Planning Statement

Single house on land adjacent to 74 Reservoir Road, Surfleet Seas End, PE11 4DH



Matrix Planning Ltd

36 Stamford Road, Market Deeping,
Peterborough, PE6 8AB
t: 01778 343 659
m 07789 483 134
e: gordon@matrixplanning.co.uk
www.matrixplanning.co.uk

RTPI
mediation of space · making of place

Contents

1. The site..... 3
2. The proposal..... 5
3. Planning history 5
4. Planning Assessment. 6
   a. Policy 6
   b. Contribution to Sustainable Development..... 7
   c. Character, Context and Design 9
   d. Other matters..... 9
      i. Loss of agricultural land 9
      ii. Flood risk..... 10
5. Conclusion..... 11

APPENDICES – NOTES ON SUSTAINABILITY ISSUES FOR SURFLEET SEAS END 12

1. The site.

The site, 620m2 in size, was once used as agricultural land but is now undeveloped land pinched between two houses (No's 68 and 74). It is part of an existing built up area of linear development following Reservoir Road. It was included as a housing plot as part of adjacent housing development, but such permission as once exited was not implemented (see history).

The site is bounded to the south by Reservoir Road and to the north by open fields.







Showing the site as an integral part of the Surfleet Seas End Settlement



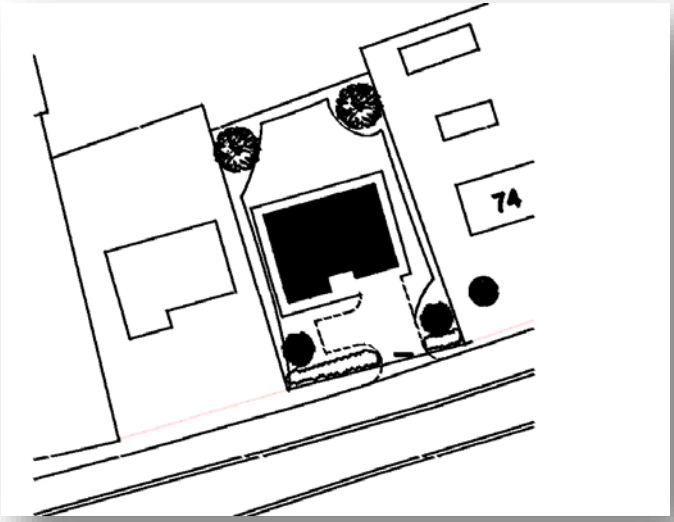
Map source: google

2. The proposal

To develop one house broadly in the manner shown below. The proposal is entirely outline. All matters apart from the principle of the development are reserved (layout, appearance, access, scale and landscaping will fall to be decided at a later date).

Plainly access is to be taken from Reservoir road but the design of the entrance geometry not been submitted.

The finished floor levels will be approximately level with the road to assist with flood risk management (a separate flood risk assessment is submitted).



3. Planning history

H17/0038/96 Erection of 4 dwellings both sides of 74 Reservoir Road (this included the present site)

H17/0916/01 One house Refused

4. Planning Assessment.

a. Policy

In order to promote sustainable development in rural areas, saved Policies SG3, and HS7 of the South Holland Local Plan (2006) [SHLP] seek to focus new development in towns and larger villages, and to limit new housing outside these locations, including in 'other rural settlements'. Surfleet Seas End is identified as an '*other rural settlement*' in Policy SG3 of the SHLP, and as such is considered to fall within the countryside for the purposes of local planning policy. SG3 states:

> *" In all other rural settlements (as shown on the proposals map) only a very limited amount of new development will be permitted and only in exceptional circumstances to meet demonstrated local needs and where the location of the development is well related to the built up area of the settlement".*

The case is made here that Policy SG3 is met positively as:

- The present proposal, for only one plot, is a 'limited amount of new development'
- Local needs are met given local housing land shortages
- The development is well located to the built up area as it fills a gap, thereby logically completing the street scene
- It cannot be described as located in the open countryside as it is part of an otherwise built-up frontage. The principle of development had previously been accepted as the plot once had permission for housing (see history above in 3).

Policy HS7 of the SHLP only permits new housing in locations such as this where it is essential to meet the needs of agricultural or forestry workers or is for affordable housing. There is no suggestion that the proposed development falls into either of these two categories. However this policy is plainly out of date as evidenced by permission being granted for development in other SG3/HS7 settlements (see Appendix 1 page 13). Further as the Council does not have a demonstrable supply of housing land[1] the presumption in favour of sustainable development applies. This is addressed next.

[1] South Holland cannot currently demonstrate a 5-year supply of deliverable sites as per the provisions of NPPF. In the context of the objectively assessed need identified in the Council's Strategic Housing Market Area Assessment (SHMA), completed in 2014, and including a 20% buffer by virtue of a persistent under delivery of housing, the Council can only currently demonstrate a 2.4 year supply of deliverable sites. As per the provisions of Paragraph 49 of the NPPF, the Council's Local Plan polices relevant to the supply of housing are considered out-of-date and the presumption in favour of sustainable development applies.

b. Contribution to Sustainable Development

Paragraphs 6-9 of the Framework indicate that sustainability should not be interpreted narrowly, and that the elements of sustainable development cannot be undertaken in isolation, but should be sought jointly and simultaneously.

Surfleet and Surfleet Seas End function very much as a combined settlement, and share the services indicated in Appendix 2. They are governed by the same Parish Council and share a proximity and close identification with each other only superficially separated by a trunk road (the A15) but joined by a cyclepath that travels under the A15 – see photographs in Appendix 5.

The A15 is also a principal bus corridor (see Appendix 4). Indeed the council seemed to recognise the suitability for new development in both villages in their Housing Land Availability exercise where three sites near the present site were deemed suitable for development (se Appendix 3).

The combined village has a wide range of local services and facilities including an excellent bus service connecting with neighbouring settlements including the key town of Spalding and Peterborough. Facilities are readily available within easy walking distance in Surfleet (a settlement of equal policy status with Surfeet Seas End in the SG3 settlement hierarchy)

Whilst the site itself is not central to services in the combined Surfeet and Surfleet Seas End settlement, this is common to many villages in the area. The combined settlement functions very much as envisaged by paragraph 55 of the NPPF:

> *"..where there are groups of smaller settlements, development in one village may support facilities in another"*

The NPPF sets out three dimensions to sustainability which are mutually dependent. These are explored below.

i. <u>Environmental considerations</u>

The proposal would secure the reuse of land that otherwise has no clear purpose. It would maintain the existing linear pattern of housing along Reservoir Road. Given the nature of surrounding development, the proposal could reasonably be described as infilling. The Local plan 'Policy HS7' restrictions must be considered out of date due to the lack of a 5 year housing supply.

The proposal also offers the prospect of improvements to the street scene by creating some enclosure to the road. This is an environmental advantage.

In considering the wider environmental role the scheme will also deliver high standards of energy efficiency, thus helping to minimise any adverse impact arising from development

ii. Economic matters

Development of the site would help to sustain local services and contribute to their vitality and viability. Whilst the proposal will not contribute directly to the economy, the addition of a single new dwellings will make an indirect contribution through: ·

- The creation of local construction jobs
- The use of local tradesmen and where possible the use of local materials
- Upon completion, the scheme will help create a larger local community resulting in additional expenditure in local shops, services and facilities, thus injecting additional wealth into the economy helping to sustain existing businesses

iii. Social issues.

The village of Surfleet and Surfleet Seas End has a wide range of local services and facilities including an excellent bus service connecting neighbouring settlements including the key town of Spalding and Peterborough.

The settlement is sustainable and capable of supporting new residential development. The site is within walking and cycling distance of the key services and facilities in the village.
The addition of a new dwelling, has the potential to contribute is a small but positive way to strengthen the settlement and integrate with the existing village community.
The NPPF seeks to promote sustainable development in rural areas and acknowledges (in s55) that development in one settlement can support the services and facilities of villages nearby.

c. Character, Context and Design

i. Appropriate infill suited to the area's character

The site is located within the defined settlement limits and could be supported as appropriate infill, given the residential nature of its surroundings. Whilst the site is not brownfield land, the scheme is an appropriate use Agricultural land within the village envelope, of this small size, is most unlikely to find an alternative beneficial use. This field is not at a scale to maximise crop production and the benefits of losing this small portion of agricultural land vastly outweighs the loss.

The Plot does not have a key value as open space as views are constrained by the houses on either side. There is no argument that the space is a valued 'Local Green Space' in the sense of NPPF para 77.

ii. Design

This is an outline scheme so design will be advanced in a subsequent submission. A likely footprint has been shown to demonstrate that a single house may readily fit on the site. Care will be taken to ensure that the proposed design reflects the character of their surroundings.

iii. Amenity for occupiers and neighbours

The level of amenity is appropriate for future occupants. All dwellings would have sufficient levels of amenity space, including rear gardens. Neighbours' amenity can readily be guarded – a matter for subsequent designs.

d. Other matters

i. Loss of agricultural land

The vast majority of land within South Holland is either Grade 1 or Grade 2. In order to deliver the Council's required 'objectively assessed housing need', as per the provisions of the NPPF, it is inevitable that some high-grade agricultural land will be lost. Given this context it is not considered that the loss of agricultural land in this location is an issue that would significantly and demonstrably outweigh the benefits of housing development, and thus represent a valid reason for refusal in this instance.

The proposed development would add to the local housing stock, would make efficient use of land and provide for the re-use of land that has no agricultural purpose.

ii. Flood risk

A Flood risk assessment is submitted separately. This shows:

- The site is within Flood Zone 3(a) indicating a high risk of a 1 in 200 year or greater annual probability of tidal flooding from the River Welland, as shown on the Environment Agency's (EA) Flood Zone map. These maps do not take into account existing flood defences.

- Applying the flood risk vulnerability classification in Table 2 of the Guidance the development is classified as "more vulnerable" and the Table 3 states that the development of a new dwelling requires the sequential and exception test to be considered.

- As the proposed development is located in Flood Zone 3(a) the NPPF requires the sequential test to be applied to determine if there are any reasonably available and suitable alternative sites for this type of development. This site may be considered as a windfall site and there may be some others available in Surfleet Seas End.

- However they are unlikely to have a lower flood risk than the site proposed, as the whole of this area is within Flood Zone 3(a), is at a similar level, and therefore will have the same flood risk. The sequential text is therefore satisfied as it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding.

- The Exception Test must be applied and for this tobe passed:
  - It must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by the Strategic Flood Risk Assessment; and
  - A site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking into account of the vulnerability of its users, without increasing flood risk elsewhere, and where possible will reduce floodrisk overall.

  Both parts of this test must be satisfied in order for the development to be considered appropriate in terms of flood risk.

- The first requirement is demonstrated by the Supporting Planning Statement as the economic, social and environmental aspects of sustainability are positively addressed
- The second requirement is satisfied by the submitted flood risk assessment demonstrating that the development will be safe for its lifetime and it will not increase flood risk elsewhere.

- Finished floor levels will be set at 4.90m, the same level as the public road at the front of the site. All bedrooms will be at first floor level.

5. Conclusion

The Council wants to identify new greenfield housing sites through the South East Lincolnshire Local Plan process. This is still at an early stage. However, it is clear, in the absence of a 5-year supply of deliverable housing sites, that national guidance and recent appeal decisions nationally mean that in the period until a new Local Plan is adopted, the Council's ability to identify sites to meet it supply targets is weakened.

A key material consideration in this case is the lack of a 5-year supply of deliverable housing sites. In such a situation, Paragraph 14 of the NPPF is quite clear 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.

As such, as per the provisions of the NPPF, 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. 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".*

Paragraph 14 of the NPPF is quite clear 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.

Appeal decisions since the publication of the NPPF highlight that the most significant material consideration is housing land supply and that local planning authorities cannot rely on arguments that housing need will be addressed in any emerging local plan. A great number of schemes, ranging from small to large in scale have been approved on appeal on the basis of a lack of a 5-year supply of deliverable housing sites.

The above considerations weigh in favour of applying planning policy to allow for infill development. The development is in a sustainable positon as the village 'works' in conjunction with its neighbour. Permission has already been granted in other comparable settlements.. Relevant sustainability facts are aired in this statement, with evidence.

Even if the above factors are not agreed with by the council, there is still a clear environmental advantage to granting permission. A new house will complete the street scene by creating enclosure, and will lead to clear environmental advantage in putting this site to beneficial use.

APPENDICES – NOTES ON SUSTAINABILITY ISSUES FOR SURFLEET SEAS END

Background work connected with the emerging South east Lincolnshire Local Plan *(June 2013: 'Assessment of settlements and their sustainability credentials')* separated Surfleet and Surfleet Seas End. Surfleet was in the top ten of all 72 settlements for sustainability yet Surfleet Seas End was deemed less sustainable.

The conclusion is based on a false premise that the two villages are separate for the purposes of sustainability; plainly a different conclusion would be reached if both settlements were counted as one given their close proximity and identity. The following information provides evidence of the positive connection between the two.

The combined settlement functions very much as envisaged by paragraph 55 of the NPPF:

> *"..where there are groups of smaller settlements, development in one village may support facilities in another"*

Appendices

1. Other Policy SG3 settlements where permission has been granted
2. Showing the facilities and services in Surfleet Seas End and Surfleet
3. Review of strategic housing land availability assessment, Sept. 2012
4. Bus accessibility
5. Key underpass connection between Surfleet and Surfleet seas end

1. Other Policy SG3 settlements where permission has been granted

The suitability of the site for development may be assessed in the context that permission has been granted elsewhere, in settlements that are also restricted by Local Plan PoliciesSG3/ HS7. Some examples include:

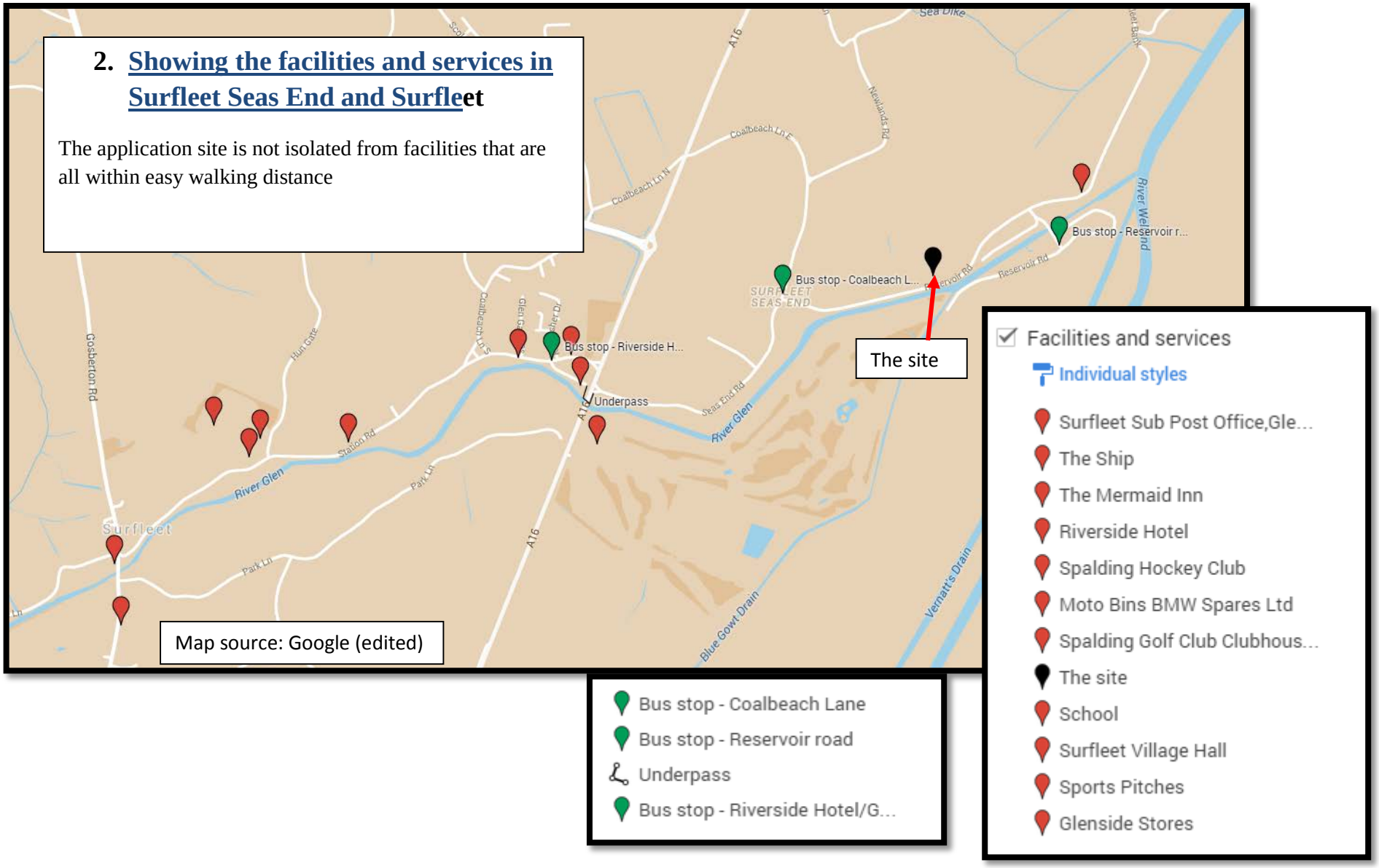
H15-0988-14 Town Drove- Quadring. One house. Approved 2014.

H17-0880-14 Coalbeach Lane, Surfleet, Approved 12/12/2014

The applicant's case here is that an even handed approach is warranted:

2. Showing the facilities and services in Surfleet Seas End and Surfleet

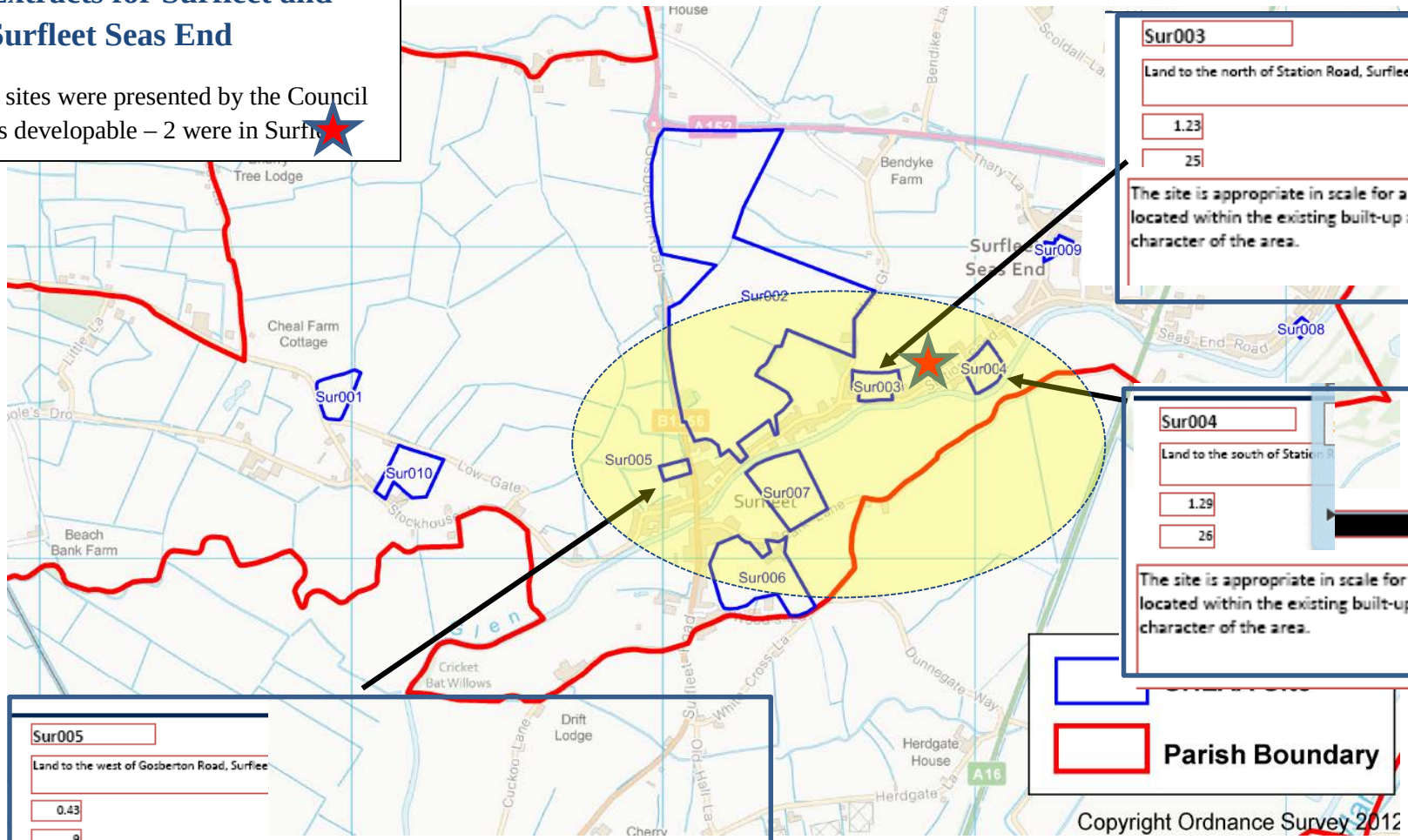
The application site is not isolated from facilities that are all within easy walking distance



3. Review of Strategic Housing Land Availability Assessment, Sept. 2012

Extracts for Surfleet and Surfleet Seas End

3 sites were presented by the Council as developable – 2 were in Surfl



Sur003

Land to the north of Station Road, Surfleet

1.23

25

The site is appropriate in scale for a village with a relatively limited range of services, and is located within the existing built-up area. Its redevelopment would cause little harm to the character of the area.

Sur004

Land to the south of Statio

1.29

26

The site is appropriate in scale for a village with a relatively limited range of services, and is located within the existing built-up area. Its redevelopment would cause little harm to the character of the area.

Sur005

Land to the west of Gosberton Road, Surflee

0.43

9

The site is appropriate in scale for a village with a relatively limited range of services, and is located within the existing built-up area. Its redevelopment would cause little harm to the character of the area.

4. BUS ACCESSIBILITY

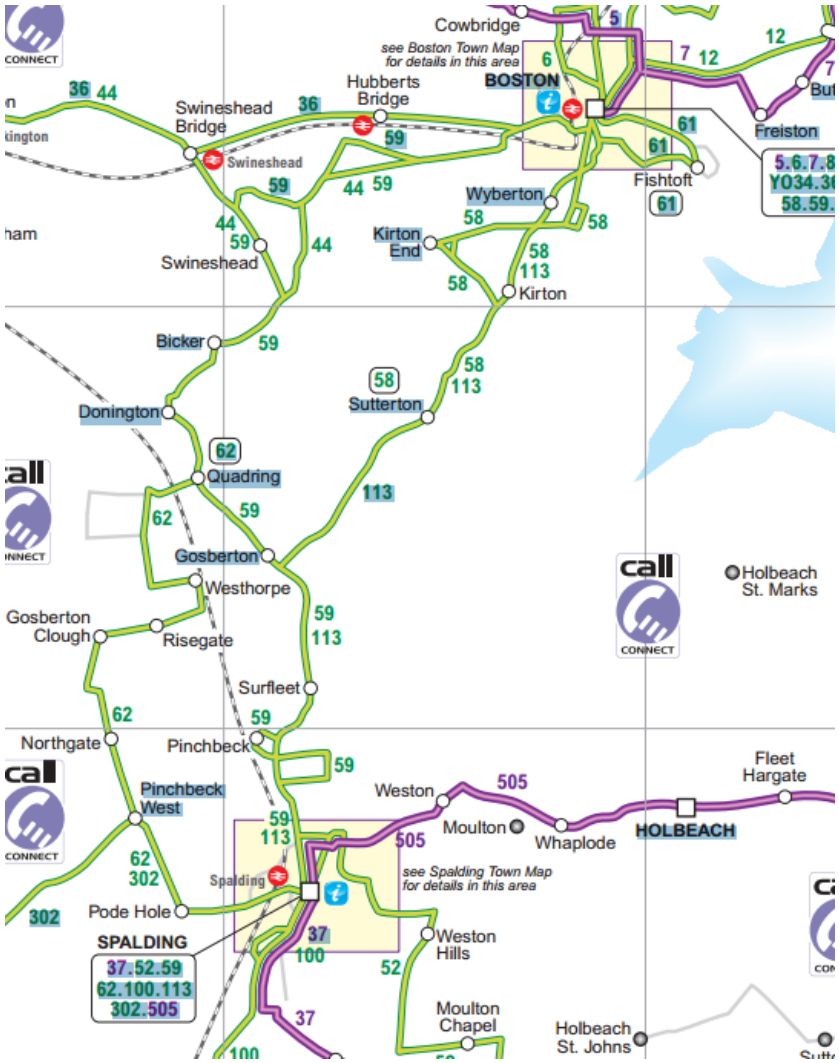
Showing Surfleet and Surfleet Seas End on a main bus corridor

ROUTE 113

- Spilsby
- Boston
- Spalding

ROUTE 59

- Spalding
- Donington
- Boston



5. KEY UNDERPASS CONNECTION BETWEEN SURFLEET AND SURFLEET SEAS END

The underpass is a wide and attractive lit route under the A14. The surface level A16 is not an obstruction to movement.



