

# AGENDA SUPPLEMENT 2



South East Lincolnshire  
Joint Strategic Planning Committee

- Committee - **SOUTH EAST LINCOLNSHIRE JOINT STRATEGIC PLANNING COMMITTEE**
- Date & Time - Friday, 5 April 2013 at 10.00 am
- Venue - Council Offices, Priory Road, Spalding

## **Membership of the South East Lincolnshire Joint Strategic Planning Committee:**

South Holland District Council: Councillors B Alcock, R Gambba-Jones and H R Johnson  
(Substitutes: Councillors F Biggadike, C J T H Brewis and R M Rudkin)

Boston Borough Council: Councillors P Bedford, C Brotherton and R Leggott  
(Substitutes: Councillors F Pickett, O Snell and M Wright)

Lincolnshire County Council: Councillors M Brookes, G K Dark and E Poll  
(Substitutes: Councillors C J T H Brewis, P Skinner and C N Worth)

**Substitutions** – Substitute members will have full voting rights for individual meetings only; and Substitute members allowed to attend all meetings of the South East Lincolnshire Joint Strategic Planning Committee to contribute but not vote.

**Terms of Reference** – The preparation, submission, adoption, monitoring and revision of joint local development documents identified in a joint local development scheme; and the preparation, submission, adoption, monitoring and revision of a joint local development scheme, in respect of those documents.

**A voting member who is unable to attend any meeting of the Joint Committee shall inform the Chair of the Joint Committee in writing as soon as practicable and in any event not later than 24 hours before the meeting is due to take place**

Member Services  
Council Offices, Priory Road  
Spalding, Lincs PE11 2XE

Persons attending the meeting are  
requested to turn their mobile telephones to  
silent

Date: 2 April 2013

## A G E N D A

3. South East Lincolnshire Local Plan: Strategy and Policies Development Plan Document: Preferred Options version - To seek approval of the Preferred Options version for the purpose of public consultation. (Report of the South East Lincolnshire Joint Policy Unit Manager previously enclosed.) (Appendix previously enclosed.) (Pages 331 - 344)

**(Additionally enclosed are two outstanding preferred policy approaches dealing with housing matters – labelled as Appendix 2 and Appendix 3.)**

4. Consultation Strategy for the Preferred Options stage of the Strategy and Policies Development Plan Document (part of the South East Lincolnshire Local Plan) - To seek approval of the Preferred Options Consultation Strategy. (Report of the South East Lincolnshire Joint Policy Unit Manager enclosed.) **(Appendix enclosed.)** (Pages 345 - 374)

## **Approach to the Provision of Affordable Housing**

### **Introduction**

The NPPF defines 'affordable housing' as:

'Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.'

South East Lincolnshire has an identified need for affordable housing which has been evidenced in the separate Strategic Housing Market Assessments (SHMAs) covering Boston Borough and South Holland District. Therefore, there is a requirement to set policies for meeting needs in these two areas which reflect the relevant findings of the two SHMAs.

Whilst some affordable housing is developed through Government grant funding, the planning system is also required to help in delivering sufficient affordable dwellings to meet identified needs, firstly, as part of new market housing developments and, secondly, through the provision of affordable housing on 'rural exception sites'<sup>1</sup> (known as 'rural exception schemes').

Accordingly, the emerging South East Lincolnshire Whole Plan Viability Assessment (VA) has been assessing the level of affordable housing provision that market housing developments can afford to fund having regard to other matters impacting on their financial viability, and also the opportunities for funding rural exception schemes without Government grant. To date, the VA has produced draft findings.

### **Reasonable Policy Options**

There are options relating to securing a proportion of new residential developments as affordable housing and the provision of rural exception schemes.

It is considered that there is only one reasonable option in seeking to secure a proportion of new residential developments as affordable housing and that is to outline a policy approach which takes into account the findings of the relevant up-to-date SHMAs and viability studies, and sets out provisions for a

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<sup>1</sup> The NPPF defines rural exception sites as: 'Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.'

flexible response to different site circumstances and changing market conditions over time.

It is considered that there are two reasonable options in seeking to promote rural exception schemes, as supported by the NPPF, which states that:

*'Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.'*

It is therefore reasonable to explore an option based on the provision of an element of market housing on 'rural exception schemes' (which traditionally have been one hundred per cent affordable housing) in order to encourage more use of this Government policy.

**Option A:** To outline a policy approach to securing an element of affordable housing in new residential developments which sets out provisions for a flexible response to site circumstances and changing market conditions over time; and provides guidance on the provision of rural exception schemes which exclude any element of market housing; and

**Option B:** As Option A, but allowing for the provision of an element of market housing in rural exception schemes.

### **Unreasonable Policy Options**

It is considered unreasonable not to include a policy that seeks to utilise Government planning initiatives in helping to meet the need for affordable housing across 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 create mixed and balanced communities.

## 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	Option B				
Air Quality	X	X				
Biodiversity, Geodiversity & Green Infrastructure	X/?	X/?				
Climate Change (adaptation and mitigation)	X	X				
Community, Health and Well-being	✓	✓				
Economy and Employment	✓	✓				
Flood Risk	X	X				
Historic Environment	X/?	X/?				
Housing	✓✓	✓✓				
Land and Waste?	X	X				
Landscape	X	X				
Transport	X/✓	X/✓				
Water	X	X				

Air Quality: Both options 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: Both options 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 and development management processes) 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): Both options 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: Both options 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. The provision of affordable housing in particular will contribute to the creation of mixed and balanced communities

Economy and Employment: Both options 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: Both options 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: Both options 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 and development management processes) 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: Both options will have a major positive impact as it will help to meet the housing needs of South East Lincolnshire.

Land and Waste: Both options 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: Both options 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: Both options 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: Both options will have a minor negative impact. Any new development will probably increase pressure on water resources.

Conclusion: Both options score the same. Whilst there is some uncertainty over the impacts of both options and potential for minor negative impacts, they both have 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, and subsequent development management decisions.

## **Delivery**

Both options will be delivered through the development management process.

There are relative delivery benefits in Option B as it has been conceived with a view to improving the financial viability of schemes and, therefore, helping to ensure delivery. Significant housing development will require appropriate supporting infrastructure, which will be identified through the IDP.

The delivery of overall targets for affordable housing will be monitored through the Monitoring Report.

## **Preferred Option**

Option B is the preferred option because it offers a more flexible approach to the delivery of affordable housing across South East Lincolnshire.

## **Provision for Affordable Housing**

In residential schemes of three or more dwellings, the South East Lincolnshire Authorities will seek to secure 20% of dwellings as affordable housing, the nature of which will have regard to the most up-to-date assessment of housing need.

The Authorities will adopt a flexible approach in responding to proposals according to particular site or scheme-specific considerations. Normally on-site provision will be made and a flexible approach will be taken to tenure mix depending upon need. Where the size of site, mitigation requirements or affordability needs require a different approach to the proportion of affordable housing provided (as part of the scheme) or as an off-site contribution, the Authority or developer will provide sound evidence and proposals for an exceptional approach to be taken.

### **Rural Exception Schemes**

Proposals for affordable housing on sites situated outside but adjoining the designated boundaries of Main Service Centres and Service Villages may be permitted provided the following criteria are met:

- the scheme would meet an identified local need for affordable housing;
- the scale of the development would be in keeping with the role and function of the designated settlement; and
- pre-application engagement with the local community has been

undertaken to the satisfaction of the local planning authority.

Where it is demonstrated that a proportion of market housing is necessary to cross-subsidise the affordable housing element, the minimum number of market houses should be provided up to a maximum of 50% of the total number of dwellings.

### HRA/AA Screening – Housing Implementation Strategy

<b>Screening of Preferred Policy Approach (✓/X)</b>						
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

<b>Equalities Analysis of Preferred Policy Approach</b> (✓ - 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.



## **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'<sup>1</sup> 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

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<sup>1</sup> 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.

### **Approach to Housing Land Supply over the Plan Period**

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.

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**South East Lincolnshire**  
Joint Strategic Planning Committee

## **SOUTH EAST LINCOLNSHIRE LOCAL PLAN**

**Strategy and Policies DPD**

**Preferred Options Summary**

**(May 2013)**



## Introduction

### What is the Local Plan?

The South East Lincolnshire Local Plan will cover the areas of Boston Borough and South Holland District. It will set out how the area will change and grow up to 2031, and it will form the basis for decisions on planning applications. The Local Plan will be produced in two parts. The first part is called **Strategy and Policies**. This part of the Plan: sets out the vision, priorities and policies; identifies broad locations for change, growth and protection; sets out how the Plan will be monitored and delivered; and provides the framework for the second part of the Plan. This second part will be called **Site Allocations** and will identify sites to be developed for specific uses and areas where particular policies will apply.

### What is the Combined Preferred Options and Sustainability Appraisal Report?

The Combined Preferred Options and Sustainability Appraisal Report sets out the various options that we have considered for the Strategy and Policies document's contents. It identifies why some options have been rejected, and sets out what we think the vision, priorities, policies and proposals should be.

### What is this document?

We know that the Combined Preferred Options and Sustainability Appraisal Report is a long document and that everyone will not want to read it all. This summary sets out the vision, priorities, policies and proposals (shown within boxes) that have been chosen, and asks a series of questions. In order to keep it relatively brief, however, it does not identify all the rejected options.

Although we have produced this summary, we really need your views on the full Combined Preferred Options and Sustainability Appraisal Report. So, if there is something in this summary that particularly interests you, we would encourage you to have a look at the relevant part of the full Report before you let us have your views.

### How to comment?

This public consultation is a chance for everyone in South East Lincolnshire to think about how the places we live, work, learn and enjoy ourselves should change between now and 2031. We would like to know whether you agree that the draft vision, priorities, policies and proposals are the right ones, or whether you feel they could be improved.

You can view the full Combined Preferred Options and Sustainability Appraisal Report and complete a response form at the following web address [www.etc.etc.etc](http://www.etc.etc.etc). Or you can e-mail comments to [e-mail@boston.gov.uk](mailto:e-mail@boston.gov.uk) or write to Person, Municipal Buildings, West Street, Boston, Lincolnshire PE21 8QR

### What happens next?

We will use the responses to this consultation to help us to finalise the contents of the Strategy and Policies document. The finalised document (known as the 'submission version') will then be the subject of another round of public consultation, before it is submitted to the Secretary of State. It will then undergo an Examination in Public at which an independent Planning Inspector will consider whether it relates properly to national policy and the area's needs, and whether it is deliverable and justified.

## **Spatial Portrait**

**South East Lincolnshire (the combined Council areas of Boston Borough and South Holland District) lies to the west and south-west of the Wash estuary. It is an area where land and coast has shaped communities and the economy for many centuries and this proximity continues to exert its influence today. A huge part of the area has been reclaimed through a vast network of drainage systems and coastal defences that have created some of the richest and most extensive horticultural resources in the country. The farmland of South East Lincolnshire accounts for over 50% of all horticultural crops (vegetables, peas, beans, salad produce and bulbs and flowers) and 40% of the potatoes produced in the East Midlands. At an estimated annual value of £470 million (2010) the horticultural business in the East Midlands is the second-most important in the United Kingdom.**

**The landscape of South East Lincolnshire, despite its very open and rural character, is shaped and dominated by agricultural and horticultural activity. Field hedgerows and wooded areas are untypical unless lining the route of a highway or nearing a settlement. This means that extensive views and large open skies are common vistas. It is a landscape where vertical structures like churches, pylons and wind-energy generators can draw the eye. Churches and established landmarks such as the 'Boston Stump' define man's historical influence on the area. Structures such as pylons and wind farms are more modern visual features.**

**The flat character of the land and its proximity to the coast (the Wash estuary) also mean that the main watercourses, such as the River Witham, River Welland, River Nene and connected drainage channels are tidal. The Wash itself is a natural habitat of international importance and the interlinked waterways are part of the rich ecological network supporting the biodiversity of the area. Historically these watercourses were the main transport corridors for trade with inland Lincolnshire and beyond. Today, they are a resource with a, largely, unrealised potential for recreation but which require everyday management through the operation of pumping stations and sluices. Climate change, particularly associated with the predicted effects on sea level rise, brings the threat of extensive flooding that could be a danger to life affecting whole settlements. Such an extreme consequence would come about as a result of the highest tides (predicted to be common in 100 years' time) coupled with storm surge conditions causing major breaches in coastal and/or tidal defences. Even a minor flood event has the potential to inundate valuable farmland with saline water and negate productivity for many years after.**

**The Plan area is sparsely populated with about 153,000 people (Census 2011) living in some 1,100 square kilometres. However the Plan area has seen one of the largest increases in population over the last 10 years, nationally. The population of Boston Borough has increased by 15.9% (to 64,600) since 2001, and in the same period South Holland has seen an increase of 15.4% (to 88,300). As the population growth for the County of Lincolnshire has been 10.4%, the growth for the Plan area is significant, particularly given its relatively marginalised location away from the conurbations of the East Midlands. Furthermore, the Plan area attracts some 14,000 seasonal workers in horticulture and crop processing annually.**

**Most of the population and the 64,600 households are located in some 70 recognised settlements. The resident population of the sub-regional centres of**

**Boston and Spalding are about 33,000 and 29,000 respectively. In South Holland, there are also five 'area centres' recognised in the current Local Plan: the towns of Holbeach, Crowland, Long Sutton and Sutton Bridge and the village of Donington. Holbeach, with a 2011 population of over 8,000, is the largest of the area centres. In Boston Borough, the outlying settlements are smaller with Kirton, Swineshead, Butterwick, Old Leake, Wrangle and Sutterton being the largest. South East Lincolnshire's network of larger settlements and a substantial number of smaller villages and hamlets has significant consequences in terms of access to services, connectivity and bringing about sustainable futures.**

**The Plan area is located at the south-eastern limit of coastal Lincolnshire which is recognised as being poorly connected, especially by the highway network, to the rest of the region. Just three Principal A Roads connect the Plan area north, south, east and west. A substantial amount of HGV and slow-moving traffic use these routes, particularly, farm vehicles and caravans. Haven Bridge in Boston is one of the most heavily-used parts of the highway network in the County. Passenger transport access to places outside the Plan area is mainly by rail with services to Grantham and beyond, Peterborough and beyond, at hourly intervals or longer.**

**Within South East Lincolnshire access to places of employment is primarily by car or van (2011). In South Holland, travel to work by car or van is, respectively, about 8% and 4% higher than the national (35%) and Lincolnshire (40%) averages. Boston Borough has a rate that is marginally below the Lincolnshire average but marginally above the national. Public transport usage for both parts of South East Lincolnshire is well below the County average, which at 2% is itself over 8% less than public transport use within England and Wales. Access by bicycle or walking to places of work is relatively high in Boston Borough with nearly double the rate of cycling compared with Lincolnshire and four times the National rate. Across South Holland access by bicycle is about the County average. The number of people working from home in South East Lincolnshire roughly aligns with both County and national rates (7%) although South Holland has marginally higher rates.**

**South East Lincolnshire has a long history with some of its archaeological remains dating back to Roman times. Salt manufacture was an important Roman industry in the south of the area. Agriculture also has ancient roots and managing tidal inundation to protect farmland is evident in banks and ditches dating from Anglo-Saxon times. Boston has been a major centre as a port and commercial area since the middle ages and later played a significant role in the saga of the Pilgrim Father's journey to the new world and the founding of the USA. The area has 24 Conservation Areas (13 of which are in South Holland) and over 1000 Listed Buildings. The town of Boston has 3 Conservation areas and its built heritage is regarded as being of national significance by English Heritage. Lincolnshire (and nearby Norfolk) have established tourist economies in terms of both historical places of interest and seaside resorts. Boston and Spalding retain a strong commercial function within their historic cores that attracts visitors generated by the wider tourist economies.**

**For a sparsely populated, predominantly rural area, South East Lincolnshire, surprisingly, is of great importance in the national context. It is a huge resource as regards food production and food security and is at the forefront of meeting the**

**challenge of climate change. This is in terms of both managing the potential adverse consequences and conserving scarce resources and developing sustainable energy solutions.**

Questions (for more information on the Spatial Portrait see page ? of the Report)

- Does the Spatial Portrait describe South East Lincolnshire adequately?
  - What changes, if any, would you suggest?
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## **Vision and Strategic Priorities**

A vision has been prepared to guide sustainable development in South East Lincolnshire over the plan period to 2031. Whilst it is important that any vision has a local ‘flavour’ and is aspirational, ultimately it must be realistic and deliverable over the plan period. The vision statement is as follows:

**South East Lincolnshire is a fenland landscape, predominantly rural in nature, comprising a collection of locally distinctive historic market towns and villages, agricultural land of national importance and internationally protected wildlife habitats. It is recognised as an important centre for food production, processing and distribution around which the local economy has developed.**

**Our Vision for South East Lincolnshire:**

**By 2031 South East Lincolnshire’s settlements and rural hinterland will have developed in response to the challenges of climate change, and particularly in respect of flood risk concerns, to have grown in a more sustainable manner to provide more diverse, prosperous, resilient and self-sustaining communities.**

**This will have been achieved by the delivery of new sustainably designed and constructed homes and employment opportunities to meet the needs of the whole population, supported by the necessary facilities, services and infrastructure.**

**The economic base of the area will have been strengthened by supporting existing businesses and by providing new opportunities that will build upon current strengths in food production, processing and distribution.**

**The delivery of key infrastructure, including highway improvements and measures to reduce the causes and impacts of flooding, will have kept pace with levels of growth to ensure that new development is both sustainable and deliverable.**

**The natural, built and historic environment will have been protected and enhanced, where appropriate, to ensure that their inherent social, economic and environmental qualities are retained and that opportunities for sustainable tourism can be realised. In meeting the needs of development, every effort will have been made to minimise the loss of high-quality agricultural land.**

Questions (for more information on the Vision see page ? of the Report)

- Is the vision specific and local?
- Is the Vision ambitious?
- Is the Vision realistic?
- What changes, if any, would you suggest?

It is a requirement of the NPPF that local planning authorities set out strategic priorities for the area covered by the Local Plan. The following strategic priorities for South East Lincolnshire are the main principles that will be followed to deliver the vision. They also set the broad direction for the detailed preferred policy approaches outlined in this document and in due course the policies that will be in the adopted Local Plan. They will also be used to help monitor the success of the Local Plan's implementation. In light of this fact it is important that they, as with the vision, must be realistic and deliverable over the plan period.

### **Sustainable Development**

- 1. To ensure that growth in South East Lincolnshire delivers sustainable development that seeks to meet the social and economic needs of the area, whilst protecting and enhancing its environment for the enjoyment of future generations**
- 2. To deliver development in sustainable locations that seeks to meet the needs of the whole area through the identification of a strategic planning framework that takes account of flood risk to guide the scale, distribution and nature of new development across South East Lincolnshire.**

### **Housing**

- 3. To seek to meet the housing needs of the whole of South East Lincolnshire's population, including the provision of an appropriate proportion of affordable housing for those in need.**

### **Economy**

- 4. To provide the right conditions and sufficient land in appropriate locations to diversify and strengthen the economic base of South East Lincolnshire to meet the needs of existing companies, to attract new businesses and sources of employment, and to take advantage of historic and environmental assets to maximise the potential for sustainable tourism.**
- 5. To create a mutually-supportive hierarchy of vibrant self-contained centres providing employment, retailing and services for South East Lincolnshire by encouraging an appropriate scale of retail, leisure and other town-centre development and by maximising opportunities for regeneration.**

### **Communities, Health and Well-Being**

- 6. To seek to improve the quality of life for everyone who lives, visits, works and invests in South East Lincolnshire by protecting and enhancing access to homes, employment, retail, education, healthcare, community and leisure facilities, and open space.**

### **Environment**

- 7. To protect and enhance, where appropriate, South East Lincolnshire's natural, built and historic environment.**
- 8. To adapt to, and mitigate against the effects of, climate change by reducing exposure to flood risk, minimising carbon emissions through the sustainable location, design and construction of new development, promoting energy**

efficiency and renewable energy, enhancing the green infrastructure network, and by minimising the need to travel.

9. To ensure that land is used efficiently and that the loss of South East Lincolnshire's high-quality agricultural land resource is minimised by developing in sustainable locations, at appropriate densities and by prioritising the reuse of previously-developed land.

#### Transport

10. To improve accessibility for all to jobs, services and facilities, thereby minimising the need to travel.

11. To maximise the potential for modal shift to sustainable forms of transport, whilst recognising the importance of the private car in rural areas, by seeking to improve South East Lincolnshire's highway infrastructure and thereby minimising congestion, improving road safety and aiding economic development.

#### Delivery

12. To ensure that development contributes to the provision of necessary physical, social and green infrastructure to deliver planned levels of growth and mitigate its impacts on existing communities and the environment.

Questions (for more information on the Strategic Priorities see page ? of the Report)

- Do the Strategic Priorities relate well to the Vision?
- Do the Strategic Priorities identify all the big issues facing South East Lincolnshire?
- Are there too many Strategic Priorities? Would fewer Priorities help make the Plan more focussed?
- What changes, if any, would you suggest?

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## Housing Growth and Flood Risk

The following key issues emerging from the policy context and evidence base require a policy response:

- In the proposed absence of a regionally-imposed target, there is a need to identify a requirement for housing growth in South East Lincolnshire up to 2031. Given that Boston Borough and South Holland Councils retain their separate roles as local planning authorities for development management purposes, this requirement needs to be based on separate specified targets for Boston Borough and South Holland District – in order to address the issues arising from the requirement in the NPPF that local planning authorities maintain a supply of deliverable sites sufficient to provide 5-years worth of housing against requirements with an additional buffer for flexibility; and
- In view of the distribution of flood hazard in South East Lincolnshire and national planning policy that indicates that additional housing may be necessary in flood-risk area to support sustainable development, there is a need to determine an approach to the provision of housing in those parts of South East Lincolnshire which are

categorised as flood-hazard zone Red, Orange or Yellow (i.e. Danger for All, Danger for Most or Danger to Some), and together are described as the 'ROY zones'.

### **Strategic Approach to Flood Risk**

**Major development shall be located in areas at the lowest hazard or probability of flooding and shall not, in itself, increase flood risk. Where the development would be for uses defined as essential infrastructure, Highly Vulnerable or More Vulnerable it will be a requirement to show why the need for the development is exceptional where the hazard or probability of flooding of the sequentially tested areas is constrained. Any mitigation for flood risk required by such development will be provided for the lifetime of the development.**

**Flood risk management infrastructure shall be provided at the strategic level, where development opportunities allow, to reduce the hazard and probability of flooding.**

Questions *(for more information on this policy see page ? of the Report)*

- Does the policy help you understand how flood risk issues will impact on planning decisions?
- What changes, if any, would you suggest?

### **Provision for Housing**

**Provision will be made for a net increase of at least 13,920 dwellings in South East Lincolnshire in accordance with the requirements set out in the table below.**

<b>Local Authority area</b>	<b>Annual Apportionment From 2011</b>	<b>Total Housing Provision 2011-2031</b>	<b>Maximum number of dwellings provided in areas categorised as Red, Orange or Yellow flood-hazard zones (as defined in the Lincolnshire Coastal Study)</b>
<b>Boston Borough</b>	<b>226</b>	<b>4,520</b>	<b>3,600</b>
<b>South Holland District</b>	<b>470</b>	<b>9,400</b>	<b>1,200</b>
<b>South East Lincolnshire</b>	<b>696</b>	<b>13,920</b>	<b>4,800</b>

Questions *(for more information on this policy see page ? of the Report)*

- Are the housing figures too high or too low? Please explain your reasons.



- Do you agree with the proposed limits on the number of new homes that can be built in the severest flood hazard zones? Please explain your reasons.
- 

## **Sustainable Development and Spatial Strategy**

The following key issues emerging from the policy context and evidence base require a policy response:

- The need to ensure that the emerging Local Plan is in conformity with the presumption in favour of sustainable development outlined in the NPPF;
- The need to determine a spatial strategy that will guide the distribution and scale of development across South East Lincolnshire in a sustainable manner, reflecting the needs, roles and functions of settlements and the rural area having particular regard to the issues of flood risk; and
- The need to ensure that the three dimensions to sustainable development (economic, social and environmental) are taken into account when allocating sites for development.

### **The Presumption in Favour of Sustainable Development**

**When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:**

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- specific policies in that Framework indicate that development should be restricted

Questions *(for more information on this policy see page ? of the Report)*

- Does the policy help you understand what guidance will be used in making planning decisions?

### **Spatial Strategy**

**South East Lincolnshire comprises four types of place:**

- **Sub-Regional Centres: Boston and Spalding - these will be the main locations for new development.**
- **Main Service Centres: Crowland, Donington, Holbeach, Kirton, Long Sutton and Sutton Bridge - these will continue to provide for significant housing,**

employment and commercial development to support their roles as service centres for surrounding rural areas.

- **Service Villages:** Algarkirk, Bicker, Butterwick, Cowbit, Deeping St. Nicholas, Fishtoft, Fleet Hargate, Gedney Hill, Gosberton, Kirton End, Leake Commonside, Moulton, Moulton Chapel, Old Leake, Pinchbeck, Quadring, Sutterton, Sutton St. James, Surfleet, Tydd St Mary, Swineshead, Swineshead Bridge, Weston, Whaplode, Wigtoft and Wrangle
- **The Countryside:** the rest of South East Lincolnshire, including all settlements not listed above, within which development will be restricted to the following categories in accordance with other local plan policies:
  - agriculture;
  - forestry;
  - the preservation of Listed Buildings;
  - the reuse and adaptation of buildings for appropriate purposes;
  - coastal and flood protection;
  - rural exceptions affordable housing;
  - the extension and replacement of dwellings;
  - sites for Gypsy and Travellers and travelling showpeople;
  - new-build employment generating proposals where there is a particular environmental or operational justification;
  - the diversification of rural enterprises;
  - community services and facilities meeting a proven local need;
  - development by statutory undertakers or public utility providers;
  - recreation and tourism
  - renewable energy projects;
  - transport;
  - mineral extraction; and
  - waste management facilities.

Questions *(for more information on this policy see page ? of the Report)*

- Are there four 'types of places' in South East Lincolnshire, or should there be more (or fewer) categories?
- Does the Spatial Strategy group the right settlements together into the right categories?
- The Spatial Strategy includes Algarkirk, Fishtoft, Kirton End, Leake Commonside, Quadring, Surfleet, Swineshead Bridge, Tydd St Mary, Wigtoft and Wrangle as service villages because they are not in the worst flood hazard zones. Do you think this is right?
- What changes, if any, would you suggest?

### **Site Allocations in South East Lincolnshire**

**In allocating sites for development, the following criteria will be taken into account in addition to other policies within the local plan:**

- sites will be located in or adjacent to the existing built-up area of the settlement;
- sites will be accessible and well-related to existing services and facilities;
- sites will be accessible by public transport or demonstrate that the provision of such services can be viably provided and sustained;

- sites will not place undue burdens on existing infrastructure or will be able to demonstrate that appropriate new infrastructure can be provided to address sustainability issues;
- sites will not have adverse impacts on South East Lincolnshire's natural, built and historic assets and landscape character that cannot be adequately mitigated against;
- sites will not lead to the loss of locally-important open space, other green infrastructure or community facilities, unless adequately replaced elsewhere; and
- sites will have been subject to appropriate sequential testing and other planning policy requirements in relation to flood risk.

Questions (for more information on this policy see page ? of the Report)

- Are there other issues that are important in making a development site sustainable?

### **Development Management**

Proposals requiring planning permission for development will be permitted subject to them meeting sustainable development considerations, in particular in relation to:

- their size, scale, layout, density and impact on the amenity, character and appearance of the area and the relationship to existing development and land uses;
- their quality of design and orientation;
- maximising the use of sustainable materials and resources;
- access and vehicle generation levels;
- the capacity of existing community services and infrastructure;
- impact upon neighbouring land uses by reason of noise, disturbance or visual intrusion;
- sustainable drainage and flood risk; and
- impact upon areas of natural and historical heritage.

Questions (for more information on this policy see page ? of the Report)

- Does the policy cover all the important issues?
- What changes, if any, would you suggest?

## **Housing**

The following key issues emerging from the policy context, evidence base and preceding chapters require a policy response:

- the need to identify the broad distribution of housing provision across South East Lincolnshire to meet the housing target in the period up to 2031 in a manner that recognises the limit on the number of dwellings that can be developed in ROY zones;
- the need to demonstrate how the above housing provision will be accommodated through the identification of broad locations for growth and sites with planning permission;
- the need to make provision for 34 additional residential pitches for Gypsies and Travellers in the period 2012-17 and the current lack of a 5-year supply of specific deliverable sites to meet this target;

- the need to integrate the planning of the LTP3 proposal for a SWRR with the required housing provision for Spalding (Lincolnshire County Council has indicated that it expects developer contributions to fund the SWRR and it is considered that such funding is best facilitated through a commitment to use this road to service housing growth in Spalding extending some time beyond the plan period);
- set out a housing implementation strategy to maintain a minimum of a 5.25-year supply of specific deliverable sites against the Boston Borough and South Holland District housing targets;
- meeting the need for affordable housing; and
- the size, type and density of additional housing.

<b>Distribution and Scale of Housing Development across South East Lincolnshire (2011-2031)</b>				
<b>Settlement</b>	<b>Dwellings</b>			
	<b>Completions at 31 March 2012</b>	<b>Permitted at 31 March 2012</b>	<b>New Allocations</b>	<b>Total</b>
Boston (including Fishtoft Urban & Wyberton)	80	532	2,900 (max. of 2,900 on ROY sites)	<b>3,512</b>
Kirton			420 (max. of 400 on ROY sites)	<b>420</b>
Swineshead			400	<b>400</b>
Rest of Service Villages			800 (max. of 300 on ROY sites)	<b>800</b>
All parishes except Boston	11	324		<b>335</b>
<b>Boston Borough Total</b>	<b>91</b>	<b>856</b>	<b>4,520</b>	<b>5,467</b>
Spalding	73	1,064	6,000	<b>7,137</b>
Crowland	11	78	300	<b>389</b>
Donington	27	81	300	<b>408</b>
Holbeach	6	313	1,000 (max. of 900 on ROY sites)	<b>1,319</b>
Long Sutton	4	176	150 ROY (max. of 150 on ROY sites)	<b>330</b>
Sutton Bridge	4	29	150 ROY (max. of 150 on ROY sites)	<b>183</b>

Cowbit, Deeping St Nicholas, Fleet Hargate, Gedney Hill, Gosberton, Moulton, Moulton Chapel, Pinchbeck, Quadring, Surfleet, Sutton St James, Tydd St Mary, Weston and Whaplode			350 (max. of 25 dwellings in any one settlement)	<b>350</b>
All areas except Spalding and Crowland, Donington, Holbeach, Long Sutton and Sutton Bridge parishes	42	195		<b>237</b>
<b>South Holland District Total</b>	167	1,936	<b>8,250</b>	<b>10,353</b>

Questions (for more information on this policy see page ? of the Report)

- Are the housing figures for individual settlements too high or too low? Please explain your reasons.
- Do you agree that no new housing sites should be identified in settlements below 'service village' level?
- The restriction of development on ROY sites within the 'Rest of Service Villages' in Boston Borough to a maximum of 300 dwellings could potentially require significant development at settlements like Bicker, Fishtoft, Leake Commonside, Swineshead Bridge and Wrangle. Do you support this?

**Broad Locations for Housing Development in Boston and Spalding**

**In the broad locations identified on the key diagram insets for Boston and Spalding, areas of land will be released in the plan period to facilitate the delivery of major housing schemes on the following basis:**

**Boston**

- **Land in the Wyberton West Road/Chain Bridge Road/Swineshead Road area sufficient to deliver approximately 1900 dwellings as indicated in the current SHLAA**

## **Spalding**

- **Land to the north of the Vernatt's Drain, situated no closer to the village of Pinchbeck than 500 metres west of the Joint Line, sufficient to deliver approximately 3,750 dwellings as indicated in the current SHLAA**

**If planning applications are not forthcoming prior to the production of the Site Allocations DPD, specific site boundaries and planning requirements will be identified in that development plan document.**

Questions *(for more information on this policy see page ? of the Report)*

- Do you support the broad locations set out in the policy, or do you think better locations can be identified? Please identify where better locations are, and how many houses you think they could accommodate.
- Do you agree with the number of dwellings proposed to be built at the broad locations?

## **Gypsies, Travellers and Travelling Showpeople**

**The following criteria should be satisfied in determining the suitability of land for use as a Traveller site:**

- **the proposal will help to meet a clear and evidenced need as demonstrated in an up-to-date Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment for South East Lincolnshire;**
- **the site, if for permanent residential use, is well-related to local services and facilities including shops, schools and doctors' surgeries as well as employment opportunities;**
- **the site should respect the scale of the nearest settled community and should avoid placing undue pressure on the local infrastructure;**
- **the site would not have a significant adverse effect on the amenities of existing local residents or adjoining land uses;**
- **the site is already, or is capable of being, successfully assimilated into both its immediate environs and the wider landscape and would not adversely effect heritage assets or areas of importance to nature conservation;**
- **the use of the site would not prejudice highway safety or give rise to problems of parking or highway access;**
- **the site would have adequate connections to appropriate services including drinking-water supply and waste-water treatment; and**
- **the site, if for permanent residential use, is not situated in a ROY zone.**

Questions *(for more information on this policy see page ? of the Report)*

- Does the policy cover all the issues that are important for a site for gypsies, travellers and travelling showpeople?
- What changes, if any, would you suggest?
- Should the Local Plan specifically identify sites for gypsies, travellers and travelling showpeople?

### **Size, Type and Density of Additional Housing**

Development densities in all housing developments should normally be no lower than an average 30 dwellings per hectare net. Lower development densities will need to be justified taking into account individual site circumstances.

New housing development will be sought which adequately addresses the housing needs of South East Lincolnshire, namely:

- Family homes of 3 bedrooms or more
- Smaller homes of 2 bedrooms or less
- Extra care and other homes for the elderly and disabled population.

An appropriate mix of housing types will be secured to reflect local housing need. Such a mix will be dependent on the local circumstances of the site, the viability of the development and any localised housing need information.

Questions *(for more information on this policy see page ? of the Report)*

- Do you agree that most housing developments should be built at a density of 30 dwellings per hectare or more?
- What changes, if any, would you suggest?

### **Provision for Affordable Housing**

In residential schemes of three or more dwellings, the South East Lincolnshire Authorities will seek to secure 20% of dwellings as affordable housing, the nature of which will have regard to the most up-to-date assessment of housing need.

The Authorities will adopt a flexible approach in responding to proposals according to particular site or scheme-specific considerations. Normally on-site provision will be made and a flexible approach will be taken to tenure mix depending upon need. Where the size of site, mitigation requirements or affordability needs require a different approach to the proportion of affordable housing provided (as part of the scheme) or as an off-site contribution, the Authority or developer will provide sound evidence and proposals for an exceptional approach to be taken.

### **Rural Exception Schemes**

Proposals for affordable housing on sites situated outside but adjoining the designated boundaries of Main Service Centres and Service Villages may be permitted provided the following criteria are met:

- the scheme would meet an identified local need for affordable housing;
- the scale of the development would be in keeping with the role and function of the designated settlement; and
- pre-application engagement with the local community has been undertaken to the satisfaction of the local planning authority.

Where it is demonstrated that a proportion of market housing is necessary to cross-subsidise the affordable housing element, the minimum number of market houses should be provided up to a maximum of 50% of the total number of dwellings.

Questions *(for more information on this policy see page ? of the Report)*

- Do you agree that sites of 1 or 2 dwellings should not have to make an affordable housing contribution?
- Is 20% too high or too low?
- Should affordable exceptions sites be allowed at Main Service Centres and Service Villages only, or should they be permitted at towns or smaller settlements too?
- What changes, if any, would you suggest?

**Approach to Housing Land Supply over the Plan Period**

**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.**

Questions *(for more information on this policy see page ? of the Report)*

- Do you agree with the proposed numbers provided for each five year period?
- What changes, if any, would you suggest?

## **Economy**

The following key issues emerging from the policy context and evidence base require a policy response:



- The lack of a need to identify further employment land allocations in the plan period to meet demand;
- The need to support both existing businesses and new inward investment;
- The need to identify an approach to town centre uses, to identify a network and hierarchy of centres, to define the extent of town centres, primary shopping areas and frontages and to address spare retail capacity;
- The need to determine an approach to the rural economy, including tourism; and
- The need to determine and approach in relation to a potential Spalding RFI.

### **Employment Land and Premises**

**To meet current forecast need for employment land in South East Lincolnshire, employment proposals will be directed to existing employment commitments and allocated sites identified in extant Local Plan policies. Allocations will be reviewed through the preparation of the Site Allocations DPD.**

**Proposals which lead to the loss of existing business, industrial or warehousing land to other uses, including retail, will not be permitted unless the overall benefit of the proposal outweighs the disadvantages of the loss of employment or potential employment on site.**

*Questions (for more information on this policy see page ? of the Report)*

- Do you agree that there is no need for the Local Plan to identify new employment land?
- Is it right that the policy tries to protect existing employment land from other sorts of development?
- What changes, if any, would you suggest?

### **Town and Other Centres**

**Town and other centres will be promoted and enhanced as the primary location for main town centre uses including retail, leisure, tourism, cultural and office development. The following principles will apply:**

- a) **A hierarchy of centres which guides decisions on the scale of development that will be permitted:**
  - i) **The Large Town Centres of Boston and Spalding will be the primary focus for main town centres uses, in support of their sub-regional role and function.**
  - ii) **The Small Town Centres of Crowland, Donington, Holbeach, Kirton, Long Sutton and Sutton Bridge, functioning as important service centres for the needs of their localised catchment areas, will provide a secondary focus for main town centre uses.**
  - iii) **Service Villages and local centres in Boston and Spalding will provide for the daily retail needs of their populations through a range of small shops and other community services and facilities.**
- b) **The hierarchy of centres above is not intended to be a sequential approach to the choice of sites. Development proposals for retail and/or other town centre uses will be focussed in the centres defined in this policy, and will be appropriate in scale and nature to the size and function of the relevant centre and to the maintenance of the hierarchy of centres. Development in out-of-centre and edge-**

of-centre locations will, except where for purely local need, be tightly controlled. Proposals in these locations will be required to demonstrate their suitability through a sequential site test in line with the NPPF.

c) Provision will be made for the following floorspace requirements:

i) **Boston Borough**

	Convenience floorspace requirement (sq m gross) NB: the below figures are an either/or depending upon the type of convenience development		Comparison floorspace requirement (sq m gross)	
	Mainstream supermarket	Discount food store	All comparison minus bulky goods	Bulky goods (retail warehouse formats)
2006-11	4,500	9,100	8,100	10,000
2011-16	2,800	5,600	12,000-16,000	10,000-12,000
2016-26	5,800	12,000	26,000	24,000

ii) **South Holland District**

	Convenience floorspace requirement (sq m net sales area)	Comparison floorspace requirement (sq m net sales area) NB: these are two separate scenarios	
		Constant Retention	Rising Retention
2007-11	282	2,002	3,139
2011-16	1,069	4,846	6,795
2016-21	1,173	6,215	8,873
2007-21	2,524	13,085	18,806

d) To protect the vitality and viability of defined centres, a robust assessment of impact on nearby centres will be required for any proposed convenience or comparison floorspace outside of town centres that is greater than 500 sq m net, except for Boston and Spalding, where the NPPF default threshold of 2,500 sq m net will apply.

The need for, and location of, allocations for town centre uses will be addressed through the Site Allocations DPD. New policies guiding the scale of town centre floorspace permissible in the hierarchy of centres and the nature of development in primary shopping areas and primary and secondary frontages will be contained in the Site Allocations DPD. All existing retail-related boundaries will be reviewed through the Site Allocations DPD.

Questions (for more information on this policy see page ? of the Report)

- Is the policy's hierarchy of shopping centres correct?
- Is it appropriate for the threshold for an 'impact test' to be set at 500 square metres outside of Boston and Spalding?

**Broad Location for a Spalding Rail Freight Interchange**

**In the broad location identified on the key diagram at Deeping Fen, an area of land not exceeding 60 hectares will be released in the plan period to facilitate the delivery of a Spalding Rail Freight Interchange (RFI) facility and associated employment-generating development. Up to 15 hectares will be related to the RFI. Following completion of the RFI facility, further land of up to 45 hectares will be available to accommodate enterprises with an operational requirement to be in close proximity to the RFI.**

**If a planning application is not forthcoming prior to the production of the Site Allocations DPD, specific site boundaries will be identified in that development plan document.**

Questions *(for more information on this policy see page ? of the Report)*

- Do you support the development of a Rail Freight Interchange?
  - Do you agree that a Rail Freight Interchange should be built at Deeping Fen?
- 

## **Environment**

The following key issues emerging from the policy context and evidence base require a policy response:

- The need to identify an approach to the natural environment in its broadest sense, including the need to protect and, where, possible enhance biodiversity, geodiversity and green infrastructure and the need to minimise the harmful effects of pollution on the environment in general;
- The need to identify an approach to the protection of the historic environment;
- The need to identify a positive approach to addressing issues arising from climate change, including the generation of renewable and low carbon energy; and
- The need to determine an approach to the design of a new development.

### **Environment**

**All development proposals should:**

- **protect the biodiversity value of land and buildings and minimise fragmentation of habitats;**
- **maximise opportunities for restoration, enhancement and connection of natural habitats;**
- **incorporate beneficial biodiversity conservation features where appropriate; and**
- **maximise opportunities to enhance green infrastructure networks, including water networks.**

**Development proposals where the principal objective is to conserve or enhance biodiversity or geodiversity interests will be supported in principle.**

**Development proposals that would cause a direct or indirect adverse impact on nationally-designated sites or other designated areas of nature conservation importance or protected species will not be permitted unless:**

- **they cannot be located on alternative sites that would cause less or no harm;**

- the benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats; and
- suitable prevention, mitigation and compensation measures are provided.

Development proposals that would be significantly detrimental to the nature conservation interests of internationally-designated sites will not be permitted.

Development proposals should conserve or enhance the character and appearance of designated historic assets and other important historic buildings, structures, monuments and landscapes and their settings through high-quality sensitive design. Development proposals that would have an adverse impact on their special historic or architectural interest will not be permitted.

The reuse of Listed Buildings will be encouraged. New uses which would result in harm to their fabric, character, appearance or setting will not be permitted.

Development proposals involving the demolition of non-listed buildings will be assessed against the contribution to the architectural or historic interest of the area made by each building. Buildings which make a positive contribution to the character or appearance of an area should be retained. Where a building makes little contribution to the area, consent will be given provided that, in appropriate cases, there are acceptable and detailed plans for any redevelopment or after-use.

All development proposals should minimise the emission of pollutants, including noise, odour, light and waste materials, and ensure no deterioration in water quality. Proposals will only be permitted where, individually or cumulatively, there are no unacceptable impacts on:

- the natural environment and general amenity;
- health and safety of the public;
- surface and groundwater quality; and
- land quality and condition.

Exceptions will only be made where it can be clearly demonstrated that the environmental benefits of the development and the wider social and economic needs for the development outweigh the adverse impact.

Development proposals on contaminated land, or where there is reason to suspect contamination, must include an assessment of the extent of contamination and any possible risks. Proposals will only be permitted where the land is, or is made, suitable for the proposed use.

Questions *(for more information on this policy see page ? of the Report)*

- Does the policy strike the right balance between protecting the environment and encouraging development?
- What changes, if any, would you suggest?

### **Climate Change and Renewable & Low Carbon Energy**

Development proposals will be required to demonstrate that the issue of climate change has been addressed by:

- reducing the need to travel through locational decisions and, where appropriate, providing a mix of uses;
- the protection of the quality, quantity and availability of water resources, for example by the use of water conservation and recycling measures and minimising off-site water discharge through Sustainable Urban Drainage systems;
- incorporation of measures which promote and enhance the resilience of ecosystems and biodiversity networks within and beyond the site;
- measures to minimise and mitigate the risks to the development associated with expected climate change impact such as average temperature increases, extreme weather events and soil moisture decreases in the summer and autumn; and
- the adoption of the sequential approach and exceptions test to flood risk and the incorporation of flood-mitigation measures in design and construction to reduce the effects of flooding.

Proposals for the development of renewable and low carbon sources of energy will be supported and considered in the context of contributing to the achievement of sustainable development and meeting the challenge of climate change.

Proposals for renewable energy technology, associated infrastructure and integration of renewable technology on existing or proposed structures will be permitted provided, individually, or cumulatively, there would be no significant adverse impact on:

- the surrounding landscape , skyscape or built environment;
- residential amenity in respect of noise, fumes, odour, vibration, shadow flicker, broadcast interference and traffic;
- specific highway safety, nature conservation or historic environment considerations; and
- the visual dominance of St Botolph's Church tower over the skyline of Boston;

and provision is made for the removal of the facilities and reinstatement of the site should any development cease to be operational.

Questions *(for more information on this policy see page ? of the Report)*

- Are the considerations in the first part of this policy about right?
- Does the second part of the policy strike the right balance between supporting renewable energy (wind turbines, solar panels, biomass plants, etc.) and protecting South East Lincolnshire's character?
- What changes, if any, would you suggest?

### **Design of New Development**

All development shall be of high quality and inclusive design and, where appropriate, make innovative use of local traditional styles and materials. Encouragement will be given to contemporary design that reflects local distinctiveness. Design which is inappropriate to the local area or which fails to maximise opportunities for improving the character and quality of an area will not be acceptable.

Development proposals will demonstrate how the following considerations have been taken into account:

- ensuring buildings are adaptable to a variety of uses and, along with public spaces, are accessible to all;
- crime prevention and community safety;
- the use or reuse of historic buildings;
- complementing the existing built heritage, historic landscape and landscape character of the location;
- respecting the density, scale and massing of neighbouring buildings and the surrounding area;
- the orientation of buildings to enable decentralised and renewable energy;
- the treatment of facades to public places and the design of shop frontages;
- distinguishing between private and public space;
- where appropriate, the mitigation of flood risk through flood resilient design and sustainable urban drainage systems;
- the use of landmarks and views;
- the provision and layout of car parking;
- residential amenity;
- accessibility by a choice of travel modes including the provision of public transport, footpath and cycle ways where appropriate;
- the use of landscaping and the enhancement of biodiversity and green infrastructure; and
- the lighting of public places.

Questions (for more information on this policy see page ? of the Report)

- Do you agree that policy guidance to improve the design of new buildings should be provided?
- What changes, if any, would you suggest?

## **Community, Health and Well-Being**

The following key issues emerging from the policy context and evidence base potentially require a policy response:

- The need to ensure that all sections of the community have access to high quality open space and opportunities for sport and recreation;
- The need to ensure that safe and accessible environments are created, which discourage crime and disorder (and the fear of crime), and which encourage community use; and
- The need to ensure that all sections of the community have access to the services which are needed to support their education, health, and social, cultural and spiritual well-being.

### **Community, Health and Well-Being**

**Development shall contribute to: the creation of socially-cohesive and inclusive communities; reducing health inequalities; and improving the community's health and well-being.**

**To this end, it shall create environments which:**

- discourage crime and disorder;

- do not create the fear of crime;
- are accessible to all sections of the community;
- facilitate walking, cycling and public transport use; and
- encourage community use.

To enable people to lead healthy and active lifestyles, residential development shall support the provision of new sport and open-space facilities.

The redevelopment or change of use of an existing community, educational, health, recreational, sport, or social facility will be permitted only if the facility is no longer needed by the community (taking account of all the functions it could perform), or adequate alternative provision will be made.

New community, educational, health, recreational, sport, or social facilities shall be:

- located to maximise accessibility for their users;
- well related to public transport infrastructure and walking and cycling routes; and
- compatible with nearby uses and the character and appearance of the neighbourhood.

Questions (for more information on this policy see page ? of the Report)

- Does the Plan need a policy to promote health and well-being?
- What changes, if any, would you suggest?

## Transport

The following key issues emerging from the policy context and evidence base require a policy response:

- the need to promote and facilitate sustainable transport, and to improve accessibility between homes, jobs and services;
- the need to facilitate the delivery of the Spalding Western Relief Road (SWRR) to minimise the traffic impact of the upgrade to the 'Joint Line' and support the delivery of growth;
- the need to explore an approach to local parking standards in line with the NPPF.

### Sustainable Transport and Accessibility

The transport strategy for South East Lincolnshire is to maximise the use of non-car modes, within the context of a rural area where, for many trips, there are limited alternatives to the car. This will be achieved through promotion of walking a cycling for local trips, particularly within towns and villages, through local traffic management schemes and parking regimes to reduce the impact on the rural and urban environment, and by promoting public transport and sustainable tourism. Walking and cycling networks and Public Rights of Way will be protected and, where possible, enhanced.

Development should contribute to minimising the need to travel and reducing the impacts of travel; improve accessibility to jobs, services and community facilities; and adapting to and mitigating against climate change. New development will be required to contribute to transport improvements in line with appropriate evidence, including the Infrastructure Delivery Plan, the Local Transport Plan and site-specific transport assessments to ensure that its impacts can be reduced and/or mitigated. New development should create convenient and attractive links within the development and to the surrounding area, assist with the creation of a network of accessible greenspace and provide links to public transport and walking and cycling networks.

Questions (for more information on this policy see page ? of the Report)

- What changes, if any, would you suggest?
- Should the Plan set out local car parking standards and, if so, what should they be?

### **Spalding Western Relief Road (SWRR)**

The implementation of a SWRR is critical to minimising the traffic impact of the upgrade to the 'Joint Line' and supporting the delivery of growth at Spalding. It will provide a link between the B1172 (Spalding Common) and the B1356 (Spalding Road). Its delivery will be linked to the phased development of housing growth to the north and west of Spalding.

Proposals for development which would prejudice the delivery of the SWRR in accordance with the phasing provisions set out in Policy **XX** will not be permitted.

Questions (for more information on this policy see page ? of the Report)

- Do you agree that a Spalding Western Relief Road is needed?

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## **Delivery**

The following key issues require a policy response:

- The need to ensure that the necessary physical, social and green infrastructure is delivered in a timely fashion to support new development; and
- The need to ensure that demands upon development do not undermine viability and deliverability.

### **Infrastructure and Viability**

The South East Lincolnshire Partner Authorities will seek the delivery of relevant physical, social and green infrastructure to support new development in line with the Infrastructure Delivery Plan (IDP) and other appropriate evidence. Dependent upon the circumstances, development will be expected to directly deliver in full, or contribute to, the provision of infrastructure. This will be achieved by the following means:

- the preparation and regular review of the Infrastructure Delivery Plan (IDP) for South East Lincolnshire that will set out the infrastructure required to support development, when and how it will be provided and by who;



- exploring the potential for a Community Infrastructure Levy (CIL), covering all or part of South East Lincolnshire, that would set out the required level of developer contributions towards new or upgraded infrastructure to support development; and
- negotiating appropriate planning obligations to provide new or upgraded infrastructure to support overall levels of development and to mitigate any adverse impacts of proposed development, whilst avoiding duplications of any payments made through any future CIL covering all or part of South East Lincolnshire.

Where infrastructure items are identified as critical in the IDP and are shown on the Key Diagram they should be protected from development, or the harmful effects of development, and their delivery safeguarded until such time as they are implemented or their delivery becomes unnecessary as a result of changing circumstances. Where the latter is the case, the use of the land required for their development will be considered within the context of other policies in the Local Plan and the most relevant and appropriate up-to-date evidence.

Where viability is considered a constraint to development, negotiation will be conducted on a case-by-case basis. The primary aim of negotiations will be to ensure that the viability of development is not undermined, having regard to the following order of priority:

1. Measures identified as critical in the IDP.
2. Infrastructure supporting sustainable communities.

Questions *(for more information on this policy see page ? of the Report)*

- Do you think that the policy's approach to the delivery of new infrastructure will work?
- Do you agree with the way the policy proposes to deal with cases where infrastructure requirements would make a development unviable?

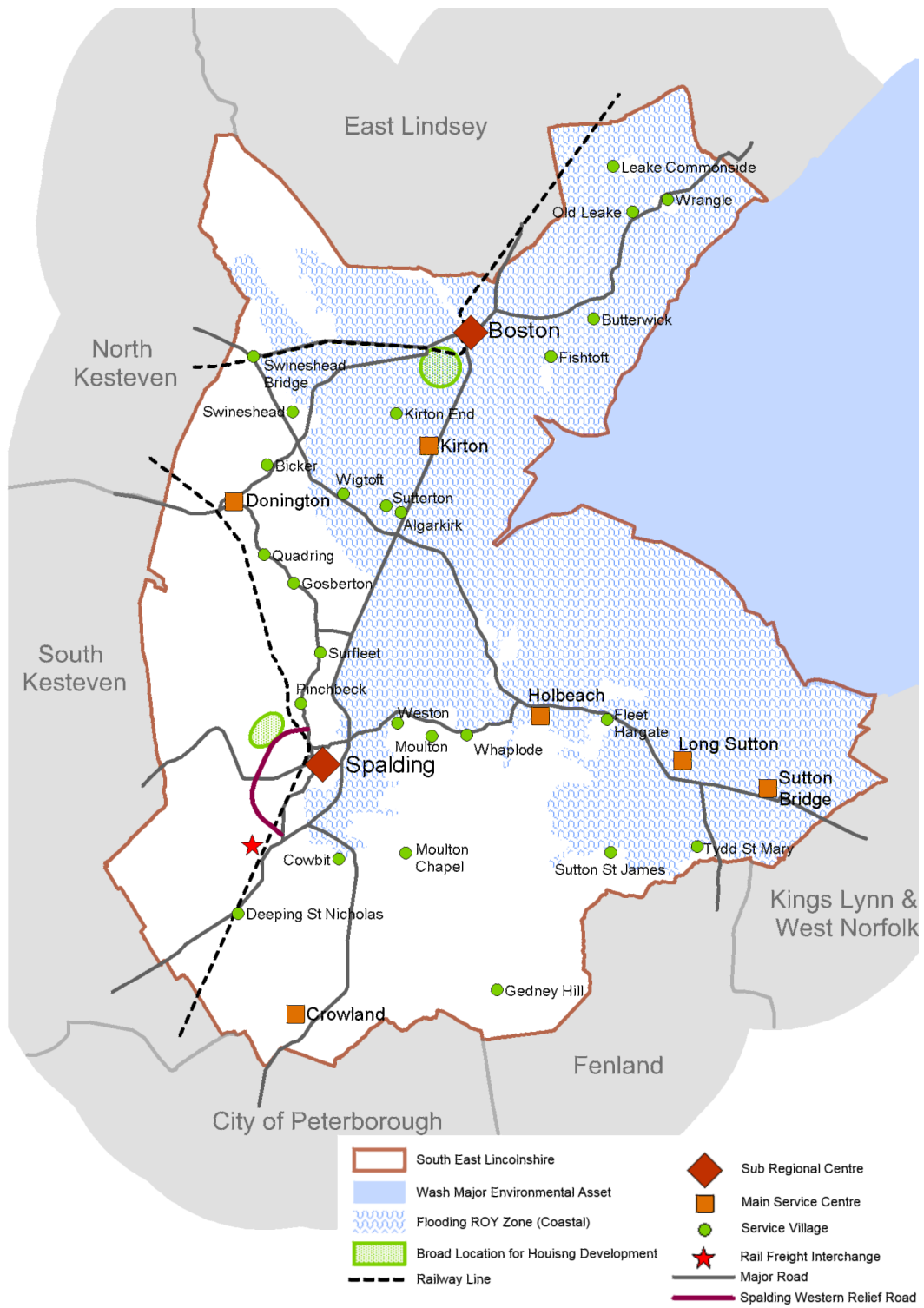
## General Questions

Now you have read all the draft policies, there are three more questions that you might like to consider.

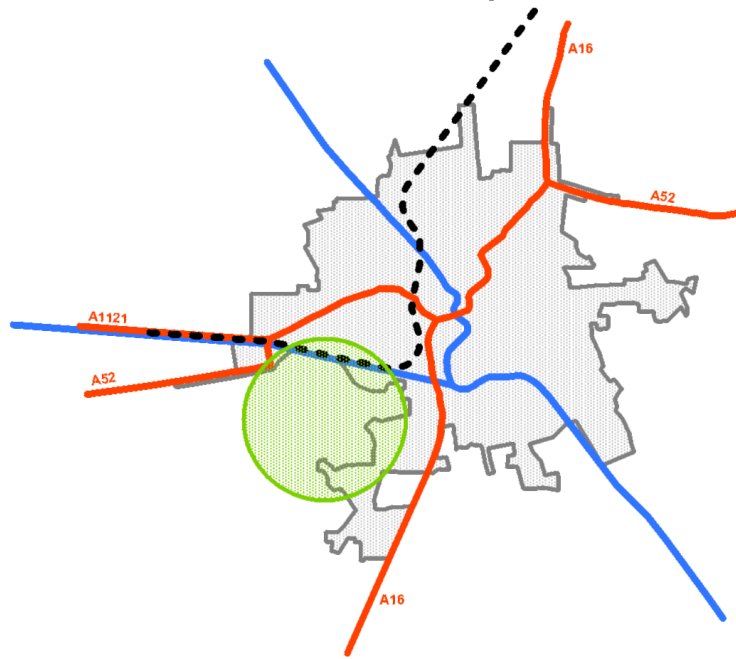
- Taken together, do the policies deal with all the issues facing South East Lincolnshire?
- A number of the policies cover similar issues for different reasons. Is this helpful?
- Are there any general planning issues that have not been covered by the draft policies?






## Key Diagram

## South East Lincolnshire Key Diagram

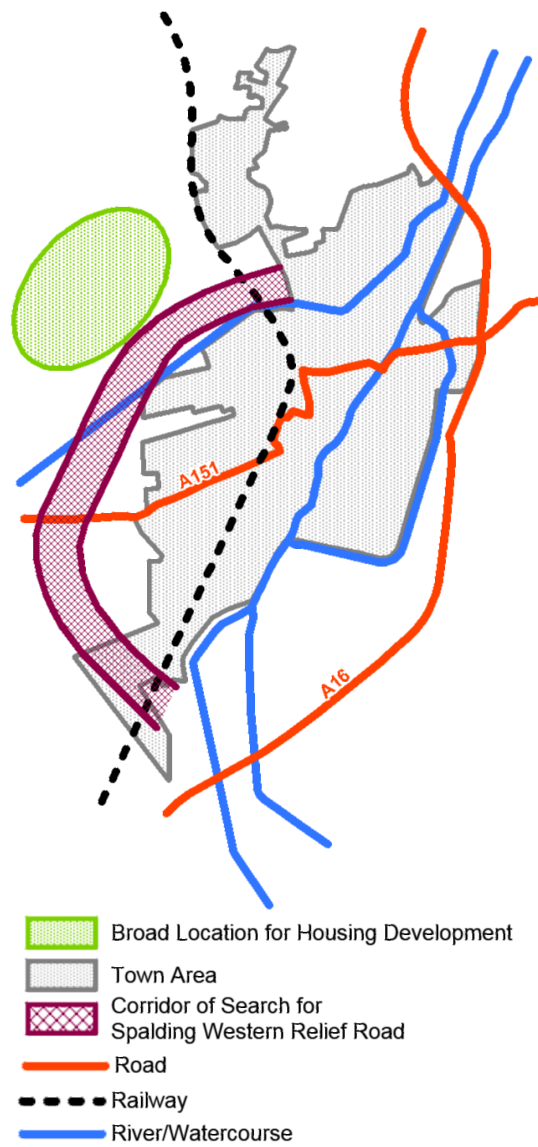


### Boston Inset Map



-  Broad Location for Housing Development
-  Town Area
-  Road
-  Railway
-  River/Watercourse

### Spalding Inset Map



### Questions

- Are the Key Diagram and Inset Maps clear and easy to read?
- Do the Key Diagram and Inset maps help to explain the Plan's contents?
- Are there other things that should be shown on the Key Diagram or inset Maps?

## How to find out more

You can view the full Combined Preferred Options and Sustainability Appraisal Report at:

- [www.etc.etc.etc](http://www.etc.etc.etc).
- Municipal Buildings, West Street, Boston PE21 8QR
- Council Offices, Priory Road, Spalding PE11 2XE
- Boston Library, County Hall, Boston PE216DY
- Crowland Library, Hall Street, Crowland PE6 0EW
- Donington Library, 25 High Street, Donington PE11 4TA
- Holbeach Library, Church Street, Holbeach PE12 7LL
- Kirton Library, Station Road, Kirton PE20 1EF
- Long Sutton Library, Trafalgar Square, Long Sutton PE12 9HB
- Pinchbeck Library, Pinchbeck Study Centre, 48 Knight Street, Pinchbeck PE11 3RU
- Spalding Library, Victoria Street, Spalding PE11 1EA
- Boston and South Holland Mobile Library (DBH)
- East Lindsey 2 Mobile Library (DEL2)

You can purchase a copy of the full Combined Preferred Options and Sustainability Appraisal Report for £15.00 (plus £?? postage and packing). You can buy a copy at Municipal Buildings, West Street, Boston PE21 8QR or Council Offices, Priory Road, Spalding PE11 2XE.

You can come along to manned exhibitions between 3pm and 7pm at:

- |                       |                       |                                |
|-----------------------|-----------------------|--------------------------------|
| • Butterwick          | Village Hall          | Tuesday 7 <sup>th</sup> May    |
| • Crowland            | British Legion Hall   | Friday 17 <sup>th</sup> May    |
| • Deeping St Nicholas | Primary School        | Wednesday 22 <sup>nd</sup> May |
| • Donington           | Ruby Hunt Centre      | Tuesday 7 <sup>th</sup> May    |
| • Gedney Hill         | Memorial Hall         | Monday 20 <sup>th</sup> May    |
| • Holbeach            | Community Centre      | Friday 10 <sup>th</sup> May    |
| • Kirton              | Town Hall             | Wednesday 15 <sup>th</sup> May |
| • Long Sutton         | Market House          | Friday 24 <sup>th</sup> May    |
| • Old Leake           | Community Centre      | Monday 13 <sup>th</sup> May    |
| • Pinchbeck           | Baptist Church Hall   | Monday 13 <sup>th</sup> May    |
| • Sutterton           | Village Hall          | Monday 20 <sup>th</sup> May    |
| • Sutton Bridge       | Curlew Centre         | Wednesday 15 <sup>th</sup> May |
| • Swineshead          | St Mary's Church Hall | Friday 17 <sup>th</sup> May    |
| • Wyberton            | Village Hall          | Friday 10 <sup>th</sup> May    |

You can contact us by telephone or e-mail on:

- |                   |  |                   |
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| • Stuart Thomsett | <a href="mailto:stuart.thomsett@boston.gov.uk">stuart.thomsett@boston.gov.uk</a>           | tel. 01205 314335 |
| • Peter Udy       | <a href="mailto:peter.udy@boston.gov.uk">peter.udy@boston.gov.uk</a>                       | tel. 01205 314327 |
| • Simon Eldred    | <a href="mailto:simon.eldred@boston.gov.uk">simon.eldred@boston.gov.uk</a>                 | tel. 01205 314364 |