Meadow Drove, Bourne; Land to the South of Spalding Road (A151), Bourne; and Land to the South of The Slipe, Bourne as allocations within the emerging Local Plan.
- 2.2. Bourne is a market town and one of the largest settlements in the district. It is located on the A15 and therefore has good connections to both Peterborough and Lincoln. The town contains a wide range of local shops, services and facilities which serve not only its own residents, but those from surrounding villages. Bourne has both primary and secondary schools, doctors, dentists and a leisure centre. As well as a large residential population, Bourne also has local employment opportunities, particularly on the eastern side of the town.
- 2.3. **Site 1** is approximately 5.7 ha/14 acres in size and comprises Grade 2 agricultural land which is let to a tenant. The site is located to the east of Bourne and forms one of a series of parcels of land that together infill the area between the existing residential estate at Arnhem Way and Meadow Drove to the east and Mill Drove to the north. Access to the site is possible via Meadow Drove. The land is within Flood Zones 1 and 2.
- 2.4. **Site 2** is approximately 8.9 ha/22 acres in size and is also Grade 2 agricultural land which is let. The site, which is located on the eastern edge of Bourne, is surrounded to by a mix of commercial uses, including food production as well as some agricultural ones. The site is to the south of Spalding Road from where there is an existing access. The land is within Flood Zones 2 and 3.
- 2.5. **Site 3** is approximately 3 ha/7.4 acres is size and also located to the east of Bourne and is positioned to the south of The Slipe. The land is Grade 2 farmland and is let to a tenant. Surrounding uses are primarily commercial and industrial. Access is via The Slipe, which connects directly to Cherry Holt Road (A151) although would require upgrading as at present it is primarily suitable for agricultural vehicles. The site is within Flood Zone 1. Permission was granted on land to the north and east for new industrial uses (see following section).

3. Planning Context

- 3.1. Within the South Kesteven Local Plan, adopted January 2020, Bourne is identified as one of three Market Towns within the district, alongside Stamford and The Deepings. Planning policy encourages development which maintains and supports the role of the market towns, provided that it does not compromise their nature and character. Priority will be given to the delivery of sustainable sites within the built up part of the town and appropriate edge of settlement extensions.
- 3.2. Bourne has a range of local employment and many commercial and industrial uses are located to the east and south east of the town. The to the immediate west of Site 2 is allocated as a Strategic Employment Site (BO-SE1) in the adopted local plan for 8 ha of development. The land to the west of Site 3 is allocated as an Existing Employment Site (EMP-B9).

Planning History

- 3.3. The site areas are indicated on the enclosed plans. No relevant historic applications have been identified on the Council's online search facility in relation to Sites 1 and 2. In relation to Site 3, a number of applications have been permitted which are which are relevant to the current submission:

Application Number	Decision Date	Description	Decision
S16/1327	29 December 2016	Erection of 18 light industrial units, four courtyards, associated car parking and landscaping.	Approved with conditions
S19/0426	25 July 2019	Outline application for the development of industrial units (B2) including details of access.	Approved with conditions
S06/0614 and reserved matters S09/2773	28 November 2006/10 March 2010	Change of Use to general industrial use (B2)	Approved with conditions

4. Site submissions

- 4.1. The sites within Bourne are put forward for consideration within the emerging Local Plan as sites for housing (site 1) and employment (Sites 2 and 3). The sites are considered to represent options for growth within this sustainable town.
- 4.2. There are no heritage assets within or adjacent to the sites and they are not located within a Conservation Area. There are no other known technical constraints which would prevent the sites coming forward for the proposed uses.

Site 1

- 4.3. **Site 1** is located in close proximity to an existing residential estate. Together with the adjacent land, the site could present an opportunity for additional housing, as part of a wider scheme on the area between the existing residential estate at Arnhem Way, Meadow Drove to the east, and Mill Drove to the north. Discussions are ongoing with those with an interest in the surrounding land.
- 4.4. The site, if fully developed, could accommodate up to 120 dwellings.
- 4.5. **Site 2** is located immediately adjacent to a Strategic Employment Site and therefore presents an opportunity for further growth into the next plan period. To the east of the site is Lincolnshire Herbs who have a large existing operation. It is considered that this site would be an ideal option for further employment development.
- 4.6. **Site 3** is also put forward for consideration as an employment site, complementing the permitted industrial uses to the north and east. The site presents an opportunity to consolidate some of land between the former Bone Mill and the existing commercial uses on Cherry Holt Road.

5. Delivery of Housing

- 5.1. The National Planning Policy Framework (NPPF) 2019 at paragraph 67 requires planning authorities examine the suitability, availability and economic viability of sites when undertaking housing and economic land availability assessment. Further detail about how these assessments should be undertaken is provided within National Planning Policy Guidance (NPPG)¹.
- 5.2. Therefore, an assessment of the sites against the tests within the NPPG, is provided below, confirming that they are suitable, available and achievable for development purposes.

Suitable

- 5.3. Bourne is identified as a Main Town in the adopted Local Plan and planning policy supports growth in these locations to maintain and support their role, provided that it does not compromise their nature and character
- 5.4. The 2019 NPPF establishes that the purpose of the planning system is to contribute to the achievement of sustainable development. The three dimensions to sustainable development, as set out in the NPPF, require the planning system to perform an economic, social and environmental role.
- 5.5. Paragraph 82 of the NPPF recognises that a good way of meeting a District's housing requirements is by planning for larger scale development, which can include extensions to existing villages and towns.
- 5.6. Paragraph 80 of the NPPF states that "*planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.*"
- 5.7. The provision of additional employment land in close proximity to the existing and proposed sites would provide the authority with options for the future growth of the town. The co-location of similar uses would bring benefits for all, particularly in relation to infrastructure. Providing additional employment land in Bourne is also an important factor to support wider housing growth in the town, with the potential for new jobs for residents.
- 5.8. It is therefore considered that the sites present an opportunity for the sustainable growth of Bourne.

¹ Paragraph: 018 Reference ID: 3-018-20190722/Paragraph: 019 Reference ID: 3-019-20190722/Paragraph: 020 Reference ID: 3-020-20190722

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Available

- 5.9. The land is available for development with the sites each within a single ownership. The land owners have a strong track record of bringing sites forward in the district, including within Morton a few miles to the north of Bourne, where LCC have worked closely with SKDC to establish principles for a high quality development.

Achievable

- 5.10. There are no known technical constraints relating to the sites and therefore it is considered that development would be economically viable. The scale of the sites is such that they present a realistic option for growth in the short and medium term.

6. Conclusion

- 6.1. This report sets out the background to the land within Bourne. The sites are considered to represent deliverable options for housing and employment in the district.



Appendices

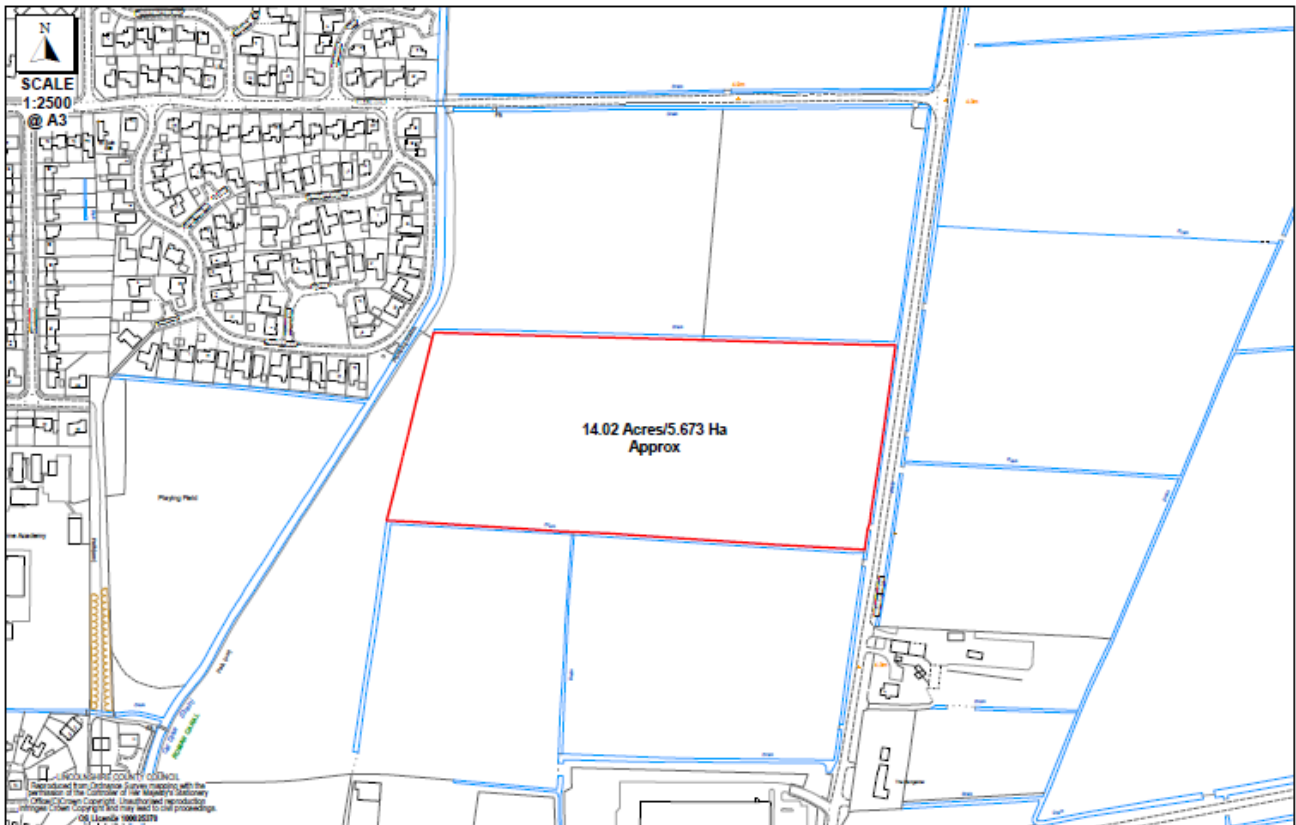


Appendix 1:

Site 1: Land to the West of Meadow Drove, Bourne (5.6 ha/14 acres)

South Kesteven Local Plan Issues & Options

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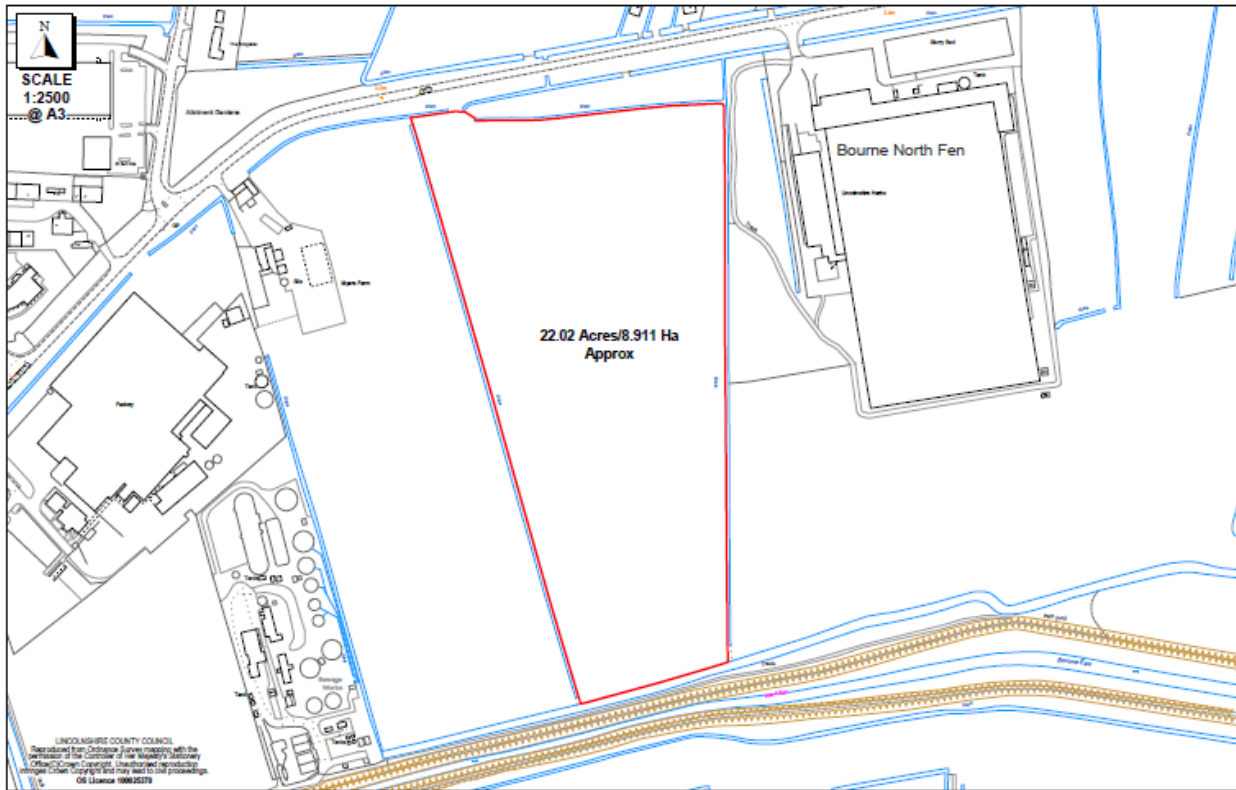


Appendix 2:

Site 2: Land to the South of Spalding Road (A151), Bourne (8.9 ha/22 acres)

South Kesteven Local Plan Issues & Options

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Appendix 3:

Site 3: Land to the South of The Slipe, Bourne (2.9 ha/7.3 acres)

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