

# **SOUTH EAST LINCOLNSHIRE LOCAL PLAN: HOUSING PAPER – GOSBERTON (JUNE 2016)**

## **1 GOSBERTON '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 Gosberton as a 'Minor Service Centre'.

1.2 **Comments received** - The following comments were received concerning Gosberton's position in the Spatial Strategy:

1. We support Gosberton's place in the overall hierarchy and consider that it accurately reflects the role the settlement plays in a wider catchment.

1.3 **Responses to the above comments:**

1. The support for Gosberton's position in the Spatial Strategy is welcome.

## **2 GOSBERTON '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 Gosberton to provide for 230 dwellings between April 2011 and 31<sup>st</sup> March 2036.

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

1. We consider the proposed Policy 12 , which provides for 230 new housing site allocations for Gosberton, in the plan period 2011-2036, (altered to reflect the Peterborough Sub region Strategic Housing market assessment (SHMA)2015 update), whilst providing a higher and more satisfactory level of growth for the village than the previous Preferred options document, should be flexible in the number of new housing allocations, (the 2014 SHMA had previously indicated housing numbers of 560 dpa for the South Holland area). An over allocation of sites would allow for the possible variances in the yearly SHMAs. We consider current immigration increases in the District and the recently published National survey indicating a need for better integration of immigrants, will, over time, lead to distribution out from the Sub regional centres to the larger village settlements, and therefore housing allocation number increases could be required for the village of Gosberton with its existing high level of village services (it being the highest ranking settlement in the Minor Service village category with a sustainability score of 87).

2. We note that the target for Gosberton is for 230 homes across the plan period. We would support an approach in the plan which treats housing targets as a floor and not a ceiling: that is a minimum target and not an upper limit.

### 2.3 Responses to the above comments:

1. The support for Gosberton's proposed housing requirement of 230 dwellings is welcome. We will reconsider housing numbers when we receive updated population data.
2. Policy 11 says "provision will be made for a net increase of at least..." Therefore, the approach we are taking provides flexibility and are not ceiling figures.
3. The Gosberton Risegate and Clough Housing paper suggests that the 40 dwelling allocation is added to Gosberton's allocation.

- 2.4 Owing to these comments it is considered that a change to Gosberton's housing requirements is required and the Local Plan should identify housing allocations in Gosberton for 270 dwellings between April 2011 and 31<sup>st</sup> March 2036.

## 3 GOSBERTON 'S RESIDUAL REQUIREMENTS

- 3.1 **Completions** - Between 1<sup>st</sup> April 2011 and 31<sup>st</sup> March 2016, 3 new dwellings were built in Gosberton.
- 3.2 **Commitments** - As at 31<sup>st</sup> March 2016, planning permission was outstanding for the construction of 26 dwellings in Gosberton and 5 dwellings in Gosberton Risegate and Clough. There is no evidence to suggest that this permission will not be implemented during the Plan period.
- 3.3 **Residual requirement** - Given the above figures, the identification of land to accommodate approximately 236 dwellings is required. (270 – 3 – 31 = 236)

## 4 INFRASTRUCTURE

- 4.1 **Education** – the County Education Department has previously commented that Gosberton has a lack of capacity at primary and secondary levels and constrained sites.
- 4.2 **Flood risk** – the Environment Agency has previously made the following comments:
  - No hazard mapping has been undertaken for this area so classification of 'no hazard' may not be correct. No apparent hazard from tidal/fluvial sources but other forms of flooding need investigation - in particular IDB Drain (Consult Welland & Deepings IDB).
  - Consult IDB to ascertain if there is a risk from its Drains. FZ3a allocations would need to pass NPPF Exceptions Test.

- 4.3 Welland and Deepings IDB have previously advised there is no specific risk from their drainage system which requires highlighting for Gosberton. Some sites are adjacent to the Boards watercourses and therefore their bye laws apply. In line with current recommendations the use of Sustainable Drainage Systems should be considered as a first approach to dealing with surface water run off. The Board would have to agree and give prior approval for any surface water flows above its designed Greenfield run off rate of 1.4litres/sec/Ha to its system.
- 4.4 Anglian Water has previously commented that the surface water network capacity has major constraints and all sites should seek to reduce flood risk and incorporate Sustainable Drainage Systems.
- 4.5 **Sewage Treatment** – the Environment Agency has previously commented that Gosberton water recycling centre has capacity for 600 dwellings. Anglian Water has previously commented that the water recycling centre has capacity and the foul sewage network would require upgrading.
- 4.6 **Water Supply** – Anglian Water has previously commented that there is adequate water capacity to meet the proposed development but the supply network would require upgrading for all of the sites.
- 4.7 **Health** - The CCG's have commented that currently there is some capacity at the local GP surgery(ies) 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.

## 5 GOSBERTON SITE OPTIONS

- 5.1 Inset Map 19 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) identified four 'Potential Housing Sites', Gos001, Gos003, Gos006, Gos011, Gos023 and Gos024.

- 5.2 **Comments received** - The following comments were made on site **Gos001 (Land to the east of York Gardens, Gosberton)**:

1. We very much support the proposal to include site Gos001. It is close to the village centre, and its development for housing will be able to support local services and the Medical centre, whilst the village also links very well with transport services and the road networks in the district. However, my clients, as residents of Gosberton for many years, are concerned that the development of site Gos003 will draw population away from the village centre, to the detriment of the existing village of Gosberton.

- 5.3 **Responses to the above comments:**

1. The Sustainability Appraisal scores Gos001 the best site with 4 positive, green, impacts and, along with two other sites, the least (3) negative, red, impacts.

2. It is in flood zone 3a, along with five other sites. Only one site is in a better flood zone. That is Gos003 in flood zone 1.

5.4 **Conclusions on site Gos001** – It is considered that site Gos001 is a suitable Potential Housing Site in Gosberton, and that it should be taken forward as a Preferred Housing Site because:

- It is the best scoring site overall and thereby the best site in flood zone 3a.

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5.5 **Comments received** - The following comments were made on site **Gos003** (*Land to the west of Quadring Road, Gosberton*):

1. The following site is capable of providing additional dwellings as follows: Gosberton, Quadring Road - Part of this site is brownfield, meeting one of the Core Principles set out in the Framework at paragraph 17. The site is capable of accommodating up to 130 dwellings in a phased development over the Plan period.

5.6 **Responses to the above comments:**

1. The site is partly brown field and has the best flood risk, being in flood zone 1. All other sites are flood zone 3a. Along with one other site the Sustainability Appraisal scores the site with 2 positive, green, impacts and 3 negative, red, impacts.

5.7 **Conclusions on site Gos003** – It is considered that site Gos003 is a suitable Potential Housing Site in Gosberton, and should be taken forward as a Preferred Housing Site:

- When looking at all the sites in the Sustainability appraisal it is the fifth site of six. However, the site is partly brown field and is in the best flood zone and therefore should be considered as a suitable potential housing site above other site(s).

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5.8 **Comments received** - The following comments were made on site **Gos006** (*Land to the north of Westhorpe Road, Gosberton*):

1. GOS006: We object to the suitability of this site for development. The land would serve to extend an area of ribbon development. The site would not consolidate the built form of Gosberton. The site would only accommodate frontage development, would be an inefficient use of land and would necessitate the loss of a number of trees to facilitate development of the individual plots. The SHLAA assessment concludes that the site will not lead to the loss of, nor place undue burdens on, existing infrastructure, such as open space, green infrastructure or community facilities'• although the greenspace assessment identifies a lack of open space, a shortfall which will be worsened by, but not be met by the development of this site.

**5.9 Responses to the above comments:**

1. The site provides frontage plots and is therefore suitable for self builders and small building companies. The site is opposite an existing ribbon of dwellings and has trees / hedging on the frontage which may have to be removed to provide a footpath or will have to be removed in places to allow access to the plots. The trees are not protected by a TPO. Other properties in Bowgate have trees in front of them that are protected and so leaving some of the trees would preserve the character of the road.

**5.10 Conclusions on site Gos006 – It is considered that site Gos006 is a suitable Potential Housing Site in Gosberton, and that it should be taken forward as a Preferred Housing Site because:**

- This is the third best scoring site in the Sustainability Appraisal and is thereby the second best site in flood zone 3a.
- It provides frontage plots suitable for self builders and small building companies. The trees are not protected by a TPO. Other properties in Bowgate have trees in front of them that are protected and so leaving some of the trees would preserve the character of the road.

**5.11 Comments received - The following comments were made on site **Gos011 (Land to the north-west of Belchmire Lane, Gosberton)**:**

1. The Belchmire Lane site (GOS11) could help deliver a comprehensive package of works, including expansion of the cemetery and open space, in addition to providing new pedestrian links between disparate parts of the settlement and allowing better pedestrian circulation around the settlement. The expansion of the open space would help meet a current undersupply of open space in the settlement identified by the LPAs own analysis, an undersupply which would only worsen with new development. As such we would anticipate that our clients land would form the basis of the housing allocations in Gosberton and request that the site is allocated appropriately.

## 5.12 Responses to the above comments:

1. The Parish Council have been contacted to establish how much burial land they have. The Chairman has advised they are looking for land at the back of the cemetery as they only have enough burial ground for around 18 months. The SHLAA submission also showed the potential to increase the size of the playing field.
2. An alternative SHLAA option, which was rejected as an option for the consultation held in January, was to build on the existing playing field and some other land, provide an extension to the cemetery and replace the open space, where this option seeks to build houses. This alternative option was rejected because of the change in character it would have on the centre of the village and that the replacement open space would be peripheral and more isolated.
3. The Sustainability Appraisal for Gos011 scores it the worst of all six sites that were shown on the inset map for the January consultation, with: 1 positive impact, 5 uncertain impacts, 1 neutral impact and 6 negative impacts. The rejected alternative option scores better with: 1 positive impact, 8 uncertain impacts, 1 neutral impact and 3 negative impacts. The areas of improvements are:
  - To make efficient use of South East Lincolnshire's transport infrastructure, reduce the need to travel by car, and promote greater accessibility to services, employment, public transport, cycling and walking;
    - This is because the rejected alternative is closer to the shops and bus stop than Gos011.
  - To promote strong, secure, socially inclusive and cohesive communities for all residents of South East Lincolnshire;
    - This is because the rejected alternative is outside the ideal walking distance of some essential services, rather than the majority and is just within the ideal 7km distance to the nearest employment site, which is Millfield Road in Donington
  - To protect the quality and character of landscape and townscape and seek opportunities for enhancement

- This is because the rejected alternative site could have an adverse impact on the character and appearance of the area. Although most of the site is located within the development limits of Gosberton and has a good relationship with the existing built up area, its development would change the open character of this of this part of the village. However, Gos011 would have an adverse impact on the character and appearance of the area. Although the site is located adjacent to the development limits of Gosberton, its size and location means that it would extend the built up area into the countryside to the detriment of the area's character. The impact of both proposals depends on the quality of the design.

5.13 **Conclusions on site Gos011** – It is considered that site Gos011 is not a suitable Potential Housing Site in Gosberton and that it should not be taken forward as a Preferred Housing Site because:

- The Sustainability Assessment scores it the worst of all six sites. Even if it was replaced with the previously rejected option, despite it scoring much better, it still does not improve its position, owing to having only 1 positive impact.

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5.14 **Comments received** - The following comments were made on site **Gos023** (***Bowgate Lane Gosberton Spalding***)

1. We object to the suitability of this site for development. The development of this site would be dependent upon the delivery of GOS023, development of which is not anticipated until year 9. The site will clearly not contribute towards housing supply until the later stages of the plan period. As the development would be accessed from Quadring Road, but lies behind ribbon development on Bow Gate, the development would not consolidate development of the settlement. The SHLAA assessment concludes that the site 'will not lead to the loss of, nor place undue burdens on, existing infrastructure, such as open space, green infrastructure or community facilities' although the greenspace assessment identifies a lack of open space, a shortfall which will be worsened, but not be met, by the development of this site.

5.15 **Responses to the above comments:**

1. This comment was submitted by an agent supporting Gos011. It is considered the second sentence should refer to Gos003, not Gos023. Gos011 provides more open space than it would need to and would make up the shortfall in the village. However, the selection of sites has to be considered on wider criteria than open space and it is not a reason to choose Gos011 in advance of other sites. Sites are required to meet the needs they require and so the under provision in the village should remain unchanged, not worsened. The site would consolidate Gosberton in that it fills in behind frontage development. Its advantage is that this consolidation is not obvious from a public view point and helps maintain the character of Bowgate.
2. It is acknowledged that the SHLAA assumes Gos003 would not commence until year 9 of the plan period, ie 2020, as the plan period commences 2011. This is in four years time. The SHLAA also assumes Gos023 and Gos011 will also not commence before year 9 of the plan period. They are assumptions and physical development may not be provided in the same timeframe.
3. The western end of the site is just within the 400m buffer Anglian Water use to assess if residential development might be affected by odour from the water recycling works to the west. The site, either individually or in combination with Gos003 would be required to provide open space to meet the needs of the site. As a result the open space might need to be located within this zone.

5.16 **Conclusions on site Gos023** – It is considered that site Gos023 is a suitable Potential Housing Site in Gosberton, and that it should be taken forward as a Preferred Housing Site because:

- It fills in between frontage development on Bowgate and Gos003
- The Sustainability Appraisal gives the site the second best score of the six sites that were consulted upon in January 2016.

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5.17 **Comments received** - The following comments were made on site ***Gos024 (Land adjacent High Street and Boston Road, Gosberton)***

1. My client's site has been included in its entirety. Being in a Minor Service Centre it is one of the more sustainable locations for development in the plan area. The owners are presently preparing a pre-planning application and it is expected that at least some of the housing could be delivered within 5 years. The site is a sustainable location and has no known constraints and we look forward to the site being allocated, and as such GOS024 becoming part of the proposed and future 5 year housing supply for South East Lincolnshire Local plan.



#### 5.18 **Responses to the above comments:**

1. At the time of writing this report a planning application had not been submitted on the site.
2. The Sustainability Appraisal scores the site the fourth best of the six sites. However, the fifth placed site has a better flood risk, measured by its Flood Zone position, and has therefore been put forward as a Preferred Site.
3. This site fills in an area of land fronting Boston Road, which although it will change the character and appearance of the area, this is reduced because it is bounded on most sides by existing development. It does not extend the village out into the countryside. However, Lincolnshire County Highways have advised that access onto Boston Road would require large visibility splays owing to it being within a 50 mph speed limit and being on the inside of a bend. Accesses onto High street are either only suitable for pedestrian access or against the school crossing.

#### 5.19 **Conclusions on site Gos024** - It is considered that site Gos024 is not a suitable Potential Housing Sites in Gosberton, and that it should not be taken forward as a Preferred Housing Site because of:

- The sites that have been assessed above have been chosen on the basis of flood risk, measured by their Flood Zone position, and their rank in the Sustainability Appraisal. Four sites have been chosen that almost achieve the residual requirement and this site has not been chosen owing to its fifth place when ranked by flood zone and the Sustainability Appraisal score.

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## **6 NEW SITES**

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

1. Gos025 – Gosberton. The Strategic Housing Land Availability Assessment (SHLAA) identifies this site, considered in isolation, as undevelopable because it would have adverse environmental impacts. Only if it were considered in conjunction with site Gos001 would the site potentially have acceptable visual impacts. Gos001 has been suggested as a Preferred Housing Site but Lincolnshire County Highways have advised for Gos001 that the access from York Gardens joins Welby Drive, which already serves a lot of development as a cul de sac. Extra development may cause extra delays exiting onto High Street. Owing to Gos001 providing 76 dwellings it is not considered prudent to add a further 36 until the impact on the Welby Drive High Street junction is identified.
2. Gos026 – Gosberton. The SHLAA identifies this site as undevelopable because it would have adverse environmental impacts.
3. Gos027 – Gosberton. The SHLAA identifies this site as undevelopable because it would have adverse environmental impacts.

## **7 PREFERRED OPTIONS HOUSING ALLOCATIONS AND TRAJECTORY**

- 7.1 The following sites are taken forward as Preferred Options Housing Allocations: Gos001, Gos003, Gos006 and Gos023. These sites have a combined capacity of 237 dwellings, which is slightly above the residual requirement of 236 dwellings. In addition there is a site which is within the development boundary with a capacity less than 10: Gos014, which holds 9 dwellings.
- 7.2 These allocations and other development opportunities provide the following trajectory for Gosberton .

	Years 1-5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	<b>TOTAL</b>
Completions	3	0	0	0	0	0	<b>3</b>
Commitments	0	31	0	0	0	0	<b>31</b>
Gos001	0	50	26	0	0	0	<b>76</b>
Gos003	0	50	31	0	0	0	<b>81</b>
Gos006	0	10	0	0	0	0	<b>10</b>
Gos014	0	9	0	0	0	0	<b>9</b>
Gos023	0	50	20	0	0	0	<b>70</b>
<b>TOTAL</b>	<b>3</b>	<b>200</b>	<b>77</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>280</b>

Preferred Sites for Development

Inset Map No 19

**Gosberton**

Minor Service Centre

Scale 1:8,000 @A3



South East Lincolnshire  
Joint Strategic Planning Committee

