

Central Lincolnshire Local Plan Review Options for Village Growth Levels in the Local Plan

June 2019



1. Introduction

- 1.1. As part of the review of the Central Lincolnshire Local Plan it is necessary to review the amount of growth to be permitted in small and medium villages. This note sets out the detail of some of the options considered for how to address this issue.

2. Background

- 2.1. The current 2017 Central Lincolnshire Local Plan does not have settlement boundaries identified. Instead, Policy LP2 established the definition of what was considered to be the developed footprint using the continuous built form of a settlement and a 10% growth level in number of dwellings was then applied to the settlement. This 10% figure was also boosted where certain criteria were satisfied, such as the presence of certain facilities which meant that the settlement could be considered to be a more sustainable location to build new homes.
- 2.2. The growth levels applied in the 2017 Local Plan were for the period of 2012-2036 and the plan period for the Local Plan review is proposed to be changed to 2018-2040. As such it is considered necessary to review these growth levels to identify a sustainable approach for villages to continue to grow organically, without the risk of services being overwhelmed by a large scale of growth.
- 2.3. In considering how to address this, a number of possible options for how growth that has occurred between 2012 and 2018 can be taken into account in new growth levels have been developed, as well as ensuring that additional growth is allowed for between 2036 and 2040.

3. Options

- 3.1. A range of possible approaches have been considered and it is important that any approach included in the plan must ensure that:
 - a) An adequate amount of new homes will come forward to help meet the overall housing requirement for Central Lincolnshire, when considered alongside development in the urban parts of the area and in site allocations;
 - b) There is a sensible level of growth taking place in villages without unnecessarily restricting this development but also not resulting in an unsustainable pattern of growth; and
 - c) A fair account is taken of what growth has taken place in villages since 2012.
- 3.2. The possibility of retaining the growth levels from the 2017 Local Plan has been discounted as a realistic option as it would not satisfy these criteria and would not result in a positively prepared policy, consistent with national policy.
- 3.3. As such, there are three realistic options available as presented below. Each option includes an example scenarios presented for each option provided to offer a demonstration of what it would mean in practice. These examples use three theoretical villages of the same size (250 dwellings) but that experienced a different amount of homes built between 2012 and 2018 (5, 10 and 25 dwellings). All three example villages have permission for 10 further dwellings that have yet to be built to show how these would relate to the new growth level under each option.

Option 1: Reset All Growth Levels

- 3.4. Option 1 would see all growth levels reset for the start of the new plan period (2018) taking no account of growth that has occurred since 2012.
- 3.5. In this option sites that have been built since 2012 will be counted towards the new baseline dwelling figure for each village, whereas sites with planning permission, but not built out by 1 April 2018, could contribute to the new growth level.

Option 1 Examples:

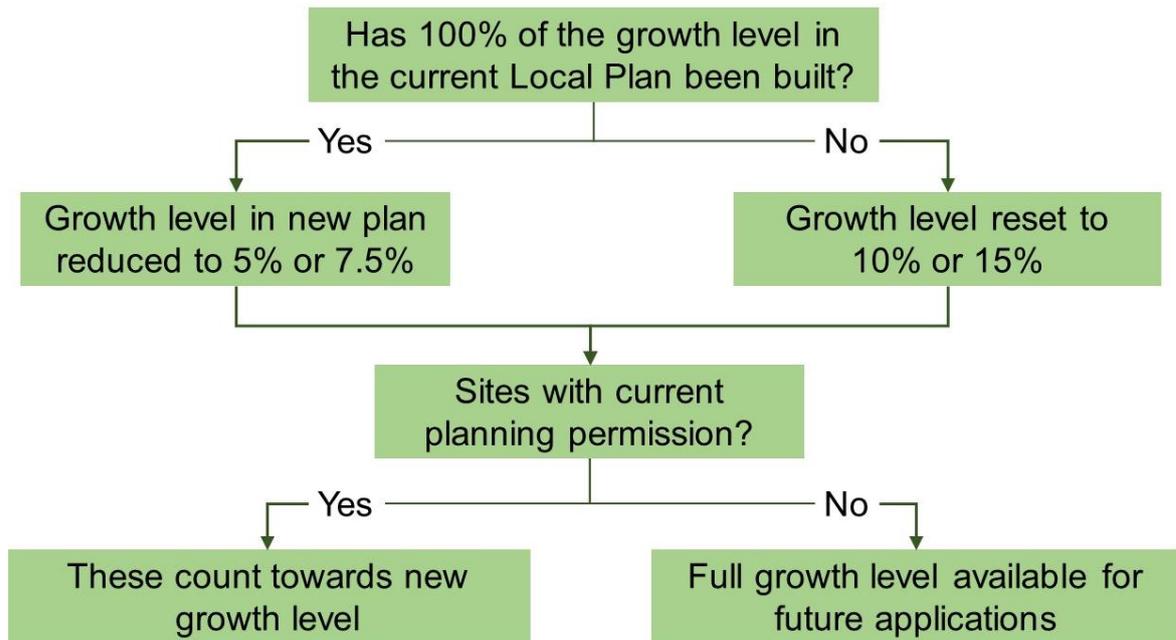
- 3.6. This table shows the relationship between three similar villages that were the same size in 2012, the amount of growth they would experience, and the size of the resultant village in three scenarios.

	Village 1	Village 2	Village 3
Effects of current 2017 Local Plan			
No. of houses in 2012 (base date of current 2017 Local Plan)	250	250	250
Previous growth level in the current 2017 Local Plan (assuming 10% growth level)	25	25	25
No. of houses built between 2012 and 2018	5	15	25
Amount (%) of 25 dwelling growth level in the 2017 Local Plan achieved	20%	60%	100%
Size of village at 2018 taking into account sites built out (baseline for new Local Plan)	255	265	275
No. of houses with planning permission but not yet built	10	10	10
Effects of new Local Plan under Option 1 Scenario			
Option 1 growth level	10%	10%	10%
Option 1 growth amount	26	27	28
Remaining growth taking into account sites with planning permission	16	17	18
Size of the village in 2040 if all houses on all sites are delivered	281	292	303
Percentage increase in village size between 2012 and 2040 if all houses are delivered	12%	17%	21%

- 3.7. In this example, the more development that occurred between 2012 and 2018, the higher the growth level will be in the new plan, resulting in additional growth in villages that have seen high amounts of development already. Whilst this may help to ensure that more homes are built in areas in which the market has demonstrated it will and can deliver, it could result in this higher level of growth impacting on infrastructure and services or local character. Put another way, those villages which took their 'fair share' of growth since 2012, will be asked to take their share again, with no acknowledgement that they have recently had growth.
- 3.8. In all cases the 10 houses with permission granted count against the new growth level.
- 3.9. The total amount of homes to be developed in the new plan period across these three example villages under Option 1 would be 81 dwellings – the highest of the three options.

Option 2: 100% Growth Threshold Achieved

- 3.10. Option 2 takes account of houses that have been built since the start of the last plan period (2012), resetting growth levels for villages that have not achieved 100% of the growth level in the current 2017 Local Plan. However, for those places which have achieved the full growth level identified in the 2017 Local Plan by 2018, this option would halve the growth level in the new Local Plan.
- 3.11. Houses on sites built between 2012 and 2018 will count towards the new baseline for each village. Sites with permission but that are not built yet will count against the revised growth level.
- 3.12. This approach has used 90% as a threshold as it takes account of circumstances where a high amount of development has occurred in relation to the village since 2012, but resets growth levels for all other villages where there has been more modest or low level of growth.
- 3.13. The process for this approach is illustrated in the flow chart below:



Option 2 Examples:

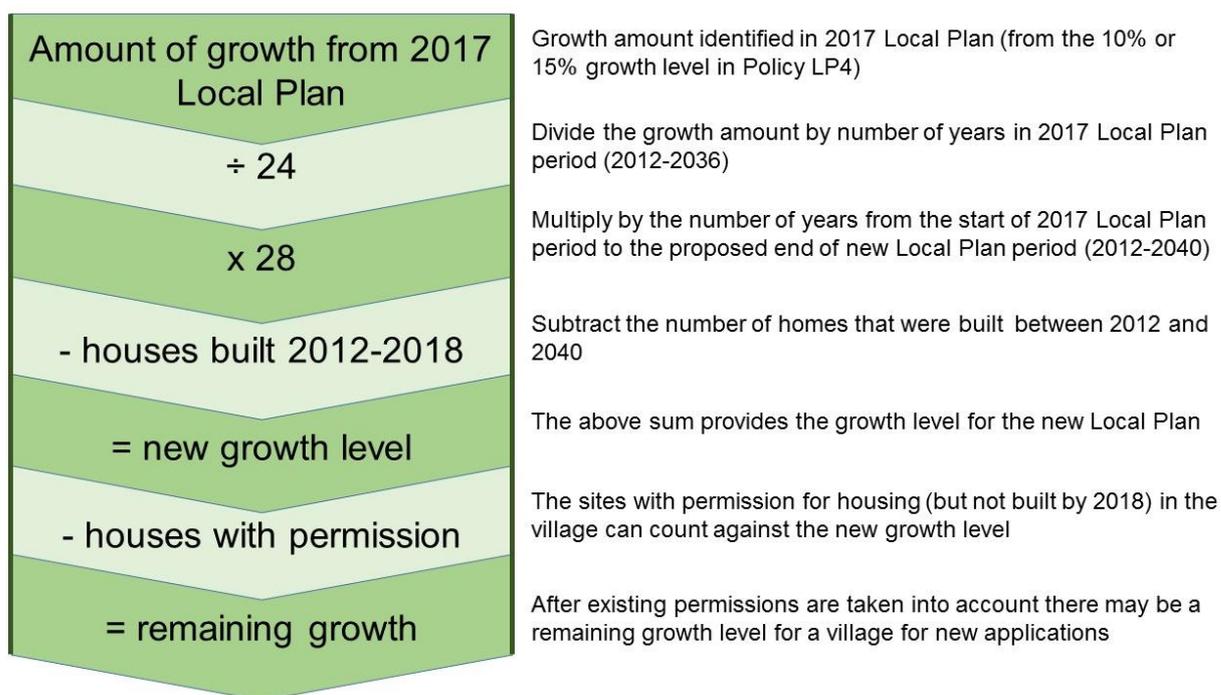
- 3.14. The three examples below show how Option 2 would be applied in practice. For Village 3, an area that exceeded the 90% threshold of the previous growth level, would have its growth level managed down by reducing the ongoing growth through the plan period of the new Local Plan.
- 3.15. For Villages 1 and 2 where less than 90% of the previous growth level was achieved, the amount of growth remains the same as in Option 1 with the 10% growth level being reset.

	Village 1	Village 2	Village 3
Effects of current 2017 Local Plan			
No. of houses in 2012 (base date of current 2017 Local Plan)	250	250	250
Previous growth level in the current 2017 Local Plan (assuming 10% growth level)	25	25	25
No. of houses built between 2012 and 2018	5	15	25
Amount (%) of 25 dwelling growth level in the 2017 Local Plan achieved	20%	60%	100%
Size of village at 2018 taking into account sites built out (baseline for new Local Plan)	255	265	275
No. of houses with planning permission	10	10	10
Effects of new Local Plan under Option 2 Scenario			
Option 2 growth level	10%	10%	5%
Option 2 growth amount	26	27	14
Remaining growth taking into account sites with planning permission	16	17	4
Size of the village in 2040 if all houses on all sites are delivered	281	292	289
Percentage increase in village size between 2012 and 2040 if all houses are delivered	12%	17%	16%

- 3.16. This shows how in locations where a substantial amount of development has been seen and the village has grown by 10% in recent years, the overall housing figure for the new Local Plan is managed downwards to avoid risk of unwanted impacts on local services and facilities or local character.
- 3.17. The total amount of homes to be developed in the new plan period across these three example villages under Option 2 would be 67 dwellings.

Option 3: Extend the previous growth level to apply to the new plan period

- 3.18. Option 3 seeks to take full account of past growth and maintain the principles of the previously adopted growth levels in the 2017 Local Plan.
- 3.19. It creates an annualised figure for each village based on the growth level from the previous plan by dividing the amount of growth allowed for in the 2017 Local Plan by the amount of years in the plan period (24 years between 2012 and 2036). This is then multiplied by the number of years from the start of the current 2017 Local Plan to the end date of the new Local Plan (28 years from 2012 to 2040). Housing development built out since 2012 can be subtracted from this new growth level and sites with permission can be counted against the new growth level as with the other options.
- 3.20. The below flow chart shows the process for establishing the new growth level in the new Local Plan under option 3:



Option 3 Examples:

3.21. The examples below show how option 3 would result in a more balanced growth level across the three example settlements with recent past growth being taken fully into account when setting the new growth level.

	Village 1	Village 2	Village 3
Effects of current 2017 Local Plan			
No. of houses in 2012 (base date of current 2017 Local Plan)	250	250	250
Previous growth level in the current 2017 Local Plan (assuming 10% growth level)	25	25	25
No. of houses built between 2012 and 2018	5	15	25
Amount (%) of 25 dwelling growth level in the 2017 Local Plan achieved	20%	60%	100%
Size of village at 2018 taking into account sites built out (baseline for new Local Plan)	255	265	275
No. of houses with planning permission	10	10	10
Effects of new Local Plan under Option 3 Scenario			
Option 3 growth level	n/a	n/a	n/a
Option 3 growth amount	29	29	29
Option 3 growth amount (overall growth – dwellings built 2012-2018)	24	14	4
Remaining growth taking into account sites with planning permission	14	4	0
Size of the village in 2040 if all houses on all sites are delivered	279	279	285
Percentage increase in village size between 2012 and 2040 if all houses are delivered	12%	12%	14%

- 3.22. Whilst this may be a more equitable approach to dispersing growth it does not take account of market delivery and the attractiveness of some villages over others. It also results in a substantial decrease in housing numbers to be delivered across the three example villages over the other options which, when paired with the potential risk of non-delivery in villages that are less attractive to the market, may hinder the ability of the plan to deliver the growth needed when applied to all villages.
- 3.23. The total amount of homes to be developed in the new plan period across these three example villages under Option 3 would be 42 dwellings. This is nearly half of the amount resulting from Option 1 and by far the lowest of the options..

4. Conclusion

- 4.1. Taking the three options presented in this report into account, the proposed approach for the new Local Plan is Option 2. This is felt to balance the need for growth with the caution required to ensure that too much development does not occur in a rural settlement in too short a period.
- 4.2. Option 2 is presented as the preferred option in the June 2016 Issues and Options Consultation. The preferred approach may be subject to change in the Local Plan review, depending on the responses to the consultation.