

Appendix J

Nettleham's Housing Evidence Paper

March 2015

Contents:

1. Introduction
2. Housing Numbers
3. Site Assessments
4. Deliverability
5. Housing Density
6. Developer Discussions and Proposals
7. Conclusions



1. Introduction

The purpose of this document is to show the process used to determine appropriate number of new houses, where potential housing development could best be sited in the village of Nettleham, the methodology used for the subsequent site evaluations, the scoring system and the public consultation exercise. In addition, current discussions with three potential developers of sites around the village help to support viability of strategies proposed.

Wherever possible the whole process uses accepted plans, policies, methods and templates from appropriate governing or advisory organisations.

2. Housing Numbers

Estimating appropriate housing growth was quite difficult at the time of the plan preparation as the WLDC Local Plan 2006 was somewhat out of date, the Core Strategy of the CLPU was withdrawn in 2013 and new strategic figures were not available from the emerging Local Plan for Central Lincs (2016-2036). The only guide was from the withdrawn Core Strategy, which indicated a growth figure for a community such as ours was 12.6%, which would compute to 201 new homes. So this number was taken as a guide to the potential scale of development for our community as it was not possible to take

any other strategic view. When looking at general housing growth for local needs the following factors were taken into account:

- the rates of local housing/population growth over the past decade
- pressure on existing services
- current traffic congestion in the heart of the village
- the need for affordable housing locally

Then, based on assessed local need for some 34 affordable homes at the anticipated Local Plan target of 25%, that would equate to a total of some 170-180 new homes required to be built to achieve sufficient financial incentive for the development to proceed. In addition, when asked in early consultations, service providers and residents felt that housing numbers in the region of 100-250 could be accommodated without significant impact to the delivery of local services.

New homes would need to reflect the design and scale of nearby buildings to ensure that there was no negative impact on the character of the village. A delivery of approximately 50 homes per estate also accords with past development rates in the village since 1990, with the build per estate ranging between 52 and 66 over four estates since that time and this has resulted in successful integration of new residents. The Draft Central Lincolnshire Local Plan 2014 also identifies 50 homes per site as compatible with a local "growth village".

Also of concern is the need to provide for older people in the community. According to the 2011 census Nettleham has 40% of the population over 60 years old, which is nearly twice the national average (22%). Nettleham has 147 residents currently over 85 years and, assuming only one third of them need support, this equates to extra care facilities for some 50 people. Some limited care accommodation does already exist but is full. We also have 395 residents in the 75-84 age group, who in ten years' time, will probably be in the position of needing some level of extra care. So, on the same percentage need basis, halfway through the plan period suitable accommodation will be required for an additional 130 older people which would equate to an additional 80 new homes required. This is part of a national issue and one, at a local level, Lincolnshire County Council is seeking to address. Part of the solution is to reinstate an upgraded care home on the site of Nettleham's disused Linelands care home, which previously provided 30 beds. It is therefore assumed that, with good design, 30 beds could be provided there again but with more facilities.

This demographic need issue would also have an impact on the design of new homes as it is clear that, as people get older, they generally want to downsize and live in a more energy efficient home which is easier to maintain. This has to form part of any housing mix which developers should bring forward for consideration. Of course this will enable some larger family homes to be freed up to meet the needs of growing families in the village.

3. Site Selection

Initial considerations

To determine the geographic area(s) to be included in the process the whole of the parish was initially considered. Ordnance Survey mapping for the area was taken from the Central Lincolnshire Local Plan showing the sites which had attracted development interest, or were considered as potential development sites.

In addition a number of sites were identified as having similar characteristics to those already under consideration and were subsequently included in the initial listing.

Initial selection/de-selection process

In line with local and national planning frameworks, the listing of potential development areas within the parish boundary, as put forward in the Central Lincs SHELAA, was reviewed. Some sites were considered unsuitable for detailed assessment and deselected following public consultations, which identified the following as key policy issues:

- No general housing development within the proposed green wedge to the south between Nettleham and Lincoln

- No ribbon development along the main highways into the village
- Development should only be allowed on land adjacent to the existing built footprint of the main settlement, not in the open countryside

These policy issues also formed part of the WLDC Local Plan (2006) and/or Nettleham Village Design Statement (2009).

The revised listing was numerated, in no order of priority, and moved through to the appraisal process.

Appraisal criteria

The appraisal criteria were taken from the existing Strategic Housing Location Area Assessment (SHLAA) documentation and compiled into a survey form for each designated area, with flood risk to be considered separately upon the final listing. This provided the possibility to broaden the scope by selecting parts of sites which could be suitable for housing, even though other parts of said site might otherwise be unsuitable due to flood risk.

Site visit/assessment

The survey forms were used, during site visits, to assess each potential housing development area against the same set of criteria.

Master matrix

The assessment information from the SHLAA survey forms was then used to compile a master matrix sheet showing each potential development area, the relevant appraisal criteria results, marked according to the SHLAA established scoring method, and the resulting totals. It was then possible to show numerically which development area was recording the highest established criteria-led outcome through to the lowest. The higher the score the better the site.

External public consultation

A two-day public consultation was held to determine local opinion, support or objection, to the results of the assessment process. This consultation was advertised and promoted on the village notice boards, in public meeting places, in local businesses and in the Nettleham News, which is delivered free to every household in the village. The feedback information from the public consultation was added to the master matrix.



Village map identifying fields surrounding the built area of the village - displayed at drop-in consultation session

Site Assessment Criteria

SCORE	1	2	3	4	5	6
Sequentially test (based on the locational strategy set by development plan)	In accordance with locational strat plan	Not In accordance with plan				
Current Local Plan allocation	Allocated for Important Open Space/ Recreation	Allocated for Business / Industrial Development	Other allocation (e.g. education, hospital, Special Policy area)	Allocated for residential development	Not subject to any allocation	
Flood Risk	EA Maps suggest site at risk from flooding 1 in 100 or greater (Flood Zone 3)	EA Maps suggest site at remote risk from extreme flooding 1 in 1000 (Flood Zone 2)	Available sources show site is not at risk of flooding or is in Flood Zone 1			
Previously Developed in Whole or Part	100% Greenfield Site	Site predominantly greenfield (more than 70%)	Greenfield/Brownfield roughly 50/50	Site predominantly brownfield (more than 70%)	100% Previously Developed Land	
Contaminated Land / Other Ground Stability issues	Known contamination and/or ground stability issues	Risk of some land remediation	Site identified as having no contamination / land remediation or low risk form contamination			
Waste water treatment works	Major capacity constraints/ cost issues or Unknown Constraints.	High capacity/cost constraints	Moderate capacity/cost constraints	Minor capacity/cost constraints	Fully serviced site with no capacity constraints	

Power/energy supply	Major capacity constraints/ cost issues or Unknown Constraints.	High capacity/cost constraints	Moderate capacity/cost constraints	Minor capacity/cost constraints	Fully serviced site with no capacity constraints	
Environment: Ecological Features	Any feature contained within SAC, SPA, RAMSAR are on site	SSSI designation on site	Local Nature Reserve (LNR) Sites of Nature Conservation Interest (SNCI)	No environmental constraints or designations		
Environmental: Historical Features	World Heritage Site or A Scheduled Ancient Monument (SAM) is located on the site	Listed Buildings designation on the site	Conservation Area designation on the site	Article 4 Direction designation on the site	No environmental constraints or designations	
Trees	There is woodland on the site	There are mature trees on the site including within the site	There is a single mature tree on the site or a small number of mature trees at the perimeter	There are young trees on the site / tree cover is of poor quality	There are no trees on the site	
Tree Protection	Site is subject to a Tree Preservation Order	Site is not subject to a Tree Preservation Order				

SCORE	1	2	3	4	5	6
Other material Policy Considerations including proximity to large pylons or ensuring that the development would not be sited on the best or most versatile agricultural land	Site seriously conflicts with a material policy	Some level of conflict with material policy consideration	Site has neutral impact on material policy	Site is in slight conflict	Site is fully in accordance with material policy	
Access: Highways infrastructure constraints e.g. road junction improvements require/access to site	Major infrastructure required	Significant infrastructure required	No access problems			
Access impact of development on surrounding road network	Very high	High	Moderate	Low	Very low	
Access to railway	No access to railway	Within identified rail corridor	Within 10 km of existing accessible railway station	Within 2 km of existing station with less regular service	Within 2 km of existing station with regular service	Within 1 km of existing accessible railway station with regular service
Access to bus services	No access to bus route	On or close to potential public transport corridor	On or close to bus route (0.4-0.8km) with less regular service	On or close to bus route (0.4km) with less regular service	On or close to bus route (0.4-0.8km) with at least 4 services in each of the two peak periods	On or close to bus route (0.4km) with at least 4 services in each of the two peak periods
Access: Cycle facilities	No cycle route access	On or close to proposed cycle facilities	On or close to cycle facilities			
Access: Pedestrian facilities	No pedestrian facilities	On or close to proposed pedestrian facilities	On or close to good pedestrian facilities			
Access to local facilities	No local facilities	Within 1 km of local facilities	Within 1 km of district/neighbourhood facilities	Within 1 km of city/town facilities		
Topographical constraints	Known constraints	No constraints				

Constrained by “bad” neighbours affecting residential amenity	Unacceptably high adverse impact on occupiers	Significant adverse effects on occupiers	Moderate affects for occupiers	Slight adverse effects	Amenity of occupiers unaffected	
Planning permission for intended use	Refusal for residential use that has been successfully defended by LPA at appeal	Refusal for residential use or reasons that the LPA believes cannot be overcome	No application or refusal for other uses or withdrawn application for residential development	Planning permission for other development	Outline planning permission for residential development	Full planning permission for development
Ownership constraints	Complex site in multiple ownership-probable ransom strips or private owner unwilling to sell	Several private owners but solvable issues	Some ownership issues but generally prohibitive	Single owner no ownership problems	Publically /privately owned site with willing developer	

Scoring Results

The assessment information from the SHLAA survey forms was then used to compile a master matrix sheet showing each potential development area: the relevant appraisal criteria results, marked according to the SHLAA established scoring method, and the resulting totals. It was then possible to show

numerically which development area was recording the highest established criteria-led outcome through to the lowest. The higher the score the better the site. Quite clearly the site of the old Linelands care home in the centre of the village scored highest, followed by A3, A4, then E1, E2, and D2. These then became the basis for the four designated sites in the Neighbourhood Plan.

Scoring Results

Site	k	A3	A4	B4	D1	D2	D3	E1	E2	E3	E6	E7	Linelands	F1 (40 Lodge Lane)
Previously developed land	1	1	1	1	1	1	1	1	1	1	1	1	5	1
Contaminated land	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Utilities constraints														
Waste water	1	3	3	4	4	4	4	4	4	4	4	4	4	4
Power /energy	4	4	4	4	4	4	4	4	4	4	4	4	5	4
Environmental: ecological	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Environmental: historical	5	5	4	5	5	5	5	5	5	5	5	5	5	5
Trees	3	3	3	3	3	3	3	3	3	3	3	3	4	2
Tree protection	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Other material considerations														
Pylons/ high quality agricultural land	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Access highway infrastructure														
Road junction and access to site	1	3	2	3	3	2	2	3	3	3	3	3	3	3
Access and impact on surrounding roads	1	5	5	3	4	4	3	3	4	4	3	3	3	4
Distance to bus service	6	6	5	5	5	5	5	5	5	5	4	4	6	5
Cycle facilities	3	3	3	1	1	1	1	1	1	1	1	1	3	1
Pedestrian facilities	3	3	3	3	3	3	3	3	3	3	3	3	3	1
Proximity to local facilities	4	5	5	4	4	4	4	4	4	4	3	3	5	3
Topographical constraints	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Bad neighbours impact	3	5	5	5	5	5	5	5	4	3	2	2	5	5
Refusal of planning permission														
Residential use successfully defended	1	3	3	3	3	3	3	3	3	3	3	3	5	3
Ownership constraints	4	4	4	4	4	4	4	4	4	4	4	4	5	4
Development on main access route	2	2	2	1	2	2	2	2	2	2	1	1	2	1
Total	58	73	68	65	62	66	65	66	66	65	60	60	79	62
Score from consultation	12	37	38	15	4	5	2	8	4	4	1	2		

4. Deliverability

The sites identified have been put forward in response for a call for land in the SHELAA for the emerging Local Plan for Central Lincs (2016-2036). In addition local landowners have been in discussions with the Parish Council since 2013 to discuss their ideas for development of their sites. The ideas put forward were

also considered in the formulation of this Plan but the principle guidance came from the consultations with residents. The sites listed here represent those brought forward which are not considered to impact on the Green Wedge Policy E1, which applies to all development to the south of the village.

Neighbourhood Plan designation	SHELAA designation	Location	SHELAA Comments	NP Comments	Designated site
A1	CL3043	Farm land alongside A46 and Deepdale Lane	Large greenfield site in agricultural use located outside the settlement boundary, close to Lincolnshire Police Headquarters and Deepdale Enterprise Park. The majority of the site is being promoted for residential development with surrounding woodland and pathways as part of the proposal for new woodland and walks around Nettleham	Land adjacent to A46, not adjacent to existing built footprint. In open countryside next to busy trunk road and over 1 km from the village centre shops, therefore raising sustainable issues for residential development.	No
A4	CL3045	Farm land behind Deepdale Lane houses	Greenfield agricultural site adjoining, but outside settlement curtilage of, Nettleham Historic monument located on Footpath which crosses the site	Good location adjacent to the existing built footprint, easy walking distance to village shops and road access to A46. Houses on two sides of any development providing a corner infill effect and blending more into the existing built environment. Footpath across site provides easy access to bus stop and village shops	Yes

B4	CL1379	Farm land alongside Scothern Ln	Outside existing settlement boundary of Nettleham	Development would extend the built footprint along Scothern Road being visually apparent when approaching from the north. Housing only on one side so site would be projecting into the open countryside. Also exit would be on to same road and opposite the site D1,2,3 creating additional congestion and hazard if D1,2,3 is selected as preferable. Distance from shops could be a sustainability issue.	No
D1, D2, D3	CL3042	Farm land behind houses alongside Scothern Ln	Large greenfield site in agricultural use adjoining the settlement of Nettleham. Nettleham Beck runs across the sites' southern boundary.	Sustainable site behind existing houses so no visual impact when approaching the village from the north. Houses on two sides of any development providing a corner infill effect. The site is flat near High Leas then slopes steeply down to the Beck, so flood risk due to run off would be minimized if housing was confined to the higher ground and not built on the slope. Footpath access could be provided to shorten distance to the shops and bus stop making the site more sustainable.	Yes
E1	CL1376	Farm land behind The Hawthorns	Greenfield site in agricultural use adjoining the Primary Rural Settlement of Nettleham. Nettleham Beck runs across the sites northern boundary	Sustainable site behind existing houses so no visual impact when approaching the village from the north. Houses on two sides of any development providing a corner infill effect. When combined with E2, access can be provided by extension of The Hawthorns 5.5m estate road. The site is flat near The Hawthorns sloping down to the Beck so flood risk due to run off would be minimized if housing was confined to the higher ground and not built on the slope. Footpath could be provided to enable short walking distance to shops and bus stop.	Yes
E2	CL1375	Farm land behind The Hawthorns	Greenfield site in agricultural use adjoining the Primary Rural Settlement of Nettleham. Nettleham Beck runs across the sites northern boundary	See E1- this site can be developed alongside E2 but care must be exercised that development is maintained at a distance of over 400m from the sewage farm and is on the higher land away from the flood risk area near the Beck	Yes

E3	CL1374	Farm land off Larch Avenue	Greenfield site part of a disused pig and poultry farm adjoining Nettleham	Site is easily accessed by Larch Avenue estate road but the location is within 200-400m of sewage work so high nuisance risk	No
E5,6,7	CL			Site is accessed by Sudbrooke Lane which is a single track road. The location is within 50-400m of sewage work so high nuisance risk. Development on this site would result in a development extending into the open countryside along a route into the village.	No
A2/B1	CL4000	Land behind Deepdale Enterprise Park	Greenfield site in agricultural use located outside of curtilage of Nettleham. Currently in use for agricultural purposes. Located adjacent to Deepdale Enterprise Park (employment allocation).	Site is in the open countryside	No
K1	CL1385	Land west of Scothern Road	Site is beyond the existing settlement boundary of Nettleham	Site is on the open countryside	No
K1	CL3097	Land near Police HQ and Kingsway	Site is beyond the existing settlement boundary of Nettleham	Site is adjacent to the County Police HQ - development was refused at appeal on two previous occasions. Access is either over the Beck on to Kingsway or by demolition of a house on Washdyke Lane.	No
H3	CL3091	Land behind Brown Cow Public House	Mixed use site adjoining but outside the curtilage of Nettleham. Site is in part in use as a public house with the remainder being arable land. Nettleham Beck runs adjacent to this boundary	Site access is onto the busy A46, totally inappropriate for new housing development. Land slopes steeply towards the Beck with potential surface water flood risk further down stream	No

5. Housing Density

Housing styles have changed dramatically over the centuries that Nettleham has been in existence. However one aspect which has remained is relatively low housing density. In order to ensure that future development is sympathetic to the existing built environment the maximum density should be retained. The also accords with the WLDC Local Plan 2006 *The proposal is sensitively designed, respecting the character, visual quality and built landscape of, and is satisfactorily integrated into, the village or surrounding area.*

To this end an assessment was made of the most densely built part of the settlement of Nettleham, the area around Highfields. Using a detailed map an area of 100m x100m was measured. The number of mixed development homes enclosed in this 1 Ha area was counted; a number of 20 homes was noted and used to set a bench mark for maximum density for future development. This area included roads and similar infrastructure but did not include any significant open public space. This technique was used elsewhere in the village to establish this as typical of the higher density areas of the village and forms part of the character of the village.

It should be noted that 74% of the population live in detached homes, which explains the low density. It should be noted that small pockets of higher density housing do exist in the village, including the Conservation Area, but this is not typical of the village as a whole.

6. Developer Discussions

The Parish Council has held discussions with the three developers of the proposed greenfield sites. The developer of Site A has proposed a plan with a possible development of approximately 60 homes, including some affordable housing, open space and accommodation for the over 55's, which may provide residents with different levels of support and care. The mix of development is still being explored and will be discussed with the Neighbourhood Planning Forum and the Parish Council. The building density proposed is approximately 15 per Ha.

The developer of Site B has put forward an outline planning application for 68 homes and various other amenities, including allotments on the site, and has also discussed a housing facility for older people on the site. The housing density is 16 per Ha. This demonstrates that a housing density of 20 per Ha is realizable and still allows community benefits to be forthcoming even for smaller developments.

The developer of Site C would prefer to use a larger area of land covering assessed sites E1, E2, E3, (CL1374, CL1375, CL1376) with a total area of over 15Ha and populate it with 150-200 new homes, plus deliver additional sports facilities and wildlife area. This scheme was subjected to a public consultation by the developer but the general opinion was that the development was too large for a single site. In addition, the site was observed to be too close to the Sewage Treatment Works (STW). In fact over 50% of the proposed housing development was within

400m of the STW and therefore rated medium or higher risk under the Anglian Water Encroachment Policy. As existing households at a distance of 600m experience unpleasant odours from the SWT on a weekly basis, it was considered undesirable that new housing at a distance less than 400m could be supported.

7. Conclusions

By using established, transparent and objective selection, appraisal and assessment methods, it has been possible to identify and prioritise the potential housing development areas in Nettleham. Overlaying the detailed assessments has been the principles which have been developed from the consultations, and which have resulted in the Policies in this Neighbourhood Plan. Feedback throughout the process from public consultation has confirmed and reinforced the veracity of the results of this assessment, which meets the principle objectives of the Vision Statement in Section 4 of the Nettleham Neighbourhood Plan.