SOUTH HOLLAND DISTRICT COUNCIL

Report of: Development Manager

To: Planning Committee - 8 November 2017

(Author: Richard Fidler - Development Manager)

Purpose: To consider Planning Application H09-0331-17

Application Number: H09-0331-17  Date Received: 5 April 2017

Application Type: RESERVED MATTERS

Description: Access, appearance, landscaping, layout and scale for highways infrastructure (new link road, roundabout, junctions and modifications to Hall Gate and Fen Road (Phase 1A)), and two phases of residential development totalling 330 dwellings (Phases 1B & 2). Development Brief and Masterplan for phased development of remainder of site (Outline permission H09-0521-14)

Location: Manor Farm, Fen Road (Land south of Hall Gate) Holbeach

Applicant: Ashwood Homes Ltd  Agent: Chaplin Farrant Ltd

Ward: Holbeach Town  Ward Councillors: Cllr F Biggadike  Cllr T Carter  Cllr P C Foyster

You can view this application on the Council's web site at
http://planning.sholland.gov.uk/OcellaWeb/planningDetails?reference=H09-0331-17

1.0 REASON FOR COMMITTEE CONSIDERATION

1.1 Significant development which merits Committee consideration.

2.0 PROPOSAL

2.1 This application seeks reserved matters approval for two phases of the development for 330 dwellings, together with highways infrastructure including a new link road, roundabout, junctions and modifications to Hall Gate and Fen Road. The application includes a Design Brief, landscaping, drainage strategy and contamination report.

2.2 Phase 1A comprises the new link road, roundabout, junctions and modifications to Hall Gate and Fen Road.

2.3 Phase 1B comprises 163 dwellings consisting of 18 different house types all of two storeys: 3 types of 5 bed detached (5 in total); 6 types of 4 bed detached (31 in total); 2 types of 3 bed detached (17 in total); 3 types of 3 bed semi-detached (52 in total); 1 types of 2 bed semi/terrace (57 in total); 1 x 2 bed flat over garage (1 in total).

2.4 Phase 2 comprises 167 dwellings, consisting of 19 different house types, including 2 types of
bungalow, the remainder being two storey houses:
1 style of 3 bed bungalow (2 in total);
1 style of 2 bed bungalow (2 in total);
3 types of 5 bed detached (7 in total);
5 types of 4 bed detached (17 in total);
2 types of 3 bed detached (14 in total);
6 types of 3 bed semi-detached (65 in total);
2 types of 2 bed semi/terraced (60 in total);

2.5 Amended drawings have been submitted which address Highways concerns relating principally to the width of footpaths and visibility splays.

2.6 Viability information has also been submitted, which concludes that these phases of development cannot deliver any affordable housing.

2.7 In terms of the phasing of the remainder of the site the Development Brief and Masterplan set out that:
Phase 3 would provide up to 224 dwellings and include completion of the cycle path from Fen Road into the site;
Phase 4 would provide up to 107 dwellings;
Phase 5 would provide up to 198 dwellings;
Phase 6 would provide up to 141 dwellings.

3.0 SITE DESCRIPTION

3.1 The site is generally flat, crossed by a number of drainage ditches, bounded by the Old River Holbeach to the east, and with several recently established internal tree belts and older hedgerows. Hall Gate runs east-west from the southern edge of Holbeach town centre and past the site to the A151 via Wignalls Gate.

3.2 The southern and western boundaries are open to adjacent fields. To the north and east are existing houses and bungalows, some fronting the site but mostly backing on to it. The site contains some post-war agricultural buildings, two dwellings and the Grade II listed Manor farmhouse building.

3.3 The site lies on the southern edge of Holbeach. The immediate surroundings are residential in character to the north and east and agricultural to the south and west.

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 are considered to 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 SG4 - Development in the Countryside
Policy SG6 - Community Infrastructure
Policy SG7 - Energy Efficiency
Policy SG11 - Sustainable Urban Drainage Systems (SUDS)
4.2 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.

**National Guidance**

National Planning Policy Framework (NPPF), March 2012

Paragraph 14 - The presumption in favour of sustainable development
Paragraph 17 - Core planning principles
Section 6 - Delivering a wide choice of high quality homes
Section 7 - Requiring good design
Section 8 - Promoting healthy communities
Section 10 - meeting the challenge of climate change, flooding and coastal change
Section 11 - Conserving and enhancing the natural environment
Section 12 Conserving and enhancing the historic environment

Planning Practice Guidance (PPG), 2014

5.0 **RELEVANT PLANNING HISTORY**

5.1 H09-0521-14  Residential development of up to 900 dwellings, with access off Hall Gate and Fen Road, including primary school, public open space, drainage infrastructure, landscaping, including demolition of two dwellings and agricultural buildings (but not listed Manor Farm and adjacent outbuildings) - outline planning permission approved 7 December 2016.

6.0 **REPRESENTATIONS**

6.1 Ward Members

Cllr P C Foyster: comments "Since outline approval has been granted, I can only plead that the rate of development is restricted and spread out over many years, to allow improvements in the town’s infrastructure to take place before this scheme is completed.
I am concerned at the claim that surface water and landscape maintenance will be handled by a private management company.
The district has a record of "orphan" areas of land that are poorly managed or neglected a few years after construction is complete."

6.2 Holbeach Parish Council

"As HPC was ignored regarding this development, can we ask that there is restricted development over a number of years, to give Holbeach chance to cope. Why are landscaping and water being “farmed off”? We have previous sites who were afforded this 'privilege' and now stand neglected. All amenities should stay as an integral part of the plan."

6.3 LCC County Highways

No objection. Now satisfied the revised road and footpath layout will provide safe and adequate access to the permitted development. Also make comment that the cycleways shown on the submitted plans are rather randomly placed, rather than providing a coherent strategic cycle network through the development.
6.4 **LCC Historic Environment**

Reiterate the comments made at the outline stage. Archaeological works were undertaken prior to determination which revealed finds across the site with a late Saxon/early medieval settlement focussed in the north-east corner. Further investigation of these potential significant remains could give a greater depth of knowledge of the late Saxon period in Holbeach, which is currently not well understood.

6.5 **SHDC Environmental Protection**

Comments the Phase I & II Geo-Environmental Investigation satisfies the contaminated land condition on the outline application. Awaiting full results of the gas investigations.

6.6 **SHDC Environmental Services**

Comments access roadways to all residential properties should be constructed to an adoptable standard under an agreement with Lincolnshire County Council so that they will become public highways. This will enable refuse/recycling collections to be carried out from outside individual properties without the need for communal collection points at the point where private driveways adjoin public highways. If not utilised correctly communal collection points become areas of dispute for residents of adjacent properties.

Should it be agreed that communal collection points will form part of this development the position of those collection points should be made clear to the potential occupiers of the properties nearby. This should not just be to the properties that will need to use the collection points but also the ones who will have them outside their properties.

6.7 **SHDC Strategic Housing**

Following the submission of viability evidence, which the Council has independently verified, there is evidence to support the developers assertion that policy compliant levels of affordable housing cannot viably be delivered. The evidence suggests that for the first two phases of this scheme due to the level of infrastructure and other s.106 contributions (totalling over £3.5 million) required that no affordable homes can be viably delivered. Strategic Housing support this view.

6.8 **Anglian Water**

The surface water flows from this site are not connecting to an Anglian water owned asset, therefore outside of jurisdiction to comment.

6.9 **Lincolnshire Police**

No objections.

6.10 **Public**

Representations have been received from 10 nearby residents from Fen Road, Hall Gate, The Boundaries and Oxford Gardens. 9 are objections with the other raising a number of queries. The key points raised are summarised as follows:

- Differences from outline plan, relating to school position, position and depth of open space;
- Loss of greenfield;
- Traffic congestion;
- Insufficient infrastructure and jobs in Holbeach;
- Concerned that roundabout is opposite property;
- Roundabout should be landscaped;
- Negative impact on The Boundaries, due to proximity of dwellings, position of footways/cycleways; position of school and resulting traffic;
- Inadequate water and sewage systems;
- Increase in noise, light and traffic pollution.

7.0 **MATERIAL CONSIDERATIONS**
7.1 The principle of developing this site for housing has been established through the granting of the outline planning permission. The matters for consideration therefore relate to the details of the reserved matters, that is design and layout, appearance, means of access and landscaping, plus other elements of the outline permission which are put forward for consideration namely the Design Brief and Masterplan, drainage and viability in relation to the provision of affordable housing.

7.2 Design Brief and Masterplan

7.3 The submitted Design Brief and Masterplan sets out detailed requirements for the development of the site. It complies with the principles and parameters set out in the outline Design and Access Statement, however it does include a number of significant amendments:
- Simplification of Character Area;
- Variations in disposition of Layout;
- Reductions in massing from max 3 to max 2 storeys;
- Reductions in proportion of terraced dwellings.

7.4 The site has an area of 41.1 Hectares and this is broken down into a number of areas as follows:
- Public Open Space 3.96 Ha;
- Residential Development 25.84 Ha;
- Land for School 1.1 Ha;
- Land and buildings for community centre 0.3 Ha;
- Structural Landscaping 0.28 Ha;
- Open Space 2.67 Ha;
- Highways 6.95 Ha.

7.5 The Design Brief and Masterplan seek to create an integrated extension to Holbeach, with varied dispositions of dwellings interspersed with soft landscaping and open space. This will be achieved as envisaged in the outline application by creating a series of district neighbourhoods or Character Areas:
- Urban;
- Lanes and Courts;
- Boulevards and Rural Edge.

7.6 Urban - principally in the centre of the site, with a close relationship to the school. 214 dwellings predominantly semi-detached and terraced on an area of 3.41 Ha.

7.7 Lanes and Courts - transition area between Urban Areas and the Rural Edge and on the perimeter abutting the rear gardens of The Boundaries, Oxford Gardens and Fen Road. 523 dwellings semi-detached and detached on an area of 13.3 Ha.

7.8 Boulevards - along the Avenue and principal routes focussed on areas of public open space and terminating crescents. 169 dwellings semi-detached and detached on an area of 3.55 Ha.

7.9 Rural Edge - perimeter of the site facing onto landscaped open space. 94 detached dwellings on an area of 5.58 Ha.

7.10 Design, Appearance and Layout

7.11 The current proposals relate to the first two phases of development, with the provision of infrastructure including the road network with roundabout to Hall Gate through to Fen Road, surface water drainage and 330 dwellings in phases of 163 and 167 units. The housing mix and types of units is set out earlier in the report.

7.12 The submitted proposals, as has been pointed out in a number of the representations received, differs in a number of respects from the indicative details submitted at the outline stage. Most notably is the location of the school site which is now indicated adjacent to the listed farmhouse in order to better relate to the community facilities envisaged to be provided there. This does take the school away from the main road and entrance to the development from Hall Gate adjacent to the large area of public open space, which was shown at the outline stage. The proposed school site is also close to existing residential properties on The Boundaries.
7.13 In terms of the submitted details these follow on from the Design and Access Statement submitted as part of the outline application and in the Design Brief submitted with this application. There are a range of house types arranged in a variety of forms, from terraces to pairs of semi-detached houses and detached houses. There is one flat over garage plus 4 bungalows. Apart from the bungalows all dwellings are two storey.

7.14 There is considered to be 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.

7.15 **Highways, Parking and Cycling**

7.16 The Highway Authority is generally satisfied with the amended layout, with a minor issue with the proposed cycleways. However, this is not considered sufficient to merit a further redesign of the layout. Parking is provided with at least 2 spaces for each dwelling, with the larger dwellings having considerably more with the inclusion of long drives and garages.

7.17 **Landscaping**

7.18 The application includes detailed landscaping, including the provision of 10 metre wide structural planting belts to the perimeter of the site. These are acceptable except in relation to the Hall Gate frontage where it is considered there should be an amendment to ensure that the existing mature planting is retained.

7.19 **Viability**

7.20 The Section 106 agreement with the outline permission sought to provide policy compliant affordable housing but also included a viability review mechanism. This reserved matters application includes a significant amount of upfront infrastructure which would service the whole development, ie the roundabout, main roads and drainage. Given this the developer has submitted a viability report which has been independently checked on behalf of the Council. The result of this is that it has been accepted on the basis of the viability evidence that these first phases of development of 330 dwellings cannot support the provision of any affordable housing units.

7.21 Members will recall that the Section 106 agreement also includes substantial contributions through the provision of the primary school and a £1 million contribution towards the Peppermint junction improvement.

7.22 **Drainage**

7.23 The application is supported by a drainage strategy which has been revised during the course of the application. There are also two stand alone applications for off-site drainage infrastructure immediately adjacent to the application site which are under consideration. Notwithstanding that the submitted drainage strategy refers to a management company being responsible for the surface water drainage infrastructure, it is officers’ understanding that discussions are ongoing and that Anglian Water would be prepared to adopt the onsite infrastructure with the South Holland IDB potentially prepared to adopt the off site infrastructure including the realignment of the Holbeach River, subject to an appropriate developer contribution. However, it is understood that these discussions with the IDB are unresolved and the current most likely scenario is for the off-site drainage infrastructure to be the responsibility of the management company.

7.24 The adoption of the surface water infrastructure would be considered a preferred option over a management company given its scale, however it cannot be insisted upon as part of the approval of reserved matters. The off-site infrastructure is the subject of two current separate planning applications.
Conclusion

It is considered that the design and layout is consistent with the principles set out in the outline planning applications and would result in a good quality development without undue negative impact on the amenities of existing residential properties.

Affordable housing would be reassessed at later phases of the development when viability would be considered at that time.

RECOMMENDATIONS

Approve Reserved Matters subject to those conditions listed at Section 9.0 of this report.

CONDITIONS

1. The development hereby permitted shall be carried out in accordance with the following approved plans:
   - Drw No 50; 5244/51 Masterplan; Development Brief; 5244/52-01A; 5244/52-02A; 5244/53-01A; 5244/53-02A; 5244/54-01; 5244/54-02; 5244/54-03; 5244/54-04; 5244/54-05; 5244/54-06; 5244/54-07; 5244/54-08; 5244/55-01A; 5244/55-02A; 5244/56-01A; 5244/56-02A; 5244/57-01 Street Elevations; 5244/57-02 Street Elevations; 5244/58-01A; 5244/58-02A; 5244/59-01A; 5244/59-02A; 5244/60 Phasing Plan; Landscaping Schedule; Landscaping Plan Ph1-01; Landscaping Plan Ph1-02; Landscaping Plan Ph1-03; Landscaping Plan Ph1-04; Landscaping Plan Ph1-05; Landscaping Plan Ph1-06; Landscaping Plan Ph1-07; Landscaping Plan Ph1-08; Landscaping Plan Ph1-09; Landscaping Plan Ph1-10; Landscaping Plan Ph2-01; Landscaping Plan Ph2-02; Landscaping Plan Ph2-03; Landscaping Plan Ph2-04; Landscaping Plan Ph2-05; Landscaping Plan Ph2-06; Landscaping Plan Ph2-07; Landscaping Plan Ph2-08; Landscaping Plan Ph2-09; Land Contamination Assessment; Land Contamination Assessment Appendices 1-3; Land Contamination Assessment Appendix 4; Land Contamination Assessment Appendices 5-7; Land Contamination Assessment Appendices 8 & 9; Document: MA10602-DS-R02 - Amendment 2; Dwg. no. MA10602-800-Rev A - Amendment 2.

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

2. Notwithstanding the submitted landscaping details the existing planting to the Hall Gate frontage of the site shall be retained. Details of an amended landscaping scheme (including a timetable for implementation and maintenance arrangements) for all of the land fronting Hall Gate shall be submitted to and approved in writing by the Local Planning Authority and thereafter implemented and maintained in accordance with the agreed details.

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

   This condition is imposed in accordance with Policy SG18 of the South Holland Local Plan, 2006.

3. Details of the design and positions of all external boxes for gas and electricity supplies and of any gas flues and soil vent pipes shall be submitted to and approved in writing by the Local Planning Authority prior to their installation and there shall be no variation from the details so approved.

   Reason: 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 in which it is set.

   This Condition is imposed in accordance with Policy SG14 of the South Holland Local Plan, 2006.

Background papers:- Planning Application Working File

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Appendices attached to this report:
Appendix A Plan A