

South East Lincolnshire Local Plan 2011-2036

Adopted
March 2019



South East Lincolnshire
Joint Strategic Planning Committee

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 Commonsides* | 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.

- 3.2.7 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.
- 3.2.8 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.

Main Service Centres

- 3.2.9 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 also 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 assessments³² and also have past development rates which are comparable to the other Main Service Centres.
- 3.2.10 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.
- 3.2.11 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 (see Policy 33: Delivering a More Sustainable Transport Network) in bringing forward new residential development, as well as significant new employment land (Site HO002).

Minor Service Centres

- 3.2.12 The settlements defined as Minor Service Centres are more numerous and diverse. All have relatively comparable levels of sustainability³² 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 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 an extended range of shared services such as schools and health provision. Within the Minor Service Centres development is likely to be limited to any allocations made in this Plan, existing commitments (i.e. sites under development or with planning permission), changes of use and infill development.

Other Service Centres and Settlements

- 3.2.13 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.
- 3.2.14 The settlement boundaries³³ of the Other Service Centres and Settlements 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 designated Countryside. Typically, only small open frontages separate the main body of such settlements from properties detached from their designated settlement boundaries. A significant number of these settlements are linear in form; it is seen as a particularly important function of the settlement boundary to stop further incremental linear extensions³³. 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.

Countryside

- 3.2.15 The Countryside of South East Lincolnshire is a precious resource, mainly in its role for agriculture but also 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 1 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 (See Policy 9: Promoting a Stronger Visitor Economy).

- 3.2.16 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.
- 3.2.17 Housing needs may also, by exception, be justified in the Countryside; for example, for Gypsy, Traveller and Travelling Showpeople accommodation (Policy 20: Accommodation for Gypsies, Travellers and Travelling Showpeople) or to meet the specific housing needs of a settlement (see Policy 19: Rural Exceptions Sites).

Monitoring

The amount of services lost and/or gained within each settlement boundary
Number of planning permissions approved for non-countryside uses outside settlement boundaries

8.2. Delivering a More Sustainable Transport Network

- 8.2.1 This Local Plan reinforces the national approach⁹ promoting sustainable alternatives to the car through new development, whilst recognising that as a predominantly rural area, the private car will remain the dominant form of transport, and as such, improvements to the highway network will be needed.

Policy 33: Delivering a More Sustainable Transport Network

The Local Planning Authorities will work with partners to make the best use of, and seek improvements to, existing transport infrastructure and services within, and connecting to South East Lincolnshire, having considered first solutions 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 militate against congestion at pinch points and continuing to actively manage roads under its control;
2. securing the delivery of new local access roads to open-up allocations and other locations for development;
3. enabling the delivery of the Northern and Southern sections of the Spalding Western Relief Road, associated junctions and crossing points;
4. enabling the delivery of Phase 2 of the Boston Distributor Road, associated junctions and crossing points;
5. enabling the delivery of improvements to the A17/A151 Peppermint junction, Holbeach and associated new access junction on the A151; and
6. identifying safeguarding routes on the Policies Map, within which sections 2 and 3 of the Spalding Western Relief Road and Phase 3 of the Boston

Distributor Road will be delivered (outside this Plan period). Any development that would prejudice the design of this infrastructure will not be permitted.

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; and
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 public rights of way from development;
2. improving connectivity to create a more coherent walking and cycling network through the provision of new multi-user routes, including:
 - i. between Fenside Road, Boston town centre and Beech Wood;
 - ii. alongside the South Forty Foot Drain, Boston;
 - iii. along the former Boston-Woodhall Spa railway line;
 - iv. between Market Way, Pinchbeck, and Woolram Wygate, Spalding; and
 - v. alongside the Coronation Channel (east bank), Spalding;
 - vi. along West Elloe Avenue and Enterprise Way, Spalding.
3. ensuring that major new developments provide for walking and cycling routes and/or links to existing networks, to key public transport corridors and to transport interchanges;
4. protecting the 'key public transport corridors' and supporting the ongoing provision, and, where appropriate, extension of bus services, in partnership with bus operators; and
5. helping to ensure the continuous and safe operation of the Port of Boston and the Port of Sutton Bridge.

To demonstrate compliance with this policy, an appropriate Transport Assessment and associated Travel Plan should be submitted with proposals. The form will be dependent upon the scale and nature of the development and agreed through early discussion with the Local Highway Authority.

All development should contribute to the delivery of necessary transport infrastructure, either directly, where appropriate, or indirectly such as through developer contributions or CIL payment.

Reasoned Justification

Local highway network

- 8.2.2 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. 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.
- 8.2.3 However, as part of the delivery of a safer and more efficient highway network and to promote the successful and sustainable growth of the Local Plan Area, it will be necessary for Policy 33 to provide for the following major highway infrastructure schemes. These schemes are also promoted by LTP4²⁶ and the Spalding and Boston Transport Strategies^{44,45} as expected to start by 2036, through the delivery of new development, (but are expected to be completed in the long-term, beyond this Local Plan period):

A. Spalding Western Relief Road

Over the Local Plan period, the Southern section should be delivered through the Holland Park development (which is under construction for housing development). The first part of the Northern section is expected to be delivered through the development of the Vernatts Sustainable Urban Extension (see Policy 15: Vernatts Sustainable Urban Extension).

B. Boston Distributor Road

Over the Local Plan period, Phase 1 (which is under construction) is expected to be delivered through Q1: The Quadrant. Additional parts of the highway infrastructure (for Phase 2) is expected to commence in parallel with the development of Q2: The South West Quadrant (Site: Sou006) and north of the South Forty Foot Drain (Site: Wes002) (See Policy 13: South West Quadrant Sustainable Urban Extension (Sou006) and Policy 14: South of North Forty Foot Drain Sustainable Urban Extension (Wes002)).

Corridors will be safeguarded to ensure that later sections of these roads, including their junctions and crossings, can be accommodated outside this Local Plan period. To ensure that an appropriately designed route can be accommodated any development that would be prejudicial to the design of the later sections of these roads will not be permitted. Developer contributions are expected to be used to enable delivery, to be secured via legal agreement with involved developers and landowners, as well as the Local Highway Authority. Other funding will be secured, where appropriate, to help facilitate delivery in the shortest possible time frame.

C. A17/A151 highways improvements (Peppermint Junction), near Holbeach

This scheme is expected to commence in Spring 2017; enhanced traffic flow and road safety will be secured, and will also open-up the adjoining Hob048: Holbeach West Sustainable Urban Extension (see Policy 16) for residential development, and the adjoining HO002: Holbeach Food Enterprise Zone for employment and educational development. Planning permission has been granted for the scheme and partial funding has been secured through the Greater Lincolnshire Growth Deal. Additional funding is expected to be secured through developer contributions.

- 8.2.4 Project-level HRA will be required for these schemes to check for impact pathways and to ensure no adverse impacts upon The Wash and the North Norfolk Coast European Marine Site (see Policy 28: The Natural Environment).
- 8.2.5 Proposals for other new roads and/or junctions elsewhere will be supported, where it can be demonstrated that the schemes are necessary, viable, and will also improve the economic prosperity of the area. In all cases, schemes should be supported by complementary sustainable and public transport initiatives.

Walking and cycling provision

- 8.2.6 Providing safe and convenient access to a comprehensive and attractive foot and cycle path network can help encourage greater use, particularly for local journeys that may otherwise have been made by private car. Other sustainability, health and transport objectives identified in this Local Plan can also be delivered.
- 8.2.7 Enhancing access on foot or bicycle to town centres, schools, shops, leisure facilities and places of work, particularly in Boston town and south-east Spalding, and improving opportunities for multi-modal journeys to/from transport interchanges will continue. Existing Public Rights of Way, footways and cycle routes will be safeguarded consistent with the Lincolnshire Rights of Way Improvement Plan⁶⁸. New provision, including for the England Coastal Trail, will be supported.
- 8.2.8 All major development should incorporate high-quality walking and cycling routes, ensuring connection to the existing network, where practicable. This will be particularly important at the Sustainable Urban Extensions where the opportunity to provide significant extensions to the multi-modal network can be achieved. Such measures should be identified through the master plan for each location.

Public Transport

- 8.2.9 Bus services play an important role in tackling congestion and improving access across South East Lincolnshire, particularly for those who may not have access to a car. Expansion of the IntoTown services along key public transport corridors in Boston and Spalding, and the InterConnect services in Holbeach, or as extensions to these routes, may be required at the Sustainable Urban Extensions. Subsidies to support an initial extension to services or to help provide for community-based transport elsewhere may be sought through developer contributions.

Rail Network

- 8.2.10 The relatively limited rail coverage and service experienced in South East Lincolnshire still has an important role to play for the 385,000 people who made trips from its four stations in 2014-15²⁵. The new East Midlands passenger franchise (expected to begin in October 2018) will provide an opportunity to lobby for improvements to passenger services along the Joint Line through Spalding, and along the Poacher Line through Boston Borough, to help realise the benefits recent investment could bring to service times, particularly to the East Coast Main Line via Grantham and Peterborough.
- 8.2.11 The Poacher Line Community Rail Partnership is expected to continue to work with its partners to deliver a range of initiatives to encourage modal switch to rail in the short-medium term.
- 8.2.12 Meanwhile, recent significant investment by Network Rail has led to the substantial increase of up to fifteen additional rail-freight services a day passing through Spalding, leading to more ‘downtime’ at level crossings and the disruption of the road network. It is expected that this will be alleviated in the long-term by the Spalding Western Relief Road, particularly by the introduction of railway-bridge road crossings.

Boston and Sutton Bridge Ports

- 8.2.13 It is expected that the ports of Boston and Sutton Bridge will continue to handle a variety of cargoes for local and international markets over the Local Plan period. To ensure their unique role is maintained, land will be safeguarded for their continued operation and expansion. Complementary employment land is identified by Policy 7: Improving South East Lincolnshire’s Employment Land Portfolio.
- 8.2.14 To demonstrate how accessibility, mobility, parking and transport-related matters have been considered and taken in to account in new development, a Transport Assessment and Travel Plan should be submitted with planning applications that are likely to generate significant transport impacts. A Design and Access Statement should address issues for all other schemes. Advice on the level of detail required should be confirmed through early discussion with the Local Planning Authority and/or the Local Highway Authority.

Monitoring

CO2 emissions per head

Number of AQMAs

Number of planning permissions granted with an approved Travel Plan

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

No of permissions granted with new or improved access facilities for the disabled

CENTRAL LINCOLNSHIRE

Local Plan



**Adopted
April 2023**



Central Lincolnshire
LOCAL PLAN

Policy S12: Water Efficiency and Sustainable Water Management

Water efficiency

To minimise impact on the water environment all new dwellings should achieve the Optional Technical Housing Standard of 110 litres per day per person for water efficiency as described by Building Regulation G2. Proposals which go further than this (to, for example, 85 litres per day per person) would be particularly supported.

Water management

In addition to the wider flood and water related policy requirements (*Policy S21*), all residential development or other development comprising new buildings:

- with outside hard surfacing, must ensure such surfacing is permeable (unless there are technical and unavoidable reasons for not doing so in certain areas) thereby reducing energy demand on the water recycling network;
- should consider the potential to incorporate a green roof and/or walls in accordance with Policy S20; and
- which is residential and which includes a garden area, must include a rain harvesting water butt(s) of minimum 100l capacity.

Reducing Energy Consumption – Existing Development

- 3.2.33. Whilst there is significant new development planned for Central Lincolnshire, the vast majority of buildings that will be occupied over the coming decades will be those built in earlier times when energy and performance standards were much lower than at present.
- 3.2.34. An Energy Performance Certificate (EPC) provides details of the energy performance of a property and is required for properties when constructed, sold or let.
- 3.2.35. The Minimum Energy Efficiency Standards (MEES) Regulations require all applicable properties to achieve an Energy Performance Certificate (EPC) of E or better. Separately, the Clean Growth Strategy (2017) has set a target for as many buildings as possible to achieve an EPC of C by 2030/35 and commits to keep energy efficiency standards under review.
- 3.2.36. Also of value, and supported by the Joint Committee, is PAS 2035:2019 Retrofitting Dwellings for Improved Energy Efficiency: Specifications and Guidance. Targeted at

⁵ Water Stressed Areas – 2021 Final Classification - <https://www.gov.uk/government/publications/water-stressed-areas-2021-classification>

existing homes (rather than new development, or home extensions) it is a key document in a framework of new and existing standards on how to conduct effective energy retrofits of existing buildings. It covers how to assess dwellings for retrofit, identify improvement options, design and specify Energy Efficiency Measures (EEM) and monitor retrofit projects.

- 3.2.37. The standard drives the 'whole house approach' including the 'fabric first' methodology. It defines the qualifications and responsibilities of individual retrofit roles and respective activities required prior and post EEM installation. TrustMark Registered Businesses carrying out work within its scope are required to be compliant with its requirements, so if you are planning to have work done on your home, you may wish to ask about PAS 2035 and whether the builder is a TrustMark registered business.
- 3.2.38. Further details available here: www.trustmark.org.uk/ourservices/pas-2035/
- 3.2.39. In the context of all of the above, the following policy aims to assist in improving the energy efficiency of existing buildings, complementing the wider policies of this Plan which are primarily aimed at new buildings. Further advice on energy efficiency measures that may be appropriate in historic buildings and regarding the avoidance of maladaptation can be found in Historic England published advice such as at <https://historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/>.