



Appeal Decision

Inquiry held on 25 -26 November 2025

Site visit made on 26 November 2025

by J Parsons MSc BSc(Hons) DipTP Cert(Urb) MRTPI

an Inspector appointed by the Secretary of State

Decision date: 19th January 2026

Appeal Ref: APP/J0540/W/25/3370685

Land off Peakirk Road, Glinton, PE6 7JQ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) (the Act) against a refusal to grant outline planning permission.
 - The appeal is made by Gladman Developments Ltd against the decision of Peterborough City Council.
 - The application reference is 24/00483/OUT.
 - The development proposed is outline planning application for the erection of up to 250 dwellings, with public open space, landscaping, sustainable drainage system (SuDS) and vehicular access point and all matters reserved except for means of access.
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Decision

1. The appeal is allowed and planning permission is granted for outline planning application for the erection of up to 250 dwellings, with public open space, landscaping, sustainable drainage system (SuDS) and vehicular access point, and all matters reserved except for means of access, at Land off Peakirk Road, Glinton, PE6 7JQ in accordance with the terms of the application, reference 24/00483/OUT, subject to the conditions in the attached schedule.

Preliminary Matters

2. The application was made in outline form with access the only matter to be determined at this stage. The access matter details entry/exit from Peakirk Road. An Illustrative Master Plan shows pedestrian and cycle connections onto Peakirk Road and Foxcovert Road, routes within the site, internal development layout, dwelling siting and landscaping. The Design and Access Statement (DAS)¹ shows dwellings to be 2 storey and 2.5 storey within the centre of the housing development. The plan and details are indicative in nature showing one way of developing the site.
3. Planning permission was refused because the proposal would lie within countryside designated under local plan policy, would not fall within exceptions to this policy and would result in the erosion of a countryside gap between Glinton and Peakirk. In the planning balance, the fundamental conflict with policy was not outweighed by any material consideration.
4. Since the refusal, the Council has confirmed that it no longer wishes to defend this reason for refusal. It's 5 year housing land supply (5YHLS) position is now deficient and it considers a positive 5YHLS to be extremely unlikely in the foreseeable future. Consequently, it concludes the adverse impacts of granting

¹ Design and Access Statement, Land off Peakirk Road, Icen, April 2024.

permission do not significantly and demonstrably outweigh the benefits as per the 'tilted test' in paragraph 11 d) ii of the National Planning Policy Framework (the Framework). In conclusion, the Council considers this material consideration outweighs the non-compliance with the development plan.

5. The Council indicates that the proposal would result in 'less than substantial harm' to the settings of the Glington Conservation Area, the Grade I listed St Benedict's Church and Grade II* Manor House. Nevertheless, it has indicated such harm to be at the lower end of the spectrum and that the public benefits would outweigh the harm in the heritage balance under paragraph 212 of the Framework. Given the Council's overall position in this appeal, this has been considered under other matters.
6. A planning obligation pursuant to section 106 (s106 agreement) of the Act was completed on 27 November 2025. It relates to the provision of affordable housing, off-site highway works, open space provision, biodiversity net gain (BNG) and monitoring fees. This will be discussed within the reasoning of this decision.
7. A draft National Planning Policy Framework 'Plan-making and national decision-making policies' was issued by the Government for consultation in December 2025 (Consultation Draft Framework) and details a deadline for comments by mid March 2026. Having considered this Consultation Draft Framework, there are no material implications in respect of the outcome of this appeal and therefore, there has been no requirement to consult with parties. It may also be subject to change due to its draft and consultation nature. For all these reasons, the Consultation Draft Framework has limited weight as a material planning consideration.
8. Notwithstanding the Council's decision not to defend its reason for refusal, there is strong local opposition to the proposal. Based on representations, the main issues have been identified as set out below, with other issues identified under other matters.

Main Issues

9. The main issues are a) whether the location, nature and scale of the proposal would be acceptable in a countryside location; b) the effects of the proposal on the landscape character and visual appearance of the area; c) effect of the proposal on the best and most versatile agricultural land (BMVAL) and (d) if there is conflict with the development plan, when taken as a whole, whether such conflict is outweighed by other material considerations.

Reasons

Location, nature and scale

10. The appeal site comprises fields bordering the built-up area of Glington to the west and partly to the south, where it wraps around and lies between the village and the A15. The site also adjoins Peakirk Road to the north which links Glington with Peakirk whilst its south boundary adjoins the A15. The remaining east boundary flanks onto Foxcovert Road where there is a small cluster of dwellings. At the corner of Foxcovert Road and Peakirk Road, there is a large modern agricultural building with hard standing and access onto Foxcovert Road.
11. The development plan comprises the Peterborough Local Plan (LP) (2019), Glington Village Neighbourhood Plan 2016-2036 (GNP) (2021) and Peakirk

Neighbourhood Plan 2016-2030 (PNP) (2017). The site is partly within Ginton and partly within Peakirk Neighbourhood Plan areas.

12. LP Policy LP2 sets out an overarching settlement hierarchy to prioritise development starting with Peterborough City, followed by large, medium and small villages. Peakirk is a medium village. LP Policy LP3 sets out a dwelling requirement between 2016 and 2036 and a spatial strategy for the distribution of growth within the area. The proposal would be for up to 250 dwellings on a site outside of the Ginton settlement LP boundary and within the countryside. In the countryside, development is restricted to a limited number of exceptions, not applicable here, which are further detailed in LP Policy LP11.
13. GNP Policy GNP1 requires villages to grow steadily and sustainably, and sets out delivery of 34 dwellings for Ginton, equating to around 5% of dwellings as of 1 April 2018. For any increase above this number, the clear support of the community or Parish Council is required. The proposal would result in the limit being exceeded with no local support for the proposal. GNP Policy GNP2 sets out that development in the countryside will be controlled in accordance with the policy, the exceptions detailed within the policy and that of LP Policy LP11.
14. Main parties agree that the proposal would not fall within any of the exceptions listed in the LP and GNP, and there would be conflict with strategies for directing development within the plan area. For all these reasons, the proposal's location, scale and nature would conflict with the LP and GNP, in particular conflicting with LP Policies LP2, LP3 and LP11, and GNP Policies GNP1 and GNP2. For the PNP, Policies PK1 and PK3 relate to character and appearance issues and do not refer to strategy for directing development within a plan area. Such policies will be commented upon later in this decision.

Character and appearance

15. The site is mainly enclosed by hedgerow and trees alongside Peakirk Road, Foxcovert Road and the A15 (its embankment), and the adjoining housing of the village. To the south of the village where the site wraps round, there is a public right of way (PROW) routed towards the A15 and here, there is further hedgerow along the boundary of the site, apart from a small gap. The Foxcovert Road site boundary comprises an intermittent hedgerow with interspersed trees. At the corner of Foxcovert Road and Peakirk Road, an access and hardstanding associated with the barn afford open views of the site.
16. Within the site, the land is open and currently in arable use, although the south portion is currently dug up to facilitate gas main works. There are no national or local policy designations for landscape character or value covering the site. The Peterborough Landscape Character Assessment (LCA) 2025 designates the site within the Welland Valley Fringe 1d. The site shares characteristics with 1d, namely open, low lying arable landscape and flat topography.
17. GNP Policy GNP2's explanatory text indicates that Ginton's most valued assets are its village character and the surrounding countryside. Approaching the village from Peakirk, the agricultural fields give a pleasant rural feel to the village. The GNP also identifies Ginton as a rural 'Fen Edge village', with a strong nucleated form, comprising a Norman Church (St Benedict's Church) and many stone constructed dwellings, with broad views over farmland towards neighbouring

villages, such as Peakirk. Significant public representations reiterate these points in favour of retaining these characteristics and features.

18. Paragraph 187 of the National Planning Policy Framework (the Framework) indicates that decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes and recognising the intrinsic character and beauty of the countryside.
19. The site's character and appearance is greatly influenced by the adjacent 20th century housing of the village, the cluster of dwellings along Foxcovert Road and adjacent road infrastructure. Within the site, the land is not naturalised in any significant way/wild or tranquil. Its openness and views across to neighbouring farmland and skies is constrained by boundary hedgerows, trees and the embankment of the A15, as well as surrounding housing. It has no recreational value, with no public rights of access across the site and there is no evidenced connection between the 18th century poet John Clare and the site. There are very limited views between the site and Glington Conservation Area and St Benedict's Church, with views restricted to intermittent glimpses of the church spire through vegetation at significant distance. Consequently, the intrinsic character and beauty of the site is not out of the ordinary or valued in landscape and planning terms.
20. The development would be substantial in scale, extent and nature but much of the site would be landscaped through the provision of green space, secured through the s106 agreement and conditions. The existing established landscaped boundaries, which together with additional landscaping, would largely assimilate the development sympathetically into its surroundings, once landscaping was fully established. As a result, the harm to character and appearance of the area would initially be moderate and localised, but with the establishment of additional landscaping, such harm would be small and localised.
21. Such findings are broadly supported by the appellant's Landscape and Visual Impact (LVIA)². It concludes that the proposal's effects on the site's character and the surroundings character to be Moderate Adverse and Moderate to Minor Adverse respectively in Year 1 of the completed development. In year 15, it further concludes the effects as Moderate to Minor Adverse and Minor to Negligible Adverse respectively. For each category, the LVIA's grading of landscape quality, landscape value, landscape susceptibility and sensitivity has similarly noted a lack of distinctiveness to the site and surroundings, the background of urbanising influences, containment provided by existing and the additional landscaping.
22. Visually, the LVIA concludes that the proposal's effects from Foxcovert Road and Peakirk Road, as Major to Moderate Adverse due to gaps in hedgerow and Moderate Adverse respectively due to new vehicular access and pedestrian openings in year 1 respectively. With additional landscaping, the effects would be reduced to Minor Adverse and Minor to Negligible Adverse in year 15 respectively. For the PROW, the proposal's effect would be Minor Adverse in year 1 and with additional landscaping, Negligible Adverse in year 15. Such an assessment confirms the mitigating effect of additional landscaping and the harm being small and localised over time. I do not disagree with these findings.

² Landscape Visual Impact Assessment, Land off Peakirk Road, Glington, ICENI, April 2024.

23. For viewpoints from some residential properties bordering the site, the effects are assessed as Major Adverse in years 1 and 15 but such views are largely private reducing the significance and weight to this. From the A15, the effects would be Minor Adverse in year 1 and Negligible Adverse in year 15 due to the mitigating effect of landscaping and the separating distance of the development from these receptor viewpoints. I do not disagree with these findings.
24. Turning to the issue of a countryside gap, there are no designations under the LP and NPs. However, PNP Policy PK1 details that development outside of the village envelope (Peakirk) must not individually or cumulatively increase the coalescence of Peakirk and Glington by reducing the gap between the two settlements. The proposal would result in undeveloped land being built upon between the two settlements reducing the gap and coalescence between them. Accordingly, there would be conflict with this policy, albeit the harm would be small in isolation.
25. For all these reasons, the development would harm the character and appearance of the area and settlement gap but such harms, with landscaping over time, would be localised and small. Nevertheless, the proposal would conflict with Policies LP2, LP3 and LP11 of the LP, Policies GNP1, GNP2 and GNP3 of the GNP and Policies PK1 and PK3 of the PNP, which collectively and amongst other matters, restrict development in the countryside to specified exceptions, treats development not falling within an exception as being contrary to the vision, objectives, development strategy and policies of the LP, restricts housing numbers unless there is clear local support, prevent the coalescence of settlements and only permit development where it would not have a detrimental effect by way of size, scale, design and positioning.

BMVAL

26. The proposal would result in the loss of approximately 17 hectares of Grade 3a BMVAL, of which just under 8 hectares would be likely for housing. Framework paragraph 187(b) seeks that the value from the BMVAL is recognised in planning policies and decisions. However, the agricultural land classification, within the City Council's administrative area, shows most of the area is characterised by grades 1-3, with significant areas of Grades 1 and 2.
27. The classification of Grade 3 does not distinguish between Grade 3a and 3b, Grade 3b lies outside of the BMVAL definition. However, if the Council is to deliver housing in the future under its emerging local plan, housing would be likely on Grade 3, some of which will Grade 3a and be BMVAL. The site area is also below the 20 hectare threshold for consultation with Natural England with regard to the loss of agricultural land. Consequently, the harm of loss of BMVAL would be small and for all these reasons, and in the context of paragraph 187(b) of the Framework, the loss of BMVAL would attract limited weight in the overall planning balance.

Other matters

Heritage Assets

28. Glington Conservation Area (CA) is set around a historic core, including the Grade I listed St Benedict's Church. Key features are the range of historic buildings dating back to 17th Century, medieval street alignment and established landscaping,

including significant sized trees. The design quality of many of the historic buildings reflect wealth from agriculture and demonstrate the evolution of the village. Such historical and architectural qualities contribute to the significance of the CA.

29. Framework paragraph 212 states great weight should be given to a Heritage Asset's conservation. To the north and northeast of the Glington, nearby agricultural fields contribute to the understanding of the CA as a historic village with a farming past. The appeal site has an open and agrarian character but its contribution to the setting of the CA is minimal due to significant separation with extensive modern housing standing in between. The illustrative plan shows that dwellings would be capable of being sited back from Peakirk Road allowing for the retention of the established landscaping and significant additional landscaping. Together with other landscaped areas, such features would result in a strong rural edge to the development. The fields to the north and east of the CA would be unaffected. Consequently, and, further to controls being in place relating to the subsequent consideration of reserved matters applications, there would be no harm caused to the setting of the CA.
30. The Grade I listed St Benedict's Church dates to the 12th century, with remodelling in the 15th century, and has a prominent and high needle shaped spire tower. It has a detailed ecclesiastical exterior, and these historical and architectural qualities contribute greatly to its significance. Its landscaped surroundings, including cemetery, and wider countryside contribute to the understanding of its significance as a rural church. The high spire served to guide parishioners to the church from the countryside beyond the village. However, the appeal site contributes in a very limited way to the understanding of the church as a rural building because of the modern housing between it and the church. Although setting covers many aspects, the views of the church from the site would be also very limited and there are no historical pilgrim footways across the site.
31. The Grade II* Manor House lies to north of the site beyond Peakirk Road and was built in 1630-40 for the Wildebore family, with further extensions built up to the 19th century. It has a distinctive Collyweston stone roof, rounded archway over a front entrance and moulded string courses, and is a fine example of a 17th century Manor House designed for farming gentry. These historical and architectural qualities contribute to its significance. In respect of setting, adjacent fields contribute to the understanding of the listed Manor House and its farming connections.
32. Section 66(1) of the Planning (Listed Buildings and Conservations Areas) Act 1990 requires special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. In this regard, the proposal would result in the agricultural land loss, but the illustrative plans demonstrate that strong landscaping features, emphasising rural qualities, with dwellings set back from the road, can be incorporated into any scheme. In respect of the Manor House, the development would be located a significant distance away which would prevent any sense of physical enclosure. For all these reasons, there would be no harm to the settings of each of these heritage assets. Hence, I conclude that there would be no conflict with the conservation requirements of section 15 of the Framework and Policies LP16 and LP19 of the LP and Policy GNP3 of GNP, which collectively and

amongst other matters, requires development to respect and enhance local character and distinctiveness, especially areas of heritage value.

5YHLS

33. The Parish Councils consider the 5YHLS to be in surplus. In year 1 of the 5YHLS, dwelling completions were greater than predicted at the Great Haddon allocated site and overall actual dwelling completions were greater than predicted. As a result, the Parish Councils have indicated that projecting these differences over five years would result in a favourable 5YHLS.
34. However, for Great Haddon, the Parish Councils have cited a difference based on a lower average predicted dwelling completion figure not used by the Council. Therefore, the projected differences and resultant extra dwelling numbers, to be incorporated into the 5YHLS, would not be as great. Crucially, placing so much importance on one year is misleading because completion figures will vary from year to year.
35. In terms of the overall 5YHLS, the year 1 completions figure is greater than that predicted by the Council because some sites have been developed at a quicker rate than predicted. However, this cannot be extrapolated over the remaining period because such sites can only be developed for the number of dwellings that planning permissions, linked to them, allow for. It also cannot be assumed that other sites, not started, will come forward quicker. The 5 year period used is the most up to date as the Council has not finalised a 5YHLS position statement for the year starting after 2024-2025. For all these reasons, the 5YHLS would be deficient as agreed by both the Council and appellant.

Highways and sustainable transport

36. The appellant's Transport Assessment (TA)³ details traffic generation from the proposed development and its routing through surrounding roads, using industry recognised trip generation and modelling techniques. The TA considers a traffic baseline using surveys undertaken during school term. It details an increase of traffic flow through junctions on Lincoln Road/High Street/Hepston Road but although one arm of the A15 roundabout would have spare capacity threshold marginally exceeded, all other junctions would have spare capacity.
37. The site's vehicular access would comply with Council highway standards. Off-site improvements would include the widened footways/cycleways on Peakirk Road, improvements to the Foxcovert Road/Peakirk Road junction and the upgrade of zebra crossing to a signal crossing and road narrowing to the Lincoln Road/Helpston Road/High Street. There have been road accidents within the area, but the off-site improvements would be designed to improve highway safety. The highway authority, as a statutory consultee also raises no objection. The TA is comprehensive, produced in accordance with highway policy and guidance and in the absence of any comparable assessment to the contrary, unacceptable impact on highway safety would not occur and the residual cumulative impacts on the road network would not be severe.
38. Glinton has a range of facilities, including convenience store/post office, pharmacy, public house (albeit restricted opening), primary and secondary schools, surgery

³ Transport Assessment, Prime Transport Planning, February 2024.

(outlier to Market Deeping) which are accessible from the site on foot or cycle. There are bus services from stops on Peakirk Road and Lincoln Road offering frequent services to neighbouring settlements, including Peterborough. The site has good accessibility to services and facilities by sustainable transport.

39. For the above reasons, the proposal would accord with the highway safety, traffic management and sustainable transport requirements of paragraphs 115 and 116 of the Framework and Policy LP13 of the LP and Policy GNP8 of the GNP, which collectively and amongst other matters, requires development to provide efficient and effective management of the transport network and demonstrate that any potential impacts can be adequately addressed.

Sewerage

40. Anglian Water (AW) has raised no objection⁴ to the proposal subject to the imposition of conditions relating to the capacity of the Peterborough (Flag Fen) Water Recycling Centre (WRC) being able to accommodate additional flows and the identification of a connection point into the sewer network. AW has confirmed that the WRC falls within a named growth scheme with investment delivery planned before 2030. Residents have documented significant problems with sewerage in the area, especially during period of rainfall.
41. AW considers that the WRC can accommodate the additional flows generated by the proposed development. There is legislation to require sewerage undertakers to adhere to a drainage and sewerage management plan which must address sewerage capacity and future demands. The legislation further confirms that it is the duty of every sewerage undertaker to maintain the system of public sewers and make provision for the emptying of them. OFWAT has powers to take enforcement action if there is a breach of these requirements. The appellant considers that there is no justification for conditions as it is not the role of the planning system to duplicate controls in other non-planning legislation.
42. However, the Planning Practice Guidance (PPG)⁵ indicates that time scales for works to be carried out by sewerage companies do not always fit with development needs and in such cases, planning needs to consider how new development can to be phased, for example so it is not occupied until any necessary improvements to the public sewerage system have been carried out. If there was justification for further planning control, the appellant has put forward an alternative condition requiring details of a foul water drainage scheme including a timetable for implementation. AW confirms WRC has acceptable capacity but has nevertheless recommended conditions regarding the upgrading of the WRC and an acceptable sewer network connection. It also acknowledges flooding and pollution risks with the sewer network serving the WRC.
43. Given this is uncertainty about the capacity of the foul water arrangements, the alternative condition is necessary and reasonable in accordance with the PPG. Such a condition would effectively delay the use of a connection until there is reasonable certainty that the sewer network and wastewater treatment centre is sufficient to deal with wastewater from the development. Subject to the imposition of this necessary condition, I find that the proposal would accord with the foul

⁴ Anglian Water consultation responses April 2024, December 2024 and November 2025.

⁵ Planning Practice Guidance, paragraph 020 Reference ID:34-020-20140306.

drainage requirements of Policy LP32 of the LP, which amongst other matters requires, adequate foul water treatment and disposal to serve development.

Infrastructure

44. Many residents visit the surgery at Market Deeping and there are lengthy waiting times. The local pharmacy is also pressurised given its small size and increasing demand for prescriptions and services, the latter previously being administered by the surgery. The development would generate further demand for these services. However, no healthcare provider has commented on the unacceptability of provision, and even if there is a need for funding, a bid could be made to Council's Community Infrastructure Levy (CIL) that would include funds collected from this site.
45. Glington has currently a primary and secondary school with spare capacity, but this could change with the new housing. However, the Education Authority has set out no requirements for further primary and secondary school provision, albeit accepting some pupils might have to travel to schools outside of Glington. Their only requirement was for early years provision which could be addressed by CIL.

Air pollution and noise

46. An air quality report assessment⁶ accepts increases in nitrogen dioxide and particulate pollution but this would be low based on the existing baseline, increase and distribution of traffic from the development, and targets set by Department for Environment Food and Rural Affairs. On noise, a noise assessment⁷ accepts an increase but this would be negligible based on a baseline, traffic and industry standards, and a condition requiring mitigation where necessary. Based on these assessments, the impacts on air quality and noise would be negligible.

Other appeal proposal on Peakirk Road

47. During the Inquiry, an appeal for housing on land north of Peakirk Road, which has been subsequently dismissed, was highlighted. However, this proposal related to a different proposal, with considerably lesser number of dwellings proposed, and in a location that was much closer to CA of the village. Due to the differing quantum of development in this decision, the benefits and adverse effects would also be different, and, in any case, every proposal has to be considered on its individual merits. For all these reasons, this other proposal would attract negligible weight.

Section 106 agreement

48. LP Policies LP13 and LP14 detail that development with transport implications will only be granted following appropriate mitigation and for development to contribute towards or deliver relevant infrastructure. The s106 agreement would secure off site highway work contributions towards an A15 Lincoln Road feasibility study, design and implementation works, for a Traffic Regulation Order extending the 30 mph limit in the vicinity of the site, and for a travel plan monitoring fee. Such funding would be in accordance with costings of previous schemes.
49. The s106 agreement would secure on-site affordable housing provision of 30% in accordance with LP Policy LP8. LP Policy LP21 sets out open space

⁶ Air Quality Assessment: Land off Peakirk Road, Glington, Peterborough J10/14619A/10, Logika Group, February 2024.

⁷ Noise Assessment: Land off Peakirk Road, Glington, 14574A-20-R01-02, Logika Group, January 2024.

requirements and size standards. Obligations would secure the provision of a Neighbourhood Park, Natural Greenspace and a play space, maintenance contributions and offsite open space contributions. The latter would be towards enhancements of the adjacent recreational ground. Given the site's size and number of proposed dwellings, significant BNG could be secured in accordance with LP Policy LP28. In connection with a Habitat Management and Monitoring Plan, an obligation would secure a monitoring fee for the BNG taking into account its extent, necessity for specialised expertise and timeframe.

50. The Council has submitted a CIL Compliance Statement and a Developers Contributions Supplementary Planning Document (2019) detailing the necessity for the obligations and the methods of calculation. On this basis, these obligations would meet the statutory tests of the CIL regulations and those of paragraph 58 of the Framework. They are necessary, directly related to the development, and fairly and reasonably related in scale and kind.

Benefits of the proposal

51. LP Policy LP2 sets out a housing requirement in the Council's area and a key objective of the Framework is to significantly boost the supply of housing. The Council has a deficient 5YHLS, with appellant citing 4.39 and the Council citing 4.84. In acknowledging a deficiency, the Council has indicated a positive 5YHLS is unlikely for the foreseeable future. The emerging local plan is at early stages of preparation and examination is not planned until the end of 2026. Within this context, up to 250 dwellings would be a meaningful and sizeable contribution to meeting need given the Council's housing supply position and would attract significant weight.
52. The Council's Strategic Housing Market Assessment⁸ details a substantial affordable housing need but analysis of Council's provision shows a low delivery of affordable housing. The Council's waiting list for affordable homes is great. Glinton and Castor Ward cover several villages but within it, only a small number of affordable dwellings have been completed. Therefore, the contribution of up to 75 affordable dwellings would be very significant and for all these reasons, the provision of affordable housing would attract substantial weight.
53. The construction of dwellings would result in financial benefit to firms, contractors and suppliers and would create jobs. Workers and the new residents would result in financial spend within the local community benefitting local businesses. Overall, this would result in moderate economic benefits and weight. Improved pedestrian connectivity, through the provision of widened footways, cycleways and pedestrian crossings would benefit many in the community by way of improved highway accessibility and result in a small benefit and weight.
54. There would be provision of high quality public open space and contributions to improve existing facilities attracting moderate weight. The proposal would result in BNG attracting moderate weight.

⁸ Strategic Housing Market Assessment Update Report, March 2017.

Planning balance

55. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise.
56. The proposal conflicts with Policies LP2, LP3 and LP11 of the LP, and Policies GNP1 and GNP2 of the GNP in terms of its location, scale and nature. There would be harms to the character and appearance of the area and through the coalescence and reduction in the gap between Glington and Peakirk. This would additionally result in conflict with Policy GNP3 of GNP and Policies PK1 and PK3 of the PNP. As agreed by main parties, there would be conflict with the development plan taken as a whole.
57. There are conflicts with GNP and PNP. Framework paragraph 14 states that the adverse impact of allowing development that conflicts with NP is likely to significantly and demonstrably outweigh the benefits. However, for this to apply, NPs must contain policies and allocations to meet their identified housing requirement. The GNP does not allocate any sites. The PNP allocates a site for housing but for paragraph 14 further to apply, the NP must have become part of the development plan five years or less than the date on which a planning decision is made. The PNP was made more than 5 years ago in 2017. Consequently, paragraph 14 does not apply in the planning balance.
58. In respect of the protection of areas or assets of importance, there are no Framework Policies that would provide a strong reason for refusal. With the absence of a positive 5YHLS, paragraph 11 d) of the Framework applies.
59. There would be adverse impacts on directing development to within settlement boundaries to restrict development in the countryside, the character and appearance of the area, reduction in a settlement gap and the loss of BMVAL. However, the housing benefits, boost to supply and provision of affordable housing, would attract significant and substantial weight respectively. Additionally, the cumulative weight of the other benefits, economic benefits, highway improvements, public open space and BNG would be great. In contrast, the adverse impacts to character and appearance and settlement gap would each be small, whilst the loss of BMVAL would be limited. Whilst there would be a conflict with the policy strategy of directing development away from countryside areas, this adverse impact would be small because of the deficiency in the provision of housing, including affordable, and new residents' accessibility to services and facilities by sustainable transport.
60. Even taking into account the Council's higher 5YHLS figure, the weight of benefits would be overriding. Therefore, having regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable housing, the adverse impacts of the granting permission would not be significantly and demonstrably outweighed by the identified benefits.
61. There have been significant public objections to the proposal. The development plan benefits from statutory primacy but, in this case, there is a presumption in favour of sustainable development concluded here. As a material consideration, this is sufficient weight, in this case, to indicate that the appeal should be determined otherwise in accordance with the development plan. Accordingly, outline planning permission should be granted.

Conditions

62. Suggested conditions have been considered in light of the tests of paragraph 56 of the Framework and policy in Planning Practice Guidance. Some have been amended, shortened and amalgamated in the interests of clarity and precision taking into account the tests and guidance. There are pre-commencement conditions for the approval of details where they are a pre-requisite to enable the development to be constructed. These have been agreed by the appellant and, in accordance with paragraph 57 of the Framework, there is clear justification for imposing them.
63. A condition requiring development be carried out in accordance with the details shown on the plans is necessary in the interests of certainty and for the avoidance of doubt. In the interests of highway safety and the living conditions of neighbouring residents, the implementation of a construction management plan is necessary. To safeguard and enhance biodiversity, conditions are required to secure a BNG monitoring plan, construction ecological management plan, ecological enhancements and lighting scheme.
64. A condition for a construction method management plan is necessary in the interests of the living conditions of residents and highway safety. For the sake of highway safety and the encouragement of sustainable transport, conditions are necessary for off-site highway works, the closure of existing accesses, vehicular/pedestrian accessibility splay details, access arrangements within the site and a travel plan. Notwithstanding the comments of appellant, a condition has been imposed relating to the treatment of foul flows in the interests of drainage. For the sake of archaeology, the implementation of a watching brief is necessary.
65. To prevent flooding, a drainage condition is necessary. In order to ensure acceptable living conditions for residents, a noise condition is required. In accordance with LP policy, a condition is required to clarify the internal accessibility standards which shall apply to all or a specified proportion of the proposed dwellings. Fire hydrant provision is necessary in the interests of safety in accordance with the response of Cambridgeshire Fire and Rescue Service. In respect of landscaping and waste collection, conditions are required to specify details, including an Arboricultural Monitoring and Supervision and Aftercare scheme to accompany reserved matters application(s). To safeguard water as a resource, a condition is necessary to minimise consumption. Should any unidentified contamination be identified, a necessary condition would ensure the remediation of the site.

Conclusion

66. For the reasons given above and having regard to all other matters raised, the appeal should be allowed.

J Parsons

INSPECTOR

Schedule of attached conditions

- 1) Details of appearance, landscaping, layout, and scale, (hereafter called "the reserved matters"), shall be submitted to and approved in writing by the local planning authority before any development takes place and thereafter the development shall be carried out in accordance with the details approved.
- 2) Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.
- 3) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of last of the reserved matters to be approved, whichever is later.
- 4) The development hereby permitted shall be carried out in accordance with the following approved plans: L001 Revision D and P23057-001K.
- 5) No development shall commence until a Construction Traffic Management Plan (CTMP) has been submitted to and approved in writing by the local planning authority. The statement shall provide for:
 - a) wheel and chassis washing facilities, the provision of hardsurfacing between apparatus and public highway and a contingency plan if the facilities fail;
 - b) banksman to prevent vehicle queuing on the public highway;
 - c) site compounds and storage areas, and contractor and visitor parking; and
 - d) temporary lighting designed to not directly light the public highway.

The approved CTMP shall be adhered to throughout the construction period for the development.

- 6) No development shall take place until a Habitat Management and Monitoring Plan (HMMP) addressing the creation of mitigation and compensation habitat, as outlined within the Biodiversity Net Gain (BNG) Statutory File Note (arbteck, October 2024) has been submitted to and approved in writing by the local planning authority. It shall detail:
 - a) the purpose and conservation objectives for the proposed works;
 - b) a review of site potential and constraints;
 - c) detailed design(s) and/or working method(s) to achieve stated objectives;
 - d) extent and location/area of proposed works on scaled maps and plans;
 - e) type and source of materials to be used, including local provenance;
 - f) timetable for implementation, demonstrating that works are aligned with the proposed phasing of the development;
 - g) persons responsible for implementing the works;
 - h) initial aftercare and long-term maintenance for a period of 30 years;
 - i) details for monitoring and remedial measures; and
 - j) details for the disposal of wastes arising from the works.

The HMMP shall be implemented in accordance with the approved details and all features shall be retained thereafter.

- 7) No development shall take place (including demolition, groundworks and vegetation clearance) until a construction ecological management plan (CEcMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEcMP(Biodiversity) shall include the following:
- a) summary of potentially damaging activities;
 - b) identification of “Biodiversity Protection Zones”, as applicable;
 - c) practical measures (physical measures, sensitive working practises, and bio security measures) to avoid or reduce negative impacts during construction;
 - d) the location and timing of sensitive works to avoid harm to biodiversity features;
 - e) the times of construction, roles and responsibility of an ecological clerk of works. An Ecological clerk of works to be present on site to oversee works.
 - f) responsible persons and lines of communication; and
 - g) use of protective fences, exclusion barriers and warning signs.

The approved CEcMP shall be adhered to and implemented throughout the construction in accordance with the approved details.

- 8) No development shall take place until ecological enhancements have been submitted to and approved in writing by the local planning authority. The details shall include but not be limited to:
- a) 9 integrated swift boxes in groups of at least 3;
 - b) 9 integrated house sparrow terraces; and
 - c) ecological enhancements as set out within section 4 of the Ecological Impact Assessment (ARbtech 4 October 2014).

The details should also include locations of the proposed enhancements and height off the ground as well as a timetable for implementation. The approved details shall be implemented in accordance with the approved timetable and maintained as such thereafter.

- 9) No development shall take place until details of the off site highway works have been submitted to and approved in writing by the local planning authority. The works must include;
- a) pedestrian and cycle improvements at High Street/Helpston Rd/ Lincoln Rd junction (in accordance with the principles shown on drawing P23057-007); and
 - b) footway and/cycleway widening on High Street and Peakirk Rd (in accordance with the principles shown on drawing P23057-009).

The development shall not be occupied until all the works have been completed in accordance with the approved details.

- 10) No development shall take place until a scheme for the closure of the existing accesses onto Peakirk Road and Foxcovert Road have been submitted to and approved in writing by the local planning authority. The scheme shall be carried out in accordance with the approved details.

- 11) No development shall take place until a written scheme of investigation (WSI) for archaeology has been submitted and approved in writing by the local planning authority. The WSI shall detail the programme of archaeological work and include the statement of significance, research objectives, the programme and methodology of site investigation and recording, and the nomination of a competent person or organisations to undertake the agreed works, with timetables and any phasing of work. It will detail the programme for post investigation assessment and subsequent analysis, publication and dissemination, and a deposition of archival materials.

If significant remains are encountered in the course of the field work, the local planning authority shall be informed and the applicant shall ensure that any exposed remains are undisturbed until their significance can be determined and consideration of their reburial/retention in situ or other mitigation is addressed.

- 12) No development shall take place until a detailed surface water scheme for the site, based on sustainable drainage principles and an assessment of hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall include but not be limited to:
- a) details demonstrating that all storage features can half empty within 24 hours for the 1 in 30 plus 40% climate change critical storm event. In cases, where the drain down time is more than 24 hours, demonstration is required that features can accommodate a 1 in 10 year storm event within 24 hours of a 1 in 30 year event plus climate change;
 - b) engineering drainage layout to include top and base levels of Sustainable Drainage Systems (SUDS) features, invert levels at inlets and outlets of the SUDS, cover levels of manholes, invert levels of pipes and outfall;
 - c) final modelling and calculations for all areas of the drainage system;
 - d) detailed drawings of each component of the drainage system;
 - e) a final drainage plan detailing exceedance and conveyance routes, finished floor level and ground levels, and location size and gradients of any drainage features; and
 - f) a written report summarising final scheme and highlighting any minor changes to the approved scheme;

The drainage works shall be carried out in accordance with the approved scheme and thereafter retained.

- 13) No development shall take place until a noise mitigation scheme, as set out in the noise assessment (Noise Consultants, January 2024) for protecting residents from road traffic noise, has been submitted to and approved in writing by the local planning authority.

If mitigation measures preclude the opening of windows for ventilation, a scheme specifying the provisions for mechanical ventilation of the affected dwellings shall be submitted to and approved in writing by the local planning authority before the occupation of the development.

Thereafter, the development shall be implemented in accordance of the approved details, prior to the occupation of any unit to which it relates, and shall thereafter be retained and maintained as such in perpetuity.

- 14) No development above ground level shall take place until provision has been made for fire hydrants in accordance with a scheme to be submitted to an approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details and thereafter retained.
- 15) Notwithstanding the approved plan P23057-001K, no development shall take place until the following details have been submitted to and approved in writing by the local planning authority:
 - a) upgrades to the existing Green Wheel route at its junction between Foxcovert Road and Peakirk Road (wayfinding/road markings and pedestrian /cycle priority);
 - b) details of proposed vehicle and cycle assesses;
 - c) visibility splays including cycle visibility splays;
 - d) cycleway widening on Peakirk Road;
 - e) existing and proposed kerblines;
 - f) raised pedestrian and cycle priority crossing of the side road junctions; and
 - g) details of the new cycle access in the northwestern corner of the site.

Prior to the first occupation of any dwellinghouse, the agreed details shall be fully completed and visibility splays being kept permanently clear of all obstacles above 600mm in height thereafter.

- 16) The plans and particulars to be submitted under the reserved matters in condition 1 shall:
 - a) demonstrate that all residential units meet with Building Regulations Part M4(2); and
 - b) Identify the location of housing units (5% of the total number of housing units) which meet Building Regulations Part M4(3)(2)(a) and demonstrate how the external and internal layout meet M4(3)(2)(a).
- 17) The landscaping scheme to be submitted under reserved matters in condition 1 shall include:
 - a) planting plans and schedules indicating the location, number, species, density, form and size of tree, hedge and shrub planting including along highways, footpath/cycleways, parking areas, public open spaces and gardens of dwellings;
 - b) full tree pit details (sections), dimensions, showing all installation features, such as means of watering, support, protection, together with all products to be used to protect adjacent features from damage, such as root barriers, root directors/ deflectors and root space;
 - c) details showing the extent of the above protection barrier(s), including the installation of barrier(s) 2m beyond the mature crown spread of the trees and location for soil heaps;
 - d) existing landscape features, such as trees, hedges and shrubs which are to be retained and/or removed, shall be accurately plotted on a landscaping

plan and an accompanying Arboricultural Statement provided in respect of any trees/hedges that are proposed to be removed.

- e) an Arboricultural Monitoring Supervision and Aftercare (AMSA) scheme detailing monitoring by a nominated arboricultural consultant/arboriculturist, the frequency and timing of site visits, the arrangements for submitting site assessments and information to be recorded by the site assessments.

The approved soft landscaping shall be carried out within the first available planting season following the occupation of the development or alternatively in accordance with the timetable for landscape implementation which has been approved as part of this submitted landscape scheme. The AMSA shall be carried out in accordance with the approved details.

Any trees, shrubs or hedges forming parts of the approved landscaping scheme that die, are removed or become diseased within five years of the implementation of the landscaping scheme shall be replaced during the next available planting season by the developers or their successors in title with an equivalent size number and species to those being replaced. Any replacement trees shrubs or hedgerows dying within five years of planting shall themselves be replaced with an equivalent size, number and species.

- 18) The plan and particulars to be submitted as reserved matters in condition 1 shall for each development phase be accompanied by a detailed scheme for hard landscaping. The details shall include:

- a) external paving and surfacing materials;
- b) all boundary treatments and enclosures;
- c) street furniture, including bins and signage;
- d) external lighting to all highways and private driveways; and
- e) existing and proposed site levels.

The development shall thereafter be carried out in accordance with the approved details prior to the first occupation of the area or dwelling to which they relate or in accordance with any alternative time frame as may be agreed in writing by the local planning authority.

- 19) The plans and particulars to be submitted under reserved matters in condition 1 shall include a scheme identifying domestic bin storage collection points and design of refuse/recycling storage facilities for each dwelling. The approved scheme shall be provided prior to the first occupation of the dwelling which it serves. Approved storage areas shall be retained thereafter for refuse and recycling bins only.

- 20) Prior to their construction, details of the proposed vehicle and cycle accesses, including all required visibility splays shall be submitted to and approved in writing by the local planning authority. The details shall be in accordance with the principles shown on drawing P23057-001K.

The accesses shall be constructed and completed in accordance with the approved details and thereafter retained in perpetuity with the visibility splays being kept permanently clear of all obstacles above 600mm in height.

- 21) Prior to the first occupation of the development, details of accessibility to and within the site shall be submitted to and approved in writing by the local planning authority. Such details shall include all internal roads, footways and cycle routes and links to the surrounding area. The development shall be completed in accordance with the approved details.
- 22) Prior to the first occupation of the development, a travel plan shall be submitted to and approved in writing by the local planning authority. The development shall implement all measures identified within Section 7 of the Framework Travel Plan (Prime Transport Planning - February 2024) from first occupation.

Prior to the first occupation of the development, details of the travel plan co-ordinator, sustainable transport targets for the development, and monitoring and review mechanisms shall be submitted and approved in writing by the local planning authority.

The monitoring and review mechanisms shall set out timeframes for evidence to be submitted to demonstrate compliance with targets and in the event of targets being not met, further actions and measures.

- 23) Prior to the first occupation of the development, a foul water drainage scheme, including a timetable for its implementation, shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved scheme.
- 24) Prior to the first occupation of the development, a lighting scheme across the site, including all adopted roads and unadopted roads, private roads, shared drives, footpaths and parking areas/courts shall be submitted to and approved in writing by the local planning authority. The scheme shall:
- a) identify ecological areas/features, sensitive to disturbance, having regard to species breeding sites, resting places and corridors for accessing territory, including foraging areas; and
 - b) location and specification of external lighting, including lighting contour plans.

All external lighting shall be installed in accordance with the specifications and locations within the approved scheme and thereafter maintained in accordance with the approved scheme. No external lighting shall be installed without the prior written consent of the local planning authority.

- 25) The development hereby permitted shall be constructed to ensure each residential unit achieves water usage of no more than 110 litres per person per day.
- 26) If, during development, contamination not previously considered is identified, then the local planning authority shall be notified immediately, and no further work shall be carried out until a method statement detailing, a scheme for dealing with the suspected contamination has been submitted to and agreed in writing with the local planning authority. The development shall thereafter not be carried out except in complete accordance with the approved scheme.

APPEARANCES

FOR THE APPELLANT

A Foster, Barrister

S Carvel

S Gruner

D Stoddart

B Pycroft

E Dunn

Landmark Chambers (instructed by

Gladman Developments)

Gladman Developments Ltd

Iceni Projects

Prime Transport Planning

Emery Planning

Gladman Developments Ltd

FOR THE LOCAL PLANNING AUTHORITY

A Ali

P Moore

G Wildman

D Ephraim

S Hann

Peterborough City Council

Peterborough City Council

Peterborough City Council

Peterborough City Council

Peterborough City Council

INTERESTED PARTIES

B Randall

D Haste

T Weaver

P Hillier

T Clark

T Wiepper

S Jackson

D Drinkwater

D Cowcill

L Rossouw

J Jacobs

O Hoppe

R Jones

Rev Dow

Glington Parish Council

Glington Parish Council

Peakirk Parish Council

Peakirk Parish Council

Peakirk Parish Council

Peakirk Parish Council

CPRE

Resident

Resident

Resident

Resident

Resident

Resident

St Benedict's Church

INQUIRY DOCUMENTS

1. Draft s106 agreement, with nomination schedule, received 17 November 2025
2. Inspectors walking plan, received 17 November 2025
3. Historic England comments (no comment), received 19 November 2025.
4. Updated without prejudice set of planning conditions, received 21 November 2025.
5. Updated response from Anglian Water, received 24 November 2025.
6. Appellant's response to Inspector's 5YHLS questions, received 24 November 2025.

7. Local Planning Authority response to Inspector's 5YHLS questions, received 24 November 2025.
8. Appellant Opening Statement, received 25 November 2025.
9. Local Planning Authority Opening Statement, received 25 November 2025.
10. Vehicular Impact Assessment on Peakirk, on behalf of Peakirk Parish Council, Cllr T Weaver, received 25 November 2025.
11. Glinton Parish Council Statement, received 25 November 2025.
12. Peakirk Parish Council Statement, received 25 November 2025.
13. Resident's Sewerage Statement, with associated infrastructure plans, received 25 November 2025.
14. Noise Technical Note, Logika Group, received 26 November 2025.
15. Air Quality Technical Note, Logika Group, received 26 November 2025
16. Glinton Parish Council Closing Statement, received 26 November 2025
17. Appellant's Closing Statement, received 26 November 2025
18. Section 106 Agreement dated 27 November 2025, with land registry and true copy certification, received 1 December 2025
19. Appellant's confirmation of no objection to pre-commencement conditions, along with revised foul drainage condition, received 26 November 2025.

Richborough