



- a) two number low-floor, easy access and DDA compliant buses together with revenue support for those buses for a period of three years.
- b) a Two-Form Entry Primary School;
- c) a Community Building within the District Centre and the subsequent hand-over of this building when complete to South Holland District Council
- d) the provision, equipping and ongoing maintenance of all areas of open space and play space, including the open space associated with the SUDS system;
- e) a capital sum of £100,000 for external improvements to the historic fabric to Spalding's historic town centre;
- f) the first Phase of Spalding's Western Relief Road, this including a bridge over Spalding Peterborough Railway line, and the Primary Street linking the relief road to The Broadway.
- g) traffic calming measures on The Parkway.
- h) integrated primary and social care services in the form of the Health Centre (shown to be located within the District Centre) and the extra care facilities (shown to located within the northern Local Centre).

- 2.3 Members will also be aware that the outline planning permission itself contains some 77 conditions. The approved condition set always anticipated that a development of this size would come forward in a series of phases. Each phase was required to be accompanied by detailed drawings for the whole of that phase and to additionally accord with the principles enshrined within the overall Master Plan.
- 2.4 The current proposals accord to the first application for the first Phase of development within Holland Park. The application itself is accompanied by a substantial amount of supporting documentation, this including information required to be submitted in connection with tandem applications to discharge a number of related conditions attached to the outline approval.
- 2.5 In essence, the current proposals seek reserved matters approval for the erection of some 312 dwellings, associated infrastructure and open space within the Northern neighbourhood to Holland Park. The Northern neighbourhood covers two distinct character areas, the approved Master Plan establishing these as St. John's View and Church View respectively.
- 2.6 The site area associated with the current application extends to some 12.5 hectares (30.9 acres). By comparison, the site area associated with the whole of the Holland Park SUE (sustainable urban extension) extends to some 103 hectares (254 acres).

### 3.0 **SITE DESCRIPTION**

- 3.1 The site occupied by Holland Park, i.e. that site covered by the whole of the existing outline planning permission, lies ostensibly to the south-west of the built-up area of Spalding. It is irregular in shape but set on a north-south axis. Its northernmost extremity lies immediately adjacent to Spalding's urban fringe and current development at Broadway. To the west, the site is bounded by arable fields and the South Drove drain. The central and northern parts of the site are bisected from the southernmost part by the Spalding to Peterborough railway line - which itself runs essentially north-east to south-west. The southern boundary runs generally parallel with the B1172 Spalding Common road. The eastern boundary is largely defined by arable fields, the railway line and small groupings of residential development located either side of the railway. It presently largely comprises intensively managed farmland, is topographically fairly flat, and is typically representative of the Fenland landscape surrounding Spalding. Falls across the site are in the range 1:800 to 1:1000.

3.2 The current application relates to land falling wholly within the much larger site described above. It lies immediately adjacent to and is shown to be accessed from existing development on The Broadway, Spalding. It has, as stated above, a site area of 12.5 hectares (30.9 acres).

#### 4.0 RELEVANT PLANNING POLICIES

##### 4.1 The Development Plan

###### South Holland District Local Plan, July 2006

The South Holland Local Plan 2006 was formally adopted on 18 July 2006. Following a direction from the Government Office for the East Midlands under paragraph 1(3) of Schedule 18 to the Planning and Compulsory Purchase Act 2004, as of 18 July 2009 only certain Local Plan policies have been extended and continue to form part of the development plan. In the context of those saved policies referred to below, it is considered that the Local Plan was adopted in general accordance with the Planning and Compulsory Purchase Act 2004 (albeit under the transitional arrangements). Those policies referred to below clearly accord with the thrust of guidance set out in the National Planning Policy Framework, and in the context of paragraph 215 of the NPPF should therefore continue to be given substantial weight in the decision making process.

Policy SG1 – General Sustainable Development  
Policy SG2 – Distribution of Development  
Policy SG3 – Settlement Hierarchy  
Policy SG6 – Community Infrastructure and Impact Assessment  
Policy SG7 – Energy Efficiency  
Policy SG11 – Sustainable Urban Drainage Systems (SUDS)  
Policy SG12 – Sewerage and Development  
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 in New Development  
Policy SG17 – Protection of Residential Amenity  
Policy SG18 – Landscaping of New Development  
Policy HS3 – New Housing Allocations  
Policy HS4 – New Housing in Spalding and the Area Centres  
Policy HS8 – Affordable Housing  
Policy HS11 – Open Space in New Residential Developments  
Policy TC1 – Safeguarding Road Routes  
Policy TC2 – Cycling; Cycleways

If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, Section 38 (6) to the Town and Country Planning Act as amended by the 2004 Act states that the determination must be made in accordance with the plan unless material considerations indicate otherwise.

##### 4.2 National Guidance

###### National Planning Policy Framework (NPPF), March 2012

Paras 6-10 - Achieving the three dimensions to sustainable development, namely the economic, social and environmental roles

Para 14 - The presumption in favour of sustainable development

Para 17 - Core planning principles.

## Delivering Sustainable Development

1. Building a strong, competitive economy
2. Ensuring the vitality of town centres
3. Supporting a prosperous rural economy
4. Promoting sustainable transport
5. Supporting high quality communications infrastructure
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
12. Conserving and enhancing the historic environment

### **Planning Practice Guidance (PPG), 2014**

Delivering sustainable development in accordance with a wide variety of the guidance categories, these including; climate change, design, vitality, flood risk, health and wellbeing, housing and economic development needs and land availability assessments, local plans, natural environment, noise, open space et al, planning obligations, travel plans, viability, the use of conditions and water quality.

## 5.0 RELEVANT PLANNING HISTORY

5.1 H16-0571-09 - Outline planning permission granted on 18 May 2012, subject to the provisions of a legal agreement, for the erection of 2,250 dwellings, a district centre, 2 local centres, a primary school, public open space, access and estate roads.

5.2 Other related current applications accord to the following:

H16-0398-14 - Details of materials for Plots 1-70 (Part Condition 3(2) of H16-0571-09).

H16-0370-14 - Erection of 2,250 dwellings, district centre, 2 local centres, primary school, public open space, access and estate roads - approved under H16-0571-09. Removal of conditions 5, 10, 15, 16, 17, 18, 19, 35, 60, 61, 62, 64, 66 and 68 and modification of conditions 4, 6, 7, 11, 63 and 67.

H16-0372-14 - Details of energy strategy, renewable energy for Plots 1-40 and programme of archaeological works for Plots 1-132 (condition 8 and part condition 9 and 67 of H16-0571-09).

H16-0355-14 - Erection of 2,250 dwellings, district centre, 2 local centres, primary school, public open space, access and estate roads - approved under H16-0571-09. Modification of conditions 12 and 13 relating to affordable housing.

H16-0356-14 - Details of Condition 12 of H16-0571-09 relating to affordable housing (Plots 1 to 40 only).

H16- 0339-14 - Erection of 2,250 dwellings, district centre, 2 local centres, primary school, public open space, access and estate roads - approved under H16-0571-09. Modification of condition numbers 38 and 39.

The original conditions are as follows:

*“38. The first application for the approval of Reserved Matters with access from the B1172 Spalding Common shall include detailed engineering drawings for the construction of that*

*part of the first phase to the Western Relief Road between the B1172 and the Spalding to Peterborough railway line. The submitted details shall include an appropriate junction between the site and the B1172 Spalding Common. Unless otherwise first agreed in writing by the District Council as Local Planning Authority this part of the road shall thereafter be constructed in its entirety prior to the occupation of the 1st dwelling accessed from the B1172 Spalding Common.*

*Reason: In the interests of proper planning and highway safety, and in order to facilitate safe access to this part of the site, enabling development to take place within the southern neighbourhood whilst works are progressing on the facilitation of a bridge over the Spalding to Peterborough railway line. This Condition is imposed in accordance with Policy 43 of the East Midlands Regional Plan 2009; Policies SG1, SG6 and TC1 of the South Holland Local Plan 2006; the provisions of the Holland Park SPD 2007; and in accordance with the overall thrust of guidance contained in the National Planning Policy Framework, March 2012.*

*39. Prior to the occupation of the 101st dwelling accessed from Broadway, detailed engineering drawings for the construction of the main spine road between Broadway and the B1172, including details of the bridge over the Spalding - Peterborough railway line, shall be submitted to and approved in writing by the District Council as local planning authority. Unless otherwise first agreed in writing by the District Council as Local Planning Authority, the spine road shall then be constructed in its entirety between Broadway and the B1172 Spalding Common prior to the occupation of the 201st dwelling accessed from Broadway.*

*Reason: In the interests of proper planning and highway safety, in order to facilitate safe access to this part of the site, to facilitate the provision of a bridge over the Spalding to Peterborough railway line, and to facilitate the completion of the whole of the main spine road between Broadway and the B1172 Spalding Common. This Condition is imposed in accordance with Policy 43 of the East Midlands Regional Plan 2009; Policies SG1, SG6 and TC1 of the South Holland Local Plan 2006; the provisions of the Holland Park SPD 2007; and in accordance with the overall thrust of guidance contained in the National Planning Policy Framework, March 2012.”*

The applicant is seeking to modify the conditions so that in condition 38 the trigger for the construction of the road is prior to occupation of the 101<sup>st</sup> dwelling accessed from the B1172 Spalding Common. For condition 39 the triggers of 101<sup>st</sup> dwelling and 201<sup>st</sup> dwelling both be increased to prior to occupation of the 501<sup>st</sup> dwelling access from Broadway. The reason given by the applicant is that the current dwelling numbers stated in both conditions is too limiting and the number should be raised to ensure a steady build rate is maintained and cash-flow is aided by accruing a contribution to the costs of the road during its construction. The Highways Authority were consulted on these proposals and raised no objections. This application was referred to the Chairman's Panel on 8 August 2014 when it was agreed that the decision could be delegated.

H16-0905-13 - Details submitted relating to Conditions 14, 21-23, 25, 28-34, 37, 44-46, 50, 53, 54, 56, 69 and 75 of H16-0571-09.

H16-0904-13 - Engineering works to man-made structure to accommodate surface water discharge for northern neighbourhood, Holland Park, Spalding.

## 6.0 REPRESENTATIONS

### 6.1 Ward Members

No specific comments received to date.

## 6.2 County Highways

The Highway Authority does not wish to restrict the grant of consent for this Application subject to inclusion of standard highway conditions in relation to dwellings being served by a highway constructed to an adoptable standard and details of surface water drainage. There are a number of innovative design details within the proposed highway layout of this development which may initially be unfamiliar to road users and may therefore cause drivers some momentary hesitation as they progress through the highway network. This is a conscious part of the guiding design philosophy for the development - which is to establish and maintain moderate vehicle speeds throughout the whole road network.

These design innovations are positively encouraged in Manual for Streets and Manual for Streets 2 – the current national design manuals for new residential developments. Accordingly, the Highway Authority is agreeable to 'run' with this highway layout as presented in the Application. It may be that the use of these roads in practice produces some un-foreseen highway safety issues – for example, the use of build-outs into the carriageway, to provide speed attenuation, to aid pedestrian crossing or simply to provide aesthetic interest may prove not be sufficiently conspicuous to drivers. The scale of the development is such that it will be constructed over several years and therefore the expectation would be that the developers would work with the Highway Authority to resolve any issues which may become apparent prior to the formal adoption of the estate roads. The proposed highway layout includes a number of one-way traffic control features and a one-way street. Because a road traffic offence would be committed by any driver not complying with these one-way systems, Traffic Regulation Orders (TROs) are likely to be required for these features. The timing for when these TROs should be applied has not yet been resolved.

It is suggested that the physical means by which vehicular access between the Application site and The Raceground is prevented should be conditioned by any Consent which may be granted for this Application.

## 6.3 Environmental Protection

Awaiting contaminated land reports in order to satisfy the condition on the outline application.

## 6.4 Environmental Services

Confirm that it is not this Council's policy to collect household waste/recycling from private drives but from where land in private ownership meets that in public ownership. Notes that there are very few areas within the development where this would apply. Would be useful for collection points to be marked up where appropriate.

## 6.5 Welland and Deepings IDB

Confirm that the Board has been in discussions with the applicants' consultants for some time and that the submitted proposals will not increase the overall rate of discharge to the Board's system. They are therefore acceptable to the Board.

Require a regular inspection and maintenance programme to be drawn up relating to the proposed extended lagoon.

## 6.6 Historic Environment Officer LCC

Require the imposition of the standard recording condition as set out on the outline approval.

6.7 Network Rail (summarised)

Pleased to see that condition 40 (of the outline application) has been taken into account and that there will be no vehicular access between the application site and London Road via The Raceground.

Comment that, due to concerns regarding potential leaf fall problems, certain trees are not recommended near to railway lines. Acceptable species include Birch, Crab Apple, Field Maple, Bird Cherry, Wild Pear, Fir/Pinus, Hawthorn, Mountain Ash, Whitebeam, False Acacia, Willow, Thuja and Zebрина. Unacceptable species include Acer, Aspen, Lime, Sycamore, Horse/Sweet Chestnut, Ash and Poplar.

Express some concern that a NEAP is shown near to the railway boundary. Would prefer children's play areas to be distant from rail infrastructure for safety reasons.

6.8 Pedals (summarised)

Regret that the application does not cover the detail of condition 51 to the outline approval, which required details of cycle storage. These should be submitted as part of this scheme.

6.9 Spalding & District Civic Society (summarised)

Disappointed that the reserved matters application appears to represent a lowering in the standards set by the outline. Consider that the development should grow outwards from the District Centre and that the later delivery of Phase 1 to the SWRR will exacerbate traffic congestion within the town. For these reasons, believe that permission should be refused.

In terms of the proposed detail, consider the proposed concept of St. John's View and the Circus to be grandiose in scale and formality. As the present proposal is a sub-phase, consider this will present a considerable challenge if it is not to look overblown. Given the width of the road and scale of the Circus welcome the continuous frontage of three-storey houses. Nevertheless, consider their design to be depressingly gaunt. Consider the terraced blocks to have been designed as assemblages rather than as an architectural whole.

Opposed to the central tree belt and swale within the central reservation and the chevron parking emanating from it.

Object to the proposed use of the Circus as both thoroughfare and play area for reasons relating to potential traffic danger and lack of informal surveillance from too-distant dwellings.

Welcome the parkland between the railway and houses within Church View, this incorporating grassed areas, informal treed areas and cycle-way. Consider the streetscape to reflect the outline proposals. Would like to see trees incorporated within the roadway and dwellings. Regret the loss of the treed-avenue. Disappointed that the proposed future Care Home is located adjacent to a car park.

Consider an area of 'informal leisure' ought to be incorporated within this sub-phase.

Consider that even with the proposed dedicated internal cycle-ways a meaningful difference to reducing car usage will only be achieved if dedicated and direct connectivity to the town centre is achieved.

Overall, consider that given the phasing concerns highlighted above the application should be refused and that the submitted detail should be improved.

## 6.10 Lincolnshire Bat Group (summarised)

Within the swale strip, welcome the attempt to generally utilise native planting and create less managed areas. Would prefer native grasses such as Reed canary rather than Miscanthus for the swale areas. Would prefer a wetland wildflower mix to a rye-dominant mix for the embankments. Require a management scheme to be drawn up. Consider that too many trees are proposed which will fill the swale with leaves and shade out other vegetation.

In terms of general planting, would prefer to see more species native to the Fens, such as Beech or Sweet Chestnut or Elm. Consider Field Maple unsuitable for hedging but otherwise the proposed list of species is acceptable.

Consider the grass seed mixes should have specified the proposed wild flower species.

Note that there is no mention of a bat or bird box scheme. Such would have been desirable given the site's proximity to South Drove Drain.

## 6.11 Public (summarised)

One response received objecting to the proposals on the grounds that The Broadway should not be used as a means of access to the site unless traffic-calming measures are introduced.

A further response received objecting to the principle of the development on the basis that it would ruin the peaceful surroundings of The Raceground area, cause noise and disturbance, cause harm to wildlife.

## 7.0 **MATERIAL CONSIDERATIONS**

### 7.1 Principle

The principle of developing land to the south-west of Spalding as a sustainable urban extension (SUE) to Spalding, this providing for the erection of 2,250 dwellings, a district centre, 2 local centres, a primary school, public open space, access and estate roads and the first phase of Spalding Western Relief Road (SWRR), is long-established and firmly embedded in the Council's existing Local Plan framework. It will be carried forward, in conjunction with proposals for the remainder of the SWRR and additional future housing development, in the emerging South East Lincolnshire Local Plan. The scheme as a whole, in promoting a significant and well-planned urban extension to the principal town within the District, can also be readily seen to accord with the general thrust of the National Planning Policy Framework (NPPF). In essence, it promotes development within the most sustainable location within the District which of itself meets with the frameworks aims of delivering economic, social and environmental well-being in a sustainable manner.

Furthermore, outline planning permission exists for the whole development, this subject to both a section 106 agreement as highlighted above at sections 2.2 and 5.1 and a total of 77 individual planning conditions.

The condition set approved under the outline scheme is extensive. In addition to requiring the usual level of detailed submissions that necessarily follow-on from any outline approval, the extant outline consent also requires details of the following:

- (a) Phasing;
- (b) Site-Wide and Neighbourhood-specific Design Codes

- (c) Neighbourhood Development Briefs;
- (d) A site-wide Energy Strategy;
- (e) Affordable Housing provision within each Phase or sub-Phase;
- (f) Open Space provision and a Management Plan within each Phase or Sub Phase;
- (g) Landscaping and Tree-Planting within each Phase or sub-Phase;
- (h) Drainage, foul and surface-water discharge within each Phase or sub-phase;
- (i) Flood Risk management;
- (j) Traffic Calming;
- (k) Travel Plans;
- (l) Bus-stop provision and cycle-ways;
- (m) Secure cycle storage prior to occupation;
- (n) Car parking provision within each Phase or sub-Phase;
- (o) Roads and footways;
- (p) Construction management and hours of work;
- (q) Ground works, archeology and levels;
- (r) Refuse and recycling arrangements within each Phase or sub-Phase;
- (s) External Materials;
- (t) Ecological Management; and
- (u) Contamination.

A number of other applications associated with the extant outline scheme at Holland Park, these referenced above at Section 5, are currently before the Council. These deal with some of the overall schemes wider condition set but none preclude the determination, in isolation, of this particular Reserved Matters application subject to the submitted details meeting the requirements of the wider condition set. The over-arching outline condition set, rather, runs in tandem with both subsequent Reserved Matters applications and details submitted in accordance with site-wide matters.

## 7.2 Detail

### 7.3 The application site:

The current proposals represent the first sub-phase of the overall development of Spalding's SUE, Holland Park. In essence, Reserved Matters (RM) consent is sought to bring forward the first 312 houses, these shown located towards the northern end of the much larger site the subject of the existing outline permission.

The current application site is bounded to the north, and achieves access from, the existing round-a-bout located on The Broadway. Its north-eastern boundary abuts Meadow Way. To the east, the site is bounded by the existing railway line. To the south-east, the site abuts London Road, near to its junction with the existing level crossing, and backs onto properties located on The Raceground. To the west, the site has a coterminous boundary with open land forming part of the much larger outline consent. Finally, to the north-west the site shares a boundary with existing residential development located on Ambassador Walk, Astor Place and Delacorte Green.

### 7.4 The proposed layout:

The submitted drawings indicate a form of development that closely resembles that envisaged within the Design and Access Statement submitted with, and forming part of, the outline scheme.

This part of the overall site is shown accessed from The Broadway, from which it leads into a large centrally-sited round-a-bout shown as St. John's View and Circus. This round-a-bout forms an axis from which a central boulevard runs north-south and off which are clustered groups of dwellings located on subsidiary streets of lower hierarchy. The central

boulevard would include on-street parking, tree planting and surface water drainage features and forms a key design feature of the overall development.

The scheme includes a range of house types arranged in a variety of forms from terraces, to pairs of semi-detached houses and detached units, including 3 storey, 2 ½ storey and 3 storey units. Of the 316 dwellings proposed 88 would be 2 beds; 179 x3 beds (comprising townhouses and detached; 39 x 4 beds (comprising townhouses and detached) and 6, 5 bed detached units. Dedicated car parking is provided on the basis of 1.93 spaces per unit, this not including additionally proposed on-street parking.

The net density of the proposed scheme is 40 dwellings per hectare for St Johns View and 35 dwellings per hectare for Church View. These are two of the defined character areas within the Northern Neighbourhood. This density reflects that approved in the Outline consent, which proposed an overall density across the whole site of 32 dwellings per hectare.

#### 7.5 Design

The Design and Access Statement submitted with the application seeks to demonstrate how the design principles set out in the outline application and the proposed Neighbourhood Specific Design Code have been followed. St Johns View is laid out in a formal grid, with a strong and consistent building form with three storey units having near continuous frontages.

Church View is less formal and becomes more informal further south to limit the impact upon existing properties on The Raceground. There is thus no conflict with Policy SG17 of the Local Plan, which seeks to protect residential amenity, or with the requirements of the NPPF.

There is a consistent design approach to the house designs reflecting the different character areas and this is considered to be both acceptable in itself and compatible with the design ethos envisaged within the outline planning application. There is thus no conflict with either Policy SG14 of the Local Plan or the over-arching design requirements of the NPPF.

#### 7.6 Highways, Parking and Cycling

The Highway Authority is generally satisfied with the proposed development subject to a number of detailed points, which it is considered are covered by the conditions of the outline permission.

Provision is made for cycle routes within the development. These would be shared with pedestrians and provide links out to The Raceground plus through the areas of open space at Raceground Park and a linear running north south through the Hawthorn Greenway. These would provide cycle and pedestrian routes to play areas. This reflects the approach set out in the outline application.

#### 7.7 Public Open Space

The application provides 1.9 hectares, which is 15% of the total application site area. Condition 21 of the outline planning permission stipulated that a minimum 14% of the gross site area should be provided as public open space. This is entirely consistent with Policy HS11 (Open Space in New Residential Developments) to the adopted Local Plan and meets with the requirements of the NPPF.

Two Local Equipped Areas of Play (LEAPs) and one Neighbourhood Equipped Area of Play (NEAP) are incorporated within the areas of public open space at St Johns Circus and Raceground Park. Other public open spaces are in Hawthorn Greenway and central

boulevard. It is also proposed to connect the west of the site to an existing area of public open space by extending the footpath to connect to the site.

#### 7.8 Landscaping

The application includes detailed landscaping proposals. A number of consultees, notably Network Rail and Lincs Bat Group, have made references to the appropriateness of some of the proposed species. It is considered that minor amendments to the landscaping scheme would address these concerns.

#### 7.9 Conclusion

This is the first of the Reserved Matters applications to be submitted for the first sub-Phase of development at Holland Park. It is considered that the design and layout is consistent with the principles set out in the outline planning application, which has a number of elements not seen in recent housing developments within the District. However the strong features of the central boulevard and Circus should result in this sub-Phase of development being not only distinctive in its own right but one that sets the standard for subsequent phases of development throughout the whole of Holland Park.

In essence, the strong uninterrupted street frontages framed around the entrance and aligning with the Circus and boulevard adopt a consistent approach to a development form predicated on hierarchy. Three-storey development framing the principle roads through and into the development leads into generally smaller traditional domestic scales beyond, this exemplified in not only a lower architectural order but also a street scale diminished in both form and function.

There have not been many responses received to the consultation exercise, nor have there been many objections. Officers are themselves comfortable with the scheme overall, particularly so as it has evolved from extensive pre-application discussions with the applicants and their agents and builds upon principles set out in the Master Plan accompanying the outline scheme.

The Civic Society has raised a number of concerns as set out above. In relation to their expressed concern that the Reserved Matters application appears to represent a lowering in the standards set by the outline, this is neither accepted by officers nor readily understood in the context of either these proposals or the overall outline consent.

Whilst officers can agree that as part of the outline proposals it was originally envisaged that the development would 'grow outwards' from the District Centre, phasing of development is a matter wholly reserved by condition. The reality of the present day situation is that it has taken some time to come to agreement with both the County Council as highways authority and the developers themselves over the precise detail and alignment of the first Phase of the SWRR and Primary Street. This has expanded considerable resource and the County Council has been working in conjunction with the developer on the detailed design and precise alignment of these primary pieces of infrastructure. This work has of itself required extensive site investigation and negotiations and liaison with other stakeholders, this notably including Network Rail in relation to the detailed design of the bridge. These drawings have now been finalised and are ready to be submitted for approval. Once they are approved it is anticipated that it will take some eighteen months to two years to construct the first phase to the SWRR and link it in with the Primary Street serving Holland Park, and thereafter The Broadway. Given these timescales, and the need to and commence works on site in light of the much shorter-term evidenced demand for housing growth, the developers have submitted this application as the first sub-Phase of development in order to maintain both housing supply and delivery. It cannot therefore be the case that there are any reasonable grounds on which to insist development 'grows out' from the centre as this would of itself incur significant delay in the delivery of any

reasonable levels of housing growth in and around Spalding. Further, it would put the Council at some considerable risk of having to approve speculative and unsustainable housing schemes elsewhere within the District. This would be neither sustainable nor spatially appropriate. Finally, beginning the development with a sub-Phase extending into existing development off The Broadway in no sense dilutes the overall ethos of the whole or results in a lowering of standards throughout. Indeed, it could in the alternative be argued that it brings forward a form of development that provides distinction to future development beyond.

In relation to the Civic Society's contention that the later delivery of Phase 1 to the SWRR will exacerbate traffic congestion within the town your officers to an extent agree. However, the question is whether or not this development will of itself contribute such significant levels of additional traffic, prior to the opening of the first Phase of the SWRR and Primary Street through Holland Park, to warrant refusal. Your officers' view is clearly that it would not and this is a view supported by the Highways Authority. Furthermore, it is highly likely that both the first Phase to the SWRR and the whole of the Primary Street will be in place prior to the completion and subsequent occupation of this first sub-phase of housing development. In a nutshell, it is anticipated that the delivery and future occupation of some 312 houses is unlikely to occur much before the end of 2018, by which time the roadways associated with the whole of Holland Park should be complete. For these reasons, and despite the Civic Society's clear views to the contrary, there are no phasing grounds on which planning permission could be reasonably refused.

In relation to detail, the Civic Society considers the proposed concept of St. John's View and the Circus to be grandiose in scale and formality. Your officers agree. However, they do not agree that this formal entrance into future development is overblown, rather the reverse. Officers do, however, agree with the Civic Society that the continuous frontage of three-storey houses is to be welcomed. Where they disagree is in relation to detail, your officers being of the view that there is a consistency to the design, and an articulation to the eaves lines, which is meritorious. The question of whether or not individually designed terraces ought to be presented as a whole is an interesting one, your officers concluding that Holland Park ought not to hark back to the formally prescribed architectural symmetry of earlier Georgian forms but rather represent an evolving domestically-scaled architectural form more appropriate to 21<sup>st</sup> century suburban development. Holland Park is, after all, an urban extension to the town. It is not intended to replicate the role or function of earlier forms of town centre or riverside development more suited to or reflective of earlier residential or commercial requirements.

The Civic Society's objections to the central tree belt and swale within the central reservation, and the chevron parking emanating from it, are noted. Nevertheless, neither your officers nor the highways authority object to the proposed parking arrangements. The parking arrangements are deliberately promoted to reduce traffic speeds and to obviate against the likelihood of on-street parking flanking the frontages to development set to either side of the boulevard. The central tree belt and swale are similarly deliberately introduced to provide focus to the boulevard, soften the impact of parking and provide for SUDS.

The Civic Society's objections to the proposed use of the Circus as both thoroughfare and informal locally equipped area of play (LEAP), for reasons relating to potential traffic danger and lack of surveillance, are noted. However, the rationale for this objection is not quite understood. The proposed Circus is both a round-a-bout and informal civic area. It is intended to function as distributor of both vehicular and pedestrian traffic and to provide for both safe-haven and informal recreation. Being located within full public view from both the housing circling its periphery and the vehicular and pedestrian traffic utilising and circling it, the Circus cannot conceivably be considered to lack visibility or suffer from a lack of

informal surveillance. Further, its use as an informal recreation/seating area and as a play area (LEAP) would seem entirely appropriate. However, Members may consider the introduction of a LEAP within the centre of informal landscaping to be a lost opportunity and may prefer some form of central sculptural form to be introduced to the Circus. Officers are comfortable with either approach and should Members prefer some form of sculptural centerpiece instead of the LEAP then this is entirely capable of being accommodated within the scheme – with the LEAP replaced elsewhere in a further phase of development. This would require the imposition of an additional amending condition.

The support of the Civic Society for the area of parkland between the railway and houses within Church View, this incorporating grassed areas, informal treed areas and cycle-way is welcomed; as is their comment that the streetscape reflects the outline proposals.

The further comments of the Civic Society regarding the proposed future location of the care home (details to be agreed) adjacent to car parking do not reflect the ethos of Holland Park to have community focus. The siting of the proposed care home within an area central to the main entrance to Holland Park, and therefore integrated with and immediately accessible from the wider town, is laudable. Indeed, its proposed location is deliberate. The comments regarding its proximity to car parking are not understood as the car parking associated with, and integrated within, the care home is for staff and visitor use.

With regard to the Civic Society's comments that an area of 'informal leisure' ought to be incorporated within this sub-phase, this was never the intention of the outline scheme. Condition 24 to the outline approval requires the installation and laying out of sports pitches and sports facilities prior to the occupation of 50% of the houses within the central neighbourhood. This is not part of the current proposals. The main area of informal recreation in the scheme overall is located to the south, this incorporating vast swathes of informal recreation space and allotments adjacent to the sites southern boundaries and within and under the bridge over the railway. Again, not part of this scheme. Nevertheless, informal areas of open space are indeed located within this sub-Phase adjacent to the railway line, this landscaped area incorporating the first section of a cycle-way running throughout the whole and associated walking areas and areas of informal open space. With regard to the Civic Society's comment that the proposed dedicated internal cycle-ways will only make a meaningful difference to reducing car usage if dedicated and direct connectivity to the town centre is achieved, this was neither achievable at outline stage nor is it achievable within the context of a sub-Phase to the whole.

In conclusion your officers do not agree with the Civic Society's over-riding contention that phasing concerns and the submitted detail lead to the conclusion that permission ought to be refused. In short, refusal on such grounds would of itself be wholly unwarranted.

With regard to the views expressed by PEDALS, that they regret the application does not cover the detail of condition 51 to the outline approval (this requiring details of cycle storage), PEDALS have perhaps misread the condition. Condition 51 pertains to the whole outline scheme and remains to be discharged. It requires details of cycle storage to be approved and installed on site prior to the occupation of any dwelling. These details remain to be submitted and the condition therefore remains enforceable. As this sub-phase relates to housing and not flatted development, the terms of condition 51 remain entirely capable of discharge following on from the approval of this reserved matters application.

The views of both Network Rail and the Lincolnshire Bat Group regarding the detail of the proposed landscaping, and in particular the use of certain tree species, are inconsistent with each other. Nevertheless, each makes a valid point on different grounds, these relating on the one hand to biodiversity and on the other to safety. Your officers view overall is that the proposed landscaping is acceptable. However, in order to address the

concerns of each of these respondents an amending condition is suggested to reflect the nature of the comments received.

Finally, in relation to the objections from residents, the comment received regarding the installation of traffic calming measures on The Broadway was addressed at outline stage. Indeed, condition 44 specifically relates to the provision of traffic calming measures on The Broadway and remains to be discharged. The proposed details are currently before the Council as part of application referenced H16-0905-13 referred to above. The highway authority is currently assessing this element of the condition set associated with the outline scheme. The further public comment objecting to the overall principle was considered, amongst others, at outline stage. The outline consent itself remains extant and accepts the principle of development, as does the statutory development plan.

Overall, your officers consider that this first Reserved Matters application for Holland Park has much to commend it as has been outlined above.

## 8.0 **RECOMMENDATIONS**

8.1 Approve reserved matters subject to those Conditions listed at Section 9.0 of this report.

## 9.0 **CONDITIONS**

1. The development hereby permitted shall be carried out in accordance with the approved plans and documents detailed on the Drawing and Document Register appended to this permission, this Register having been submitted with and forming part of the application validated on 29 May 2014.

Reason: For the avoidance of doubt and in the interests of proper planning.

2. Notwithstanding the submitted landscaping details, none of the following species shall be utilised within 50 metres of the railway line located to the east of the site: Acer, Aspen, Lime, Sycamore, Horse/Sweet Chestnut, Ash and Poplar. Details of an amended landscaping scheme utilising any of the following suitable and appropriate replacement species listed below, for all of that land located within 50 metres of the railway line located to the east of the site, shall be submitted to and approved by the District Council as local planning authority prior to the commencement on site of any works associated with the incorporation of landscaping within 50 metres of any boundary with the railway line: Birch, Crab Apple, Field Maple, Bird Cherry, Wild Pear, Fir/Pinus, Hawthorn, Mountain Ash, Whitebeam, False Acacia, Willow, Thuja and Zebрина.

Reason: In the interests of reducing the potential of leaf fall causing operational difficulties on the adjacent railway line.

3. Notwithstanding the submitted landscaping details, consideration should be given to the use of native grasses such as Reed canary rather than Miscanthus for the swale areas. A wetland wildflower mix would also be preferred to a rye-dominant mix for the embankments. Details of a modified landscaping scheme shall be submitted to and approved by the District Council as local planning authority prior to the commencement of works on the elements of the landscaping scheme associated with the swales and embankments and only those details subsequently approved shall be utilized on site.

Reason: In the interests of biodiversity and in order to accord with the sustainability and environmental principles enshrined within the NPPF.

4. Prior to the occupation of any of the dwellings hereby approved, details shall be submitted to, and approved by, the District Council as local planning authority of a bat and bird box scheme for the whole of the area included within the application site. The scheme subsequently approved shall be implemented on site either in its entirety, or in phases first agreed in writing by the District Council as local planning authority, prior to the occupation of either the first dwelling or any phase of dwellings subsequently approved in writing.

Reason: In the interests of biodiversity and in order to accord with the sustainability and environmental principles enshrined within the NPPF.

5. No external boxes for gas or electricity suppliers or any gas flues or soil vent pipes shall be positioned on any of the front elevations of any of the developments hereby permitted.

Reason: To accord with the submitted design code and to ensure that the Local Planning Authority retains control over these details of the development in the interests of the character and appearance of the development and the visual amenity of the area. This condition is imposed in accordance with Policy SG14 of the South Holland Local Plan 2006, and national guidance contained in Section 12 of the NPPF.

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Background papers:- None

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**Lead Contact Officer**

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**Director / Officer who will be attending the Meeting**

Name and Post:

**Appendices attached to this report:**

Appendix A Plan A  
Appendix B Drawing and Document Register