

# South East Lincolnshire Local Plan 2011-2036

Draft for Public Consultation  
(including site options for development)

January 2016



South East Lincolnshire  
Joint Strategic Planning Committee

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## Foreword

Following consultation on the Preferred Options in 2013, we are delighted to be inviting comments on this draft Local Plan for South East Lincolnshire, which, once adopted, will be the new Local Plan for the area, helping to shape the growth of Boston Borough and South Holland for future generations.

The Local Plan has been prepared so that as far as possible, it continues to be relevant in changing economic and political circumstances, and so that it provides a clear framework for the preparation of more detailed planning policy documents over the next few years. It takes account of the feedback that we received on the Preferred Options, and also a wide range of new information that we have collected over the past few years about housing, employment land, town centres and transport.

Our thinking in these key policy areas has moved on significantly since the Preferred Options. This Local Plan promotes economic growth and new housing to meet local needs and those of people who we anticipate will move to South East Lincolnshire to work. At the same time, it safeguards and seeks to enhance the things that make South East Lincolnshire distinctive, such as its wealth of historic buildings, its vibrant market towns, attractive villages and areas of open countryside.

Some important issues are looked at in more detail; a range of site options for housing, employment and mixed-use development are proposed to meet identified needs to 2036 (which includes sites with planning permission), as well as the transport and other community infrastructure that will be required to support it. The Local Plan also includes development management policies to guide development in the area until 2036.

We also recommend that you have a look at the maps for each settlement (the Policies Map), which show site options, the settlement boundaries and other important designations to see how this might affect you and the life you want to live in South East Lincolnshire between now and 2036. A range of other supporting documents are also available at [www.southeastlincslocalplan.org](http://www.southeastlincslocalplan.org) which should help explain the choices we have made.

We want to hear your views on this now, so we can consider them in finalising the Local Plan that will be submitted to Government later this year. Please get involved as fully as you can in writing or by email, responding on-line, or coming along to one of the consultation events that have been arranged. The closing date for comments is Friday 19 February 2016.

Councillor Roger Gambba-Jones  
Chairman  
South East Lincolnshire Joint Strategic Planning  
Committee

Councillor Peter Bedford  
Vice-Chairman  
South East Lincolnshire Joint Strategic Planning  
Committee







# 1. Introduction

1.1.1 This document represents a significant stage in the preparation of the South East Lincolnshire Local Plan (the Local Plan). It has been produced by the South East Lincolnshire Joint Strategic Planning Committee (the Joint Committee). The Joint Committee is a partnership of Boston Borough, South Holland District and Lincolnshire County Councils who are working together to create a single Local Plan for South East Lincolnshire (the collective name for the areas of South Holland District Council [South Holland] and Boston Borough Council [Boston Borough] (see Appendix 1 for more information).

1.1.2 The Local Plan will guide development and the use of land in South East Lincolnshire from the 1 April 2011 to 31 March 2036, and will help to shape how the area will change over this period. The Local Plan must be based upon adequate, up-to-date and relevant evidence about the area's characteristics and future prospects, and must reflect the vision and aspirations of the local community. It will need to deal effectively with the issues facing the area, and has many roles, including:

- identifying those areas of land that need to be developed for new homes, shops, or employment uses in order to meet the area's needs;
- identifying those areas of land which must be protected from development – perhaps because of their historic or environmental importance;
- ensuring that infrastructure and local facilities are provided at the same time as new homes; and
- setting out policies against which planning applications can be judged.

## 1.2. How far has the preparation of the Local Plan progressed?

1.2.1 The Joint Committee originally intended to produce the Local Plan in two parts:

- a Strategy and Policies development plan document (DPD) that would set out the vision, priorities and policies, and identify broad locations for change, growth and protection; and
- a Site Allocations DPD that would identify the sites that would be developed for specific uses, and the areas where particular policies would apply.

1.2.2 The first two public consultation stages were concerned with the production of only the Strategy and Policies DPD, and were:

- an initial stakeholder engagement/visioning exercise in January – April 2012; and
- a public consultation on the Combined Preferred Options and Sustainability Appraisal Report (the Preferred Options report)<sup>1</sup> in May – June 2013.

1.2.3 Subsequently, the Joint Committee decided to produce the Local Plan as a single document, and hence, this draft Local Plan (including site options for development) includes the vision, strategic priorities, policies and options for allocations of land for development. However, it is based upon the earlier work, and seeks to deal with the issues raised by consultees at the first two stages of consultation.

1.2.4 Since no site-specific proposals, other than broad locations have been the subject of previous public consultation, the majority of sites featured in the Policies Map are being treated as ‘options’, from which ‘preferred options’ will be identified following consideration of the comments received during the public consultation.

1.2.5 The remaining stages are set out below:

Stage	Date
Public consultation on the draft Local Plan – this stage	January to February 2016
Public consultation on the Publication Draft Local Plan	June-July 2016
Formal submission of the Publication Draft Local Plan to the Planning Inspectorate	August 2016
Independent Examination	November 2016
Adoption of the Local Plan	February 2017

Table 1: Local Plan Timetable

### 1.3. What is being published for comment?

1.3.1 In addition to this draft Local Plan, a suite of documents forms the evidence base to support the policies and proposals in the draft Local Plan. All of these documents can be viewed on the Local Plan website at [www.southeastlincslocalplan.org](http://www.southeastlincslocalplan.org). The following key documents and plans are available for comment:

#### Policies Map

1.3.2 The Policies Map for the Local Plan area shows the site options for housing, employment and mixed-use development for South East Lincolnshire. The Policies Map also shows the settlement boundaries for each settlement as well as other important designations that are identified in each policy. The Policies Map includes an inset map for each settlement identified in Policy 2: Spatial Strategy. Comments on the Policies Map, particularly on the site options, are important to help determine the location of development in the future.

#### Strategic Environmental Assessment/Sustainability Appraisal Non-Technical Summary

1.3.3 The Strategic Environmental Assessment/Sustainability Appraisal (Sustainability Appraisal)<sup>2</sup> has assessed the potential economic, social and environmental sustainability impacts of:

- the options considered for each policy;
- the content of each policy; and
- the housing, employment and mixed use sites considered as options in this Local Plan.

The Local Plan summarises the key issues raised but the full assessments are set out in the Non-Technical Summary.

#### Other Supporting Documents

1.3.4 As well as the draft Local Plan itself, we are also publishing a range of supporting documents, namely:

- a commentary on the Habitats Regulations Assessment<sup>3</sup> process, which seeks to assess what impacts the draft Local Plan’s policies may have upon European sites;
- an Equalities Assessment<sup>4</sup> which analyses how the draft policies will affect different groups in society;

- an interim statement on Whole Plan Viability<sup>5</sup>, which identifies all the costs that the draft policies will impose on development, and considers what impact those costs will have on financial viability;
- an interim Infrastructure Delivery Plan<sup>6</sup>, which identifies the physical, social and green infrastructure that will be needed to support the draft policies;
- an interim statement on how the 'duty to co-operate'<sup>7</sup> will be addressed with respect to the emerging Local plan;
- a Strategic Housing Land Availability Assessment<sup>8</sup>, which assesses the suitability, availability and deliverability of land that have been promoted for allocation as sites for housing development;
- an Employment Land Technical Paper<sup>9</sup>, which assesses the suitability of land that have been promoted for allocation as sites for employment use;
- a Spatial Strategy Background Paper<sup>10</sup>, that explains the rationale behind the proposed approach to meeting objectively assessed needs for housing and the link to economic growth expected to occur in the area;
- a Settlement Boundaries Background Paper<sup>11</sup>, that explains the approach taken to defining the settlement boundaries for each settlement;
- a Housing Paper<sup>12</sup>, which explains where housing allocations are proposed to be made for each of the 32 settlements, which sites are being put forward as options, the suitability of each site, and the likely impacts of their development on local infrastructure; and
- 'A Strategy for the delivery of a further phase of the Spalding Western Relief Road and major housing growth in Spalding'<sup>13</sup> which explains how the detailed proposals in relation to the Spalding Sustainable Urban Extension have been reached.

## 1.4. How to comment on the draft Local Plan and other documents

1.4.1 We are consulting on the draft Local Plan and other documents listed above between **Friday 8th January 2016 and Friday 19th February 2016**. All documents are available to view or download at [www.southeastlincslocalplan.org](http://www.southeastlincslocalplan.org) There are several ways that you can let us have your views:

- you can complete a comments form on our online consultation portal, at [www.southeastlincslocalplan.org/consultation](http://www.southeastlincslocalplan.org/consultation);
- you can fill in a comments form, at the Council's offices or at any of the area's libraries;
- you can write to us at:

South East Lincolnshire Local Plan  
Municipal Buildings  
West Street  
Boston  
PE21 8QR

- you can e-mail us at [southeastlincslocalplan@sholland.gov.uk](mailto:southeastlincslocalplan@sholland.gov.uk)

### **ALL RESPONSES MUST BE RECEIVED BY 5PM ON FRIDAY 19 FEBRUARY 2016.**

Please note that all comments will be uploaded onto the online consultation portal, and will not be confidential.



## 1.5. The relationship of the South East Lincolnshire Local Plan with other planning documents

1.5.1 The Government sets out its planning policies in the National Planning Policy Framework (NPPF)<sup>14</sup>, supplemented by National Planning Practice Guidance (NPPG)<sup>15</sup> and individual policies on specific topics, such as traveller sites, sustainable drainage systems, and starter homes. The draft Local Plan must be consistent with these Government policies but, by and large, it does not repeat them - instead, it seeks to build on them and provide a South-East Lincolnshire interpretation of them.

1.5.2 At a more local level, the draft Local Plan also has to be consistent with:

- The Government’s East Inshore and East Offshore Marine Plan<sup>16</sup>;
- Lincolnshire County Council’s emerging Minerals and Waste Local Plan<sup>17</sup>; and
- the local plans of neighbouring local planning authorities.

1.5.3 Town and parish councils and ‘neighbourhood forums’ in South East Lincolnshire may set out their own planning policies and site allocations in neighbourhood plans. However, their neighbourhood plans will need to be in general conformity with the strategic policies of the Local Plan. These are:

Strategic Policy
1: Presumption in favour of Sustainable Development
2: Spatial Strategy
4: Strategic Approach to Flood Risk
5: Meeting Physical Infrastructure and Service Needs
6: Developer Contributions
7: Improving South East Lincolnshire’s Employment Land Portfolio
11: Meeting Objectively Assessed Housing Needs
12: Distribution of New Housing
22: Retail Hierarchy
25: The Natural Environment
26: The Historic Environment
28: Climate Change and Renewable and Low Carbon Energy
30: Promoting Safe, Accessible Open Space, Sport and Recreational Facilities
31: Delivering a more Sustainable Transport Network

Table 2: Strategic Policies

## 1.6. Duty to co-operate

1.6.1 The 2011 Localism Act introduced the ‘duty to co-operate’, which requires local planning authorities to consider joint approaches to plan-making, and to engage in partnership working on strategic issues that go beyond their area. To achieve this, the Joint Committee must work with neighbouring local planning authorities and other bodies relevant to South East Lincolnshire. These are the Environment Agency, Historic England, Natural England, the Civil Aviation Authority, the Homes and Communities Agency, local clinical commissioning groups, the National Health Service Commissioning Board, the Office of Rail Regulation, the local highway authority, and the Marine Management Organisation. An interim duty to cooperate statement has been prepared to accompany the consultation on this draft Local

Plan. Work will continue with neighbouring local planning authorities and other bodies to ensure all relevant strategic issues are considered.

- 1.6.2 The Joint Committee will have to demonstrate how it has complied with the 'duty to co-operate' at the Independent Examination of its Local Plan.

## 2. Context

### 2.1 Spatial Portrait

- 2.1.1 South East Lincolnshire lies to the west and south-west of the Wash estuary in the south - eastern corner of the East Midlands Region. Land and coast has shaped its communities and its economy for many centuries and this proximity continues to exert its influence today. A huge part of the area has been reclaimed through a vast network of drainage systems and coastal defences that have created some of the richest and most extensive agricultural and horticultural resources in the country. The farmland of South East Lincolnshire accounts for over 50% of all horticultural crops (vegetables, salad produce, bulbs and flowers) and 40% of the potatoes produced in the region. With an estimated annual value of £470 million (2010), the region's horticultural business is the second-most important in the UK.
- 2.1.2 The landscape of South East Lincolnshire has a very rural character, but is shaped and dominated by agricultural and horticultural activity. This means that extensive views and large open skies are common vistas, where vertical structures like churches, such as the 'Boston Stump', pylons and wind turbines draw the eye, defining man's historical and modern day influence on the area. Field hedgerows and wooded areas are limited to lining roads or around settlements.
- 2.1.3 The flat character of the land and its proximity to the Wash estuary also mean that the main watercourses, such as the River Witham, River Welland, River Nene and connected drainage channels have tidal influences which require everyday management through the operation of pumping stations and sluices. Climate change, particularly associated with the predicted effects on sea-level rise, brings the threat of extensive flooding that could affect whole settlements, predicted to be common in 100 years' time as a consequence of extreme high tides, coupled with storm-surges, causing major breaches in coastal and/or tidal defences. Even a minor flood event has the potential to inundate valuable farmland with saline water and negate productivity for many years. The Wash itself is a natural habitat of international importance and the interlinked waterways are part of the rich ecological network supporting the biodiversity of the area. Historically, these watercourses were the main transport corridors for trade with inland Lincolnshire and beyond. Today, this role is more limited but they are a resource with a, largely, unrealised potential for recreation and tourism.
- 2.1.4 The Local Plan area is sparsely populated with about 156,900 people (ONS mid-year population estimates 2014)<sup>18</sup> living in some 1,100 square kilometres. However the Local Plan area has seen one of the largest increases in population since the 2001 Census<sup>19</sup>, nationally. The population of Boston Borough has increased by 19.3% (to 66,500) since 2001, and in the same period South Holland has seen an increase of 18.1% (to 90,400)<sup>17</sup>. As the population growth for Lincolnshire has been 13.1%<sup>17</sup>, the growth for the Local Plan area is significant, particularly given its relatively marginalised location away from the conurbations of the East Midlands. Furthermore, the Local Plan area attracts some 14,000 seasonal workers in agriculture and horticulture annually.
- 2.1.5 Most of the population and the 64,600 households<sup>19</sup> are located in some 70 recognised settlements. The resident population of the Sub-Regional Centres of Boston and Spalding are about 33,000 and 29,000 respectively<sup>19</sup>. In South Holland, there are five 'area centres' recognised in the current South Holland Local Plan: the towns of Holbeach, Crowland, Long Sutton and Sutton Bridge and the village of Donington. Holbeach, with a 2011 population of

over 8,000, is the largest. In Boston Borough, the outlying settlements are smaller with Kirton, Swineshead, Butterwick, Old Leake, Wrangle and Sutterton being the largest. This network of settlements together with a substantial number of smaller villages and hamlets has significant consequences in terms of access to services, connectivity and bringing about sustainable futures.

- 2.1.6 The Local Plan area is located at the south-eastern limit of coastal Lincolnshire which is recognised as being poorly connected, especially by the highway network, to the rest of the region. Just three Principal 'A' Roads connect the area; these are heavily used by a considerable volume of HGVs and farm vehicles, and other slow moving vehicles such as caravans accessing the Lincolnshire and Norfolk coasts in the summer. Passenger transport to places outside the area is mainly by bus or rail with services to Grantham and Peterborough and beyond, at hourly intervals or longer.
- 2.1.7 Within South East Lincolnshire access to places of employment is primarily by car or van<sup>19</sup>. In South Holland, travel to work by car is 45%, significantly higher than the national (35%) and the Lincolnshire (40%) averages<sup>19</sup>. Boston Borough has a rate that is marginally below the Lincolnshire average but marginally above the national. Public transport usage for South East Lincolnshire is well below the County average, which at 2% is itself over 8% less than public transport use within England and Wales<sup>19</sup>. Access by bicycle to places of work is relatively high in Boston Borough; levels are nearly double that of Lincolnshire and four times the national rate. Access by bicycle in South Holland is comparable with the rest of Lincolnshire. The number of people working from home in South East Lincolnshire roughly aligns with both County and national rates (7%) although South Holland is marginally higher.
- 2.1.8 South East Lincolnshire has a long and varied history; some of its archaeological remains date back to Roman times, when salt manufacture was an important industry, particularly in the south of the area. Agriculture also has ancient roots and managing tidal inundation to protect farmland is evident in banks and ditches dating from Anglo-Saxon times. Boston has been a major centre as a port and commercial area since the Middle Ages and later played a significant role in the Pilgrim Fathers' journey to the new world and the founding of the USA. Today, the area has 24 Conservation Areas (13 of which are in South Holland) and over 1000 listed buildings. The town of Boston has three conservation areas and its built heritage is regarded as being of national significance by Historic England. Both Boston town and Spalding retain a strong commercial function within their historic cores that attracts visitors generated by the tourist economies of Lincolnshire and Norfolk, adjoining to the east.
- 2.1.9 For a sparsely-populated, predominantly rural area, South East Lincolnshire, surprisingly, is of great importance in the national context; its contribution to food production and food security is significant, while its ability to conserve scarce resources and develop sustainable energy solutions will contribute to meeting the challenge of climate change.

## 2.2 A Vision for South East Lincolnshire

- 2.2.1 A vision has been prepared to guide sustainable development in South East Lincolnshire over the Local Plan period to 2036. Whilst it is important that any vision has a local 'flavour' and is aspirational, ultimately it must be realistic and deliverable over the Local Plan period. The vision statement is as follows:



## Our Vision for South East Lincolnshire:

*By 2036 South East Lincolnshire's settlements and rural hinterland will have grown in a more sustainable manner in response to the challenges of climate change, and particularly flood risk concerns, to provide more diverse, prosperous, resilient and self-sustaining communities.*

*The delivery of new sustainably-designed and constructed homes and employment opportunities will meet the needs of the whole population, supported by the necessary facilities, services and infrastructure that create mixed and balanced communities. The delivery of key infrastructure, including strategic highway improvements and measures to reduce the causes and impacts of flooding, will be phased in line with growth to ensure that new development is both sustainable and deliverable.*

*The economic base of the area will have been strengthened; the growth of existing businesses in food production, processing and distribution will be supported, while opportunities to diversify the economic base within the settlements and through appropriate development in the countryside will be promoted in a sustainable way to help provide higher skilled, better paid jobs close to where people live.*

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

## 2.3 Strategic Priorities

2.3.1 It is a requirement of the NPPF<sup>14</sup> that local planning authorities set out strategic priorities for the Local Plan area. The following strategic priorities for South East Lincolnshire are the main principles that will be followed to deliver the vision. They set out a realistic and deliverable direction for the detailed policies outlined in this document. Once adopted, they will also be used to help monitor the success of the policy implementation.

Strategic Priority	Content
<b>Sustainable Development</b>	
1.	To ensure that growth in South East Lincolnshire delivers sustainable development that seeks to meet the social and economic needs of the area, whilst protecting and enhancing its environment for the enjoyment of future generations.
2.	To deliver development in sustainable locations that seeks to meet the needs of the Local Plan area through the identification of a strategic planning framework that takes account of flood risk to guide the scale, distribution and nature of new development across South East Lincolnshire.
3.	To ensure that development contributes to the provision of necessary physical, social and green infrastructure to deliver planned levels of growth at the right time, to mitigate its impacts on existing communities and the environment.
<b>Economy</b>	
4.	To provide the right conditions and sufficient land in appropriate locations to help diversify and strengthen the economic base of

	South East Lincolnshire to meet the needs of existing companies, to attract new businesses and sources of employment, and to maximise the potential historic and environmental assets can have for sustainable tourism.
5.	To create a mutually-supportive hierarchy of vibrant self-contained town centres that provide employment, retailing and services by encouraging an appropriate scale of retail, leisure and other town-centre uses and by maximising opportunities for regeneration.
<b>Housing</b>	
6.	To seek to meet the housing needs of South East Lincolnshire's population, including the provision of an appropriate proportion of affordable and other specialist housing to meet identified local needs.
<b>Environment</b>	
7.	To conserve and enhance, where appropriate, South East Lincolnshire's natural, built and historic environment.
8.	To adapt to, and mitigate against the effects of, climate change by reducing exposure to flood risk, minimising carbon emissions through the sustainable location, design and construction of new development, promoting energy efficiency and renewable energy, enhancing the green infrastructure network, and by minimising the need to travel.
9.	To ensure that land is used efficiently and that the loss of South East Lincolnshire's high-quality agricultural land is minimised by developing in sustainable locations, at appropriate densities and by prioritising the re-use of previously-developed land.
10.	To seek to improve the quality of life for everyone who lives, visits, works and invests in South East Lincolnshire by protecting and enhancing access to homes, employment, retail, education, healthcare, community and leisure facilities, and open space.
<b>Transport</b>	
11.	To minimise the need to travel by improving accessibility for all to jobs, services and facilities by a range of transport, including sustainable and public transport, as well as by vehicles.
12.	To increase the potential for modal shift to sustainable forms of transport, whilst recognising the importance of the private car in rural areas, by seeking to improve South East Lincolnshire's highway infrastructure and thereby minimising congestion, improving road safety and aiding economic development.

Table 3: South East Lincolnshire Strategic Priorities

## 3. Promoting Sustainable Communities in South East Lincolnshire

3.0.1 This chapter deals with establishing a range of policy approaches for delivery of sustainable development across South East Lincolnshire covering:

- how development may be assessed as being sustainable;
- a spatial strategy defining a range of settlements that may accommodate appropriate development;
- the strategic assessment of flood risk; and
- the delivery of infrastructure.

### Key Issues

3.0.2 The following key issues have emerged from the NPPF<sup>14</sup>, the evidence base assembled for previous work on the Preferred Options report<sup>1</sup> and the public responses to it, and subsequent evidence developed to inform this Local Plan:

- how to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- how to develop strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- how best to protect and enhance the natural, built and historic environment; and, as part of this, help to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change by moving to a low carbon economy; and
- how best to devise a spatial strategy which takes a balanced approach towards delivering sustainable development, minimising the effects of flood risk and promoting deliverable sites that help to provide for the infrastructure needs of the area.

3.0.3 The Spatial Strategy Background Paper<sup>10</sup> provides details on the change in approach that resulted from further consideration of the consultation response in 2013, alongside important changes to national guidance, in the NPPG<sup>14</sup>. The changes have mainly affected the approach on meeting housing needs and the approach to the distribution of housing in the area. Key issues that have been taken into account include:

- further evidence on objectively assessed housing needs set out in the Strategic Housing Market Area Assessments that cover the two housing markets in South East Lincolnshire<sup>20, 21</sup>; and
- consideration of up-to-date local and wider economic evidence.

## 3.1 Presumption in favour of Sustainable Development

3.1.1 The NPPF<sup>14</sup> articulates a presumption in favour of sustainable development. This presumption is at the heart of the national approach to planning, and through the Planning Inspectorate, the Government is requesting that each Local Planning Authority includes a policy covering this matter in its Local Plan. This policy will therefore help to make sure that decisions are taken in line with the presumption in favour of sustainable development.

### Options considered

3.1.2 The Preferred Options report<sup>1</sup> rejected excluding this policy on the basis of the potential extra work and costs that would be involved in defending the Local Planning Authorities decision not to include it. As the approach accords with the approach in national guidance, it was considered it would be beneficial to include this policy. This approach remains valid.

3.1.3 The Sustainability Appraisal found that this policy would deliver multiple sustainability benefits by promoting the key sustainability principles of national guidance. However it considered that the positive impacts would only be realised through the implementation of planning permissions.

### Policy 1: Presumption in favour of Sustainable Development

A positive approach to considering development proposals will be taken that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. Where appropriate, each Local Planning Authority will work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Local Plan area.

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Planning applications that accord with the policies in the development plan (including, where relevant, policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Proposed development that conflicts with the development plan will be refused, unless other material considerations indicate otherwise.

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

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

## 3.2 Spatial Strategy

### Options considered

3.2.1 Several options have been considered in developing the spatial strategy set out by this policy:

- Option a)** to continue with the current baseline settlement hierarchies within extant Local Plans; or
- Option b)** to increase the proportion of development in the settlements and using the availability of land outside of identified flood zones for development as a reason for the promotion of settlements; or
- Option c)** to base the spatial strategy on a balance of factors relating to sustainable development, meeting development needs proportionate to the settlement’s character and level of flood risk and providing guidance on meeting sustainable development outside the named settlements.

And:

- Option d)** to have defined settlement boundaries; or
- Option e)** to have no defined settlement boundaries.

3.2.2 Options c) and d) are considered to provide the most balanced approach to defining the spatial strategy and giving guidance to developers and the community where development will be encouraged.

3.2.3 The Sustainability Appraisal found that the justification could be strengthened by reference to providing affordable housing in the most sustainable locations, and by clarifying various definitions. Reference to Policy 31: Delivering a More Sustainable Transport Network would promote links between this policy and improving the sustainability of locations and access to employment opportunities. Reference to Policy 29: Design of New Development would help secure the efficient use of resources in development. It also made several detailed recommendations that are addressed by policies relating to the natural and historic environment.

## Policy 2: Spatial Strategy

### A. Areas where development is to be directed

#### 1. Sub-Regional Centres

Boston (including parts of Fishtoft and Wyberton Parishes)  
Spalding

Within the settlement boundaries of Boston and Spalding development will be permitted that supports their roles as sub-regional centres.

#### 2. Main Service Centres

Crowland	Pinchbeck
Donington	Sutterton
Holbeach	Sutton Bridge
Kirton incl. parts of Frampton Parish	Swineshead
Long Sutton	

Within the settlement boundaries of the Main Service Centres development will be permitted that supports their role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities.

## B. Areas of limited development opportunity

### 1. Minor Service Centres

Bicker	Moulton Chapel
Butterwick	Old Leake
Cowbit	Quadring
Deeping St Nicholas	Surfleet
Fishtoft	Sutton St James
Fleet Hargate	Tydd St Mary
Gedney Church End	Weston
Gedney Hill	Whaplode
Gosberton	Wigtoft
Gosberton Clough/Risegate	Wrangle
Moulton	

Within the settlement boundaries of the Minor Service Centres development will be permitted that supports their role as service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities.

## C. Areas of development restraint

### 1. Other Service Centres and Settlements

Algarkirk	Holbeach St Johns	Shepeau Stow
Amber Hill	Holbeach St Marks	Surfleet Seas End
Benington	Holland Fen	Sutton St Edmund
Fleet Church End	Hubbert's Bridge	Swineshead Bridge
Fosdyke	Kirton End	Throckenholt
Frampton Church End	Kirton Holme	Tongue End
Frampton West	Langrick Bridge	Tydd Gote
Freiston	Leake Commonsides	Weston Hills Austendyke
Gedney Black Lion End	Leverton	Weston Hills St Johns
Gedney Dawsmere	Little Sutton	Whaplode Drove
Gedney Drove End	Lutton & Lutton Gowts	Whaplode St Catherine
Gedney Dyke	Moulton Seas End	Wrangle Common
Haltoft End	Nene Terrace	Wyberton Church End
Holbeach Drove	Northgate, West Pinchbeck	
Holbeach Hurn	Saracens Head	

Within the settlement boundaries of the Other Service Centres and Settlements development will be permitted that supports their role as a service centre for the settlement itself, helps sustain existing facilities or helps meet the service needs of other local communities.

## D. Countryside

The rest of the Local Plan area outside the defined settlement boundaries of the Sub-Regional Centres, Main Service Centres, Minor Service Centre and Other Service Centres and Settlements is designated as Countryside.

In the Countryside development will be permitted that is necessary to such a location and/or where it can be demonstrated that it meets the sustainable development needs of the area in terms of economic, community or environmental benefits.

### Justification

- 3.2.4 The spatial strategy is defined through consideration of a number of factors as stated in the Strategic Priorities and Key Issues above. The Housing Paper<sup>12</sup> explains how the sustainable development considerations for each settlement have been decided. Where a settlement sits within the spatial strategy is not, however, due to a forensic examination of these issues which derives a certain score and automatically places the settlement in a particular category. Settlements have evolved over time and can be expected to evolve further, in a sustainable manner, which helps meet the development needs of the area. Therefore factors such as infrastructure capacity and needs and having available and deliverable sites are also important considerations.
- 3.2.5 In particular, flood risk is a significant consideration in determining where future development goes and, therefore, how the spatial strategy could be defined. Large parts of South East Lincolnshire, and particularly Boston Borough, are at high risk of flooding, especially given climate change and predicted sea-level rise over the next one hundred years. In looking at options for setting out a spatial strategy that would govern the distribution of new development, consideration was first given to applying a sequential approach to flood risk for the Local Plan area. However, the areas at least risk was in the main, found to be the least sustainable, generally being in the Countryside.
- 3.2.6 The approach subsequently taken on determining how sustainable settlements are starts with the premise that to be able to access everyday facilities on foot or by bicycle is preferable. As part of the assessment, access to shops, post offices, bank/cash points, schools, health centres, and community facilities has been evaluated. Access to employment opportunities within 400m of a settlement that might be taken up by the economically active in that settlement and which could sustain local businesses, has similarly been assessed. Account is also taken of access to public transport and frequency of bus services. Therefore, the spatial strategy, is a ranking of those settlements deemed to be most sustainable in descending order. The fact that the term 'Service Centre' is used also recognises that the settlements do play a role in supporting surrounding areas to some degree.
- 3.2.7 Another policy tool that the spatial strategy uses is the 'settlement boundary'. In defining settlement boundaries the intention is to provide a degree of certainty to the community and to developers of where the limits of the settlement are, as opposed to the Countryside policy, and also where the most sustainable locations for new development might be achieved that fit best with the character, form, scale and appearance of the settlement and with least detriment to the surrounding area. Through the combination of assessing sustainability indicators and defining settlement boundaries that provide for future development needs (as promoted through other policies in this Local Plan) it is considered that Policy 2 provides a strategic approach for delivering sustainable development to meet both market and affordable housing needs. The process of defining settlement boundaries has also involved considering the conservation and enhancement of natural and historic assets (see Policies 25 and 26). The design of development to encourage the sustainable use of resources is considered in Policy 29.
- 3.2.8 Policy 2 also needs to be considered in conjunction with the Policies Map; an inset map is provided for each settlement identified by this policy which shows the settlement boundaries and specific policy areas for that settlement.

- 3.2.9 The Sub-Regional Centres of Boston and Spalding are clearly the largest urban areas and centres for services for the Local Plan area and beyond. They need to continue to accommodate the level of services and economic opportunities for the benefit of communities over a widespread area. Both towns also have significant infrastructure needs in respect of major improvements to highways and the levels of growth identified under other policies reflect the need to fund this highway infrastructure.
- 3.2.10 Boston is the second largest town in Lincolnshire with a historic core containing buildings and a street pattern that is of national significance (see Policy 26). It has a vibrant retail centre; national retailers are located within the historic core and as part of the retail centre of Pescod Square, while a twice weekly market attracts traders and customers from a wide area. Access to a full range of education opportunities is available including further education at Boston College. Pilgrim Hospital is a regionally- significant resource as regards health provision. As a port Boston has a long established history of trade which has evolved into other employment opportunities (see Policy 7). More modern business areas have developed within the western section of the urban area.
- 3.2.11 The Boston urban area also offers the vast majority of housing stock and choice within the Borough and this also presents one of the most significant challenges the Local Plan has had to address: - that is, meeting housing needs in an area where flood risk is a significant threat. Whilst the Local Plan takes a precautionary approach to flood risk it is recognised that the Boston urban area will continue to be an area of choice for most residents, and therefore flood mitigation is a major consideration and cost in the delivery of new development. The Boston Barrier is expected to be of huge significance to the viability of new development in Boston, the role of the town as a Sub-Regional Centre and to reducing flood risk overall.
- 3.2.12 Spalding is also a historic settlement but its historic core is of a smaller scale to Boston. Spalding has also seen major growth take place onwards from the latter part of the twentieth century with more modern housing, retail and business environments extending the footprint of the urban area, mainly to the north and west. The development of the A16 through to Peterborough as well as rail connections has brought Spalding within the scope of the south-east of the country and employment opportunities well beyond South Holland. This has partly fuelled the greater rates of residential development in Spalding (and South Holland) in recent times, when compared to Boston Borough - and created housing affordability issues. Spalding also serves the wider area as regards further education opportunities and health care.
- 3.2.13 The Main Service Centres in general consist of those settlements seen to perform significant service roles for quite wide areas of Boston Borough or South Holland. South Holland's larger area and rural hinterland means that more Main Service Centres have established over time. The Local Plan area has provided the opportunity to identify a larger group of Main Service Centres between Boston and Spalding; Kirton (in Boston Borough) is of a similar scale and function to most of the Main Service Centres in South Holland, but Swineshead and Sutterton have been identified as it is considered that they could evolve and perform more of a supporting role to surrounding communities. Their inclusion, along with the more established Kirton and Donington, should encourage service infrastructure growth and therefore make these areas more self-contained. Both have comparatively good sustainability assessments and also have past development rates which are comparable to the other Main Service Centres.

- 3.2.14 The inclusion of Pinchbeck as a Main Service Centre can also contribute to maintaining and improving service infrastructure outside Spalding. But the main justification for its inclusion as a Main Service Centre is that there are significant levels of development within the parish, the boundary of which adjoins the urban edge of Spalding. Whilst the settlement boundary for Pinchbeck will define the settlement it is clearly a location of significant existing service provision.
- 3.2.15 Holbeach is of a very different scale to the other Main Service Centres and has a historic core and a range of services of a much greater concentration and magnitude, including further-education opportunities. Coastal flood risk is also a significant issue for the settlement especially given its need to meet the demand for housing. The proximity of the town to the A17 also means that future traffic impacts are a significant consideration in bringing forward new development (see Policy 31).
- 3.2.16 The settlements in the Minor Service Centre category are more numerous and diverse. All have relatively comparable levels of sustainability but some are identified because of their close proximity to larger service centres. There is also recognition that a number of these settlements are located within the area between Boston and Spalding along with the proposed Main Service Centres. This strengthens the case for them to meet the housing needs of the Local Plan area through allocated sites and also helps to build -up an extended range of shared services such as schools and health provision.
- 3.2.17 A large group of varied settlements are included in the Other Service Centres and Settlements category. Many, particularly in South Holland, have established over a long time as groups of settlements serving relatively remote rural areas. In general many of the settlements have had greater levels of self-sustainability in the past and it is recognised that incremental development is unlikely to trigger a revival. However, such settlements can still provide a community focus and will remain a location of choice for many local residents.
- 3.2.18 Their settlements boundaries allow limited opportunities for residential development largely because the character, appearance and form of the settlements are mainly small in scale and close to the surrounding countryside. Typically, only small open frontages separate the main body of such settlements from properties detached from their boundaries. A significant number of these settlements are linear in form and it is seen as a particularly important function of the settlement boundary to stop further incremental linear extensions. The scale of development opportunities that might arise were a less restrictive approach to be taken would threaten the spatial strategy of the Local Plan to provide for housing in the settlements of greater need and which offer sustainable bases for development of a larger scale.
- 3.2.19 The Countryside of South East Lincolnshire is a precious resource, mainly in its role for agriculture but for recreation. There are types of development that require a Countryside location either because it is the location of an existing building or use of land. Where changes to such buildings or land uses require planning permission Policy 2 and other more detailed Local Plan policies will apply. Agriculture and forestry are clearly uses which must function in the Countryside but other uses which may diversify from agriculture and forestry e.g. recreation and tourism can meet the broad sustainable objectives of the Local Plan. Similarly other assets such as waterways and access to the coastal areas may offer opportunities to expand the opportunities the area can offer visitors. Policies within 4. Promoting Employment Opportunities will provide specific guidance.

- 3.2.20 Some land uses may also require a countryside location because of their functionality, such as the plant and equipment of public utility providers or in the provision of flood mitigation infrastructure.
- 3.2.21 Housing needs may also, by exception, be justified in the Countryside; for example, for Gypsy, Traveller and Travelling Showpeople accommodation or to meet the specific housing needs of a settlement. These issues are covered in 5. Quality Housing for All.

### Monitoring

Assessment of the Sustainability of Settlements within South East Lincolnshire.

Changes to settlement boundaries

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## 3.3 Development Management

### Options considered

- 3.3.1 The Preferred Options report<sup>1</sup> considered the following two options:
- Option a)** to include an overarching development management policy; or
- Option b)** to not include an overarching policy and rely upon other policies in the Local Plan.
- 3.3.2 Option a) was considered to provide the most helpful means of guiding users of the Local Plan as to its broad considerations. This approach remains valid.
- 3.3.3 The Sustainability Appraisal recognised the many benefits this policy could have to delivering sustainable development. However it recognised much of this would depend upon the delivery of schemes. As such it recommended that reference to relevant assessments that might be required to accompany planning applications and how mitigation may be delivered through planning condition or legal agreements would provide more certainty in terms of delivery. Other detailed amendments to each criterion were suggested to aid understanding.

### Policy 3: Development Management

Proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met, specifically in relation to:

1. size, scale, layout, density and impact on the amenity, trees, character and appearance of the area and the relationship to existing development and land uses;
2. quality of design and orientation;
3. maximising the use of sustainable materials and resources;
4. access and vehicle generation levels;
5. the capacity of existing community services and infrastructure;
6. impact upon neighbouring land uses by reason of noise, odour, disturbance or visual intrusion;
7. sustainable drainage and flood risk; and
8. impact and enhancement for areas of natural habitats and historical buildings and heritage assets.

### Justification

- 3.3.4 Policy 3 provides a framework for an operational policy to be used in assessing the sustainable development attributes of all development proposals. In essence it is a compendium of the sustainable development considerations contained in other policies in the Local Plan and is provided as an overarching 'summary' policy to help decision makers, and applicants alike, focus on the type of factors that will be assessed in considering development proposals. All types of planning applications requiring a decision will be subject to the considerations of the policy.
- 3.3.5 The policy is intended to be relevant to any type of proposal whether large or small. New development should be appropriate to the site, achieve a high quality of design and efficient use of land and buildings, and should respond creatively to the character and distinctiveness of the surrounding area. All new development, including residential and commercial proposals, should also reflect the area's distinctive development form and patterns of building, spaces, and means of enclosure, townscape and landscape and incorporate in the design those features which are important to the history and form of the area.
- 3.3.6 Many occupiers of existing buildings may wish to create extra space by adding an extension. This is often as an alternative to moving to a larger property. It is, however, important that any extension is carefully designed to respect and relate to the original building and integrates sensitively with the character and appearance of the surrounding area.
- 3.3.7 New development should reflect the principles of good design set out in the NPPF<sup>14</sup>. The orientation, layout, siting and landscaping of new buildings should maximise energy efficiency, utilising natural shelter and opportunities for passive solar gain. Issues of design and orientation will also be considered against Policy 29: Design of New Development.
- 3.3.8 Criterion c) seeks to ensure that development would not be wasteful in its use of energy or in its depletion of natural resources (e.g. groundwater supplies). Policy 29 provides more detailed guidance with regard to waste minimisation, utilising renewable energy, reducing water consumption and the sustainable use of existing materials on site (e.g. re-use of excavated materials for landscaping or raising ground levels).
- 3.3.9 One of the principle strategies of planning for growth that promotes and ensures the well-being of the environment is to provide for development in or adjacent to existing settlements or development areas. Such areas, particularly the urban areas, usually have the necessary services and infrastructure to support additional development. The Local Planning Authorities will encourage higher density development in these locations to maximise accessibility. Keeping development areas relatively compact can also reduce the number and length of motorised journeys, especially by car, to and from everyday destinations. This contributes to the well-being of the environment by cutting down on the use of non-renewable resources (such as petrol) and, in turn, reducing the emission of harmful gases into the atmosphere. Developments should also maximise accessibility to local services and facilities by providing for enhanced public transport services and improved integration between different modes of travel, as well as opportunities for easier pedestrian and cyclist movement.
- 3.3.10 It is necessary to ensure that development does not have an adverse impact upon physical or social infrastructure such as local roads, schools or health care. Where this is expected to happen, new or improved facilities should be provided. In some cases infrastructure

providers will make the provision, but where the need results directly from a proposed development, developers will be expected to ensure that development makes a fair contribution towards its cost. In suitable cases, provision will be required on-site, but where this is not practicable, reasonable and equitable developer contributions may be accepted in lieu of provision (see Policies 5 and 6 for more detail). Development proposals which fail to make appropriate provision for infrastructure will not be permitted. Prospective developers should therefore consult with the Partner Authorities at an early stage to ascertain infrastructure requirements. These can then be reflected in the purchase price of land or property, prior to entering into commitments.

- 3.3.11 In determining applications, the Local Planning Authorities must ensure that new development takes into account and protect the amenities and operations of neighbouring properties and other lawful uses. When formulating proposals, consideration should be given to the potential for pollution from a proposed use. Guidance should be sought from the relevant council's Environmental Health Department on acceptable noise levels, standards of air quality, and other measures to avoid adverse environmental impacts as well as features that need to be incorporated in the design process. Where possible, proposals should strive to exceed statutory standards and show how they contribute to sustainable development. The Environment Agency should be consulted in relation to water quality, waste disposal and contaminated land issues. See Policy 27: Pollution for more details.
- 3.3.12 Flood risk is a material planning consideration. As set out in national policy, inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. The Local Planning Authorities will seek to bring about an overall reduction in flood risk through development; proposals will be assessed against the Sequential Test, and if necessary the Exceptions Test as stated in national policy. In many circumstances, applications will need to be supported by a Flood Risk Assessment appropriate to the development proposal and its proposed location. The South East Lincolnshire Strategic Flood Risk Assessment<sup>22</sup> provides further guidance.
- 3.3.13 The necessary mitigation identified by the Flood Risk Assessment should be funded by the developer, and must be implemented prior to the development to ensure the flood risk is properly managed and so that the development remains safe throughout its lifetime. These measures will complement or improve existing defences where appropriate. Where there will be an unacceptable risk of flooding to the proposed development or it would unacceptably increase the risk to others the development will not be permitted. Policy 4: Strategic Approach to Flood Risk provides a Local Plan-wide approach on mitigation for flood risk, and in the consideration of site-specific flood risk assessments opportunities may arise for flood-risk mitigation beyond the site itself or to benefit from improvements at the strategic level.
- 3.3.14 The primary purpose of 'sustainable drainage systems' (SuDS) is to minimise the impact of urban development on the water environment, reduce flood risk and provide habitats for wildlife. Opportunities for incorporating a range of SuDS in all new development must be taken wherever possible. There are many different SuDS features available to suit the constraints of a site which could come in the form of green roofs or by providing new wildlife habitats of natural appearance such as ponds, wetlands and shallow ditches called swales. Hard-engineered elements are often used in high-density, commercial and industrial developments, including permeable paving, canals, treatment channels, attenuation storage

and soakaways. However the discharge of surface water to soakaways or other infiltration devices must be considered first, before alternative methods are investigated. SuDS should be designed into the landscape of all new development and should be included as part of a wider approach across South East Lincolnshire to improve water quality and provide flood mitigation. Maintenance will also be required, appropriate to the type of development and location proposed.

- 3.3.15 Development proposals should also protect, and where possible enhance biodiversity, geodiversity and green infrastructure (see Policy 25). Similarly, proposals will need to protect, and where possible enhance the historic environment such as conservation areas, listed buildings and scheduled ancient monuments (see Policy 26). Development proposals which are likely to have a detrimental impact upon areas of natural habitats and/or historical buildings and heritage shall not be permitted.

### Monitoring

Development proposals refused on flood risk assessment and mitigation

Other criteria will be monitored through other policy mechanisms

## 3.4 Strategic Approach to Flood Risk

### Options considered

- 3.4.1 Two options were considered in the preparation of this policy:

**Option a)** to rely upon national flood risk guidance; or

**Option b)** to provide a strategic approach to flood risk that is specific to the issues in South East Lincolnshire.

- 3.4.2 Option b) was considered to be the most helpful approach to take with the Local Plan given the specific flood risk issues in the Local Plan area.

- 3.4.3 The Sustainability Appraisal found that the policy could be strengthened by reference to the planning mechanisms by which flood mitigation will be secured; e.g. planning condition or s106 agreement. Reference to sustainable drainage systems was also considered to be helpful in terms of addressing flood mitigation. It also suggested that reference to the requirement for a Flood Risk Assessment, appropriate to the scale, type and location of the development' would benefit the understanding and operation of the policy.

### Policy 4: Strategic Approach to Flood Risk

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

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

### Justification

- 3.4.4 Policy 4 serves two main purposes. The first is to explain how flood risk considerations have shaped the main proposals in the Local Plan, and how, as a strategic approach to flood risk the Local Plan may be reviewed in the future. The second is to provide a policy commitment by which strategic improvements to flood risk which may be brought forward during the Local Plan period can be assessed, and enhanced, where possible.
- 3.4.5 The South East Lincolnshire Strategic Flood Risk Assessment (SFRA)<sup>22</sup> provides an overview of how flood risk has been considered in shaping the proposals of the Local Plan; including the spatial strategy and the assessment of housing options. The SFRA<sup>22</sup> provides detailed information about all types of flooding and risks based upon likely flood depths, velocity and categories of 'danger'. The Housing Paper<sup>12</sup> provides further guidance on how flood risk has been considered. The NPPG<sup>15</sup> provides reference to the terms of 'Essential Infrastructure', 'Highly Vulnerable', or 'More Vulnerable' types of development.
- 3.4.6 The Local Plan area has a number of agencies with responsibilities for assessing and managing flood risk:- Lincolnshire County Council as Lead Local Flood Authority, the Environment Agency, Internal Drainage Boards as well as the Local Authorities. In addition to their individual responsibilities, these agencies work in various partnerships in order to bring about betterment to flood risk whether by policy or by innovation and infrastructure. Policy 4 is both a commitment to work within the partnerships and also help realise opportunities to enhance strategic flood protection through development proposals where opportunities may arise.
- 3.4.7 Planning Applications will, where required, be accompanied by a site specific Flood Risk Assessment, appropriate to the scale, type and location of the development. It is expected that the Flood Risk Assessment will provide detailed proposals for any required flood mitigation for the lifetime of the development. Such flood will be secured by planning condition. Mitigation may also be incorporated in Sustainable Drainage Systems which are likely to be required irrespective of the flood risk. In certain circumstances, e.g. where a flood mitigation proposal might also be of a more strategic benefit it may also be appropriate to seek s106 agreements to support the benefits sought. The SFRA<sup>22</sup> provides further guidance on Flood Risk Assessments and also in respect of Sustainable Drainage Systems.
- 3.4.8 The Boston Barrier is a strategic-level flood mitigation defence that is expected to be completed by 2020. It will be of significant benefit to the urban area of Boston and could shape future development patterns that will arise in the Local Plan period.

### Monitoring

New strategic flood mitigation infrastructure/policy that may change flood risk assessment for the Plan Area

## 3.5 Meeting Physical Infrastructure and Service Needs

### Options considered

- 3.5.1 Two options were considered in the preparation of this policy:

**Option a)** to provide for the physical infrastructure and service needs arising from new development on an application by application basis; or

**Option b)** to provide a policy framework approach to meeting the expected physical infrastructure and service needs of the planned development promoted by the Local Plan.

3.5.2 Option b) was considered to be the most appropriate approach as the physical infrastructure and service needs arising from the proposals in a Local Plan can, to a certain degree, be anticipated. This approach would mean that the community, service providers and developers can be better prepared for meeting the investment needed to provide the physical infrastructure and service needs to deliver the Local Plan over the Local Plan Period.

3.5.3 The Sustainability Appraisal found that the policy would have the potential to deliver multiple sustainability benefits in terms of ensuring that an appropriate level of physical and social infrastructure is delivered to meet the needs of new development. More certainty to delivery was achieved through reference to planning conditions and legal agreements. However it considered that the impact of this policy would depend upon implementation and the ability of the Partner Authorities and infrastructure providers to secure infrastructure in a timely manner.

### Policy 5: Meeting Physical Infrastructure and Service Needs

Planning permission will be granted for new development provided that developers can demonstrate that there is, or will be sufficient physical infrastructure and service needs capacity to support and meet the needs of the proposed development. A planning condition and/or legal agreement may be required to help secure the arising needs.

Where development might take place over a period of time the provision of physical infrastructure and services will be phased.

#### Justification

3.5.4 In the preparation of a Local Plan it is a requirement to provide an Infrastructure Delivery Plan (IDP)<sup>6</sup> and a Whole Plan Viability Assessment<sup>5</sup>. At a strategic level, these documents provide an overview of existing infrastructure capacity and needs arising from the Local Plan proposals, and an assessment of the viability of those proposals. Policy 5 sets out a strategic policy framework by which developers, service providers and the community are advised how physical infrastructure and service needs will be considered and met.

3.5.5 The broad categories of physical infrastructure and service needs to be considered may change over time or in terms of how they might be delivered. In the short and medium term, the Infrastructure Delivery Plan<sup>6</sup> has considered the needs of a wide range of infrastructure and services such as:

- Water and drainage: supply and treatment and flood management infrastructure;
- Energy: electricity and gas;
- Communications: broadband;
- Green infrastructure, leisure and community facilities;
- Education;
- Health care;
- Transport: highways, cycling, pedestrian and public transport, as well as and car/cycle parking.

- 3.5.6 It is the case that some forms of development e.g. large housing schemes will generate needs for increased capacity or specific improvements in infrastructure for all or most of the above categories to make them acceptable. Other types of development, such as employment uses, may have specific energy needs to be met. Flood risk and the need for specific flood management infrastructure will be considered by Policy 4: Strategic Approach to Flood Risk as well as Policy 3: Development Management. In delivering the infrastructure and service needs arising from new development Policy 6: Developer Contributions will be key, as will the use of planning conditions. Other policies in the Local Plan such as Policy 28, Policy 29, Policy 30 and Policy 31 will also be significant in determining the infrastructure needs arising from development proposals.

### Monitoring

Conditions relating to infrastructure provision (e.g. open space) complied with.

Legal agreement (e.g. Section 106 agreement) met.

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## 3.6 Developer Contributions

### Options considered

- 3.6.1 Two options have been identified as part of the ongoing preparation of the South East Lincolnshire Infrastructure Delivery Plan<sup>6</sup> and the South East Lincolnshire Whole Plan Viability Assessment<sup>5</sup>, to secure infrastructure from new development:

**Option a)** to negotiate developer contributions to help provide site-specific infrastructure, in accordance with national guidance to meet identified needs generated by the development; or

**Option b)** as option a), but for each Local Planning Authority to adopt a Community Infrastructure Levy Charging Schedule to aid infrastructure delivery.

- 3.6.2 The Community Infrastructure Levy (CIL) has been considered by the Whole Plan Viability Assessment<sup>5</sup>; in Boston Borough a CIL was considered not to be viable, while in South Holland, it was considered that it would not secure meaningful sums to support strategic infrastructure over the Local Plan period. Option a) is therefore taken forward as the preferred option; evidence indicates that proposals in the area can contribute a meaningful level of developer contributions for site-specific infrastructure as part of a viable development. This approach is also consistent with national policy.

- 3.6.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation and the ability of each Local Planning Authority to secure appropriate physical, social and green infrastructure necessary to mitigate the adverse impacts of a development on local communities. It recognised that much of this would depend upon the viability of individual schemes and recommended strengthening the policy through reference to delivery of critical infrastructure necessary to make a development acceptable in planning terms.

## Policy 6: Developer Contributions

Planning permission will be granted for major developments of 10 or more dwellings, or 1000sqm or more non-residential floor space (gross), provided that suitable arrangements are proposed for the provision and/or improvement of local and strategic infrastructure required as a consequence of the proposed development.

Where infrastructure cannot be secured through planning condition or Section 278 highways agreement, developer contributions that are compliant with the three tests set out in national policy, and the criteria set out in CIL Regulations (2010) 122 and 123 (or any successors), will be negotiated on a site-by-site basis.

Requirements will be linked directly to the size, form, nature and phasing of the development and its potential impact upon that locality or settlement to ensure that provision is delivered in line with future growth. This may include, but will not be limited to:

1. affordable housing provision;
2. early years, primary, secondary and tertiary education;
3. provision and enhancement of open space and children's play areas;
4. providing for and improving accessibility within the Local Plan area by a variety of modes of sustainable transport and promotion of sustainable transport modes;
5. provision and enhancement of priority habitats including habitat creation, enhancement and management;
6. road and highways improvements;
7. provision and enhancement of local health care facilities;
8. providing flood management and sustainable drainage measures; and
9. provision and enhancement of sport and recreation facilities.

A commuted sum for maintenance of infrastructure sought, equivalent to the cost of maintaining the new infrastructure for 10 years may also be secured.

### Viability considerations

The Local Planning Authorities will expect to secure developer contributions to meet the needs of each development, but will negotiate with developers if an independent viability assessment indicates that:

10. the impact of developer contributions, either individually or in combination with other development costs, would result in a proposed development becoming economically unviable; and
11. a viable scheme cannot be achieved by amendments to the proposals which are consistent with the other policies within this Local Plan.

All costs associated with the viability assessment will be at the developer's expense.

### Developer Contributions Supplementary Planning Document

Negotiation on developer contributions should be in accordance with the Developer Contributions Supplementary Planning Document (SPD) and each Local Planning Authority's approved Developer Contributions Prioritisation Framework (or successor document).

## Justification

- 3.6.4 Ensuring there is sufficient infrastructure to support future development is vital to achieving sustainable growth in the area. New development can create additional demands for, or upon, physical, social and green infrastructure. The infrastructure requirements of the area are, and will be, assessed on a regular basis; the most recent assessment is contained within the Interim Infrastructure Delivery Plan<sup>6</sup>. In the first instance, a planning condition, or in the case of transport infrastructure a Section 278 (s278) highways agreement will be used to help address any adverse impacts identified.
- 3.6.5 Where it is not possible to mitigate adverse impacts this way, the Local Planning Authorities will seek developer contributions, sometimes known as planning obligations, to mitigate the site-specific impacts of development, subject to the financial viability of the scheme and any other over-riding positive planning benefits identified. Developers will not be required to provide developer contributions for matters which are already covered by any other mechanism.
- 3.6.6 Developer contributions will only be sought when they meet the tests set out in paragraph 204 of the NPPF<sup>14</sup>:
- necessary to make the development acceptable in planning terms;
  - directly related to the development; and
  - fairly and reasonably related in scale and kind to the development.
- 3.6.7 Developer contributions will also be subject to the criteria set out in the CIL Regulations (2010) 122 and 123, or any successors, which require any developer contributions towards infrastructure to meet a number of criteria, including that (backdated from the 6 April 2010) related to the use of pooled contributions; only five obligations may be collected for a specific infrastructure project, where they can be justified with reference to the Interim Infrastructure Delivery Plan<sup>6</sup>, or any successor. Affordable housing and contributions for s278 highways agreements are excluded. Such contributions will be secured through s106 legal agreements, and can also include provision for ongoing monitoring costs and legal fees. All contributions will be index linked in each s106 agreement to the Retail Price Index from the date planning permission is granted until the date of receipt, so that the obligation keeps its value and reflects changes in costs over time.
- 3.6.8 Developer contributions may be used to make the necessary improvements, provide new facilities, or secure compensatory provision for any loss or damage created by new development. The nature and scale of contributions sought will relate to the size of the proposal and the extent to which it places additional demands upon that settlement or locality.
- 3.6.9 This policy focuses on the infrastructure, facilities and services which are, or are expected to be, most commonly sought by new development; transport measures, green infrastructure and sports facilities, affordable housing, flood management and sustainable drainage, education facilities and health services may be sought depending on the type, size and scale of the development. Contributions may also be required to provide maintenance of infrastructure sought, such as for open space, and/or for operating costs, such as for a new bus service for a period of time. However, other contributions may be sought depending upon the specific characteristics of a development proposal.

### Viability and Developer Contributions

- 3.6.10 Developer contributions will be sought from schemes of 10 or more dwellings, or 1000sqm or more non-residential floor space (gross); this threshold is justified through the Interim Whole Plan Viability Assessment<sup>5</sup> which indicates that at this level developer contributions and affordable housing can be secured as part of a viable scheme, alongside the other policy requirements associated with this Local Plan.
- 3.6.11 It is expected that the costs of developer contributions are factored in when land is purchased. In exceptional circumstances, where a developer considers that developer contributions will make a scheme unviable, a comprehensive, open book viability assessment must be submitted. Preferably, this should form part of the pre-application negotiations but must be submitted with a planning application. Each Local Planning Authority's chosen independent consultant will consider the assessment. All costs associated with these assessments will need to be met by the developer.

### Developer Contributions Supplementary Planning Document (SPD)

- 3.6.12 A SPD is being prepared (and will be available with the Publication Draft Local Plan), and will provide further guidance on the detailed operation of this policy. It will set out priorities for each Local Planning Authority area (within a Developer Contributions Prioritisation Framework) to ensure that contributions are only sought for critical infrastructure that is expected to be adversely impacted upon, as part of a viable scheme. The costs associated with this policy are set out in the Interim Whole Plan Viability Assessment<sup>5</sup> – the SPD will not include any additional costs to development.

### Monitoring

Number of s106 agreements signed annually

Level of developer contributions funding secured annually

No of schemes where site-specific viability assessment leads to developer contributions not being sought

## 4. Promoting Employment Opportunities

- 4.0.1 South East Lincolnshire's economy is dominated by strong agricultural and food industries and associated packaging and processing sectors, while the local manufacturing industry in South Holland remains strong. The area also accommodates well-established clusters of engineering and light industrial uses, such as at Riverside Industrial Estate, Boston and West Bank, Sutton Bridge, and professional and financial services at Endeavour Park, Boston and Warentree Lane, Spalding. The rural economy is now supported by a greater diversity of businesses, such as leisure and tourism, than previously.
- 4.0.2 Economic growth within existing and emerging sectors will be promoted in line with national policy; the economic potential of the business and financial sector will be realised, while renewable energy generation, food manufacturing and rail-freight are identified as strengths for the future.
- 4.0.3 The South East Lincolnshire Employment Land Technical Paper<sup>9</sup> shows that economic growth in the area is expected to remain slow in the early part of the Local Plan period, but in the medium to longer term however, the economic outlook is more positive, with growth expected to return. Population and job growth scenarios, as well as past employment development rates have been aligned with household projections; an overall increase of around 17,600 jobs is forecast in South East Lincolnshire (around 13,800 in South Holland, and 3,800 in Boston Borough) from 2011-2036. These forecasts have informed future requirements for employment land in the following policies.
- 4.0.4 In the short term, employment patterns are expected to continue; at least 75% of the area's residents are expected to continue working in the area<sup>9</sup> although some in-commuting will continue for a proportion of the skilled labour force. The long-term strategy focuses on diversifying the local economy and jobs market, which together with the housing growth agenda will encourage more skilled employees to live and work in the area. It remains essential to grow employment opportunities in sustainable locations, supported by sustainable modes of transport.

### Key Issues

- 4.0.5 The Employment Land Technical Paper<sup>9</sup> and the Greater Lincolnshire Strategic Economic Plan<sup>23</sup> have updated the earlier evidence for the Preferred Options report<sup>1</sup>, and responses to it. The issues identified that the Local Plan must help address include:
- helping to ensure that the identified level of job growth in South Holland and Boston Borough can be delivered over the Local Plan period;
  - how best to promote a continuous supply of employment land to 2036 to deliver about 82ha of employment land, capable of accommodating development in Use Class B;
  - what existing employment land should be protected;
  - where and how many allocations of available employment land should be made;
  - making sure that there will be sufficient office space available in the medium to long term;
  - promoting greater flexibility of uses within employment sites;
  - how best to give confidence to the agricultural and food processing/packaging sector;

- ensuring that the scale of growth in the rural area does not conflict with other policies in the Local Plan;
- promoting the development of a Rail-Freight Interchange (RFI) at Spalding, ensuring that the optimal site can be delivered as part of a viable scheme.

## 4.1 Improving South East Lincolnshire’s Employment Land Portfolio

### Options considered

- 4.1.1 The only option considered was to allocate employment land entirely in accordance with the Employment Land Technical Paper recommendations<sup>9</sup>. This would result in:
- a minimum of 82ha of land being allocated for ‘main employment uses’ (within Use Classes B1, B2 and B8);
  - a further 17.5ha identified for Specific Occupier Use (sites primarily occupied by up to three businesses within Use Class B, who operate a shared site management regime); and
  - 55.6ha identified for Restricted Uses (sites with a unique employment function within Use Class B that should be protected from main employment use) at the ports of Boston and Sutton Bridge and at Spalding Rail-Freight Interchange.
- 4.1.2 Land currently allocated at Welbourne Lane, Holbeach; Bicker Lane, Donington; Harvester Way, Crowland and at the vacant Norprint factory, Boston town would be de-allocated. Existing allocations would be reduced in size at Riverside Industrial Estate, Boston and Wingland, Sutton Bridge to reflect the expected development rate over the Local Plan period. The only option considered regarding flexibility of uses within employment areas was as recommended in the Employment Land Technical Paper<sup>9</sup>.
- 4.1.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation and the positive use of detailed design principles such as design, layout, scale and massing of development. However it highlighted the significant positive benefits of promoting the majority of new employment development in Main Employment Areas, which are mainly well-established within settlement limits, and/or have good access to the local strategic road network and to a good local supply of local labour. Provision of prestige employment sites and mixed use sites were acknowledged as potentially generating benefits to the local economy in terms of job creation and up-skilling of the local labour force.
- 4.1.4 In order to achieve the very positive potential effects identified against multiple sustainability objectives, it recognised that new employment development should be designed to promote access by sustainable transport. Provision of superfast broadband would ensure new development can operate efficiently and compete effectively with its competitors, while promotion of development within deprived wards would help reduce social exclusion. It also recognised that new development should avoid adverse impacts on the townscape and landscape although this is covered by Policies 3 and 29.

## Policy 7: Improving South East Lincolnshire's Employment Land Portfolio

Employment land will be managed to meet the needs of South East Lincolnshire. This will be achieved by:

1. safeguarding a range and choice of sites, as identified on the Policies Map, where planning permission will be granted for business (Use Class B1), general industrial (Use Class B2) and storage and distribution (Use Class B8) uses, and initiatives to improve (through refurbishment, subdivision or replacement) existing buildings, at Existing Main Employment Areas and Existing Local Employment Areas to allow their continued contribution to the local economy and to meet local employment needs;
2. ensuring a sufficient supply, range and choice of quality, accessible employment land, as identified on the Policies Map, is maintained for B1, B2 and B8 Uses. A minimum of 82 hectares of net available employment land will be identified and allocated to meet the employment land requirements of the Local Plan area at the following sites:

### Proposed Main Employment Areas

BO1	Riverside Industrial Estate, Boston
BO2	Q2: The Quadrant, Boston
BO3	Enterprise Park, Freiston
SH1	Crease Drove Business Park, Crowland
SH2	Thorney Road, Crowland
SH3	Fleet Road Industrial Estate, Holbeach
SH4	Food Enterprise Zone, Holbeach
SH5	Bridge Road Industrial Estate, Long Sutton
SH6	Clay Lake Industrial Estate, Spalding
SH7	Wardentree Lane, Spalding
SH8	Wingland, Sutton Bridge

### Proposed Local Employment Sites

SHL1	High Street, Moulton
SHL2	Gosberton Road, Surfleet
SHL3	Railway Lane Industrial Estate, Sutton Bridge

3. providing opportunities for mixed-use development within Use Classes B1, B2 and B8, and complementary employment-generating uses within Use Classes A1, A2, A3, A4, A5, C1, D1 or Sui Generis, so long as their proportion only covers up to 20% of the gross site area at:

BOM1	Endeavour Park, Boston
BOM2	Distribution Park, Kirton
SHM1	Holbeach Technology Campus, Holbeach
SHM2	Spalding Business Park, Wardentree Lane
SHM3	Lincs Gateway, Spalding

4. promoting an exceptional standard of design and landscaping in accordance with Policy 26 at the following Prestige Employment Sites:

BEP1	Endeavour Park, Boston
BEP2	Q2: The Quadrant, Boston

BEP3	Distribution Park, Kirton
SHP1	Food Enterprise Zone, Holbeach
SHP2	Spalding Business Park, Wardentree Lane
SHP3	Lincs Gateway, Spalding

Proposals for Use Classes B1, B2 or B8 outside of the above allocated areas and those identified by Policies 8 and 9 will be supported provided that there is no adverse effect on the amenity of adjacent occupiers, the townscape and landscape of the area or the surrounding environment.

### Justification

- 4.1.5 Providing a supply of land for business and industry is essential to achieving our vision of a growing, diversifying economy. The portfolio of employment land (within Use Classes B1, B2 and B8) needs to provide a range of sites, that are able to respond to changing economic circumstances and market demands, while supporting emerging sectors and entrepreneurship in sustainable locations.
- 4.1.6 The Employment Land Technical Paper<sup>9</sup> identified the need to provide for a minimum of 82 hectares of available land by 2036, to meet the future needs of the economy and accommodate potential job growth in key economic sectors. Evidence<sup>9</sup> considered a range of potential employment sites; matters such as access by a range of transport, the ability to secure superfast broadband and attractiveness to the market were considered. It included land with planning permission for employment use (at August 2015). This helped to determine whether a site was suitable, available and achievable for employment use.
- 4.1.7 The sites selected will be the focus of the Plan Area's employment land portfolio over the Local Plan period. These are known as Existing Main Employment Areas and Local Employment Areas and should be protected for employment use to help support the associated housing growth identified by Policy 12 in the Sub-Regional Centres, Main Service Centres and Minor Service Centres.
- 4.1.8 Proposed Main Employment Areas are similarly located and can cater for a range of employment needs; small to medium-sized businesses, business parks or large scale businesses can all be accommodated in general within existing Local Plan allocations or at established employment sites. Only Q2: The Quadrant, Boston; Holbeach Food Enterprise Zone; Thorney Road, Crowland and the Lincs Gateway, Spalding are new sites, identified because of their strategic economic importance, attractiveness to the market, and their ability to accommodate business clusters and high-value employment which could stimulate economic growth, diversify the local economy and help reduce unemployment particularly in the area's deprived wards. Most are to be provided within South Holland to reflect projected job growth over the Local Plan period.
- 4.1.9 Clusters will be promoted in appropriate locations; innovation through social interaction and economic specialisation can be achieved by locating similar businesses, suppliers, specialised service providers and research centres in close proximity to one another. These benefits have been realised through the co-location of the University of Lincoln Campus and the National Centre for Food Manufacturing at Holbeach, and is expected to prove advantageous to the development of the nearby Holbeach Food Enterprise Zone.

- 4.1.10 Evidence<sup>9</sup> identified a limited need for additional office floor space (other than that already permitted). This means that specific sites will not be allocated for office use, although offices will be supported on all sites, if the need arises.
- 4.1.11 Overall, the level of Proposed Main Employment Areas exceeds the projected demand for the Local Plan period. But, this will future-proof the Local Plan; a choice of sites will be provided over the Local Plan period to meet a range of business needs and enable the Local Plan to respond more easily to changing economic circumstances:- for example, should sites not come forward as expected.
- 4.1.12 The Proposed Main Employment Areas offer the greatest opportunity for large-scale mixed-use schemes. Five priority locations will provide for ancillary employment-generating development, such as the Lincs Gateway, Spalding. Acceptable uses identified by Policy 7 have a similar character to employment uses, but are not traditional employment development. This could include training centres related to the industries in the area, or genuinely ancillary uses such as small cafes or childcare nurseries serving the employees of the area. To ensure that employment land remains the key function of these areas, and the vitality and viability of the town centres is promoted (see Policy 22), the proportion of acceptable uses in these areas will be restricted to 20% of the total gross site area identified on the Policies Map.
- 4.1.13 Diversifying the economy and attracting high-skilled and high-value employment is a priority; six Prestige Employment Sites (high-profile sites, with a prominent frontage, within a strategic, sustainable location) will act as an economic driver for the Local Plan area. A co-ordinated and comprehensive approach to the high-quality design of development is required in locations such as at Spalding Business Park, Warentree Lane, so that quality environments, attractive to business park developments are delivered.
- 4.1.14 Proposed Local Employment Areas (small-scale sites capable of accommodating Use Classes B1 and/or B2, with good access to the local road network and local labour) in the higher-tier settlements are expected to support a range of small-scale businesses or extensions to existing uses across the agricultural, commercial and industrial spectrum. Development elsewhere in the rural area will be covered by Policy 10.
- 4.1.15 Policy 7 also recognises that employment uses outside of the Main or Local Employment Areas can make a contribution to the local economy; where they comply with other policies in the Local Plan and have no adverse effect on the amenity of adjacent occupiers, the character of the area or the surrounding environment.
- 4.1.16 A range of delivery mechanisms may be used to secure employment development; for example Q2: The Quadrant, Boston will be promoted through a master plan (to be agreed with the Borough Council), while a Local Development Order and the designation of a Food Enterprise Zone at Holbeach, should enable development to take place there.

### Monitoring

Enterprises by industry

Land currently in B1, B2 and B8 use classes

Total amount of additional (net and gross) employment floor space by type

Available allocated employment land with and without planning permission

Losses of employment land by type

## 4.2 Specific Occupier and Restricted Use Sites

### Options considered

- 4.2.1 The only option considered was to allocate sites entirely in accordance with the Employment Land Technical Paper recommendations<sup>9</sup>. This would result in a minimum of 17.5ha of land identified for Proposed Specific Occupier Use, and 55.6ha identified for Proposed Restricted Use at the ports of Boston and Sutton Bridge and at Spalding Rail-Freight Interchange. The only option considered regarding flexibility of uses within a site was as recommended in the Employment Land Technical Paper<sup>9</sup>.
- 4.2.2 The Sustainability Appraisal found that the impact of this policy would depend upon implementation and the positive use of detailed design principles such as design, layout, scale and massing of development. However, it highlighted the significant positive benefits of protecting and identifying additional land for Specific Occupier and Restricted Uses; safeguarding and/or providing jobs and enabling local businesses to expand will help strengthen the local economy and could also help reduce unemployment. Identification of sites within 400m of a higher tier settlement was considered to be a strength; local labour could more easily use sustainable and public transport to travel to work, also generating health and climate change benefits. Restricting development to expansion of existing uses would also have a positive effect on reinforcing the importance of Main Employment Areas.

### Policy 8: Specific Occupier and Restricted Use Sites

The unique role of Specific Occupier Sites and Restricted Use Sites will be managed by:

1. safeguarding a range of sites, as identified on Policies Map, to be retained in employment use by their parent company(ies), where planning permission will be granted for business (Use Class B1), general industrial (Use Class B2) and storage and distribution (Use Class B8) uses, and initiatives to improve (through refurbishment, subdivision or replacement) existing buildings, to support their long-term operation;
2. identifying a minimum of 17.5 hectares of net available employment land for Use Classes B1, B2 and B8, within the site boundary identified on the Policies Map to enable the appropriate expansion of existing businesses at the following sites:

#### Proposed Specific Occupier Sites

BS1	JDM Food Group, Bicker
BS2	Transflor Ltd, Bicker
BS3	Tulip, New Hammond Beck Road, Boston
BS4	M Baker & Sons, Old Leake
BS5	Love Lane, Sutterton
SHS1	Littleworth Drove, Deeping St. Nicholas
SHS2	Intergreen, Fleet Hargate
SHS3	Lambert's Transport/EuropaTyres, Gosberton Risegate/Clough
SHS4	Princes/LC Packaging, Long Sutton
SHS5	Feldbinder UK, Shire Garden Buildings, Scotts Miracle Gro, Sutton Bridge

### Proposed Restricted Use Sites

3. ensuring 5.6ha of land is maintained for port-related B1, B2 and B8 Uses, to enable the appropriate expansion of BP1: Boston Port Estate and SHP1: Sutton Bridge Port;
4. identifying 50ha of employment land at Spalding Rail-Freight Interchange for rail-freight related B1, B2 and B8 Uses, in accordance with the requirements of Policy 9.

If all or any part of these sites is no longer required for use by the controlling company(ies), appropriate alternative uses within Use Classes B1, B2 or B8 will be permitted, provided that this does not jeopardise the continued employment use of the residual part of the site retained by the controlling company and is not incompatible with its surroundings.

### Justification

- 4.2.3 Specific occupiers are a distinctive characteristic of the South East Lincolnshire economic landscape; in recent years their growth has accounted for the majority of extensions and new employment development in the area, while their significance as employers of a permanent and seasonal workforce make a major contribution to the local and sub-regional economy.
- 4.2.4 To support the unique economic function these sites perform, the Employment Land Technical Paper<sup>9</sup> identified a number of well-established Existing Specific Occupier Sites (that accommodate up to three businesses, but operate a shared site-management regime) which should be retained and protected for their occupiers' use. Additionally, Restricted Use Sites at the ports of Boston and Sutton Bridge will be protected to provide for their continued operation in the long term.
- 4.2.5 Evidence<sup>9</sup> indicated that only those Proposed Specific Occupier Sites and Restricted Use Sites within 400m of a higher-tier settlement boundary should be identified by this policy; these are the most sustainable in terms of access by local labour and sustainable transport, are close to where housing growth is expected to go and are expected to expand over the Local Plan period. The Spalding Rail-Freight Interchange will be considered by Policy 9.
- 4.2.6 This policy approach will ensure that the business requirements of the Specific Occupiers can be fulfilled; any available land within the site boundary identified on the Policies Map will help maintain their position in the economy, so cannot be considered to be 'available' for main employment use. Identification of this land will therefore give occupiers a degree of certainty within which to operate, and help maintain their position in the market in the long term.
- 4.2.7 But, there may be particular economic circumstances, where it would be unrealistic for these sites to continue to be operated by a Specific Occupier(s) indefinitely, for example, if future rationalisation leads to part or all of a site becoming redundant. In these cases, it would be acceptable for some or all the site to become available for main employment uses, where consistent with other policies in this Plan, and where it will not jeopardise the continued employment use of any residual part of the site retained by the controlling company.
- 4.2.8 Only port-related employment uses that support that unique role and operation of Boston and Sutton Bridge ports, such as manufacturing, logistics, distribution and waste management, will be permitted at the Proposed Restricted Use Sites to ensure that their important function can be supported over the Local Plan period.

## Monitoring

Enterprises by industry

Land currently in B1, B2 and B8 use classes

Total amount of additional (net and gross) employment floor space by type

Available allocated employment land with and without planning permission

Losses of employment land by type

## 4.3 Spalding Rail-Freight Interchange

### Options considered

- 4.3.1 A significant amount of work has already been undertaken to identify a Council approved preferred site for the Spalding Rail Freight Interchange (RFI) and has been subject to public consultation. The Preferred Options report<sup>1</sup> considered that the site shown on the Policies Map recognises the locational requirements for this type of facility, and the detailed findings of the Rail-Freight Interchange Facilities for South Holland District report, 2009<sup>24</sup>. This remains the only reasonable option.
- 4.3.2 Identifying rail-freight related employment land smaller or larger than the 50ha identified within that report<sup>24</sup> was also discounted by the Preferred Options report<sup>1</sup>; less land would not support a viable scheme, but identifying more land could undermine the success of the Main Employment Areas. As the availability of the site has yet to be finalised, and no planning application has been submitted for the scheme, it is also considered unlikely that more than 50ha could be developed in the Local Plan period, so this approach remains valid.
- 4.3.3 The Sustainability Appraisal highlighted the significant positive benefits of protecting land for Spalding RFI; providing a high level of new jobs, enabling local businesses to expand and creating an environment to attract new business to the area will help strengthen and diversify the local economy and help reduce unemployment. Additionally removing HGVs from the road network would improve traffic flow in the area, reduce carbon emissions thereby improving air quality and helping to mitigate the impact of climate change. However it found that these benefits would only be experienced in the long term, reflecting the delivery timeframe. It recognised that the impact of this policy would depend upon implementation, and associated mitigation delivered through other policies in the Local Plan in relation to transport, the natural and historic environment and flood risk.

### Policy 9: Spalding Rail-Freight Interchange

112ha of land south of Spalding will be safeguarded for the development of a Rail-Freight Interchange, which should include 10ha for an operational terminal and associated rail connection, and 50ha of employment land for rail-freight related development within Use Classes B1, B2 and B8 required to sustain the terminal. An additional 52ha of land will be safeguarded for rail-freight related use after 2036. The Interchange should be delivered in accordance with a master plan to be agreed with the District Council, and partners.

### Justification

- 4.3.4 In the UK, rail-freight transports over 100 million tonnes of goods a year and has the potential to nearly double by 2030. The Government's National Policy Statement for National Networks<sup>25</sup>, identifies a need for an expanded network of rail-freight interchanges to accommodate users and buyers of warehousing and distribution services who are looking to

integrate rail-freight into their transport operations. This would require the logistics industry to develop new facilities alongside major rail routes, close to major roads, the business markets they will serve, and linked to key supply chain routes including the areas that produce and consume the goods.

- 4.3.5 The food industry in South East Lincolnshire relies heavily on road freight to transport fresh produce and processed chilled goods through the supply chain, as rail is unable to undertake a full end-to-end journey. The Spalding RFI would enable rail to be used to best effect to undertake the long-haul primary journey, with roads used for the final leg.
- 4.3.6 The recent upgrading of the Joint Line through Spalding has provided a major opportunity for a new rail- freight interchange, to exploit the new capabilities of the route, and to reinforce South East Lincolnshire as a key link in the international food supply chain, by improving links to further afield. If successful, more than £200m could be invested in the local economy, up to 4,400 jobs created on site, as well as indirect benefits to the surrounding area<sup>24</sup>.
- 4.3.7 The site identified on the Policies Map, is adjacent to the Joint Line and is expected to accommodate about 10ha of land<sup>24</sup> capable of providing the operational terminal, the rail network connection and areas for intermodal handling and container storage (see Policy 31). About 50ha of employment land<sup>24</sup> will be identified capable of accommodating a critical mass of rail-freight related businesses, including processing, storage, distribution and other business support services to meet the potential demand from local manufacturers, suppliers and end retailers who see the benefits rail-freight access can bring to their business model. Promotion of main employment uses will undermine the function of Main Employment Areas elsewhere and will be resisted.
- 4.3.8 Through a comprehensive master plan, to be agreed with the District Council and its partners, a phased approach to employment land delivery will be set out; Phase 1 will accommodate about 5ha adjacent to the terminal, Phase 2 will open-up between 20-30ha of land, with the remaining land being released in Phase 3. Flexibility is built in; if demand exists for more employment land in the earlier phases it could be released subject to appropriate associated infrastructure being in place, and the overall total not exceeding 50ha<sup>24</sup> in the Local Plan period.
- 4.3.9 As the availability of the site is still being finalised, and a planning application has yet to be submitted, delivery is likely to be long term. This means that a further 52ha of land will be safeguarded for rail-freight related employment use outside this Local Plan period.
- 4.3.10 But, a development of this scale is expected to generate some adverse traffic, noise, visual and ecological impacts. An Environmental Impact Assessment, to be submitted with a planning application, will ensure that any significant adverse impacts are identified, and measures to avoid, reduce or compensate established. New highways access, including meaningful public and sustainable transport solutions is identified by Policy 31.

### Monitoring

Available allocated employment land with and without planning permission

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## 4.4 Employment Development in the Countryside

### Options considered

4.4.1 The two options considered were:

- Option a)** to rely on national policy to guide the location, nature and extent of development within the countryside; or
- Option b)** set a locally distinct and detailed policy that supports appropriate new sustainable development including for the re-use, conversion, replacement and extension of existing buildings or the development of new units in the countryside for non-residential use.

4.4.2 The area's rural area has experienced significant development pressure in recent years, and sustaining the character and appearance of the countryside is an important strand of this Local Plan. Option b) is therefore the preferred option, as it will also introduce more clarity and certainty into the planning process for the rural parts of the area, helping to speed up decisions on planning applications.

4.4.3 The Sustainability Appraisal highlighted the significant positive benefits of supporting suitable employment development in the countryside; promoting the vitality and viability of the rural economy would be significantly enhanced by helping to support rural businesses that are no longer viable in their current form and providing the circumstances within which people of a working age may stay in the rural area. In order to achieve the very positive potential effects identified against multiple sustainability objectives, it recognised that new employment development in the countryside should minimise its impact on the locality in terms of promoting high quality design, minimising traffic impact and promoting residential amenity.

### Policy 10: Employment Development in the Countryside

Outside the areas identified in Policies 7, 8 and 9, proposals for diversification schemes to support agricultural and other land-based rural businesses, in agricultural buildings of 500sqm or more, or other sites or buildings, will be supported where:

1. It is demonstrated that there are no suitable buildings or sites within a settlement available for the purpose identified;
2. The proposal is justified by a business plan;
3. The proposal is of a scale appropriate to its location, adjacent to existing premises and appropriate to the existing development;
4. The proposal is of a high standard of design in terms of architectural detailing, materials of construction and landscaping;
5. There is no unacceptable adverse impact on the character and appearance of the area;
6. Buildings are re-used where appropriate, and if not, replaced;
7. The best and most versatile agricultural land is protected, where practicable; and
8. The proposed development would not (by itself or cumulatively) have a significant adverse impact on the amount or nature of traffic generated and highway safety.

To ensure that tourism-related development does not result in the creation of permanent living accommodation, a planning condition(s) may be imposed which restrict the use and/or period of occupation.

### Justification

- 4.4.4 The rural area is important for business; accounting for about 40% of all employment in the area, in 2012 it supplied over 20,558 jobs and at least 750 businesses in agriculture and agriculture related industries, and shows no signs of slowing.
- 4.4.5 Growth in rural enterprise from agricultural diversification or from landowners wishing to reuse existing redundant buildings in a different, more viable way is a common occurrence in the area. National policy<sup>13</sup> supports sustainable growth and businesses in rural areas that create jobs and prosperity, while the development and diversification of farms and other land-based businesses is considered to be essential to ensure the continued vitality of rural areas. The roll out of superfast broadband has increased opportunities for businesses to operate more effectively from the rural area; potentially helping to enable the creation of more, small start-up businesses and provide opportunities for home working. A balance needs to be achieved however, with protecting the countryside from inappropriate development.
- 4.4.6 In those cases where agricultural businesses can no longer remain viable or owners are seeking to diversify into alternative uses to provide additional income, diversification can enable redundant farm buildings (of 500sqm or more), and other buildings or sites within the countryside to be put to new uses for business-related development such as farm shops (Use Class A1), craft workshops (Use Class A1), sports facilities (Use Class D2) and holiday accommodation (Sui Generis). For agricultural buildings under this threshold; change of use to a commercial use is permitted subject to Prior Approval being sought.
- 4.4.7 Diversification proposals should bring genuine economic benefits to the rural economy and integrate new activities positively into the rural environment. Un-coordinated development in the rural area and the piecemeal stripping of assets from farms or other businesses without regard for the viability of the long term future of the existing agricultural business will not be supported.
- 4.4.8 A Business Plan, proportionate to the scale of the associated proposed enterprise, should be submitted with any planning application; details of existing farm/agricultural activities, the need for the diversification, details of the implications on the rural economy and justification for a rural location will all be required. The likely impact on the character and appearance of the area, in terms of traffic, the loss of agricultural land and impact on residential amenity should all be considered. Schemes which adversely affect the environment and/or the landscape will be resisted.

### Monitoring

Amount of land converted into a commercial or community use

## 5. Quality Housing for All

5.0.1 This chapter deals with ensuring that a range of housing can be delivered over the Local Plan period to meet identified needs for South East Lincolnshire. This includes:-

- the objectively assessed housing needs for the Local Plan area;
- the distribution of site options throughout the spatial strategy to meet the needs;
- the assessed need for affordable housing;
- delivering a mix of house types; and
- meeting the assessed need for accommodation for Gypsies, Travellers and Travelling Showpeople.

### Key Issues

5.0.2 The following key issues have emerged from the NPPF policy context<sup>14</sup>, the evidence base assembled for previous work on the Preferred Options report<sup>1</sup> and the public responses to it; and subsequent evidence developed to inform the Local Plan:

- the need to meet the objectively assessed housing needs for the Local Plan area over the extended Local Plan period (2011 - 2036);
- how best to meet the housing needs of the Local Plan area whilst taking a balanced approach towards sustainable development, minimising the effects of flood risk and through promoting deliverable sites that help to provide for the infrastructure needs of the area;
- how to provide a range of deliverable sites throughout the Local Plan period to meet recent under delivery affected by economic circumstances and other factors;
- to identify and update annually a supply of specific deliverable sites sufficient to provide a five year supply of housing against their housing requirements with adjustments as appropriate to meet under delivery;
- to identify the means by which the assessed housing needs of Gypsies, Travellers and Travelling Showpeople can be met;
- how best to control future development so as to minimise the loss of smaller family-sized units;
- how to manage the demand for dwellings in the countryside appropriately, including as replacement or conversion or for rural workers;
- in what circumstances should an agricultural occupancy condition be removed.

## 5.1 Meeting Objectively Assessed Housing Needs

### Options considered

5.1.1 Two options were considered in drafting this policy:

- Option a)** to meet the objectively assessed housing needs as set out in the respective Strategic Housing Market Assessments for Boston Borough<sup>20</sup> and South Holland<sup>21</sup>; or
- Option b)** to meet housing targets based upon housing completion rates since 1976.

5.1.2 Option a) was considered to be the most appropriate approach as this gives developers and the community the clearest guidance for the Local Plan period. As both Boston Borough and



South Holland have seen significant population growth over the last ten to fifteen years<sup>19</sup>, to base housing targets on past housing completions, seems to be an unsound approach. The Strategic Housing Market Assessments<sup>20,21</sup> objectively assess housing needs taking into account population growth. This is then related to how particular sectors of the housing offer meet the identified needs, and what types of property may therefore be required. Using this detailed evidence to meet objectively assessed housing needs, including for market housing, affordable housing and other specialist housing would seem to be the most reasonable option.

- 5.1.3 The Sustainability Appraisal found that the policy promoted significant positive sustainability benefits particularly against social objectives, notably by providing residents with the opportunity to live in a decent, affordable, warm home. But it could be strengthened by reference to how particular sectors of the housing offer meet local needs for market, affordable and adaptable housing and also what types of property may be required.

### Policy 11: Meeting Objectively Assessed Housing Needs

Provision will be made for a net increase of at least 18,250 dwellings in South East Lincolnshire.  
By Local Authority area:

1. Boston Borough: 7,500 at 300 per annum
2. South Holland: 10,750 at 430 per annum

#### Justification

- 5.1.4 The South East Lincolnshire Plan Area is made up of two identified Housing Market Areas (HMA); Boston Borough<sup>20</sup> and Peterborough Sub-Region<sup>21</sup>, which includes South Holland. It is recognised that, whilst there are strong relationships between the two HMA's particularly in respect of travel to work and housing options, large parts of South Holland are also strongly influenced by employment and housing choices to the south. Boston Borough has similar relationships of employment, housing choice and service provision with parts of East Lindsey but in housing market terms these are largely with regard to the rural areas north of the Borough and, undoubtedly, the Boston urban area is the dominant presence as regards employment opportunity and housing choice. Further detail with respect to the approach to deriving the objectively assessed need for Boston Borough and South Holland is available in the Spatial Strategy Background Paper<sup>10</sup>.
- 5.1.5 A purely practical reason for defining and working to two separate Housing Market Areas and housing provision targets is that both Councils have their own statutory Planning Committee functions. Therefore where issues of under-delivery may occur that affect the 5 year housing land supply, each Local Planning Authority will have responsibility for assessing how to respond for their own area.
- 5.1.6 Both Boston Borough and South Holland have seen significant growth in population since the 2011 Census<sup>19</sup> largely driven by economic migrants taking up employment opportunities in the food growing and processing industry. This growth has impacted upon the housing need generated across the Local Plan area. Both HMAs have a higher housing need to be met than they have had in the past either through the Lincolnshire Structure Plan<sup>26</sup> or East Midlands Regional Plan<sup>27</sup>.

- 5.1.7 In terms of delivery, both Boston Borough and South Holland have a track record of meeting housing targets through completions over the long term. Therefore, whilst completion rates have been significantly down over the last five years there is evidence that with more favourable economic conditions and an established, long term, plan-led system, the higher housing need figures are not unachievable.
- 5.1.8 In recognising the under delivery on housing completions over the last five years the Local Plan sets out expected trajectories for housing development for five yearly intervals starting in 2016/17. This start date is chosen as many of the larger sites, such as strategic urban extensions and sites requiring major infrastructure investment, are unlikely to start to contribute to completions until several years after the Local Plan is adopted. A housing trajectory will be included in the Publication Draft Local Plan to reflect the housing allocations identified.
- 5.1.9 The following policies in this section provide approaches on how particular housing needs; market, affordable and by property type and tenure might be met in the Plan Area.

### Monitoring

No of housing completions  
Assessment of Five Year Housing Land Supply

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## 5.2 Distribution of New Housing

### Options considered

- 5.2.1 Two options were considered to help draft this policy:
- Option a)** to distribute the opportunities for new housing provision to meet the overall housing needs of the Local Plan area according to the objectively assessed housing needs and the Strategic Housing Land Availability Assessment<sup>8</sup> but not in respect of the sustainability of settlements in the spatial strategy; or
- Option b)** as option a) but with consideration of the sustainability of settlements in the spatial strategy.
- 5.2.2 Option b) was considered to be to be the most appropriate approach as existing physical and community infrastructure and its capacity should help guide the scale of new development. This option would also make best use of sustainable resources.
- 5.2.3 The Sustainability Appraisal found that the policy promoted significant positive sustainability benefits particularly against social objectives, notably by providing residents with the opportunity to live in a decent, affordable home across the Local Plan area. But it could be strengthened through reference to requirements for affordable housing elsewhere in the Local Plan. Reference to how additional infrastructure capacity will be met in the Local Plan should also be mentioned. It recognised that the impact of this policy would depend upon implementation, and associated mitigation delivered through other Local Plan policies in relation to transport, the natural and historic environment and the sustainable use of resources.

## Policy 12: Distribution of New Housing

New housing site allocations will be made in the following settlements (in accordance with the Policies Map) to meet the following housing numbers:

### A. Sub-Regional Centres

Boston (incl. parts of Fishtoft and Wyberton Parishes)	5900
Spalding	5720

### B. Main Service Centres

Crowland	380	Pinchbeck	190
Donington	380	Sutterton	300
Holbeach	1340	Sutton Bridge	180
Kirton (incl. parts of Frampton Parish)	500	Swineshead	400
Long Sutton	580		

### C. Minor Service Centres

Bicker	50	Moulton Chapel	150
Butterwick	70	Old Leake	100
Cowbit	80	Quadring	120
Deeping St Nicholas	80	Surfleet	150
Fishtoft	50	Sutton St James	80
Fleet Hargate	120	Tydd St Mary	200
Gedney Church End	80	Weston	230
Gedney Hill	80	Whaplode	150
Gosberton	230	Wigtoft	30
Gosberton Clough/Risegate	40	Wrangle	100
Moulton	190		

Housing numbers are inclusive of extant planning permissions and dwellings built since April 2011.

### Justification

- 5.2.4 At this stage in preparing the Local Plan, many more options for housing sites have been identified than are required to deliver the housing numbers identified in Policy 12. The Spatial Strategy Background Paper<sup>10</sup> and the Housing Paper<sup>12</sup> explain how the overall numbers have been derived for the settlements and how sites have been selected. The housing numbers proposed in Policy 12 are gross numbers and include any outstanding planning permissions for dwellings, and any homes built since April 2011. This means, for example, that if a settlement had a requirement for 500 dwellings, but planning permission had been granted for 250 dwellings, there would be a need for 250 additional new dwellings.
- 5.2.5 The potential sites identified on the Policies Map are those that are considered to best meet the requirement for each settlement. Subject to this public consultation and further evidence, it will be the allocated sites in this policy in the Publication Draft Local Plan and existing planning permissions that will be relied upon to meet the objectively assessed housing needs for Boston Borough and South Holland (2011-2036). It should be noted that

this will include the needs to be met for market and affordable housing. Viability is also addressed by other policies in the Local Plan.

- 5.2.6 The Boston Borough Strategic Housing Market Assessment<sup>20</sup> has assessed the housing needs for the whole market area, the Boston urban area and also for the rural area (north and south of the urban area). The housing site options are broadly proportionate to these three area assessments.
- 5.2.7 It is acknowledged that incremental growth in housing supply will also come about through infill and ‘speculative’ applications both within the settlements identified in Policy 12 and also within the Other Service Centres and Settlements. Housing need may also be met through Policy 16: Rural Exception Sites where appropriate.
- 5.2.8 Policy 12 is supported and complementary to Policy 2: Spatial Strategy. At this stage, housing site options and overall housing growth for the settlements are considered to be proportional to existing infrastructure capacity, or are in locations capable of improvement (see Policy 5). Additionally, the best available information with regard to housing need, development constraints, such as flood risk and access in particular areas, land availability and deliverability have all been taken into account.
- 5.2.9 With regard to the housing site options proposed for the Boston urban area and Spalding, regard has been given to what impact the growth will have on local strategic transport infrastructure, whether major new infrastructure will be required and if it is capable of delivery in the Local Plan period. To some extent new transport improvements to the local strategic highway will also come about through the Holbeach housing site options. Policy 31 and the Whole Plan Viability Assessment<sup>5</sup> will also be applicable.
- 5.2.10 New housing growth can have negative impacts upon assets such as the natural or historic environments. But it is considered that potential housing sites promoted through Policy 12 have no such known constraints to prevent development taking place, although mitigation may be required through Policy 25: The Natural Environment and Policy 26: The Historic Environment which provide a detailed policy approach to conserve and enhance such assets.
- 5.2.11 In the delivery of housing developments Policy 3: Development Management and Policy 29: Design of New Development will be key considerations in designing efficient and sustainable forms of housing.

### Monitoring

Housing commitments derived from extant and relevant applications to be determined by settlement.

Housing completions by settlement

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## 5.3 A Sustainable Urban Extension for housing in Spalding

### Options considered

- 5.3.1 The Preferred Options report<sup>1</sup> defined an overall approach to the provision of housing in Spalding based on the identification of large-scale housing developments and, specifically, the proposal for a broad location for large-scale housing development at ‘Land to the North of the Vernatt’s Drain’, aimed at delivering some 3,750 dwellings and a further phase of the Spalding Western Relief Road (SWRR). This remains a reasonable approach as there is no

evidence to suggest that Spalding's housing provision target can be met without significant greenfield development on the edge of the town, and there remains a need to seek funding for the SWRR through developer contributions.

- 5.3.2 The Sustainability Appraisal found that the policy is likely to have a neutral impact in the short-medium term due to the expectation that the delivery of the urban extension will be take some time to complete. In the long term there are likely to be both positive and negative effects and the nature of the actual implementation of the proposal will have an important bearing on the extent of these effect. In order to achieve greater control over protecting the quality and character of the landscape of Pinchbeck and Spalding, and to ensure that the loss of open land is appropriately compensated by the creation of a high-quality residential environment, the Sustainability Appraisal recommended incorporating eight criteria against which proposals should be assessed.

### Policy 13: A Sustainable Urban Extension for housing in Spalding

Land to the north of the Vernatt's Drain, as identified on the Policies Map (Pinchbeck and Spalding Inset), will provide approximately 4,000 dwellings and supporting community infrastructure, the 'North Phase' of the Spalding Western Relief Road (SWRR) and open space separating the village of Pinchbeck from the town of Spalding.

The urban extension will be delivered in several phases, the completion of which is expected to extend beyond the Local Plan period.

The following phased approach to delivery will be required, as identified on the Pinchbeck and Spalding Inset:

A. The first phase will include:

1. the creation of a five-spur roundabout at the junction of Spalding Road with Enterprise Way (Roundabout 1, which will form the first part of the North Phase of the SWRR); and
2. residential development of some 15 ha of land lying to the east of the Joint Line railway and north of the proposed North Phase of the SWRR (designated as Area A) and accessed off the above-mentioned five-spur roundabout.

Land to the west and south of Area A is designated as 'Green Infrastructure' and will be protected from built development.

B. The second phase will include:

1. the south-westward continuation of the North Phase of the SWRR from its roundabout spur on the Spalding Road, via a bridge crossing of the Joint Line railway to a roundabout junction (Roundabout 2) situated to the west of Two Plank Bridge; and
2. the development of some 80 ha of land forming the eastern half of Area B, for housing and supporting community infrastructure, and accessed by Roundabout 2.

C. The third phase will include:

1. the south-westward continuation of the North Phase of the SWRR from Roundabout 2 to another roundabout junction (Roundabout 3) situated in the west of Area B; and
2. the development of some 80 ha of land forming the western half of Area B for housing and supporting community infrastructure, and accessed by Roundabout 3.

Development proposals will be expected to:

- i. provide an element of affordable housing in accordance with Policy 15;
- ii. provide a range of dwelling types and sizes to deliver a balanced community over the lifetime of the development;
- iii. take account of agreed Design Codes (or other mechanisms employed) to ensure high-quality and locally-distinctive design;
- iv. make appropriate provision of on-site open space;
- v. maximise opportunities for walking and cycling by giving careful consideration to the location of key uses;
- vi. integrate sufficient car and cycle parking in accordance with the standards set out in Policy 32;
- vii. demonstrate that potential noise and visual impacts arising from the Spalding Western Relief Road can be adequately mitigated; and
- viii. incorporate a comprehensive Sustainable Drainage System to manage surface water drainage and safeguard against any increased flood risk.

Further detail relating to the delivery of this proposal will be set out in separate master plans for Areas A and B to be agreed with the District Council and its partners.

In order to assist the delivery of this proposal, the land accommodating the route of the North Phase of the SWRR will be protected, and in association with the grant of planning permission for any particular phase of the sustainable urban extension, schemes secured by either planning condition or legal agreement for its transfer to, or adoption by, the relevant public body shall be agreed.

### Justification

- 5.3.3 The need for a second urban extension in Spalding to meet a significant part of its housing need and help fund the delivery of the SWRR (the first being the 2,250-dwelling Holland Park scheme to the south-west of the town which is under construction) was recognised in the preparation of the Preferred Options report<sup>1</sup>. In respect of this particular matter, the Preferred Options report<sup>1</sup> stated that ‘.....Land to the north of the Vernatt’s Drain, situated no closer to the village of Pinchbeck than 500 metres west of the Joint Line, sufficient to deliver approximately 3,750 dwellings and the Spalding Western Relief Road between Pinchbeck Road and the Vernatt’s Drain (to include a bridge over the railway).’
- 5.3.4 The rationale that has informed the evolution of the policy from that set out in the Preferred Options report<sup>1</sup> to that now detailed in Policy 13 is explained in ‘A strategy for the delivery of a further phase of the Spalding Western Relief Road and major housing growth in Spalding’ Background Paper<sup>12</sup>.
- 5.3.5 The provision of an additional 4,000 new homes is expected to require significant supporting community infrastructure to meet the needs of future residents in the Local Plan period and beyond. This could include education, healthcare and sports facilities as well as affordable homes. Infrastructure requirements for the strategic urban extension will be developed through the Infrastructure Delivery Plan<sup>6</sup> and Whole Plan Viability Assessment<sup>5</sup>, and through negotiations with developers and partners, and will be identified in the Publication Draft

Local Plan. All provision should also be identified on the respective master plans for Areas A and B.

### Monitoring

Number of housing completions

The Spalding Western Relief Road Steering Group is overseeing the delivery of the entire route of the SWRR

## 5.4 Providing a Mix of Housing

### Options considered

5.4.1 During preparation of this policy, two options were considered:

- Option a)** to rely upon market and consumer demand to bring about an appropriate mix of housing; or
- Option b)** to provide a policy based upon up-to-date evidence with regard to the mix of property that is most likely to meet the needs of the area over the Local Plan period.

5.4.2 Option b) was considered to be the most appropriate approach because the evidence of needs over a longer period of time is helpful in providing a means to assess needs at the strategic level than by a piecemeal approach based purely upon market indicators.

5.4.3 The Sustainability Appraisal found that the policy promoted positive sustainability benefits particularly against social objectives, notably by ensuring that the mix of housing promoted will meet residents' needs, including those for affordable housing over the Local Plan period. But recognition that other forms of housing could be provided through this policy such as housing for older people would strengthen the approach. It recommended that more certainty would be added by reference to the likely delivery mechanisms to be used.

### Policy 14: Providing a Mix of Housing

In residential developments of 10 or more dwellings the Local Planning Authorities will seek to secure a mix of property types to meet the housing needs of the Local Plan area for both market and affordable housing.

1. In Boston Borough the following needs have been identified:
  - One bedroom homes: About 5% of market and 33% of affordable
  - Two bedroom homes: About 33% of market and 40% of affordable
  - Three bedroom homes: About 48% of market and 26% of affordable
  - Four or more bedroom homes: About 12% of market and 1% of affordable
2. In South Holland the following needs have been identified:
  - One bedroom homes: 0 - 5% of market housing and 20 -25% of affordable
  - Two bedroom homes: 30 - 35% of market and 35-40% of affordable
  - Three bedroom homes: 45-50% of market and 30-35% of affordable
  - Four or more bedroom homes: 15-20% of market and 5-10% of affordable

Where specific site constraints may lead to proposals that vary substantially from the indicative range of house sizes the applicant will need to provide evidence to justify this.

### Justification

- 5.4.4 Providing a mix of property types is not only important in meeting housing needs but is also important in delivering sustainable development for the community. In addition, a mix of properties encourages diverse design that can result in development layouts that are varied, interesting and distinctive. Such developments will also be more attractive to house buyers.
- 5.4.4 Housing needs and house types will change over time but by aiming for a mix of development on all sites of 10 or more dwellings it is expected that such developments will not only bring about better overall design but will remain, sustainable, viable and attractive residential environments in the long term. As will be appreciated from Policy 14 the percentages indicated do not add up to 100%, and for South Holland an indicative range is shown. The differences in approach are a consequence of the different approaches taken in the Strategic Housing Market Assessments<sup>20,21</sup>. In general, the mix of housing should be applied with some flexibility; the size and shape of each site, the type and tenure of housing proposed, such as sheltered housing for older people or specialist housing for those with disabilities, as well as site-specific constraints and viability may inform the housing mix. This may include provision of affordable housing (see Policy 15). Planning conditions or a Section 106 agreement will be used to secure the appropriate mix of housing.
- 5.4.5 In consideration of the mix of house types it will also be important for developers to provide housing units that are fit for purpose. Outside existing Building Regulations, the Local Planning Authorities will advise developers to, at least, meet the minimum space standards in national guidance.

### Monitoring

Number of homes completed for 1, 2, 3 and 4+ bedrooms to meet both market and affordable housing needs

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## 5.5 Affordable Housing

### Options considered

- 5.5.1 During preparation of this policy, two options were considered:
- Option a)** to rely upon existing housing agencies and the private rented sector to meet the needs of those requiring affordable housing; or
- Option b)** to provide a policy that provides mechanisms by which more affordable housing can be provided to meet needs.
- 5.5.2 Option b) was considered to be the most appropriate as it provides a planned approach over the Local Plan period rather than an approach that is more dependent upon the market and economic circumstances.
- 5.5.3 The Sustainability Appraisal found that the policy promoted significant positive sustainability benefits by ensuring that a range of affordable housing can be promoted in the Local Plan area to meet residents' needs, through a variety of mechanisms. But it recommended that a flexible approach to tenure mix should be taken to reflect the needs in a settlement or local area, that the specific housing needs of older people or those with disabilities should be highlighted and bringing vacant properties back into use as affordable housing would also enhance the positive impacts of this policy. The policy should also qualify how access to key infrastructure should be considered by occupants of affordable housing who might have

limited car ownership. Reference to Policy 16 would highlight links between the two. Clarifying the approach to delivery would provide more certainty, such as through planning conditions, s106 legal agreements or developer contributions.

## Policy 15: Affordable Housing

In South East Lincolnshire the following need for affordable housing has been identified:

- A. In Boston Borough about 100 new affordable dwellings per annum, equating to one third of the overall annual housing need;
- B. In South Holland about 210 new affordable dwellings per annum, equating to about half of the overall annual housing need.

The affordable housing need will be met on:

1. market housing sites of 10 or more dwellings with at least/about 15% being affordable housing on sites in Boston Borough and at least/about 30% being affordable housing on sites in South Holland;
2. through sites proposed by developers specifically for affordable housing;
3. through Rural Exceptions Sites.

Normally on-site provision will be required. Where possible a flexible approach will be taken to tenure mix depending upon need in the settlement or local area. Where the size of site, mitigation requirements or affordability needs require a different approach, developers will be expected to make equivalent off-site provision or a financial contribution to enable the need to be met elsewhere.

### Justification

- 5.5.4 In promoting sustainable development the Local Plan has several challenges to meet, one of the most fundamental is to meet the housing needs of all the community (including young families, housing for people with disabilities and older people). The provision of new affordable housing is a basic need for low income families and individuals that may be reliant on private rented accommodation that is inadequate or costly, or have little choice but to share overcrowded accommodation. Health, social and economic well-being are just some of the factors that might be constrained by having inadequate housing.
- 5.5.5 The Strategic Housing Market Assessments<sup>20,21</sup> for the Local Plan area confirm there is a significant proportion of the overall housing need to be met by affordable housing. Whilst existing social housing stock, properties in the private rented sector and vacant housing brought back into use, will continue to meet needs it is recognised that new affordable housing stock is needed to improve choice and provide improved accommodation that is more energy efficient. As a result, new affordable housing may be provided in many ways, including: - by developers who are acting as social landlords or can also be provided as a proportion of a market housing development scheme. As with new market housing stock, new, affordable housing stock will also be built to be flood resilient where this is necessary.
- 5.5.6 It is acknowledged that the need for affordable housing may occur in settlements of different sizes therefore access to employment, physical, social or green infrastructure will vary, especially where car ownership may be limited. However Policy 15 will be supported by other policies in the Local Plan with regard to the sustainability of sites for development.

- 5.5.7 The proportion of affordable housing to be provided on-site through a market housing scheme will be dependent upon several factors and, in particular, the other development costs that might need to be met to make the development sustainable. The guidelines provided by Policy 15 will need to be weighed up against other infrastructure costs as covered by other policies in the plan, including developer contributions. In some instances, a site-specific viability assessment will be needed in order to determine whether the priorities identified for a development can be met (see Policy 6 for more information).
- 5.5.8 Where there is evidence that the proportion of affordable housing cannot be met on-site, Policy 15 would enable off-site provision or a financial contribution to be made to enable provision elsewhere. This might be on an allocated site through Policy 12 or through Policy 16. Planning conditions or a Section 106 agreement will be used in the implementation of Policy 15 or where off-site provision or financial contributions are sought.

### Monitoring

The number of affordable homes completed per annum

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## 5.6 Rural Exception Sites

### Options considered

- 5.6.1 Three options were considered in the preparation of this policy:
- Option a)** to rely upon the allocated housing sites to meet the objectively assessed housing needs for both market and affordable housing; or
  - Option b)** to identify Rural Exception Sites to meet the specific housing needs of a settlement that are not met by allocated housing sites; or
  - Option c)** to provide a policy framework by which proposals for Rural Exceptions Sites may come forward to meet the specific housing needs of a settlement.
- 5.6.2 Option c) was considered to be the most appropriate approach by providing a framework whereby Rural Exceptions Sites could be considered to meet need throughout the Local Plan period.
- 5.6.3 The Sustainability Appraisal found that the policy could be strengthened to ensure that the use of affordable and specialist homes can be secured in perpetuity to provide long-term benefits. Reference to the role, function and local distinctiveness of the settlement (in Criterion 2.), and its key infrastructure and services would also generate positive impacts. Limiting the residency of the housing through a legal agreement to people from the immediate area would also ensure that the needs could be met in perpetuity.

### Policy 16: Rural Exception Sites

Proposals for housing on sites situated outside, but adjoining the settlement boundaries identified by Policy 2 will be permitted where the following criteria are met:

1. the scheme would meet an identified local need for affordable housing, starter homes or specialist housing that cannot be met within the settlement boundaries;

2. the scale of the development would be in-keeping with the role and function of the settlement; and
3. pre-application engagement with the local community has been undertaken to the satisfaction of the Local Planning Authority.

Where it is demonstrated that a proportion of market housing is necessary to cross-subsidize the specific identified housing need the housing market proportion will be 50% or less.

The housing need to be met will be secured by legal agreement to ensure that the need can be met in perpetuity and available for members of the immediate community.

#### Justification

- 5.6.4 As is apparent from the previous policies in this chapter, the Strategic Housing Market Assessments<sup>20,21</sup> and the Interim Whole Plan Viability Assessment<sup>5</sup> indicate that meeting the housing needs, particularly for affordable housing is a significant challenge. Therefore promoting specific housing provision particularly with regard to affordable housing (see Policy 15) is a significant challenge.
- 5.6.5 Policy 16 provides a framework for considering proposals rather than identifying specific sites. That is because the scale and variety of specific housing needs throughout the numerous settlements in the spatial strategy (see Policy 2) and options for sites are substantial. Policy 16 may however be seen as a starting point by which the housing providers and local councils, for example, can work with the Housing Authorities and the Local Planning Authorities.
- 5.6.6 Policy 16 provides the opportunity for a number of specific housing need gaps to be met. Affordable housing, in general, is likely to be the need to be met but the policy would also allow more specific elements of housing to come forward, such as starter homes or sheltered accommodation within the social housing rented sector.
- 5.6.7 Rural Exception Sites are specific to an identified need and to a particular settlement; therefore local understanding of the need and general support within that community will be required for proposals to be considered positively. Evidence will need to be provided to the Local Planning Authority and Housing Authority that the proposals are deliverable and that they provide mechanisms for the specific local housing need to be met. Where site or financial viability constraints indicate that cross-subsidy through an element of market housing provision may be necessary the Local Planning Authority will need to be satisfied that there are no other options (e.g. funding from other sources) available. It must be evident from the proposal that the local affordable housing need is the focus of the proposal so market housing cross-subsidy should be no more than 50% of the overall scheme.

#### Monitoring

Number of both affordable and market homes committed on Rural Homes Exception Sites

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## 5.7 Accommodation for Gypsies, Travellers and Travelling Showpeople

### Options considered

- 5.7.1 The Preferred Options report<sup>1</sup> considered that there was only one reasonable option, namely to include a criteria-based policy which seeks to address the likely permanent residential, transit site and stopping place accommodation needs of travellers in South East Lincolnshire.

5.7.2 The Sustainability Appraisal found that by providing residents with an opportunity to live in a decent home, in a suitable location the policy could achieve multiple positive impacts against sustainability indicators. But it recognised that the policy could be improved by making reference to: - avoiding sites that would be likely to endanger the health of occupants (e.g. sites adjacent to refuse tips), provision of refuse and recycling facilities and identification of mixed residential and business use sites to support the high-level of self-employment amongst the gypsy, traveller and travelling showpeople community.

### Policy 17: Accommodation for Gypsies, Travellers and Travelling Showpeople

Between 2011 and 2036, there will be a need for the provision of:

1. 97 new permanent residential pitches for gypsies and travellers;
2. 10 new transit or stopping place pitches for gypsies and travellers; and
3. 0 new permanent residential and seasonal plots for travelling showpeople.

This need will be met through the development of the site identified on the Policies Map, and through the determination of planning applications for the development of other, unallocated sites. Planning permission will be granted for proposals on allocated and unallocated sites provided that they:

4. provide occupants with an acceptable standard of amenity;
5. are not located adjacent to uses likely to endanger the health of occupants, such as a refuse tip, water recycling centres or contaminated land;
6. will be adequately provided with appropriate infrastructure such as electricity, drinking-water, waste-water treatment and recycling/waste management;
7. respect the scale of the nearest settled community;
8. will not have a significant adverse effect on the amenities of existing local residents or adjoining land users;
9. will not place undue pressure on local infrastructure;
10. will be successfully assimilated into both their immediate environs and the wider landscape;
11. will not adversely affect heritage assets or areas of importance to nature conservation; and
12. will not prejudice highway safety or give rise to problems of parking or highway access.

Planning permission will be granted for:

- A. sites for permanent residential use if they:
  - i. provide occupants with access to education, health care and recreational facilities, shops and employment within reasonable travelling distances, preferably by walking, cycling or public transport;
  - ii. are suitable (or capable of being made suitable) for mixed residential and business use;
  - iii. are not located within Flood Zone 3a or 3b; or
  - iv. are located in Flood Zone 2 and the Sequential and Exception Tests have not been passed; and
- B. sites for transit or stopping place use if they:
  - v. are not located within Flood Zone 3b; or
  - vi. are located within Flood Zone 3a and the Sequential and Exception Tests have been passed.

## Justification

- 5.7.3 The January 2014 Caravan Count<sup>28</sup> found a total of 149 gypsy and traveller caravans and 5 travelling showpeople's caravans in South East Lincolnshire. All 5 of the travelling showpeople's caravans were in South Holland, as well as the majority (101) of the gypsy and traveller caravans. All of the caravans in Boston Borough were on authorised sites, but 43 of the gypsy and traveller caravans in South Holland were on unauthorised sites.
- 5.7.4 The Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment for South East Lincolnshire (GTAA)<sup>29</sup> identifies an immediate need for the provision of additional residential pitches for gypsies and travellers (to accommodate concealed households and households living on unauthorised sites), as well as additional transit or stopping place pitches. However, it identifies no immediate need for additional plots for travelling showpeople.
- 5.7.5 Further into the Local Plan period, the GTAA<sup>29</sup> identifies an on-going need for the provision of more residential pitches for gypsies and travellers to accommodate newly forming households. There is, however, no longer term need neither for further transit or stopping place pitches, nor for additional plots for travelling showpeople. Table 4 shows the scale of the identified needs.

	Years 1-5 (1 April 2011 to 31 March 2016)	Years 6-10 (1 April 2016 to 31 March 2021)	Years 11-15 (1 April 2021 to 31 March 2026)	Years 16-20 (1 April 2026 to 31 March 2031)	Years 21-25 (1 April 2031 to 31 March 2036)	Total (1 April 2011 to 31 March 2036)
Permanent residential pitches for gypsies & travellers	28	15	16	17	21	97
Permanent residential & seasonal plots for travelling showpeople	0	0	0	0	0	0
Transit or stopping place pitches	10	0	0	0	0	10

Table 4: Pitch and plot needs for gypsies, travellers and travelling showpeople in South East Lincolnshire (1st April 2011 to 31st March 2036)

- 5.7.6 Sites must:
- be safe - in terms of flood risk (caravans are potentially particularly vulnerable in a flood event), vehicular access and 'bad neighbour' uses that might threaten the health of occupants;
  - provide occupants with an acceptable quality of life - access to essential services and facilities, and reasonable environmental quality; and
  - not harm their surroundings or the amenities of neighbours.

## Monitoring

Net additional permanent residential pitches for gypsies and travellers.

Net additional transit or stopping place pitches for gypsies and travellers.

Net additional permanent residential and seasonal plots for travelling showpeople

## 5.8 Houses in Multiple Occupation and the Sub-Division of Dwellings

### Options considered

- 5.8.1 Three options were considered in the preparation of this policy:

- Option a)** retain a criteria based policy, as identified in the adopted Local Plans for Boston Borough and South Holland, and update to reflect current local circumstances; or
- Option b)** restrict Houses in Multiple Occupation (HMOs) and the sub-division of dwellings in certain areas where there is a clustering of such properties; or
- Option c)** identify a particular concentration of HMOs which would be acceptable in an area and restrict through policy.

5.8.2 It was decided to retain a criteria based policy (Option a)), but update to reflect common issues raised in relation to HMOs and the sub-division of dwellings in the development management process.

5.8.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation, particularly due to the lack of certainty as to the location of these types of dwellings. However, it highlighted the potential positive benefits of this policy against multiple sustainability objectives; ensuring that such development has good walking and cycling access to community facilities, public transport and local employment could help minimise the number of car trips made for local journeys which would not only help people lead more active lifestyles, but also may have benefits for air quality. The policy is also considered to protect against the loss of medium-sized family homes and may help secure improvements to the quality of the surrounding environment, including townscape. Furthermore, as it is likely that brownfield land will be used the loss of greenfield and high quality agricultural land will be minimised.

5.8.4 It recognised that reference could be made to the provision of safe and secure cycle parking to strengthen the positive impacts of this policy. However, cycle parking is fully addressed by Policy 32.

### **Policy 18: Houses in Multiple Occupation and the Sub-Division of Dwellings**

Proposals for the creation of Houses in Multiple Occupation and the sub-division of dwellings will be permitted provided that:

1. the proposal would not result in the unacceptable loss of medium-sized family dwellings in high density residential areas and streets of predominantly terraced and/or semi-detached properties;
2. the proposal would not significantly harm the amenities of the occupiers of adjoining or neighbouring properties, by way of noise, overlooking, general disturbance or impact on visual amenity;
3. there would not be a significant adverse impact on the character and appearance of the area, including the historic and natural environment;
4. adequate provision is made for the storage and disposal of refuse and recycling;
5. the proposal would not have a significant adverse impact on the surrounding area by way of increased on-street parking, impaired highway safety or by impeding proper access to the area;
6. the site has good access – by walking and cycling – to community facilities, services, public transport and local employment;
7. an acceptable standard of residential accommodation and ensure an adequate standard of residential amenity is provided for future occupiers; and

8. adequate provision is made for the maintenance of communal gardens and amenity areas.

Where all of the above criteria are satisfied, the Nationally Described Space Standards in the NPPG<sup>14</sup> (or any successor) will be applied to ensure that the occupiers have adequate floor space.

#### Justification

- 5.8.5 The Housing Act 2004 defines a House in Multiple Occupation (HMO) as a building or part of a building that is being occupied as a main residence by three or more unrelated people who share some facilities (such as a bathroom or kitchen).
- 5.8.6 HMOs with six or more occupants are described as 'sui generis' in the Use Classes Order (April 2015) and require planning permission. This policy applies to these larger HMOs. As the General Permitted Development Order gives Permitted Development Rights for change of use from dwelling houses to small HMO of between three and six unrelated individuals who share basic amenities.
- 5.8.7 This policy also applies to proposals to sub-divide larger houses into two or more dwellings. This can provide additional smaller units of housing, often at less cost than new build, and can often preserve the life of older buildings by providing an opportunity for their renovation.
- 5.8.8 HMOs form an important element of South East Lincolnshire's housing stock and can provide a useful low cost form of accommodation for single persons and those on low incomes. But they can result in the loss of medium-sized family units and a consequential increase in the overall number of units unsuited to family occupation. This poses serious issues for maintaining a mixed housing offer across South East Lincolnshire. The Strategic Housing Market Assessments<sup>20, 21</sup> for the Local Plan area signal that the greatest demand in the future will be for three bedroom homes. It is important, therefore, that an approach is taken to the creation of HMO and sub-division of existing properties, which allows only those that do not impact upon the overall supply of medium-sized family homes.
- 5.8.9 HMOs and the sub-division of dwellings can raise a number of issues and problems, particularly in areas of high concentration, including: parking provision, waste/recycling storage and removal, privacy and visual and residential amenity (particularly in terms of noise generation).
- 5.8.10 Any significant impact on the surrounding roads and the amenity of future residents and adjoining or neighbouring properties should be minimised. Furthermore, it is important to ensure that development takes place in appropriate locations, avoiding the over-concentration of such properties where the issues above would be proliferated.
- 5.8.11 The NPPF<sup>14</sup> favours development which facilitates the use of sustainable modes of transport. Properties should therefore have good walking and cycling access to key services, facilities and a bus service (by which residents can reach such services and facilities). A distance of 400m is generally accepted as an appropriate walking distance to key services, facilities and public transport from home.

- 5.8.12 Proposals for the creation of HMO and the sub-division of existing properties into flats should provide satisfactory standards of accommodation. One step in achieving this is to ensure that there is adequate living space which complies with Nationally Described Space Standards set out in national policy<sup>15</sup>. Additionally, for HMOs specifically, proposals should be in accordance with DASH space standards where appropriate for licensing purposes.
- 5.8.13 Because of the shared occupancy of HMOs they require a higher standard of management than other private rented property. Consequently, where permission is granted for HMOs, the Local Planning Authorities will require the property to be appropriately managed, secured through planning condition.

### Monitoring

Number of HMOs and flat conversions refused

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## 5.9 Replacement Dwellings in the Countryside

### Options considered

- 5.9.1 Two options were considered during preparation of this policy:
- Option a)** to produce a policy approach that takes into account local circumstances, supporting appropriate replacement dwellings in the countryside; or
  - Option b)** to rely on national policy to guide the location, nature and extent of development within the countryside.
- 5.9.2 It was decided to proceed with Option a) to better assist the development management process. This is particularly important given that a large number of planning applications are received by the Local Planning Authorities for such development.
- 5.9.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation - particularly due to the lack of certainty as to where replacement dwellings will be located – and associated mitigation delivered through other policies in the Local Plan in relation to transport, services and community facilities, the natural environment and flood-risk. However, it highlighted the potential positive benefits of this policy against multiple sustainability objectives. For example, by restricting development in the countryside to a certain degree it will ensure that the majority of development will be directed to higher tier settlements which have a greater range of services and generally better public transport provision, reducing the need to drive and thereby minimising greenhouse gas emissions. It is also likely to direct development away from the most sensitive landscape areas and designated areas and may even help secure landscape improvements in some instances. Furthermore, it may help retain people of working age within rural communities.
- 5.9.4 In order to generate more positive impacts it suggested that the policy could be improved by: Ensuring that replacement dwellings achieve an appropriate level of highway and sustainable access and safety in accordance with Policy 31; referring to securing connection to the gas network; and moving the reference to the removal of Permitted Development Rights into the policy itself. It is considered that connection to the gas network is covered by Policy 3.

## Policy 19: Replacement Dwellings in the Countryside

Proposals for the erection of replacement dwellings outside settlement boundaries will be permitted provided that:

1. the residential use has not been abandoned; and
2. the original building is permanent, has not become derelict and is not the result of a temporary permission; and
3. the original building is not of architectural or historic merit and is capable of repair, where restoration would be preferred to replacement; and
4. it is of a high standard in terms of architectural detailing and materials of construction; and
5. it is positioned on a similar footprint to the original building unless it can be demonstrated that the re-positioning would benefit the character and appearance of the site and locality; and
6. the proposal does not exceed the floor area of the original dwelling by more than 40%, unless the development is of exceptional quality or innovative in nature in terms of its design, use of materials and levels of energy efficiency.

Where permission is granted, Permitted Development Rights may be removed in order to control future alterations or extensions that may impact on the landscape and rural character of an area.

### Justification

- 5.9.5 Paragraph 55 of the NPPF<sup>14</sup> seeks to avoid new inappropriate isolated dwellings in the countryside. The replacement of dwellings in the countryside will be permitted provided that the dwelling to be replaced has not by its condition or subsequent use abandoned its residential use. Where a building has been demolished or collapsed, or where because of its state of dereliction any new building work would in effect be creating a completely new dwelling in the countryside, its replacement will not be permitted.
- 5.9.6 The replacement dwelling should be located on a similar footprint to the dwelling which it replaces, unless it can be shown that a more appropriate location within the existing residential curtilage exists. For instance, re-location elsewhere within the existing residential curtilage may reduce flood risk, make the replacement dwelling less intrusive in the rural landscape or achieve safer access to the highway.
- 5.9.7 To help protect the character of South East Lincolnshire's countryside, the replacement of dwellings needs to be controlled in terms of scale, design and access to ensure that the replacement dwelling is complementary to its surroundings. Ideally, the replacement dwelling should lead to an enhancement of its immediate surroundings. It is important to protect the countryside from the intrusion of large dwellings as these will have a greater impact on the character of the area – particularly in terms of their visual impact - in comparison to smaller dwellings. If the size of replacements is not restricted, there is also a risk that the supply of smaller rural dwellings will be progressively reduced. Thus, planning permission shall not be granted for a replacement dwelling which exceeds the floor area of the original by more than 40% unless the design is of exceptional quality or innovative in nature in terms of its design, use of materials and levels of energy efficiency in order to justify the deviation from the policy limit. This is regardless of whether it is replacing a building of poor quality or not. The

design should be sympathetic to the site itself, the area adjacent to the site and the character of the countryside as a whole.

- 5.9.8 This policy will therefore ensure the highest standards in architecture are achieved and that protection is given to traditional smaller properties in the countryside, thereby helping to meet the objective of providing housing suited to the needs of the population.
- 5.9.9 If there is an essential and proven need for a replacement dwelling to accommodate a rural worker, a planning condition may be imposed or legal agreement secured restricting its occupation to these purposes (see Policy 21).
- 5.9.10 South East Lincolnshire's stock of traditional and historic buildings is a finite resource and so repair or restoration of the existing building should be considered in first instance. Consequently, the applicant will be required to provide evidence that all options for repair and restoration have been explored and that demolition and replacement is the only justifiable option. This evidence will usually take the form of a structural report, ideally prepared by a suitably qualified professional experienced with conservation and historic buildings. In the case of designated and non-designated heritage assets, the proposal should be considered in accordance with Policy 25: The Historic Environment.

### Monitoring

Number of replacement dwellings completed in the countryside

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## 5.10 Conversion of Redundant Rural Buildings to Residential Use

### Options considered

5.10.1 Two options were considered in the preparation of this policy:

- Option a)** to produce a policy approach that takes into account local circumstances, supporting the appropriate conversion of redundant rural buildings to residential use in the countryside; or
- Option b)** to rely on national policy to guide the location, nature and extent of development within the countryside.

5.10.2 It was decided to proceed with Option a) to better assist the development management process. This is particularly important given that South East Lincolnshire is a predominantly rural area with a large stock of agricultural buildings, many of which are no longer used.

5.10.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation - particularly due to the lack of certainty as to where conversions will be located – and associated mitigation delivered through other policies in the Local Plan in relation to transport, services and community facilities, the natural environment and flood-risk. However, it highlighted the potential positive benefits of this policy against multiple sustainability objectives. For example, it will help ensure that buildings of architectural and historic merit are retained and re-used and restored appropriately. It is also likely to direct development away from the most sensitive landscape areas and designated areas and may even help secure landscape improvements in some instances. Furthermore, as it is likely that brownfield land will be the focus of this policy, the loss of greenfield and high quality agricultural land will be minimised. It may also help retain people of working age within rural

communities.

- 5.10.4 In order to generate more positive impacts it suggested that the policy could be improved by: Ensuring that conversions achieve an appropriate level of highway and sustainable access and safety in accordance with Policy 31; referring to securing connection to the gas network; moving the reference to ecological surveys and the removal of Permitted Development Rights into the policy itself. It is considered that connection to the gas network is covered by Policy 3.

### Policy 20: Conversion of Redundant Rural Buildings to Residential Use

Proposals for the conversion of existing buildings which are located outside settlement boundaries to residential use will be permitted provided that:

1. the building is structurally sound and capable of conversion without the need for significant extension, alteration or rebuilding; and
2. the building is of architectural or historic merit or makes a positive contribution to the character of the landscape, to justify conversion to ensure retention; and
3. the proposal is in keeping with its surroundings; and
4. the design is sympathetic to the character and appearance of the building in terms of architectural detailing and materials of construction; and
5. development leads to an enhancement of the immediate setting of the building.

An ecological survey will be required where species protected under the Wildlife and Countryside Act 1981 are present.

Permitted Development Rights may be removed in order to control future alterations or extensions that may impact upon the landscape and rural character of the area.

#### Justification

- 5.10.5 Paragraph 55 of the NPPF<sup>14</sup> seeks to avoid new inappropriate isolated dwellings in the countryside.
- 5.10.6 The General Permitted Development Order gives Permitted Development Rights for the change of use of an agricultural building to residential use in certain instances. This policy applies to proposals that are not covered by these Permitted Development Rights.
- 5.10.7 Rural buildings such as brick built barns can make a significant contribution to the character of the countryside and so there is a concern that they should not remain vacant, under-used or become derelict, detracting from the visual character and quality of the countryside. This policy therefore makes provision for the conversion and re-use of redundant rural buildings as dwellings. South East Lincolnshire's stock of traditional and historic buildings is a finite resource and so conversions provide the opportunity to retain and enhance the architectural quality and character of the building and its setting. In the case of designated and non-designated heritage assets, the proposal should be considered in accordance with Policy 26.
- 5.10.8 However, not all buildings in the countryside are suitable for conversion as they may be of insubstantial construction, of poor design or not in keeping with their surroundings. Buildings to be converted should be structurally sound and proposals which require significant extension, alteration or rebuilding will be not acceptable. Structural surveys may be required

in order to demonstrate that a building is structurally sound. Developments which would involve rebuilding, rather than conversion, will be regarded as new dwellings in the countryside and will not be permitted. Proposals will be required to be sympathetic to the character and appearance of the building in terms of architectural detailing and materials of construction in order to conserve its interest. They should also seek to optimise the potential to enhance the character and quality of the site. In terms of highways connection, proposals should aim to achieve an appropriate level of access and safety.

5.10.9 If there is an essential and proven need for an existing building to be converted to residential use in the countryside to accommodate a rural worker, a planning condition or legal agreement restricting occupancy to this purpose may be required to ensure it remains for the purpose of which it was converted (see Policy 21).

5.10.10 Many rural buildings can be habitats for a variety of wildlife including bats and barn owls. These species are sensitive to disturbance and therefore at risk from building works. They are also protected under the 1981 Wildlife and Countryside Act. An ecological survey will also be required where such species are present. The survey should identify the species present, identify any impacts and consider avoidance, mitigation, and benefits that can be achieved through conversion.

### Monitoring

Number of new dwellings completed by converting redundant rural buildings to residential use

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## 5.11 Agricultural, Forestry and other Rural Workers Dwellings

### Options considered

5.11.1 Two options have been considered during preparation of this policy:

- Option a)** to produce a policy approach that takes into account local circumstances including need and occupancy and promotes the appropriate development of rural workers dwellings in the countryside where there is an identified need; or
- Option b)** to rely on national policy to guide the location, nature and extent of development within the countryside.

5.11.2 It was decided to proceed with Option a) to better assist the development management process. This is particularly important given that South East Lincolnshire is a predominantly rural area with a strong focus on the agricultural sector.

5.11.3 The Sustainability Appraisal found that the impact of this policy would depend upon implementation - particularly due to the lack of certainty as to where new rural workers dwellings will be located – and associated mitigation delivered through other policies in the Local Plan in relation to transport, services and community facilities, the natural environment and flood-risk. However, it highlighted the potential positive benefits of this policy against multiple sustainability objectives. For example, it will ensure that an identified need for rural workers accommodation can be met, but also has the ability to potentially address wider housing needs in the long term if there is no longer a need for a rural workers dwelling in that location. It will also enable rural workers to remain living within rural communities, thereby retaining their social links. Additionally, the Sustainability Appraisal considered that the policy

will have positive effects for the economy by aiding the efficient and effective operation of agricultural businesses by helping retain people of working age within rural communities. It is also likely to direct development away from the most sensitive landscape areas and designated areas and may even help secure landscape improvements in some instances.

5.11.4 In order to generate more positive impacts it suggested that the policy could be improved by: ensuring that conversions achieve an appropriate level of highway and sustainable access and safety in accordance with Policy 30; making reference to the Policy 26 to ensure adequate mitigation to the historic environment where necessary; and moving the reference to the removal of Permitted Development Rights into the policy itself. Reference to connection to the gas network is covered by Policy 3, and so has not been included.

## Policy 21: Agricultural, Forestry and other Rural Workers Dwellings

### Permanent Rural Workers' Dwellings

Proposals for new permanent agricultural, forestry and other rural workers' dwellings outside settlement boundaries will be permitted provided that:

1. the nature and demands of the work concerned means that there is an essential existing functional need for a worker to live at, or very close to, the site of their work; and
2. the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part time requirement; and
3. the agricultural activity concerned is established, has been profitable for at least one year, is currently financially sound, and has a clear prospect of remaining so; and
4. the functional need cannot be met by an existing dwelling on the unit or by other existing accommodation in the area; and
5. the proposed dwelling is of an appropriate design, size and scale commensurate with the established functional requirement and reflective of the income it can sustain in the long term.

Planning permission will be granted subject to a planning condition protecting its continued use by agricultural, forestry and other rural workers.

Permitted Development Rights may be removed in order to ensure that a dwelling is not subsequently extended to a size which exceeds its functional requirement.

### Removal of Occupancy Conditions

Removal of an agricultural occupancy condition will only be permitted if it can be demonstrated that:

6. there is no longer a current or potential future need for the dwelling in relation to the enterprise within wider area; and
7. the dwelling has been suitably marketed for sale and/or rent for at least twelve months at a price that reflects the occupancy condition.

### Justification

#### Permanent Rural Workers' Dwellings

5.11.5 Paragraph 55 of the NPPF<sup>14</sup> states that new isolated homes in the countryside should be avoided, unless there are 'special circumstances such as: ... the essential need for a rural worker to live permanently at or near their place of work in the countryside'.

- 5.11.6 The need for a permanent dwelling for a rural worker to live on, or very close to, their site of their work will be subject to a functional test. Such a requirement might arise, for example, if workers are needed to be on hand day and night:
- a) in case animals or agricultural processes require essential care at short notice; or
  - b) to deal quickly with emergencies that could otherwise cause serious loss of crops or products, for example, by frost damage or the failure of automatic systems.
- 5.11.7 The protection of livestock from theft or injury by intruders may contribute on animal welfare grounds to the need for a new workers dwelling, although it will not by itself be sufficient to justify one. Requirements arising from food processing, as opposed to agriculture, cannot be used to justify a workers dwelling, nor can agricultural needs justify the provision of isolated new dwellings as retirement homes for farmers.
- 5.11.8 As well as demonstrating a functional need, an applicant must demonstrate that the enterprise to which the functional need relates is economically viable. This means that a financial test will be required. It will need to be demonstrated that the enterprise concerned has been established for at least three years, has been profitable for at least one of those three years and that it is currently financially sound with a clear prospect of remaining so. New permanent accommodation cannot be justified on agricultural grounds unless the enterprise to which the application relates is economically viable.
- 5.11.9 The applicant will also be expected to show that the need for a rural workers' dwelling could not be met by another dwelling on the unit or any other accommodation in the area which is suitable and available. Redundant rural buildings of architectural or historic merit that are worthy of retention should be converted to rural workers' housing in preference to constructing new dwellings. In the case of designated and non-designated heritage assets, the proposal should be considered in accordance with Policy 26.
- 5.11.10 Rural workers' dwellings should be of a size commensurate with the established functional requirement. In determining the size of dwelling that is appropriate to a particular enterprise, the Local Planning Authorities will have regard to the requirements of the enterprise, rather than those of the owner or occupier. Dwellings that are unusually large in relation to the business needs of the unit, or unusually expensive to construct in relation to the income the unit can sustain in the long-term will not be permitted.
- 5.11.11 New permanent dwellings should be sited so that the worker is conveniently located to undertake the activities required to meet the established functional need. Such dwellings should be well-related to existing buildings where these exist on or adjacent to the unit for which the functional need has been established. All proposals should seek to enhance the character and quality of the site. The design of proposals, in terms of scale and architectural detailing, materials of construction and landscaping (all of which should be of a high standard) must not detract from the character of the area. In terms of highway connection, proposals should aim to achieve an appropriate level of access and safety.
- 5.11.12 Permitted Development Rights may be removed in order to ensure that a dwelling is not subsequently extended to a size which exceeds its functional requirement. This will ensure not only that any development carried out at a later date does not have a significant adverse

effect upon the rural character of the area but also that the dwelling is more likely to remain affordable on a rural workers' income should the circumstances of the particular enterprise change.

### Occupancy Conditions

- 5.11.13 The continued use of rural workers' dwellings will be protected by planning condition and such conditions will not be removed while there is a need for such dwellings in the locality. Where there is still a need, the re-use of existing dwellings with agricultural occupancy conditions will prevent the proliferation of dwellings in the countryside, thereby helping to protect the character and appearance of the area from harm.
- 5.11.14 Applications seeking the removal of agricultural occupancy conditions will be required to demonstrate that the condition is redundant and can no longer be justified. Genuine attempts must be made to sell the property to persons who could satisfy the occupancy condition - it must be shown that there is no possibility of the dwelling being required to house a rural worker in the future either on the site itself or within the wider area. The Local Planning Authorities will require the applicant to supply:
- a) Details of the disposal(s) of the agricultural land/unit(s), which has removed the original or subsequent need for the dwelling and/or a statement from an independent consultant, indicating that there are valid reasons why the original or subsequent agricultural need for the dwelling is now redundant; and
  - b) Details of the scope of the advertisement for sale and/or rent and the price requested. Advertisements for sale shall be made in an appropriate publication, including in related agricultural publications (such as 'The Grower' or 'Farmers Weekly') for at least 12 months, at a price which reflects the occupancy condition. As a guide, it is normally expected that such dwellings will be marketed at around 30% below open market value.
- 5.11.15 If no need is demonstrated, and the price is deemed to be realistic, the condition may be removed.

### Monitoring

Number of new dwellings completed to meet an identified rural need

Number of agricultural occupancy conditions removed

## 6. Vibrant Town Centres and Accessible Shops and Services

- 6.0.1 The NPPF<sup>14</sup> recognises that town centre environments are at the heart of communities and are the preferred location for retailing and other ‘main town centre uses’, such as offices, leisure and cultural facilities. The town centres within the Local Plan area are key drivers of the local economy, and also help foster civic pride, promote local identity and contribute towards the aims of sustainable development.
- 6.0.2 In general, South East Lincolnshire is well-provided with shopping facilities; the quantity and quality, in terms of accessibility and the range of retailers and retail formats is broadly appropriate to meet the needs of local people. It has a healthy market share of convenience goods expenditure and a reasonable share of comparison goods expenditure, although variations occur across the Local Plan area depending upon location and goods type. Residents have a fairly high level of satisfaction with current provision, but leakage exists from peripheral areas, particularly in the south and east<sup>30</sup>.
- 6.0.3 The main retail concentration is in Boston and Spalding town centres; leisure, entertainment, personal and professional businesses are also found there. The town centres of Crowland, Donington, Holbeach, Kirton, Long Sutton and Sutton Bridge play important supporting roles for everyday convenience shopping and provide other local services such as banks, takeaways and pubs, and community facilities. Their weekly and specialist markets also continue to generate significant footfall and expenditure for local businesses.
- 6.0.4 Elsewhere, local ‘corner’ and village shops sometimes clustered with other local services, such as a petrol station or within a neighbourhood parade are particularly important for residents in areas relatively remote from town centres and for those without access to a car.
- 6.0.5 But the retail sector is constantly evolving; town centres are re-inventing themselves to compete and survive in the current economic climate. South East Lincolnshire must be able to respond appropriately; competitive town centre environments that provide consumer choice and a diverse retail offer will be promoted to ensure vitality and viability over the Local Plan period.

### Key Issues

- 6.0.6 The South East Lincolnshire Town Centres and Retail Capacity Study, 2013 (the Retail Study)<sup>30</sup> and the Retail Monitoring Paper<sup>31</sup> have updated the earlier evidence for the Preferred Options report<sup>1</sup>, and responses to it. The issues identified that the Local Plan must help address include:
- defining the boundaries of the Town Centres, Local and District Centres and their Primary Shopping Areas;
  - the thresholds for requiring impact assessments for town centre uses outside of existing centres;
  - the extent and function of primary frontages within the town centres;
  - how best to manage the proportion of non-A1 shopping uses within the town centres carefully;
  - how best to promote additional convenience and comparison floor space in Boston and Spalding Town Centres.

## 6.1 The Retail Hierarchy

### Options considered

- 6.1.1 The Preferred Options report<sup>1</sup> defined an overall approach to town centre uses, as well as a network and hierarchy of centres. It focussed retail development in larger settlements in accordance with the preferred spatial strategy. This remains reasonable; there is no evidence to suggest that a settlement is under-performing in retail terms relative to its position in the spatial strategy.
- 6.1.2 No options relating to Town Centre and Primary Shopping Area boundaries have previously been considered. Two reasonable options have been identified:
- Option a)** identify boundaries in accordance with the Retail Study<sup>30</sup>; or
  - Option b)** identify boundaries in accordance with the Retail Study<sup>30</sup> and other up-to-date evidence, such as annual monitoring undertaken by each Local Planning Authority.
- 6.1.3 Taking account of the above, Option b) has been selected as the preferred option reflected in Policy 22 below. It recognises the current position in each centre and will ensure that the town centres are capable of meeting the needs of other main town centre uses over the Local Plan period.
- 6.1.4 In terms of retail impact assessment thresholds, two options were considered in developing this policy:
- Option a)** reflect national policy on sequential and impact tests; or
  - Option b)** as option a), but set a local threshold for impact tests for additional new floor space of 500sqm gross for Boston town and 250sqm gross for Spalding and the District and Local Centres<sup>30</sup>.
- 6.1.5 Option b) differs to that proposed by the Preferred Options report; more recent evidence indicated that the previously proposed threshold of 2500sqm for Boston and Spalding Town Centres and 500sqm for the other centres could make each settlement vulnerable to potential challenges over the Local Plan period. Option b) is therefore the preferred approach as it recognises the subtleties of the South East Lincolnshire market, takes account of representations made to the Preferred Options report<sup>1</sup>, better reflects the existing level of retailing in these centres and would help maintain change and their current levels of health. It also reflects the national policy position for sequential test requirements.
- 6.1.6 The Sustainability Appraisal found that that the impact of this policy would depend upon implementation and the positive use of detailed design principles such as design, layout, scale and massing of development. However it highlighted the positive benefits of promoting the majority of new town centres uses in town centres where accessibility by sustainable transport is, or can be, enhanced.
- 6.1.7 In order to achieve the very positive potential effects identified against multiple sustainability objectives, it recognised that reference to the cycle network would be required and that new town centre uses should be located and designed in such a way as to promote suitable access to the highway. Provision of adequate refuse and waste recycling facilities would also

strengthen the quality of town centres. It also highlighted the need to avoid adverse impacts on natural, built and historic assets, but these are better addressed by Policies 3, 25, 26 and 29.

## Policy 22: The Retail Hierarchy

Retail and other main town centre uses should be located in accordance with the following hierarchy, as defined on the Policies Map:

### A. Sub-Regional Centres

The town centres of Boston and Spalding will be the locational focus for the development of town centre uses; planning permission will be granted for retail, food and drink outlets, financial and professional services and other leisure and tourist related uses (Use Classes A1-A5, B1, D1 and D2) and appropriate residential development.

### B. District and Local Centres

In the District Centre of Holbeach and the Local Centres of Donington, Long Sutton, Crowland, Sutton Bridge and Kirton, new main town centre uses will be permitted where it does not, on its own or cumulatively with other developments, significantly harm the vitality or viability of the centre itself, or any other centre within the hierarchy, particularly with regard to their role for food shopping.

Subject to Permitted Development Rights, new development within these centres will be expected to:

1. be of a high standard of design;
2. be of an appropriate scale taking into account the role of the centre;
3. be physically integrated with the rest of the centre;
4. have good pedestrian and cycle links with the rest of the centre;
5. generate a reasonable level of footfall and be of general public service;
6. maintain an appropriate balance of uses and not harmfully dominate the street-scene;
7. achieve an acceptable level of amenity, including provision of refuse and recycling facilities;
8. achieve an acceptable level of highway access and safety; and
9. in the case of Boston town and Spalding Town Centres achieve an appropriate mix of uses within each Primary Shopping Frontage.

### New Local Centres

In areas of strategic housing growth, provision will be made for new Local Centres, in accordance with the criteria set out above, to provide for local food shopping (up to 500sqm net) and additional small shops, community facilities, and other local services to meet future residents day-to-day needs.

### Local Shops and Services

Individual local shops and services and small neighbourhood clusters of them within a settlement boundary, which meet the day-to day needs of nearby residents will be protected and promoted. Wherever possible new main town centre uses should be located in close proximity to each other, unless serving very local catchments, for example corner shops.

### Out of centre development

Proposals for main town centre uses outside a town centre boundary will be supported where it can be demonstrated that:

1. there are no sequentially preferable sites that are suitable, viable and available within a town centre;
2. there will be no significant adverse impact on the vitality and/or viability of existing centres, when considered cumulatively with other developments including existing, committed or planned investment;
3. the site is accessible by modes of transport other than the private car;
4. the proposal achieves an acceptable level of amenity; and
5. the proposal achieves an acceptable level of highway safety.

### Retail Impact Assessment

A retail impact assessment will be required for new or additional retail, leisure and office floor space:

1. of 500sqm or more (gross) outside Boston town Primary Shopping Area;
2. of 250sqm or more (gross) outside the Primary Shopping Areas of Spalding and the District and Local Centres;

Planning permission for the sale of goods in the countryside will be granted provided that it is for sales from farms and nurseries of produce and/or craft goods that are produced on the farm or in the locality, in accordance with Policy 10.

Conditions restricting the range of goods sold, the sub-division of units, or internal alterations that would increase floor space may be applied to protect the vitality and viability of centres.

### Justification

- 6.1.8 Providing a strategic framework for retailing is important to improve the overall performance of South East Lincolnshire's economy and residents' quality of life. National policy advocates the need to develop a hierarchy of centres that is resilient to anticipated future economic changes, with each performing a role appropriate to meet the needs of its catchment area. This policy goes further; the retail hierarchy also reflects the position of that settlement in the spatial strategy (see Policy 2).

### Town Centre and Primary Shopping Area boundaries

- 6.1.9 The town centre boundaries are where the majority of retail development and other main town centre uses are concentrated, and where additional provision should go over the Local Plan period, to ensure that their role in providing a range of local shops and services is safeguarded and enhanced. Boston and Spalding Town Centres will be the focus for the majority of new main town centre uses over the Local Plan period, particularly for comparison goods floor space (see Policy 24). In the other town centres, main town centre uses will be permitted subject to the requirements of this policy being met, and so long as the level of new development is of a scale and intensity appropriate to its location, and will not undermine that centre's position in the hierarchy or the role of any other centre identified.
- 6.1.10 Identified on the Policies Map, the boundaries for each town centre reflect their current use and function, and take into account any known opportunities for change of use, re-

development or more efficient use of land. Evidence<sup>30</sup> has led to some boundaries being extended to accommodate areas which perform a retail function and contain main town centre uses, such as Westlode Street, Spalding and Fydell Crescent, Boston. Their inclusion is unlikely to dilute the concentration of retailing, as its focus will remain the Primary Shopping Area. Some small areas have been excluded where the focus has moved away from town centre uses to residential use.

- 6.1.11 Within each town centre boundary is a defined Primary Shopping Area where a concentration of retail uses will be promoted over the Local Plan period. Clearly defined boundaries will provide clarity for applicants about the policy status of different sites - it is the Primary Shopping Area boundary to which the sequential test applies for retail uses, and the Town Centre boundary for all other town centre uses. The definition of each, including edge of centre is set out in national policy. Within each Primary Shopping Area are defined Primary Shopping Frontages where a high proportion of A1 retail units are concentrated (the requirements for units within these frontages are set out in Policy 24).
- 6.1.12 Three new Local Centres will be provided over the Local Plan period in the strategic urban extensions such as at Holland Park, Spalding. This policy makes provision at these locations for a small scale food store (up to 500sqm) and a range of other local shops and services to meet everyday needs. Further guidance will be set out in respective master plans for each new neighbourhood, to be agreed with the Local Planning Authorities.
- 6.1.13 Communities in settlements without a town centre are reliant on local shops and other facilities, such as pubs to meet their day to-day needs. Where a proposal would result in the loss of the only remaining type of facility in a settlement, justification will be required, including evidence of marketing for a similar use for a reasonable period of time. The loss of community facilities is considered by Policy 30.

#### Sequential Test and Retail Impact Assessment

- 6.1.14 All the town centres are relatively healthy in retail terms<sup>30</sup>, but are, to varying degrees susceptible to potential challenges which may occur over the Local Plan period. Main town centre uses should be within existing centres - where development is proposed elsewhere, it is important that their impact on the vitality and viability of town centres can be understood.
- 6.1.15 In line with national policy<sup>14</sup>, proposals for main town centre uses, outside town centres, should first be assessed against the sequential test set out in this policy. It will identify development that cannot be located in town centres, and then for retail, leisure or office developments would then be subject to an impact assessment. The NPPF<sup>14</sup> sets a default threshold of 2500sqm above which proposals for main town centre uses outside of centres must be accompanied by an impact assessment. Scope is given to set a local threshold(s), if considered appropriate.
- 6.1.16 An examination of unit size data (including vacancies) in the Primary Shopping Areas, elsewhere within the Town Centres, and new floor space developed in the last ten years indicates that an appropriate local impact threshold for development outside the town centre of Boston should be 500sqm (gross) and for Spalding and the other town centres 250sqm (gross)<sup>30</sup>. This is the level above which a significant adverse impact on these centres, when taken individually and cumulatively with other developments is a strong possibility. Matters to be considered are set out in national policy<sup>14, 15</sup>.

## Monitoring

Total amount of floor space for town centre uses

Amount of retail floor space and vacancy rates in the town centre and district and local centres

Amount of floor space completed for town centre uses by type, by centre and for the Local Plan area as a whole

## 6.2 Primary Shopping Frontages

### Options considered

6.2.1 No options relating to shopping frontages have previously been considered. Two reasonable options have been identified relating to the boundaries:

**Option a)** rely on 2015 Use Classes Amendment Order (Permitted Development Rights) and national policy; or

**Option b)** identify primary frontages in Boston and Spalding Town Centres, in accordance with the Retail Study<sup>30</sup>, and other up-to-date evidence identified through annual monitoring for units above the thresholds identified in Permitted Development Rights.

6.2.2 Taking account of the above, Option b) has been selected as the preferred option reflected in Policy 23 below. It recognises the current local position in each centre and the provisions in the Permitted Development Rights, but will ensure that larger units (over 150sqm or more for Use Classes A2-A5 and B1 and 500sqm or more for Use Class D2) are capable of meeting the needs of retail uses over the Local Plan period. This would result in the primary frontage in Spalding extending south along Market Place, and in Boston town along Pescod Square. It would also mean that there would be no frontages in the District or Local Centres.

6.2.3 Evidence<sup>30</sup> produced in 2013 identified secondary frontages but this pre-dates more recent changes to Permitted Development Rights. Most of the units within these areas fall under the threshold identified above so a frontage in these areas would have little scope to influence the type of uses in those areas. Secondary frontages have therefore not been identified.

6.2.4 In terms of the policy operation, two options were considered in developing this policy:

**Option a)** set a percentage of non-A1 uses that would be allowed along any one primary frontage within larger units; or

**Option b)** allow non-A1 uses except where the number or coalescence of such uses, within larger units, would undermine the retail function or harm the vitality and viability of the Primary Shopping Areas.

6.2.5 Option b) is the preferred option; it allows greater flexibility for a more diverse set of uses, but only where it remains complementary to the retail offer in primary frontages, and to those units that are subject to Permitted Development Rights. This goes more to the heart of the intentions of the policy, maintaining the primary retail function of larger units within a Primary Frontage, whilst recognising that non-A1 uses may have certain characteristics that would contribute to the vitality and viability of the frontage.

6.2.6 The Sustainability Appraisal found that this policy would achieve very positive effects against economic sustainability objectives; focussing new retail development within the hub of the Primary Shopping Areas will enhance the retail offer available to residents and visitors, and

have a knock-on effect for other businesses within the town centres by generating additional footfall and expenditure. New jobs may also be secured, while re-use may encourage existing businesses to expand or re-locate, or lead to new retailers establishing in the Local Plan area. This approach also has direct positive impacts for social and environmental objectives; locating new retail uses within the Sub-Regional Centres where sustainable and public transport opportunities are greatest may also reduce car use and enhance accessibility for those without access to a car. This could also reduce congestion and car miles with associated benefits for the environment and health and well-being.

### Policy 23: Primary Shopping Frontages

The Primary Shopping Frontages of Boston and Spalding, as designated on the Policies Map, are where the majority of A1 retail uses will be focussed over the Local Plan period.

Unless Permitted Development Rights (or any successor) indicate otherwise, ground floor A1 units in the Primary Shopping Frontages should be retained predominantly for retail use. Proposals that would involve the loss, by change of use or re-development, at ground floor level, which are in accordance with Policy 22, will be supported provided that:

1. it makes a positive contribution to the vitality and viability of the Primary Shopping Area;
2. it would not result in non-A1 retail uses within larger units being grouped together in such a way that it undermines the retail role of the frontage;
3. it would not result in a loss of A1 retail floor space or frontage of a scale harmful to the shopping function of the area;
4. it would positively restore and/or enhance the character and appearance of the unit; and
5. it would allow upper floors to be effectively used, including the possibility of independent use, where appropriate.

#### Justification

6.2.7 Boston and Spalding's Primary Shopping Areas perform well and have good vitality and viability. However, like many others across the UK, they are losing market share to out-of-centre development and the internet. Additionally, non-shopping uses are playing a much greater role in modern town centres; shopping is becoming more of a leisure pursuit, with the growth of coffee shops, cafes and restaurants in high streets, alongside traditional shopping destinations.

6.2.8 Evidence shows<sup>30</sup> that for a Primary Shopping Area to operate successfully, it is necessary for shops (in Use Class A1) to group together in order to enable shoppers to make comparisons. Primary Shopping Areas are particularly sensitive to breaks in the A1 frontage; clustering of non-A1 shopping uses, such as banks, cafes and takeaways, particularly units of a large scale or lengthy unit frontage, can reduce the attractiveness of a Primary Shopping Area and can create 'dead frontages', having a knock-on impact on footfall and expenditure.

6.2.9 However, under Permitted Development Rights, buildings in Use Classes A1-A5, B1, D1 and D2 use will be able to change to a number of alternative Use Classes (A1, A2, A3 and B1) for a single continuous period of up to two years without requiring planning permission. Such permitted development is subject to certain conditions and is temporary in nature.

6.2.10 Further Permitted Development Rights allow change of use of generally smaller units in specific Use Classes to alternative uses. These are detailed, but importantly for this policy

include A1/A2 units of up to 150m<sup>2</sup> to change to A3 Use, and A1/A2 units of up to 500sqm to D2 uses as part of the Prior Approval Process. But, there will remain instances where the change of use of a ground floor unit does not constitute permitted development and would require the granting of planning permission.

- 6.2.11 The identified Primary Shopping Frontages will help promote the vitality and viability of Boston and Spalding Primary Shopping Areas, ensuring that A1 Uses in larger units are maintained and allowed maximum opportunity to develop. But achieving an appropriate balance is important; this policy aims to ensure that a suitable proportion of non-A1 Uses can be achieved as part of a vibrant and viable frontage.
- 6.2.12 Appropriate non-A1 uses will be supported where it remains subsidiary to the retail offer; a significant break in the frontage will be considered to have occurred where uses would, individually or cumulatively, change the perceived A1 function of that part of the frontage away from one associated primarily with shopping. For the purposes of calculating the proportion of retail in any given Primary Shopping Frontage, any building operating under a permitted temporary 'flexible use' at the time of assessment will be considered on the basis of the Use Class it had prior to the temporary use change (in accordance with Use Class D2 (d) of the GPDO amendment). For example, a retail shop (A1) which has temporarily changed its use to a cafe (A3) under the new Permitted Development Rights would still be considered as an A1 unit for the purposes of determining the overall percentage of retailing (A1). The impact of any break will be assessed having regard to its extent, location and potential impact on shopper footfall at that location or in other parts of the centre.

### Monitoring

Total amount of floor space for town centre uses

Amount of retail floor space and vacancy rates in the town centre and district and local centres

Amount of floor space completed for town centre uses by type, by centre and for the Local Plan area as a whole

## 6.3 Additional Retail Provision

### Options considered

- 6.3.1 Only one reasonable option was considered in developing this policy; to identify additional comparison and convenience floor space requirements in accordance with the Retail Study<sup>30</sup>.
- 6.3.2 This approach differs to that proposed by the Preferred Options report<sup>1</sup>; more recent evidence<sup>30</sup> has provided a more up-to-date floor space requirement in the short and long term, based on more recent trading density data and the current position in each centre. Therefore, this option will ensure that the Local Plan area is capable of meeting the floor space requirements over the Local Plan period and is reflected in Policy 24 below.
- 6.3.3 The Sustainability Appraisal found that this policy would generate many positive economic benefits; providing for economic growth, creating opportunities for employment within the construction and operation of new development, and by promoting the vitality of town centres which can lead to additional footfall and associated expenditure for existing businesses. It recognised that this could stimulate social benefits in terms of more disposable income available for employees which could help reduce deprivation, while new development in itself can lead to environmental enhancements of the town centres.

Reference to the design requirements for new retail floor space was considered to strengthen the positive impacts of this policy but this is covered by Policy 29.

## Policy 24: Additional Retail Provision

### A. Comparison Goods floor space

Up to 28,104 sqm (net) of additional comparison floor space is expected to be needed within Boston and Spalding Town Centres by 2031. All new provision should be consistent with each centre's scale, function and physical capacity to integrate extensions.

### B. Convenience goods floor space

There is no quantitative need for additional convenience retail floor space in the area before 2021. There is expected to be a quantitative need for an additional 3,496 sqm (net) floor space between 2021 and 2031. Such provision should be provided as small-scale units of up to 500 sqm (net) floor space either to meet the provision within a new Local Centre to serve strategic urban extensions or within underserved areas. Extensions which would take existing shops in these centres up to these sizes to improve their viability will be permitted.

### C. Other Local Shops and Town Centres Uses

Proposed new individual local shops, leisure uses and services and small neighbourhood clusters of them which meet the day-to-day needs of nearby residents without the need to use a car will be limited to a maximum of 100 sqm (net) floor space, unless a qualitative need to remedy a geographical deficiency in the distribution of food shopping can be demonstrated, in which case units up to 500 sqm (net) floor space will be permitted. Extensions which would take existing local shops up to these sizes to improve their viability will be permitted, subject to the same demonstration of geographical deficiency for proposals over 100 sqm.

### Justification

- 6.3.4 The need to identify and plan for further retail provision within the retail hierarchy is fundamental to delivering the Local Plan's priorities for sustainable growth. Table 5 identifies capacity for additional comparison (items not purchased on a frequent basis e.g. clothing, electrical goods) and convenience (food and other everyday essential items) retail floor space (net) for Boston town and Spalding over the Local Plan period (based on trading density)<sup>30</sup>. No additional retail floor space is required in the District and Local Centres over that period<sup>30</sup>.

Sub-Regional Centre	Convenience sqm (net)		Comparison sqm (net)
	2021	2031	2031
Boston town	131	1,079	17,294
Spalding	895	2,286	10,810

Table 5: Sub-Regional Centres Convenience and Comparison Goods Floor space Requirements to 2031

- 6.3.5 Important to the ongoing vitality, viability and competitiveness of both town centres is that they remain the focal point for new comparison floor space over the Local Plan period. It is forecast that up to 2016 the level of comparison floor space is about right; any small need should be accommodated through the organic growth of each Primary Shopping Area, such as through extensions to existing shops. Longer-range forecasts indicate a need for a further 28,104 sqm (net) of comparison floor space in the Local Plan area between 2016 and 2031<sup>30</sup>.
- 6.3.6 In respect of convenience retailing, provision in South East Lincolnshire is sufficient to meet needs up to 2021, after taking into account commitments and anticipated organic growth.

Between 2021 and 2031, there is forecast to be a need in the Local Plan area for about an additional 3,365 sqm (net). This increase should be taken up by small-scale proposals (such as shop extensions), through small supermarkets or convenience stores of up to 500sqm (net), to meet underserved areas or to anchor new Local Centres within a new neighbourhood (see paragraph 6.1.12)<sup>30</sup>.

6.3.7 High quality design of new retail floor space is essential to promoting sustainable development, and enhancing the character, appearance and attractiveness of town centres and the townscape overall. Provision of new floor space should also be consistent with the detailed requirements of Policies 22 and 23. Appropriate provision of cycle and vehicle parking and delivery access should be in accordance with Policy 32.

6.3.8 Longer term retail forecasts are acknowledged as being unreliable, particularly in a recovering economic market. Annual monitoring updates to inform a review of the Retail Study<sup>30</sup> will help determine the details of additional capacity required for the latter stages of the Local Plan period. A partial plan review will be undertaken, to help address issues identified.

### Monitoring

Amount of floor space completed for town centre uses by type, by centre and for the Local Plan area

## 7. A Distinctive, Greener, Cleaner, Healthier Environment

- 7.0.1 The NPPF<sup>14</sup> seeks to balance the protection and development of land. Natural and historic built environments should be protected from development, or if development is necessary it should seek to protect their important aspects and to make the best use of it. As a result it attaches great importance to design. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 7.0.2 Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the community facilities they provide, as well as the integration of new development into the natural, built and historic environment. The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities and as such should seek to protect existing or provide new built or open space facilities.
- 7.0.3 Planning plays a key role in helping shape places to secure reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.
- 7.0.4 In preparing plans to meet development needs, the aim should be to minimise all forms of pollution on the local and natural environment and where necessary remediate existing contamination. Plans should allocate land with the least environmental or amenity value, where consistent with other policies in the Local Plan.
- 7.0.5 These aims are supported by the Local Authorities Corporate Plans and other Strategies.

### Key Issues

- 7.0.6 The following key issues have emerged from the NPPF<sup>14</sup>, the evidence base assembled for previous work on the Preferred Options report<sup>1</sup> and the public responses to it, and subsequent evidence developed to inform the Local Plan. They require a policy response on:
- the need to identify an approach to the natural environment in its broadest sense, including the need to protect and, where possible, enhance biodiversity, geodiversity and green infrastructure and the need to minimise the harmful effects of pollution on the environment in general;
  - the need to identify an approach to conserve the historic environment and, where possible, secure its enhancement;
  - the need to identify a positive approach to addressing issues arising from climate change, including the generation of renewable and low carbon energy;
  - the need to determine an approach to the design of new development;
  - the need to ensure that all sections of the community have access to high quality open space and opportunities for sport and recreation;

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

## 7.1 The Natural Environment

### Options considered

7.1.1 The Preferred Options report<sup>1</sup> considered two options:

- Option a)** to rely on national guidance in the NPPF<sup>14</sup>; or
- Option b)** to produce a local policy approach that seeks to protect and, where possible, enhance the natural environment.

7.1.2 Option b) was chosen as the preferred approach; it would produce a policy that would provide a local flavour to the NPPF context<sup>14</sup>. This remains a reasonable approach as there is no evidence to suggest that South East Lincolnshire's natural environment can be better protected and enhanced through reliance on national policy alone.

7.1.3 In order to achieve the very positive potential effects identified against multiple sustainability objectives, the Sustainability Appraisal recognised that this policy should maximise opportunities for the creation, restoration, enhancement and connection of natural habitats and species of principal importance, and their ability to help wildlife adapt to climate change. Provision for new development to contribute towards UK<sup>31</sup> and Lincolnshire Biodiversity Action Plan<sup>32</sup> habitats and species in the Local Plan area was also identified.

7.1.4 It also recommended that reference be made to the protection of public rights of way and commuting routes through a site (where appropriate) to enhance ecological benefits. Recognition of the ability of new development to promote the educational, recreational and/or tourism potential of sites of nature conservation value through sensitive management, enhancement, community involvement and interpretation would be beneficial.

### Policy 25: The Natural Environment

A high quality, comprehensive network of inter-connected designated sites, sites of nature conservation importance and wildlife friendly greenspace will be achieved by:

A. Protection, enhancement and management of natural assets which include:

1. internationally-designated sites, on land or sea: development proposals that would cause significant harm to these assets will not be permitted, unless the harm can be mitigated or, as a last resort, compensated for;
2. nationally or locally designated sites or protected or priority habitats and species: development proposals that would cause a direct or indirect adverse effect to these assets will not be permitted unless:
  - i. there are no alternative sites that would cause less or no harm;
  - ii. the benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats; and

iii. suitable prevention, mitigation and compensation measures are provided.

B. Addressing gaps in the network by ensuring that all development proposals shall provide an overall net gain in biodiversity, where possible by:

1. protecting the biodiversity value of land and buildings and minimising the fragmentation of habitats;
2. maximising the opportunities for restoration, enhancement and connection of natural habitats and species of principal importance;
3. incorporating beneficial biodiversity conservation features on buildings, where appropriate; and maximising opportunities to enhance green infrastructure and ecological networks, including water networks;
4. conserving or enhancing biodiversity or geodiversity conservation features that will provide new habitat and help wildlife to adapt to climate change.

### Justification

7.1.5 There are a number of protected sites/habitats within, and surrounding, South East Lincolnshire.

Site Designation	Number
Ramsar	4
Special Area of Conservation (SAC)	7
Special Protection Area (SPA)	3
Site of Special Scientific Importance (SSSI)	48
National Nature Reserve (NNR)	5
Local Nature Reserve (LNR)	3
RSPB managed/owned site	2
Local Wildlife Sites within SE Lincolnshire	73

Table 6: Nature Conservation Sites within and within 15km of the Local Plan area boundary

7.1.6 Internationally designated sites are:

- Ramsar sites which have been designated under the Ramsar convention as wetlands of international importance;
- Special Areas of Conservation (SAC) have been given special protection under the European Union's Habitats Directive. SACs provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity;
- A Special Protection Area (SPA) is an area of land, water or sea which has been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within the European Union. SPAs are European designated sites, classified under the European Wild Birds Directive which affords them enhanced protection.

7.1.7 These sites are found inland and in the coastal waters of the Wash. They are the most important designations and must be protected from development in all but the most exceptional circumstances. Examples of impact could be a result of increased water use increasing supply from Rutland Water, increased air pollution or water effluent affecting the Wash, or recreational pressure from increased population on Rutland Water or the Wash.

7.1.8 The Wash is also covered by the East Inshore and East Offshore Marine Plan<sup>16</sup>. It overlaps with the South East Lincolnshire Plan because the Marine Plan extends to the mean high water spring line and the South East Lincolnshire Plan to the mean low water spring line. It will seek to protect the Wash from marine development but it is necessary that the South East Lincolnshire Plan protects it from direct or indirect effects such as air borne or water borne pollution and visitor disturbance. These factors might undermine the conservation characteristics the sites were originally designated for and will be considered in a Habitats Regulation Assessment<sup>3</sup>.

7.1.9 Nationally designated sites are Sites of Special Scientific Interest (SSSI) and National Nature Reserves (NNR). Sites often have more than one national and international designation:

- SSSIs are the country's very best wildlife and geological sites, and include Surfleet Lows and Cowbit Wash in the Local Plan area.
- NNRs, such as The Wash, are a selection of the very best parts of England's SSSIs and are declared by Natural England. It is this underlying designation which gives NNRs their strong legal protection.

7.1.10 Locally designated areas include Local Nature Reserves (LNR), Local Wildlife Sites (LWS), Local Geological Sites (LGS) and Nature Improvement Areas (NIA):

- All district, borough and county councils have powers to acquire, declare and manage LNRs, such as Havenside. To qualify for LNR status, a site must be of importance for wildlife, geology, education or public enjoyment. Some are also nationally important Sites of Special Scientific Interest. LNRs must be controlled by each Council through ownership, lease or agreement with the owner. The main aim must be to care for the natural features which make the site special.
- LWS and LGS are non-statutory areas of local importance for nature conservation that complement nationally and internationally designated geological and wildlife sites. They are designated by the Greater Lincolnshire Nature Partnership.
- Nature Improvement Areas (NIA) have been established to create joined up and resilient ecological networks at a landscape scale. They are run by partnerships of local authorities, local communities and landowners, the private sector and conservation organisations. At present there are not any in South East Lincolnshire.

7.1.11 Planning proposals shall seek to minimise the impact on existing biodiversity and maximise their contribution to improving existing habitats and / or the connections with other habitats including Natural Environment Rural Communities Act Section 41 'Species of Principal Importance'. Improvements to biodiversity can be also achieved on the building, by, for example, the use of bird or bat nest boxes, green roofs or walls, as well as in the landscape.

7.1.12 Within South East Lincolnshire there are a number of environmental projects:

- Two RSPB reserves at Freiston Shore and Frampton Marsh.
- The South Lincolnshire Fenlands Partnership aims to restore and re-create up to 800 ha of Lincolnshire's lost wild fenlands between Bourne and Market Deeping. This includes the Willow Tree Farm Nature Reserve in South Holland.
- The Boston Woods Project seeks to plant an area of 1200 ha with a mixture of woodland and grassland around the west and north of Boston. At present about 40 ha of land has been acquired and planted.

- The Fens Waterways Project seeks to link Lincoln and Ely with an inland waterway. Currently a lock has been constructed to link the tidal section of the River Haven with the Black Sluice navigation. The next stage; linking the Black Sluice navigation with the River Glen, near Guthram Gowt, in South Holland will require improvement of the upper reaches of the existing water course and a new section of water course to be excavated. Another stretch will be required to link the Welland and the Ouse. Although this project is tourist-related it will also help connect habitats.

7.1.13 Protecting, enhancing, buffering and connecting these and other sites together, either within or outside South East Lincolnshire, using improved direct linkages, such as footways or waterways, or new stepping-stone habitats, will help improve biological resilience to climate change. It will also contribute to enhancing the quantity, quality and extent of the priority habitats and species in South East Lincolnshire identified by the UK<sup>31</sup> and the Lincolnshire Biodiversity Action Plans<sup>32</sup> and the Lincolnshire Natural Environment Strategy<sup>33</sup>.

7.1.14 Improvements to the natural environment may not always be undertaken as part of a built development. Sometimes the community decide to provide new habitat(s), such as the Lincolnshire Wildlife Trust at Willow Tree Fen, or the Boston Woods project that provide multiple benefits. In addition to improving biodiversity and resilience to climate change community projects can foster community cohesion, learning opportunities and health and well-being, as well as encouraging more tourists to South East Lincolnshire.

### Monitoring

Number of applications refused owing to their impact on the natural environment

Number of hectares of mitigation where planning permission granted on protected sites

Number of hectares of restoration, enhancement or connection of habitats and ecological networks

Number and type of conservation features incorporated into buildings

## 7.2 The Historic Environment

### Options considered

7.2.1 The Preferred Options report<sup>1</sup> considered that the only option was to produce a policy approach that seeks to conserve and, where possible, enhance the historic environment. This was because the NPPF<sup>14</sup> states that Local Authorities should set out a positive strategy for the historic environment and it is not therefore, reasonable to rely on guidance in the NPPF<sup>14</sup> alone.

7.2.2 In order to achieve the very positive potential effects identified against multiple sustainability objectives, the Sustainability Appraisal recognised that this policy should seek to conserve or enhance heritage assets through:- the use of, and in some cases preparation of, conservation area appraisals and management plans, as well as a Local List, or through proposals that seek to secure the future of 'at risk' assets or those that may become 'at risk' in the future, where the asset can be adequately protected. The contribution enabling development could make to the future conservation of heritage assets and the positive contribution distinctive assets can make to the character and appearance of the area was also highlighted.

7.2.3 It also recommended that the policy refer to the benefits public rights of way can have in providing access to assets, and how new development can promote the educational, recreational and/or tourism potential of the Local Plan area's heritage through sensitive

management, enhancement, community involvement and interpretation. Recognising the opportunities for heritage assets to mitigate and adapt to the effects of climate change was also identified as important when considering adaptation and re-use of historic assets.

## Policy 26: The Historic Environment

To respect the historical legacy, varied character and appearance of South East Lincolnshire's historic environment, development proposals will conserve or enhance the character and appearance of designated and non-designated heritage assets, such as important archaeology, historic buildings, monuments, street patterns, streetscapes, landscapes, river frontages, structures and their settings through high-quality sensitive design.

### A. Listed buildings

1. Development proposals that are considered to harm the fabric, character, appearance or setting of listed buildings or sites of special historic or architectural interest will not be permitted;
2. Proposals to demolish listed buildings will not be permitted, unless in an exceptional case, where a clear and convincing justification will need to be made in line with national policy.

### B. Conservation Areas

3. The demolition of buildings or structures in a Conservation Area will not normally be permitted if the building makes a positive contribution to the character or appearance of a Conservation Area;
4. In exceptional circumstances, demolition of non-listed buildings within Conservation Areas, or adjacent to listed buildings, will be assessed against the contribution to the architectural or historic interest of the area made by each building;
5. Suitable detailed plans for any redevelopment or re-use will need to be submitted as part of any application for demolition.

The Local Planning Authorities will prepare and keep up-to-date Conservation Area Character Appraisals for each Conservation Area, as the basis for determining proposals within or where it would affect the setting of conservation areas.

### C. Heritage assets of local interest

The Local Planning Authorities will promote the conservation or enhancement of heritage assets of local interest by preparing a Local List for Boston Borough and South Holland.

The significance, character and setting of heritage assets of local interest, including those on the Local Lists, will be protected by:

6. using the criteria for designated assets (under A. Listed Buildings) when assessing the demolition of a non-designated heritage asset;
7. requiring alterations and extensions to be based on an accurate understanding of the significance of the asset, the architectural character and detailing of the original building. The structure, features, and materials of the building which contribute to its architectural and historic interest should be retained or restored with appropriate traditional materials and techniques;

8. ensuring that development proposals maintain the visual dominance of St Botolph's Church Boston, other church towers and spires and traditional windmills in the skyline of each settlement;

#### D. Enabling Development

Proposals for enabling development, which would otherwise conflict with national and local planning policies, but which would secure the future conservation of a heritage asset, will be permitted if it secures the long-term future of an asset, and the amount of enabling development is the minimum necessary to secure the future of the asset. The public benefit of securing the future of the asset should significantly outweigh the dis-benefits of not being in accordance with other policies in the Local Plan.

#### Justification

- 7.2.4 Table 7 identifies a number of listed buildings, conservation areas and scheduled monuments in South East Lincolnshire.

Site Designation	Number
Registered Park and Garden	2
Conservation Areas	24
Scheduled Ancient Monuments	45
Listed buildings	1,023

Table 7: Heritage Assets within South East Lincolnshire

- 7.2.5 Development in the conservation areas is important to maintain vitality and to preserve their distinctiveness and history. However, it is very important that new buildings respect the form and character of the location and the reuse of buildings respect the building's character. The Local Planning Authorities will continue to keep under review Conservation Areas in the Local Plan area, such as Fleet Hargate and Wrangle, and where appropriate, designate new areas. Appraisals of Conservation Areas will define the boundaries and analyse the special character and appearance of the area. The Local Planning Authorities will seek to target areas and properties which are identified through Appraisals and influence change in a proactive way, wherever opportunities arise. In some cases where the status of a Conservation Area has become inappropriate or ineffective, designation may be removed. Management plans, such as for Holbeach Conservation Area, may be used to help guide the future of a Conservation Area, particularly in areas experiencing development pressure.

- 7.2.6 As Table 8 shows there are an above average proportion of Conservation Areas and Listed Buildings 'at risk' in South East Lincolnshire.

	Boston Borough	South Holland District
	Number	
Registered Parks and Gardens	0	0
Conservation Areas	2	2
Scheduled Ancient Monuments	1	4
Grade I and Grade II* Listed Buildings (including places of worship at risk)	5	9

Table 8: Registered Parks and Gardens, Conservation Areas, Scheduled Monuments and Listed Buildings (Grade I and II\*) on the Heritage at Risk Register (2013)

- 7.2.7 Proposals that either secure the future of heritage 'at risk' or prevent assets from becoming 'at risk' in the first place will be encouraged where the significance of the asset can be adequately protected.

- 7.2.8 Boston, Spalding and older settlements within the Local Plan area were founded on higher ground within the fens with a network of public rights of way. Boston Borough has an important trading history that can be seen in the fabric and layout of the town. The town had strong trade links, which still exist today through the modern port operation with Europe, that resulted in the town being the second port to London. Spalding's early industries were salt making and fishing.
- 7.2.9 The River Witham and River Welland are important to both towns, as they are the reason the towns exist, at the lowest bridging point of fertile land in the fens. The second important aspect is the drainage of the land which provided the fertile land upon which the agricultural industry grew. This drove Boston and Spalding's development as well as younger settlements developed on the drained fens and marshes.
- 7.2.10 The layout of the towns adjacent to the rivers have a number of large dwellings that were owned by wealthy merchants and warehouse buildings, which have now been used for other purposes. There were also riverside wharves where this trade occurred.
- 7.2.11 With the evolution of retailing these heritage assets are important to the future of Boston Borough and South Holland. Heritage Asset projects being actioned or prepared in Boston Borough include:
- The shop front grant scheme for properties around the Market Place and surrounding streets;
  - A Townscape Heritage Scheme is being investigated for the public realm in an area extending from Petticoat Lane to Cornhill Lane and including Pump Square;
  - A Heritage Lottery Grant application is also being investigated for the Historic Park and Garden with Listed Cemetery Chapel on the Boston Cemetery site;
  - St Botolph's Church, Boston and Algarkirk and Benington parish churches are preparing schemes to restore and adapt the buildings to provide improved community and heritage tourism facilities.
- 7.2.12 A four year shop front grant scheme has recently been completed in Spalding, Crowland, Holbeach and Long Sutton. Conservation Area Appraisals are underway for several of these settlements.
- 7.2.13 The construction of the Boston Barrier, near to Boston Port, allows better use of the river for leisure purposes and the development of existing heritage assets to tell the drainage and trade stories of the town. The Local Planning Authorities will encourage other proposals that either secure greater public access to local heritage assets or provide interpretation relating to assets and/or new development that promote the educational, recreational and/or tourism potential of local agricultural and cultural heritage, through sensitive management and enhancement of heritage assets. Particular support will be given to schemes that preserve and significantly enhance the setting of heritage assets and archaeological remains most 'at risk' through neglect, decay or other threats. Opportunities for heritage assets to mitigate and adapt to the effects of climate change will be promoted through maintenance, and sensitive and energy efficient adaptation and re-use.

7.2.14 Owing to the flat landscape church towers and spires and the remaining traditional wind mills are dominant in the landscape. It is important that new development respects these buildings by not undermining their dominance in the landscape and also maintains views of them.

### Monitoring

Number of applications refused for not conserving or enhancing designated or undesignated assets

Number of applications refused for having an adverse impact on listed buildings or sites of special historic or archaeological interest

Number of planning permissions granted for the demolition of listed buildings or buildings in conservation areas

Number of proposals that affect the dominance of church towers and spires and traditional windmills

## 7.3 Pollution

### Options considered

7.3.1 The Preferred Options report<sup>1</sup> did not consider an approach to pollution although the Environment Policy included contamination criteria, along with natural and historic environment criteria. It is considered that having a locally distinct policy approach is a reasonable option and that there are no reasonable alternatives. It was therefore determined that a specific policy on pollution should be included in the Local Plan.

7.3.2 The Sustainability Appraisal of this policy found that it could deliver multiple sustainability benefits to the health and well-being of residents and environmental quality. However it suggested that the policy could be improved through including: - to the natural, historic and built environment, to 'reducing' emissions, and by reducing pollution to an acceptable level.

### Policy 27: Pollution

Development proposals shall minimise, and where possible reduce, the emission of pollutants to an acceptable level, including: light, noise, odour, fumes, vibration and waste materials.

Proposals will be permitted where, individually or cumulatively, there are acceptable impacts on:

- a) health and safety of the public;
- b) the amenities of the area;
- c) the natural, historic and built environment;

by way of:

- d) air quality;
- e) background noise levels;
- f) land quality and condition; and
- g) surface and groundwater quality.

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

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



### Justification

- 7.3.3 All new development must take into account the potential environmental impacts on people, buildings, land, air and water arising from the development itself and any former use of the site, including, in particular, adverse effects arising from pollution.
- 7.3.4 There are a number of contaminated sites across South East Lincolnshire, which, if remediated, could reduce the pressure on green field land, which is mostly Grade 1 and 2 agricultural land. Land affected by contamination may pose an unacceptable risk to human health, the environment, including groundwater, the built environment and economic activities, through its impacts on the users of the land, and on neighbouring users. Land contamination, or the possibility of it, is therefore a material planning consideration in taking decisions on planning applications. Where development is proposed on a site which is known or has the potential to be affected by contamination, a preliminary risk assessment shall be undertaken as the first stage in assessing the risk. Preliminary risk assessments and any subsequent additional information shall be carried out in accordance with the Environment Agency's Model Procedures for the Management of Land Contamination<sup>34</sup>. There is additional advice in the Environment Agency's Guiding Principles for Land Contamination<sup>35</sup>.
- 7.3.5 New activities need to be deterred in certain areas based on their intrinsic hazard to groundwater. The hazard may result from a combination of the activity type, its duration and the potential for failure of controls. Additionally, new development should not pose an unacceptable risk of pollution to groundwater from sewage effluent, trade effluent or contaminated surface water. This also applies where the discharge will cause pollution by mobilising contaminants already in the ground. The Environment Agency document Groundwater Protection: Principles and Practice (GP3)<sup>36</sup> highlights best practice.
- 7.3.6 There are high levels of car ownership in South East Lincolnshire. There are two Air Quality Management Areas in Boston at Haven Bridge and Bargate Bridge owing to traffic emissions. The implementation of the spatial strategy may help to improve the air quality in these parts of Boston, owing to the provision of alternative routes for traffic.
- 7.3.7 Waste disposal is a Lincolnshire County Council function and will be managed by the emerging Minerals and Waste Local Plan<sup>17</sup>. The proportion of waste that is being diverted to composting and recycling in South East Lincolnshire is improving.

### Monitoring

Number of applications refused because they have an unacceptable impact on the criteria

Removal of the air quality action area on Haven Bridge and Bargate Bridge

Number of contaminated sites developed

## 7.4 Climate Change and Renewable and Low Carbon Energy

### Options considered

- 7.4.1 The Preferred Options report<sup>1</sup> considered that there was only one option to produce a positive policy approach that seeks to adapt to, and mitigate against, climate change and support renewable and low carbon energy development, subject to assessment criteria. This is because the NPPF<sup>14</sup> states that Local Authorities should have a positive strategy to promote energy from renewable and low carbon sources and it is also important that any preferred policy approach reflects local circumstances and views.



- 7.4.2 In order to strengthen the positive impacts generated by this policy, the Sustainability Appraisal found that it would, through the promotion of high quality design, benefit from promoting reduced or zero carbon development, improving the energy performance of existing buildings (through re-use or extension of existing buildings) and incorporating decentralised energy, unless it can be demonstrated that it is not practical to do so.
- 7.4.3 It also recommended that reference to water efficiency measures, minimising the need to travel by car, the use of green infrastructure, locally sourced and recycled materials would help development mitigate and adapt to, the impact of, climate change. Recognising the impact of renewable energy development on landscape character and quality would strengthen that element of the policy.

### Policy 28: Climate Change and Renewable and Low Carbon Energy

All development proposals will be required to demonstrate that the consequences of current climate change has been addressed by:

1. the adoption of the sequential approach and Exceptions Test to flood-risk and the incorporation of flood-mitigation measures in design and construction to reduce the effects of flooding;
2. the protection of the quality, quantity and availability of water resources, for example by use of rainwater and grey water conservation and recycling measures and minimising off-site water discharge through Sustainable Drainage Systems (SuDS);
3. incorporating measures which promote and enhance green infrastructure and the resilience of ecosystems and biodiversity networks within and beyond the site;
4. measures to minimise and mitigate the risks to the development associated with expected climate change impact such as average temperature increases, extreme weather events and soil moisture decreases in the summer and autumn.

#### Climate Change Adaptation

In addition development proposals will also be required to demonstrate that future climate change has been ameliorated by:

5. reducing the need to travel through locational decisions and, where appropriate, providing a mix of uses; and
6. using a high-quality design that uses locally sourced and recycled materials and seeks to reduce carbon emissions from the building to zero, or as low as feasible.
7. improving the energy performance of existing buildings (where the proposal involves the re-use or extension of existing buildings), unless it can be demonstrated that it is not practical to do so;
8. providing an overall net gain in biodiversity as required by Policy 25.

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

## Renewable Energy

The development of renewable energy equipment, associated infrastructure and the integration of decentralised technologies on existing or proposed structures will be permitted provided, individually, or cumulatively, there would be no demonstrable harm to:

9. visual amenity;
10. residential amenity in respect of: noise, fumes, odour, vibration, shadow flicker, broadcast interference, traffic;
11. highway safety (including public rights of way);
12. nature conservation, agricultural land take, landscape character or quality, or skyline considerations;
13. aviation and radar safety; and

where appropriate, the proposal complies with Policy 25; and provision is made for the removal of the facilities and reinstatement of the site if the development ceases to be operational.

## Justification

- 7.4.4 There is an increasing need for South East Lincolnshire to mitigate and adapt to climate change. The Government has set ambitious targets for reducing carbon dioxide emissions and increasing the proportion of electricity from renewable sources. National guidance is found in the NPPF<sup>14</sup>, the UK Marine Policy Statement<sup>37</sup> and the National Planning Statements<sup>15</sup>. The East Inshore and East Offshore Marine Plan<sup>16</sup> will also be relevant. The reduction of emissions in South East Lincolnshire may be tackled by carefully siting development to encourage cycling, walking and the use of public transport; providing energy efficient buildings and developing renewable energy schemes.
- 7.4.5 South East Lincolnshire is within The Fens National Character Area. The Local Plan area is notable for its large-scale, flat, open landscape with extensive vistas to level horizons. The level, open topography shapes the impression of huge skies which convey a strong sense of place, tranquillity and inspiration. Planning proposals shall assess their implications against the information contained in the:- Landscape Character Assessment of Boston Borough<sup>38</sup> or the Strategic Landscape Capacity Study for South Holland<sup>39</sup>, as well as the Lincolnshire Historic Landscape Characterisation Project<sup>40</sup>, the Lincolnshire Historic Environment Record (HER), the Boston Town and Rural Historic Environment Baseline Studies or the conservation area appraisals (see Policy 26).
- 7.4.6 In addition to schemes that do not require planning permission South East Lincolnshire have a number of wind farms, solar photovoltaic farms and anaerobic digestion plants as well as traditional gas fired power stations. A balance has to be struck between providing these large scale schemes and their impact on the landscape, residential and visual amenity and the loss of agricultural land. Pilot schemes to create innovative and low cost, low carbon energy schemes in rural communities will be supported provided impacts can be made acceptable and they have community support.
- 7.4.7 South East Lincolnshire is close to providing the Government target for 30% of electricity used from renewable sources. Achieving the 15% target of all energy used from renewable sources is some way off. In addition, achieving a 20% cut in greenhouse gases is achievable with more effort on residential improvements, but the 80% cut is not.

## 7.5 Design of New Development

### Options considered

7.5.1 The Preferred Options report<sup>1</sup> considered two options:

- Option a)** to rely on the NPPF<sup>14</sup>; or
- Option b)** to produce a locally preferred approach to design of new development.

7.5.2 Owing to the NPPF<sup>14</sup> advising that it is important to plan positively for the achievement of high quality inclusive design for all types and scales of development, including individual buildings, and public and private spaces and wider area development schemes, it is considered that Option b) should be promoted.

7.5.3 To strengthen the multiple positive impacts associated with this policy the Sustainability Appraisal recommended making reference to taking account of landform, layout, building orientation and landscaping to minimise energy consumption and to highlight the benefits maximising the use of passive solar heating, thermal mass, natural light and ventilation, insulation, air tightness, green infrastructure and reflective materials to control building and development temperatures could have in new development. Reference to use of water efficiency measures, provision of space for recycling bins and use of low carbon technologies was also highlighted. Similarly, reference to making efficient use of land and existing buildings and protecting surface water, groundwater and soil resources were noted.

7.5.4 Acknowledging the benefits design can have in providing housing that is capable of being readily adapted to meet a range of needs, over the lifetime of the development were recommended. The Sustainability Appraisal also found that this policy could better promote accessibility for all, including for disabled people, as well as when travelling from home to places of work, school, local shops and services and open space, or accessing the public rights of way network. Other detailed points relating to noise/air pollution, enhancing heritage assets, adaptation through re-use and promoting a positive townscape were recommended.

### Policy 29: Design of New Development

All development will create distinctive places through the use of high quality and inclusive design and layout and, where appropriate, make innovative use of local traditional styles and materials. Design which is inappropriate to the local area, or which fails to maximise opportunities for improving the character and quality of an area, will not be acceptable. Development proposals will demonstrate how the following considerations have been taken into account:

1. creating a sense of place by complementing and enhancing designated and non designated heritage assets; historic street patterns; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area;
2. distinguishing between private and public space;
3. the landscape character of the location;

4. accessibility by a choice of travel modes including the provision of public transport, footpath and cycle ways;
5. the provision of facilities for the storage of refuse/recycling bins, parking of bicycles and layout of car parking;
6. the lighting of public places;
7. ensuring buildings are adaptable to a variety of uses and, along with public spaces, are accessible to all;
8. crime prevention and community safety;
9. the orientation of buildings on the site to enable the best use of decentralised and renewable low carbon energy technologies for the lifetime of the development;
10. the avoidance of visual intrusion by advertising, other signs, security shutters, meter boxes and other service and communication infrastructure;
11. residential amenity;
12. where appropriate, the mitigation of flood risk through flood-resilient design and sustainable drainage systems;
13. the use of locally sourced building materials, minimising of the use of natural resources, such as surface water or ground water, by using water efficiency and rainwater and grey water storage measures; and minimising land take, to protect best and most versatile soils;
14. the provision of appropriate landscaping and its use to enhance biodiversity and green infrastructure;
15. the appropriate use or reuse of historic buildings; and
16. the appropriate treatment of facades to public places and the design of shop frontages and signage.

#### Justification

- 7.5.5 The NPPF<sup>14</sup> stresses the importance of good design. The design policy lists issues that should be considered when preparing schemes and discussed in Planning Statements, if required, so that development sits comfortably with, and adds positively to, its historically designated, or, undesignated townscape or landscape surroundings.
- 7.5.6 Good design has a role in achieving sustainable development and adapting to, or mitigating, climate change. It will support sustainable development because it will reuse and adapt existing buildings to new uses, as well as designing new buildings and housing that can meet the changing needs of the occupants over their lifetime. This will reduce the amount of resources required for development.
- 7.5.7 Good design will orientate new buildings so that micro generation plant can be incorporated for its maximum benefit. It will incorporate, protect or extend existing habitats or land forms so that buildings are shaded from the extremes of weather to minimise energy consumption for heating or cooling. Improvements to biodiversity can be also achieved on the building, by, for example, the use of bird or bat nest boxes, green roofs or walls, as well as in the landscape. These features along with the incorporation, protection or extension of existing habitats will maintain or improve their resilience. Green walls and roofs also add to the thermal mass of the building. Shading buildings with plants or providing larger roof overhangs to shade windows, size windows according to their aspect and provide appropriate insulation allow buildings to be more resilient to extremes of temperature.

- 7.5.8 Good layout of development will incorporate existing public rights of way and extend them to encourage residents to walk or cycle and thereby improve connections to places of work, school, local shops and services as well as open space. Such facilities should be accessible to all and contribute to reducing the use of vehicles thereby maintaining or improving air quality.
- 7.5.9 Good design will make buildings and places more resilient to flooding by, for example, raising the floor level, and adapting the internal materials, electrical circuits and plumbing to cope better with any flood event. These issues maybe successfully incorporated in buildings that follow traditional or contemporary design in accordance with Building Regulations.
- 7.5.10 In addition, owing to flood risk new activities may need to be deterred in certain areas based on their intrinsic hazard to groundwater. The hazard may result from a combination of the activity type, its duration and the potential for failure of flood control measures. Policy 27 ensures that new developments will not pose an unacceptable risk of pollution to groundwater.

### Monitoring

Number of applications refused owing to inappropriate design

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## 7.6 Promoting Safe, Accessible Open Space, Sport and Recreational Facilities

### Options considered

- 7.6.1 The Preferred Options report<sup>1</sup> considered two options:
- Option a)** to rely upon the provisions of the NPPF<sup>14</sup>; or
- Option b)** to produce a policy approach that: seeks to ensure that all sections of the community have access to high-quality open space and opportunities for sport and recreation by protecting and, where possible, enhancing such community facilities; requires new development to create environments which are safe and accessible, which discourage crime and disorder (and the fear of crime), and which encourage community use; and seeks to ensure that all sections of the community have access to the services which are needed to support their education, health, and social, cultural and spiritual well-being.
- 7.6.2 It was concluded that (although all the issues that might be contained in a Local Plan policy are already covered by the NPPF's provisions<sup>14</sup>) a Local Plan policy can express them more directly, and can ensure that anyone who wishes to participate in the planning process in South East Lincolnshire is aware of these issues without needing to refer to the NPPF<sup>14</sup>. Consequently, option b) was taken forward in the following policy.
- 7.6.3 The Sustainability Appraisal of the policy found that multiple positive sustainability benefits could be achieved through this policy including to resident's health and well-being, learning and development and to the quality of the environment. Overall it would lead to significant quality of life benefits for residents of South East Lincolnshire. But it could be improved by making reference to the important contribution that open space can have in nature conservation and visual terms.

## Policy 30: Promoting Safe, Accessible Open Space, Sport and Recreational Facilities

Development shall contribute to: the creation of socially-cohesive and inclusive communities; reducing health inequalities; and improving the community's health and well-being. To this end, development will not be permitted unless it (where possible and appropriate):

1. protects and enhances existing public rights of way, and creates new links to the rights of way network; and
2. creates environments which:
  - i. discourage crime and disorder, and do not create the fear of crime;
  - ii. encourage healthy eating and local food growing;
  - iii. are accessible to all sections of the community;
  - iv. facilitate walking, cycling and public transport use; and
  - v. encourage community use.

Where a development will increase the need for community facilities (education, childcare, teenage services, emergency services, social care, health care, libraries, museums, other cultural facilities, community halls, sports facilities, recreational open space, or other green infrastructure), it will not be permitted unless it (where necessary) supports the provision of new facilities, and/or the enhancement of existing facilities in accordance with the Policy 6.

The redevelopment or change of use of an existing community facility will be permitted only if:

1. an assessment has been undertaken which has clearly shown that the facility is surplus to requirements and, in the case of recreational open space, that it does not make an important contribution in amenity, visual or nature conservation terms; or
2. the loss resulting from the proposed redevelopment or change of use will be replaced by equivalent or better provision (in terms of quantity and quality) in a suitable location; or
3. (in the case of sports facilities or recreational open space) the redevelopment or change of use is for alternative sports or recreational provision, the need for which clearly outweighs the loss.

New community facilities shall be located so as to be;

4. as close as possible to the community they will serve;
5. readily accessible by public transport, on foot, and by bicycle;
6. compatible with nearby uses and the character and appearance of the neighbourhood;
7. located and designed to enable (where possible) shared use with other services/facilities.

### Justification

7.6.4 People's health and well-being is influenced by a huge range of factors, including:

- their genetic inheritance;
- the quality of the home and wider environment they live in;
- access to health and other services;
- whether they feel able to achieve personal goals and take part in society;
- whether they feel financially and personally secure;
- whether they have rewarding employment;
- the amount of physical exercise they take;

- diet, smoking, and alcohol use.

7.6.5 The health issues and priorities for South East Lincolnshire are set out in the Lincolnshire Joint Strategic Needs Assessment<sup>41</sup> and Joint Health and Wellbeing Strategy for Lincolnshire<sup>42</sup>, and in 'Health Profiles' for Boston Borough and South Holland. They identify that life expectancy is around the County average, but that this varies significantly for people living in the most and least deprived parts of the Local Plan area. Particular problems in South East Lincolnshire are excess weight in both children and adults, unhealthy diets, low levels of physical activity, and poor access to key services in the more rural parts of the Local Plan area. Death rates from coronary heart disease, stroke and road traffic accidents are relatively high.

7.6.6 Planning decisions can potentially impact on many of these factors either directly or indirectly, and national policy makes it clear that Local Plans are expected to take proper account of health and well-being issues. To this end, health and well-being issues have been taken into account throughout the Plan, but this policy seeks to tackle four particular topics.

7.6.7 Firstly, it looks at the ways in which development should contribute to the creation of a healthy community, which is defined in the NPPG as 'a good place to grow up and grow old in. It is one which supports healthy behaviours and supports reductions in health inequalities. It should enhance the physical and mental health of the community and, where appropriate encourage:

- active healthy lifestyles that are made easy through the pattern of development, good urban design, ... places for ... food growing, and is accessible by walking and cycling and public transport;
- the creation of healthy living environments for people of all ages which supports social interaction. It meets the needs of children and young people to grow and develop, as well as being adaptable to the needs of an increasingly elderly population and those with dementia and other sensory or mobility impairments.'

7.6.8 Secondly, it seeks to ensure that development that will increase the need for community facilities and will support their provision - whether through newly-built or enhanced existing facilities. The need for such facilities will be established by consultation with service-providers or by reference to up-to-date evidence in the Infrastructure Delivery Plan<sup>6</sup>. Where there is the risk that developer contributions to the provision of facilities will affect the viability of a proposal, the provisions of Policy 6 will be taken into account.

7.6.9 Thirdly, it seeks to guard against the loss of existing, valued community facilities. Such losses will be permitted only if it can be demonstrated that the facility is no longer needed or will be replaced elsewhere, or (in the case of sport or recreational facilities) the redevelopment or change of use will retain the facility in sport or recreational use, albeit of a different type.

7.6.10 Lastly, it sets out the particular criteria against which proposals to build new community facilities will be judged.

### Monitoring

Number of applications refused because they have an unacceptable impact on the criteria

Number of applications which support the provision of new community facilities and/or the enhancement of existing community facilities

Number, area, and area/1,000 people of parks and gardens, accessible natural and semi-natural green space sites, amenity green space sites, children's play sites, allotment sites, and cemeteries and churchyards



## 8. Efficient and Effective Transport

- 8.0.1 South East Lincolnshire is situated between Lincoln, King's Lynn and Peterborough, at the centre of the A16/A17/A52 road network, and is the point of arrival for those arriving by road from the East Midlands and the East of England. It is also heavily used for shorter journeys between Boston Borough and South Holland for work, education and leisure. With agriculture and food processing forming key elements of the local economy, a considerable volume of freight also uses the road network, with further demand from the local ports of Boston and Sutton Bridge, as well as those further afield at Kings Lynn and Felixstowe. In addition, roads such as the A17 and A52 are important tourist routes during the summer to both the Lincolnshire and Norfolk coasts. As a result, parts of these key routes experience high traffic flows and congestion at peak times, particularly around Spalding and Boston town, where car use for work is also rising year on year<sup>43</sup>.
- 8.0.2 Rail access to Lincoln, Nottingham and Peterborough is via Boston, Swineshead, Hubbert's Bridge and Spalding stations. IntoTown bus services operate within Boston and Spalding, whilst the CallConnect services provide good access for residents in the rural area to work, school, shops and services. The walking and cycling network provide a good alternative to the private car, particularly in the Sub-Regional Centres. Even so, the rural area remains more isolated; the car is likely to remain an essential mode of travel for residents in these areas. The transport and travel needs of those with impaired mobility, such as disabled and older people, parents with small children and wheelchair users, is also integral to this agenda.
- 8.0.3 Reliance on the car for travel across the Local Plan area is reflected in car ownership rates; 81.5% of households have access to a car compared with 74.2% nationally<sup>19</sup>. While national policy states that the transport system needs to be balanced in favour of sustainable transport modes, it recognises that solutions will vary from urban to rural areas. Encouraging travel by walking, cycling and public transport can provide people, including those with disabilities, with a real choice about how they travel, and can also provide real benefits for health, social inclusion and air quality, particularly within Bargate Bridge and Haven Bridge Air Quality Management Areas in Boston.
- 8.0.4 National guidance<sup>14</sup> recognises the importance of the location and design of new development; management measures, including the demand for vehicle and cycle parking, will vary according to the type and scale of development proposed, its location, existing transport conditions, infrastructure and services in the immediate and wider area, and the likely transport generation from the development.
- 8.0.5 A Transport Assessment and Travel Plan will show how development proposals that are likely to generate significant transport impacts will be addressed. A Transport Statement may be required for smaller schemes with lower impacts. Matters to be considered are set out in national policy but should include measures to minimise the need to travel by car, how best to accommodate vehicle and cycle parking, and whether 'Smart' measures, such as facilities for ultra-low emission vehicles can be accommodated.
- 8.0.6 Helping to address these transport challenges, as well as the needs generated by new development, as sustainably as possible is essential to the transport and economic growth agendas of Greater Lincolnshire<sup>43</sup>; securing investment for transport infrastructure represents one of the greatest challenges to the successful delivery of the Local Plan.

Planning conditions, section 278 highways agreements and developer contributions (see Policy 6) will be used where appropriate, supported by County Council and other public sector funding to aid delivery.

## Key Issues

8.0.7 The 4th Lincolnshire Local Transport Plan<sup>43</sup>, the Spalding Transport Strategy<sup>44</sup> and the Greater Lincolnshire Strategic Economic Plan<sup>23</sup> have updated the earlier evidence for the Preferred Options report<sup>1</sup>, and responses to it. The issues identified that the Local Plan must help address include:

- How best to promote and provide realistic alternatives to the car and HGVs;
- How to sustainably develop the Local Plan area's transport network to facilitate the economic development of South East Lincolnshire and build on its locational strengths of road, rail and sea links;
- Through management and improvement of the road network, address the local and strategic capacity pressures that are forecast during the Local Plan period;
- Ensuring new development is located in parts of the Local Plan area which have good access to existing and/or planned sustainable and public transport provision;
- Ensuring that all new development is supported by an appropriate amount and type of vehicle and cycle parking to meet the needs of future occupiers;
- How best to secure the funding required to deliver new transport infrastructure at the right time, to meet future travel choice expectations of residents and businesses;
- Ensuring that appropriate mitigation is in place to address potential adverse impacts that new transport infrastructure is expected to have.

## 8.1 Delivering a More Sustainable Transport Network

### Options considered

8.1.1 Only two reasonable options have been considered:

- Option a)** to rely on the NPPF<sup>14</sup>; or  
**Option b)** as Option a) but to also reflect up-to-date local strategies and priorities.

8.1.2 Although the issues identified in the policies are broadly covered by the NPPF<sup>14</sup>, Option b) is the preferred option; it can reflect the priorities and aspirations of more recent strategies identified in paragraph 8.0.7 above, ensuring key economic and housing priorities can be delivered in a sustainable way.

8.1.3 The Sustainability Appraisal indicated that the approach in the policy had positive impacts against a range of social, environmental and economic objectives, particularly relating to the health and well-being benefits the promotion of sustainable transport can achieve, and the associated benefits to the environment. In order to achieve the very positive effects, it recognised that improvements to the networks should be located and designed in such a way as to improve, where possible, accessibility to health, other community facilities and business premises; encourage sustainable transport modes; and where relevant, improve green infrastructure, river and biodiversity corridors. This would help reduce car trips and associated carbon emissions. However it recognised that such positive impacts may not be evident until the medium-long term when the delivery of most schemes takes place.

## Policy 31: Delivering a More Sustainable Transport Network

The Local Planning Authorities will work with a wide range of partners to make the best use of, and improve existing transport infrastructure and services within, and connecting to South East Lincolnshire, having considered first solutions to transport problems that are based on better promotion and management of the existing network and the provision of sustainable forms of travel. To achieve this, the following priorities and actions have been identified:

A. For the road-based transport network this will be by:

1. working with the Local Highway Authority to mitigate against congestion at pinch points and continuing to actively manage roads under its control, including at:
  - i. A16/B1180 roundabout, Spalding;
  - ii. A16/A151 roundabout, Spalding;
  - iii. Park Road/Winsover Road junction, Spalding;
  - iv. Park Road/Pinchbeck Road junction, Spalding;
  - v. Winsover Road/St Thomas's Road junction, Spalding;
  - vi. Twin Bridges, Spalding;
  - vii. High Bridge Junction, Spalding;
  - viii. Little London Bridge, Spalding;
  - ix. London Road west of A16 Spalding Road;
2. providing new local access roads to open up locations for development identified in this document;
3. safeguarding a corridor for the Spalding Western Relief Road, associated junctions and crossing points;
4. safeguarding a corridor for the Boston Distributor Road, associated junctions and crossing points;
5. safeguarding land for a new junction at the A17/A151, Holbeach;
6. safeguarding land for a new access road to the Spalding Rail-Freight Interchange, a new junction with Littleworth Drove and associated crossing points;

B. For the rail-based transport network this will be by working with Network Rail, train operators and Community Rail Partnerships to:

1. improve inter and sub-regional links to neighbouring centres by ensuring that the area is served by high quality rail transport links;
2. enhance connectivity between other forms of sustainable travel and the rail network by providing improved interchange facilities;
3. investigate the potential to improve connectivity to Spalding railway station;
4. seek to secure improved rail services as part of the new East Midlands franchise due to commence in October 2018;

C. For cycling, walking and other sustainable transport this will be by:

1. protecting existing footpaths, cycle routes and bridleways from development;

2. improving connectivity, and supporting the development of new multi-user routes to create a more coherent walking, cycling and riding network for sustainable travel and/recreation, including:

- i. between Fenside Road, Boston town centre and Beech Wood;
- ii. along the South 40 Foot Drain, Boston;
- iii. along the Coronation Channel, Spalding;
- iv. along the former Boston-Woodhall Spa railway line;
- v. between Spalding and Fosdyke Bridge;
- vi. south of the Four Mile Bar Bridge, Spalding; and
- vii. between West Elloe Avenue and Woolram Wygate.

3. ensuring that major new developments, which are expected to have a significant adverse impact on existing sustainable transport infrastructure incorporate walking and cycling routes to existing networks, key public transport corridors and transport interchanges;

4. protecting the 'key public transport corridors' from inappropriate development and supporting the on-going provision of bus services, in partnership with bus operators;

D. safeguarding sufficient land to enable the continuous and safe operation of the Port of Boston and the Port of Sutton Bridge over the Local Plan period;

E. safeguarding sufficient land to establish an operational terminal and a rail network connection at Spalding Rail-Freight Interchange.

The requirements for new development should be identified through the provision of a Transport Assessment and associated Travel Plan or Transport Statement, where appropriate.

Planning conditions, Section 278 highways agreements and developer contributions may be used to help provision where appropriate.

### Justification

#### Local highway network

8.1.4 The quality of the road network is central to facilitating vehicle as well as sustainable and public transport movements. It is therefore in the wider interest to have a road network that is as free flowing as possible.

8.1.5 In the first instance, better use will be made of the existing network, for example, by maximising the capacity of the roads in the Spalding core. This and other similar initiatives can generally be achieved within the existing highway, so no land will be safeguarded for these schemes.

#### Local highway network extensions

8.1.6 Critical to delivering a safe, efficient and free flowing movement network and the successful and sustainable growth of the Local Plan area is the provision of major transport infrastructure. The 4th Local Transport Plan<sup>43</sup> identifies the Spalding Western Relief Road as a key priority; enhancing connectivity by improving west to south links would significantly 'make the area more attractive for investment'<sup>44</sup>.

8.1.7 A phased approach to delivery will be undertaken; the Southern Phase will be delivered through the Holland Park development, while an indicative scheme for the Northern Phase is

identified on the Policies Map, and will be delivered through the associated strategic urban extension (see Policy 13). The remainder is expected to be delivered through new development beyond this Local Plan period. It is therefore critical to safeguard a corridor within which this key piece of infrastructure, its junctions and crossings can be accommodated.

- 8.1.8 In Boston a Boston Distributor Road will improve access, connectivity and capacity around the town to be a catalyst for new development and new much needed economic growth. Such infrastructure will enable new housing sites to be opened up and can be promoted through the Local Plan. Such an approach is supported by Local Transport Plan 4. The existing highway network is vulnerable to severe congestion when major transport incidents occur and has a recognised air quality problem (see Policy 27). The historical context of Boston may also benefit leading to greater appreciation and growth to the tourism economy. Investigations and evidence gathering as part of the Local Plan process is ongoing in terms of the feasibility and delivery of such major infrastructure and of the benefits it is purported to bring.
- 8.1.9 The first phase will be delivered through Q1: The Quadrant, with the second phase expected to form part of Q2: The Quadrant, subject to this housing option progressing. Its detailed design is still being prepared, but the options are limited by recognised constraints. A corridor will be safeguarded within which the works can be delivered, to be agreed with the Borough and County Councils. There are sections requiring major structures over rail, road and water that cannot be funded at present and, without which, the route will not function as a distributor road.
- 8.1.10 New transport infrastructure can also help enable significant economic growth elsewhere; new junctions at the A17/A151, Holbeach will facilitate the delivery of the Food Enterprise Zone (see Policy 7). Land will be safeguarded to accommodate the detailed alignment, to be agreed with the District and County Councils. Partial funding has been secured from the Greater Lincolnshire Growth Deal and the County Council. Additionally, in order to open up the Spalding Rail-Freight Interchange site for development (see Policy 9), land will be safeguarded for a newly created junction, spine road, and associated crossings.
- 8.1.11 Meanwhile, a long term strategy for the continued operation of the Cross Keys Swing Bridge, Sutton Bridge, an ageing listed heritage asset, is being considered by the County Council to help future maintenance costs and to improve the flow of traffic along the A17 for in excess of 15,000 vehicles a day. Work to identify potential route options is underway.
- 8.1.12 Proposals for new roads and/or junctions elsewhere will be supported, where it can be demonstrated necessary in the absence of suitable transport alternatives, where they are viable and will also improve the economic prosperity of the Local Plan area. In all cases, appropriate sustainable and public transport access will be a requirement. Proposals for Boston Borough will be considered through the development of the Boston Transport Strategy.

### Walking and cycling

- 8.1.13 Providing convenient access to a comprehensive, safe and attractive foot and cycle path network makes a major contribution to achieving sustainability, health and transport objectives, particularly when used for local journeys, to work, shops and schools that may otherwise have been made by private car.

- 8.1.14 Over recent years initiatives such as Boston's Water Rail Way have improved the extent and connectivity of South East Lincolnshire's cycle network, but gaps still exist which may discourage use for slightly longer journeys. Enhancing access on foot or by bike to town centres, as well as to schools and places of work, particularly in Boston, for example along the South 40 Foot Drain, and in south-east Spalding, and improving opportunities for multi-modal journeys to/from transport interchanges will continue. To aid connectivity to the existing network, key public transport corridors and interchanges, major new development should incorporate high quality walking and cycling routes, where appropriate. Existing walking and cycling routes will also be safeguarded through this policy.
- 8.1.15 The existing Public Rights of Way network, including the Spalding Leisure Wheel provides opportunities for residents to access the countryside for travel or leisure. New provision, such as along disused railway lines between Boston-Woodhall Spa, will help improve connectivity for pedestrians, cyclists and horse riders. Further opportunities will be developed through the emerging Lincolnshire Rights of Way Improvement Plan.

### Public Transport

- 8.1.16 Buses have an important role to play in tackling congestion and improving access across South East Lincolnshire; IntoTown services in Boston and Spalding provide a popular alternative to car travel, while the predominantly rural CallConnect service has experienced a 52% increase in recent years<sup>43</sup>.
- 8.1.17 Building on this success, bus infrastructure will be improved to encourage greater use of services by all; new bus stops, accessible boarding kerbs and crossing points will be delivered where appropriate, and Real Time information systems will be provided in Boston. Severe limitations in funding for bus services mean that other priorities are difficult to identify.
- 8.1.18 Key Public Transport Corridors in Boston and Spalding will be safeguarded on the Policies Map. Expansion of the IntoTown services along, or as extensions to these routes, may be required to serve the strategic urban extensions to ensure a varied transport offer is available to future residents. Initial extensions to services may be subsidised through developer contributions (see Policy 6).

### Rail Network

- 8.1.19 Although rail provision in South East Lincolnshire is relatively limited in both coverage and service level, rail still has an important role to play for many in accessing employment and services, with over 380,000 trips made from its four stations each year<sup>43</sup>. Both the Poacher Line (via Boston) and the Redwing Line or Joint Line (via Spalding) have experienced significant renewal in the last few years offering the potential for improved services and journey times, particularly to the East Coast Main Line via Grantham and Peterborough.
- 8.1.20 In Boston Borough a range of initiatives continue to be pursued by the Poacher Line Community Rail Partnership, working with Network Rail and the train and bus operators, to encourage modal switch to rail in the short-medium term. In South Holland the focus is improving connectivity for residents from Spalding west of the Joint Line to the station.
- 8.1.21 A new East Midlands passenger franchise is scheduled to begin in 2018; an opportunity to lobby for improvements to passenger services across the Local Plan area, particularly along

the Joint Line, will help to realise the benefits recent improvements can have for service times and for car travel.

### Rail-Freight

- 8.1.22 Historically, local agriculture and food processing industries have relied heavily on road haulage to move both raw and processed goods; HGV flows on the A16, A17 and A151 are high when compared to other principal roads in Lincolnshire, causing congestion, perceptions of road danger and amenity concerns for residents living nearby.
- 8.1.23 Close to 100 freight trains a day pass through Lincolnshire, but less than 1-2 trains originate from, or are destined for locations in the Local Plan area. But, the growth in just-in-time logistics and the rise in larger distributors and wholesale purchasers, means that rail-freight is becoming a 'viable option' for the local agricultural industry and other market sectors<sup>44</sup>.
- 8.1.24 Ensuring that rail-freight can move easily along the upgraded Joint Line is an important issue for the Local Plan; Network Rail propose alleviating congestion on the East Coast Main Line by substantially increasing the level of rail-freight along the Joint Line passing through Spalding, by up to fifteen additional services a day. 'Significant scope'<sup>44</sup> would then be generated in South Holland to capture the associated economic benefits; the development of a new Rail-Freight Interchange at Spalding (see Policy 9) will enable produce to be transported frequently by rail, removing between 43 and 77 HGVs a day from the road network. About 10ha of land will be safeguarded by this policy to facilitate the delivery of an operational terminal. More 'downtime' at level crossings and disruption of the road network will be mitigated by the Spalding Western Relief Road (see paragraphs 8.1.6-8.1.7).

### Port infrastructure

- 8.1.25 Operational ports at Boston and Sutton Bridge handle a variety of cargoes from local and international markets, and will be safeguarded by this policy. Both are reliant on continued good access to an efficient highway network for the easy distribution of cargo and to support related employment uses. In addition, the Port of Boston benefits from a direct rail link, although current usage is limited to one or two trains a week to the West Midlands. Associated employment land for port or marina-related employment will be identified by Policy 8.

### Monitoring

CO<sub>2</sub> emissions per head

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Number of AQMAs

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No of planning permissions granted with approved Travel Plan

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Number of electric vehicle charging points provided in association with new development

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Applications granted with new or improved access facilities for the disabled

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## 8.2 Vehicle and Cycle Parking

### Options considered

- 8.2.1 There are only two reasonable options:

**Option a)** to rely on the NPPF<sup>14</sup>; or

**Option b)** as Option a) but to also reflect up-to-date local strategies and priorities.

8.2.2 Although the issues identified in the policies are broadly covered by the NPPF<sup>14</sup>, Option b) is the preferred option; it can reflect the more recent priorities and aspirations of the 4th Lincolnshire Local Transport Plan<sup>43</sup>, the Spalding Transport Strategy<sup>44</sup> and the Greater Lincolnshire Strategic Economic Plan<sup>23</sup>, ensuring parking priorities can be delivered in a sustainable way.

8.2.3 The Sustainability Appraisal recognised that a policy addressing cycle and car parking provision would generate positive impacts by helping to prevent on-street car parking in new development that can create highway safety issues and an unsightly streetscene. The promotion of appropriate provision in non-residential development could also lead to more use by residents and visitors, which in the case of the town centres may lead to more frequent visits and expenditure. Provision of appropriate cycle parking could lead to more use resulting in associated benefits to the environment and health and well-being. It recognised that the impact of this policy would depend upon implementation, particularly through the design of development, the road network and parking provision.

### Policy 32: Vehicle and Cycle Parking

All new development, including change of use, will be permitted provided that the minimum parking standards set out in Appendix 4 are met. This should include, where appropriate:

#### A. For residential development:

1. secure, covered, convenient cycle storage within each residential plot or unit in the case of flatted developments;
2. secure car parking spaces that are fit for their intended use in terms of size and design, with one space capable of connection to an electricity supply;
3. well-integrated, landscaped visitor parking outside the curtilage in a convenient, overlooked and accessible location to the property(ies) it serves;
4. use of shared visitor spaces where the location and patterns of use permit;

#### B. For non-residential development:

1. An attractive, secure car parking area that is fit for their intended use in terms of size and design, that is well-integrated into the local landscape, through use of appropriate materials and landscaping features;
2. well laid out spaces with permeability for pedestrians and cyclists;
3. secure, covered, convenient storage for bicycles for employees, close to an entrance to the building, and where possible with changing and shower facilities provided;
4. secure, covered bicycle storage for visitors located close to the main entrance to the building;
5. for schemes requiring 50 parking spaces or more, at least one double electric vehicle charge point (2 spaces). For each additional 50 parking spaces, one double charging point should be provided up to a maximum of three (6 spaces);

Appropriately sized and suitably located servicing areas for developments should be provided so as to minimise potential conflicts with pedestrians, cyclists and other road users.

Negotiation on parking requirements should be in accordance with the Parking Standards SPD.

## Justification

- 8.2.4 Provision of vehicle and cycle parking has a significant influence on the design of residential and non-residential development, the amenity of occupiers and existing residents and their travel patterns. The availability of parking can have a significant impact on people's decision to drive or not and is often seen as key to economic prosperity particularly for the economy of the town centres.
- 8.2.5 The perceived success of car parking, particularly in residential areas can often be determined by design; poorly designed road layouts and parking provision has led to inappropriate on-street car parking, reduced garden sizes and under-utilised parking courts, creating potential highway safety problems and cluttered, unsightly car dominated developments, indicating that the design has not been effective.
- 8.2.6 To address these issues and achieve a balance between vehicle parking in new development (residential and non-residential) and the promotion of sustainable modes of transport, car parking should be delivered to achieve the minimum local parking standards in Appendix 4.
- 8.2.7 While determining the appropriate level of vehicle parking provision within new development is important, the type of spaces being provided (such as location, design, control and management) greatly influences its effectiveness.
- 8.2.8 In terms of residential development, at least two spaces will be sought within the curtilage of a residential property (within Use Class C3a) of 3 bedrooms or less, all other dwellings (in C3a) should provide at least 3 spaces. One space could include a garage/car port; to ensure that the level of parking for new housing functions as intended, it is essential that garages/car ports should be able to accommodate a medium-sized family car (3.3 m x 6 m internal width, with an additional 1m at the end and/or 650-750mm at the side to park cycles). This would also provide access to charge electric vehicles, if necessary.
- 8.2.9 An additional 1 space per 2 dwellings should be provided for visitor parking, but this can be located outside the curtilage. Exceptional design quality will be encouraged, so that such provision is well overlooked, easily accessible and secure.
- 8.2.10 High quality design of parking in non-residential development is important to ensure that off-street car parks are integrated, and well-landscaped so as not to dominate the townscape and landscape. Good quality pedestrian routes that minimise conflict between pedestrians moving through the car park and manoeuvring vehicles will be essential. Adequate provision should be made for the charging of electric vehicles to help promote more sustainable transport solutions. Appropriate provision for visitors and disabled people close to the main entrance of the building, as well as for employees will also be required in accordance with the local standards.
- 8.2.11 The availability of car parking is often seen as key to economic prosperity of the town centres; provision is about right for current demand<sup>45</sup>, although the quality in some areas does not always meet users' expectations. In the long term, should car ownership and population growth continue to rise without sustainable transport intervention, demand may outstrip supply in Spalding Town Centre. Ensuring town centre car parks are convenient, safe and secure for all, including for those with disabilities will be a priority. Opportunities to provide additional facilities to the west of the Joint Line in Spalding will be investigated.

- 8.2.12 Quality cycle parking will encourage more people to cycle for local journeys - in that they will be assured of a safe and secure place to park. Cycle parking in residential development should be within a covered, lockable enclosure. For all other developments it should be covered and in a convenient, secure location. Visitor parking should be located close to the main entrance of a building. Showers and changing facilities for cyclists in non residential development would encourage more regular sustainable travel to work, and will be supported.
- 8.2.13 The Local Authorities will continue to review parking charges each year to ensure that they do not undermine the vitality and viability of the town centres. Payment will be convenient; new pay and display machines and a range of payment options including pay on foot or by mobile phone applications will be promoted.
- 8.2.14 In residential areas and town centres, noise caused by delivery operations outside normal business hours can cause disturbance for residents. Servicing should normally be provided off-street to minimise congestion and to allow for the safe movement and operation of traffic. Where this is not possible, alternative approaches should be explored to mitigate potential adverse impacts on the road network as part of the accompanying Transport Assessment/Statement.
- 8.2.15 A Parking Standards Supplementary Planning Document (SPD) (to be prepared) will provide further guidance on the detailed operation of this policy, particularly in relation to the design of parking in new development.

### Monitoring

Council Parking Provision Within the Town Centres, split into short stay (time limited), short stay unlimited and long stay (annual frequency)

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Number of electric vehicle charging points provided (annual frequency)

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## 9. Monitoring

- 9.1.1 The South East Lincolnshire Annual Monitoring Report (AMR) will monitor the effectiveness of the policies of the Local Plan annually. The effectiveness of each policy will be monitored using indicators identified in the Monitoring section for each policy. The AMR will also report on the implementation of future site allocations.
- 9.1.2 The Local Planning Authorities are also required to monitor the significant environmental effects of implementing the Local Plan. This will need to focus on significant sustainability effects, such those:
- That indicate a likely breach of international, national or local legislation, recognised guidelines or standards
  - That may give rise to irreversible damage, with a view to identifying trends before such damage is caused
  - Where there was uncertainty in the SA, and where monitoring would enable preventative or mitigation measures to be taken
- 9.1.3 The AMR will also monitor the effectiveness of the SA to ensure that any unforeseen adverse effects are identified, and, where possible addressed. Further details can be found in the Sustainability Appraisal: Non Technical Summary<sup>2</sup>.

## Glossary

<p><b>Affordable Housing</b></p>		<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing: is owned by local authorities and private registered providers (as defined by s80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable rented housing: is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as 'low cost market' housing, may not be considered as affordable housing for planning purposes.</p>
<p><b>Air Quality Management Areas</b></p>	<p>AQMA</p>	<p>Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.</p>
<p><b>Amenity</b></p>		<p>A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.</p>
<p><b>Biodiversity</b></p>		<p>The whole variety of life encompassing variations, including plants and animals.</p>
<p><b>Climate Change</b></p>		<p>Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption. Mitigation is action to reduce the impact on climate change and adaption is lowering the risks posed by the consequences of climate change.</p>
<p><b>Community Infrastructure Levy</b></p>	<p>CIL</p>	<p>A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.</p>
<p><b>Conservation Areas</b></p>		<p>Areas designated by the Local Planning Authority under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69 as being of special architectural or historic interest, the character of which it is desirable to preserve and enhance.</p>
<p><b>Countryside</b></p>		<p>In terms of the Local Plan, this is land not within Sub-Regional Centres, Main Service Centres or Service Villages.</p>
<p><b>Decent and Safe Homes Standard</b></p>	<p>DASH</p>	<p>DASH is a national accreditation used to raise housing conditions in the private sector, with particular emphasis on the private rented sector.</p>
<p><b>Development Plan Document</b></p>	<p>DPD</p>	<p>DPDs are documents which outline the key development goals of the Local Plan that forms part of the Statutory Development Plan. The SEL Local Plan will, in essence, comprise two parts: Part 1 will be entitled Strategy and Policies Development Plan Document (DPD); and Part 2 will be entitled: Site</p>

		Allocations DPD.
<b>Evidence Base</b>		The information and data gathered by local authorities to inform and support the policy approaches to be set out in Development Plan Documents (DPDs).
<b>Environmental Impact Assessment</b>	EIA	A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.
<b>Examination in Public</b>	EIP	An independent assessment carried out by an inspector to determine the soundness of a plan.
<b>Exceptions Test</b>		In certain cases, some types of development in areas of higher flood risk may, however, be acceptable if an additional Exception Test is passed.
<b>Flood Hazard</b>		Danger to persons or property from depth of water, debris carried in the flow and/or speed of its flow during a flood.
<b>Flood Probability</b>		The likelihood of a given flood occurrence in a calendar year. It is often quoted as a percentage value called the Annual Exceedance Probability (AEP). For example, a 1% AEP flood has a 1-in-100 chance of occurring once in any given year.
<b>Flood risk</b>		The combination of probability of a particular flood event and its corresponding hazard and is used to refer to the scale of flood effect, combining hazard and probability, upon a particular site.
<b>Flood Zone 1 (low probability)</b>	FZ1	Comprises land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding (<0.1%).
<b>Flood Zone 2 (medium probability)</b>	FZ2	Comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%), or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding (0.5% – 0.1%) in any year.
<b>Flood Zone 3a (high probability)</b>	FZ3a	Comprises land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year.
<b>Flood Zone 3b (the functional flood plain)</b>	FZ3b	Comprises land where water has to flow or be stored in times of flood.
<b>Greenfield sites</b>		Land (or a defined site) usually farmland, that has not previously been developed (not be confused with Green Belts, of which there are none in South East Lincolnshire).
<b>Gypsy and Traveller Accommodation Assessment</b>	GTAA	A survey of current Gypsy, Traveller and Travelling Showpeople facilities and needs.
<b>Habitats Regulations Assessment</b>	HRA	Tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.
<b>Houses in Multiple Occupation</b>	HMO	A building or part of a building that is being occupied as a main residence by three or more unrelated people who share some facilities, such as a bathroom or kitchen
<b>Infrastructure Delivery Plan</b>	IDP	The final IDP will support the Local Plan and will identify the physical, social and green infrastructure needed to support the vision for South East Lincolnshire over the Local Plan period, including when the infrastructure will be required, how much it will cost and how it will be funded
<b>Internal Drainage Board</b>	IDB	Each Internal Drainage Board is a local public authority established in areas of special drainage need in England and Wales. They have permissive powers to manage water levels within their respective drainage districts. IDBs undertake works to reduce flood risk to people and property and manage water levels to meet local needs.
<b>Joint Planning Unit</b>	JPU	A small team of officers drawn from South Holland and Boston Borough Councils, which supports the work of The South East Lincolnshire's Joint Planning Committee.
<b>Joint Strategic Planning Committee</b>	JSPC	The Joint Committee which works together to create a single Local Plan for the area of South Holland and Boston Borough comprises nine councillors – three each from South Holland District, Boston Borough and Lincolnshire County Councils.

Joint Strategic Planning Steering Group	JSPSG	The Steering Group provides an opportunity for officers in the Joint Planning Unit and members of the Joint Strategic Planning Committee to discuss issues relating to the Local Plan.
Lead Local Flood Authority	LLFA	Lincolnshire County Council is the lead authority responsible for the management of surface water flood risk. They also have a duty to develop a Local Flood Risk Management Strategy outlining how flood risk will be managed locally.
Local Employment Site		Small-scale existing or proposed employment site within or adjacent to a Main Service Centre or Minor Service Centre and will serve the local employment needs and/or small business component of that settlement or parish, capable of accommodating B1/B2-Uses, have good access, are within easy access of local labour and are actively managed.
Local Plan		The plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.
Local Strategic Partnership	LSP	A partnership of local stakeholders comprising representatives of the public, private, voluntary and community sectors as a means of involving the local community in shaping the future of their area and influencing how services are provided.
Main Employment Area		Existing or Proposed Areas within the development limits of a Sub-Regional Centre, Main Service Centre or Minor Service Centre or are well established in a particular location, have a good level of access to the major road network and public transport, are capable of accommodating the full range of B-Uses, are within easy access of a local labour force, have or are capable of containing more than 10 medium-large units, and are actively managed.
Main Service Centres		These will continue to provide for significant housing, employment and commercial development to support their roles as service centres for surrounding rural areas.
Monitoring Report		The main mechanism for assessing performance of policies contained within the Local Plan and allows the two authorities to understand the wider social, economic and environmental issues that affect South East Lincolnshire.
National Planning Policy Framework	NPPF	The National Planning Policy Framework, 2012 sets out the Government's planning policies for England and how these are expected to be applied.
National Planning Practice Guidance	NPPG	A web-based resource, the National Planning Practice Guidance was launched in 2014 to provide more detailed guidance on the contents of the NPPF.
Nature Improvement Area	NIA	Established to create joined up and resilient ecological networks at a landscape-scale. They are run by partnerships of local authorities, local communities and landowners, the private sector and conservation organisations. Funding is provided by the Department for the Environment, Food and Rural Affairs and Natural England.
Neighbourhood Planning		Formally introduced under the Localism Act 2011, neighbourhood planning and, specifically the preparation of 'Neighbourhood Development Plans' is a new way for communities to influence the future of the places where the live and work. It is a community-led initiative for guiding the future development, regeneration and conservation of an area.
Office for National Statistics	ONS	The executive office of the UK Statistics Authority
Other Service Centres and Settlements		These will act as local service centres for the surrounding rural area. Limited new development should support or improve their role as a focus for social and economic activity.
Planning and Compulsory Purchase Act (2004)		The Planning and Compulsory Purchase Act 2004, as amended by the 2008 Planning Act, is the primary legislation for the development plan process.
Planning Inspectorate	PINS	Government agency which provides inspectors to hold public examinations

		(EiP) into Development Plan Documents (DPD's)
Policies Map		This illustrates the spatial extent of all the Council's planning policies and reflects up-to-date planning strategy for the area, which may include separate inset maps for part of an area.
Preferred Options report		The Preferred Options report is about where new developments should be located to best address the important issues; what infrastructure is required and what type of new developments we should expect.
Previously Developed		Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Rail-Freight Interchange (Spalding)	RFI	A facility to transfer as much road traffic related to the local food processing and distribution sector to rail-freight as possible. The Interchange is currently proposed close to Deeping St. Nicholas.
Ramsar sites		Ramsar sites are wetlands of international importance, designated under the Ramsar Convention
Registered Social Landlords	RSL	Technical name for a body registered with the Housing Corporation. Most Housing Associations are RSLs.
Restricted Use Site		Existing and proposed restricted use sites protect the unique function that the ports and Spalding Rail-Freight Interchange perform and prevent the sites coming forward for employment uses that could be accommodated in a Main Employment Area.
Sequential Test		The Sequential Test is a process that the Local Planning Authority (LPA) must go through to direct development as far as is practicable, to areas at the lowest probability of flooding.
Shoreline Management Plan		A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.
Sites of Special Scientific Interest	SSSI	Sites designated by Natural England under the Wildlife and Countryside Act 1981.
Soundness		Once a Development Plan Document is submitted for approval an Inspector at the Examination in Public will check to see whether correct procedures have been followed, plans and policies are reasonable, supported by evidence and conform to national policy and legislation. This process examines whether the Plan can be deemed 'sound' so that it can be adopted.
South East Lincolnshire Local Plan		The plan for the future development of South East Lincolnshire drawn up by the Joint Strategic Planning Committee (JSPC).
Spatial Planning		An approach which goes beyond the traditional land use planning system focused upon the regulation and control of the use of land, to take account of the strategies and plans of other agencies which also have an impact on spatial development.
Special Areas of Conservation	SAC	Areas which have been given special protection under the European Union's Habitat Directive. They provide increased protection to a variety of wild animals, plants and habitats.
Special Protection Areas	SPA	Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.
Specific Occupier Site		An existing or proposed employment site that is primarily occupied by up to three users, who operate a shared site management regime and therefore, for planning purposes, can be considered as a single occupier. They are found within 400m of a defined development limit of a higher order settlement, have good access to the major road network, a local labour supply, local

		shops and services, and are actively managed.
Statement of Community Involvement	SCI	Sets out the standards that local authorities will achieve when involving local communities in the preparation of Local Development Documents and development control decisions.
Strategic Environmental Assessment	SEA	An assessment of the environmental effects of a plan or programme required by EU Directive 2001/42/EC. This is combined with the Sustainability Appraisal.
Strategic Flood Risk Assessment	SFRA	An assessment of the probability of flooding occurring in Boston Borough and South Holland (two separate assessments) including hazard ratings should this occur. There is also a more detailed analysis of issues from those additional pieces of information where normally significant development might be expected to occur over the next five to ten years.
Strategic Housing Land Availability Assessment	SHLAA	An important technical study which forms part of the Development Plan evidence base. It is required so that the Council can identify sufficient land to provide for a continuous delivery of housing for at least 15 years.
Strategic Housing Market Assessment	SHMAA	Assessment of the local housing market, which studies the supply and demand of housing, housing and planning policies, the need for affordable housing and the affordability of the local housing market.
Sub-regional Centres		Boston and Spalding will be the main locations for new development.
Supplementary Planning Document		Provide supplementary information to support policies in Development Plan Documents but do not form part of the Development Plan and are not subject to independent examination. They carry some weight in planning decisions but less weight than Development Plan Documents.
Sustainability Appraisal	SA	A tool for appraising policies to assess the extent to which they reflect sustainable development objectives (i.e. social, environmental and economic factors). An SA is required for all Development Plan Documents and some Supplementary Planning Documents.
Sustainable Development		The (2004) Act contains a statutory requirement for local planning authorities to undertake their functions with a view to contributing to the achievement of sustainable development. The widely used definition of sustainable development is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. To achieve this, communities, planners, developers and decision makers need to consider the long term social, environmental, economic and resource impacts of development.
Transport Assessment	TA	A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.
Travel Plan		A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.
Whole Plan Viability Assessment		This document will provide evidence to show that the policy requirements in the Local Plan should not threaten the development viability of the Local Plan. The objective of the study is to inform policy decisions relating to the trade-offs between the policy aspirations of achieving sustainable development and the realities of economic viability.
Windfall site		Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

# Appendix 1: South East Lincolnshire Joint Strategic Planning Committee

The Joint Committee was established by the South East Lincolnshire Joint Strategic Planning Committee Order 2011 (Statutory Instrument 2011 No. 1455) which came into force on 5th July 2011.

Article 3 of the Order constitutes the Joint Committee as the local planning authority for South East Lincolnshire for the purposes of Part 2 (local development) of the Planning and Compulsory Purchase Act 2004), as amended, (the 2004 Act). Together with article 4 (1) it provides for the Joint Committee to exercise the functions of a local planning authority in relation to:

- 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.

## Appendix 2: References

All documents are published by the South East Lincolnshire Joint Strategic Planning Committee, January 2016 unless stated otherwise and are available at [www.southeastlincslocalplan.org](http://www.southeastlincslocalplan.org)

Reference Number	Document	Author	Publication Date
1	Combined Preferred Options and Sustainability Appraisal Report	South East Lincolnshire Joint Strategic Planning Committee	May 2013
2	Strategic Environmental Assessment/Sustainability Appraisal: Non Technical Summary		
3	Draft Habitats Regulations Assessment		
4	Equalities Assessment		
5	Interim Whole Plan Viability Assessment	Peter Brett Associates	January 2016
6	Interim Infrastructure Delivery Plan	Partner Authorities	January 2016
7	Interim Duty to Cooperate Statement		
8	South East Lincolnshire Strategic Housing Land Availability Assessment		
9	South East Lincolnshire Employment Land Technical Paper		
10	Spatial Strategy Background Paper		
11	Settlement Boundaries Background Paper		
12	Housing Paper		
13	A strategy for the delivery of a further phase of the Spalding Western Relief Road and major housing growth in Spalding Background Paper		
14	National Planning Policy Framework	DCLG	2012
15	National Planning Practice Guidance	DCLG	2014
16	East Inshore and East Offshore Marine Plan	Marine Management Organisation	2014
17	Draft Lincolnshire Minerals and Waste Local Plan	Lincolnshire County Council	2015
18	Mid-year population estimates	Office of National Statistics	2014
19	Census	Office of National Statistics	2011
20	Boston Borough Strategic Housing Market Area Assessment	jg consulting	2015
21	Peterborough Sub-Regional Strategic Housing Market Assessment	GL Hearn	2015
22	South East Lincolnshire Strategic Flood Risk Assessment		
23	Greater Lincolnshire Strategic Economic Plan	Greater Lincolnshire Local Economic Partnership	2014
24	Rail-Freight Interchange Facilities for South Holland District	Intermodality	2009
25	National Policy Statement for National Networks	DfT	2014
26	Lincolnshire Structure Plan	Lincolnshire County Council	2006
27	East Midlands Regional Plan	East Midlands Regional Assembly	2009
28	Caravan Count		2014
29	Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment for South East Lincolnshire	Ark Housing Consultancy	2012
30	South East Lincolnshire Town Centres and	applied planning	2013

	Retail Capacity Study		
31	UK Biodiversity Action Plan	DEFRA	1994
32	Lincolnshire Biodiversity Action Plan	Lincolnshire Biodiversity Partnership	2011
33	Lincolnshire Natural Environment Strategy 2012-2018	Lincolnshire County Council	2012
34	Model Procedures for the Management of Land Contamination (CLR11)	Environment Agency	2004
35	GPLC1 - Guiding Principles for Land Contamination	Environment Agency	2010
36	Groundwater Protection: Principles and Practice (GP3)	Environment Agency	2013
37	UK Marine Policy Statement	HM Government	2011
38	Landscape Character Assessment of Boston Borough	ECUS Ltd	2009
39	Strategic Landscape Capacity Study for South Holland	John Campion Associates Ltd	2003
40	Lincolnshire Historic Landscape Characterisation Project	Lincolnshire County Council	2011
41	Lincolnshire Joint Strategic Needs Assessment	Lincolnshire County Council	2011
42	Joint Health and Wellbeing Strategy for Lincolnshire 2013-2018	Lincolnshire County Council	2013
43	4th Lincolnshire Local Transport Plan 2013-14-2022/23	Lincolnshire County Council	2013
44	Spalding Transport Strategy 2014-2036	Lincolnshire County Council	2014

## Appendix 3: Saved Local Plan Policy Replacement List

Please note ALL previously saved policies in the South Holland Local Plan (2006) and Boston Borough Local Plan (1999) will be deleted upon adoption of the South East Lincolnshire Local Plan.

Proposed Policy	Replacing Saved South Holland Local Plan policy(s)
1: Presumption in Favour of Sustainable Development	New Policy
2: Spatial Strategy	SG2: Distribution of Development SG3: Settlement Hierarchy SG21: Extension of Curtilages HS4: New Housing in Spalding and the Area Centres (Other Towns and Donington) (Non-Allocated Sites) HS4: New Housing in the Group Centres (Non-Allocated Sites) LT7: Caravan Sites
3: Development Management	SG1: General Sustainable Development SG7: Energy Efficiency SG12: Sewerage and Development SG13: Pollution and Contamination SG14: Design and Layout of New Development SG15: New Development: Facilities for Road Users, Pedestrians and Cyclists SG16: Parking Standards in New Development SG18: Landscaping of New Development SG20: Extensions and Alterations to Existing Buildings HS14: Accommodation for Transient Agricultural Workers HS16: Conversion of Redundant Rural Buildings to Residential Use HS17: Replacement Dwellings in the Countryside HS18: Change of Use of Property to Housing in Multiple Occupation (HMO) Use HS19: Sites for Gypsies and Travellers EC4: Farm Diversification including Re-Use of Redundant Rural Buildings EC7: Retail Development Outside Defined Retail Centres LT7: Caravan Sites
4: Strategic Approach to Flood Risk	New policy
5: Meeting Physical Infrastructure and Service Needs	SG6: Community Infrastructure and Impact Assessment SG12: Sewerage and Development
6: Developer Contributions	SG6: Community Infrastructure and Impact Assessment HS8: Affordable Housing HS11: Open Space in New Residential Developments EN1A: Development and Sites of Local Biodiversity Interest
7: Improving South East Lincolnshire's Employment Land Portfolio	SG14: Design and Layout of New Development EC1: Main Employment Areas – Sites Allocated for Employment Use EC3: Existing Employment Areas/Premises
8: Specific Occupier and Restricted Use Sites	EC1: Main Employment Areas – Sites Allocated for Employment Use EC3: Existing Employment Areas/Premises
9: Spalding Rail-Freight Interchange	New policy
10: Employment Development in the Countryside	SG4: Development in the Countryside EC4: Farm Diversification including Re-Use of Redundant Rural Buildings
11: Meeting Objectively Assessed Housing Needs	New policy
12: Distribution of New Housing	HS3: New Housing Allocations
13: A sustainable urban extension for housing development in Spalding	New policy
14: Providing a Mix of Housing	New policy
15: Affordable Housing	HS8: Affordable Housing
16: Rural Exceptions Sites	SG4: Development in the Countryside SG14: Design and Layout of New Development

	HS7: New Housing in the Open Countryside including Other Rural Settlements HS9: Rural Exceptions
17: Accommodation for Gypsies, Travellers and Travelling Showpeople	SG12: Sewerage and Development SG14: Design and Layout of New Development HS19: Sites for Gypsies and Travellers
18: Houses in Multiple Occupation and the Sub-Division of Dwellings	SG14: Design and Layout of New Development HS18: Change of Use of Property to Housing in Multiple Occupation (HMO) Use
19: Replacement Dwellings in the Countryside	SG4: Development in the Countryside SG14: Design and Layout of New Development SG20: Extensions and Alterations to Existing Buildings HS17: Replacement Dwellings in the Countryside
20: Conversion of Redundant Rural Buildings to Residential Use	SG4: Development in the Countryside SG14: Design and Layout of New Development HS8: Affordable Housing HS16: Conversion of Redundant Rural Buildings to Residential Use
21: Agricultural, Forestry and Other Rural Workers Dwellings	SG4: Development in the Countryside HS7: New Housing in the Open Countryside including Other Rural Settlements HS14: Accommodation for Transient Agricultural Workers
22: Retail Hierarchy	SG14: Design and Layout of New Development EC5: Development Within Retail Town, District and Local Centres EC6: Development in Primary Shopping Areas EC7: Retail Development Outside Defined Retail Centres EC8: Small Scale Retail Development EC9: Town Centre Evening Economy EC10: Hot Food Takeaways EC12: Garden Centres
23: Primary Shopping Frontages	SG14: Design and Layout of New Development EC6: Development in Primary Shopping Areas EC9: Town Centre Evening Economy
24: Additional Retail Provision	New policy
25: The Natural Environment	SG1: General Sustainable Development SG14: Design and Layout of New Development SG18: Landscaping of New Development HS14: Accommodation for Transient Agricultural Workers EN1A: Development and Sites of Local Biodiversity Interest
26: The Historic Environment	SG1: General Sustainable Development SG14: Design and Layout of New Development SG19: Protection of Open Spaces HS16: Conversion of Redundant Rural Buildings to Residential Use HS17: Replacement Dwellings in the Countryside EC4: Farm Diversification including Re-Use of Redundant Rural Buildings EN11: Security Shutters
27: Pollution	SG13: Pollution and Contamination SG14: Design and Layout of New Development SG17: Protection of Residential Amenity HS16: Conversion of Redundant Rural Buildings to Residential Use HS18: Change of Use of Property to Housing in Multiple Occupation (HMO) Use HS19: Sites for Gypsies and Travellers EC4: Farm Diversification including Re-Use of Redundant Rural Buildings EC9: Town Centre Evening Economy EC10: Hot Food Takeaways
28: Climate Change and Renewable and Low Carbon Energy	SG7: Energy Efficiency SG14: Design and Layout of New Development
29: Design of New Development	SG1: General Sustainable Development

	<p>SG2: Distribution of Development  SG4: Development in the Countryside  SG7: Energy Efficiency  SG11: Sustainable Urban Drainage Systems (SUDS)  SG13: Pollution and Contamination  SG14: Design and Layout of New Development  SG15: New Development: Facilities for Road Users, Pedestrians and Cyclists  SG17: Protection of Residential Amenity  SG18: Landscaping of New Development  SG20: Extensions and Alterations to Existing Buildings  SG21: Extension of Curtilages  SG23: Advertisements outside Defined Settlement Limits  HS9: Rural Exceptions  HS14: Accommodation for Transient Agricultural Workers  HS16: Conversion of Redundant Rural Buildings to Residential Use  HS18: Change of Use of Property to Housing in Multiple Occupation (HMO) Use  HS19: Sites for Gypsies and Travellers  EC4: Farm Diversification including Re-Use of Redundant Rural Buildings  EC9: Town Centre Evening Economy  EC10: Hot Food Takeaways  EN11: Security Shutters  LT7: Caravan Sites</p>
30: Promoting Safe, Accessible Open Space, Sport and Recreational Facilities	<p>SG19: Protection of Open Spaces  HS11: Open Space in New Residential Developments  LT2: Safeguarding Open Space for Sport, Recreation and Leisure  LT3: Recreational Routes, Public Rights of Way, Disused Railway Lines</p>
31: Delivering a More Sustainable Transport Network	<p>SG2: Distribution of Development  SG14: Design and Layout of New Development  SG15: New Development: Facilities for Road Users, Pedestrians and Cyclists  HS19: Sites for Gypsies and Travellers  EC1: Main Employment Areas – Sites Allocated for Employment Use  EC4: Farm Diversification including Re-Use of Redundant Rural Buildings  EC12: Garden Centres  LT3: Recreational Routes, Public Rights of Way, Disused Railway Lines  TC2: Cycling, Cycleways</p>
32: Vehicle and Cycle parking	<p>SG16: Parking Standards in New Development  SG20: Extensions and Alterations to Existing Buildings  HS18: Change of Use of Property to Housing in Multiple Occupation (HMO) Use  HS19: Sites for Gypsies and Travellers  EC9: Town Centre Evening Economy</p>

**Policies not to be directly replaced and will therefore no longer form part of the development plan:**

- EC13: The Northern Expansion Area, Spalding
- EC14: Land Rear of the White Hart, Spalding
- LT4: The Fens Waterways Link
- TC1 Safeguarding Road Routes
- TC4: Roadside Services

Proposed Policy	Replacing Saved Boston Borough Local Plan policy(s)
1: Presumption in Favour of Sustainable Development	New policy
2: Spatial Strategy	<p>C22: Coastal Zone  CO1: Development in the Countryside  CO8: Intensive Livestock Units</p>

	CO9: Agricultural Buildings
3: Development Management	G1: Amenity G2: Wildlife and Landscape Resources G3: Foul and Surface Water Disposal G7: Accessible Environments G8: Air and Soil Resources ED1: Development in Industrial/Commercial Areas ED2: Development of Ports ED6: Small Developments Within or Next to Settlements ED8: Office Development ED12: Telecommunications RTC1: Retail Development in the Town Centre RTC5: Main Ridge East Shopping Area RTC10: Village Shops T2: Roads and Footpaths in New Developments H9: Housing for the Elderly H10: Extensions and Alterations R2: New Recreational Open Space R3: New Indoor Leisure Facilities R4: Water-Based Recreation Facilities C7: Development of Sites Adjacent to River Witham CO6: Re-Use of Buildings in the Countryside for Employment Uses CO8: Intensive Livestock Units CO9: Agricultural Buildings CO10: Kennels and Catteries CO11: Equestrian Facilities CO11: Equestrian Facilities CO12: Replacement Dwellings
4: Strategic Approach to Flood Risk	New policy
5: Meeting Physical Infrastructure and Service Needs	
6: Developer Contributions	H4: Open Space in Housing Estates
7: Improving South East Lincolnshire's Employment Land Portfolio	ED1: Development in Industrial/Commercial Areas ED3: Development of the Business Park ED9: Expansion of Existing Firms RTC4: Chain Bridge Retail Area
8: Specific Occupier and Restricted Use Sites	ED1: Development in Industrial/Commercial Areas ED2: Development of Ports
9: Spalding Rail-Freight Interchange	New policy
10: Employment Development in the Countryside	ED6: Small Developments Within or Next to Settlements RTC11: Shops in the Countryside C22: Coastal Zone CO1: Development in the Countryside CO6: Re-Use of Buildings in the Countryside for Employment Uses
11: Meeting Objectively Assessed Housing Needs	H1: Allocated Housing Sites
12: Distribution of New Housing	H1: Allocated Housing Sites
13: A sustainable urban extension for housing development in Spalding	New policy
14: Providing a Mix of Housing	H6: Housing for the Disabled H9: Housing for the Elderly
15: Affordable Housing	New policy
16: Rural Exceptions Sites	H7: Low Cost Housing for Local Needs CO1: Development in the Countryside
17: Accommodation for Gypsies, Travellers and Travelling Showpeople	New policy
18: Houses in Multiple Occupation and the Sub-Division of Dwellings	H8: Creating Extra Accommodation in Existing Premises

19: Replacement Dwellings in the Countryside	CO1: Development in the Countryside CO12: Replacement Dwellings
20: Conversion of Redundant Rural Buildings to Residential Use	CO1: Development in the Countryside CO7: Re-Use of Buildings in the Countryside for Residential Purposes
21: Agricultural, Forestry and Other Rural Workers Dwellings	CO1: Development in the Countryside CO7: Re-Use of Buildings in the Countryside for Residential Purposes
22: Retail Hierarchy	ED8: Office Development RTC1: Retail Development in the Town Centre RTC4: Chain Bridge Retail Area RTC5: Main Ridge East Shopping Area RTC7: Other Prime Shopping Frontages RTC8: Town Centre Land Uses RTC10: Village Shops RTC11: Shops in the Countryside C13: Changes of Use in Wormgate
23: Primary Shopping Frontages	RTC6: Prime Shopping Frontages RTC8: Town Centre Land Uses
24: Additional Retail Provision	New policy
25: The Natural Environment	G2: Wildlife and Landscape Resources G8: Air and Soil Resources ED1: Development in Industrial/Commercial Areas ED2: Development of Ports ED11: Renewable Energy R4: Water-Based Recreation Facilities C17: Sites of Local Nature Conservation Interest C24: Protected Landscape Sites CO6: Re-Use of Buildings in the Countryside for Employment Uses CO7: Re-Use of Buildings in the Countryside for Residential Purposes
26: The Historic Environment	G10: External Lighting Schemes RTC1: Retail Development in the Town Centre C7: Development of Sites Adjacent to River Witham C8: Stump Views C13: Changes of Use in Wormgate C24: Protected Landscape Sites A1: Guidelines for Advertisements A2: Flag Advertisements
27: Pollution	G1: Amenity G8: Air and Soil Resources G10: External Lighting Schemes ED1: Development in Industrial/Commercial Areas ED2: Development of Ports ED6: Small Developments Within or Next to Settlements ED8: Office Development ED11: Renewable Energy RTC5: Main Ridge East Shopping Area RTC10: Village Shops H8: Creating Extra Accommodation in Existing Premises H9: Housing for the Elderly R2: New Recreational Open Space R3: New Indoor Leisure Facilities R4: Water-Based Recreation Facilities CF3: New Community Facilities CO6: Re-Use of Buildings in the Countryside for Employment Uses CO7: Re-Use of Buildings in the Countryside for Residential Purposes CO8: Intensive Livestock Units CO9: Agricultural Buildings CO10: Kennels and Catteries CO11: Equestrian Facilities

28: Climate Change and Renewable and Low Carbon Energy	ED11: Renewable Energy
29: Design of New Development	G1: Amenity G2: Wildlife and Landscape Resources G3: Safeguarding the Water Environment G7: Accessible Environments G8: Air and Soil Resources G10: External Lighting Schemes ED1: Development in Industrial/Commercial Areas ED2: Development of Ports ED3: Development of the Business Park ED6: Small Developments Within or Next to Settlements ED11: Renewable Energy ED12: Telecommunications RTC1: Retail Development in the Town Centre RTC5: Main Ridge East Shopping Area RTC8: Town Centre Land Uses RTC10: Village Shops RTC11: Shops in the Countryside T2: Roads and Footpaths in New Developments H9: Housing for the Elderly H10: Extensions and Alterations R2: New Recreational Open Space R3: New Indoor Leisure Facilities R4: Water-Based Recreation Facilities C7: Development of Sites Adjacent to River Witham C13: Changes of Use in Wormgate C14: Changes of Use of Shops in Wormgate C15: Shopfronts and Advertisements in Wormgate CF3: New Community Facilities A1: Guidelines for Advertisements A2: Flag Advertisements A3: Advertising Hoardings A4: Advance Signs in the Countryside CO6: Re-Use of Buildings in the Countryside for Employment Uses CO7: Re-Use of Buildings in the Countryside for Residential Purposes CO8: Intensive Livestock Units CO9: Agricultural Buildings CO10: Kennels and Catteries CO11: Equestrian Facilities CO12: Replacement Dwellings
30: Promoting Safe, Accessible Open Space, Sport and Recreational Facilities	H4: Open Space in Housing Estates R1: Protection of Existing Recreational Open Space R2: New Recreational Open Space R3: New Indoor Leisure Facilities C24: Protected Landscape Sites CF2: Existing Community Facilities CF3: New Community Facilities
31: Delivering a More Sustainable Transport Network	G6: Vehicular and Pedestrian Access G7: Accessible Environments G10: External Lighting Schemes ED1: Development in Industrial/Commercial Areas ED2: Development of Ports ED6: Small Developments Within or Next to Settlements ED8: Office Development RTC1: Retail Development in the Town Centre RTC10: Village Shops RTC11: Shops in the Countryside

	T1: New Accesses Onto Major Roads T2: Roads and Footpaths in New Developments R2: New Recreational Open Space R3: New Indoor Leisure Facilities R4: Water-Based Recreation Facilities CF3: New Community Facilities CO8: Intensive Livestock Units CO9: Agricultural Buildings CO11: Equestrian Facilities
32: Vehicle and Cycle Parking	RTC10: Village Shops RTC11: Shops in the Countryside T3: Town Centre Car Parking H8: Creating Extra Accommodation in Existing Premises

**Policies not to be directly replaced and will therefore no longer form part of the development plan:**

- ED5: Development in the Area of Mixed Use
- ED10: Transport Depots and Lorry Parks
- RTC12: Sites for Redevelopment
- T6: Taxi Businesses
- T7: Docks Railway Line

## Appendix 4: Car Parking Standards

The following minimum standards should be used in accordance with the guidance in Policy 32.

Type of Development (Use Class)	Car Parking Standard	Cycle Parking Standard
<b>Residential</b>		
Houses and Flats (C3a)	<p>Within the curtilage:</p> <ul style="list-style-type: none"> <li>• 2 spaces for dwellings with up to 3 bedrooms</li> <li>• 3 spaces for dwellings with 4 or more bedrooms</li> </ul> <p>A garage can count as one space if it is 3.3m x 6m internal width, with an additional 1m at the end and/or 650-750mm at the side to park cycles</p> <p>Additionally, outside the curtilage visitor parking should be provided 1 space per 2 dwellings</p> <p>Where it can be justified by the character and location of the site the standards may be relaxed for one bedroom dwellings, including flats to one garage or parking space per unit and 1 additional space per 3 units for visitors.</p>	1 space within each residential plot or unit within a flatted development
Sheltered Housing (C3)	1 space per 2 units	1 space within each residential plot or unit within a flatted development
Residential care homes (C2)	1 space per 3 residents	1 space per 3 employees
All other residential accommodation will be assessed on a site-by-site basis.		
<b>Non-residential (gross floor space)</b>		
Convenience retail (A1)	1 space per 14m <sup>2</sup>	1 stand per 250m <sup>2</sup>
Comparison retail (A1)	1 space per 20m <sup>2</sup>	1 stand per 500m <sup>2</sup>
Restaurants and cafes (A3), drinking establishments (A4)	1 space per 3m <sup>2</sup> drinking area and 1 space per 5m <sup>2</sup> public dining area	-
Business (B1)	1 space per 30m <sup>2</sup>	1 stand per 200m <sup>2</sup>
General industrial (B2)	1 space per 65m <sup>2</sup>	1 stand per 200m <sup>2</sup>
Storage or distribution (B8)	1 space per 150m <sup>2</sup>	1 stand per 1000m <sup>2</sup>
Nursery, primary or secondary schools (D1)	1 space per 2 staff	1 space per 3 employees
Visitor provision to be assessed on a site-by-site basis		
Higher and Further Education (D1)	<ul style="list-style-type: none"> <li>• 1 space per 2 staff</li> <li>• 1 space per 15 students</li> </ul>	1 space per 3 employees 1 space per 15 students
Visitor provision to be assessed on a site-by-site basis		
Hotels (C1)	1 space per bedroom  Additional facilities such as bars/restaurants open to the public and conference facilities will be assessed separately with the appropriate standard	-
All other types of development will be assessed on a site-by-site basis.		

