Planning, Design & Access Statement

Erection of 21 dwellings

Land off Damgate, Holbeach



This Planning & Affordable Housing Statement has been prepared by Simon Machen MRTPI of Barmach Ltd on behalf of Seagate Homes

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1.0 Introduction

This Planning Statement supports a detailed planning application for the erection of 21 dwellings on land off Damgate, Holbeach. It describes the site and the proposal before setting out the key planning issues, assessing these against both local and national planning policy. The scheme includes 6 affordable homes.

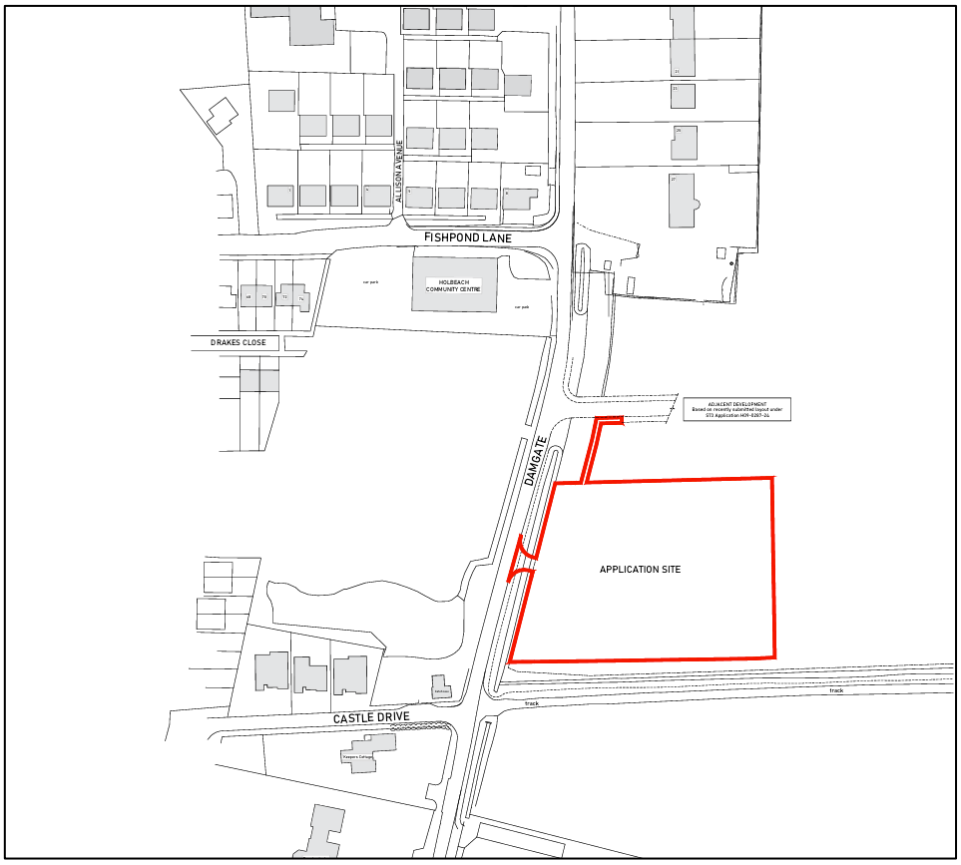
2.0 Site Description

The site is located to the south-east of the centre of Holbeach, one of South Holland's market towns. It lies on the edge of the settlement and is adjoined by Damgate itself to the west and by consented residential land to the immediate north and east. There is a tree line and track to the south of the site with agricultural land and glasshouses beyond.

Figure 1- Site Location



Source: Google



The site is not located within a conservation area nor in close proximity to any Listed buildings or other heritage assets.

3.0 Relevant Planning History

Whilst the site itself has no planning history it has been subject to pre-application advice in October 2021 under reference PE-00411-21. In summary the advice concluded that:

'The site is not located within any settlement boundary as set out in the South East Lincolnshire Local Plan (2019) (SELLP) and is therefore classed as being in the Countryside in planning policy terms. Policy 1 of the Local Plan states that development in the countryside will only be permitted that is necessary to such a location and/or where it can be demonstrated that it meets the sustainable development needs of the area in terms of economic, community or environmental benefits.

A clear case will therefore need to be made by the applicant as to how the proposal for dwellings in this location would comply with the above. Notwithstanding this, the site is located immediately adjacent a site which has an extant (and implemented) permission for 188 dwellings and for all intents and purposes would appear to form part of that wider scheme, being served by the estate road through that development. A case could therefore be made that the proposal would effectively round off the site. The proposed layout would follow the pattern of development on the adjacent scheme and the density would appear to be appropriate.'

4.0 The Proposal

This application seeks full planning permission for the erection of 21 dwellings on the site and includes a new vehicular access from Damgate. The scheme includes 18 semi-detached units and a terrace of 3 units.

The scheme includes a mix of house types and the layout is shown in Figure 3 below.

Figure 3 – Proposed site layout and typical elevations




Front Elevation
Side Elevation
Rear Elevation
Side Elevation


Front Elevation
Right Side Elevation
Rear Elevation
Ground Floor Plan
First Floor Plan
Left Side Elevation

5.0 Planning policy and key planning issues

The proposal is assessed below against local and national planning policy. Key planning considerations include:

- The principle of development
- Layout and design
- Flood risk and drainage
- Trees, ecology and biodiversity net gain
- Access and parking
- Impact on residential amenity
- Affordable housing and developer contributions

Planning Policy Context

National planning policy is established primarily through the **National Planning Policy Framework** (NPPF). This sets out Government's clear presumption in favour of sustainable development.

Local Plan policy is set out in the **South East Lincolnshire Local Plan (2011-2036)** adopted in March 2019. **Policy 1 Spatial Strategy** sets out the overall spatial strategy for development in the area. It defines Holbeach as a **Main Service Centre** and states that:

'Within the settlement boundaries of the Main Service Centres (as shown on the Inset Maps) development will be permitted that supports their role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities.'

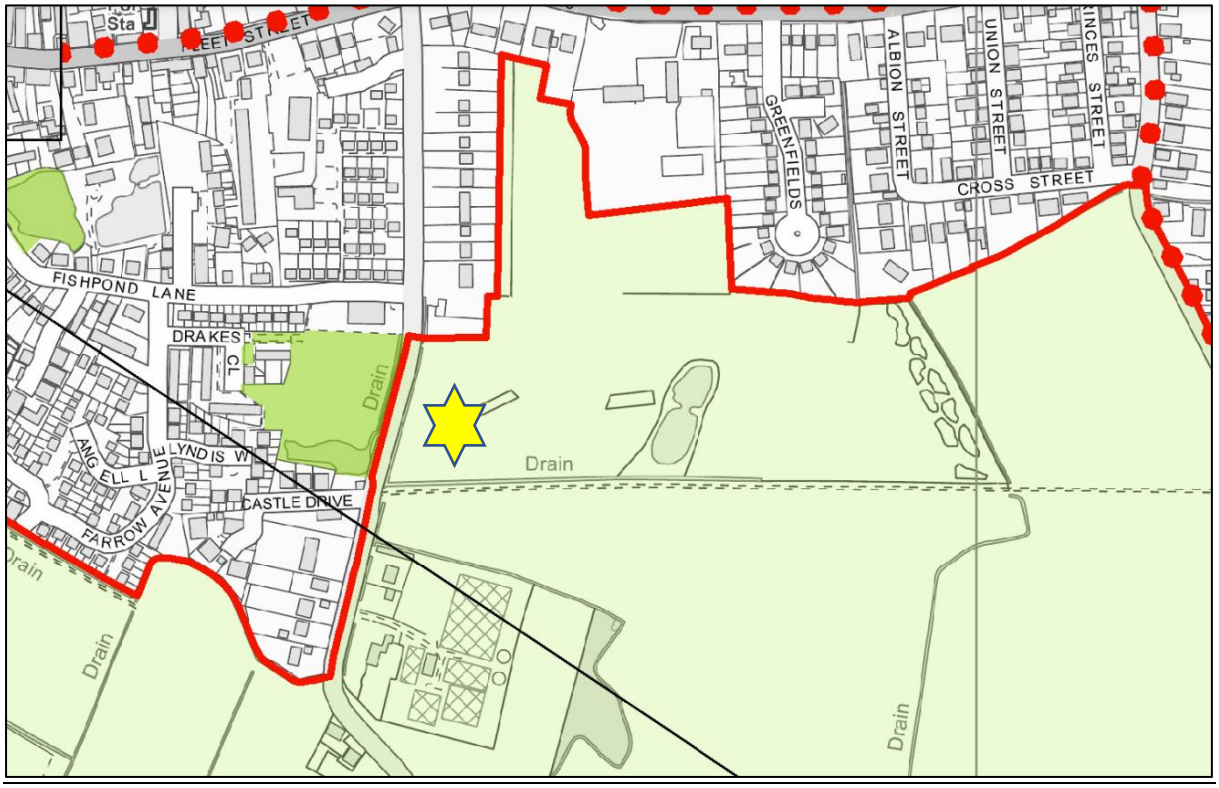
Policy 2 Development Management reiterates national planning policy and states that **'***Proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met*'. These include density, quality of design, access and traffic generation, impact on neighbours, and sustainable drainage and flood risk.

Minerals and Waste policy within the county is determined by Lincolnshire County Council and set out in the **Minerals and Waste Core Strategy and Development Management Policies Plan** adopted in June 2016. Alongside policies for assessing the suitability of new minerals and waste development the plan also designates mineral safeguarding areas to protect future mineral use. The site is not within a safeguarding area.

The principle of development

Local Plan **Policy 11 Distribution of New Housing** allocates a minimum of 2202 new homes to Holbeach, significantly more than any other Main Service Centre. The site is not allocated for development and falls outside the settlement boundary which is shown in Figure 4 below.

Figure 4 – Holbeach settlement boundary



Whilst the site is not allocated and is located beyond the settlement boundary it is highly material that the land to the immediate north and east has the benefit of an extant and part implemented planning consent for residential development through permission H09-0332-16 for 188 new homes. The approved layout plan for that scheme is shown at Figure 5 below.

Figure 5 – Layout for approval H09-0332-16





The settlement boundary of the Local Plan does not therefore reflect the physical limit of development as set by planning permission H09-0332-16 which is for development of significant scale. As set out in pre-application advice letter PE-00411-21, whilst the site is technically open countryside this adjoining development will clearly have a significant impact on the nature, character and appearance of this part of Damgate. As recognised by the planner officer, the application site constitutes a logical '*rounding off*' of the approved development pattern of this part of Holbeach. The pre-application advice stressed the need for any application to demonstrate *'that it meets the sustainable development needs of the area in terms of economic, community or environmental benefits'.* Considering each of these in turn:

Economic benefit

The development represents a significant construction phase investment of circa £4M by a locally based developer with supply chain opportunities for local trades that will be involved in the build. Future residents will support the economy of the town through local spend on facilities and services.

Community benefit

The development will include in excess of 25% affordable housing to help meet local housing need in the form of 4 x 2-bedroom affordable rent and 2 x 3-bedroom shared ownership homes.

Environmental benefit

After Spalding and Boston, Holbeach is the largest settlement in the Local Plan area and the largest Main Service Centre where some 2,022 new homes are to be provided. The town is therefore towards the top of the sustainability hierarchy and offers a wide range of services and facilities including University Academy Holbeach and the National Centre for Food Manufacturing. The application site is located within walking and cycling distance of the town centre, education facilities and employment centres thereby avoiding reliance on use of the private car. Bus stops are located on Fleet Street some 330 metres away, a 5-minute walk from the site. It is in a highly sustainable location opposite Holbeach Community Centre and its associated floodlit playing field and within 400 metres of Littlebury Medical Centre on Fishpond Lane. Holbeach town centre is within 600 metres of the site.

Biodiversity net gain can be secured on the site as demonstrated by the reports and mitigation measures accompanying the application.

Paragraph 60 of the **NPPF** sets out Government's objective of significantly boosting the supply of homes and ensuring that a sufficient amount and variety of land can come forward where it is needed, and that the needs of groups with specific housing requirements are addressed. The proposal would help to meet housing need in Holbeach and deliver 6 affordable homes. **Paragraph 70** goes on to recognise that *'small and medium sized sites can make an important contribution to meeting the housing requirement of an area and can often be built-out quickly'* which is the case with this proposal, promoted by a locally based developer. **Paragraph 84** seeks to avoid the development of isolated homes in the countryside. This proposal, being located immediately adjacent to consented development in a highly sustainable location, can in no way be described as isolated.

Paragraph 180 of the **NPPF** requires that '*Planning policies and decisions should contribute to and enhance the natural and local environment'* including by *'b) recognising the intrinsic character and beauty of the countryside'*. Whilst being located outside the defined settlement boundary of Holbeach the site, by virtue of the consented adjacent development, cannot reasonably be described as true 'open' or 'beautiful' countryside. It is a remnant of a larger undeveloped area sandwiched between that consented adjacent development and an established tree line which can reasonably be described as visually forming the end stop to the physical limit of Holbeach on the east side of Damgate.

Design and layout

Paragraph 131 of the **NPPF** states that *'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*.'

Local Plan **Policy 3 Design of New Development** requires that new development creates '*distinctive places through the use of high quality and inclusive design and layout and, where appropriate, makes innovative use of local traditional styles and materials'*. Development proposals are required to demonstrate how the following issues have been addressed:

1. creating a sense of place by complementing and enhancing designated and non designated heritage assets; historic street patterns; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area;

This part of Holbeach has very limited historic interest and is characterised by contemporary dwellings of varying design set in a suburban context. The layout of the scheme is equally suburban in nature and creates an attractive layout of homes within a varied street scene. The scheme respects the design and layout of consented development immediately adjacent to the site to ensure a co-ordinated design approach to the wider site context.

2. distinguishing between private and public space;

Each new dwelling has a private curtilage and public and private spaces are very clearly defined.

3. the landscape character of the location;

The layout seeks to retain existing trees and hedging wherever possible and includes new planting.

4. accessibility by a choice of travel modes including the provision of public transport, public rights of way and cycle ways;

As set out above, the site is sustainably located and within walking and cycling distance of community facilities, retail and employment sites within Holbeach. Car parking is provided to each home in accordance with local standards.

5. the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking;

Dedicated waste storage space will be provided within each plot. Car parking is in accordance with design and quantum standards and cycle parking provision can be secured by planning condition.

6. the lighting of public places;

Lighting of access roads will be designed in accordance with Local Highway Authority standards.

7. ensuring public spaces are accessible to all;

Access roads and footways will be designed in accordance with Local Highway Authority standards.

8. crime prevention and community safety;

Care has been taken to design a layout which ensures natural surveillance throughout the scheme.

9. the orientation of buildings on the site to enable the best use of decentralised and renewable low-carbon energy technologies for the lifetime of the development;

The shape and orientation of the site has directly influenced the layout of the development and does also include south facing roof slopes.

10.the appropriate treatment of facades to public places;

Care has been taken to create attractive street scenes both within the scheme and facing towards Damgate, respecting and enhancing the local area.

11.residential amenity;

Care has been taken to ensure that there will be no adverse impact on existing adjacent residents through overlooking, overshadowing or other amenity impacts.

12.the mitigation of flood risk through flood-resistant and flood-resilient design and sustainable drainage systems (SuDS);

The application is supported by a detailed flood risk and drainage strategy.

13.the use of locally sourced building materials, minimising the use of water and minimising land take, to protect best and most versatile soils;

The proposal seeks to make efficient use of the site. By reason of its small size and the immediately adjacent consented development it is unsuited to agricultural use.

14.the incorporation of existing hedgerows and trees and the provision of appropriate new landscaping to enhance biodiversity, green infrastructure, flood risk mitigation and urban cooling;

Existing trees and hedges have been kept wherever possible and additional planting and landscaping can be secured by planning condition.

15.the appropriate use or reuse of historic buildings

This is not relevant to the proposal.

The proposal is therefore considered to be appropriate within the context of the NPPF and Local Plan Policy 3.

Impact on trees

The application is supported by a tree report prepared by **Andrew Belson**. This confirms that there are no category A or B trees on the site. There are 2 groups of category C trees, Hybrid Black Poplar and Hawthorn, all of which are in the last third of their safe and useful life expectancy. Group B adjacent to Damgate itself would be removed to create the site access and an easement/maintenance

strip for the IDB drain. Group C to the southern boundary will be retained with deadwood removed and crowns lifted. The application also includes a method statement and protection plan.

Impact on ecology

The application is supported by a Preliminary Ecological Assessment. This confirms that no protected species are present on the site. The application is also supported by a biodiversity net gain (BNG) assessment which demonstrate a 17.25% gain and a 311% hedgerow gain. Following pre-application advice, additional hedgerow and tree planting was included to the north and east boundaries of the site.

Access and parking

The **NPPF** identifies transport related criteria which should be taken into account when deciding planning applications including the promotion of sustainable transport, safe and suitable access and sets out that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

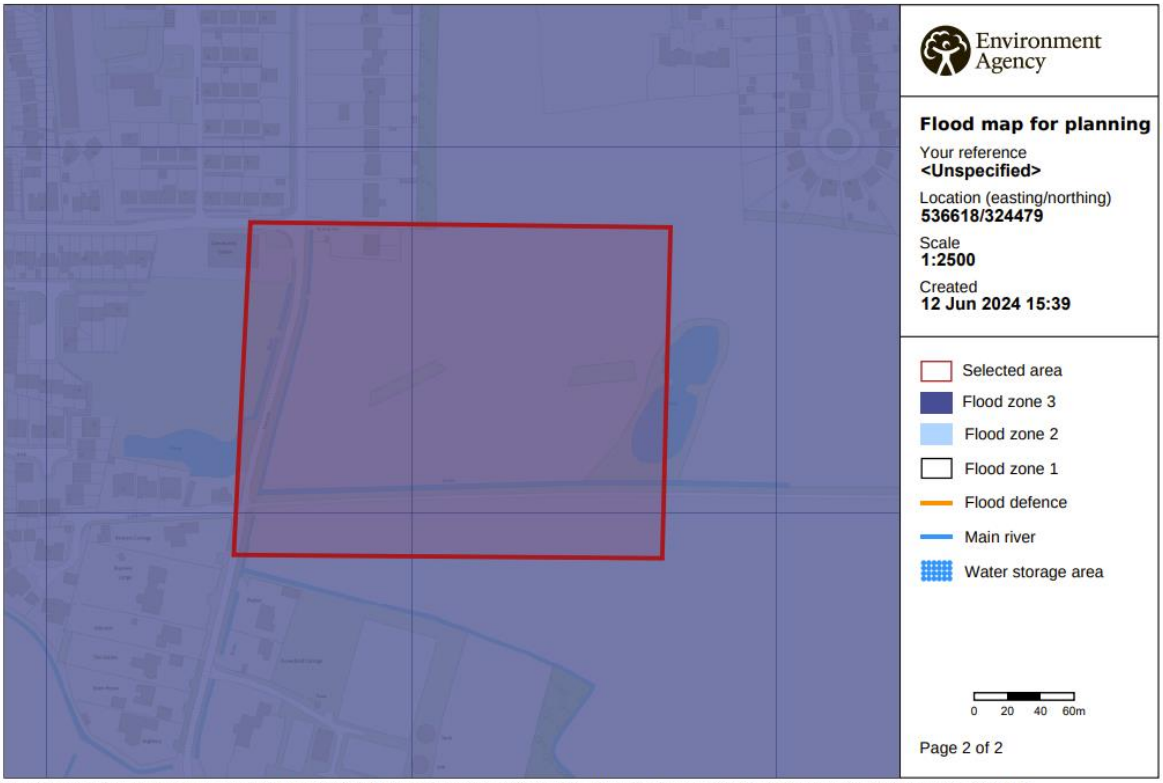
The proposed access to Damgate is designed to Local Highway Authority standards as are the roads within the site. Car parking provision also meets local standards.

Flood risk and drainage

Local Plan **Policy 4 Approach to Flood Risk** sets out the requirements for flood risk reduction. The South East Lincolnshire Level 1 and Level 2 Strategic Flood Risk Assessment (SFRA) was prepared in June 2017. The Joint Lincolnshire Flood Risk and Drainage Management Strategy has been prepared by Lincolnshire County Council as the Lead Local Flood Authority. The purpose of the Strategy is to increase the safety of people across Lincolnshire by reducing the number of people at risk of flooding, increasing the resilience of local communities, and reducing the impact of flooding.

The application is accompanied by a Flood Risk Assessment (FRA) prepared by **Ellingham Consulting**. The site falls within Flood Zone 3 as illustrated at Figure 6 below.

Figure 6 – Environment Agency Flood Map extract



The FRA sets out that:

• the site has a low risk of flooding from rivers or the sea (annual probability between 0.1% and 1%);

• in general the site has a very low risk of surface water flooding (annual probability less than 0.1%) and in some areas close to the western and southern boundaries the site has a low risk of surface water flooding (annual probability between 0.1% and 1%); and

• the site is not within an area at risk of reservoir flooding.

Large parts of the South Holland district between the River Welland and River Nene lie within Flood Zone 3. As such, opportunities to develop sites with a lower flood risk are limited. The refined flood risk information contained within the Council's SFRA demonstrates the site is not at risk during the 1% annual probability fluvial and 0.5% annual probability tidal event in 2115. The site therefore has a low probability of flooding and is considered to pass the Sequential Test. The FRA describes the flood mitigation measures and the management of the residual risks, demonstrating that the development will be safe and will not increase flood risk elsewhere. It is considered to pass the Exception Test and

includes mitigation measures including finished floor levels set 1.0m above ground level, 0.6m of flood resistant construction above finished floor level where ground levels are less than +2.2m OD and flood resilient construction to +3.5m OD.

Affordable Housing and developer contributions

Local Plan **Policy P18 Affordable Housing** requires that 25% of housing on schemes of 11 or more units is affordable. As set out above, this requirement is met. Developer contributions can be secured by S106 agreement once those requirements are known during consideration of the application.

6.0 Conclusion

Holbeach is designated as a Main Service Centre and is therefore an appropriate location for new development. Whilst the site itself is not allocated for residential development and falls outside the settlement boundary it is immediately adjacent to consented development and represents a logical rounding off of development in a highly sustainable location. There would be no harm to countryside character.

It is considered that the scheme strikes the right balance between making efficient use of land and contributing towards housing supply whilst respecting the existing character of the area. It offers a high-quality design and layout sympathetic to local character and the provision of much needed affordable housing.

In accordance with the NPPF planning permission should be granted for this proposal as there are no adverse impacts which would outweigh the benefits of the scheme.

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