

Approach to Housing Land Supply over the Plan Period

Introduction

There is a requirement in the NPPF to set out a 'housing implementation strategy' for the full range of housing, which describes how Boston Borough Council and South Holland District Council, as separate local planning authorities for development management purposes, will maintain delivery of a 'five-year supply'¹ of housing land to meet the separate housing targets for their areas.

In accordance with the NPPF, land should be released in a manner which ensures, at the very least, the maintenance of a 5.25-year supply of deliverable sites and, should circumstances relating to delivery worsen, the maintenance of a 6-year supply of housing to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market.

In the main the housing implementation strategy will be facilitated by the annual monitoring of completions, commitments and Strategic Housing Land Availability and Strategic Housing Market Assessments. Such information will also be informed by Housing Strategies, changes to population and the latest assessments of sustainability indicators, economic viability assessments, Infrastructure Development Plans and affordable housing needs assessments.

Reasonable Policy Options

Given the low level of housing delivery across South East Lincolnshire over the last few years compared with the proposed annual requirements from 2011 onwards, and the continuing uncertainty about future housing delivery as a result of the ongoing economic crisis, it is considered that there is only one reasonable option relating to this issue. That option is to formulate an approach to housing land supply which seeks to provide a greater number of dwellings in the latter half of the plan period but is flexible enough to be able to respond positively to any 'upturn' in housing demand should it happen sooner. This approach can be achieved through:

- treating dwelling numbers as minimum requirements; and
- requiring the maintenance of a six-year supply of deliverable sites.

Option A: To guide the release of land for housing delivery in a manner which reflects the current fragile nature of the housing market but is flexible enough

¹ The term 'five-year supply' is derived from paragraph 47 of the NPPF and refers to a local planning authority's 'supply of specific deliverable sites sufficient to provide five years worth of housing against...housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land'. In effect, this means a 5.25-year supply of specific deliverable sites.

to respond positively to an upturn in demand for housing should it arise sooner rather later.

Unreasonable Policy Options

It is considered unreasonable not to include a policy that seeks to guide housing delivery and maintain an adequate supply of deliverable housing sites across each of the constituent areas of South East Lincolnshire. To do so, would run the risk of the emerging Local Plan not being in conformity with the NPPF and would undermine attempts to deliver suitable housing development in a timely fashion.

It is also considered unreasonable for the Local Plan's proposed phasing of housing delivery not to reflect the fact that the housing market in 2013 remains fragile, evidenced by the recent period of historically-low dwelling completions, and wider economic growth continues to be slow.

Sustainability Appraisal

Table XX: Sustainability Appraisal (SA) of policy options against the SA framework topic areas

Scoring Key						
Major positive (✓✓)	Minor positive (✓)	Neutral (0)	Minor Negative (X)	Major Negative (XX)	Mixed (e.g. ✓✓/X, ✓/X)	Uncertain (?)
Scoring for Topic Areas						
	Option A					
Air Quality	X					
Biodiversity, Geodiversity & Green Infrastructure	X/?					
Climate Change (adaptation and mitigation)	X					
Community, Health and Well-being	✓					
Economy and Employment	✓					
Flood Risk	X					
Historic Environment	X/?					
Housing	✓✓					
Land and Waste?	X					
Landscape	X					
Transport	X/✓					
Water	X					

Air Quality: Option A will have a minor negative impact on air quality as any new development will probably lead to increased air pollution, primarily due to increased road traffic.

Biodiversity, Geodiversity and Green Infrastructure: Option A will have a mixed minor negative/uncertain impact. Any new development has the potential to impact upon protected sites of nature conservation importance. However, until site specifics are known (through the Site Allocations DPD) there will be uncertainty as to the nature of the impact. With any new development there is the potential positive impact of being able to 'design-in' green infrastructure.

Climate Change (adaptation and mitigation): Option A will have a minor negative impact. Any new development will probably increase greenhouse

gas emissions, both directly and indirectly. There are potential positive impacts through the opportunities to require new energy-efficient design and construction.

Community, Health and Well-being: Option A will have a minor positive impact. The provision of additional housing will have a positive impact on both health and equality. There is also the potential for new development to support the funding of new community infrastructure.

Economy and Employment: Option A will have a minor positive impact. More housing will give rise to a larger population which has the potential to broaden the diversity of skills on offer and, in turn, support business diversification and growth. Specifically, the provision of additional housing will help to maintain employment in the construction sector and related industries.

Flood Risk: Option A will have a minor negative impact in providing for additional dwellings within areas categorised as either a Red, Orange or Yellow flood-hazard zone.

Historic Environment: Option A will have a negative impact. This is because the identification of broad locations for housing development in both Boston and Spalding has revealed the presence of recorded historic assets both within and abutting them. However, until site specifics are known (through the Site Allocations DPD) there will be uncertainty as to the nature of the impact. There is potential to address this issue in a sympathetic manner which delivers conservation benefits as part of the overall planning of new development.

Housing: Option A will have a major positive impact as it will help to meet the housing needs of South East Lincolnshire.

Land and Waste: Option A will have a minor negative impact. Any new greenfield development will result in permanent loss of agricultural land. New development will also probably lead to greater levels of waste generation.

Landscape: Option A will have a minor negative impact. Any new development on greenfield land will inevitably impact upon landscape but the precise nature of that impact will be dependent on the design, layout and landscaping of a particular development.

Transport: Option A will have a mixed minor negative/positive impact. Any new development will probably lead to higher levels of road traffic and could exacerbate perceived congestion problems, particularly in Boston and Spalding. However, given the preferred options for guiding the distribution of housing development set out earlier in this chapter, there is potential to provide the critical mass of development required in a larger existing centre to promote sustainable modes of transport.

Water: Option A will have a minor negative impact. Any new development will probably increase pressure on water resources.

Conclusion: Whilst there is some uncertainty over the impacts of Option A and potential for minor negative impacts, it has a major positive impact in seeking to meet the housing needs of South East Lincolnshire. The precise nature of some of the impacts will be dependent on the final proposals relating to the broad locations for housing and the Site Allocations DPD.

Delivery

This option will be delivered through the finalised approach to broad locations for housing, the Site Allocations DPD and development management processes. As there are considered to be no other reasonable options at present, there are no relative delivery benefits. Significant housing development will require appropriate supporting infrastructure, which will be identified through the IDP.

The delivery of overall targets for additional dwellings and the situation in respect of seeking to maintain a six-year supply of deliverable sites for housing will be monitored through the Monitoring Report.

Preferred Option

Option A is the preferred option because it offers a flexible approach to the delivery of new housing both in Boston Borough and in South Holland District.

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In both Boston Borough and South Holland District, the release of land for housing will be managed in order to deliver at least 4,520 and 9,400 dwellings, respectively, over the period to 2031.

In Boston Borough, development will be phased broadly as follows:

1 April 2011 - 31 March 2016:	at least	1,040 additional dwellings
1 April 2016 - 31 March 2021:	at least	1,130 additional dwellings
1 April 2021 - 31 March 2026:	at least	1,160 additional dwellings
1 April 2026 - 31 March 2031:	at least	1,190 additional dwellings

In South Holland District, development will be phased broadly as follows:

1 April 2011 - 31 March 2016:	at least	1,300 additional dwellings
1 April 2016 - 31 March 2021:	at least	2,350 additional dwellings
1 April 2021 - 31 March 2026:	at least	2,700 additional dwellings
1 April 2026 - 31 March 2031:	at least	3,050 additional dwellings

In managing the release of sites for housing development, the South East Lincolnshire Authorities will have particular regard to the following considerations:

- the maintenance of a 6-year supply of specific deliverable housing sites;
- in the absence of a Community Infrastructure Levy, the contribution that sites can make to the delivery of infrastructure requirements identified in the Infrastructure Delivery Plan; and
- in the case of the Spalding broad location for housing development situated to the north of the Vernatt's Drain, release will be dependent on the completion of Phase 3 of the Spalding Western Relief Road (running from Pinchbeck Road to the Vernatt's Drain, including a railway bridge). Further requirements will be set out in the Site Allocations DPD.

Notes:

1) The phasing as set out does not act as a 'cap' on development but should be seen as a minimum amount of development envisaged to take place over the individual phasing periods.

HRA/AA Screening – Housing Implementation Strategy

Screening of Preferred Policy Approach (✓/X)						
Does the policy lead to development?	Does the policy specify a quantity or type of development?	Does the policy specify a location for development?	Is the policy implemented through other policies?	Does the policy concentrate development in urban areas?	Does the policy steer development away from European or Ramsar sites?	Does the policy protect the natural environment?
✓	✓	✓	✓	✓	✓	X

Given that this policy approach is concerned with promoting development, it is considered that there is potential for significant effects on a European or Ramsar site. As such, it should be screened by the Habitats Regulations Assessment process.

Equalities Assessment – Housing Implementation Strategy

Equalities Analysis of Preferred Policy Approach (✓ - may benefit) (0 – neutral) (X – adverse impact)								
Age	Disability	Gender re-assignment	Marriage & civil partnership	Pregnancy & maternity	Race	Religion or belief	Sex	Sexual orientation
0	0	0	0	0	0	0	0	0

The provisions of this policy will have the same impact on all groups.