

# Central Lincolnshire Housing and Economic Land Availability Assessment

March 2020



## Contents

1.0	Introduction.....	3
2.0	National Policy Context .....	3
3.0	Local Policy Context .....	4
4.0	Methodology.....	4
5.0	Conclusion.....	9

## Appendices

- A Datasets used for constraint check
- B Sites submitted that do not meet the threshold
- C Site Assessment Details – City of Lincoln
- D Sites Assessment Details – North Kesteven District
- E Site Assessment Details – West Lindsey District

(Please note appendices C, D and E are separate to this document)

## 1.0 Introduction

- 1.1 The National Planning Policy Framework (NPPF) sets out a requirement for Local Authorities to maintain an adequate supply of housing sites in their area<sup>1</sup>. The Planning Practice Guidance (PPG) identifies a methodology for carrying out a Housing and Economic Land Availability Assessment (HELAA) which is the technical study that provides the evidence base in order to assess land availability for suitable, available and achievable sites for housing and economic development. The HELAA 'is an important source of evidence to inform plan-making and decision-taking, and the identification of a 5-year supply of housing land'<sup>2</sup>.
- 1.2 It is important to note that the HELAA is a technical study and its role is to provide information on a range of sites, including the suitability, availability and achievability of land for development. The HELAA does not determine which sites should be allocated through the Local Plan but it does provide an important evidence base about a wide range of sites. The HELAA does not alter any existing policies or designations and is not a statement of policy. The HELAA assessment is based on an objective and consistent methodology which seeks to capture information on constraints as they are at a certain point in time.

## 2.0 National Policy Context

- 2.1 The NPPF underwent substantial revision and was published in July 2018 (with further minor updates in February 2019) and continues to set out the Government's planning policy framework for England. The delivery of sustainable development and the three overarching objectives of economic, social and environmental factors remains at the heart of national planning policy.
- 2.2 The preparation of an evidence base to identify an up to date land supply in order to inform the development of the local plan is required in the NPPF. Paragraph 67 of the NPPF sets out that 'strategic policy making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment'.
- 2.3 In order to assist in interpreting and applying the NPPF, the Government produced the Planning Practice Guidance (PPG) in 2014 and provides a live source of guidance updated regularly by Government. The PPG identifies that 'plan-making authorities may carry out land availability assessments for housing and economic development as part of the same exercise, in order that sites may be identified for the use(s) which is most appropriate'<sup>3</sup>. All sites are included in the Central Lincolnshire HELAA March 2020, regardless of what use they have been promoted for by the landowner/ agent.

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<sup>1</sup> Paragraph 67 – National Planning Policy Framework 2018

<sup>2</sup> Paragraph: 001 Ref: ID: 3-001-20190722 - Planning Practice Guidance

<sup>3</sup> Paragraph: 001 Ref: ID: 3-001-20190722 - Planning Practice Guidance

## 3.0 Local Policy Context

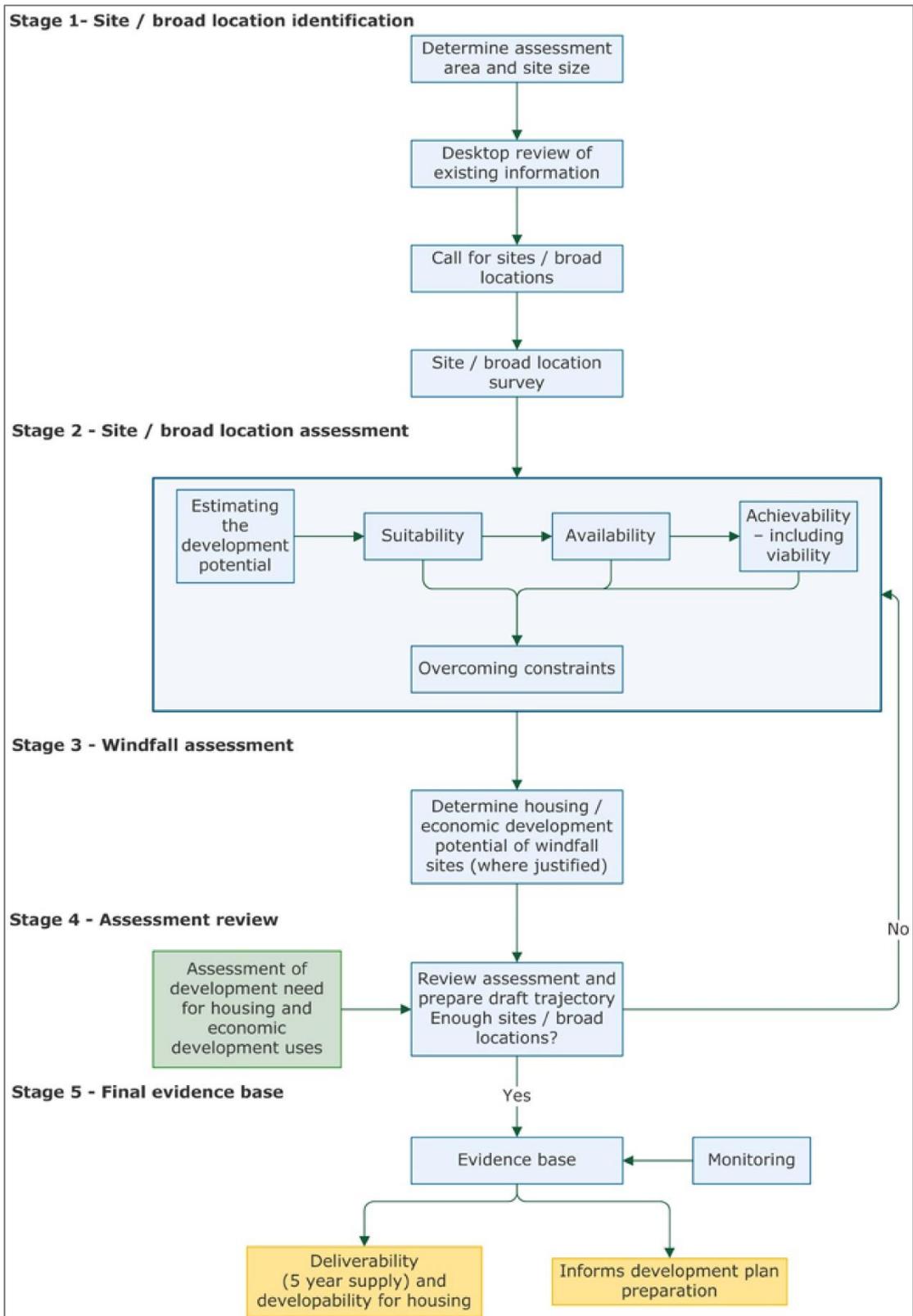
- 3.1 The first Central Lincolnshire Local Plan was adopted in April 2017. Central Lincolnshire is a joint planning unit responsible for plan making across three local authority areas, including City of Lincoln Council, North Kesteven District Council and West Lindsey District Council.
- 3.2 In January 2019 the decision was taken to review the adopted Local Plan in order to respond to the changes published in the revised NPPF in July 2018 and to address land supply in Central Lincolnshire.
- 3.3 The last assessment of land supply (SHLAA) was published in July 2015 and was a key piece of evidence that informed the preparation of the current 2017 Local Plan. This HELAA has been prepared to revisit the sites identified in 2015 to make sure that only sites that are available and are being actively promoted through the HELAA process are included moving forward.
- 3.4 Owners and promoters of sites that were in the Central Lincolnshire sites database were consulted between February and March 2019 with a new site suggestion form to confirm the ongoing suitability and availability of their sites for development. The form sent out requested a wide range of information including details about the deliverability of sites. An interactive map was provided on the Central Lincolnshire Local Plan website where those contacted could review the site boundary held on file and any corrections or amendments needed could be flagged and resolved. This consultation process has enabled a clear and up to date assessment to take place. Responses were received on 440 sites and these sites are included in this assessment.
- 3.5 A call for sites was carried out in June 2019 to allow for new sites to be put forward and added to the sites database. This report contains the new sites together with those previously contained within the June 2019 report, providing the most up to date evidence base on land supply for a total of 705 sites. This will in turn inform the site allocation assessment process as part of the Local Plan review. The site allocation assessment process will use the HELAA as the source of sites to be assessed and the constraints identified, but will also balance other evidence and information in the decision making process.

## 4.0 Methodology

- 4.1 The methodology used for this HELAA is based on the approach identified in the PPG. The PPG sets out a flow chart<sup>4</sup> (below) on identifying each step of the process to be followed.

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<sup>4</sup> Paragraph: 005 Reference ID: 3-005-20190722 – Planning Practice Guidance



## Stage 1 – Site/ Broad location identification

- 4.2 In order to assess the land that is potentially available and suitable for housing and economic development, it is first necessary to identify the potential land opportunities that exist. The HELAA considers a range of different site sizes from small scale to large scale sites such as sustainable urban extensions. It is therefore important to identify the geographical area which is to be looked at for available land and the threshold of sites to be included.
- 4.3 The geographical scope of the assessment is the three local authority areas that make up the Central Lincolnshire area, including City of Lincoln Council, North Kesteven District Council and West Lindsey District Council.
- 4.4 The PPG states that 'plan-makers will need to assess a range of different site sizes from small-scale sites to opportunities for large-scale developments such as village and town extensions and new settlements where appropriate'. A threshold of sites capable of delivering 5 or more dwellings or economic development on sites of 0.25ha (or 500m<sup>2</sup> of floor space) and above is identified in the guidance<sup>5</sup>.
- 4.5 This HELAA includes all sites that meet this threshold and all of these sites are identified in Appendix C, D and E, along with a data sheet, a site location plan, constraint information and details about availability and achievability. All sites have been identified with a unique reference number which is made up of the district code, parish or ward code and then a 3 digit number. All sites that were submitted but do not meet the size threshold have been identified and are listed in Appendix B. Site suggestion forms were received for 705 sites, with 682 of those sites meeting the threshold.
- 4.6 A wide range of information, including for example, environmental, landscape and heritage constraints have been collated in order to complete a desktop review of each site. This data was accurate at September 2019. Details of the sources of data collated for each site is identified in Appendix A.
- 4.7 As part of the consultation on the sites in the database during February and March 2019 and the request for a new site suggestion form to be provided for each site, up to date information has been collated on the availability and achievability of each site.
- 4.8 A call for sites was carried out in June 2019 when a range of different stakeholders were contacted requesting that any available sites were put forward. The range of stakeholders included agents, developers, local authorities, the county council, parish councils, neighbourhood planning groups and other consultees identified on the consultation database. The call for sites was also advertised on the Central Lincolnshire Local Plan website. Any additional sites promoted have been added to the sites database.
- 4.8 Following the call for sites in June 2019, all sites that meet the threshold criteria for allocation in the Local Plan were surveyed.

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<sup>5</sup> Paragraph: 009 Reference ID: 3-009-20190722 – Planning Practice Guidance

## Stage 2 – Site/ Broad Location Assessment

- 4.9 The purpose of this stage of the process is to determine whether sites are suitable or not for development, and whether they are available and achievable, consistent with national definitions.

### Calculating Development Potential

- 4.10 The housing potential of a site refers to the net number of dwellings that a site can accommodate through its development or conversion of existing buildings. Rather than make a standard assumption of 30 dwellings per hectare across the whole of the three local authority areas, an analysis of recent schemes, which have a recent planning permission in place or are actively under construction has been used to identify densities across the various different settlement location types. Further detail on this can be found in the Site Allocation Assessment Methodology Consultation Paper June 2019, which is available at [www.central-lincs.org.uk](http://www.central-lincs.org.uk).
- 4.11 The amount of a site which can be developed, when taking into account the requirement for other types of infrastructure, is also an important factor. Typically the larger the site, the less of the site is actually available for the development of housing when roads, open spaces, schools and other infrastructure are factored in. Once the developable area has been calculated, a density assumption based on the location of the site is applied. The following assumptions in tables 1 and 2 below are therefore used in identifying an indicative capacity for each of the sites.

**Table 1: Developable Area of Sites**

Site Size	Percentage of the site developable
Less than 0.4 hectares	100%
0.4 – 2 hectares	85%
2 – 10 hectares	75%
10 hectares or larger	60%

**Table 2: Site Capacity Assumptions**

Settlement Hierarchy Category	Density Assumption (dwellings per hectare)
Lincoln City Centre (within 1km of railway station)	90 dph
Wider Lincoln Urban Area	40 dph
Town centres	50 dph
Town suburbs	35 dph
Villages	30 dph

### Assessing Suitability

- 4.11 As part of the site allocation assessment, the location of each site will be assessed to identify whether it is in an appropriate location to contribute to sustainable development. Once this has been identified, the constraints identified during the desktop review, along with the site survey will be used to assess the suitability of a site. Physical limitations of a site such as issues with accessing the site, the utilities available, ground conditions, potential contamination, hazardous risks and flood risk will all be taken into account. Following on from any physical constraints, potential impacts on heritage assets, the landscape, local and national wildlife sites will be assessed. The potential for a site to contribute to the regeneration of an area will also be considered in the assessment for how suitable a site is for development.

### **Assessing Availability**

- 4.12 The PPG considers a site to be ‘available’ for development when, on the best information available, there is confidence that there are no legal or ownership impediments to development. Sites meeting the definition of deliverable should be considered available unless evidence indicates otherwise<sup>6</sup>. All sites that have been included have been suggested by landowners, planning agents on behalf of landowners or developers who have an interest in the site. Confirmation as to whether the site is in multiple ownership or single ownership has also been sought. Timescales of when a site will be available and for what use the site is being promoted for has also be identified for each site. This information will be used to assess the availability of a site.

### **Assessing Achievability**

- 4.13 For a site to be considered achievable, and therefore deliverable, there should be a ‘reasonable’ prospect that the particular type of development will be developed on the site at a particular point in time<sup>7</sup>. This is a judgement about the economic viability of the site and the capacity of the developer to complete and let or sell the development over a certain period. Details of viability were requested on the site suggestion form and confirmation as to whether a viability assessment has been completed or not and the outcome of that assessment. This information is identified for each site and will be used to assess the achievability of a site.

### **Overcoming Constraints**

- 4.14 Where constraints are identified through the assessments of suitability, availability and achievability, consideration needs to be given to what is needed to overcome them. In the assessment of sites being considered for allocation, consideration will be given to what intervention or mitigation may be required to bring forward a site, such as whether there is a need for new infrastructure, equalisation agreements or specific design solutions for example, and this will be taken into account in the full assessment of a site.

### **Stage 3 – Windfall Assessment**

- 4.15 The NPPF and PPG identify that a windfall allowance may be justified in the five year supply of land if there is compelling evidence that they will provide a reliable source of supply<sup>8</sup>. The assessment of the contribution that windfall developments make to the land supply across Central Lincolnshire is identified and presented annually in the Five Year Land Supply Report which is available at [www.central-lincs.org.uk](http://www.central-lincs.org.uk).

### **Stage 4 – Assessment Review**

- 4.16 The PPG identifies that once all the sites have been assessed, an indicative trajectory should be produced to identify how much housing and economic development can be provided and at what point in the future. Once the assessment of each site through stages 1 to 3 of the process is completed, the development potential of sites that are considered suitable, available and achievable will be identified and set out.

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<sup>6</sup> Paragraph: 019 Reference ID: 3-019-20190722 – Planning Practice Guidance

<sup>7</sup> Paragraph: 020 Reference ID: 3-020-20190722 – Planning Practice Guidance

<sup>8</sup> Paragraph 70 – NPPF; Paragraph: 23 Reference ID: 3-023-20190722 – Planning Practice Guidance

## Stage 5 – Evidence Base

- 4.17 This HELAA report identifies the sites that are available within Central Lincolnshire at this point in time. It provides the starting point of an evidence base of sites that can be taken through the site allocation assessment methodology to complete a full assessment of the suitability, availability and achievability of each site.

## 5.0 Conclusion

- 5.1 This HELAA includes all sites with a threshold of 5 dwellings or more or 0.25 ha of employment land (or 500m<sup>2</sup> floor area) that are known to the Central Lincolnshire Local Plan Team as available for development. A robust cleanse of the HELAA database during February and March 2019 has provided an up to date position on the current status of the sites identified in terms of their availability and achievability. A desktop constraint check has been completed with current datasets. A unique reference number based on the district and ward/parish is provided for each site and a site location plan accompanies each site on the data sheets identified in Appendix C. Of the 705 site suggestion forms received, 682 sites met the threshold and have been included in the assessment. The HELAA provides an evidence base of sites that are available for development which can be carried forward and assessed through the site allocations assessment process.
- 5.2 It is important to remember that inclusion of sites in this HELAA does not confirm that sites are suitable to come forward for development. Decisions on which sites will be taken forward for allocation will be made through the Local Plan process.

# Appendices

# Appendix A

## Datasets used for Constraint Check

Dataset	Source
Flood Risk Zone 2	Environment Agency
Flood Risk Zone 3	
Surface Water Flooding High Risk	
Surface Water Flooding Medium Risk	
SSSI	Natural England
Nature Improvement Areas (NIA)	
National Nature Reserves (NNR)	
Special Protection Areas (SPA)	
Special Area of Conservation (SAC)	
Ramsar	
Agricultural Land Classification	
Local Nature Reserves (LNR)	
Ancient Woodland	
Area of Outstanding Natural Beauty (AONB)	
Local Wildlife Sites (LWS)	
Sites of Nature Conservation Interest (SNCI)	
Local Geological Sites	
TPO	Local Authority Datasets
Air Quality Management Area	
Conservation Areas	
High Pressure Pipelines	
Greed Wedge	Local Plan Datasets
Area of Great Landscape Value	
Protected Local Green Space	
Scheduled Ancient Monument (SAM)	Historic England
Listed Buildings	
Historic Parks & Gardens	
Hazardous Sites	HSE
Minerals and Waste Safeguarding	Lincolnshire County Council Minerals and Waste Local Plan

## Appendix B: Sites submitted that do not meet the threshold

Reference	Easting	Northing	Site Address	Settlement Hierarchy Adopted Local Plan 2017	Site Capacity
CLNEW014	513453	392640	Land opposite Kestrels, Otby Lane, Walesby	Small Villages	1
CL1940	516062	409870	Rear of 1 Mill Lane, Keelby	Large Villages	1
CL1950	504454	401843	Rose Cottage, High Street, North Kelsey	Medium Villages	2
CL129	505931	348900	7 Wansbeck Road , Leasingham	Medium Villages	2
CL1949	504211	402002	Land South of Bridge Willow, North Kelsey	Medium Villages	2
CL810	496611	373717	367A Burton Road	Lincoln Urban Area	2
CLNEW010	513347	392332	Land between Graycroft and Pantiles, Rasen Road, Walesby	Small Villages	2
CL1406	507226	392789	Main Street, Osgodby	Small Villages	2
CLNEW012	513478	392614	Land to the south of Kestrels, Otby Lane, Walesby	Small Villages	2
CLNEW011	513324	392363	Land between Wychaway and Beech Cottage, Moor Road, Walesby	Small Villages	2
CL4062	515281	399713	Land at 17 Partridge Drive, Rothwell, Market Rasen	Small Villages	3
CL3019	505609	366817	8 Moor Lane, Potterhanworth, LN4 2DZ	Medium Villages	3
CL3013	490734	365690	Land off Lincoln Lane, Holme Farm, Thorpe on the Hill	Small Villages	3
CL902	507301	361470	Site at 7/9 Station Road, Metherringham	Large Villages	3
CL342	492582	371952	Land adjacent to 2 Lower Church Road, Skellingthorpe, Lincoln, LN6 5UZ	Large Villages	3

CL1629	481408	390257	The Fanny Marshall Institute, 49 Church Street, Gainsborough, DN21 2JX	Main Towns	3
CL4066	510305	401729	Land at Sports Pavillion, Moor Lane, Caistor, Market Rasen	Countryside	4
CL846	506865	359979	Stable Block off B1188, Blankney	Countryside	4
CL1902	503262	376058	The Sonnets, Sudbrooke	Medium Villages	4
N/A	504373	401539	Land at Green Lane, North Kelsey	Medium Villages	2
NK/MART/006			Land to the west of Linwood Road, north of Mrs Mary Kings Primary School, Martin	Medium Villages	4
NK/TOTH/007			Land between 24 and 30 Lincoln Lane, Thorpe on the Hill	Small Villages	3
WL/BUR/003			Land adjacent Hillside Cottages, Main Street, Burton	Small Villages	3
WL/NOT/002			Land west of A1133, north of Timber Yard, Newton on Trent	Small Villages	4

(Please note Appendices C, D and E are separate to this report)