

South East Lincolnshire Strategic Housing Land Availability Assessment (July 2018)



South East Lincolnshire
Joint Strategic Planning Committee



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1 What is a Strategic Housing Land Availability Assessment?

- 1.1 The National Planning Policy Framework (NPPF) indicates that Local Plans *“should be based on adequate, up-to-date, and relevant evidence about the economic, social and environmental characteristics and prospects of the area.”* (paragraph 158). Amongst this evidence, the NPPF states that *“local planning authorities should ... prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability, and the likely economic viability of land to meet the identified need for housing over the plan period”* (paragraph 159).
- 1.2 The NPPF goes on to indicate that *“local planning authorities should ensure that their assessments of ... housing, employment and other uses are integrated”* (paragraph 158), and that *“reviews of land available for economic development should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments”* (paragraph 161). In slight contrast, the Planning Practice Guidance (PPG) refers to the production of a ‘Housing and economic land availability assessment’, which would identify *“a future supply of land which is suitable, available and achievable for housing and economic development uses over the plan period.”*
- 1.3 This assessment looks only at potential sites for meeting South East Lincolnshire’s housing needs, and a separate assessment has been carried to look at potential employment land – the Strategic Employment Land Availability Assessment. However, the two assessments have been produced in parallel, and each has taken account of the findings of the other.
- 1.4 The PPG makes it clear that an *“assessment is an important evidence source to inform plan making but does not in itself determine whether a site should be allocated for development. This is because not all sites considered in the assessment will be suitable for development (e.g. because of policy constraints or if they are unviable). It is the role of the assessment to provide information on the range of sites which are available to meet need, but it is for the development plan itself to determine which of those sites are the most suitable to meet those needs.”*

2 What sites have been assessed?

- 2.1 **The geographical area covered by the South East Lincolnshire Strategic Housing Land Availability Assessment (SELSHLAA)** - The PPG states that *“the area selected for the assessment should be the housing market area ...”*. However, the SELSHLAA is intended to provide evidence to underpin the production of the South East Lincolnshire Local Plan, which covers the

combined areas of Boston Borough and South Holland District. The two local authority areas are located within different Housing Market Areas (HMAs) - Boston Borough is within the Coastal Lincolnshire HMA, whilst South Holland is within the Peterborough Sub-Regional HMA.

2.2 In these circumstances, it is considered more appropriate for the SELSHLAA to cover the Local Plan area (i.e. Boston Borough and South Holland District Councils' areas).

2.3 **Site size** – The PPG states that *“the assessment should consider all sites and broad locations capable of delivering five or more dwellings or economic development on sites of 0.25ha and above. Where appropriate, plan makers may wish to consider alternative site size thresholds.”* The SELSHLAA sets a threshold of 0.1ha, to reflect the fact that smaller-scale sites may potentially be required, given the predominantly rural nature of the Plan area.

2.4 **Site type** – The PPG identifies that the following types of site should be included:

- *“Existing housing and economic development allocations and site development allocations and site development briefs not yet with planning permission;*
- *Planning permissions for housing and economic development that are unimplemented or under construction;*
- *Planning applications that have been refused or withdrawn;*
- *Land in the local authority’s ownership;*
- *Surplus and likely to become surplus public sector land;*
- *Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted changes e.g. offices to residential);*
- *Additional opportunities in established uses (e.g. making productive use of under-utilised facilities such as garage blocks);*
- *Business requirements and aspirations;*
- *Sites in rural locations;*
- *Large scale redevelopment and redesign of existing residential or economic areas;*
- *Sites in and adjoining villages or rural settlements and rural exception sites;*
- *Potential urban extension and new free standing settlements.”*

It also goes on to indicate that *“plan makers should issue a call for potential sites and broad locations for development, which should be aimed at as wide an audience as is practicable so that those not normally involved in property development have the opportunity to contribute.”*

- 2.5 The SELSHLAA has been produced in accordance with the above advice, with specific 'calls for sites' issued in July 2011 and May 2014, and sites also being submitted as part of all Local Plan public consultation exercises.

3 How have sites been assessed?

- 3.1 **Capacity** - the PPG indicates that *“the estimation of the development potential of each identified site should be guided by the existing or emerging plan policy including locally determined policies on density.”* However, neither the adopted South Holland Local Plan (July 2006) nor the Boston Borough Local Plan (April 1999) specify residential densities, and the 'South East Lincolnshire Local Plan 2011-2036 Draft for Public Consultation (including site options for development) January 2016' merely indicates that density will be amongst the sustainable development considerations (policy 3), and that *“in residential developments of 10 or more dwellings the Local Planning Authorities will seek to secure a mix of property types to meet the housing needs of the Local Plan area ...”* (policy 14).
- 3.2 In these circumstances, it has been assumed that (unless a specific capacity was available from e.g. a planning permission or Local Plan allocation) potential housing sites would be developed at the following gross densities:
- 40 dwellings per hectare in central parts of Boston and Spalding;
 - 30 dwellings per hectare elsewhere in Boston and Spalding, and in central parts of Butterwick, Crowland, Donington, Holbeach, Kirton, Long Sutton, Old Leake, Sutterton, Sutton Bridge, and Swineshead; and
 - 20 dwellings per hectare elsewhere.
- 3.3 For some larger sites assumptions on capacity have been reduced (where it is expected that they will contain major distributor roads, schools, neighbourhood centres, open spaces serving a wider area, or significant landscape buffer strips).
- 3.4 **Suitability** – the PPG indicates that *“assessing the suitability of sites or broad locations for development should be guided by:*
- *the development plan, emerging plan policy and national policy;*
 - *market and industry requirements ...”* and
- “in addition to the above considerations, the following factors should be considered to assess a site’s suitability for development now or in the future:*
- *physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;*
 - *potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation;*

- *appropriateness and likely market attractiveness for the type of development proposed;*
- *contribution to regeneration priority areas;*
- *environmental/amenity impacts experienced by would be occupiers and neighbouring areas.”*

3.5 Taking account of the above guidance, the following criteria for assessing suitability were used:

EMERGING LOCAL PLAN

- The scale of housing development which the emerging South East Lincolnshire Local Plan seeks in the settlement.

ENVIRONMENTAL IMPACTS

- Impacts on natural assets (Ramsar sites, Special Protection Areas, Special Areas of Conservation, Sites of Special Scientific Interest, Sites of Geological Interest, National Nature Reserves, Local Wildlife Sites) or upon natural habitats or biodiversity networks.
- Impacts on heritage assets (Scheduled Ancient Monuments, Registered Parks and Gardens, listed buildings, conservation areas, non-designated heritage assets). Initial assessments were carried out by Planning Officers but, for sites that were identified as ‘Potential’ or ‘Preferred’ Housing Sites, more expert and specialist views were sought.
- Impact on the amenity, character and appearance of the area (e.g. avoiding settlement coalescence, relationship with the existing development form, character and street pattern, etc.)

INFRASTRUCTURE

- Whether development will lead to the loss of open space, green infrastructure, employment land, or community, education, recreation or social facilities.
- Whether development will place undue burdens on infrastructure.

LOCATION

- Whether the site is close to jobs, shops, schools, healthcare, community and leisure facilities and open space.
- Whether the site is located within or adjacent to a settlement.

SITE CHARACTERISTICS

- Amenity value of the site.
- Agricultural land quality.
- Whether previously-developed land.

- Whether there are any nearby ‘bad neighbour’ uses.

TRANSPORT

- Whether development will create or exacerbate traffic problems.
- Potential to contribute to the delivery of transport infrastructure identified in the Local Transport Plan (i.e. Spalding Western Relief Road, and Boston Distributor Road).
- Pedestrian, cycle and public transport links to jobs, shops, schools, healthcare, community and leisure facilities and open space.

- 3.6 Following discussions with the Environment Agency, it was decided that flood risk would not be used as a criterion for assessing suitability but that, for each site, the following information would be recorded:
- Flood zone – i.e. zone 1, zone 2, zone 3a, or zone 3b;
 - Flood hazard – i.e. no hazard, low hazard, danger for some, danger for most, or danger for all; and
 - Flood depth – i.e. no hazard, 0m-0.25m, 0.25m-0.5m, 0.5m-1m, 1m-2m, or more than 2m.
- 3.7 Where a site’s suitability appears potentially constrained, the SELSHLAA identifies the constraint and what action would be needed to overcome it.
- 3.8 **Availability** – the PPG indicates that *“a site is considered available for development when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips, tenancies, or operational requirements of landowners.”*
- 3.9 Taking account of the above guidance, sites have been considered as available provided: their owners have indicated that they will be released for development in a timely fashion; and there are no known obstacles to their being brought forward.
- 3.10 Where a site’s availability appears potentially constrained, the SELSHLAA identifies the constraint and what action would be needed to overcome it.
- 3.11 **Achievability** – the PPG indicates that *“a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period.”*

- 3.12 Given that achievability is essentially concerned with economic viability, this element of the Assessment consists of a comparison of the potential value of dwellings (from Land Registry average house price data), against potential unusual development costs (e.g. site clearance or decontamination, a need for significant infrastructure, etc.).
- 3.13 Where a site's achievability appears potentially constrained, the SELSHLAA identifies the constraint and what action would be needed to overcome it.
- 3.14 **Timescale and rate of development** - the PPG indicates that *"the local planning authority should ... assess the timescale within which each site is capable of development. This may include indicative lead-in times and build-out rates for the development of different scales of sites."*
- 3.15 The South East Lincolnshire Local Plan will cover the twenty-five year period from 2011 to 2036, and is expected to be adopted in 2017. Thus, years 1 to 6 of the Plan period will be pre-adoption, and years 7 to 25 will be post-adoption. Sites which are suitable to be developed when judged against the provisions of the Boston Borough Local Plan (April 1999) or South Holland Local Plan (July 2006) could potentially be developed in years 1 to 6. However, sites that would require allocation in the South East Lincolnshire Local Plan could not be developed until year 7 at the earliest.
- 3.16 Delivery rates for sites with extant planning permissions were individually considered, but the following development rates were applied to sites that would require allocation before their development could begin:
- Sites of 1-19 dwellings – development expected to begin in year 7, and to progress at 3 dwellings per annum
 - Sites of 20-49 dwellings – development expected to begin in year 8, and to progress at 8 dwellings per annum
 - Sites of 50-249 dwellings - development expected to begin in year 9, and to progress at 25 dwellings per annum
 - Sites of 250-999 dwellings – development expected to begin in year 10, and to progress at 50 dwellings per annum
 - Sites of 1,000+ dwellings – development expected to begin in year 12, and to progress at 100 dwellings per annum
- 3.17 Where improvements to essential infrastructure are expected to be needed before a site could be developed, the assumed start-date of development was delayed.

4 How have sites been classified?

- 4.1 A site which is assessed as available, achievable **and** suitable is considered as **developable**. Depending upon how long it is expected to take before a site's development will be complete, it is classified as:
- **developable (6-10)**;
 - **developable (11-15)**;
 - **developable (16-20)**; or
 - **developable (21-25)**.
- 4.2 A site which is assessed as unavailable, **or** unachievable **or** unsuitable is classified as **undevelopable**.

5 What version of the SELSHLAA is this?

- 5.1 This is the fifth version of the SELSHLAA to be published – the preceding versions were published in:
- January 2016, to accompany the South East Lincolnshire Local Plan 2011-2036: Draft for Public Consultation (including site options for development);
 - July 2016, to accompany the South East Lincolnshire Local Plan 2011-2036: Public Consultation on Preferred Sites for Development;
 - April 2017, to accompany the South East Lincolnshire Local Plan 2011-2036: Publication Version; and
 - June 2018, to include amendments that arose from discussions at the Examination of the Local Plan, which related to:
 - changes to the housing targets for Boston, Crowland, Donington, Holbeach, Kirton, Long Sutton, Moulton, Pinchbeck, Spalding, Sutterton, Sutton Bridge, and Swineshead;
 - additional sites in Boston (Fis017A), Donington (Don035), Sutterton (Sut034) and Weston (Wsn036);
 - new information affecting sites in Fishtoft (Fis041), Kirton (Kir003, Kir016 and Kir037), Moulton (Mou035), and Spalding (Mon005 and Pin038); and
 - map corrections for Spalding (Mon005 and Mon025) and Sutton Bridge (Sub027).
- 5.2 This version includes two additional sites in Deeping St Nicholas (Dsn017 and Dsn018).

6 What are the overall findings?

- 6.1 The SELSHLAA considers 1,121 sites, and of these:
- 692 (61.7%) are classified as undevelopable; and
 - 429 (38.3%) are classified as developable.
- 6.2 The 429 developable sites could theoretically accommodate a total of new dwellings:
- 35,833 in South Holland District; and
 - 15,283 in Boston Borough.
- 6.3 Of those totals, the following numbers are theoretically developable during the Local Plan period (years 1-25):
- 29,858 in South Holland District; and
 - 15,068 in Boston Borough
- 6.4 A settlement-by-settlement summary of the developable sites is provided in the tables below.

Theoretical Housing Capacity – South East Lincolnshire							
Area	Years 1 to 5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	Total
South Holland District	0	7,239	12,203	6,103	4,313	5,975	35,833
Boston Borough	0	3,547	5,831	3,587	2,103	215	15,283
South East Lincolnshire Total	0	10,786	18,034	9,690	6,416	6,190	51,116

Theoretical Housing Capacity – South Holland District							
Settlement	Years 1 to 5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	Total
Spalding	0	2,997	7,534	5,089	3,778	5,731	25,129
Cowbit	0	98	39	0	0	0	137
Crowland	0	417	371	0	0	0	788
Deeping St Nicholas	0	123	82	0	0	0	205
Donington	0	382	587	28	0	0	997
Fleet Hargate	0	32	22	0	0	0	54
Gedney Church End	0	11	0	0	0	0	11
Gedney Hill	0	139	100	0	0	0	239
Gosberton	0	167	222	0	0	0	389
Holbeach	0	457	1192	812	535	244	3,240
Holbeach Hurn	0	4	0	0	0	0	4
Long Sutton	0	582	500	85	0	0	1,167
Moulton	0	107	37	0	0	0	144
Moulton Chapel	0	217	157	0	0	0	374
Pinchbeck	0	157	179	0	0	0	336

Quadring	0	139	135	0	0	0	274
Surfleet	0	192	137	0	0	0	329
Sutton Bridge	0	235	345	89	0	0	669
Sutton St James	0	146	58	0	0	0	204
Tydd St Mary	0	42	27	0	0	0	69
Weston	0	444	399	0	0	0	843
Whaplode	0	151	80	0	0	0	231
South Holland District Total	0	7,239	12,203	6,103	4,313	5,975	35,833

Theoretical Housing Capacity – Boston Borough							
Settlement	Years 1 to 5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26+	Total
Boston	0	1,941	4,274	3,287	2,090	215	11,807
Bicker	0	118	57	0	0	0	175
Butterwick	0	48	32	0	0	0	80
Fishtoft	0	84	54	0	0	0	138
Freiston	0	11	0	0	0	0	11
Haltoft End	0	2	0	0	0	0	2
Kirton	0	659	744	75	0	0	1,478
Old Leake	0	111	20	0	0	0	131
Sutterton	0	241	390	225	13	0	869
Swineshead	0	169	217	0	0	0	386
Swineshead Bridge	0	35	0	0	0	0	35
Wigtoft	0	50	10	0	0	0	60
Wrangle	0	78	33	0	0	0	111
Boston Borough Total	0	3,547	5,831	3,587	2,103	215	15,283

7 Site-by-site findings

7.1 How to find the assessment for a particular site

1. The assessments are grouped together by settlement, so the first step is to find the assessments for the town or village you are interested in – click on the relevant name in the list below.
2. The second step is to find out what reference number the site has been given. You can find the reference number by looking at the map for the relevant town or village, and locating the site you are interested in.
3. Once you know the site's reference number, you should be able to find the assessment.

- [Algarkirk](#)
- [Amber Hill](#)
- [Benington](#)
- [Bicker](#)
- [Boston](#)
- [Butterwick](#)
- [Cowbit](#)
- [Crowland](#)
- [Deeping St Nicholas](#)
- [Donington](#)
- [Fishtoft](#)
- [Fleet Church End](#)
- [Fleet Hargate](#)
- [Fosdyke](#)
- [Frampton West](#)
- [Freiston](#)
- [Gedney Church End & Black Lion End](#)
- [Gedney Drove End](#)
- [Gedney Dyke](#)
- [Gedney Hill](#)
- [Gosberton](#)
- [Gosberton Clough & Risegate](#)
- [Haltoft End](#)
- [Holbeach](#)
- [Holbeach Bank](#)
- [Holbeach Clough](#)
- [Holbeach Drove](#)
- [Holbeach Hurn](#)
- [Holbeach St Johns](#)
- [Holbeach St Marks](#)

- [Holland Fen](#)
- [Hubbert's Bridge](#)
- [Kirton](#)
- [Kirton End](#)
- [Kirton Holme](#)
- [Langrick Bridge](#)
- [Leake Comonside](#)
- [Leverton](#)
- [Little Sutton](#)
- [Long Sutton](#)
- [Lutton & Lutton Gowts](#)
- [Moulton](#)
- [Moulton Chapel](#)
- [Moulton Seas End](#)
- [Nene Terrace](#)
- [Northgate, West Pinchbeck](#)
- [Old Leake](#)
- [Pinchbeck](#)
- [Quadring](#)
- [Saracen's Head](#)
- [Scrane End](#)
- [Shepeau Stow](#)
- [Spalding](#)
- [Surfleet](#)
- [Sutterton](#)
- [Sutton Bridge](#)
- [Sutton St Edmund](#)
- [Sutton St James](#)
- [Swineshead](#)
- [Swineshead Bridge](#)
- [Tongue End](#)
- [Tydd Gote](#)
- [Tydd St Mary](#)
- [Weston](#)
- [Weston Hills](#)
- [Whaplode](#)
- [Whaplode Drove](#)
- [Whaplode St Catherine](#)
- [Wigtoft](#)
- [Wrangle](#)
- [Wrangle Common](#)

- [Wyberton Church End](#)