# Land East of South Drove
# Lucks Bridge, SPALDING
# PE11 3AY
# Applicant: Mr D Wilson

## Proposed development of up to 9 houses with vehicular access from South Drove .

Planning Statement

Incorporating policy, design, access, and transport.



1

# Contents

1. Summary ..... 3
2. The site and its Location ..... 4
3. History ..... 5
4. Proposed development. ..... 5
   a. The form of the application. ..... 5
   b. Main parameters for development. ..... 5
5. Policy ..... 6
6. Evaluation ..... 7
   a. The acceptability of the principle of development ..... 7
      i. An addition to housing land supply - a policy presumption in favour. ..... 7
      ii. The characteristics of the site as a sustainable development. ..... 8
   b. Loss of high-grade agricultural land ..... 9
   c. Accessibility ..... 9
      i. Walking ..... 9
      ii. Cycling. ..... 9
      iii. Public transport. ..... 10
   d. Views, and impact on local character and appearance ..... 11
   e. Amenity ..... 12
   f. Infrastructure ..... 12
7. Conclusion ..... 13
Appendices ..... 14
   1. Site Plan ..... 14
   2. Location and local services ..... 14
   3. Infrastructure review ..... 14

# 1. Summary

The site is outside the defined settlement boundary for Spalding where new development will normally be restricted. There is however a clear case that permission should be granted to enable the timely supply of sufficient land to meet the District's housing needs.

The National Planning Policy Framework (NPPF) requires Councils to ensure they have an adequate supply of housing land. South Holland District Council does not have the required five-year supply of deliverable housing land, *at 28 February 2017 it was only 3.25 years.* The Council's housing policies that define where housing should be located are therefore out-of-date under the terms of national planning policy (paragraph 49 of the NPPF).

In these circumstances, paragraph 14 of the NPPF tilts the balance in favour of development and advises that planning permission should be granted, unless *'any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed in this Framework taken as a whole*' or where specified policies indicate that development should be restricted. We show that the development would not be harmful the character of the adjacent village nor the local and wider landscape. There are no heritage assets that require protection.

The proposals are shown to constitute sustainable development in terms of the NPPF taken as a whole. It accords with all the dimensions of sustainability in paragraph 7 of the NPPF in that it performs a beneficial economic, social and environmental role by:

- delivering up to 9 much-needed, high-quality, potentially energy efficient family homes (including 3 affordable houses), in a sustainable location with easy access to local services;
- providing a boost to the local economy through the attraction of additional spending power to the area, with spin-off benefits for local businesses;
- creating a significant number of jobs at the construction phase and attracting funding through the New Homes Bonus scheme;
- developing in a location which has public transport services to nearby towns and good pedestrian connections to the village;

In overall terms the following key qualities are also apparent:



**The principle of development here is sound.** This site is part of a settlement where substantial new housing is appropriate. Spalding leads the settlement hierarchy and it is in a general location where growth is encouraged.

**The site is well located for town facilities**. A strategic decision to allow the further expansion of Spalding southwards recognises the land is acceptably located relative to Spalding. It is on the outskirts of town, but so then also is the Holland Park area approved diagonally opposite. Bus stops lie very close to the site.

**It is a windfall site with a high probability of early delivery.** It is broadly acknowledged that not enough small sites are being allocated in local plans. This site is suitable for a small developer, and can be easily made construction-ready.

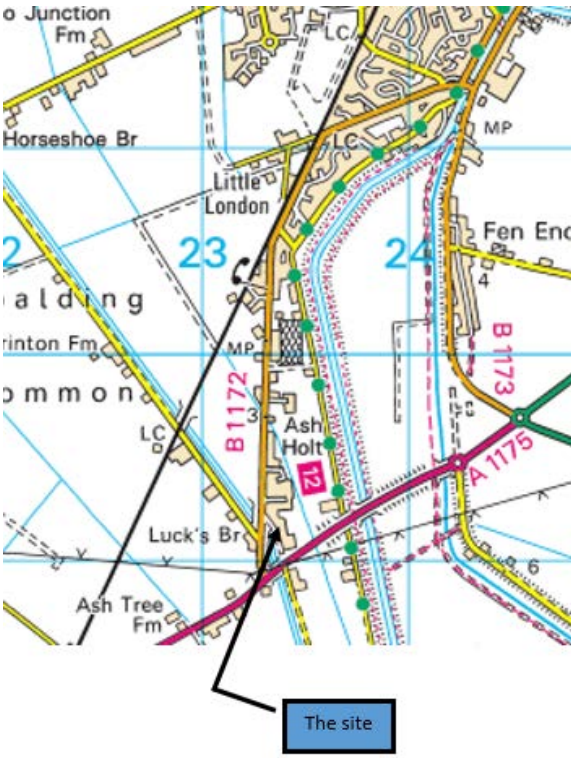
# 2. The site and its Location

Further maps showing location are provided as Appendix 2.

The site is 0.8ha in size, presently in agricultural use, and accessed from South Drove, which is a cul-de- sac off Littleworth Drove , the B1172. The A1175/A16 lies in close proximity to the south.

The site is located outside of, but adjacent to, the defined settlement limit of Spalding. However, the access falls inside the draft Local plan (March 2017) extended development boundary for Spalding.

The site is a 4.3km walk from the notional 'centre' of Spalding (the Post Office) but services exist closer near the junction of Spalding Common and Hawthorn Bank (2.66km to the north). The local village hall is 1180m to the north. Footpaths offer easy connection to all these locations.






# 3. History

There is no relevant planning history.

# 4. Proposed development.

The proposal is for a new residential development, with all matters reserved apart from access from South Drove.

The density of the scheme is 11.25 dwellings per hectare. An illustrative plan shows how some 9 houses may be accommodated.

Pedestrian access via South Drove, offers a convenient route towards bus stops, also facilities and services found to the north. A connecting footpath will be installed at the developer's cost.

## a. The form of the application.

This application is about securing approval to the principle of housing development with access in the manner shown. It also seeks to clarify high level parameters, or key requirements for the development that effectively prevent a 'design code' for subsequent detailed stages of design.

## b. Main parameters for development.

As reflected in the illustrative plan, the main parameters for this development are:

- Vehicular access from South Drove.
- A footpath connection to the existing footpath
- A mix of house types to meet local needs, including affordable housing at 33%.
- Flood measures to be in accordance with the submitted Flood Risk Assessment with site levels increased by variously 0.74 - 1.04m above South Drove dependent on the type of house being built.
- The 9m IDB ByLaw Easement is retained.

These design requirements may be reflected in appropriate planning conditions.

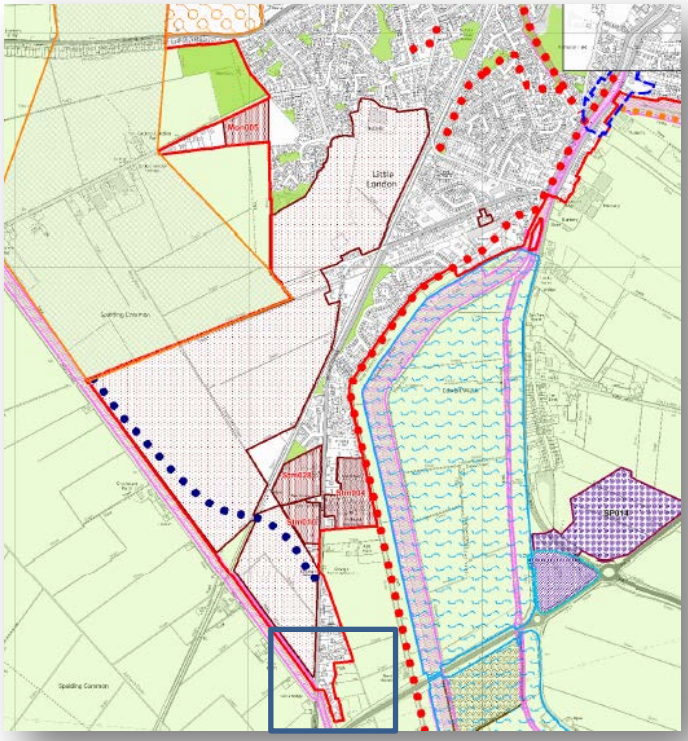




## 5. Policy

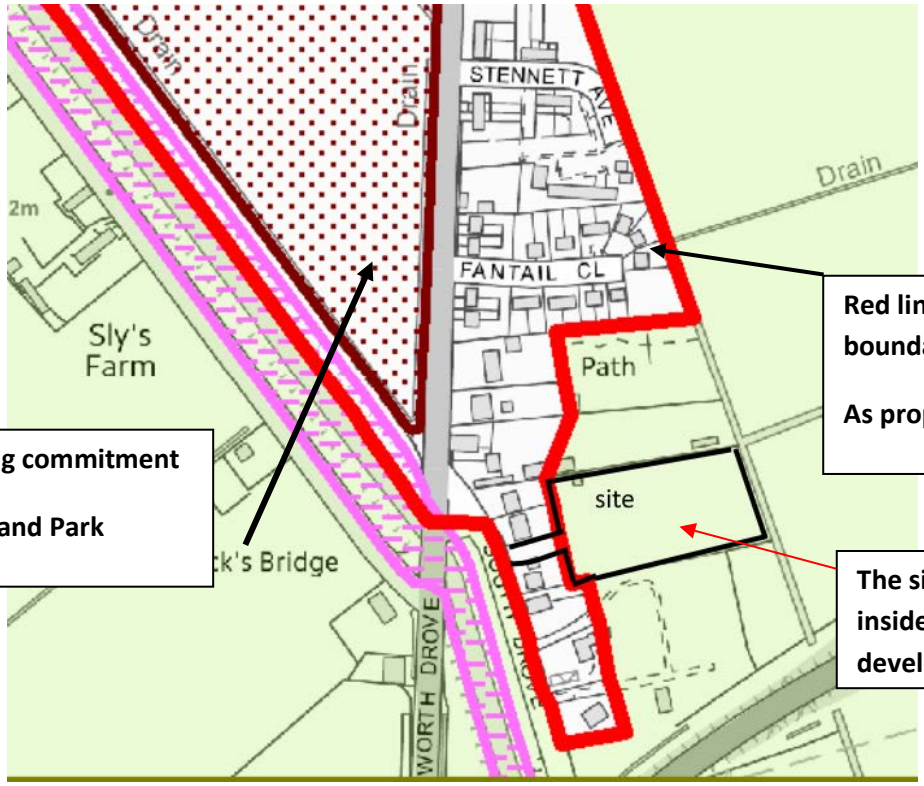
Existing 2006 Local Plan Policy village development boundaries may be given very little weight in the circumstances explained in section 6 below.

Policy 2 of the South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (2017) identified Spalding as a 'Main Service Centre'. The boundaries for the village are shown in the draft proposals map shown below. From this the close proximity to the Holland park urban extension is seen.



**Above and below: Extracts from the March 2017 draft of the emerging Local Plan**






**Red line is new Draft Local Plan boundary.**

**As proposed at March 2017**

**Housing commitment**

**at Holland Park**

**The site, with its access inside the 2017 draft development boundary**

# 6. Evaluation

The structure of the following appraisal is informed by the following Planning Policy principles from the South Holland Local Plan 2006, as modified by the more up to date polices expressed in the National Planning Policy Framework.

| | |
|---|---|
| SG1 General Sustainable Development | |
| SG2 Distribution of Development | |
| SG3 Settlement Hierarchy | |
| SG4 Development in the Countryside | |
| SG6 Community Infrastructure and Impact Assessment | |
| SG11 Sustainable Urban Drainage Systems (SUDS) Policy | |
| SG12 Sewerage and Development | |
| SG13 Pollution and Contamination | |
| SG14 Design and Layout of New Development | |
| SG15 New Development: Facilities For Road Users, Pedestrians And Cyclists | |
| SG16 Parking Standards in New Development | |
| SG17 Protection of Residential Amenity | |
| SG18 Landscaping of New Development | |
| HS7 – new housing in the countryside. | |
| HS8 Affordable Housing | |
| HS11 Open Space in New Residential Developments | |

## a. The acceptability of the principle of development

### i. An addition to housing land supply - a policy presumption in favour.

The site is located outside but adjacent to, the defined settlement limit of Spalding as defined in the Local Plan, 2006. In this instance, the relevant policy context would usually be Policy HS7 (New Housing in the Open Countryside). As the proposal is neither for rural exceptions affordable housing, nor essential to meet the needs of agricultural workers, the application would not normally be supported.

However, the National Planning Policy Framework 2012 (NPPF), is quite clear in its aim to significantly boost the supply of housing and, as outlined in Paragraph 47 of that document, local planning authorities are required to ensure that their Local Plan meets the need for market and affordable housing in the housing market area.

A supply of specific deliverable sites is required, sufficient to provide five years' worth of housing against their housing requirements.

The Council cannot currently demonstrate a 5-year supply of deliverable sites, and can currently demonstrate (at 28 February 2017) a supply of only 3.25 years

Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. In that circumstance, Paragraph 14 of the NPPFprescribes that permission should be granted, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when

assessed against the policies outlined in the NPPF as a whole; or specific policies in the NPPF indicate that development should be restricted.

Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of *sustainable development*.

### Role of small builders in plugging the housing supply gap.

It is broadly acknowledged that small and medium sized builders could do more to address the housing shortfall. To do this LPA's must prioritise the delivery of more construction ready sites. This is potentially one such site.

The balance of reasoning is therefore tilted in favour of the development unless it can be demonstrated that adverse impacts outweigh the advantages.

The following offers an assessment showing the proposal is sustainable development that should be permitted.

## ii. The characteristics of the site as a sustainable development.

Although the site is within the 'open countryside', it is part of an existing built up area (Fantail Close to the north), and is adjacent to the planned urban extension to Spalding (the Holland Park extension commitment, shown in section 5 above).

Further support may be taken from the NPPF that supports development that is 'sustainable'.

A development of the size proposed for 9 houses is not out of keeping with the likely future role and function of Spalding as a growth location. Spalding is defined as a *'Main Town'* in the 2006 Local Plan (Policy SG2) and, as such, is defined as a sustainable settlement offering localised services and acting as a focal point for the rural community. It follows that land immediately adjacent attracts the same advantages provided there is no other evidential harm.

The matter of the role of Spalding in the settlement hierarchy was confirmed by more recent evidence review addressed by the emerging South East Lincolnshire Local Plan. Taking into account Spalding's level of services and facilities, this document identified the village as a 'Sub *Regional Centre'.*

Spalding is a distinct town with diverse neighbourhoods, each with their own character, recognised by Spalding's present settlement boundary. The boundary includes the access to this site. Extension of that boundary eastward will not alter character in an adverse way.

Design will be sympathetic to character. This southern entrance to the town appears to have been planned with very little presence, and the site could assist in helping to create a 'southern gateway' of more physical substance than present. Visual impact is addressed in full below in Section 6d.

New residents will be able to access local and other facilities relatively easily because services are inside easy walking and cycling distance, and given its proximity to bus stops to Spalding and other locations.

To conclude on the broad principles, the absence of adequate housing land supply means that the present development boundaries have effectively become a very low weight consideration. Such boundaries act to restrict the supply of housing and that is now not a supportable approach.

The development is sustainable, and permission should be granted, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies outlined in the NPPF as a whole; or

specific policies in the NPPF indicate that development should be restricted.

it therefore remains to be determined if any adverse impacts of granting permission for housing dwellings in this location would significantly and demonstrably outweigh the dis-benefits of housing development in this particular location.

## b. Loss of high-grade agricultural land

Concern may be raised about the loss of agricultural land to housing. This site is Grade 2 (tbc). Most land within the district is either Grade 1 or Grade 2. To deliver the Council's required housing need it is inevitable that some high-grade agricultural land will be lost. Given this context, it is not considered that the loss of this amount of agricultural land (0.8ha) is an issue that would significantly outweigh the benefits of housing development.

## C. Accessibility

The site is located on the southern edge of a sustainable settlement. It is accessible by a range of travel modes and is therefore well located for residential development. The Holland Park urban extension reaches very close to the site (see Section 5 above - Policy). The size of Holland Park will inevitably increase transport services to this part of town, as well as provide facilities within closer reach to this site.

The following shows services are within acceptable walking distance of the site. There is existing pedestrian infrastructure including footways. Large areas are contained within cycling distance and the existing cycle infrastructure, including off-road cycle routes are within easy cycle distance. In addition, there are good opportunities for public transport.
Key aspects of good local accessibility are also shown in Appendix 3.

### i. Walking

The present development will provide a footpath connection from the site entrance along South Drove to connect with Littleworth Drove.

The local village hall is 1180m to the north, and the Lincolnshire Gallery is even closer.

Other services are found around 2.5km to the north near the junction of Spalding Common and Hawthorn Bank (Drayman's Arms Pub, Andrews DIY store, shop and filling station also Jacksons Builders merchants).

The site is a 4.3km walk from the notional 'centre' of Spalding Town (the Post Office). Footpaths offer easy connection to all these locations.

There is clearly considerable variation in what may be regarded as an acceptable walking distance. The IHT Guidelines for Providing Journeys on Foot1 provides more comprehensive advice. The suggested acceptable walking distance presents a preferred maximum of 2000m. Some services are well with that distance (Village Hall and Lincolnshire gallery), others lie just beyond. In overall terms the site generally satisfies such accessibility criteria.



### ii. Cycling.

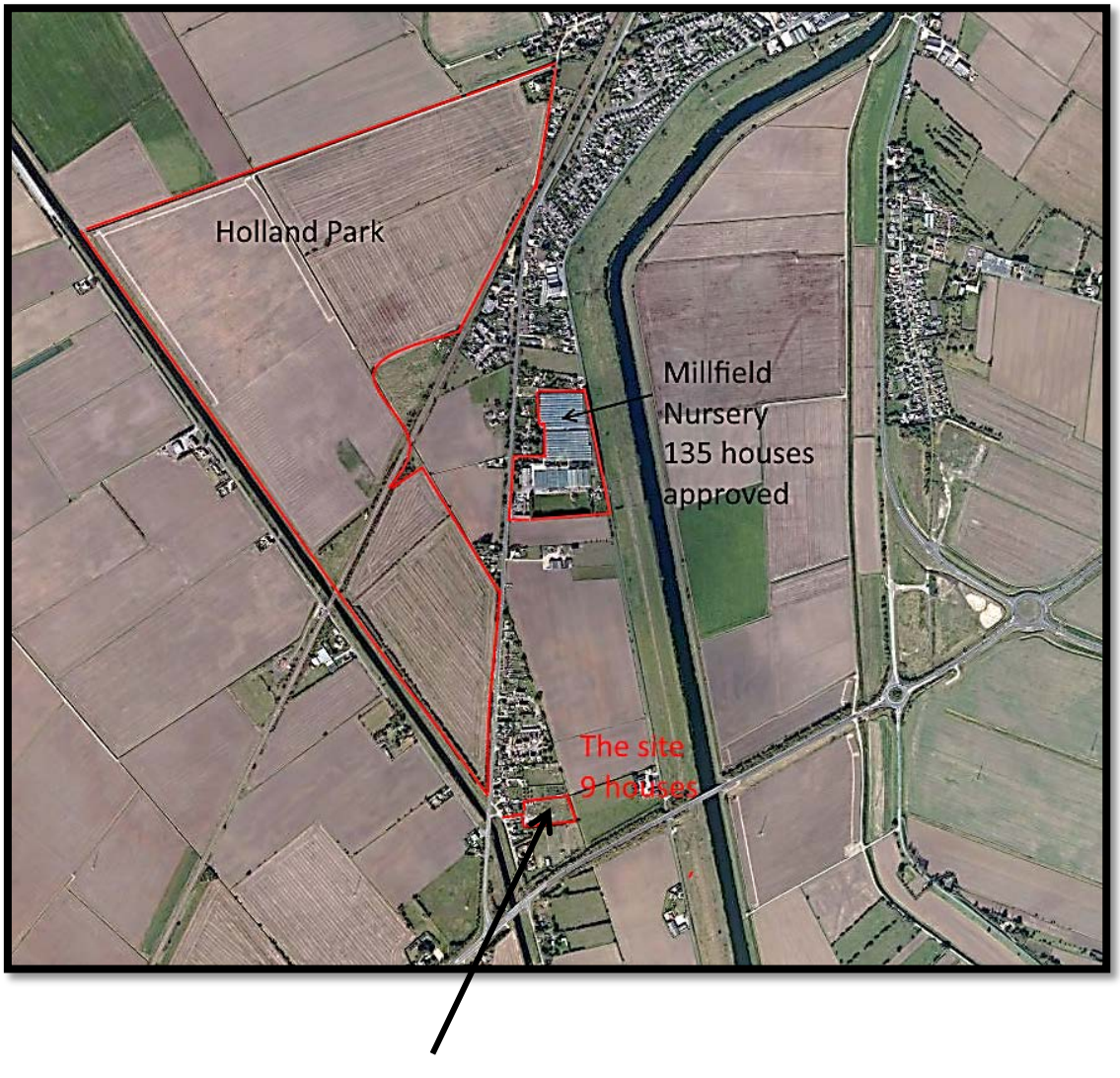
With regard to cycling PPG13 also notes that for journeys of less than *five kilometres*, cycling offers a potential substitute to car borne trips. This distance includes the centre of Spalding, 4.3km away by road..
LCC's cycle infrastructure map is attached. This shows the opportunity in the immediate area for off-road cycle routes. There are no cycle routes on the B1172 Spalding Common, but Cradge bank to the north forms part of National cycle routes No 12. This provides a direct route into Spalding Town Centre

### iii. Public transport.

A regular bus service exists, as shown in Appendix 2. There is 1 key service to Spalding, and Peterborough that offers an hourly service Mondays to Saturdays, between about 7am and 8pm with a 2 hourly service on Sundays. The bus stops are 300m from the site. The bookable Call Connect service is also available.

Given the frequency of the bus services, the destinations served, and the proximity of the bus stops, there are reasonable opportunities for bus travel to and from the site.

**The site in context with other southern extensions to Spalding – showing major approved developments close by**



## d. Views, and impact on local character and appearance

Limited High level views of the site are possible from the bridge over the nearby South Drove Drain. Views are otherwise restricted given perimeter roadside vegetation to the elevated main road A1175/A16.

Those views that do exist are not of any recognised landscape value, and are remote. Additionally, in the circumstances of the district's low housing supply, it is not possible to protect countryside for its own sake.

Whilst greenfield development in this location will undoubtedly alter the character of the surrounding area, this change will be minor in the circumstances. It is not considered that this impact would be to a degree that would significantly and demonstrably outweigh the benefits of delivering housing in this location.

Although the design of houses is not for a decision at this stage, it will provides for a mixture of dwellings in terms of size, tenure and design and will include off- street parking. The density of the scheme is 11.25 dwellings per hectare – this is a low suburban standard that is felt to be fitting for this location.

Floor levels will need to be 0.74 - 1.04 metres above the road level of South Drove at the entrance to the site (see the Flood Risk assessment). Given the site's proposed low density, and absence of neighbours other than on the site's western face, it will be readily possible to secure a design where the ground levels are graded gradually upwards to ensure no marked change in levels. There will be no adverse design consequences as can occur in a more densely developed area, and no harm to the character of the street.

In conclusion, the proposed development would not cause significant harm to the character and appearance of the area. Once the design is detailed, it would accord with the relevant parts of the Framework or with policy SG14 of the South Holland Local Plan 2006 (Local Plan). This states that new development should be designed to ensure that it makes a positive contribution to the architectural and visual quality of its surroundings and respect local vernacular, and to take into consideration the relationship of the development to the character form and scale if existing buildings.

## e. Amenity

The level of amenity will be appropriate for future occupants. All dwellings will have sufficient levels of amenity space, including rear gardens.

It is accepted that development in this location will alter the appearance of the surrounding area for those residents adjacent to the site. However, there is no right to a view and the development is acceptable in terms of its relationship with the existing built edge of Spalding.

## f. Infrastructure

The site is across the road from the Holland Park extension to Spalding. This will in time integrate with the neighbourhood the present site sits in. An additional 9 units here is of little numerical significance in infrastructure terms relative to Holland Park.

Concerns may generally arise about incremental development and issues relating to the provision, and strain on existing, infrastructure, (utilities, services and facilities). However, in the emerging new South East Lincolnshire Local Plan there have been no fundamental objections from infrastructure providers to town expansion options presented there. The emerging South East Lincolnshire Local Plan will be required to plan fully for the provision of all types of infrastructure, to support the future growth of the District. Appendix 4 provides a note of the Council's recent review of infrastructure provision in Spalding as derived from the Local Plan process.

## g. Technical planning matters: Flood risk

A separate flood risk assessment is presented and concludes:

- In an area of flood risk it would be preferable for the proposed dwellings to be constructed with two stories with all sleeping accommodation on the first floor. This would ensure that no residents would be at risk whilst they were asleep and provide a refuge on the first floor.
- If the buildings are built with two stories with sleeping accommodation on the first floor then the minimum ground floor level should be 2.80m OD, 0.74 metres above the road level.
- If the buildings are to be bungalows with sleeping accommodation on the ground floor the ground floor level should be no lower than 3.10m OD, 1.04 metres above the road level of South Drove at the entrance to the site.
- The bungalows should also be constructed with a staircase to the roof space so that this can be used as a refuge if the area is affected by flooding.
- If any flooding started to occur residents should escape along Spalding Common before flood water rose to the level of the road, or in an extreme event shelter on the first floor of the building.
- Occupiers of the property should register with the Environment Agency's Floodline Warnings Direct Service.
- The building should be designed incorporating flood resistant and resilient techniques to allow it to be refurbished after being flooding to a depth of approximately 300mm above the floor level of the new building. Consideration should be given to the electrics and heating pipes being distributed at ceiling level rather than

at floor level. Materials used for the floor and walls should be able to withstand flooding for a period of a few days.

- On site surface water drainage will be discharged into soakaways and these should be designed to BRE Digest 365 and approved under Building regulations. If percolation tests indicate that soakaways will not work satisfactorily then the surface water from the roofs and any excess from the roads should be discharged into a lagoon or a suitable storage facility and discharged at a low rate into the IDB drain on the eastern side of the site, subject to the approval of the Welland and Deepings IDB.

## 7. Conclusion

Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 7 then sets out three dimensions to sustainable development as follows:

An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

The proposed development will provide some temporary employment during the construction of the properties. New residents are also likely to support existing local services and businesses.

Funding would be attracted from the Government's New Homes Bonus. Although not unique to this case it is a financial benefit.

The majority of employment for the future residents may be located in the district.

Other benefits claimed for the scheme are further support for the local shops, pubs, churches and the primary school. Any risk of decline or closure will be reduced as additional business will be generated.

A social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being;

In social terms the development would provide much needed housing, some of which would be affordable, and this would help meet the local needs. There is little reason to doubt that it could be delivered speedily, and it would contribute toward the required 5-year supply of housing land. In the present context this is considerable value.

An environmental role – the development will contribute to enhancing the natural, built and historic environment. This is shown in this statement with the principles presented behind the illustrative layout. Once the design is detailed, it would accord with the relevant parts of the Framework or with policy SG14 of the South Holland Local Plan 2006 (Local Plan). This states that new development should be designed to ensure that it makes a positive contribution to the architectural and visual quality of its surroundings and respect local vernacular, and to take into consideration the relationship of the development to the character form and scale if existing buildings

# Appendices

1. Site Plan
2. Location and local services
3. Infrastructure review

# Appendix 1.
# Site Plan

Contractors are responsible for checking all dimensions on site prior to work commencing.Due to areas of the structure being covered, unexposed or otherwise inaccessible the notes / specifications of existing materials are subject to confirmation of site when it is feasible to expose the relevant areas of construction. All material schedules are given in good faith and for pricing purposes only. It is the responsibility of the contractor to check their accuracy before ordering any materials. Remway Design accepts no responsibility for the accuracy of these material schedules.

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VISUAL SCALE 1:500 @ a3

# Block Plan

Drg No

**2475 / 02B**

Lucks Bridge | Spalding Common

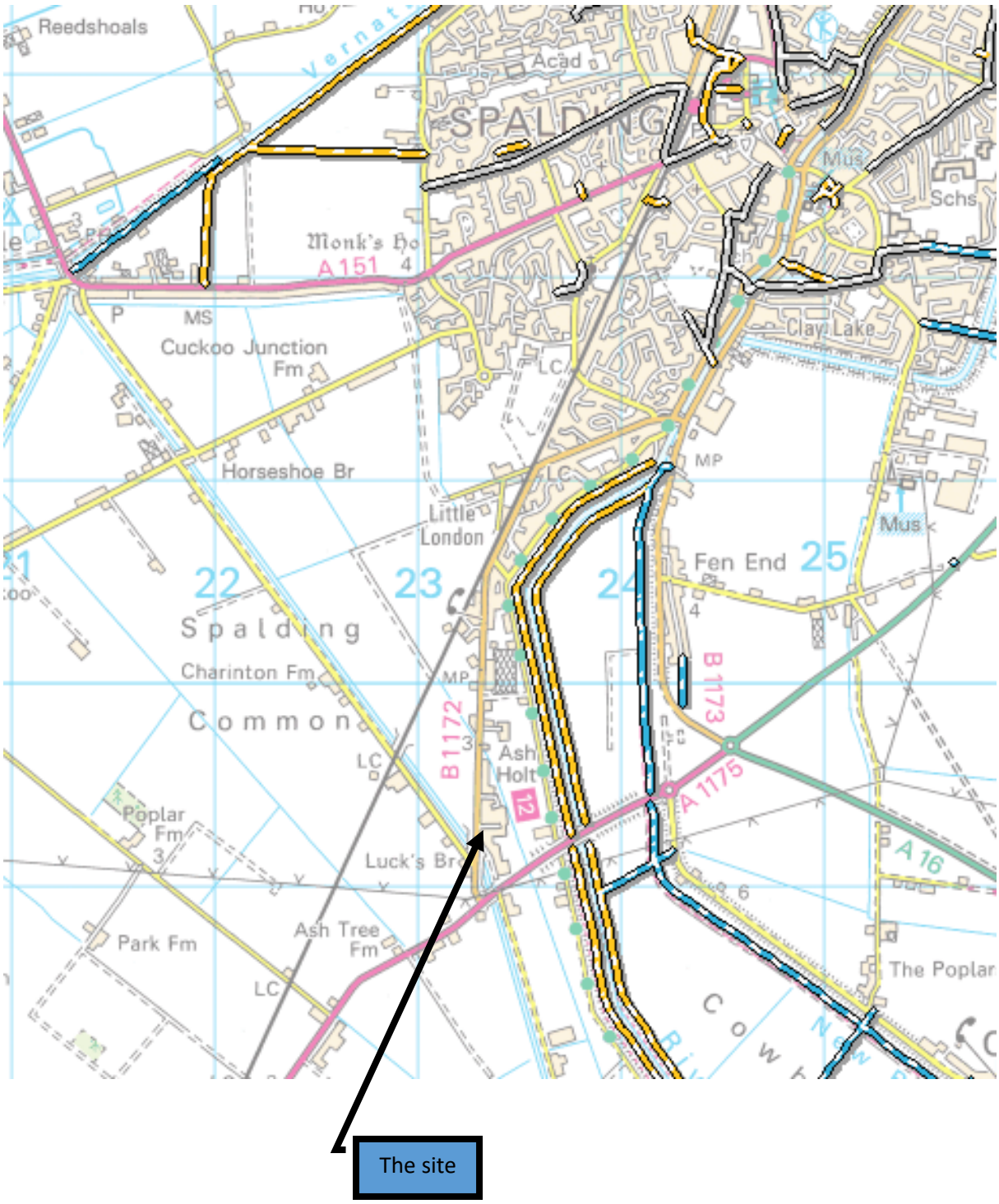
remway Design Ltd

# Appendix 2
# Location and local services

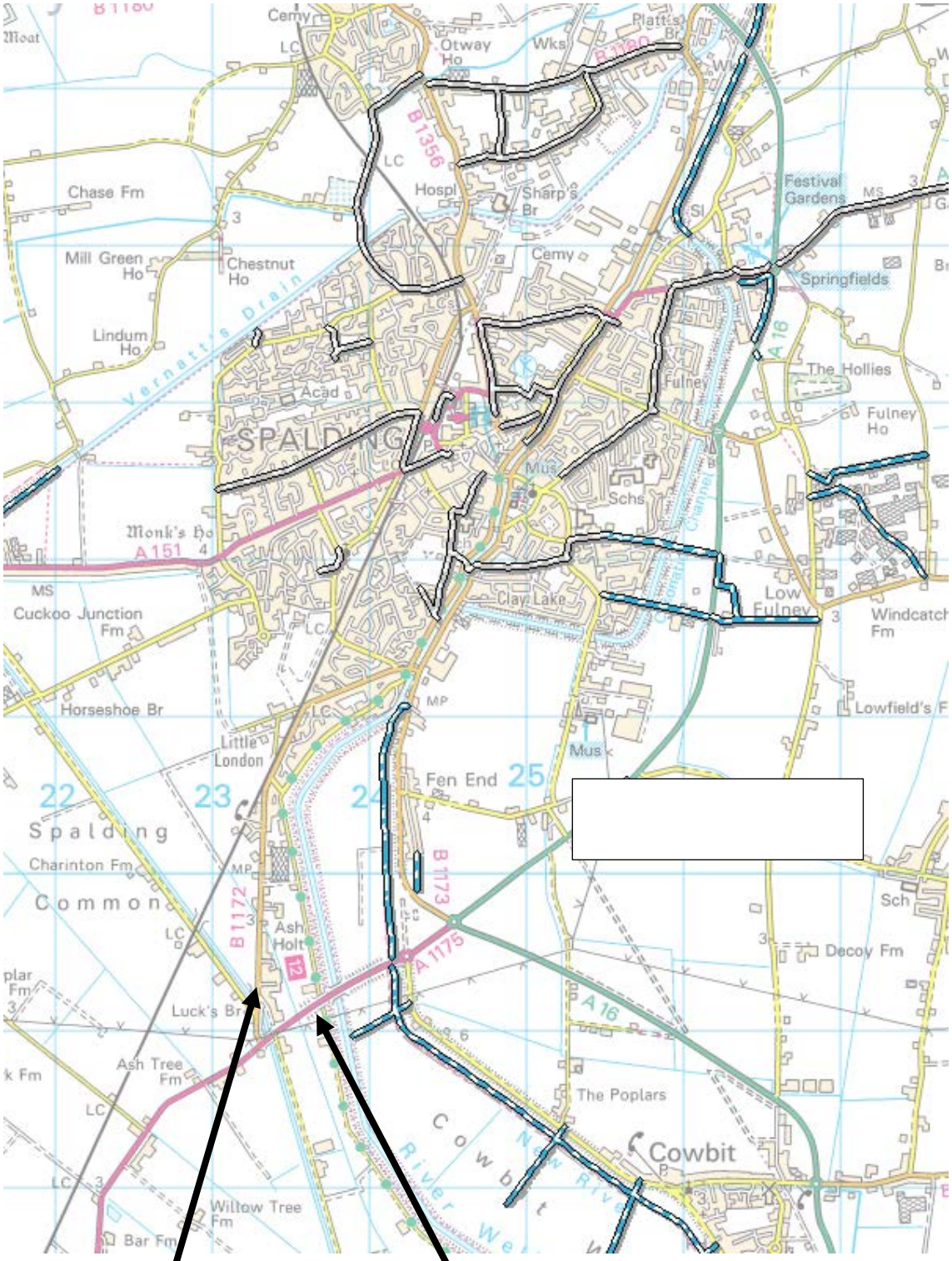
# Site location relative to Spalding centre



# Walking routes

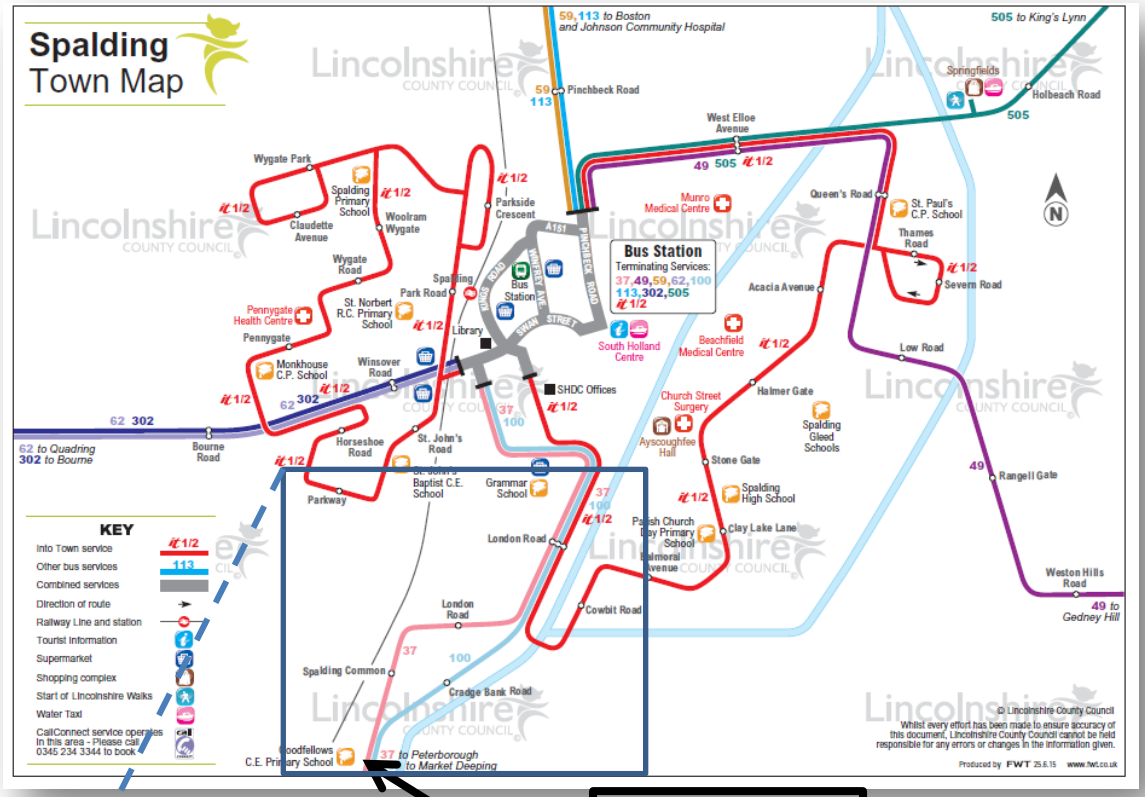


# Cycle routes

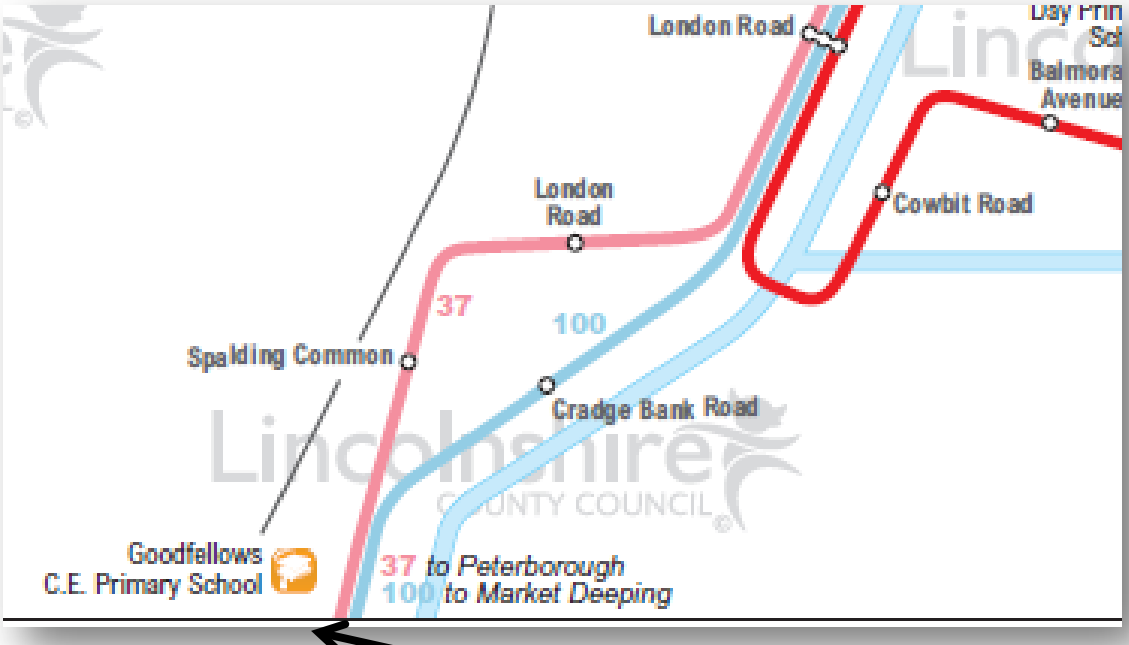


# Local Bus routes http://www.lincsbus.info June 2017

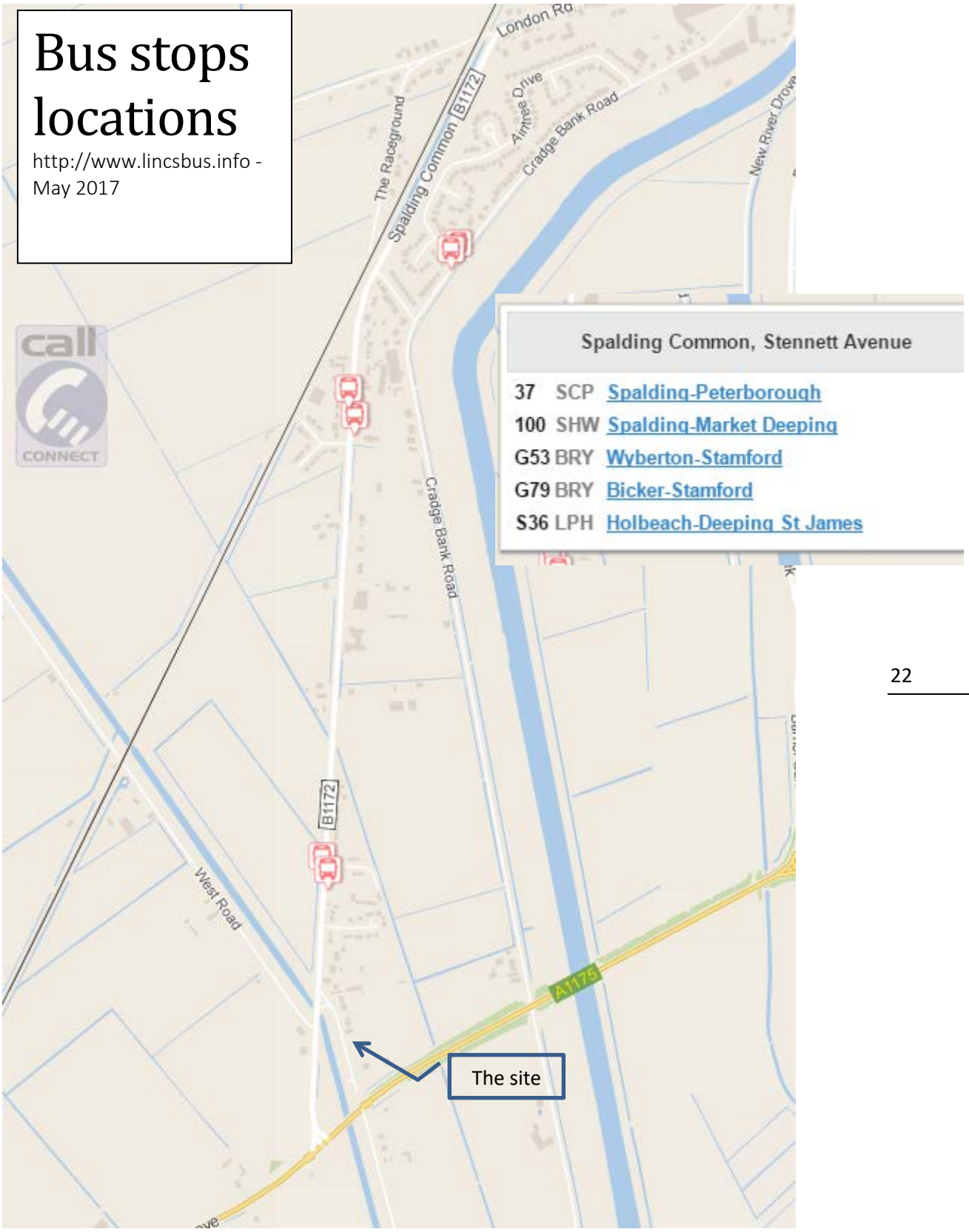
The site is served by the 37 Interconnect – Spalding – Cowbit Peterborough




The site is just off this map




The site is just off this map


Bus stops locations
http://www.lincsbus.info - May 2017
call CONNECT
Spalding Common, Stennett Avenue
37 SCP Spalding-Peterborough
100 SHW Spalding-Market Deeping
G53 BRY Wyberton-Stamford
G79 BRY Bicker-Stamford
S36 LPH Holbeach-Deeping St James
London Rd
The Racecourse
Spalding Common
B1172
Aintree Drive
Cradge Bank Road
New River Drove
West Road
A1175
The site

# Appendix 3.
# A note on Infrastructure

## The following is derived from the SELLP Housing paper: Spalding January 2017

*"4.1 **Education** – the County Education Department has commented that 'additional capacity is filtering through the primary school to 2018, but there is limited capacity available going forward. There is currently capacity at Spalding secondary schools, but a new secondary school will be required in the second phase of the plan. The nearest Sixth form (within a school) is in Spalding, which has some capacity available to meet the need identified'.*

*4.2 **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'.*

*4.3 **Flood risk** – the Environment Agency have commented 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 >1.6m: it is unlikely that mitigation measures would prevent flood water from entering the building at ground floor level. Therefore proposals must be a minimum 2 storey with no ground floor habitable accommodation. The first floor living accommodation shall be above the highest predicted flood depth; depths of 1-1.6m: proposals must be a minimum 2 storey with FFL set at a minimum of 1m above ground level, flood resilient construction shall be used to a height of 300mm above the predicted flood level, demountable defences to 600mm above FFL; depths 0.5-1m: FFL to be set above ground level, flood resilient construction shall be used to a height of 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; depths 0-0.25m: FFL to be set 300mm above ground level.*

*4.4 Welland and Deepings IDB have commented that 'in line with current recommendations the use of Sustainable Drainage Systems (SuDS) should be considered as a first approach to dealing with surface water run-off. Consent for the discharge of surface water to a watercourse must be obtained from the IDB. If the surface water run-off rates can be restricted to 1.4litres/sec/Ha, then there will be minimal impact on the drainage network. However, in certain circumstances, where restriction down to this rate is not possible, the IDB may consider allowing a higher rate, if it is considered appropriate. Discharging surface water to a watercourse may incur a Surface Water Development Contribution Fee, depending on the rate of discharged agreed with the IDB" 4.5 Where SuDS are consented as the surface water drainage method, it is important that a future maintenance regime forms part of the consent. Without maintenance SuDS will not function in the long term. IDBs are prepared to take on the maintenance of certain types of SuDS on a site by site basis, and subject to payment of a commuted sum to cover future costs. If this is the preferred option, developers should consult with the IDB at an early stage to incorporate the IDB's requirements for maintenance access etc.*

*4.6 Where a site relies on private watercourses to convey flow to the Board's system, consideration should be given to the condition of the private drainage system and whether it is capable of dealing with the proposed flows. Where a development results in an increase in flow above the 1.4l/s/Ha greenfield rate then riparian owners should be consulted to see if they are willing to take the extra flow. If a private watercourse requires improvement to cater for the flow from the development then this would have to be undertaken at the developers cost with the agreement of the riparian owners downstream.*

*4.7 Where a site is adjacent to an IDB watercourse, Byelaws will apply which may restrict elements of the development. In such cases consent will be required from the IDB.*

*4.8 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).*

***4.9 Sewage Treatment** – The Environment Agency has commented that Spalding Water Recycling Centre (Sewage Treatment Works) has capacity for 25,000 dwellings. Anglian Water has commented that the Water Recycling Centre has capacity to serve all the sites. The foul sewerage network would require upgrading for all sites, except Pin062.*

***4.10 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 sites. "*