

Preferred Sites for Development

Inset Map No 24

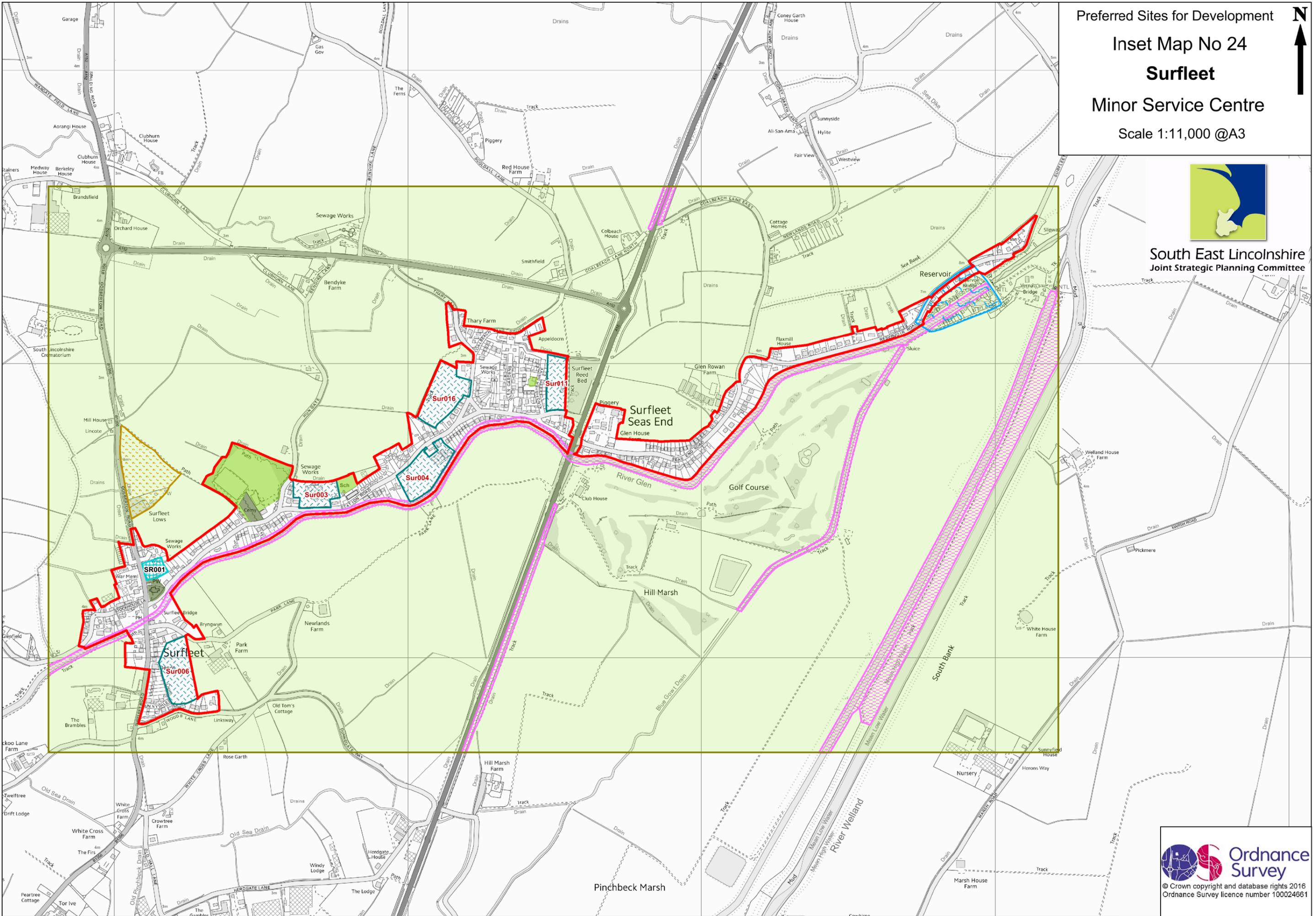
Surfleet

Minor Service Centre

Scale 1:11,000 @A3



South East Lincolnshire
Joint Strategic Planning Committee



SOUTH EAST LINCOLNSHIRE LOCAL PLAN: HOUSING PAPER – SURFLEET (JULY 2016)

1 SURFLEET’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 Surfleet as a ‘Minor Service Centre’.

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

1. We wish to comment and support the proposed Settlement Spatial strategy Policy 2. We are pleased to note that Surfleet has been designated a Minor Service Centre settlement, and agree that it is a large and important provider of local facilities, so has rightly been categorised in this way. However, we still believe a greater allocation of the housing need, should be distributed to the villages, as will provide a more beneficial spread of diversity to life for the residents of the district area, and further help support the existing Local services, and perhaps provide the opportunity to provide further facilities.
2. I have recently attended the local plan consultations at Pinchbeck and Surfleet and the numbers of residents attending shows how concerned and interested residents are about this consultation and their comments to me show deep disquiet mainly about the plans for Pinchbeck. Surfleet fares a lot better than West Pinchbeck with some suitable and sustainable development being suggested in various areas of the Village, close to the School and on bus routes which is always very useful.
3. I own the car repair workshop number 43/45 Reservoir Road Surfleet Seas End, Spalding, which had a previous successful application ref : H17 /0642/95 but lapsed without any building work taking place. I have applied for planning permission a number of times since, which have been refused and dismissed on appeal. The proposed policy approach permits development that supports the settlement's role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities. I support this approach as it may enable my site to be redeveloped to help sustain existing facilities in Surfleet.

4. I support the proposals but would like to see Surfleet considered as one village it has always been. I was born and bred in the part now called Surfleet Seas End and feel very aggrieved that it has been split in two by the Council planners. Surfleet is one village running by the River Glen with an area called 'Surfleet Reservoir' where locks separate the fresh water from the salt water of the River Welland. It has one parish council and a school attended by all the primary school children. The facilities are shared. I have had generations of relatives live in the village, and still do, including brothers, nieces, nephews, cousins and their families, who need new properties built to enable them to remain in the village. Therefore I am in favour of the proposed plan to treat both sides of the A16 under the same building development proposals for surfleet as a whole.
5. This section indicates preference for Options c) and d) - that is Option c) to base the spatial strategy on a balance of factors relating to sustainable development, meeting development needs proportionate to the settlements character and level of flood risk and providing guidance on meeting sustainable development outside the named settlements and Option d) to have defined settlement boundaries. Accordingly South East Lincolnshire Local Plan: Housing Paper - Surfleet (January 2016) indicates areas Sur003 (25 dwellings), Sur004 (39 dwellings), Sur006 (105 dwellings) and Sur011 (26 dwellings) would meet this guidance. Nevertheless, a key characteristic of a settlement should be considered to be housing density (i.e. Dwellings per hectare) (See also Policy 3: Development Management - 1, and Policy 29: Design of New Development - 1) no such measure is given, nor does it appear that the suggested dwelling densities (based on specified totals) are appropriate. Proposed site Sur006 (105 dwellings) currently has an outstanding Planning Application (H17-0652-15) for 26 dwellings. This is at a much lower density than the suggested level - the Local Plan does not indicate how such a situation should be handled.
6. Objection raised on behalf of clients in Surfleet Seas End. Both Surfleet and Surfleet Seas End function as a single whole yet they are both pitched at different points in the settlement hierarchy. We ask that Surfleet Seas End (an 'Other Rural Centre') should, be considered as one combined village with Surfleet (a 'Minor Service Centre'). The Council have already recognised a similar situation exists in Gosberton Risegate and Gosberton Clough that are considered as one Minor Service Centre settlement in the hierarchy. This is an equivalent situation. Very full evidence on this subject is given in a recent planning appeal for a site in Surfleet Seas End (decision outstanding at Feb. 2016 SHDC ref H17-0602-15).

7. I am writing to support the proposed settlement plan as it applies to Surfleet Village including Seas End. I noted with considerable surprise that Surfleet Village and Seas End were being treated as two separate developments. There is only one Parish Council, School, and Cemetery etc. I have always seen Surfleet as one village with shared amenities. Operating as one community would ensure that any developments will benefit the whole village and not just part.
8. We are disappointed to find Surfleet Seas End being detached from Surfleet. The whole area is one parish using the same facilities e.g. school and infrastructure, linked for pedestrians by an underpass under the A16. However, in general we agree with the red lines. We question why, on map 63, on Seas End Road labelled Glen House Farm, is the red line not continued across leaving land alongside the road available for potential development? A precedent is set for this on Reservoir Road between Flaxmill House and Old Lammas. It would make for consistent treatment.
9. We wish to support the proposed Settlement Spatial strategy Policy 2. However, we believe there has been an error in the classification of the settlements of Surfleet and Surfleet Seas End, such that there is an incorrect separation of the Seas End Road part of the village from the Church End part. Both parts of the settlement should be treated together and only one combined settlement should be included in the Settlements Hierarchy classification.
10. I strongly support the proposed SETTLEMENT BOUNDARY PLAN as viewed in Surfleet village hall on Tuesday 2nd February, as shown on plans No 63 and No 25 bringing the village of Surfleet together as a whole community. I have family in both halves of the village, Brothers, Cousins, nephews and nieces and we have always considered the village to be one entity.
11. I support the possibility of increased infilling in Surfleet Seas End and would like this to be recognised as part of Surfleet, not as a separate village. It is one parish.
12. An objection has been made asking for the boundary for Surfleet Seas End to be amended to allow some frontage development. This is an objection to the position of the settlement boundary for Surfleet Seas End, which excludes the site, and an implied objection to the position of Surfleet Seas End in the settlement hierarchy and the consequent approach for development in Surfleet Seas End.

1.3 Responses to the above comments:

1. The support for Surfleet's position in the Spatial Strategy is welcome. 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.
2. A number of people have responded saying that Surfleet and Surfleet Seas End are one village and should not be split into two. The comments and reasoning relating to merging Surfleet and Surfleet Seas End are accepted.
3. The densities prescribed to each site are calculated at 20dph and is used as a guide for establishing the supply for each settlement. It does not establish a definite figure for the eventual development of the site. Policies 3 and 29 do refer to density. They may be redrafted for the submission draft of the plan. The reason Sur006 holds so much more than the current planning application is because Sur006 is larger than the area in the planning application.

2 SURFLEET '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 Surfleet to provide for 150 dwellings between April 2011 and 31st March 2036.

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

1. We consider the proposed Policy 12 , which provides for 150 new housing site allocations for the village, in the plan period 2011-2036, (reduced from 200 to reflect the Peterborough Sub region Strategic Housing market assessment 2015 update, as this report showed housing requirements of 430 dpa (dwellings per annum) for the district (the 2014 SHMA had previously indicated housing numbers of 560 dpa for the South Holland area)), whilst providing a higher and more satisfactory level of growth for the village than the previous Preferred options document, should have a great degree of flexibility in the number of new housing allocations, as we consider if numbers swing by the 25% range as seen above, it may give rise to further allocations being a requirement above those than the existing Objectively assessed Housing need (OAHN) figures show, in another review round of the SHMA. 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 Surfleet with its existing good level of village services

2. I support the possibility of increased infilling in Surfleet Seas End and would like this to be recognised as part of Surfleet, not as a separate village. It is one parish.

2.3 Responses to the above comments:

1. The support for Surfleet's proposed housing requirement of 150 dwellings is welcome. However, an increase in the housing requirement is considered necessary as a result of the discussion below in Sections 5 and 6 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.
 2. The first section of this housing paper considered the spatial strategy of Surfleet and Surfleet Seas End. It is accepted that the two settlements are treated as one and as such SHLAA sites that were submitted in Surfleet Seas End can be reconsidered as previously they may have been inconsistent with the approach for 'Other Service Centres and Settlements'.
- 2.4 Owing to these comments it is considered that a change to Surfleet's housing requirements is required and the Local Plan should identify housing allocations in Surfleet for 180 dwellings between April 2011 and 3^{1st} March 2036.

3 SURFLEET 'S RESIDUAL REQUIREMENTS

- 3.1 **Completions** - Between 1st April 2011 and 31st March 2016, 12 new dwellings were built in Surfleet.
- 3.2 **Commitments** - As at 31st March 2016, planning permission was outstanding for the construction of 17 dwellings in Surfleet, and 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 151 dwellings is required. (180 – 12 – 17 = 151)

4 INFRASTRUCTURE

- 4.1 **Education** – the County Education Department has previously commented that Surfleet Primary School is projected close to capacity with limited ability to grow. The Secondary level is at capacity and constrained.
- 4.2 **Flood risk** – the Environment Agency has previously been consulted in relation to the submitted site for Surfleet and has made the following comments:
 - No level 2 SFRA/hazard mapping has been undertaken for this area so classification of 'no hazard' may not be correct. Settlement lies on River Glen, which is a tide locked watercourse so there may be a hazard from this potential flood source. Also consult Welland & Deepings IDB.

- EA has model for R.Glen with node levels in river. This would need to be compared against site levels (which would mean undertaking site level surveys or use LIDAR to compare against node levels). Sites would need sufficient info to demonstrate NPPF Exceptions Test can be passed before allocating. Check with IDB.

- 4.3 (The SFRA is being updated and therefore “No Hazard” responses may change when the new data is received.)
- 4.4 Welland and Deepings IDB have previously advised there is no specific risk from their drainage system which requires highlighting for Pinchbeck. 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.
- 4.5 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.
- 4.6 **Sewage Treatment** – the Environment Agency has previously commented that Surfleet water recycling centre has no capacity for the proposed allocation numbers. Anglian water has commented that the water recycling centre and the foul sewage network would require upgrading.
- 4.7 **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.
- 4.8 **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 SURFLEET SITE OPTIONS

- 5.1 Inset Map 22 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (January 2016) identified six ‘Potential Housing Sites’, Sur003, Sur004, Sur006 and Sur011.

- 5.2 **Comments received** - The following comments were made on site **Sur003 (Land to the north of Station Road, Surfleet)**:

1. Two responses have been received that refer to this site whilst submitting new sites for consideration in the SHLAA. One response repeats the issues with this site outlined in the Housing Paper issued in January ('Waste water requires upgrading for this site', Sewers cross the site and a pumping station is nearby, Worst Flood risk, No developer involved). The other points out that the planning permission is for 20 fewer dwellings than estimated in the January Housing Paper.

2. Overall, on behalf of our clients, we very much support the proposal to include the site Sur 003. It completes a form of development close to the village centre, and its development for housing will be a logical infill to the development already in the location, as routinely seen in rural villages, following which, the new housing and families will be able to further support local services. A part of the site is being considered under a planning application for residential development at the present time, in conjunction with a developer

5.3 **Responses to the above comments:**

1. The planning permission for five dwellings is on the front part of the site and leaves about one hectare to the rear, which would hold about 20 dwellings. Therefore the estimated capacity of 25 is still achievable.
2. The site is within the settlement boundary, has the best score in the Sustainability Appraisal and is mostly in flood zone 1.
3. The support for this site is welcome.

5.4 **Conclusions on site Sur003** – It is considered that site Sur003 is a suitable Potential Housing Site in Surfleet, and that it should be taken forward as a Preferred Housing Site because:

- It is well located in the village and partly has planning permission. The site is one of two with the best Flood risk and has the best Sustainability score.

5.5 **Comments received** - The following comments were made on site **Sur004 (Land to the south of Station Road, Surfleet)**:

1. Two responses have been received that refer to this site whilst submitting new sites for consideration in the SHLAA. One response repeats the issues with this site outlined in the Housing Paper issued in January (Waste water and foul network capacity requires upgrading for this site, No developer involved). The other suggests it is more likely to provide a much smaller number of substantial dwellings, say 12 to 15 enjoying a river frontage, such as those to the immediate west of the proposed allocation. This amounts to a considerable reduction of between 24 and 27 dwellings.
2. Site SUR004 at Surfleet is within 1km of Surfleet Lows SSSI which is one of the few remaining wet alluvial meadows in Lincolnshire that has not been subjected to agricultural improvement. Any proposed development should ensure that there is not an adverse impact on this designated site.

5.6 **Responses to the above comments:**

1. The site has development on three sides, is second equal in the Sustainability Appraisal and is in flood zone 1.
2. It is possible that a developer will wish to develop this site at a very low density but that is unknown at present. It could be higher. The capacity of this site, and all sites not in the sub regional centres, has been estimated at 20dph in order to provide a guide on capacity. This is quite low already and is consistent with an historical rule of thumb of eight to the acre.
3. This site is further from the SSSI than Sur003, upon which no comment was received from NE. It is 730m away from the SSSI and there is intervening development. It seems unlikely that there would be an impact on the SSSI

5.7 **Conclusions on site Sur004** – It is considered that site Sur004 is a suitable Potential Housing Site in Surfleet, and it should be taken forward as a Preferred Housing Site because:

- It is well located in the village and is one of two sites with the best Flood risk. The Sustainability Appraisal scores the site second equal.

5.8 **Comments received** - The following comments were made on site **Sur006** (***Land to the south of Park Lane, Surfleet***):

1. Two responses have been received that refer to this site whilst submitting new sites for consideration in the SHLAA. One response repeats the issues with this site outlined in the Housing Paper issued in January (Waste water and foul network capacity requires upgrading for this site, Water mains and sewers cross the site and a pumping station is nearby, Worst Flood risk, No developer involved). The other indicates that access to this site through Sunningdale Close, Park Lane or Woods Lane is unsuitable for the scale of development proposed.
2. Site Sur006 has the potential to impact on views from the Grade I Listed Church of St Lawrence, which is not reflected within the Sustainability Appraisal. Again further assessment would be required.

3. I understand why housing needs are projected, which in Surfleet's case has resulted in identification of four sites for at least 137 dwellings, 105 of which would be situated on just one agricultural site, Sur006. I do object to the proposed access to this single major site being via Sunnydale Close, which is a small cul-de-sac subject to a SHDC in perpetuity closure order, imposed to protect the amenities of residents from activities connected to the land now referred to as Sur006. It seems obvious to me that this small and narrow Close is unsuited to carry traffic flow from residential, service and construction vehicles catering to an estate of anything like 100 houses and if this were to proceed it would reduce the quality of life of residents and also result in the likelihood of traffic problems at the junction with Surfleet Road, which is already subject to an excessive and at times continual traffic flow. A current planning application for just 26 dwellings on Sur006 has already attracted considerable similar comment, including from the local Member of Parliament and the Parish Council, all of which is indicative of the genuine concerns felt.
4. Site: Sur006 - The document indicates 'Access is proposed in that application to be taken as an extension of Sunnydale Close. The principle of this is acceptable in highway terms but that road may not be suitable to serve the whole of the identified site'.• Given that a Perpetual Planning Obligation is in place (H17-0826-97) to prevent access from Sunnydale Close onto Sur006, and that the site does not include land that separates Sunnydale Close from Sur006 it is unclear how any of this site can be developed, or indeed that it should be developed. A large number of objections have been lodged against the existing Planning Application for 26 dwellings on Sur006 (H17-0652-15) and this clearly demonstrates local resistance to any development on this site. It is therefore suggested that this site is removed from the list of proposed sites for Surfleet.
5. Sur006: The site is well suited for people who do not have a car (either elderly people who can no longer drive and young people who haven't got a car) as there is a bus stop nearby. Surfleet needs more children to keep the school going.
6. Overall, on behalf of our clients, we very much support the proposal to include the site Sur 006. It completes a form of development close to the village centre, and its development for housing will be a logical infill to the development already in the location, as routinely seen in rural villages, following which, the new housing and families will be able to further support local services. A part of the site is being considered under a planning application for residential development at the present time, in conjunction with a developer.

5.9 **Responses to the above comments:**

1. Planning permission has been granted on part of Sur006 for a mix of bungalows and chalet bungalows. The site boundary is screened by buildings on three sides, which will together prevent visual harm to the setting of the church.
2. Sur006 is scored in last place with one green and four red impacts. However, it is considered that the allocation should relate to the planning application site only and not to the larger area submitted to the SHLAA for consideration.
3. The condition on the Sunningdale Drive planning permission will be overridden by the new planning permission. County Highways have said access is proposed to be taken as an extension of Sunnydale Close. The principle of this is acceptable in highway terms but that road may not be suitable to serve the whole of the identified site. Park Lane is not suitable to provide vehicular access to this site because of the narrow carriageway and lack of safe provision for pedestrians. Wood's Lane is also unsuitable to provide access.
4. The support for this site is welcome.

5.10 **Conclusions on site Sur006** – It is not considered that site Sur006 is a suitable Potential Housing Site in Surfleet in its current form. However, if it is reduced in size to conform to the site with planning permission it is considered a suitable Potential Housing Site and should be taken forward as a Preferred Housing Site because:

- It has planning permission for a mixture of bungalows and chalet bungalows on part of the original site, which is screened by existing development which will together prevent visual harm to the setting of the church. It is therefore more deliverable than other options.
- The highways department have advised that there are access issues that restrict the size of the original site.

5.11 **Comments received** - The following comments were made on site **Sur011** (***Land off Station Road, Surfleet***):

1. Two responses have been received that refer to this site whilst submitting new sites for consideration in the SHLAA. One response repeats the issues with this site outlined in the Housing Paper issued in January (Waste water and foul network capacity requires upgrading for this site, Sewers cross the site and a pumping station is nearby, Worst Flood risk, No developer involved). The other suggests that the development of Sur011 is likely to result in a smaller number of dwellings more in keeping with the density of Kingfisher Drive itself, say perhaps 20; six less than indicated.

5.12 Responses to the above comments:

1. It is possible that a developer will wish to develop this site at a lower density but that is unknown at present. It could be higher. The capacity of this site, and all sites not in the sub regional centres, has been estimated at 20dph in order to provide a guide on capacity. This is quite low already and is consistent with an historical rule of thumb of eight to the acre.
2. The site has two positive impacts in the Sustainability Appraisal, making it second equal with Sur004. It is well screened from the A16 and is a suitable extension to the area, in the same way Kingfisher Drive extended the village against Glen Gardens.

5.13 **Conclusions on site Sur011** – It is considered that site Sur011 is a suitable Potential Housing Site in Surfleet and that it should be taken forward as a Preferred Housing Site because:

- It is a well screened extension to this part of the village which is in character with its surroundings. The Sustainability Appraisal scores the site in equal second place.

6 NEW SITES

6.1 The following new site was put forward for consideration as Potential Housing Sites:

1. Sur013 – Surfleet. The Strategic Housing Land Availability Assessment SHLAA concludes that the site is suitable but not achievable. Although opening-up infrastructure costs are likely to be low, it would be unlikely to appeal to a developer of market housing given its relationship with the existing affordable dwellings to its east. The owners indicate that it is intended to be developed as an affordable housing scheme, which could be pursued as a rural exception scheme under policy 16.
2. Sur015 – Surfleet. The SHLAA identifies this site as undevelopable because it would have adverse environmental impacts.

3. Sur016 – Surfleet. The SHLAA concludes it will not have adverse impacts on historical assets and, although it contains three mature trees which contribute significantly to the area's character, it appears possible to develop the site without their loss. The site's relationship to the existing built-up area is good, and it could be developed without undue harm to the character and appearance of the area. The Highway Authority comments that the carriageway of Coalbeach Lane is wide enough here to accommodate the traffic generated by the proposed number of dwellings and the site's frontage is long enough to be able to accommodate an adoptable estate road junction. There is no footway on the site side of Coalbeach Lane but the road is sufficiently lightly trafficked for it to be safe for residents of the site to cross to the footway on the opposite side.
4. Sur017 – Surfleet. The SHLAA identifies this site as undevelopable because it would conflict with the Plan's locational strategy, and have adverse environmental impacts.
5. Sur018 – Surfleet. The SHLAA identifies this site as undevelopable because it would have adverse environmental impacts.
6. Sur019 – Surfleet. The SHLAA identifies this site as undevelopable because it would have adverse environmental impacts, poor location, and likely transport issues.
7. Sur020 – Surfleet. 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: Sur003, Sur004, a modified Sur006, Sur011 and Sur016. These sites have a combined capacity of 155 dwellings, which is slightly above the residual requirement of 151 dwellings. In addition Sur008 and Sur014 contain a further 13 dwellings.

7.2 These allocations and other development opportunities provide the following trajectory for Surfleet.

	Years 1-5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	TOTAL
Completions	12	0	0	0	0	0	12
Commitments	0	17	0	0	0	0	17
Sur003	0	20	0	0	0	0	20
Sur004	0	24	15	0	0	0	39
Sur006	0	26	0	0	0	0	26
Sur008	0	4	0	0	0	0	4

Sur011	0	24	2	0	0	0	26
Sur014	0	9	0	0	0	0	9
Sur016	0	24	20	0	0	0	44
TOTAL	12	148	37	0	0	0	197