

SOUTH EAST LINCOLNSHIRE LOCAL PLAN: HOUSING PAPER – HOLBEACH (JUNE 2016)

1 HOLBEACH'S PLACE IN THE SPATIAL STRATEGY

1.1 Policy 2 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) identified Holbeach as a 'Main Service Centre'.

1.2 **Comments received** - The following comments were received in relation of Holbeach's place in the Spatial Strategy:

1. support Holbeach's place in the hierarchy because it accurately reflects the role the settlement plays in a wider catchment, with its town centre services, public transport to King's Lynn and Spalding, University Campus, proximity to the A17 and a range of employers;
2. Holbeach's role is not comparable with other Main Service Centres; it currently plays an important role (it has a secondary school, numerous employment opportunities) and significant employment growth is proposed in the plan period. The important economic role Holbeach will have should be acknowledged. Given the size and sustainability credentials of Holbeach it should be identified in its own category between Sub-Regional Centre and Main Service Centre;

1.3 **Responses to the above comments:**

1. support for Holbeach's place in the hierarchy is noted;
2. Holbeach's place in the hierarchy took account of many issues, including: the findings of the South East Lincolnshire Assessment of Settlements & their Sustainability Credentials (June 2015); the population of the parish; the local rate of housing growth between 1976 and 2011 and the rate of employment growth since 2009. Whilst it is correct that employment opportunities are proposed in the Holbeach area during the plan period, these have not yet secured planning permission, and based on existing employment provision, Holbeach is broadly comparable with Long Sutton (the next Main Service Centre). It is therefore not accepted that Holbeach performs such a distinctive role to sit within its own category in the Spatial Strategy.

- 1.4 It is not considered that the comments made by consultees justify a change to Holbeach's place in the Spatial Strategy, and consequently it is considered that it should remain as a 'Main Service Centre'.

2 HOLBEACH'S HOUSING REQUIREMENTS

- 2.1 Policy 12 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) identified that housing allocations should be made in Holbeach to provide for 1,340 dwellings between April 2011 and 31st March 2036.

- 2.2 **Comments received** - The following comments were received concerning Holbeach's housing requirements:

1. Holbeach is the most sustainable location for development outside of Spalding and Boston; it is double the size of the next largest settlements (Pinchbeck and Kirkton) and benefits from a good range of employment, with additional employment land proposed that would provide a range of jobs not found elsewhere in South East Lincolnshire, so has the potential to play a greater role than to serve a relatively small local catchment. An adequate supply and range of housing close to employment will improve the prospects for the success of new employment, as well as creating sustainable commuting patterns. The investment in the University Campus and the promotion of the Food Enterprise Zone indicates the importance of the town for future economic growth - this will need to be supported by an appropriate level of housing growth;
2. the number of houses proposed for Holbeach will increase traffic through the town centre;
3. the target of 1,340 for Holbeach is too low to accommodate the growth anticipated – if Site Hob048 is allocated it would have a maximum capacity for approximately 1,000 homes, and the Council is minded to approve Hob002 for 900 houses. Although their delivery may extend beyond the plan period, if both sites are to come forward, they could be constrained by the current target of growth for the town. To facilitate the delivery of both sites a target of at least 1,800 dwellings should be adopted for Holbeach to take into account the overall capacity of developments in the town. This target should be treated as a floor and not a ceiling;

4. 1,340 new dwellings in Holbeach over the plan period should be increased to take account of previous under delivery and to help meet housing needs and economic aspirations. Between April 2011 and March 2015, only 68 new homes were delivered in Holbeach. It is essential that sites are identified which are available now and can be delivered in the next 1-5 years. Several allocations in Holbeach will not come forward until later in the plan period, and some sites could take up to 15 years to complete;
5. the proposed housing target of 1,340 for Holbeach is too low - the distribution of housing to settlements was reduced to reflect lower OANs in the updated SHMAs. In South Holland the figures were reduced pro-rata, without any update of existing commitment and capacity. This arbitrary pro-rata reduction for each settlement does not reflect the significant differences in the size, facilities and opportunities for sustainable growth in the proposed settlement hierarchy. Holbeach significantly outperforms (in aggregate) all other settlements in South East Lincolnshire (excluding Boston and Spalding) in terms of employment, services and facilities. To deliver new infrastructure and affordable housing for Holbeach, an increased figure of 2,050 should be targeted on suitable sites adjacent to the town. Housing provision should therefore be discounted from the least sustainable settlements (Gedney Church End, Gosberton Risegate/Clough, Gedney Hill, Cowbit, Deeping St Nicholas, Tydd St Mary and Moulton Chapel) but the allocation of smaller sites could be identified alongwith Hob002 and Hob048. This would promote a range of site sizes, choice and spread the risk in delivery;
6. the number of new houses which may be built in Holbeach will exceed the 1,300 identified - infrastructure and facilities, including for health will not be in place to cope with the increase in number of residents;
7. the amount of housing to be provided in Holbeach should be increased - the proposed 1,340 dwellings represents a small decrease when compared with the average scale of development in the preceding years (1976-2011); there was an average of 57 dwellings built each year, but the proposed new housing target for the town would represent only 53 dwellings per annum. A suitable target should promote a step-change in growth; the housing target should be increased by at least 25%, to 1,675 dwellings to reflect the new employment opportunities in the town, its greater range of services and facilities and its central location - additional facilities have the potential to reduce the need for people to travel.

2.3 Responses to the above comments:

1. the scale of housing growth proposed for Holbeach took account of many issues, including: the findings of the South East Lincolnshire Assessment of Settlements & their Sustainability Credentials (June 2015); the population of the parish; the local rate of housing growth between 1976 and 2011; the availability of employment land, and the local availability of land at lower risk of flooding. The level of housing growth proposed for Holbeach stemmed largely from the availability of land without flood hazard in and around that settlement and the sustainability credentials of the settlement. Existing employment land is no greater than any other Main Service Centre, and while it is accepted that the Food Enterprise Zone is adjacent to Holbeach, it is considered that the provision of at least 1,340 dwellings will adequately help support such employment proposals over the plan period;
2. new development will inevitably generate additional vehicle movements; the Highways Authority have raised no objections to the overall housing requirement for Holbeach in terms of highways safety and congestion and have recognised that all of the sites have the potential to be accessible on foot and bicycle. The proposed improvements to the Peppermint Junction (A151/A17) adjacent to Holbeach should help reduce traffic flows passing through the town centre;
3. it is not agreed that the housing requirement should be increased to 1,800 – neither site has planning permission and both will require upfront investment in infrastructure before housing development can begin. Therefore it is not envisaged that Hob002 and Hob048, if they are taken forward, will be completed in this plan period. Annual monitoring and a five year review of housing sites will ensure that should delivery exceed current assumptions, other sites that have not performed as well as expected could be put back into another phase in the plan period so as not to constrain growth. It is accepted that a range of sites should be identified as allocations; a mix of sites of varying sizes and locations will ensure that a range of housing products are available to the market so that Holbeach is not reliant on two large scale developments to deliver its housing requirement. It is agreed that the housing requirement should be a minimum requirement rather than a target;

4. it is accepted that a range of allocations should be identified; an appropriate mix of sites of varying sizes and locations will ensure that a range of housing products are available to the market on deliverable and developable sites so that Holbeach is not reliant on the delivery rate of large scale, long term developments to achieve its housing requirement. The housing requirement includes completions and commitments to the 31st March 2016, therefore the 'under-delivery' from the first five years of the plan period is included in the residual housing requirement for Holbeach;
5. it is accepted that a more robust approach to identifying the housing requirement is required; the figure in the next version of the Local Plan will take into account commitments and completions to the 31st March 2016 as well as the Sustainability of Settlements score. The Local Plan aims to deliver a sustainable spatial strategy for South East Lincolnshire, using a hierarchical approach to development. Discounting housing allocations from the 'least sustainable settlements' would undermine this approach and create an unsustainable pattern of development for South Holland, where shops and services within lower tier settlements could be threatened because of a lack of appropriate scale growth. Conversely the infrastructure and services in Holbeach could be pressurised from an unsustainable form of development. However, it is agreed that a range of allocations should be identified; an appropriate mix of sites of varying sizes and locations will ensure that a range of housing products are available to the market on deliverable and developable sites so that Holbeach is not reliant on the delivery rate of large scale, long term developments to achieve its housing need targets;
6. from 1999-2000 to 2015-2016 there was an average of 37 dwellings completed each year in Holbeach (looking back further does not accurately reflect the current or anticipated growth, current economic climate or the anticipated economic recovery and its impact upon South Holland), so it is considered that increasing this to the proposed 54 dwellings a year is a significant step change. This would adequately support the level of employment growth planned for Holbeach over the plan period and Holbeach's sustainability and access credentials.

- 2.4 It is not considered that the comments made by consultees justify a change to Holbeach's housing requirements. However a slight increase in the housing requirement is considered necessary to deliver a better form of development on each site and to help deliver the infrastructure necessary to support viable, sustainable development over the plan period. Consequently it is considered that a change to Holbeach's housing requirements should be made, and that the Local Plan should provide for 1,420 dwellings between 1st April 2011 and 31st March 2036.

3 HOLBEACH'S RESIDUAL REQUIREMENTS

- 3.1 **Completions** - Between 1st April 2011 and 31st March 2016, 85 new dwellings were built in Holbeach.
- 3.2 **Commitments** - As at 31st March 2016, planning permission was outstanding for the construction of 105 dwellings in Holbeach, and there is no evidence to suggest that these permissions will not be implemented during the Plan period.
- 3.3 **Residual requirement** - Given the above figures, the identification of land to accommodate approximately 1,230 dwellings is required ($1,420 - 85 - 105 = 1,230$)

4 INFRASTRUCTURE

- 4.1 **Education** – the County Education Department has commented that there is some capacity at the primary school, and there is capacity to expand, but there is a lack of local capacity at secondary level and, at secondary level, there may be limited capacity to expand.
- 4.2 **Health** – the CCG's have commented that currently there is some capacity at the local GP surgeries to accommodate additional patients, however County wide there is an increasing shortage of GP's, nurses and other healthcare staff which could affect future capacity should demand increase.
- 4.3 **Flood risk** – that 'allocations in areas of hazard would need to ensure that finished floor levels are raised to the appropriate level with additional flood resilient construction incorporated into proposals. Developers would need to confirm that they can achieve required mitigation and that the proposal would still be deliverable. Adopt a Flood Risk Mitigation Policy to ensure safe development. Requirements for Finished Floor Levels (FFL): depths of 0.5-1m: FFL to be set 1m above ground level, flood resilient construction shall be used to a height 300mm above the predicted flood level (single storey proposals must consider the 0.1% climate change event for setting FFL); depths of 0.25-0.5m: FFL to be set 500mm above ground level, flood resilient construction shall be used to a height 300mm above the predicted flood level; a minimum of 1m above ground level, flood resilient construction shall be used to a height 300mm above the predicted flood level; depths 0-0.25m: FFL to be set 300mm above ground level.
- 4.4 Anglian Water has commented that the capacity of the surface water network has major constraints, and that all developments should seek to reduce flood risk and incorporate Sustainable Drainage Systems (SuDS).

- 4.5 **Sewage Treatment** – The Environment Agency has commented that Holbeach Water Recycling Centre (Sewage Treatment Works) has capacity for 2,427 dwellings. Anglian Water has commented that the Water Recycling Centre has capacity to serve all the sites except Hob002, Hob006 and Hob048. The foul sewerage network would require upgrading for Hob011, Hob039, Hob002, Hob042, Hob004, Hob006, Hob032, Hob048 and Hob026.
- 4.6 Anglian Water has commented that Hob042 and Hob048 are within the Encroachment Advisory Zone for the Holbeach Water Recycling Centre.
- 4.7 **Water Supply** – Anglian Water has commented that water resources are adequate to serve the proposed growth. However the supply network would require upgrading to accommodate all but two sites.

5 HOLBEACH SITE OPTIONS

- 5.1 Inset Map 5 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) identified 14 'Potential Housing Sites', Hob002, Hob004, Hob006, Hob009, Hob010, Hob011, Hob013, Hob026, Hob032, Hob042, Hob044 and Hob048, Fle007 and Fle015.

- 5.2 **Comments received** - The following comments were made on site ***Hob002 (Land to the south of Hall Gate, Holbeach)***:

1. further assessment is required to determine the impact of the site on the significance of the Grade II Listed Manor House, the historic village and views to the church;
2. 900 homes at Manor Farm are in the wrong part of Holbeach for exit onto the surrounding roads. Since the houses have been built at Station Road it creates a blind bend from Fen Road into Barrington Gate. 900 houses will create even more traffic. If this side of Holbeach is going to be developed road improvements will be needed to take traffic up to the main routes to keep it away from the town centre;
3. green open space to the rear of the properties on Fen Road on the original plans has not been identified, unlike the open space within Hob048 and those plans have not been submitted yet;
4. the developer indicates that suitable highway access can be constructed, with a new roundabout on Hall Gate and a T-junction on Fen Road, to serve the proposed development. The development would also make a financial contribution towards the delivery of a new roundabout at the A151/A17 Peppermint Junction;
5. the developer indicates that surface water would be accommodated within the site using SuDS techniques;

6. the developer indicates that the site can accommodate around 900 dwellings and provide public open space, a new school, generous private gardens, and a high quality public realm;
7. the developer indicates that the development would not have an unacceptable adverse impact on the character, significance or setting of the listed building within the site, Manor Farm;
8. the developer indicates that the site lies partly within Flood Zone 3a, but this is also true of several of the potential housing sites identified around Holbeach;
9. the developer indicates that this site has planning permission (H09-0521-14), subject to the completion of a s106 agreement. This site has already been judged as being a suitable location for development, is accessible to existing services and facilities and is developable and deliverable;
10. planning permission should be issued prior to the adoption of the Local Plan - this site should be identified as an existing housing commitment;
11. Hob002 has the benefit of planning permission and the ability to make a significant financial contribution to improvements to Peppermint Junction and delivery of a new primary school on site.

5.3 **Responses to the above comments:**

1. Hob002 incorporates the Grade II Listed Manor House but it is considered that with careful layout, design and choice of materials that impacts upon it, the historic village and views of the church are likely to be acceptable;
2. the Highways Authority identifies that 'services and facilities are potentially accessible on foot and bicycle. The vehicular access and existing bus stops are on Hall Gate and Fen Road,' it would appear that a satisfactory access and transport solution can be delivered, which has been agreed in principle through the planning application process;
3. the open space to the rear of the properties on Fen Road was identified on the indicative masterplan for the planning application for this site. The Policies Map only identifies land and uses that exist. The open space within Hob048 exists so has been identified as such;
4. it is accepted that a satisfactory access and transport solution has been agreed in principle through the planning application process. It is acknowledged that the development could make a financial contribution to the delivery of Peppermint Junction, although the s106 agreement confirming this has yet to be signed;

5. it is accepted that a satisfactory surface water management strategy was agreed in principle through the planning application process. The Lead Local Flood Authority will need to be satisfied that surface water run-off from each detailed phase is consistent with the agreed approach;
6. the size of the site means that through good design a mix of homes can be provided, and that the principle of delivering open space and a new school were agreed in principle through the planning application process, although the s106 agreement confirming this has yet to be signed;
7. Hob002 incorporates the Grade II Listed Manor House but it is considered that with careful layout, design and choice of materials that impacts upon it, the historic village and views of the church are likely to be acceptable;
8. the site is within Flood Zone 3a, flood hazard in 2115 is classified as 'low hazard', and flood depth in 2115 is classified as '0-0.25m' not the most sequentially preferable site but with less risk than most other sites in Holbeach;
9. planning permission has been granted subject to the completion of the s106 agreement. This indicates that the principle of development in this location is considered to be acceptable subject to a range of infrastructure requirements being delivered. Confirmation of availability and deliverability is welcome;
10. planning permission will only be issued once the s106 agreement has been signed; however the intent to secure planning permission before 2017 (when the Local Plan is expected to be adopted) is welcome. The site could then be identified as a housing commitment in the adopted Local Plan;
11. Hob002 does not have the benefit of planning permission, this will only be issued when the s106 agreement is completed. Provision for a financial contribution towards improving Peppermint Junction and for education facilities are expected to be identified.

5.4 **Conclusions on site Hob002** – It is considered that site Hob002 is one of the most suitable Potential Housing Sites in Holbeach, and that it should be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores site Hob002 with one/13 positive (green) impacts being recorded relating to housing delivery, but a further ten (blue) impacts could deliver positive impacts by securing meaningful infrastructure to meet the needs of future residents such as open space and a new primary school;

- the SHLAA identifies that ‘the site would increase the perceived extent of the settlement’s built-up area but it is considered that development on this scale offers opportunities to mitigate such impacts’, the impact upon the landscape is therefore not insoluble;
- the SHLAA indicates that ‘if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 10, and be completed before year 25) [the plan is currently in year 6], although as the s106 agreement has not yet been signed it is expected that development will commence later (following the delivery of infrastructure necessary to open up the site for development), so this site is considered to be developable, therefore able to contribute to the Council’s supply of available housing sites in the medium-long term;
- a planning permission has been approved subject to the signing of a s106 legal agreement which is expected to include provision for open space, a primary school, affordable housing and a financial contribution towards the Peppermint Junction improvements, helping to mitigate concerns raised.

5.5 **Comments received** - No comments were made on sites ***Hob004 (Land to the east of Balmoral Way), Hob009 (Land to the north-west of Foxes Low Road, Holbeach) and Hob026 (Land to the north of Foxes Low Road, Holbeach).***

5.6 **Conclusions on sites Hob004, Hob009 and Hob026** – It is considered that sites Hob004, Hob009 and Hob026 are some of the most suitable Potential Housing Sites in Holbeach, and that they should be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores the sites with one positive (green) impact being recorded relating to housing delivery but a further eight (blue) impacts could deliver positive impacts as a result of the delivery of the wider site which could secure meaningful infrastructure to meet the needs of future residents such as open space and school places;

- the Highways Authority identifies that ‘services and facilities are potentially accessible on foot and bicycle. Bus stops are on Fleet Road. There is a current planning application to the south of the site which will be served from suitable existing estate roads. Any impact on Foxes Low Road will have to address its deficiencies. Access from the A17 would not be acceptable and there is no footway on Foxes Low Road beyond the new houses on the Kings Road estate.’ It appears that a satisfactory vehicular access could be provided to this site;
- the SHLAA identifies that ‘the site is adjacent to the A17 and the road’s proximity may impact upon on the amenities that would be enjoyed by new dwellings at the northern end of the site. But it is considered that development on this scale offers opportunities to mitigate such impacts effectively’. It is accepted that the site’s proximity to the A17 may impact on the amenities enjoyed by any future occupiers (although impacts can be reduced by site layout, house design, bunding/screening and acoustic vents to bedrooms facing the road);
- the site is within Flood Zone 3a, but flood hazard in 2115 across the site ranges between ‘low hazard, danger for some and danger for most’, and flood depth in 2115 across the site ranges between ‘0.25-0.50m-0.50-1.0’ not the most sequentially preferable site but with less risk than some other sites in Holbeach;
- the SHLAA indicates that ‘if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 8, and be completed before year 25) [the plan is currently in year 6], so this site is considered to be deliverable, therefore able to contribute to the Council’s five year supply of available housing sites;
- no objections to the site’s allocation were made.

5.7 **Comments received** - The following comments were made on site ***Hob006 (Land to the east of the A151, Holbeach), site Hob013 (Land to the north of Spalding Road, Holbeach), site Hob042 (Land to the Northon’s Lane, Holbeach) and site Hob048 (Land to the east of the A151, Holbeach):***

1. Oakwood Glade is not suitable for another 1,800 cars that would need to pass;
2. the landowner supports Hob048 as a housing site;

3. the landowner indicates that the settlement curtilage which runs along the A151 and A17 in the 2006 Local Plan has been amended and no longer reflects the allocation of the site (in the 2006 Local Plan) as an extension to Holbeach;
4. the landowner indicates that the land to the south of Northon's Lane near its junction with the A151 has been identified as Recreational Open Space. The site is part of a proposed Sustainable Urban Extension and the nature of open space within that wider development should be covered in the policy promoting that development;
5. the landowner supports the identification of the Peppermint Junction and the allocation of land to the west of the A151 as a Main Employment Area;
6. the landowner indicates that Hob048 has a maximum capacity for approximately 1000 new homes including the new roundabout at the junction of the A151 and A17 and the proposed Food Enterprise Zone – this should be allocated as a Sustainable Urban Extension to Holbeach;
7. the plan to put roundabouts at Peppermint Junction and build around 900 houses there is the best place for most of the increase in population to be. Better also to place a school and doctors' surgery there as well;
8. the number of houses proposed for Holbeach will increase traffic through the town centre – they will not use the A roads from Spalding to Peterborough;
9. the landowner indicates that this site will deliver investment in improvements to the road network, will link the Food Enterprise Zone to the town and allow for effectively planned investment in utility provision to support both the residential and commercial development;
10. the landowner indicates that the site also makes sense as a freestanding development, enclosed as it is by major roads to three sides and the existing built form of Holbeach to the east;
11. the Grade II Listed The Old Cottage within Hob042 requires further assessment to determine the impact on the significance of these heritage assets;
12. the landowner indicates that the site is available, suitable and ready for residential development;
13. the landowner indicates that development of this site will help achieve the proposed total housing allocation for South Holland;

14. the landowner indicates that the development could also provide a significant provision of affordable homes and developer contributions including funding to allow a new roundabout on the A151;
15. Hob048 should be identified as a SUE due to its scale, significance and links to Peppermint Junction scheme and the Food Enterprise Zone. This could provide appropriate guidance to support delivery of the scheme and to explore issues of phasing. SUEs, because of their physical scale and the high opening up costs, experience problems with viability. This would acknowledge the unique costs of the scheme and agree specific requirements for the site regarding issues such as open space, affordable housing.

5.8 Responses to the above comments:

1. the Highways Authority identifies that 'in conjunction with other sites it is intended to provide a roundabout at A17/A151 junction to have a principal junction into the site from a second roundabout on the A151, a further junction onto the A151 and Spalding Road may be constructed and small extensions of estate roads to the west of Holbeach as culs de sac may be acceptable. There would be no connection from the A151 and the residential roads to the west of Holbeach.' It appears that satisfactory vehicular accesses could be provided to this site, with the use of existing estate roads as through routes being discouraged;
2. support for this potential housing site is noted;
3. the Settlement Boundary Background Paper, 2016 identifies that 'each settlement boundary has been defined having regard to:
 - The settlement boundary encloses the main built-up area (or areas, in the case of a few settlements) of the town or village.
 - The settlement boundary also encloses:
 - areas of amenity and/or recreational open space, the appearance and character and/or use of which is worthy of protection; and
 - sites with planning permission for development situated on the edge of the main built-up area.
 - In general settlement boundaries have been defined using discernible features on the ground (e.g. a road-line or drainage ditch), most of which will be mapped. It should be noted that a land-ownership boundary does not necessarily form a good definition for where a specific approach to planning policy for development should apply.

4. Site Hob048 is agricultural land therefore falls outside the proposed settlement boundary. However the settlement boundary will be re-drawn to include all sites taken forward;
5. all existing open space is identified on the Policies Map, including that within the boundary of a potential site. In its current form Hob048 is a 'potential' site and for clarity all existing designations within its boundary should be identified. Should the site be allocated the open space designation would be deleted;
6. support for the Peppermint Junction improvements and the Food Enterprise Zone are noted;
7. given the size of Hob048, and its associated infrastructure, should it be taken forward, it should be identified as a Sustainable Urban Extension. However the A151 separates Hob048 from the proposed Main Employment Area, and although both are reliant on improvements to the A151/A17 junction, the two sites are separate elements of the overall strategy for Holbeach, with separate delivery requirements. It is considered that the SUE should only cover the housing site;
8. the Local Plan will have to demonstrate how arising infrastructure needs will be met. This will be evidenced through the Infrastructure Delivery Plan (a draft was available at the public consultation);
9. the Highways Authority identifies that 'small extensions of estate roads to the west of Holbeach as culs de sac may be acceptable. There would be no connection from the A151 and the residential roads to the west of Holbeach. In conjunction with other sites it is intended to provide a roundabout at A17/A151 junction to have a principal junction into the site from a second roundabout on the A151'. This traffic scheme and improvements to the A151/A17 junction are expected to encourage more traffic to use that route, which may see fewer vehicles passing through the town centre;
10. provision for improvements to the highways network, connections to the Proposed Main Employment Area and help deliver a coordinated enhancement to utilities infrastructure is welcome;
11. confirmation that the site would be available as a freestanding housing site is noted;
12. Hob042 incorporates the Grade II Listed The Old Cottage. It is considered that with careful layout, design and choice of materials that impacts are likely to be acceptable;
13. confirmation of availability and deliverability of the site is welcome;

14. confirmation that the site will contribute Holbeach's housing requirement over the plan period is noted;
15. recognition that the site could provide for a mix of houses and developer contributions to secure physical and community infrastructure is welcome;
16. it is accepted that to Hob048, should it be taken forward, would be identified as a SUE to reflect its size and scale. As such further detail would be required to be provided in a Local Plan policy relating to details of infrastructure provision and phasing to ensure a sustainable, viable scheme can be delivered.

5.9 **Conclusions on sites Hob006, Hob013, Hob042 and Hob048** - It is considered that sites Hob006, Hob013, Hob042 and Hob048 are some of the more suitable Potential Housing Sites in Holbeach, and that they should be taken forward as Hob048 (covering the whole site) as a Preferred Housing Site:

- the Sustainability Appraisal score site Hob048 with two/13 positive (green) impacts recorded, relating to housing delivery and landscape character, but a further seven (blue) impacts could deliver positive impacts as a result of a high quality design and the delivery of infrastructure to meet the needs of future residents such as open space and school places;
- although the site would extend the built form of Holbeach to the west, the SHLAA identifies that 'development on this scale offers opportunities to mitigate such impacts effectively' so it is considered that this issue could be appropriately addressed through the design and planning application process;
- the site is within Flood Zone 3a, but flood hazard in 2115 is ranges between 'low hazard and danger for most', and flood depth in 2115 ranges between '0.25-0.50m and 0.50-1.0' not the most sequentially preferable site but with less risk than some other sites in Holbeach;
- the SHLAA indicates that 'if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 8, and be completed after year 25) [the plan is currently in year 6], although as planning permission has not been approved, it is expected that development will commence later (following the delivery of infrastructure necessary to open up the site for development), but could still contribute to the Council's five year supply of available housing sites;

- although the site attracted objections, none of the issues raised appear to be insoluble, or are particular to this site.

5.10 **Comments received** - No comments were made on **site Hob010 (Land to the west of Fen Road, Holbeach)**.

5.11 **Conclusions on site Hob010** - It is considered that site Hob010 is one of the more suitable Potential Housing Sites in Holbeach, and that it should be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores site Hob010 with two positive (green) impacts being recorded relating to housing delivery and landscape character although a further ten (blue) impacts could deliver positive impacts by contributing towards infrastructure to meet the needs of future residents such as open space and school places; and;
- the site is within Flood Zone 3a, flood hazard in 2115 is classified as 'no hazard', and flood depth in 2115 is classified as 'no hazard', one of the most sequentially preferable housing sites in Holbeach;
- the Highways Authority identifies that 'services and facilities are potentially accessible on foot and bicycle. Bus stops are on Fen Road. A small number of dwellings served from a private drive would be acceptable. The access has satisfactory visibility.' It appears that a satisfactory vehicular access could be provided to this site but although the SHLAA indicates that the site density could be 16 dwellings/20 dph, it may be that the achievable density is less (up to 10 dwellings, indicatively) to achieve a satisfactory access solution, although this will depend on the circumstances of the site and information submitted as part of the planning application;
- the SHLAA indicates that 'if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 7, and be completed before year 15) [the plan is currently in year 6], so this site is considered to be deliverable, therefore able to contribute to the Council's five year supply of available housing sites;
- no objections to the site's allocation were made.

5.12 **Comments received** - No comments were made on **site Hob011 (Land to the south of Wignals Gate, Holbeach)**.

5.13 **Conclusions on site Hob011** – It is considered that site Hob011 is not one of the more suitable Potential Housing Sites in Holbeach, and that it should not be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores site Hob011 with only 1 positive (green) impact being recorded relating to housing delivery;
- the SHLAA identifies that ‘the site is behind frontage development and has open boundaries on all sides except for the residential properties fronting Wignals Gate. It is only appropriate if the adjoining Hob039 is allocated’, without Hob039, this site would have more of an adverse impact upon the landscape and character of the area, than some other sites.

5.14 **Comments received** - No comments were made on site ***Hob032 (Land off Battlefields Lane, Holbeach).***

5.15 **Conclusions on site Hob032** – It is considered that site Hob032 is one of the more suitable Potential Housing Sites in Holbeach, and that it should be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores site Hob032 with two positive (green) impacts being recorded for housing delivery and landscape character, but a further seven (blue) impacts could deliver positive impacts by securing meaningful infrastructure to meet the needs of future residents such as open space and school places; and
- the site has previously had planning permission for 185 dwellings (a revised planning application is pending), and the site is a housing allocation in the adopted Local Plan so the principle of housing development in this location has been accepted in the past;
- the site is located within the settlement boundary so will have limited impact upon the character of the area;
- the Highways Authority identifies that ‘services and facilities are accessible by foot and bicycle. Bus stops are on Battlefields Lane South. The site is suitable in highways terms accessed from Battlefields Lane. Access from Kings Road is prohibited by a planning condition.’ It appears that a satisfactory vehicular access could be provided to this site;
- the SHLAA indicates that ‘if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 8, and be completed before year 15) [the plan is currently in year 6], so this site is considered to be deliverable, therefore able to contribute to the Council’s five year supply of available housing sites;
- no objections to the site’s allocation were made.

- 5.16 **Comments received** - No comments were made on site ***Hob039 (Land to the south of Wignals Gate, Holbeach)***.
- 5.17 **Conclusions on site Hob039** – It is considered that site Hob039 is not one of the more suitable Potential Housing Sites in Holbeach, and that it should not be taken forward as a Preferred Housing Site:
- the Sustainability Appraisal scores site Hob039 with one positive (green) impact being recorded for housing delivery, and two negative (orange) impacts relating to landscape character and air, water and soil quality;
 - the site is behind frontage development and runs to the side of Holbeach Cemetery. It has open boundaries on all sides except for the residential properties on Wignals Gate. Although the impacts are not significant, the site would have more of an adverse impact upon the character and appearance of its surroundings than alternative sites.
-
- 5.18 **Comments received** - No comments were made on site ***Hob044 (Land to the north of Northon's Lane, Holbeach)***.
- 5.19 **Conclusions on site Hob044** – It is considered that site Hob044 is one of the more suitable Potential Housing Sites in Holbeach, but as planning permission has been granted for residential development, the principle of housing development has been accepted in this location. This site should be taken forward as a Preferred Option Housing Commitment:
- the Sustainability Appraisal scores site Hob044 better than some other sites with four positive (green) impacts being recorded for housing delivery, access to local shops and facilities and landscape character, and a further seven (blue) impacts which could deliver positive impacts as a result of a high quality design and the delivery of infrastructure to meet the needs of future residents such as open space and school places;
 - the site is within the Holbeach settlement boundary and is within walking and cycling distance of Holbeach town centre;
 - the Highways Authority identifies that 'services and facilities are accessible by foot and bicycle. Bus stops are on Cecil Pywell Avenue. No objections were raised to the planning application on the site.' It appears that a satisfactory vehicular access could be provided to this site;

- the SHLAA indicates that ‘if it is allocated there is a reasonable prospect that it would be developed (assumed to begin in year 8, and be completed before year 10) [the plan is currently in year 6], so this site is considered to be deliverable, therefore able to contribute to the Council’s five year supply of available housing sites;
- no objections to the site’s allocation were made.

5.20 **Comments received** - The following comments were made on site ***Fle007 (Land to the east of Branches Lane, Holbeach)***:

1. additional development along Branches Lane would create increased traffic movements at an already dangerous junction with Fleet Road;

5.21 **Response to the above comments:**

1. the Highways Authority identifies that ‘the suitability of the site depends on how much land is available at the access to provide junction radii and visibility,’ this indicates that without detailed plans a suitable access may not be able to be achieved;

5.22 **Conclusions on site Fle007** – It is considered that site Fle007 is not one of the more suitable Potential Housing Sites in Holbeach, and that it should not be taken forward as a Preferred Housing Site:

- the Sustainability Appraisal scores site Fle007 with two positive (green) impacts being recorded for housing delivery and landscape character but three negative (orange) impacts recorded relating to access to community facilities, accessibility and soil, water and air quality;
- there is more uncertainty associated with achieving a satisfactory highways access with this site, than with other sites.

5.23 **Comments received** - No comments were made on site ***Fle015 (Holbeach House, Fleet Road, Holbeach)***.

5.24 **Conclusions on site Fle015** – the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) incorrectly identified site Fle015 as a potential housing site; it has planning permission for residential development. This site should therefore be taken forward as a Preferred Option Housing Commitment.

6 **NEW SITES**

6.1 The following five new sites were put forward for consideration as Potential Housing Sites:

1. Hob053 – Land to the west of Star Lane, Holbeach Bank. The SHLAA identifies this site as being undevelopable because it is located within Holbeach Bank, so would conflict with the Local Plan’s locational strategy and being a ribbon development would have an adverse impact on the character of the area;
2. Hob054 - Land to the west of Clough Road, Holbeach Clough. The SHLAA identifies this site as being undevelopable because it is located within Holbeach Clough, so would conflict with the Local Plan’s locational strategy and being a ribbon development would have an adverse impact on the character of the area;
3. Hob055 - Land to the north of the A17, Holbeach. The SHLAA identifies this site as being undevelopable because it is located to the north of the A17 and would create an isolated and incongruous group of dwellings in the countryside with an unsatisfactory relationship to Holbeach;
4. Hob056 - Land to the east of Raven's Gate, Holbeach St Johns. The SHLAA identifies this site as being undevelopable because it is located within Holbeach St Johns, so would conflict with the Local Plan’s locational strategy and being a ribbon development would have an adverse impact on the character of the area;

7 PREFERRED OPTIONS HOUSING ALLOCATIONS AND TRAJECTORY

- 7.1 The following sites are taken forward as Preferred Options Housing Allocations: Hob002; Hob004 (includes Hob009 and Hob026); Hob010, Hob032 and Hob048 (Hob006, Hob013 and Hob042). These five sites have a combined capacity of 1,224 dwellings, which is slightly lower than the residual requirement of 1,230 dwellings.
- 7.2 These allocations and other development opportunities provide the following trajectory for Holbeach. [The capacity of the sites assumes that they will be developed at a density of 20 dwellings to the hectare. In practice, some sites such as Hob002 are likely to accommodate a higher density to reflect content of an approved scheme.]

	Years 1-5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	TOTAL
Completions	85	-	-	-	-	-	85
Commitments	0	105	-	-	-	-	105
Hob002	0	0	70	100	100	609	879
Hob004	0	50	59	0	0	0	109
Hob010	0	10	0	0	0	0	10
Hob032	0	75	110	0	0	0	185
Hob048	0	0	100	250	300	178	828
TOTAL	85	240	339	350	400	787	2,201



- Inset Map Boundary
- Countryside
- Site for Education Facilities
- Health Facilities
- Settlement Boundary.....Policy 12,19,20,21
- Town Centre Boundary.....Policy 22
- Conservation Area.....Policy 26
- Preferred Housing Site.....Policy 12
- Housing Commitments.....Policy 12
- Existing Main Employment Area.....Policy 7
- Proposed Mixed Use Employment Site..Policy 7
- Primary Shopping Area.....Policy 22
- Recreational Open Space.....Policy 30
- Green Infrastructure.....Policy 30
- Cycle Route.....Policy 31
- Protected Road Line.....Policy 31



South East Lincolnshire
Joint Strategic Planning Committee

HOLBEACH

