

Mr & Mrs R Hart

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Planning Statement
Outline Planning Application for the Erection of up to 38
Dwellings
Land off Milestone Lane, Pinchbeck

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December 2016

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1. EXECUTIVE SUMMARY

- 1.1. This statement has been prepared by the Robert Doughty Consultancy Limited on behalf Mr & Mrs P Hart to support an outline planning application for the erection of up to 38 dwellings on land off Milestone Lane, Pinchbeck, Lincolnshire.
- 1.2. The application is supported by a Transport Appraisal, a Phase 1 Desk Study, a Flood Risk Assessment and Drainage Strategy and the site has been the subject of an archaeological evaluation. Additionally, a masterplan has been drawn up to show how the site could accommodate up to 38 dwellings.
- 1.3. Each report concludes that the site can be developed without any adverse impacts.
- 1.4. The Milestone Lane area lies in the northern part of the village and is within in easy walking distance of village centre via Gallery Walk.
- 1.5. Save from a small section of frontage to Milestone Lane, the application site is almost entirely surrounded by existing residential development.
- 1.6. South Holland has experienced a longstanding shortfall in the delivery of dwellings, and the most recent statement of housing land supply (April 2016) has indicated that the local planning authority can only identify a 2.9-year supply in advance of the adoption of the South East Lincolnshire Local Plan. Housing applications should be considered in the context of the presumption in favour of sustainable development in accordance with paragraph 49 of the National Planning Policy Framework.
- 1.7. In the absence of a 5-year housing land supply, paragraph 14 of the National Planning Policy Framework (NPPF) applies and local planning authorities should grant planning permission unless:

“any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.....”
- 1.8. The planning application demonstrates that the site is capable of being developed without detrimental impact on the character of the surrounding area and, in the absence of any adverse impacts,

paragraph 14 of the NPPF indicates that planning permission should be granted.

2. SITE AND SURROUNDINGS

- 2.1. Pinchbeck is a sizeable settlement in South Holland lying north of and in close proximity to Spalding. Notwithstanding its proximity to Spalding, the village has a wide range of facilities on offer including employment opportunities which have resulted in the settlement being ranked as the sixth most sustainable settlement in both South Holland and Boston Borough. The application site lies to the west of the B1356 and Crossgate Lane, south of Milestone Lane and north of development off Flaxmill Lane.
- 2.2. The site itself has two distinct uses. To the north off Milestone Lane there is an existing car workshop and former farmyard, which has planning permission to be redeveloped in favour of three detached dwellings (LPA ref H14-0198-15). This part of the site lies between existing dwellings. The remainder, and by far the largest portion, is currently used as grazing paddocks for horses.
- 2.3. There are a number of trees and hedges that define the site boundaries and overall the site is generally flat with few other features of note.
- 2.4. To the south of the site, single storey residential dwellings characterise the development off Flaxmill Lane, which is served by two culs-de-sac.
- 2.5. Gallery Walk, a public footpath, runs along part of the western side of the site and there are one or two dwellings that have pedestrian access onto it. Eventually, Gallery Walk meets Milestone Lane and there is a short section of the western site boundary that fronts onto it.
- 2.6. Although largely undeveloped at present, the application site is firmly embedded within the fabric of the village. Views into the site are largely confined to those from within residential curtilages and the views from the short section of site frontage adjacent to Milestone Lane. There is a strong native hedgerow along the Crossgate Lane frontage. There is presently a field access from the section of Milestone Lane that is undeveloped and a further access that serves the vehicle workshop and former farm yard.

3. THE PROPOSAL

- 3.1. The application is for Outline Planning Permission to establish the principle of residential development for up to 38 dwellings on 1.87ha. A masterplan shows how the site could be developed to include access off Milestone Lane close to the existing access, Public Open Space, Sustainable Drainage and Affordable Housing.
- 3.2. Although a detailed masterplan is included, all matters, other than access are reserved for subsequent approval, however, the plan does show how the site could be developed having regard to the density of the surrounding development. Detailed discussions have been held with the Lincolnshire County Council as local highway authority with regard to access and three options have been considered with the agreed position being close to the existing access of Milestone Lane that serves the vehicle workshop. A Highways report accompanies the application and details these discussions.
- 3.3. It is the intention of this application that the point of access to the public highway is committed.
- 3.4. The existing buildings on site will be demolished and the existing permission for three dwellings (H14-0198-15) will be 'lost' in the event that this current application is approved.

4. NATIONAL PLANNING POLICY

- 4.1. The NPPF sets out Central Government's planning policies for England and how these are expected to be applied.

Paragraphs 6 and 7 of the NPPF confirm the commitment to sustainable development based on three dimensions:

“an economic role - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

a social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and

an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise

waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”

4.2. This is followed by a commitment to a presumption in favour of sustainable development and at paragraph 14, “For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and,
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.”

4.3. Paragraph 49 confirms this to be the case by referring to housing applications and the presumption in favour of development where, as in this case, there is demonstrably not a 5-year housing land supply.

4.4. Paragraph 55 states that local authorities must “promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.”

4.5. Paragraphs 196 and 197 confirm that applications should be determined in accordance with the Development Plan and that, in such cases, Local Authorities should apply the presumption in favour of development. The core planning principles set out in Paragraph 17 are to underpin plan making and decision making. Set out below are those which principally relate to the provision and location of housing in an area.

- “• Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to the wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.

- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
 - Contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this framework.
 - Encourage the effective use of land, by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.
 - Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.”
- 4.6. To deliver sustainable development, the Government is committed to building a strong, competitive economy; ensuring the vitality of town centres, promoting sustainable transport; delivering a wide choice of high quality homes; requiring good design; promoting healthy communities; and meeting the challenge of climate change, flooding and coastal change, whilst conserving and enhancing the natural and historic environment.

Building a Strong, Competitive Economy

- 4.7. Paragraph 20 outlines that to help achieve economic growth, local planning authorities should plan proactively to meet development needs of businesses and support an economy fit for the 21st century. Paragraph 21 goes on to set out that planning policies should recognise and seek to address potential barriers to investment, including a poor quality environment or a lack of infrastructure, services or housing.

Promoting Sustainable Transport

- 4.8. Paragraph 32 sets out that all developments that generate significant amounts of movement should be supported by a Transport Statement. This demonstrates that the application proposal takes up the opportunities for sustainable transport modes, safe and suitable access to the site can be achieved and improvements are capable of being undertaken which limit the significant impacts of the development.
- 4.9. Paragraph 37 sets out that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

Delivering a Wide Choice of High Quality Homes

4.10. The Government's ambition is to boost significantly the supply of housing (paragraph 47). Paragraph 47 is clear that local planning authorities should:

- “• use their evidence base to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period”.

4.11. It goes on to require local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, with an additional 5% to 20% buffer, depending on past performance of delivery. There is also a need to provide a realistic prospect of achieving planned supply and to identify a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15.

4.12. There is also a need to illustrate the delivery of both market and affordable housing in a housing trajectory for the plan period and implementation strategy setting out how a five-year supply of housing land to meet the target will be maintained. The approach to housing density is also to be set out.

4.13. In respect of windfall sites, paragraph 48 sets out that an allowance may be made if there is compelling evidence that such sites have become available and will prove to be a reliable source of supply. Any allowance will have to be realistic taking account the Strategic Housing Land Availability Assessments (SHLAA), historic windfall delivery rates and not include residential gardens.

4.14. Applications are to be considered in the context of the presumption in favour of sustainable development. Relevant policies relating to supply should not be considered to be up to date if a five-year supply of deliverable housing sites cannot be demonstrated (paragraph 49).

4.15. Paragraph 50 of the NPPF deals with the need to deliver a wide choice of high quality housing, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. It sets out three specific points. The first is to plan for a mix of housing based on

current and future demographic trends and the needs of different groups. The second point is for a Local Authority to identify size, type and tenure and range of housing required in particular locations reflecting local demand. The last point is where affordable housing is required to set policies for meeting that need on site.

- 4.16. Paragraph 53 resists inappropriate development of residential gardens.
- 4.17. In relation to evidence about housing, paragraph 159 is of note. This states that Authorities should have a clear understanding of the full housing need in their area. Reference is made to the preparation of Strategic Housing Market Assessments and Strategic Housing Land Availability Assessments. The scale of housing that the local population is likely to need over the plan period is to be addressed, which meets household and population projections, taking account of migration and demographic change; addresses the need for all types of housing, including affordable housing; and, caters for housing demand and the scale of housing supply necessary to meet this demand. There is also a need to look at realistic assumptions concerning availability, suitability and likely economic viability of land to meet the identified need for housing over the plan period.

Requiring Good Design

- 4.18. It is outlined in paragraph 56 that good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people. It is further set out that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes (paragraph 57).
- 4.19. Paragraph 58 states that planning decisions should aim to ensure that developments will function well and add to the overall quality of the area; establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit; optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks; respond to local character and history, and reflect the identity of local surroundings and materials;

create safe and accessible environments; and, are visually attractive as a result of good architecture and appropriate landscaping.

5. THE DEVELOPMENT PLAN

- 5.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, “If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”
- 5.2. The Development Plan for the purposes of this application is comprised of the saved policies of the South Holland Local Plan (the ‘Local Plan’). The Regional Plan for the East Midlands 2009 was revoked in April 2013.
- 5.3. South Holland District Council has joined with Boston Borough Council and Lincolnshire County Council to form the South East Lincolnshire Strategic Planning Committee. This Committee is preparing a joint local plan for the South East Lincolnshire area, comprising all of the administrative areas of Boston Borough Council and South Holland District Council. The Committee proceeded some way towards the production of both a Core Strategy and an Allocations Development Plan Document before moving to merge these documents into a single local plan. Consultation on the submission version of the Local Plan is currently anticipated in early 2017.
- 5.4. During the process of producing a new local plan the targets for growth across South East Lincolnshire generally and Pinchbeck specifically have been subject to some change.
- 5.5. The National Planning Policy Framework and the evidence base for the emerging South East Lincolnshire Local Plan are also material considerations in respect of this planning application.

6. SOUTH HOLLAND LOCAL PLAN

- 6.1. A number of saved local plan policies from the 2006 Adopted Local Plan are relevant to the current proposal and these are set out below.
- 6.2. SG2 – Distribution of Development states that new developments should take a sequential approach starting with brownfield sites in a settlement limit, and ending with greenfield sites adjacent to the settlement. Development should make efficient use of land, be

accessible to a choice of transport modes and be acceptable in terms of transport generation and highways safety.

- 6.3. SG3 – Settlement Hierarchy – Pinchbeck is defined as a Group Centre, which acts as a service centre for the surrounding rural area and where development can support or improve the role of the settlement. This policy designation must, however, be reviewed in light of the June 2015 sustainability appraisal, Pinchbeck is now considered to be the sixth most sustainable settlement in both South Holland and Boston Borough and, accordingly, it is now defined as a 'Main Service Centre' in the emerging local plan.
- 6.4. SG4 – Development in the countryside – states that development should take place outside the settlement boundaries when the need for development outweighs its impact and no other site or solution exists to accommodate the proposed development.
- 6.5. SG14 – Design and Layout of New Development – requires development to make a positive contribution to its surroundings, respecting the vernacular architecture of the area.
- 6.6. HS1 and HS2 – set the targets for growth and the arrangements for the monitoring and phasing of residential development. These policies, together with HS3 – new residential allocations, are out of date due to the changing housing need for the area, as represented in the Objective Assessment of Need prepared for the South East Lincolnshire Local Plan and the need to roll the plan period forward.
- 6.7. HS8 – Affordable Housing - one third of new housing provided in new development is required to be affordable housing.

7. SOUTH EAST LINCOLNSHIRE LOCAL PLAN

- 7.1. Consultation was undertaken on a draft local plan between 8th January and 19th February 2016. A further consultation on preferred housing sites took place in July and August 2016. The Planning Authority is considering the issues arising from this consultation before preparing a publication version of the plan early in 2017.
- 7.2. The emerging local plan has little weight in the assessment of planning applications, although the background reports do provide an up to date assessment of housing need and a view of the Joint Committees' expectations for the delivery of growth.

- 7.3. The draft plan includes a number of policies of relevance to the current application:
- 7.4. Policy 2 – Spatial Strategy – identified Pinchbeck as a Main Service Centre, an equivalent place in the hierarchy as Area Centre in the South Holland Local Plan.
- 7.5. Policy 4 – Strategic approach to flood risk states that development should be placed in the areas of lowest flood risk or hazard and should not in itself increase flood risk. All land identified for development for Pinchbeck in the emerging local plan is in the same Flood Risk Zone and there are therefore no sequentially preferable sites.
- 7.6. Policy 11 – Meeting objectively assessed housing need – sets out the district target for 430 homes per annum. The Joint Committee expects that each district will endeavour to meet its own housing need and the shortfall in one district in any one year will not be met by extra growth in the other.
- 7.7. Policy 12 – Distribution of Housing Growth – promotes the residual target of 129 dwellings in Pinchbeck.
- 7.8. Policy 14 – Providing a mix of housing – sets out targets for the proportion of houses, split between market housing and affordable housing, to be of different sizes. Up to 50% of market houses are expected to have three bedrooms, whereas up to 40% of affordable housing are expected to have 2 bedrooms.
- 7.9. Policy 15 – Affordable Housing – approximately 50% of demand for housing in South Holland is for affordable Housing. Taking into account viability, the policy suggests that 30% of homes on qualifying housing sites should be affordable.
- 7.10. Policy 30 – promotes safe, accessible, open space and sports and recreation facilities.

8. POLICY ANALYSIS

- 8.1. Clearly the South East Lincolnshire area is 'between plans', with a range of saved policies and emerging documents all providing some context. Bringing forward a proposal of this nature will require some flexibility of approach and the local planning authority has already demonstrated this approach with a number of development proposals elsewhere in the district.

9. HOUSING TARGETS

- 9.1. The latest population projections being used by the local planning authority state that 430 homes a year will need to be provided by South Holland. This is down from the 540 new homes promoted in the Preferred Options Core Strategy, but is a significant increase on housing targets in saved local plans and revoked Structure Plans and Regional Strategies. Growth in the area over the plan period is driven both by natural increase (the difference between births and deaths) and inward migration to meet the demands of local businesses. Although the South East Lincolnshire Local Plan is a joint plan with Boston Borough Council, there is an expectation that the districts will seek to meet their own identified housing target.
- 9.2. Monitoring reports indicate, however, that in the five years since 2011, the delivery of new housing has fallen significantly short of the above target, leading to a significant shortfall building up over time (of 40% of the previous five years' target). The Council in its most recent report on housing land supply could not even identify 3 years supply, let alone 5. The Local Plan is out of date and the weight that can be given to its provisions in considering development proposals should be limited accordingly.
- 9.3. This proposal would represent a short-term development proposal that could be delivered in the next five years and would, if that were the case, make its maximum contribution to meeting the five-year demand for housing sites in the short term.

10. DISTRIBUTION OF GROWTH

- 10.1. Pinchbeck is classified as a Main Service Centre that should deliver approximately 240 dwellings over the plan period. The strategic approach to the level and distribution of growth across South East Lincolnshire was subject to general challenge, whereas the target for Pinchbeck was subject to specific challenge. It can be assumed that the details of the policies will be subject to discussion in future stages of the plan production process and, specifically, at the examination in public. It is clear, however, that the level of growth for South Holland over the plan period will necessitate a level of growth in and around Pinchbeck.

- 10.2. Although Spalding is the key location for growth in South Holland, settlements such as Pinchbeck, which is essentially joined with Spalding, is well placed to help deliver growth across the plan period in a way that will support the overall sustainable distribution of growth and the local needs of the existing settlement, residents and businesses, but also set a solid foundation for further growth beyond the plan period.
- 10.3. Pinchbeck has the infrastructure to support this level of growth.
- 10.4. The settlements identified for growth within emerging and historic plans provide a suitable foundation for new growth. Many settlements need some new dwellings in order to counter the effect of changing demographics which may otherwise lead to a shrinking population.

11. SITE SUITABILITY

- 11.1. The suitability of the site was considered in the most recent Strategic Housing Land Availability Assessment (SHLAA) carried out in July 2016.
- 11.2. The main bulk of the site (the Greenfield element) was identified as Pin 15 and the smaller area on Milestone Lane was part of Pin 17. Pin 15 was found to acceptable in all other respects other than highways. This proposal has been the subject of detailed consultation with the highway authority culminating in a resolution of the only outstanding concern that would prevent the site from being considered suitable or 'developable' in the SHLAA.

12. MEETING HOUSING NEED

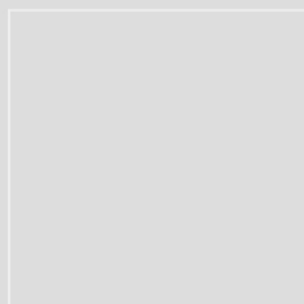
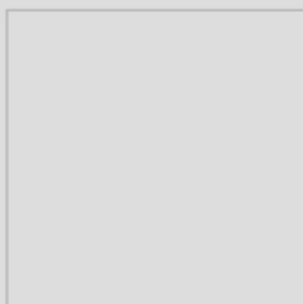
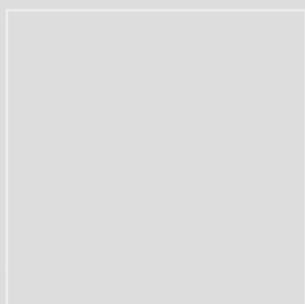
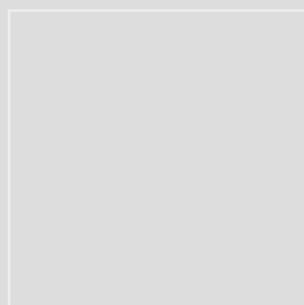
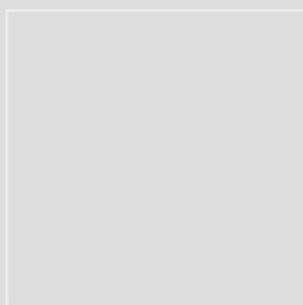
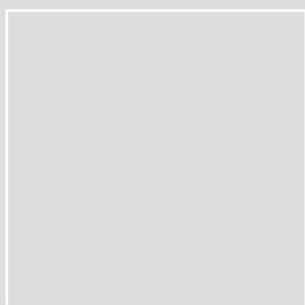
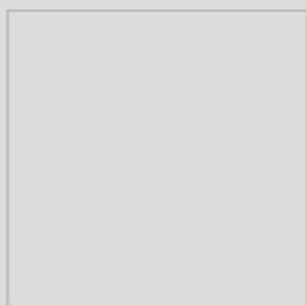
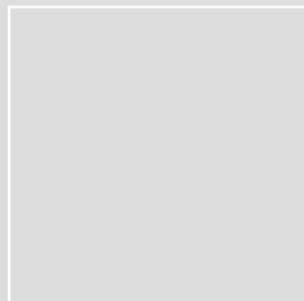
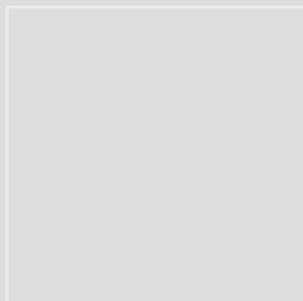
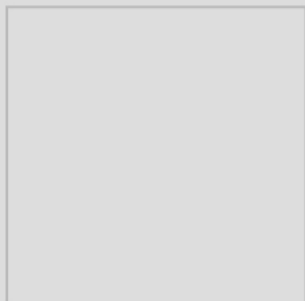
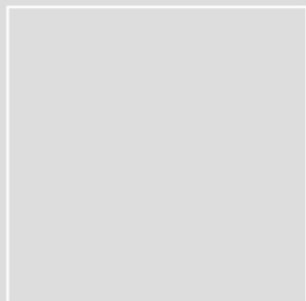
- 12.1. In the event that planning permission is granted, a subsequent Reserved Matters application would deliver a range of housing types, including single storey development that would meet the needs of the settlement and local population.

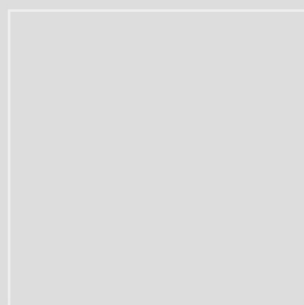
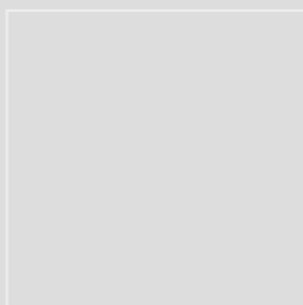
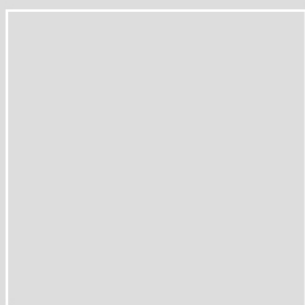
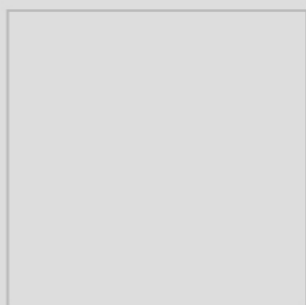
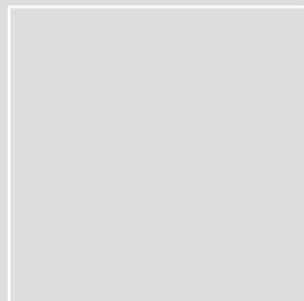
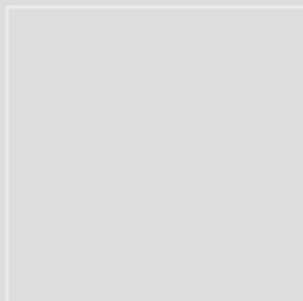
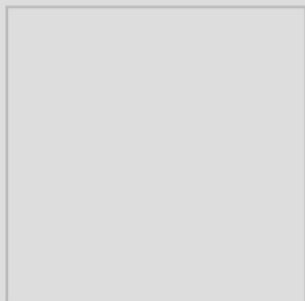
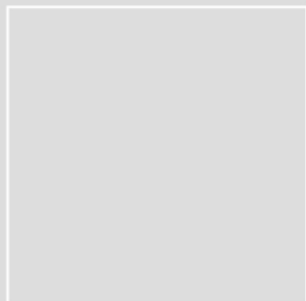
13. FLOOD RISK AND SURFACE WATER DRAINAGE

- 13.1. The submitted Flood Risk Assessment and Surface Water Drainage Strategy indicate that the development can be made safe from flooding for the lifetime of the scheme and that there would be no increased risk of flooding to other land uses or users.

14. CONCLUSION

- 14.1. This proposal is for the erection of up to 38 dwellings on land located within the built-up fabric of the settlement, albeit beyond the settlement boundary.
- 14.2. The site is almost entirely surrounded by existing residential development and other than from a short section of Milestone Lane on the north western boundary, there are limited views into the site. The development of the site would have limited impact on the character of the area as acknowledged in the July 2016 SHLAA.
- 14.3. Pinchbeck is identified as an “Group Centre” in the South Holland Local Plan settlement hierarchy (Policy SG3) and is proposed as a “Main Service Centre” in Policy 2 of the draft South East Lincolnshire Local Plan. This revised designation in the emerging local plan is consistent with the assessment of Pinchbeck as being the sixth most sustainable settlement in the South Holland and Boston Borough areas. The proposed development of up to 38 dwellings in this sustainable location would help meet the current demand for a five years’ supply of housing, whilst not undermining in any way the overarching strategy of the Local Plan.
- 14.4. The application is supported by reports that indicate there are no technical reasons why the site cannot come forward.
- 14.5. Discussions with the local highway authority has concluded that it is possible to provide a suitable access into the site and the Highways Report that accompanies the application considers those access options.
- 14.6. In flooding terms, the site is at the same risk of flooding as other sites within the settlement. There are no sites at a lower risk of flooding within or adjacent to the village and, therefore, the Sequential Test is passed. The Exception Test is also passed as it has been demonstrated that the proposal is safe from flooding for its lifetime.
- 14.7. In the absence of a 5-year housing land supply, planning permission should be granted unless any adverse impacts would significantly and demonstrably outweigh the benefits. Accordingly, the severe housing land supply issue weighs heavily in favour of permission, especially in the absence of any significant harm.





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