

# AGENDA



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 Chamber, South Holland District Council, 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 mode

Date: 20 March 2013

## A G E N D A

1. Apologies for absence.
2. Minutes - To sign as a correct record the notes of the meeting of the South East Lincolnshire Joint Strategic Planning Committee meeting held on 25 January 2013 (copy enclosed). (Pages 1 - 6)
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 enclosed.) **(Please note Appendix to follow.)** (Pages 7 - 12)
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.) **(Please note Appendix to follow.)** (Pages 13 - 18)
5. Infrastructure Delivery Plan (IDP) Baseline Report - To make Members aware of the IDP Baseline Report. (Report of the South East Lincolnshire Joint Policy Unit Manager enclosed.) (Pages 19 - 42)
6. Any other items which the Chairman decides are urgent.  
  
Note: No other business is permitted unless by reason of special circumstances, which shall be specified in the minutes, the Chairman is of the opinion that the item(s) should be considered as a matter of urgency.
7. Proposed future meeting dates - To be confirmed.

Minutes of a meeting of the **SOUTH EAST LINCOLNSHIRE JOINT STRATEGIC PLANNING COMMITTEE** held in the Boston Borough Council, Council Offices, West Street, Boston, on Friday, 25 January 2013 at 10.00 am.

## PRESENT

P Bedford (Chairman)  
H R Johnson (Vice-Chairman)

B Alcock  
R Gambba-Jones

C Brotherton  
E Poll

M Brookes

Planning Manager – Breckland and South Holland District Councils, Joint Policy Unit Manager, Joint Policy Unit Deputy Manager, Senior Planning Policy Officer, Planning Policy Officer, Strategic Planning Manager – Lincolnshire County Council, Forward Planning Officer, Forward Planning Officer, Representative of Legal Services Lincolnshire, Environment Agency Officer and Environment Agency Officer.

In Attendance: Councillors F Biggadike, F Pickett, O Snell and M Wright.

Apologies for absence were received from or on behalf of Councillors R Leggott and R Rudkin.

## 9. MINUTES

The minutes of the meeting held on 13 July 2012 were signed by the Chairman as a correct record.

## 10. SOUTH EAST LINCOLNSHIRE LOCAL PLAN: STRATEGY AND POLICIES DEVELOPMENT PLAN DOCUMENT: PREFERRED OPTIONS VERSION

Consideration was given to the report of the Joint Policy Unit Manager which sought approval of the first part of the Preferred Options version for the purpose of public consultation. The Combined Preferred Options and Sustainability Appraisal Report was attached as Appendix A within the report. Comments received from the Head of Built Environment and Development at Boston Borough Council and the Planning Manager for Breckland and South Holland District Councils were included at section 4 of the report.

The Joint Policy Unit Manager noted that the Head of Built Environment and Development had raised the issue as to whether the Joint Committee should reserve full consideration and final approval of the document for consultation purposes to the next meeting of the Committee, when a complete document would be available. Following discussion on this matter, it was agreed that none of the outstanding issues fundamentally challenged the proposals presented for consideration at the meeting and, therefore, Councillors agreed to consider the document for approval at this point in time.

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There was some discussion on the proposed public consultation exercise relating to the document, and the following points were discussed:

- If the public were to be encouraged to engage, a more straightforward document would be required. The full document should be summarised and put into plain English. Officers responded by stating that they were in the early stages of preparing a document for public consultation, and were aware that a succinct summary was required. The summary document could be based on the shaded preferred policy approaches within the full document.
- Consideration of a summary document needed to take place once the full document was agreed. Before the summary document was issued for consultation, it had to be signed-off by members.
- In response to a question on whether the consultation exercise was to inform or to genuinely consult, officers advised that this point had been made by many people and that they appreciated their concern. Officers would be making clear that they would be seeking comments not only on the Preferred Options but also on the options that have been rejected and suggestions for other options to be considered.
- With regard to the offer by officers to attend parish council meetings as part of the consultation process, Members noted the need for summary documents to be made available at these meetings.

The Committee considered each of the proposed preferred policy approaches, and the following issues were raised:

Vision and Strategic Priorities (Page 9 of the document)

This section was considered to be a little vague; however, it was felt that this was preferable when outlining the initial vision and priorities. At this stage, the document should not be too specific or contain undeliverable projects.

Housing Growth and Flood Risk (from Page 12 of the document)

- Chris Holliday reported that he and Mark Robinson from the Environment Agency (EA) had met after the last Local Plan Steering Group meeting. The EA letter to Boston Borough Council had been positive and they were comfortable around the Boston Borough Council's emphasis on the concept of 'probability of flooding'. He considered that the contents of the letter did not affect the contents of Chapter 4 but would impact on the 'Broad Locations' work.
- Within the section 'Approach to Identifying the Quantity of Additional Housing to be Provided in South East Lincolnshire up to 2031' (from Page 28 of the document), both Reasonable and Unreasonable Policy Options were included. Members questioned why the unreasonable options had been included and why Migration-led scenarios A and B were included. Officers advised that the migration-led scenarios had been included because they represented up-to-date estimates of the impact of net inward migration on population growth and,

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consequently, potential housing needs. Including unreasonable options was an essential part of the 'preferred options approach, as this provided evidence of a variety of options having been considered and the reasoning for their rejection. The zero population growth figures had been based upon an approach included within the Lincolnshire Coastal Study Principles. Phil Hughes recommended the inclusion of a housing growth figure based on these figure as it would serve to provide a better spread of unreasonable options within which to set the two proposed reasonable options. Members agreed that another unreasonable option should be included within the document.

Provision for Housing (Page 38 of the document)

This section was agreed.

The Presumption of Favour of Sustainable Development (Page 58 of the document)

This section was agreed.

Spatial Strategy (Page 60 of the document)

Concerns were raised in respect of smaller settlements that were proposed for designation as Service Villages. In particular, there was a perceived fear that designation as a Service Village could undermine attempts to reject housing applications in smaller villages that had insufficient infrastructure to support them. Deeping St Nicholas was mentioned in this respect. Officers advised that if Deeping St Nicholas were to be removed from the list of Service Villages, the reasons why it had been included in the first place would need to be reviewed, which could raise questions with regard to the selection of other settlements. Following some discussion, it was agreed to keep Deeping St Nicholas in the list of Service Villages.

Employment Land and Premises (Page 84 of the document)

This section was agreed.

Town and Other Centres (Page 85 of the document)

This section was agreed.

Broad Location for a Spalding Rail Freight Interchange (Page 87 of the document)

This section was agreed.

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Environment (Pages 88 to 108 of the document)

This section was agreed

Environment – Climate Change and Renewable and Low Carbon Energy (Page 109)

Within the paragraph following the first set of bullet points, the following changes were agreed:

- that the word 'sustainable' be added prior to 'renewable' to read – 'Proposals for the development of sustainable renewable and low carbon sources of energy....'; and
- reference to 'large-scale freestanding installations' be removed as this could refer to other installations and not just wind turbines.

Design of New Development (Page 111 of the document)

It was felt that the policy should include reference to quality housing and that a standard about current building regulations should be sought.

That the following be added to the sixth bullet point – 'efficiencies for the lifetime of the development'.

Community Health and Well-Being (Page 125 of the document)

This section was agreed.

Infrastructure and Viability (Page 133 of the document)

This section was agreed.

**DECISION:**

- a) That the report be noted;
- b) That the contents of Appendix A be approved in principle, subject to the agreed revisions, for the purpose of public consultation; and
- c) That delegated authority be given to officers to make any necessary changes to the content of Appendix A in respect of matters relating to presentation or factual correction or updating.

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**11. PROPOSED FUTURE MEETING DATES**

It was agreed that the Summary document would be finalised in March and taken to the Committee for approval.

The next meeting of the Committee was set for Friday 5 April 2012, to be held at South Holland District Council.

(The meeting ended at 12.00 pm)

(End of minutes)

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## SOUTH EAST LINCOLNSHIRE JOINT STRATEGIC PLANNING COMMITTEE

**Report of:** The South East Lincolnshire Joint Policy Unit Manager

**To:** South East Lincolnshire Joint Strategic Planning Committee –  
5 April 2013

**(Author:** Gary Alexander, Joint Policy Unit Manager)

**Subject:** South East Lincolnshire Local Plan: Strategy and Policies  
Development Plan Document: Preferred Options version

**Purpose:** To seek approval of the Preferred Options version for the purpose  
of public consultation

### **Recommendations:**

- a) The members consider the contents of this report and the attached Appendix A setting out the Preferred Options version of the Strategy and Policies Development Plan Document;
- b) That members agree to approve, in principle, the contents of Appendix A, with or without revisions, for the purpose of public consultation; and
- c) That, following b) above, authority be delegated to officers to make any necessary changes to the content of Appendix A in respect of matters relating to presentation or factual correction or updating.

## **1.0 INTRODUCTION**

- 1.1 Members will recall that, at its meeting on 13<sup>th</sup> July 2012, the South East Lincolnshire Joint Strategic Planning Committee (the Joint Committee) resolved to approve its revised local development scheme (LDS) and that this first revision of the LDS come into effect on 31<sup>st</sup> July 2012. The LDS sets out a rolling programme for the preparation of local development documents (DPDs), including development plan documents, that will make up the Joint Committee's South East Lincolnshire Local Plan (Local Plan).
- 1.2 The revised LDS indicates that the preparation of 'Preferred Options', as part of the process of producing the Strategy and Policies DPD, would be undertaken in the period up to Christmas 2012. Significant progress was made throughout 2012 by the Local Plan Steering Group and a number of key areas were discussed and content agreed for the consideration of the Joint Committee. However, due to the complexity of some of the issues associated with preparing a DPD for South East Lincolnshire, notably planning for flood risk, the need for additional work affected the timetable for the preparation of the Preferred Options document. Consequently, it was only possible to present approximately half of the contents of the Preferred Options document for consideration by the Joint Committee at its meeting held on 25 January 2013. At that meeting, the contents were approved in principle subject to a very small number of revisions.

- 1.3 The Preferred Options document has now been completed and includes the previous meeting's agreed revisions. The purpose of this report is to enable the Joint Committee to formally approve, in principle, the contents of the completed Preferred Options document (set out in Appendix A) for the purpose of statutory public consultation. Subject to the responses received on the Preferred Options document, a degree of weight can start to be attached to the content of the emerging Local Plan.
- 1.4 It is clear that the final version of the Preferred Options document is of some considerable size. It is therefore proposed to provide a 'Summary' version of the full document for the purpose of public consultation. This is the subject of a separate report on the Agenda for this meeting.

## 2.0 THE PREPARATION OF THE PREFERRED OPTIONS

- 2.1 The established approach to preparing DPDs as part of a Local Development Framework (LDF) under the provisions of the Planning and Compulsory Purchase Act 2004 and accompanying regulations was to prepare 'Issues and Options' for public consultation, followed by seeking representations on 'Preferred Options' and finally preparing, and seeking representations on, a Submission Draft of the DPD. This approach was designed to 'front-load' community involvement and was also intended to facilitate the appraisal of options (primarily through the sustainability appraisal [SA] process), which remains an important factor in terms of determining the 'soundness' of DPDs at independent examination. **NB:** It should be noted that SA fully incorporates the requirements of the *European Directive on Strategic Environmental Assessment (SEA Directive 2001/21/EC)* (the SEA Directive).
- 2.2 The emergence of the Localism Act, the *National Planning Policy Framework (the NPPF)* and the *Town and Country Planning (Local Planning) (England) Regulations 2012* (the Regulations) have heralded a return to the phrase 'local plan', rather than 'local development framework'. The Regulations also seemingly present a more relaxed route to the adoption of DPDs in terms of community involvement. The Regulations allow for a single round of consultation during the plan preparation process, which on the face of it seems to suggest that the 'Issues and Options' and 'Preferred Options' stages are no longer required. Consequently, it would be possible to draft a pre-2004 style local plan in its entirety and subject it to a single stage of public consultation prior to submission for examination. However, in light of the provisions of both the SEA Directive and the NPPF it is clear that this approach would risk the DPD being found 'unsound' at examination. This is because it is a requirement of both the SEA Directive and the NPPF that 'reasonable alternatives' are considered in the plan-preparation process. The SEA Directive requires that 'the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated'. The NPPF highlights the point that one of the tests of soundness at a local plan examination will be that it is 'justified' i.e. that 'the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence'.

2.3 In order to expedite the preparation of a Local Plan for South East Lincolnshire, but also to be mindful of the legal requirements of the SEA Directive and the NPPF tests of soundness, an innovative approach has been devised. In recent times, emerging DPDs have been accompanied by standalone SAs that have in many cases been very lengthy and inaccessible documents. The alternative approach presented in **Appendix A** embraces the spirit of SA and integrates it into the process of identifying and appraising reasonable options in order to formulate a set of preferred policy approaches which will be the subject of statutory public consultation. This ensures that the processes of SA and the exploration of reasonable alternatives are combined and clearly articulated to consultees in one all-encompassing document.

2.4 **Appendix A** outlines in more detail how this method works in practice and explains the layout of this Preferred Options Report.

### 3.0 THE NEXT STEPS

3.1 Subject to Joint Committee approval, the finalised Preferred Options document will be the subject of statutory public consultation, the results of which will inform the preparation of the 'Submission version' of the Strategy and Policies DPD (the DPD). This will also be the subject of statutory public consultation. The Submission version along with the results of the associated public consultation exercise will then be sent to the Secretary of State for the purpose of informing the preparation of the independent examination of the DPD.

3.2 In developing the Submission version of the DPD, the Joint Committee will need to be satisfied that the final version of it is deliverable based on a sound understanding of the infrastructure costs and development economics of the area. Additionally, the Localism Act introduces a 'duty to cooperate' with adjoining authorities and this will be examined when the DPD is submitted. In addition to the SA work, the final DPD will also need to be accompanied by an Appropriate Assessment under the Habitat Regulations. Initial work has been undertaken in all these areas in preparing the Preferred Options document and they will continue to form important areas of the work programme in 2013.

### 4.0 VIEWS OF THE HEAD OF BUILT ENVIRONMENT AND DEVELOPMENT, BOSTON BOROUGH COUNCIL AND THE PLANNING MANAGER, BRECKLAND AND SOUTH HOLLAND COUNCILS

4.1 The Head of Built Environment and Development at Boston Borough Council has indicated that he will offer his views at the meeting.

4.2 The Planning Manager for Breckland and South Holland Councils states: 'Consultation on the Preferred Options version of the Strategy and Policies document for the new South East Lincolnshire Local Plan represents the achievement of a significant milestone. The document presents the reasonable options for comment and discussion whilst at the same time setting out why a number of unreasonable options have been examined but ultimately discounted. All of these options have been considered by the Local Plan Steering Group and partner organisations and the document clearly sets out why particular strategy

and policy choices have been made. The forthcoming consultation will enable a wide range of interested parties and the wider community to have their say on the proposed content of the document and it is important that the Joint Strategic Planning Committee considers the responses received on the document. As the Report sets out, following the consultation on the Preferred Options document a degree of weight can be given to the emerging Local Plan where there is early support or lack of objection to the proposed policy. Any detail comments on the content of the Preferred Options document, to assist Members' deliberations, will be reported verbally at the meeting.'

## **5.0 VIEWS OF OTHER CONSULTTEES**

- 5.1 The Strategic Planning Manager, Lincolnshire County Council, has been consulted and has offered no comments.
- 5.2 The Monitoring Officer representative for Boston Borough Council and Lincolnshire County Council has been consulted and has offered no comments.
- 5.3 The Monitoring Officer for South Holland District Council has been consulted and has offered no comments.
- 5.4 The s151 Officer for Boston Borough Council has been consulted and has offered no comments.
- 5.5 The s151 Officer for Lincolnshire County Council has been consulted and has offered no comments.
- 5.6 The s151 Officer for Breckland and South Holland District Councils has been consulted and has offered no comments.

## **6.0 OPTIONS**

- 6.1 Members can accept the contents of **Appendix A** or require amendments to it.

## **7.0 REASONS FOR RECOMMENDATIONS**

- 7.1 There is a current statutory requirement for the Joint Committee to prepare one or more development plan documents that will form the South East Lincolnshire Local Plan. The Preferred Options stage of the preparation of the Strategy and Policies DPD is identified in the Joint Committee's LDS.

## **8.0 EXPECTED BENEFITS AND TIMELINES**

- 8.1 This report deals with a particular stage in the preparation of the Strategy and Policies DPD (under the Planning and Compulsory Purchase Act 2004, as amended) which will form part of the South East Lincolnshire Local Plan. The completion of the Local Plan will enable planning decisions to be made in accordance with up-to-date planning policies and proposals. The timelines for the preparation of the Local Plan are set in the Joint Committee's LDS.

## **9.0 IMPLICATIONS**

### **9.1 Carbon Footprint & Environmental Issues**

9.1.1 The preparation of the Local Plan will help to create sustainable development across South East Lincolnshire

### **9.2 Constitution & Legal**

9.2.1 See para 7.1.

### **9.3 Contracts**

9.3.1 There are no relevant contractual implications of this report.

### **9.4 Crime and Disorder**

9.4.1 There are no crime and disorder implications of this report.

### **9.5 Equality and Diversity & Human Rights**

9.5.1 The Local Plan is being prepared in accordance with the Joint Committee's Statement of Community Involvement. This requires us to seek to cater for, and engage with, all sections of the community in preparing our plans, in particular those groups which have been underrepresented in previous consultation exercises (the so-called 'hard-to-reach' groups). Our documents will be available in a range of formats (upon request) and in a range of locations. The use of jargon will be minimised but where it is appropriate to use it, clear explanations will be provided.

9.5.2 The Preferred Options document contains an 'Equalities Assessment' of the preferred policy approaches.

### **9.6 Financial**

9.6.1 There are no direct financial implications arising from the consideration of this report.

### **9.7 Risk Management**

9.7.1 Without up-to-date local planning policies for South East Lincolnshire, future planning decisions would have to rely upon the provisions of the National Planning Policy Framework. This could result in decisions being made that did not properly reflect how the Government's presumption in favour of sustainable development should be applied locally.

### **9.8 Staffing**

9.8.1 There are no staffing implications arising from the consideration of this report.

## 9.9 Stakeholders / Consultation

9.9.1 The Preferred Options document will be the subject of full public consultation exercise.

## 10.0 WARDS/COMMUNITIES AFFECTED

10.1 The implications of the proposed new Local Plan documents affect all wards/communities. Given the nature of this exercise, the report author did not consider this report to give rise to a key decision.

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Background papers:-           None

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### Lead Contact Officer

Name/Post:           Gary Alexander, South East Lincolnshire Joint Policy Unit  
                                  Manager

Telephone Number: 01775 761161

Email:                   info@sholland.gov.uk

**Key Decision:**       No

**Exempt Decision:**  No

### Appendices attached to this report:

Appendix A - Combined Preferred Options and Sustainability Appraisal Report;  
Committee Version (April 2013) (to follow)

## SOUTH EAST LINCOLNSHIRE JOINT STRATEGIC PLANNING COMMITTEE

**Report of:** The South East Lincolnshire Joint Policy Unit Manager

**To:** South East Lincolnshire Joint Strategic Planning Committee –  
5 April 2013

**(Author:** Peter Udy, Forward Planning Officer, Boston Borough Council)

**Subject:** Consultation Strategy for the Preferred Options stage of the  
Strategy and Policies Development Plan Document (part of the  
South East Lincolnshire Local Plan)

**Purpose:** To seek approval of the Preferred Options Consultation Strategy

### **Recommendations:**

- a) That members consider the contents of this report; and
- b) That the Preferred Options Consultation Strategy be approved, with or without revisions.

## **1.0 BACKGROUND**

1.1 There is a duty to consult the public in the preparation of Local Plan documents and to seek to reach the hard-to-reach groups. The South East Lincolnshire Joint Strategic Planning Committee's (Joint Committee's) adopted Statement of Community Involvement (SCI) sets out our approach to public consultation and requires:

- formal consultation exercises to be advertised with notices in the press and on the Boston Borough Council (BBC), South Holland District Council (SHDC) and South East Lincolnshire Local Plan websites;
- notices to be placed in local newsletters, newspapers and public buildings;
- email and letter communication to be sent to statutory and non-statutory consultees;
- the consideration of using social media;
- the use of local radio;
- documents, with summary leaflets, to be available at the BBC and SHDC offices and in local libraries; and
- manned exhibitions and other events, as appropriate, to be held to promote understanding and discussion.

1.2 The proposed consultation strategy set out below is our methodology for fulfilling the requirements of the SCI in respect of the Preferred Options stage of the preparation of the Strategy and Policies Development Plan Document (DPD), which, once adopted, will form part of South East Lincolnshire Local Plan. Once approved, this consultation strategy will provide evidence at the Local Plan examination on how we have consulted the public on the draft 'Preferred Options document'.

## 2.0 PROPOSED CONSULTATION STRATEGY

- 2.1 In considering the SCI and the contents of the emerging Preferred Options document, members were concerned that the means of consultation should be extensive, simple to understand and maximise opportunities for involvement. There was also widespread recognition that the emerging consultation document was both long and complicated and that measures were required to address this issue.

### The Preferred Options Consultation Documents

- 2.2 A short and longer summary of the full Preferred Options document will be prepared to accompany the main document to improve understanding and foster discussion and involvement.

### The Consultation Period

- 2.3 The statutory consultation period has to be a minimum of six weeks. It is proposed to undertake an eight-week consultation period ending on 28<sup>th</sup> June 2013 to allow more time for comment after the planned exhibitions in May have finished and to provide time to arrange further meetings if these are requested.

### Advertisement

- 2.4 The document will be advertised on, and be available from, the South East Lincolnshire Local Plan website with adverts and links from the BBC and SHDC websites.
- 2.5 There will be publicity throughout the consultation period using local newspapers and radio stations, council newsletters, information screens in the BBC and SHDC office receptions and social-networking sites.
- 2.6 Posters and leaflets will be sent to doctors' surgeries, hospitals, secondary schools, colleges, small retail outlets in villages and parish clerks for display locally as well as the exhibition venues.
- 2.7 It is proposed to hand out leaflets at Asda and Tesco in Boston, Morrisons in Pinchbeck, Sainsbury's in Spalding, and Tesco in Holbeach to publicise the consultation events.
- 2.8 All the parish magazine editors within South East Lincolnshire have been provided with a notice for placement in their magazines advising of the forthcoming consultation in order to raise awareness.



### Locations where the documents will be available

- 2.9 Exhibitions will be displayed in the reception areas of both the BBC and SHDC offices for the whole consultation period with copies of the full document, summaries and response forms. The exhibitions will be based on the information provided in the short summary document, i.e. the main proposals, details of consultation events, how to get further information and how to respond.
- 2.10 A copy of the full document with summaries and response forms will be available in all the libraries in South East Lincolnshire ( Boston, Crowland, Donington, Holbeach, Kirton, Long Sutton, Pinchbeck, Spalding), two mobile libraries that operate in the area and one access van that visits the house bound.
- 2.11 All parish councils will be provided with a suite of consultation documents.

### Exhibition venues

- 2.12 Manned exhibitions will be held for 4 hours between 3pm and 7pm at facilities in Butterwick, Crowland, Deeping St Nicholas, Donington, Gedney Hill, Holbeach, Kirton, Long Sutton, Old Leake, Pinchbeck, Sutterton, Sutton Bridge, Swineshead and Wyberton. These have been arranged for the first half of the consultation period, between the 7<sup>th</sup> and 24<sup>th</sup> May.

### Hard-to-Reach Groups and other arrangements

- 2.13 The table in the SCI on 'hard-to-reach groups' has been updated and the mail list checked to see that we have the most relevant contacts for the groups listed. These, along with all others on the database, will be contacted by letter/email.
- 2.14 There are Youth Councils operating in Boston Borough and South Holland District and we are investigating how they may be used to make contact with a wider range of young people across South East Lincolnshire.
- 2.15 A workshop with relevant developers and infrastructure providers will be held during the consultation period.

### The Website

- 2.16 The full Preferred Options document, the summary documents and response form will be on the South East Lincolnshire website (with links from the BBC and SHDC websites), and interested parties will be able to download the various documents and submit comments in paper form. They will also have the option to make online comments on the Preferred Options document with the ability to have a print-out of their comments and an email alert to any other comments made on their area of interest. In addition, when reading the summary documents, online links will be available to the same topic in the full Preferred Options document so that more detail can be obtained if required.

### **3.0 OPTIONS**

3.1 Members can accept the contents of the Proposed Consultation Strategy or require amendments to it.

### **4.0 VIEWS OF THE HEAD OF BUILT ENVIRONMENT AND DEVELOPMENT, BOSTON BOROUGH COUNCIL AND THE PLANNING MANAGER, BRECKLAND AND SOUTH HOLLAND COUNCILS**

4.1 The Head of Built Environment and Development at Boston Borough Council has indicated that he will offer his views at the meeting.

4.2 The Planning Manager, Breckland and South Holland Councils states: 'The proposed consultation strategy for the Local Plan is fully supported and is in accordance with the agreed Statement of Community Involvement. The eight week consultation period is a robust timeframe to give all parties sufficient time to consider their responses and as the report sets out there is a good range of consultation methods being deployed which go beyond the legal minimum requirements for consultation. Members' attention is drawn to the commitment to hold a workshop with developers and infrastructure providers which will be key to testing the delivery of the Plan. In addition to the consultation, the Committee will also be advised as the document progresses on how the Duty to Cooperate with neighbouring authorities as set out in the Localism Act 2011 is being met. This is a relatively new requirement and will focus on ensuring that cross-boundary issues are understood and agreed. Parts of the evidence base for South East Lincolnshire have already been prepared in cooperation with neighbouring Councils.'

### **5.0 VIEWS OF OTHER CONSULTEES**

5.1 The Strategic Planning Manager, Lincolnshire County Council, has been consulted and has offered no comments.

5.2 The Monitoring Officer representative for Boston Borough Council and Lincolnshire County Council has been consulted and has offered no comments.

5.3 The Monitoring Officer for South Holland District Council has been consulted and has offered no comments.

5.4 The s151 Officer for Boston Borough Council has been consulted and has offered no comments.

5.5 The s151 Officer for Lincolnshire County Council has been consulted and has offered no comments.

5.6 The s151 Officer for Breckland and South Holland District Councils has been consulted and has offered no comments.

## **6.0 REASONS FOR RECOMMENDATIONS**

6.1 Members have requested full details of the approach to public consultation on the Preferred Options document for their consideration and approval.

## **7.0 EXPECTED BENEFITS AND TIMELINES**

7.1 This report deals with a statutory public consultation exercise, lasting eight weeks, relating to the preparation of a development plan document under the Planning and Compulsory Purchase Act 2004, as amended. The purpose of the public consultation exercise is to seek comments in response to the contents of the Preferred Options document, the results of which will be used to inform the preparation of a draft Strategy and Policies DPD for submission to the Secretary of State for Communities and Local Government.

## **8.0 IMPLICATIONS**

### **8.1 Carbon Footprint & Environmental Issues**

8.1.1 There are no carbon footprint and environmental issues.

### **8.2 Constitution & Legal**

8.2.1 There are no legal issues.

### **8.3 Contracts**

8.3.1 A hire agreement was completed for the Curlew Centre in Sutton Bridge and the Market House in Long Sutton. Other venues were phone bookings.

### **8.4 Crime and Disorder**

8.4.1 There are no crime and disorder implications to this report.

### **8.5 Equality and Diversity & Human Rights**

8.5.1 The consultation strategy has been prepared in accordance with the Joint Committee's SCI. This requires us to seek to cater for, and engage with, all sections of the community in preparing our plans, in particular those groups which have been underrepresented in previous consultation exercises (the so-called 'hard-to-reach' groups). Our documents will be available in a range of formats (upon request) and in a range of locations. The use of jargon will be minimised but where it is appropriate to use it, clear explanations will be provided.

8.5.2 The consultation venues are mostly on the ground floor and, if not, there is lift access.

## 8.6 Financial

8.6.1 The cost of hiring rooms will be met from existing Boston Borough Council and South Holland District Council budgets held for the purpose of Local Plan preparation, and will be in the order of £500. In addition, there will be, as yet, unknown in-house printing costs. It is not intended to go to external printers at this stage of preparing the Strategy and Policies DPD.

## 8.7 Risk Management

8.7.1 The risk is cancellation of exhibition venues owing to the consultation not being ready.

## 8.8 Staffing

8.8.1 The current staff at BBC and SHDC will attend the consultation events.

## 8.9 Stakeholders / Consultation

8.9.1 This report is about undertaking a public consultation exercise.

## 9.0 WARDS/COMMUNITIES AFFECTED

9.1 All wards are affected by the consultation although not all will have an exhibition. Given the nature of this exercise, the report author did not consider this report to give rise to a key decision.

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Background papers:- None

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### Lead Contact Officer

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Manager

Telephone Number: 01775 761161  
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**Key Decision:** No

**Exempt Decision:** No

### Appendices attached to this report:

Appendix A - Summary Documents (to follow)

## SOUTH EAST LINCOLNSHIRE JOINT STRATEGIC PLANNING COMMITTEE

**Report of:** The South East Lincolnshire Joint Policy Unit Manager

**To:** South East Lincolnshire Joint Strategic Planning Committee –  
5 April 2013

**(Author:** Brendan Gallagher, Lincolnshire County Council)

**Subject:** Infrastructure Delivery Plan (IDP) Baseline Report

**Purpose:** To make Members aware of the IDP Baseline Report

### **Recommendation:**

That members consider the contents of this report and the appended IDP Baseline Report.

## **1.0 INTRODUCTION**

- 1.1 A South East Lincolnshire Infrastructure Delivery Plan (IDP) will be required to satisfy the requirements of the National Planning Policy Framework in relation to supporting evidence for the Local Plan. The background section (below) provides information on the NPPF guidance. The attached Baseline Report is intended to both set out a baseline position for infrastructure and indicate where and when further infrastructure evidence will be collected.
- 1.2 The IDP will identify the physical, social and green infrastructure needed to support the delivery of the Local Plan over the plan period. The IDP focus is on supporting the identified developments in the Local Plan.
- 1.3 The IDP will need to at least explain how the Authorities will make decisions around section 106 agreements (planning obligations) and Community Infrastructure Levy (CIL) as well as the various other sources of infrastructure funding. Ideally the IDP will be the key document to inform those decisions.
- 1.4 This report highlights some of the issues mentioned in the attached IDP baseline document. The report also provides some notes on next steps, particularly the need for the Authorities to set out (through the IDP) a statement of intentions on infrastructure funding, including the relatively small level of funding that will be achieved through CIL and section 106.

## **2.0 BACKGROUND**

- 2.1 The National Planning Policy Framework (NPPF) requires that local planning authorities set out 'strategic priorities' for the Local Plan area to deliver, amongst other matters, various types of infrastructure. In that section of the NPPF, the Government includes 'transport', 'health', 'landscape' and several other infrastructure types<sup>1</sup>.

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<sup>1</sup> Communities and Local Government (2012) National Planning Policy Framework, paragraph 156

- 2.2 Examples across the country demonstrate that inspectors are particularly interested in delivery strategies for “critical” infrastructure at Local Plan Examination in Public (EiP)<sup>2</sup>. “Critical infrastructure” is necessary to deliver development (particularly in the next five years) identified in the plan. The IDP will need to provide clarity on who will provide critical infrastructure and how it relates to the planned rate of development.
- 2.3 The IDP can include infrastructure which might be described as desirable. However, it is essential for the Authorities to use the IDP to make some level of distinction between infrastructure which is and is not critical to the Local Plan. It is therefore necessary for the Authorities to consider infrastructure priorities, phasing and funding.
- 2.4 The IDP will inform the preparation of draft CIL charging schedules, should the Authorities decide to introduce CIL. The IDP would only form part of CIL evidence, alongside other evidence, such as an assessment of development viability.
- 3.0 **STRUCTURE AND CONTENT OF THE IDP BASELINE DOCUMENT**
- 3.1 The respective sections of the appended report consider physical, social and environmental infrastructure. The report also includes an introduction and background as well as conclusions (in respect of infrastructure) on the location of development and development viability.
- 3.2 The key issue to be resolved in respect of infrastructure seems to be transport in Spalding, with the likely solution to be the Spalding Western Relief Road. Clear statements will need to be included in the IDP on the specification, costs, phasing and funding of the project.
- 3.3 The potential to deliver a Boston Distributor Road is considered in the appended report, drawing on the latest Local Transport Plan and Transport Strategy for Boston. As noted at the appendix, (without detailed information on a specific route, potential transport benefits or estimated costs) the road remains an aspiration, with potential for future development to contribute to a ‘first phase’. There is no evidence to suggest the implementation of the road is critical to the Local Plan.
- 3.4 In addition, strategic flood defence/resilience will be considered as part of the IDP. Where clear proposals are put forward, it can be considered (in discussion with the joint committee) whether such items are critical to the Local Plan. Within the Local Plan evidence, some assumptions will need to be made in relation to site-specific flood resilience costs, most likely building on existing work undertaken for the Authorities (as noted on the attached).
- 3.5 Social and environment infrastructure will also be required throughout the two districts. A number of topics are highlighted on the attached where further assessment is necessary.

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<sup>2</sup> The Planning Inspectorate (2009) Development Plan Documents: Learning from Experience

#### **4.0 NEXT STEPS**

- 4.1 The IDP action plan sets out actions in relation to some of the key infrastructure projects noted above, as well as other types of infrastructure.
- 4.2 Further drafts of the IDP will be presented to the joint committee as the Local Plan proceeds towards examination.

#### **5.0 KEY POINTS AND POTENTIAL ISSUES**

- 5.1 Infrastructure delivery planning has been a key issue at EiPs for a number of years. Recent local examples include the Grantham Area Action Plan. Officers in the three Authorities will continue to work closely on these issues and will need to engage Councillors of the joint committee and, where appropriate, parent authorities. The Authorities, with partners, will have to present evidence that demonstrates that 'critical' infrastructure (upon which the delivery of the Local Plan depends) will be funded at the time that it is necessary.

#### **6.0 VIEWS OF THE HEAD OF BUILT ENVIRONMENT AND DEVELOPMENT, BOSTON BOROUGH COUNCIL AND THE PLANNING MANAGER, BRECKLAND COUNCIL AND SOUTH HOLLAND DISTRICT COUNCIL**

- 6.1 The Head of Built Environment and Development at Boston Borough Council has indicated that he will offer his views at the meeting.
- 6.2 The Planning Manager for Breckland and South Holland Councils states:  
'The preparation of an IDP to accompany the Local Plan is welcomed and necessary to satisfy the requirements in the NPPF. The early recognition of infrastructure critical to the delivery of sustainable growth in South Holland is supported and reflects the significant work already undertaken to analyse the issues around transport in Spalding. Further detailed discussions in the forthcoming months with transport, utility, health and education providers will be beneficial in clarifying strategic infrastructure costs and likely sources of funding. In this regard, the IDP will also form a crucial piece of evidence to underpin a future Community Infrastructure Levy (CIL). Any detailed comments on the content of the IDP report, to assist Members' deliberations, will be reported verbally at the meeting.'

#### **7.0 VIEWS OF OTHER CONSULTEES**

- 7.1 The Strategic Planning Manager, Lincolnshire County Council, has been consulted and has offered no comments.
- 7.2 The Monitoring Officer representative for Boston Borough Council and Lincolnshire County Council has been consulted and has offered no comments.
- 7.3 The Monitoring Officer for South Holland District Council has been consulted and has offered no comments.

- 7.4 The s151 Officer for Boston Borough Council has been consulted and has offered no comments.
- 7.5 The s151 Officer for Lincolnshire County Council has been consulted and has offered no comments.
- 7.6 The s151 Officer for Breckland and South Holland District Councils has been consulted and has offered no comments.

## 8.0 **OPTIONS**

- 8.1 That members consider the contents of this report and the appended document IDB Baseline Report. As this report is for information only, there are no alternative options.

## 9.0 **REASONS FOR RECOMMENDATION**

- 9.1 As set out above, an IDP will be required to support the Local Plan through examination. The appended baseline report provides a starting point for IDP preparation.

## 10.0 **EXPECTED BENEFITS AND TIMELINES**

- 10.1 The IDP Baseline Report will be published on the Joint Committee's website as a background paper to the Strategy and Policies Preferred Options consultation.

## 11.0 **IMPLICATIONS**

### 11.1 **Carbon Footprint & Environmental Issues**

- 11.1.1 It is the report author's opinion that there are no carbon footprint and environmental implications arising from the recommendation to this report.

### 11.2 **Constitution & Legal**

- 11.2.1 It is the report author's opinion that there are no legal implications arising from the recommendation to this report.

### 11.3 **Contracts**

- 11.3.1 It is the report author's opinion that there are no contract implications arising from the recommendation to this report.

### 11.4 **Crime and Disorder**

- 11.4.1 It is the report author's opinion that there are no crime and disorder implications arising from the recommendation to this report.



## **11.5 Equality and Diversity & Human Rights**

11.5.1 It is the report author's opinion that there are no equality and diversity implications arising from the recommendation to this report.

## **11.6 Financial**

11.6.1 A well-conceived IDP offers the potential to inform processes (CIL, section 106 and other) and to raise significant funds for a wide range of new infrastructure that will be needed to support development.

## **11.7 Risk Management**

11.7.1 A lack of understanding of infrastructure funding (developer contributions and other sources) could lead to missed funding opportunities. However, unrealistic expectations about funding opportunities could serve to discourage development.

11.7.2 Without a clear demonstration of how infrastructure which is deemed critical to the successful delivery of new development is to be provided, there is a risk that the Inspector at the Local Plan examination may find our proposals 'unsound'. This could lead to significant delay and cost being incurred before the Joint Committee were finally in a position to adopt its proposals.

## **11.8 Staffing**

11.8.1 It is the report author's opinion that there are no staffing implications arising from the recommendation to this report.

## **11.9 Stakeholders / Consultation**

11.9.1 It is the report author's opinion that there are no stakeholder/consultation implications arising from the recommendation to this report.

## **12.0 WARDS/COMMUNITIES AFFECTED**

12.1 All wards/communities in South East Lincolnshire are potentially affected by the IDP. However, it is considered that there is no significant impact and therefore it is not a key decision.

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Background papers:-           None

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**Lead Contact Officer**

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**Key Decision:** No

**Exempt Decision:** No

**Appendices attached to this report:**

Appendix A - South East Lincolnshire Baseline Infrastructure Statement

## South East Lincolnshire Baseline Infrastructure Statement

### 1. Introduction and Background

- 1.1. This infrastructure baseline paper has been prepared by Lincolnshire County Council (LCC), in its role as a partner authority in the South East Lincolnshire joint-working arrangements and in dialogue with Boston Borough Council and South Holland District Council. It has been prepared in support of the Local Plan (Strategy and Policies DPD) preferred options. The paper follows extensive discussions with LCC, discussions with district council services and external organisations, such as utility companies.
- 1.2. The final South East Lincolnshire Local Plan will be supported by an Infrastructure Delivery Plan (IDP), which will identify the physical, social and green infrastructure needed to support the Plan over its life. At that stage, the IDP will focus on supporting the identified development options.
- 1.3. Growth in South East Lincolnshire will need to be supported by an appropriate level of infrastructure. The type and scale will be dependent upon the level and distribution of growth. On-going evidence gathering and technical assessment, with responses on Local Plan consultations and relevant evidence documents, will help to shape the evidence on these infrastructure requirements.

#### The contents of this paper

- 1.4. This paper sets out details on major infrastructure issues that have been identified by the joint planning authorities and partner organisations in relation to existing and emerging infrastructure programmes, plans and projects. It also provides an assessment of potential infrastructure requirements and an action plan (at appendix 1) for further assessment on these issues.
- 1.5. The paper looks at potential requirements by theme, such as 'transport'. For ease of reference, these are aggregated into broader themes as follows:
  - Section 1: introduction and background
  - Section 2: physical infrastructure – energy usage & supply and transport
  - Section 3: social infrastructure – education, childcare, health care and emergency services, social care and libraries, museums and community halls
  - Section 4: environmental infrastructure – waste management, flood and water and green infrastructure
  - Section 5: conclusions – development viability and location of development

- 1.6. These themes can also fit within the three different broad categories below:
- a) utilities infrastructure: both on- and off-site connections and reinforcements,
  - b) on-site infrastructure (likely to be part-funded through section 106) which is likely to include primary education, community (including sports) facilities and public transport provisions; and,
  - c) off-site (strategic) infrastructure (likely to be part-funded through Community Infrastructure Levy)
- 1.7. The three categories above are considered alongside each other in more detail in the concluding section of this paper on deliverability. That section also makes reference to affordable housing policy, although affordable housing does not feature significantly in the main part of the paper.

### **Infrastructure in national planning policy**

- 1.8. The National Planning Policy Framework (NPPF) suggests that local planning authorities set out '**strategic priorities**' for the Local Plan area to deliver:
- ...
  - *'the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
  - *'the provision of health, security, community and cultural infrastructure and other local facilities; and*
  - *'climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.'*
- (paragraph 156)
- 1.9. The NPPF continues '*Local Plans should: ... plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of this Framework*'
- 1.10. However, at several points, the NPPF notes that plans should be 'deliverable' and 'viable'. One such point is:
- 'Local planning authorities should set out their policy on local standards in the Local Plan, including requirements for affordable housing. They should assess the likely cumulative impacts on development in their area of all existing and proposed local standards, supplementary planning documents and policies that support the development plan, when added to nationally required standards. In order to be appropriate, the cumulative impact of these standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle. Evidence supporting the assessment should be proportionate, using only appropriate available evidence.'*
- (paragraph 174)

- 1.11. The South East Lincolnshire authorities will therefore look to manage infrastructure and other requirements in order to ensure the delivery of the plan. The authorities have commissioned an assessment of development viability which is on-going. Some of the initial findings from that assessment are summarised in this paper.

### **The “duty to co-operate”**

- 1.12. The *Localism Act 2011* places a duty on plan making authorities to ‘engage actively, constructively and on an on-going basis’ with other specified organisations when preparing Local Plans. The engagement that has taken place on infrastructure issues (as outlined here) and further engagement to take place in the future is considered to partly satisfy the duty to co-operate. Organisations of note in this regard are the Environment Agency and Lincolnshire Primary Care Trust (see appendix 2 for list of consultees). Infrastructure providers were also contacted relating to potential ‘broad locations’ for development around Spalding and Boston to inform the consideration of preferred options.

### **The draft Local Plan**

- 1.13. The relevant draft Local Plan document (Strategy and Policies DPD – Combined Preferred Options and Sustainability Appraisal Report – January 2013) makes a number of references to infrastructure. Importantly, the draft document sets out an ‘Approach to the Provision of Infrastructure and Viability’. The proposed approach is the preparation and regular review of an IDP, by investigating the viability of adopting a CIL and by securing planning obligations; the approach also sets out the potential need for infrastructure requirements to be prioritised where necessary to ensure the viability of development.

## **2. Physical Infrastructure**

### Energy Usage and Supply

- 2.1. There are potential opportunities for renewable energy in South East Lincolnshire, which the Authorities will seek to promote through the Local Plan, development management and corporate strategies. The merits and practicalities of using specific sources of energy will be considered in the emerging Local Plan and its evidence base.
- 2.2. A paper (South East Lincolnshire’s Carbon Challenge) has been prepared and comprehensively outlines issues related to carbon reduction. The policies of the Local Plan will build on that paper. The policies of the plan will seek to reduce carbon emissions, within the overall framework of the Plan and its delivery.

- 2.3. The paper (South East Lincolnshire's Carbon Challenge) outlines the building regulation and permitted development right changes, which respectively require energy efficiency measures and allow other measures without planning application. The building regulation changes have formed part of the viability testing mentioned above and below, as part of the Authority's whole plan viability assessment.
- 2.4. Initial discussions with the relevant gas transportation company (National Grid) have been productive. There is at least some capacity in almost all the 'broad locations'. If necessary, local reinforcements to the gas network can usually be made within 12 months. The company is subject to a Price Control Review (PCR – a pricing agreement with its regulatory body, OFGEM) and prepares annual delivery plans but major reinforcements can be programmed if communicated in advance. Payment for gas connection might be required dependent on the outcome of an economic test, which is undertaken by National Grid. The merits / requirements of gas provision will need to be considered as part of the overall energy strategy. However, as a default position, discussions with National Grid suggest that gas provision can be made in the existing urban areas. Gas provision is not therefore considered a constraint to South East Lincolnshire's development.
- 2.5. Discussion with the relevant electricity distribution company (E.on Central Networks) has not advanced as far as with other infrastructure providers. Efforts continue to engage the company. This will form part of / supplement discussions around Local Plan energy policy. All electricity distribution companies are also subject to a Price Control Review (PCR – a pricing agreement with its regulatory body, OFGEM)

## **Transport**

- 2.6. Some transport pressures will be inevitable as a result of development across the two districts. The two major towns (Boston and Spalding) are where most services and employment opportunities are located and demands for travel are likely to be greatest. In addition, Spalding will experience issues related to the rail crossing closures (see comments below). Lincolnshire County Council has been working closely with the two District Councils to consider how transport issues can be addressed. The Strategy and Policies DPD seeks to promote development in 'sustainable locations': to promote development in areas with employment, services and facilities that are accessible on foot, bicycle and by public transport.
- 2.7. The rail network, including level-crossings and stations, are owned by Network Rail, who must give approval for relevant works. Stations and services are operated by train operating companies (TOCs) or freight operating companies (FOCs). The County's rail document<sup>1</sup> sets out evidence and County Council strategy for, working with these partners, to deliver improvements to the rail network. Currently, the most significant rail issue to affect Lincolnshire is the planned changes to the GN/GE Joint Line which, when implemented, will

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<sup>1</sup> Lincolnshire County Council (2010) *Supporting Lincolnshire Railways*, accessible at: <http://www.lincolnshire.gov.uk/section.asp?docid=82400&ovt=1>

result in a significant increase in closure of road crossings in and around Spalding and other parts of the county.

- 2.8. There is an emphasis in national policy to ensure that new residential and commercial developments are accessible by public transport. Where access to public transport is poor or modal shift is an important part of mitigating development impacts then bus and, where practical and appropriate, rail services will need to be enhanced, with support from transport operators. In addition, appropriate bus infrastructure would be needed. LCC is continuing a programme of making existing bus stops more accessible and informative, for example, through new information technology. Development schemes will also be expected to provide satisfactory means for pedestrians and cyclists to access wider services and facilities.
- 2.9. Under the Transport Acts, highways authorities have the responsibility to set statutory Local Transport Plans (LTP) to cover a time which the local highway authority can specify. In light of the 2010 general election and comprehensive spending review, LCC decided to prepare the 3<sup>rd</sup> LTP for only a period of two years (2011/12 and 2012/13). LCC is now preparing the 4<sup>th</sup> LTP for ten years from 2013/14 to 2022/23. The draft 4<sup>th</sup> LTP highlights plans for the schemes below. The draft LTP also places importance on road safety (including speed control) and reducing the need to travel by car (including pedestrian, cycling and public transport improvements and maintaining local facilities such as village shops).
- 2.10. In recent years, transport improvements have been made to Boston and Spalding. These include the £5.5m widening and other improvements to the A16/A52 in Boston with waiting times down by 20%, the Boston Market Place pedestrian enhancements, new bus services, walking and cycling measures and traffic management and car parking.

#### Transport in Boston

- 2.11. The potential to deliver a Boston Distributor Road is outlined in the latest Local Transport Plan. The Transport Strategy for Boston 2006-2021 and Beyond highlights a number of aims related to the Distributor Road. The Boston Transport Strategy highlighted the A52/A16 corridor as an issue for the town and proposed measures which (as noted above) have been implemented.
- 2.12. To date, no detailed modelling has been carried out as to the Distributor Road's benefits and no technical work has been undertaken related to engineering a specific route or estimated costs. Whilst the Boston Distributor Road remains an aspiration, it is unlikely to come forward in its entirety in the plan period. There is potential for future development at Boston town to contribute to a 'first phase' of a new piece of highway infrastructure, although there is no underlying evidence to draw on relating to this at present. Importantly, the implementation of a Boston Distributor Road is not critical for the delivery of the growth strategy for Boston to 2031.

## Transport in Spalding

- 2.13. The major piece of transport infrastructure expected to be delivered during the Local Plan period is the Spalding Western Relief Road (SWRR). The SWRR is considered key to the delivery of the housing growth strategy as outlined in the housing chapter of the Local Plan and the assessment of broad locations for development. The SWRR has also been identified to respond to the impacts of planned future increases in rail crossing downtime through Spalding
- 2.14. The first phase (including a junction to the B1172 and a bridge over the railway) is expected to be delivered adjacent to 'Holland Park' through a section 106 agreement associated with the 2012 outline consent. However, the Local Plan as it progresses to examination will need to include a clear policy context for this development and all relevant infrastructure, particularly phase one of the SWRR.
- 2.15. During 2011, two route options for a potential second phase were the subject of public consultation, with option 2A considered by a small majority of the public (42%) compared to 2B (37%). Option 2A (the western most route) has been protected by LCC on the basis that 2A has a lesser impact on existing properties and allotments and is less restrictive for potential residential-led development when compared to 2B.
- 2.16. LCC and SHDC are working with other parties on a complete SWRR route that will deliver a holistic transport solution for the town and provide potential development land for the longer term. The proposed SWRR would provide access from the B1172 in the south to the B1356 Spalding Road in the north, with a proposed junction at the A151 Bourne Road. Route options will be prepared for the northern section of the proposed SWRR in preparation for a public consultation in 2013.
- 2.17. Lincolnshire County Council, in conjunction with the district authorities, has undertaken transport modelling to help determine which phases of the road in conjunction with potential locations for growth would have the most benefit in transport terms. The results of this modelling have informed the preferred broad location for development around Spalding.
- 2.18. Broadly-speaking the evidence highlights that with the levels of growth planned for Spalding, in conjunction with the planned increases in rail crossing downtime, should a SWRR not be delivered the traffic impacts upon the town would be severe. For this reason it is considered that the SWRR is critical to the delivery of the growth strategy for Spalding. As such, it is important to ensure that the emerging Local Plan facilitates its delivery
- 2.19. Information relating to SWRR deliverability will need to be outlined in the IDP. The cost of the SWRR and other infrastructure will need to be considered within to the whole-plan assessment of development viability.



## Transport conclusions

- 2.20. Both the Boston and Spalding road schemes have a section in the IDP Action Plan (see Appendix 1) which includes relevant actions on the respective projects.
- 2.21. Land to the west of Holbeach is identified in the extant South Holland Local Plan (2006) and has been identified in the SHLAA. Although this site is unlikely to be of the scale to merit designation as a “broad location” in the strategy and policies DPD, it is a potentially significant part of the housing land supply. Potential delivery of housing in this location needs to be considered in the context of the A151 / A17 junction, which is an improvement also referred to in the extant South Holland Local Plan.
- 2.22. No further specific transport infrastructure issues have been identified at this stage. However, as part of the planning application process, applicants will be expected to demonstrate that there are not adverse effects from the development on the transport network and that provision for appropriate transport measures can be made. For developments of sufficient scale, this will mean financial obligations or on-site provision for walking, cycling public transport and, where appropriate, car. It is likely that further transport schemes will be included in the IDP as it is developed.

## **3. Social Infrastructure**

### Education

- 3.1. South East Lincolnshire is served by a mix of types of school. This includes Local Authority Maintained and Academy Schools. There are Secondary Modern and Grammar schools plus primary schools. There are a number of academies that are centrally funded but provide capacity for local pupils. LCC retains the statutory duty to ensure adequate school capacity overall and providing capital to achieve that (including at academies) and also co-ordinates admissions and provides home to school transport.
- 3.2. South East Lincolnshire schools are increasingly at capacity and oversubscribed in many instances. The pattern tends to be that the urban areas have little or no spare capacity available, particularly in the primary sector, but increasingly in the secondary sector too because child populations have grown significantly in urban areas. There is some capacity in the grammar school sector in Boston which needs further consideration so that further supply in selective and non-selective schools is funded on a reasonable and CIL regulation compliant basis. In contrast to urban areas, some rural primary schools have some capacity but, as one would expect, children from villages would typically travel to an urban area for secondary education, with associated travel and capacity issues.

- 3.3. To accommodate new pupils from new dwellings, additional infrastructure will be needed. It is also clear that significant Local Government or Central Government funding for this will not be available and local mitigation of growth, paid for through developer contributions, will be needed if accessible infrastructure is to be provided.
- 3.4. LCC use locally-researched formulae that demonstrate the numbers of new pupils expected to be generated from new housing and figures are available per average house or more specifically by bed room numbers within each house. This produces the total number of pupils expected from each development and can be multiplied by a 'cost per pupil place' multipliers, which are part-discounted to reflect Lincolnshire's lower build costs and are periodically compared to actual cost data to ensure accuracy. Initial assessment suggests that new primary school and secondary school places will be necessary in most cases.
- 3.5. LCC will try to extend local school capacity but where there are clear physical or other school organisation limitations a new site or sites will be required to support large scale growth. In most cases, it is likely to be necessary for the developer/ landowner to provide the necessary serviced site free to LCC plus the proportionate capital funding so LCC can procure the buildings and seek an operator of the new facility.
- 3.6. On all developments where a need for education infrastructure is demonstrated, the Authorities will expect a section 106 agreement or provision via CIL. Assessments will be carried out throughout plan preparation and development management processes, using the formulae noted at paragraph 3.4 (above).

### Childcare

- 3.7. The education contributions (above) exclude contributions for early years/extended services or teenage services, which are calculated on site-specific information.
- 3.8. Childcare is a consideration in terms of the implications of population growth and change. It is a statutory responsibility for the County Council to secure sufficient provision. This might mean some provision in the form of purpose-built nursery facilities on major developments or regeneration areas. In most cases, these facilities should be provided alongside a school and/or community hall to minimise capital costs and improve operational efficiency. Demand from development on smaller sites can more easily be served by existing provision such as independent childminders.
- 3.9. LCC Children's Services have developed formulae to assess need for childcare services similar to those for education. Assessments can be prepared which take into account existing provision in different parts of the county. Taking account of proposed growth, some areas of South East Lincolnshire would have sufficient facilities; in some other areas new provision

would be necessary and this will need to be considered in developer contributions, most likely through section 106.

### Emergency Services

- 3.10. LCC is the relevant Fire & Rescue authority. It bases its provision on the standards of fire appliances arriving to incidents with specified times. The average fire station in South East Lincolnshire supports around 8,000 dwellings and around 600 commercial properties. LCC is also responsible for managing thousands of fire hydrants. All development will have some financial impact on this service and financial contributions will be sought from development industry where appropriate. Major strategic development will perhaps require the provision of new fire stations or the re-location of existing stations. Further discussions will take place to assess whether and where new/extended facilities will be required.
- 3.11. Discussions with the Police and the NHS are on-going in relation to the provision of emergency policing and ambulance services (respectively). It is hoped that a “standards and deficits” approach can be pursued similar to that undertaken with LCC Fire & Rescue.

### Health Care

- 3.12. Capital investment in Lincolnshire’s NHS healthcare infrastructure is funded either through commercial or public sector borrowing that has to be repaid from revenue budgets (unless met by a non-NHS capital input). NHS revenue costs in Lincolnshire are currently met by the Lincolnshire Primary Care Trust (PCT) from its allocation of the national budget available to the Department of Health. Lincolnshire Primary Care Trust, is the “commissioning authority” for health care in Lincolnshire
- 3.13. From April 2013, the Lincolnshire PCT will be replaced by four Clinical Commissioning Groups (CCGs). The two relevant CCGs for South East Lincolnshire are:
- Lincolnshire East CCG, which covers all of Boston, some northern parts of South Holland and other parts of the east of the county; and,
  - South Lincolnshire CCG, which covers most of South Holland (except the above) and other parts of the south of the county.
- 3.14. Dentistry, ophthalmology and certain specialist (nationally- and regionally-based) care will be commissioned directly by a national commissioning board via area based (regional) teams. The national commissioning board area team for Lincolnshire and Leicestershire will also oversee and support the work of the CCGs.
- 3.15. A serious concern is the potential that an increased population will not result in an increased provision by the Department of Health. The Department currently provides funding on the basis of the previous year’s allocation with a standard percentage increase varied according to population change as a percentage

of the national percentage. If there is no national increase then areas of growth receive no extra funding. In Lincolnshire, this could create serious issues in acute (hospital) care.

- 3.16. The PCT has traditionally (and will continue to) seek financial contributions for the provision of GP and dentist surgery premises from the development industry. This is based on an up-to-date assessment of current supply and future needs.
- 3.17. However, some NHS data needs review before an assessment can be done for the whole of South East Lincolnshire as part of IDP schedule. To run an assessment on incomplete data would be misleading so the current IDP schedule assumes zero spare capacity in existing GP and dentist surgeries. This will be reviewed as set out in the appended action plan.
- 3.18. Some ambulatory (walk-in or outpatient) care is currently provided in community hospitals and health centres. Some settlements have a population close to the “tipping point” of requiring ambulatory centres and, in such cases, it is proposed that proportional payments are made through mainstream health
- 3.19. Acute care in South East Lincolnshire is typically provided at Pilgrim Hospital (Boston). Johnson Hospital (Spalding) hospital provides what might be described as “community” care. It is common for patients from South East Lincolnshire to be treated at Kings Lynn and Peterborough hospitals. More specialist cases will be referred to specific units across the UK and, in all cases, at the cost of the Primary Care Trust.

### Social Care

- 3.20. LCC is the relevant social care authority. Work is on-going, building on the Joint Strategic Needs Assessment (JSNA)<sup>2</sup>, to set standards for provision of specialist accommodation to meet the needs of older people as well as those with learning difficulties, physical / sensory impairments and those experiencing mental health problems. These standards are likely to include an aspiration to deliver a percentage of homes for specific client groups, for example, “extra care” units for the elderly and will need to be taken into account in the Infrastructure Delivery Plan.

### Libraries, Museums and Community Halls

- 3.21. Current provision of social infrastructure such as libraries, museums and community halls, is provided in town centres, district (neighbourhood) centres and major rural settlements. There are often opportunities to integrate community infrastructure. If this is done effectively it can support growth areas and improve “customer” service. Libraries can have a key role as a resource or reference-point for information on local government services, employment opportunities, adult learning and other such topics. Opportunities for co-

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<sup>2</sup> Lincolnshire County Council and NHS Lincolnshire (2010) *Joint Strategic Needs Assessment*

location will be taken where possible and, where appropriate, financial contributions will be sought on the basis of robust needs assessment.

## 4. Environmental Infrastructure

### Waste Management

- 4.1. LCC has the statutory responsibility of municipal solid waste disposal, but this responsibility does not extend to other waste such as Commercial & Industrial Waste (C & I Waste). The waste management strategy for the County is, in line with The National Waste Strategy<sup>3</sup>, to reduce the disposal of waste in favour of, for example, energy recovery. Locally this means the development of the Lincoln Energy from Waste (EfW) plant, which was given planning consent in July 2009. The plant is due to open in 2013, which will accommodate waste from transfer stations in all parts of the county. LCC funding is in place for delivery.
- 4.2. New development should be designed to maximise the re-use and recycling of waste in line with national planning and waste management guidance. For example, using the practical guidance on layout of housing in the *Code for Sustainable Homes*.
- 4.3. As county planning authority, LCC has responsibility for making relevant waste planning decisions and preparing a Minerals and Waste Local Plan (MWLP) which relates to all kinds of waste disposal. Relevant MWLP documents will be subject to consultation and updates can be viewed at:  
[www.lincolnshire.gov.uk/CoreStrategy](http://www.lincolnshire.gov.uk/CoreStrategy).

### Flood and Water

- 4.4. The two South East Lincolnshire district councils have completed Strategic Flood Risk Assessments that provide accurate information on flood risk issues. These documents will help to guide floor risk infrastructure requirements in the IDP.
- 4.5. An Outline Water Cycle Study has been prepared for South Holland and a Pre-Outline for Boston. The documents provide information on drainage and sewerage issues have also been completed for South East Lincolnshire and have been agreed with the relevant partners. These pieces of evidence will be important in helping to ensure water management issues are fully taken into account when new development is considered. Discussion will continue with Anglian Water, the Water and Sewerage Company (WASC) for the two district areas. A list of relevant projects from these studies will be included in the final IDP schedule.

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<sup>3</sup> Department for the Environment, Food and Rural Affairs (DEFRA) (2007) Waste Strategy for England 2007

- 4.6. South East Lincolnshire has significant areas of land that are deemed to be at risk from coastal flooding, fluvial (river) flooding and pluvial (surface water) flooding. However, Boston and Spalding have key brownfield sites that are in need of regeneration and both towns need to be sustained as sub-regional centres. Here, decisions need to be made that balance the need for sustainable growth with the need to manage flood risk.
- 4.7. In July 2011, RAB consultants presented findings of a study for the Coastal Authorities. This study provides some generic costs for site specific flood resilience in flood zone areas. This information will be used to support the Local Plan unless supplemented by more up-to-date or relevant information.
- 4.8. The provision of quality water supply and sewerage are basic necessities. Local authorities have a role, in line with the NPPF and the *Floods and Water Act 2010*, to promote greener approaches such as Sustainable Drainage Systems (SUDS). These practices can reduce the risk of flooding (in line with the NPPF) and improve overall sustainability. This will be delivered to an agreed standard and in line with the relevant strategy via formal approval from the lead local flood authority, which, in this area, is Lincolnshire County Council. LCC is preparing a Preliminary Flood Risk Assessment (PFRA) for the whole County on "local flood risk": surface water, ground water and ordinary watercourses. Following on from this, hazard maps will be produced during 2013 and mitigation action plans by 2015.
- 4.9. Water infrastructure, such as water supply, and waste water treatment need consideration. However the statutory rights for relevant parties<sup>4</sup> mean that the only recoverable costs for WASCs apply to connections to the WASCs' existing water mains and sewers. WASCs have to offset connections costs against the revenue income they will receive from the proposed development when it is occupied. Hence the major responsibility falls to the relevant WASC. In addition, capital expenditure to water and wastewater treatment works has to be approved by the regulator, Ofwat. Capital expenditure can then be funded through customer's water and sewerage charges and not by the development industry. The major concerns therefore are the timing issues, particularly in relation to relevant planning and environmental consents and approval by Ofwat.
- 4.10. Water supply is generally simple to provide. Waste water treatment is often more complicated. Currently, there is significant capacity in Boston sewage treatment works (STW) but new infrastructure might be required as there is only one pumped rising main that serves Boston STW. There is some capacity at Spalding STW; Anglian Water (AW) has informed the planning authorities that work is on-going to establish the level of capacity in relation to the level of proposed development at Spalding. AW has advised that much of the foul and surface water network in Spalding is already separate, which leaves little ability to create further foul capacity without specific infrastructure.

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<sup>4</sup> Under Section 98 and Section 106 of the *Water Industry Act 1991*

- 4.11. Anglian Water is understood to have begun the construction of a major water main to Boston from Covenham (north of Louth). This project will ensure a secure supply of water for the town's growing population.

### Green Infrastructure

- 4.12. It is recognised that open spaces can often combine several functions, for example, for recreation and managing water resources. Green infrastructure can thus be developed as a "multi-purpose" network of open space. As South East Lincolnshire is developed, enhanced green infrastructure will be needed to meet people's needs, as well as supporting other objectives including nature conservation and tourism.
- 4.13. A 'Sports Provision and Open Space Assessment', sponsored by the joint authorities has been prepared by Ploszajski Lynch Consulting (PLC). The PLC assessment considers indoor and outdoor sports as well as parks and open space. The assessment considers these issues in the context of demographic factors, such as population and age structure, as well as other factors, such as participation rates. The analysis presented by PLC shows that sport and open space are considered important amongst the local population, use of existing facilities is high and that generally facilities are 'good'. Assessing qualitative and quantitative information, the document assessed future provision needs to 2031 for sport and open space and provides an action plan for delivery. This evidence will be used to secure funding for such provision, whether through grant, developer contributions or other sources.
- 4.14. Further discussion will be necessary, led by the district councils, with input from relevant partner authorities and organisations to identify specific green infrastructure projects and proposed delivery methods.
- 4.15. New development will generate additional green infrastructure needs, and will be expected to contribute to providing new facilities on the basis of the evidence mentioned above.

## **5. Conclusions**

### Development viability

- 4.1. As stated at the beginning of the paper, infrastructure can broadly fit within the three broad categories below:
- a) utilities infrastructure: both on- and off-site connections and reinforcements,
  - b) on-site infrastructure (likely to be part-funded through section 106) which is likely to include; and,
  - c) off-site (strategic) infrastructure (likely to be part-funded through Community Infrastructure Levy)

- 4.2. Utilities infrastructure, as outlined in paragraphs 2.3, 2.4 and 5.7 of this paper, will typically be led by the utilities company. This might involve some financial contributions by the developer, assumptions have been made at this stage, which will be the subject of further review (see below)
- 4.3. A development viability study is on-going with the consultants Roger Tym & Partners providing advice. This is due to conclude early in 2013. Early findings suggest that there is scope to implement CIL and maintain some on-site section 106 contributions (to add up to approximately £7,000 per unit) and allow, in most cases, for 20 per cent affordable housing. In general terms, these conclusions are close to those of the Economic Viability Assessment carried out for Boston by Three Dragons Consultancy. Clearly CIL will be fixed due to its statutory nature but the Authorities will ensure the delivery of the plan by managing the use of section 106, in light of site-specific factors. The RTP study also includes relevant assumptions on utility connection costs, although this will need a further “sense check” as further site-specific information comes forward, this information will particularly be sought for the sites to be identified as “broad locations”.

#### Location of development

- 4.4. In view of the proposed infrastructure projects and programmes noted above, the main focus for delivery of identified projects are the urban centres Spalding and Boston. This does not preclude the identification of projects in other areas through the Local Plan process.
- 4.5. The initial information available suggests that, across the majority of infrastructure themes, “economies of scale” and “critical mass” for infrastructure would more easily be achieved in the urban areas. These settlements are already served by existing infrastructure (although improvements might be required). Opportunities for co-location will be greater where the quantum of existing services and new development are largest. Where new development is large-scale (in the thousands of homes) there is more scope to establish physical infrastructure and ensure ongoing maintenance by, for example, establishing relevant organisational structures.
- 4.6. Further work will be undertaken to coordinate available public, private and voluntary sector resources to support the proposed growth in the Local Plan and deliver enhanced infrastructure for South East Lincolnshire. However, opportunities to seek developer contributions will be taken where possible, via “section 106 agreements” and the Community Infrastructure Levy. Other statutory powers will also be used as appropriate.



## Appendix 1 IDP Action Plan

Please note Brendan Gallagher (Lincolnshire County Council – LCC) and Phil Norman (South Holland District Council – SHDC) should be considered as relevant parties in all actions.

Infrastructure evidence issue and relevant notes	Timescale to address issue	Project lead	Other relevant parties
<p>Spalding Western Relief Road (SWRR) project plan and high-level delivery strategy</p> <p>Phase 1 consented with ‘Holland Park’, although delivery timescales need monitoring with engagement of site proponents.</p> <p>Phase 2 has been consulted upon without consensus on route 2A or 2B. Key actions: phase 3 route options; review whole scheme costs; assess development viability in context of Roger Tym &amp; Partners’ work</p>	May 2013	D. Wildman (LCC)	<p>Site proponents</p> <p>SWRR Steering Group: specifically P. Coathup (LCC) and P. Jackson (SHDC)</p>
<p>Boston relief road / bypass project plan and high-level delivery strategy</p> <p>Very broad reference in Boston Transport Strategy (2006); further Key actions: route options; assess flood defence benefits and establish technical specification; cost assessment; assess development viability in context of Roger Tym &amp; Partners’ work;</p>	May 2013	S. Lumb (BBC)	<p>S. Shah (LCC)</p> <p>G. Alexander (SHDC)</p> <p>M. Dugher (EA)</p>
<p>Assess delivery of A151 / A17 junction and implications for housing delivery in Holbeach (although site is highly unlikely to be a S&amp;P DPD allocation)</p>	May 2013	S. Shah (LCC)	
<p>South East Lincolnshire wide assessment of primary and secondary education requirements</p>	April 2013	Steve Mason (LCC)	
<p>Clearer indication of location of new secondary school. Within new development to the west of Spalding currently seems most appropriate</p>	April 2013	Steve Mason (LCC)	Site proponents
<p>Further assessment on Boston secondary education and Grammar/ comprehensive issue</p>	April 2013	Steve Mason (LCC)	
<p>Confirmation of expansion to Boston secondary comprehensive schools (initial assessment suggests expansion is the best option)</p>	April 2013	Steve Mason (LCC)	
<p>Review assessment of GP practice capacity against location of development (with consideration of “patient choice”)</p>	April 2013	BG; NHS	CCGs
<p>Assess implications of National SuDS Standards and Building</p>	Meeting with A.	Andy Wharf	J. Dean (Anglian

Regulations Part H on Local Plan delivery	Wharf TBC	(Head of SEL flood man framework)	W.) M. Dugher (EA)
For preferred directions of growth, site proponents to be encouraged to undertake initial assessment for gas connection: costs, phasing, other barriers. 'Asset value' to be taken into account	April 2013	Site proponents	National Grid
For preferred locations, site proponents to be encouraged to prepare initial assessment of electricity connection: costs, phasing, other barriers. 'Asset value' to be taken into account	April 2013	Site proponents	Central Networks (BG to get a name)
For preferred locations, site proponents to be encouraged to prepare foul drainage strategies and at least to use AW's pre-planning advice service <sup>5</sup>	On-going	Site proponents	J. Dean (Anglian W.)
AW's initial assessment is that no sewage capacity issues will arise at Boston. This needs to be reviewed once housing numbers are finalised.	BG to update on response from JD	J. Dean (Anglian W.)	
AW is undertaking further assessment of sewage capacity issues at Spalding. Potential reinforcement to get to Spalding STW to the north-northeast	BG to update on response from JD	J. Dean (Anglian W.)	
Workshop on to establish "model" SUE social infrastructure provision	July 2013, preferred options	P. Jackson (SHDC) S Lumb (BBC)	LCC child services Police Lincoln PCT/ CCGs District Sport Dep. Sport England
Workshop(s) on site specific and strategic green infrastructure	July 2013, following preferred options	TBC	G. Alexander (SHDC) Peter Udy (BBC) Other GI stakeholders
Workshop with developers and infrastructure providers as part of statutory consultation process on Issues & Options	May 2013 for preferred options		

<sup>5</sup> <http://www.anglianwater.co.uk/developers/planning/>

## **Appendix 2 – List of infrastructure consultees**

Lincolnshire Sports Partnership  
Anglian Water  
Lincolnshire Police  
British Telecom  
Lincolnshire Primary Care Trust  
Sport England  
National Grid  
Lincolnshire County Council (LCC) – Highways  
LCC – Children’s Services  
LCC – Fire & Rescue  
LCC – Social Care

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