



Pink Planning

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Penny Hill Road, Holbeach

Supporting Planning Statement

Proposed residential development

Studio 11 Architecture & Ashwood
Homes

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1. Introduction

- 1.1 This Supporting Planning Statement accompanies a planning application for 44 dwellings on Penny Hill Road, Holbeach. The scheme proposes a mix of 2, 3 and 4-bed market dwellings and 1 and 2-bed affordable dwellings, with a split of 66% market and 34% affordable.
- 1.2 The Council is currently unable to demonstrate a 5 year supply of deliverable housing sites. In this context, local planning policies relating to the supply of housing are considered to be out of date and the principle of residential development is acceptable subject to other material planning considerations. This planning application responds to the significant shortfall.
- 1.3 This report evaluates the proposed development in the context of local and national planning policy. It is considered that the development accords with all relevant planning policies and there are no material considerations which warrant a refusal of planning permission. The application should therefore be granted planning permission without delay, in accordance with the presumption in favour of sustainable development as set out in the NPPF.

Penny Hill Road, Holbeach

Supporting Planning Statement

Site layout (left) and location plan (below), not to scale



2. The site and surrounding area

- 2.1 The application site comprises approximately 1.3 hectares of land located approximately 100m north of the A17. The site lies to the north of the settlement boundary for Holbeach as defined in the South Holland Local Plan 2006.
- 2.2 The site is bordered by Penny Hill Road to the west, open fields to the east, Tolls Lane residential estate to the north and a football club facility to the south. A site location plan is provided on page 2 of this report.
- 2.3 The site is currently vacant but was previously occupied by commercial glasshouses associated with a neighbouring nursery. There are two large areas of hardstanding remaining which give this previously developed land a semi-urban character, especially when viewed in the context of neighbouring development. In fact, now bordered by development on both sides the land has the appearance of an infill site albeit outside of the defined settlement boundary. The proposed development would therefore not have a detrimental impact on the character of the area.
- 2.4 The proposed development is located within the 400m 'cordon sanitaire' associated with Holbeach Sewage Treatment Works (STW).
- 2.5 The site does not lie in close proximity to any Listed Buildings nor does it lie within a conservation area.
- 2.6 The site is located within Flood Zone 3 on the Environment Agency's Flood Zone Maps (an area at high risk of flooding), however, the Council's Strategic Flood Risk Assessment (2010) shows the site to be within a defended floodplain and outside of any Hazard Zones up to 2115.
- 2.7 The nearest bus stops to the site are south of the site on Park Road (approximately 625m) and outside Holbeach University Academy (approximately 500m). These stops allow access to services 505 which provides a weekday service between King's Lynn-Holbeach-Spalding and 6067 which provides a local weekday service between Holbeach-Tydd St Mary. National rail services are accessible from Spalding which is approximately 20 minutes by car, allowing access to the East Coast Mainline, London and beyond.

- 2.8 In terms of sustainability, Holbeach is considered to be one of the most sustainable settlements within the South Holland and Boston areas¹. The analysis ranks Holbeach first overall with a score of 223, demonstrating that this is one of the most sustainable locations for development within the local area (excluding Spalding and Boston).
- 2.9 The current application follows a previous application which included this site and land further to the south. This mixed-use scheme was granted planning permission in March 2014 (ref. H09-0789-11). Further details on this extant scheme are provided in subsequent sections of this report.

¹ South East Lincolnshire: An Assessment of Settlements and Their Sustainability Credentials (June, 2005)

3 The proposed development

3.1 The scheme proposes 15 affordable houses and 29 for sale on the open market. The dwellings are predominantly arranged as semi-detached properties and small terraces which mirrors the layout of the Tolls Lane estate to the north of the site. The affordable homes are provided within three blocks of four and a terrace of three properties, and spread across the site.

3.2 A range of housing types are proposed. The housing mix would be as follows:

	1-bed	2-bed	3-bed	4-bed	
Affordable housing	12	3			15 (34%)
Market housing		11	17	1	29 (66%)
TOTAL					44

Table 1: Proposed housing mix

The affordable dwellings would have a mix of tenures as follows:

- 1-bed units: social rented
- 2-bed: shared ownership

3.3 Vehicular access to the site would be via Penny Hill Road, using the same point of access that was proposed under the previous application, H09-0789-11. Sufficient car and cycle parking has been accommodated onsite to meet the requirements of Policy SG16 of the South Holland Local Plan 2016.

3.4 A new tree belt and green buffer would be created along the southern boundary of the site to provide separation and screening from the adjacent community football facility. Further soft landscaping is proposed within the site to soften the built environment and contribute to environmental sustainability. The scheme therefore accords with Policy SG18 of the South Holland Local Plan 2016 which concerns the landscaping of new development.

3.5 Further details including the applicant's case can be found in the accompanying Design and Access Statement by Studio 11 Architecture.

4 Relevant planning history

- 4.1 The development of this site has been under discussion for many years. Planning permission was granted for a much larger residential scheme under ref. H09-0707-97, however, this was never implemented.
- 4.2 The site currently has the benefit of full planning permission for the erection of 26 affordable houses, 4 market houses, sports pavilion and grass football pitches along with associated car parking (ref. H09-0789-11, granted 11th March 2014). A site plan for this earlier development is provided below for comparison.
- 4.3 Although the community facilities have been constructed, the residential units have not been built out and it is this element which this application proposes to revise.



Figure 1. Site plan for the previous approved scheme, H09-0789-11

5 Planning policy context

5.1 Relevant planning policies

- 5.1.1 The development plan for South Holland District comprises the saved policies of the South Holland Local Plan 2006 and the Lincolnshire Minerals and Waste Plan. Other material considerations include the National Planning Policy Framework 2012 and accompanying practice guidance. Policies relevant to the determination of this application are listed below and discussed in the following section of this report.

National Planning Policy Framework 2012

Achieving sustainable development

Core planning principles

- 6 Delivering a wide choice of high quality homes
- 7 Requiring good design
- 8 Promoting healthy communities
- 10 Meeting the challenge of climate change, flooding and coastal change
- 11 Conserving and enhancing the natural environment

South Holland District Local Plan 2006

- Policy SG1 General sustainable development
- Policy SG2 Distribution of development
- Policy SG3 Settlement hierarchy
- Policy SG4 Development in the countryside
- Policy SG7 Energy efficiency
- Policy SG13 Pollution and contamination
- Policy SG14 Design and layout of new development
- Policy SG15 New development: facilities for road users, pedestrians and cyclists
- Policy SG16 Parking standards and new development
- Policy SG17 Protection of residential amenity
- Policy SG18 Landscaping of new development
- Policy HS7 New housing in the open countryside including other rural settlements
- Policy HS9 Rural exceptions

6 Planning comments

6.1 Key issues

6.1.1 The main considerations in determining this application are: the principle of development, impacts on the character and appearance of the area, impacts on residential amenity, highway safety and other considerations.

6.2 Principle of development

6.2.1 Policies SG2, SG3 and SG4 of the South Holland Local Plan relate to the location of development. Under normal circumstances this policy framework would steer development towards sites within settlement boundaries, however, the local planning authority is not currently able to demonstrate that it has an adequate five year supply of land for housing² (Table 2). Therefore, as set out in paragraphs 47 and 49 of the National Planning Policy Framework, all Local Planning policies relating to the supply of housing must be considered out of date and housing applications assessed in terms of the presumption in favour of sustainable development³. This means that development proposals should be approved unless any adverse effects of the development significantly and demonstrably outweigh the benefits.

	Total dwellings
5 year requirement	3,683
Supply of deliverable sites	2,151
Shortfall	1,532
Supply (years)	2.9 years
Supply (5)	58.4%

Table 2. Comparison of the housing requirement and deliverable supply²

6.2.2 As discussed in section 2.6 of this report, as one of the most sustainable locations in the district, Holbeach is identified as a key location for new development to meet this housing shortfall. Accordingly, the emerging South East Lincolnshire Local Plan seeks the development of approximately 1,340 dwellings in Holbeach between 2011-2036. This compares to the completion of only 68 dwellings in the period 2011-2015, creating a residual need of 1,106 dwellings.

² South Holland District Council 5 year housing land supply assessment (as at 31st March 2016)

³ Defined in paragraph 14 of the National Planning Policy Framework 2012

- 6.2.3 The application site is identified in the South East Lincolnshire Land Availability Assessment as an 'outstanding planning permission' for 30 dwellings in relation to the previous scheme H09-0789-11 (ref Hol005) and likewise in the South Holland District Council 5 year housing land supply assessment, March 2016 (ref C.10.11). The intensification of residential use should therefore be welcomed to help meet this significant housing shortfall. The site is available, suitable and achievable for development as recognised in these Council documents.
- 6.2.4 Furthermore, as detailed earlier in this report, this application follows a previous application on the site. Approved at a time when housing supply policies remained in place, a departure from the normal policies of control was allowed due to 'special circumstances', namely the provision of a community facility and affordable housing. Since the decision was issued, circumstances have changed as described above and there is an overriding need for new housing in the District.
- 6.2.5 For the reasons described above, it is considered that the principle of residential development in this location is acceptable and the proposed scheme would make a valuable contribution to meeting the need for new housing in the district.

6.3 Character, appearance and design

- 6.3.1 Policy SG14 of the South Holland Local Plan relates to the design of new development. The proposed development has been designed to reflect the character and appearance of Holbeach and the surrounding area. Further discussion on design can be found in the accompanying Design and Access Statement by Studio 11 Architecture.
- 6.3.2 A single access road runs through the centre of the site and provides access to all proposed dwellings. This allows a more efficient use of the site compared to the previous application which included an 'E' shaped road layout with three cul-de-sacs. In addition, the use of small terraces and semi-detached dwellings successfully reflects the character and appearance of the neighbouring development and allows an additional 14 units to be provided without the development appearing cramped.

6.3.3 Policy SG7 of the South Holland Local Plan requires new developments to maximise energy efficiency. The proposed dwellings would be constructed to meet the requirements of this policy.

6.3.4 Sufficient open space is provided within the site to meet the requirements of Policy HS11 of the South Holland Local Plan 2006.

6.4 Housing mix

6.4.1 The scheme would provide 15 much needed affordable homes comprising 12 no. 1-bed and 3 no. 2-bed dwellings. This represents 34% of the total proposed dwellings, exceeding the requirements of Policy HS8 of the South Holland Local Plan 2006.

6.4.2 It is proposed to deliver a greater proportion of 2 and 3-bed market dwellings, reflecting the identified need for these properties in the District due to continued demand from both newly-forming households and older households downsizing to release equity from their existing homes⁴ (see Table 3).

	1-bed	2-bed	3-bed	4-bed
Recommended market housing mix for South Holland District	0-5%	30-35%	45-50%	15-20%
Proposed market housing mix	0%	38%	59%	3%

Table 3. Strategic Housing Market Assessment Guidance for market housing

6.5 Highways and parking

6.5.1 The application proposes to use the same point of access as the previous scheme, which was considered to be acceptable in highway safety terms by the Local Highways Authority. Sufficient car and cycle parking has been accommodated onsite to meet the requirements of Policy SG16 of the South Holland Local Plan 2016.

⁴ Peterborough Sub-regional Strategic Housing Market Assessment, July 2014. Final Report: Executive Summary

6.6 Residential amenity

- 6.6.1 Policy SG17 of the South Holland Local Plan 2006 seeks to protect and where possible improve the amenity of surrounding residents (existing and future), in addition to the amenity of the surrounding public realm.
- 6.6.2 The nearest residential dwellings are approximately 10 metres from the site boundary at the closest point, however, the proposed row of dwellings adjacent to the northern site boundary (plots 9-20 inclusive) have been orientated with rear gardens to the north. This layout results in a separation distance of approximately 50 metres between the proposed dwellings across the north of the site and existing dwellings on the Tolls Lane estate. Given this generous separation distance, it is considered that the proposed development will not give rise to any residential amenity issues to existing dwellings.
- 6.6.3 Similarly, consideration has been given to the amenity of future residents in relation to the use of the community facilities to the south. A green buffer provides a degree of separation, with additional screening from tree planting beyond the rear gardens of properties of plots 32-40 inclusive. The separation distance is approximately 30 metres which is considered adequate since a lesser distance was found to be acceptable under H09-0789-11.
- 6.6.4 As noted within the previous application, the site is located within the 400m 'cordon sanitaire' associated with Holbeach STW. However, in the previous application Anglian Water did not consider that odour nuisance would extend to the site.
- 6.6.5 It is therefore considered that the proposal would be acceptable in policy terms in relation to residential amenity, both to future residents, and neighbouring properties.

6.7 Flood risk

- 6.7.1 A Flood Risk Assessment and Flood Risk Sequential Test have been undertaken and submitted with the application. These assessments demonstrate that the development is acceptable in flood risk terms.

6.8 Other issues

6.8.1 Matters including ecology, archaeology, foul drainage and contamination can be addressed if necessary through the imposition of standard conditions.

6.9 Presumption in favour of sustainable development

6.9.1 In addition to the provisions contained within the NPPF, Policy SG1 of the South Holland Local Plan supports development which is consistent with the principles of sustainable development.

6.9.2 This report has considered the development in relation to specific policies of the Local Plan and has found no adverse impacts of such severity that they would significantly and demonstrably outweigh the benefits of this application which include:

- The provision of 44 residential dwellings (14 more than the Council were expecting to be constructed on this site), built to modern sustainable building standards to meet an urgent need for housing in the District.
- The positive contribution to the local and wider economy through construction work.
- Financial benefit to enable the adjacent community sports facility and its continued management.

7 Conclusions and recommendation

- 7.1 At the present time, South Holland District Council has a housing land supply of only 2.9 years with a shortfall of 1,532 homes. The application site is known to the Council and forms part of the expected housing supply with 30 dwellings expected to be delivered on site under a recently approved scheme (ref. H09-0789-11). This application seeks to revise the residential element of that scheme. Compared to this extant planning permission the current application seeks improvements to the layout of the site and the provision of 14 additional dwellings on the site.
- 7.2 Under the terms of the National Planning Policy Framework, this application is to be determined in the context of the presumption in favour of sustainable development.
- 7.3 This Supporting Planning Statement has outlined how, on balance, it is considered that there are no adverse effects arising from this development that would significantly and demonstrably outweigh the benefits, and the requirements of all other relevant policies within the Local Plan are met. The application should therefore be approved without delay.

