

South East Lincolnshire Local Plan 2011-2036

Adopted
March 2019



South East Lincolnshire
Joint Strategic Planning Committee

3. Promoting Sustainable Communities in South East Lincolnshire

- 3.1.1 The following suite of policies set out the approach to delivering sustainable development across South East Lincolnshire to 2036. In doing so, these policies set out where new growth is expected to go, the infrastructure required in support and how such development will be delivered over the Local Plan period, ensuring that positive improvements are sought in the quality of the built, natural and historic environment, as well as to residents' quality of life.

3.2. Spatial Strategy

- 3.2.1 South East Lincolnshire's settlements have evolved over time and can be expected to evolve, in a sustainable manner, to help meet the development needs of the area. The spatial strategy identified by Policy 1 is a ranking of those settlements deemed to be most sustainable in descending order.
- 3.2.2 The spatial strategy has been defined following consideration of a number of factors (see the Strategic Housing Land Availability Assessment²⁹ and the Housing Papers³⁰), including the presence of available and deliverable sites, infrastructure capacity and needs, proximity to local shops, services and community facilities, access to public transport and in particular, flood risk. Large parts of South East Lincolnshire, and particularly Boston Borough, are at high risk of flooding. A sequential approach to flood risk for the Local Plan area has been applied to inform the process³¹.
- 3.2.3 The ability of residents to access employment opportunities close to home, and the ability of a location to sustain local businesses is an important factor to ensure that housing and employment growth are closely linked.
- 3.2.4 Defining settlement boundaries provides a degree of certainty to the community and to developers about where the most sustainable locations for new development will be promoted, and specifically, where the provisions of Policy 1, below, will apply. This policy should be considered in conjunction with the Policies Map: an Inset Map is provided for each settlement identified below.

Policy 1: 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 (as shown on the Inset Maps) 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 (as shown on the Inset Maps) 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 *	Gedney Hill	Surfleet
Butterwick*	Gosberton	Sutton St. James
Cowbit	Moulton	Tydd St Mary
Deeping St Nicholas	Moulton Chapel	Weston
Fishtoft*	Old Leake*	Whaplode
Fleet Hargate	Quadring	Wigtoft*
		Wrangle*

Within the settlement boundaries of the Minor Service Centres (as shown on the Inset Maps) 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. Development will normally be limited to Allocated and Committed sites and infill.

C. Areas of development restraint

1. Other Service Centres and Settlements

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

Gosberton Risegate /Clough Lutton

Wrangle Common*
Wyberton Church End*

Within the settlement boundaries of the Other Service Centres and Settlements (as shown on the Inset Maps) 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. Development will normally be limited to Committed sites and infill.

* Indicates a settlement within Boston Borough. Settlements without an asterisk are within South Holland District.

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.

Reasoned Justification

Sub-Regional Centres

- 3.2.5 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 Policies 11-15 reflect the need to fund this highway infrastructure.
- 3.2.6 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 29: The Historic Environment). It has a vibrant retail centre: national retailers are located within the historic core and 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: Improving South East Lincolnshire's Employment Land Portfolio). More modern business areas have developed within the western section of the urban area.

Policy 2: 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;
8. impact or enhancement for areas of natural habitats and historical buildings and heritage assets; and
9. impact on the potential loss of sand and gravel mineral resources.

Reasoned Justification

- 3.3.3 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.
- 3.3.4 New development should reflect the principles of good design set out in the NPPF⁹. 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 3: Design of New Development.
- 3.3.5 Criterion 3 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 3 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. reuse of excavated materials for landscaping or raising ground levels). Criterion 9 of the policy also has implications for the good use of natural resources in that the Plan Area has two Sand and Gravel Safeguarding Areas identified in the Lincolnshire Minerals and Waste Local Plan (June 2016).

3.4. Design of New Development

- 3.4.1 The NPPF⁹ stresses that ‘good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.’ As such, Policy 3 identifies issues that should be considered when preparing schemes and Planning Statements (if required), so that development sits comfortably with, and adds positively to, its historically-designated or undesignated townscape or landscape surroundings.
- 3.4.2 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.

Policy 3: 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 issues, where they are relevant to the proposal, will be secured:

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, public rights of way and cycle ways;
5. the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking;
6. the lighting of public places;
7. ensuring 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 appropriate treatment of facades to public places, including shop

frontages to avoid visual intrusion by advertising, other signage, security shutters, meter boxes and other service and communication infrastructure;

11. residential amenity;
12. the mitigation of flood risk through flood-resistant and flood-resilient design and sustainable drainage systems (SuDS);
13. the use of locally sourced building materials, minimising the use of water and minimising land take, to protect best and most versatile soils;
14. the incorporation of existing hedgerows and trees and the provision of appropriate new landscaping to enhance biodiversity, green infrastructure, flood risk mitigation and urban cooling;
15. the appropriate use or reuse of historic buildings.

Reasoned Justification

- 3.4.3 The purpose of the policy is to provide a list of issues to be considered when development schemes are being prepared, rather than prescribing a particular design approach, consistent with the NPPF⁹. Design is a cross cutting issue so may be covered by other policies elsewhere in this Local Plan. Not all of the issues listed will be relevant in all cases. The issues can be grouped into: Place, Accessibility/Transport, Amenity and Flooding.

Place

- 3.4.4 Good design will seek to provide a development that sits well in its surroundings by respecting the character of the place within which it is located and carefully incorporates infrastructure. Sites will be influenced by the size, shape, density and materials of adjacent buildings and their historic or archaeological importance. In addition the appropriate use of historic buildings helps preserve them for future generations and also contributes to the maintenance of the historic setting of places. The character of the landscape in rural locations can influence the size, shape and orientation of buildings as a result of its ability to absorb development, indicated by the description and the sensitivities of the landscape in the landscape character assessments. In addition new buildings will meet the requirements of their users, be that residential or commercial occupiers, by providing suitable places to store refuse, cycles and park cars. In conjunction with Policy 36: Vehicle and Cycle Parking, which requires some electric hook up points for vehicles, this will help the sustainability of the development by supporting recycling, encouraging the use of cycles to reduce traffic congestion and support the initial stages of the evolution of transport away from the internal combustion engine, which, along with cycling, will benefit air pollution.

circuits and plumbing to cope better with any flood event. These issues may be successfully incorporated in buildings that follow traditional or contemporary design in accordance with Building Regulations. In addition, owing to flood risk new activities may need to be deterred in certain areas based on their intrinsic hazard from water. The hazard may result from a combination of the activity type, its duration and the potential for failure of flood-control measures.

Monitoring

Number of planning applications refused owing to inappropriate design

3.5. Approach to Flood Risk

- 3.5.1 Much of the land within the Local Plan area is at significant risk of flooding and this will increase with climate change. It is important that the Plan provides a robust response to this issue and at the same time facilitates appropriate development to continue in a way that is resilient to the potential consequences of flooding.

Policy 4: Approach to Flood Risk

Development proposed within an area at risk of flooding (Flood Zones 2 and 3 of the Environment Agency's flood map or at risk during a breach or overtopping scenario as shown on the flood hazard and depths maps in the Strategic Flood Risk Assessment) will be permitted, where:

1. It can be demonstrated that there are no other sites available at a lower risk of flooding (i.e. that the sequential test is passed). The sequential test will be based on a Borough or District wide search area of alternative sites within the defined settlement boundaries, unless local circumstances relating to the catchment area for the development justify a reduced search area, i.e. there is a specific need for the development in that location. The sequential test is not required for sites allocated in the Local Plan, minor development¹ or change of use (except for a change of use to a caravan, camping or chalet site, or to a mobile home or park home site).
2. It can be demonstrated that essential infrastructure in FZ3a & FZ3b, highly vulnerable development in FZ2 and more vulnerable development in FZ3 provide wider sustainability benefits to the community that outweigh flood risk.
3. The application is supported with a site-specific flood risk assessment, covering risk from all sources of flooding including the impacts of climate change and which:
 - a. demonstrate that the vulnerability of the proposed use is compatible

1.1.1 _____

1 As defined in the National Planning Practice Guidance, paragraph 046 (Reference ID:7-046-20140306)

with the flood zone;

- b. identify the relevant predicted flood risk (breach/overtopping) level, and mitigation measures that demonstrate how the development will be made safe and that occupants will be protected from flooding from any source;
- c. propose appropriate flood resistance and resilience measures (following the guidance outlined in the Strategic Flood Risk Assessment), maximising the use of passive resistance measures (measures that do not require human intervention to be deployed), to ensure the development maintains an appropriate level of safety for its lifetime;
- d. include appropriate flood warning and evacuation procedures where necessary (referring to the County's evacuation routes plan), which have been undertaken in consultation with the authority's emergency planning staff;
- e. incorporates the use of Sustainable Drainage Systems (SuDS) (unless it is demonstrated that this is not technically feasible) and confirms how these will be maintained/managed for the lifetime of development (surface water connections to the public sewerage network will only be permitted in exceptional circumstances where it is demonstrated that there are no feasible alternatives);
- f. demonstrates that the proposal will not increase risk elsewhere and that opportunities through layout, form of development and green infrastructure have been considered as a way of providing flood betterment and reducing flood risk overall;
- g. demonstrates that adequate foul water treatment and disposal already exists or can be provided in time to serve the development;
- h. ensures suitable access is safeguarded for the maintenance of water resources, drainage and flood risk management infrastructure.

Development in all flood zones, and development over 1 hectare in size in Flood Zone 1, will need to demonstrate that surface water from the development can be managed and will not increase the risk of flooding to third parties.

Change of use of existing buildings will be supported providing they do not pose an increase in risk to people. Change of use that would result in self-contained ground floor residential accommodation in areas of hazard rating 'danger for some', 'danger for most' and 'danger for all' will not be supported. In these areas unrestricted access to a habitable room above the

flood level and an emergency evacuation plan will be required.

Caravans, mobile homes and park homes intended for permanent residential use will not be permitted in areas at risk of flooding. Caravan, chalet, log cabin, camping and touring sites at risk of fluvial flooding where there is a 'danger for most' and 'danger for all' will not be permitted. Occupancy of caravan, chalet, log cabin, camping and touring sites at risk of tidal flooding will not be permitted to open between 1st November in any one year and the 14th March in the succeeding year.

No development will be permitted within a 50m buffer from the toe of the raised Witham Haven Banks (flood defences), as shown on the indicative Plan contained in Appendix 10, to allow access for construction and maintenance.

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

Reasoned Justification

- 3.5.2 The South East Lincolnshire Strategic Flood Risk Assessment (SFRA)³⁴ 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 and employment sites. The SFRA³⁴ provides detailed information about all types of flooding and risks based upon potential flood depths, velocity and categories of 'danger' over the lifetime of the development. 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 planning obligations to support the benefits sought.
- 3.5.3 Sites selected for development in the Plan have been considered using the mapping outputs contained in the Strategic Flood Risk Assessment. A range of options was considered and the sequential test was undertaken alongside the sustainability appraisal. As the area covered by the flood zones is extensive in the Local Plan area, it was not possible, consistent with wider sustainability objectives, for all development to be located in zones with a lower probability of flooding. Many of the areas of land at lowest risk of flooding are in isolated areas, unrelated to settlements. Satisfying housing need in the most sustainable existing communities has therefore necessitated the need for a different approach to the distribution of growth to meet housing need.
- 3.5.4 The proportion of growth allocated to settlements has therefore been distributed according to the sustainability of the settlement balanced against the risk of flooding. The sequential test was then undertaken within the settlement boundaries, as opposed to a district wide search, which is advocated in National Planning Guidance. Sites allocated in the Local Plan are deemed to have passed the sequential test and no further evidence in respect of this will need to be submitted at planning application stage. However, site specific flood risk

Scheduled Ancient Monuments	2 (14.3%)	4 (13.7%)	2,640 (13.3%)
Grade I and Grade II* Listed Buildings (including places of worship at risk)	6 (12%)	8(1.5%)	2,097(0.6%)

Table 6: Registered Parks and Gardens, Conservation Areas, Scheduled Monuments and Listed Buildings (Grade I and II*) on the Heritage at Risk Register (2015)

- 7.3.4 It is important that these heritage assets are protected from inappropriate development and development proposals serve to sustain and enhance them, in order to reduce the number considered to be at risk.

Policy 29: The Historic Environment

Distinctive elements of the South East Lincolnshire historic environment will be conserved and, where appropriate, enhanced. Opportunities to identify a heritage asset's contribution to the economy, tourism, education and the local community will be utilised including:

- The historic archaeological and drainage landscape of the Fens;
- The distinctive character of South East Lincolnshire market towns and villages;
- The dominance within the landscape of church towers, spires and historic windmills;

To respect the historical legacy, varied character and appearance of South East Lincolnshire's historic environment, development proposals will conserve and enhance the character and appearance of designated and non-designated heritage assets, such as important known archaeology or that found during development, historic buildings, conservation areas, scheduled monuments, street patterns, streetscapes, landscapes, parks (including Registered Parks and Gardens), river frontages, structures and their settings through high-quality sensitive design.

A. Listed Buildings

1. Proposals to change the use of a Listed Building or to alter or extend such a building will be granted where the Local Planning Authority is satisfied that the proposal is in the interest of the building's preservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.
2. Proposals involving the demolition of Listed Buildings will not be permitted, unless in an exceptional case, or wholly exceptional case (depending on their grade) where a clear and convincing justification is made in line with national policy⁹.

3. Proposals that affect the setting of a Listed Building will be supported where they preserve or better reveal the significance of the Listed Building.

B. Conservation Areas

Proposals within, affecting the setting of, or affecting views into or out of, a Conservation Area should preserve (and enhance or reinforce, as appropriate) features that contribute positively to the area's character, appearance and setting. Proposals should:

1. Retain buildings/groups of buildings, existing street patterns, historic building lines and ground surfaces;
2. Retain architectural details that contribute to the character and appearance of the area;
3. Where relevant and practical, remove features which are incompatible with the Conservation Area;
4. Retain and reinforce local distinctiveness with reference to height, massing, scale, form, materials and plot widths of the existing built environment;
5. Assess, and mitigate against, any negative impact the proposal might have on the townscape, roofscape, skyline and landscape;
6. Aim to protect trees, or where losses are proposed, demonstrate how such losses are appropriately mitigated against.

C. Archaeology and Scheduled Monuments

1. Proposals that affect archaeological remains, whether known or potential, designated or non-designated, should take every reasonable step to protect and, where possible, enhance their significance.
2. Planning applications for such development should be accompanied by an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.
3. If initial assessment does not provide sufficient information, developers will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.
4. Wherever possible and appropriate, mitigation strategies should ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted

by the developer, undertaken by a suitably qualified person, and approved by the Local Planning Authority.

5. Any work undertaken as part of the planning process must be appropriately archived in a way agreed with the Local Planning Authority.

D. Registered Parks and Gardens

Proposals that cause substantial harm to a Registered Park or Garden, or its setting will not be permitted, unless in an exceptional case, where a clear and convincing justification is made in line with national policy.

E. Enabling Development

Proposals for enabling development adjacent to, or within the setting of, a heritage asset and used to secure the future of a heritage asset through repair, conservation, restoration or enhancement will only be permitted where:-

1. it will not materially harm the heritage values of a heritage asset or its setting;
2. it avoids detrimental fragmentation of management of the heritage asset;
3. it will secure the long-term future of the place and, where applicable, its continued use for a sympathetic purpose;
4. it is necessary to resolve problems arising from the inherent needs of the heritage asset rather than the circumstances of the present owner or the purchase price paid
5. sufficient subsidy is not available from any other source;
6. it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset and that its form minimises harm to other public interests; and
7. the public benefit of securing the future of the heritage asset through such enabling development decisively outweighs the dis-benefits of breaching other policies within the Local Plan and national policy

F. Development Proposals

Where a development proposal would affect the significance of a heritage asset (whether designated or non-designated), including any contribution made to its setting, it should be informed by proportionate historic environment assessments⁷ and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) that:

1. identify all heritage assets likely to be affected by the proposal;

2. explain the nature and degree of any effect on elements that contribute to their significance and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated;
3. provide a clear explanation and justification for the proposal in order for the harm to be weighed against public benefits; and
4. demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.

Reasoned Justification

- 7.3.5 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, at one time, being the second port to London. Spalding's early industries were salt making and fishing.
- 7.3.6 The River Witham and River Welland are important to Boston and Spalding respectively, as they are the reason for the towns' existence, being located 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 the development of Boston and Spalding and other smaller settlements on the drained fens and marshes.
- 7.3.7 The areas of the Towns adjacent to the rivers have a number of large dwellings that were originally owned by wealthy merchants and warehouse buildings. There were also riverside wharves where trading occurred. Many are now listed and/or form part of Conservation Areas within the centres of Boston and Spalding as well as within other parts of the smaller towns and villages.

Listed Buildings and their Setting

- 7.3.8 A proposal to demolish a listed building, or to alter or extend it in a way that would affect its special character, requires Listed Building Consent. If the proposal also involves 'development', planning permission is required and, in that case, the Local Planning Authority will wish to consider applications for Listed Building Consent and planning applications concurrently.
- 7.3.9 Proposals to alter or extend any Listed Building will be assessed against the need to preserve the special architectural or historic interest which led to the building being listed. There is a general presumption in favour of the preservation of Listed Buildings, and consent to demolish or partly demolish such buildings will only be granted in exceptional circumstances.