

# Issues & Options

CONSULTATION





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## Chapter 1 - Introduction

### What is this and why are we asking for your help?

- 1.1 The current East Lindsey Local Plan was adopted in July 2018. The Local Plan sets out the policies that the Council uses to determine Planning applications. This helps us to direct new development to the right places. This includes development such as new housing, new employment land and new tourism development.
- 1.2 An adopted Local Plan is not a static document, it must go through regular reviews. Work is now underway on the first review of the Local Plan; this Issues and Options exercise is one of the stages that must be carried out as part of this review. It helps the Council understand your views on the different issues affecting development in the district and how you think these should be tackled.
- 1.3 The Council is looking to ensure that there is a balanced strategy that encourages and supports growth across the whole district.
- 1.4 The starting point is to look at what policies need reviewing and to ensure that the Local Plan covers a long enough time period for the polices to be effective.
- 1.5 This consultation will also look at key issues where your input is needed. These are:
  - Whether the lifetime of the plan needs extending;
  - Whether you agree with the policies that are proposed to be reviewed.



- 1.6 This consultation will then look at the main areas that need to be reviewed, as set out in Strategic Policy 29 of the Local Plan. Therefore, this exercise will look at how to address:
- Housing: The distribution of housing across the district, with particular focus on the coast, including looking at whether we still need a coastal/inland split;
  - Changing economy: are the existing allocations sufficient and based upon robust and up-to-date evidence.
- 1.7 This exercise will help the Council to understand your view on how these matters should be tackled. This can then be used as part of the evidence that helps shape the direction the review takes.

## What are we asking for?

- 1.8 This document will set out what the key issues are and will then offer a set of Options that can be chosen to help address these issues
- 1.9 As part of this, we need you to tell us which of the Options you prefer. You can also suggest your own alternative Options which will achieve the objectives and tackle the issues. It is important that where indicated you try and give some explanation for your choices.
- 1.10 You will need to carefully read the sections below to help you understand how to answer the consultation. You do not have to answer all of the questions, but it would help us gain a better understanding of the overall picture if you could answer as many as you feel able to.

## The current Local Plan

- 1.11 The Local Plan consists of a number of adopted documents.
- 1) Development Plan Documents (DPD's) - the two DPD's are the Core Strategy and the Settlement Proposals.
  - 2) Supplementary Planning Documents (SPD's) - there is currently one SPD that gives more detailed guidance on providing single housing plots for local people.
  - 3) Local Development Scheme - this sets out the timetable for the different stages of the review.
  - 4) Statement of Community Involvement (SCI) - this explains how the Council will engage with and consult the community at each stage.
  - 5) Authority Monitoring Report (AMR) - this is a document the Council produces every year which reports on how well the policies of the Local Plan are working.
- 1.12 The district also has two 'made' Neighbourhood Development Plans - Horncastle and Alford. These are also used for decision making on planning applications.





## Chapter 2 - Ensuring Our Local Plan Promotes Sustainable Development and Combats Climate Change

### Sustainable development and climate change

- 2.1 The drive to provide sustainable development has been a thread running through national policy since the National Planning Policy Framework was first introduced in 2012. It requires local plans and decisions on planning applications to meet three objectives to achieve sustainable development:
- a) **an economic objective** - to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
  - b) **a social objective** - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
  - c) **an environmental objective** - to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity,

using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy<sup>1</sup>.

- 2.2 The UK has committed to become a net zero emitter of greenhouse gas emissions by 2050. One of the main greenhouse gasses is Carbon Dioxide<sup>2</sup>.
- 2.3 East Lindsey District Council has recently approved a carbon reduction target of becoming net zero by 2040 with an interim target to reduce emissions by 45% from the 2019 baseline by 2027. Within this target, the Council has also committed to ensure it leads by example in encouraging the district as a whole to undertake similar steps.
- 2.4 These positive moves to reduce carbon emissions and improve the natural environment demonstrate the strong commitment of both the Government and the Council to combatting climate change.
- 2.5 The Local Plan has a critical part to play in ensuring the Council is able to meet its obligations and targets in relation to climate change and carbon reduction.
- 2.6 New proposals for development can assist this in various ways. Some examples include:
  - The use of green technologies, such as: renewable power generation via solar panels or wind turbines, heating provided by air/ground source pumps, the use of water management technology such as rainwater harvesting, and decentralised energy schemes;
  - Improved construction methods, such as: Modern Methods of Construction (MMC) including modular buildings, improved insulation, better use of solar gain for light and heating, and passive ventilation to cool buildings without the use of air conditioning;
  - Reducing the reliance on carbon-heavy methods of transport, such as: promoting the use of cycling, walking and public transport;
  - Providing high levels of green infrastructure (e.g. protected nature sites, the Lincolnshire Wolds Area of Outstanding Natural Beauty, meadows, woodland, marshland etc), improving links between the green infrastructure and overall enhancement of the natural environment;
  - Futureproofing, such as providing cabling and infrastructure for electric vehicles.
- 2.7 The Local Plan must be able to demonstrate that it will provide sustainable development that helps combat climate change and provides carbon reduction.
- 2.8 When looking at the options you should think about how the option you are choosing helps with the ambitions and requirements set out above.

<sup>1</sup><https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>2</sup><https://www.legislation.gov.uk/uksi/2019/1056/contents/made>





## Chapter 3 - The Issues

### Plan period

- 3.1 The Local Plan should set out a strategy for the future. It should provide certainty and clarity for the public, landowners, developers, and any other interested party as to what could happen in the district. To help with this the plan has a lifetime of a number of years. However, in order for the Plan to remain up to date it is reviewed every few years (usually every five years).
- 3.2 The National Planning Policy Framework requires strategic policies to look a minimum of 15 years ahead.
- 3.3 The current Local Plan period runs from 2017 to 2031 and the review is due to be submitted in 2022. However, given the time taken for such a review to be carried out, the likelihood is that a reviewed plan would not be adopted until late 2022 or even into 2023. This would result in the plan only having a remaining lifetime of around 8 years. This is not enough time for changes to strategic policies to take effect nor for new evidence bases to predict trends over.
- 3.4 The refresh of our evidence cover the period up to 2041. If the Local Plan is given the same period, this would make the lifetime of the Plan 17 years. The Council believes the reviewed Local Plan should run in line with this and would like to know whether you agree with this time period.

### Agreeing the policies that are to be reviewed

- 3.5 As part of the review process, the Council has to decide which policies are going to be reviewed. This is done by looking at the existing policies and then assessing them against the different reasons that could trigger a review.

- 3.6 Some policies will undergo a full review, which could mean that they will have major changes to the wording, are wholly rewritten or are deleted. Others may have significant changes to them but the overall approach might stay the same. There might be some that do not need significant changes but may need adjustments and tweaks to the existing wording.
- 3.7 The Council believes the vision in the Local Plan is still reflective of current national and Corporate priorities. It is, therefore, not intended to make significant changes to it.
- 3.8 The Options section below includes a table showing what the Council feels is the current position for each policy. It is important to note that this is only a starting point. As the review progresses and the evidence base is updated, it might be that the level of review for policies must change. However, the Council believes it is important to gauge your view at the start of the process to understand whether you agree or have any other suggestions.
- 3.9 The Options below will ask you whether you agree with the policies from the current Local Plan that it is intended to review.

## Housing

- 3.10 The district has a varied mix of towns and villages, ranging from the Wolds villages to inland market towns and the coastal tourism resorts. The Council must ensure that within the district there are sufficient houses of all types required to meet the needs of the people living there.
- 3.11 The current Local Plan allocates housing in the towns and large villages, with the most significant levels of housing growth centred on the inland towns.
- 3.12 The Council has been consistently able to demonstrate a five-year supply of housing since the Plan was adopted and has passed the National Housing Delivery test since it was introduced. This shows that, in theory, the Council is approving and building sufficient houses. However, the Government has made it clear that it is committed to driving up housebuilding. The standard method for calculating housing may well change. Whilst the exact details are unclear at the moment, it is very likely that the Local Plan will need to deliver a lot more housing in the future.
- 3.13 When looking at the inland area, the monitoring does indicate that many of the houses are coming forwards in Louth and Horncastle, with fewer in the other smaller towns and fewer still in the villages. This indicates that the strategy seems to be working for the inland area, with the largest towns which have the most comprehensive range of services and facilities seeing the most housebuilding activity.
- 3.14 Across the district, affordable housing delivery has been below the target for the first two years of the new Local Plan (2017-19). Delivery of housing (housing that has actually been built) was -12% and -19% below target respectively, and an average of -15% below the target. This shows that whilst some affordable housing is coming forwards, it is not sufficient to meet the identified need. Whilst wages in East Lindsey are low in comparison to much of the rest of the Midlands and Southern areas, property prices are also low, meaning that overall it is still one of the more affordable places to live in England based on the price to earnings affordability ratio.
- 3.15 In the coastal area there are high levels of flood risk, because of this, the existing strategy only seeks to provide sufficient housing for natural growth (e.g. through new household creation from existing households). It does not provide housing for in-migration to the coast from other areas.
- 3.16 To cover the need in the coast, the Local Plan uses existing commitments. These are sites that already have planning permission for housing. At the time the Local Plan was adopted, there were already 1,308 plots with permission. The projected need for new housing was 735. This meant that there were sufficient houses approved to more than cover that need.
- 3.17 However, the gap between incomes and house prices continues to widen and this has created pressure to provide affordable homes. There are some coastal wards amongst the most deprived areas in the country. The seasonal economy on the coast leads to lower wages resulting in affordability difficulties when it comes to purchasing new housing. House prices in coastal areas are lower than inland areas but they are still often out of reach. There is also a high proportion of older residents in the district and in particular in coastal areas. This results in a resale market from the constant churn rate of existing housing, which can further reduce the need for new market houses.



- 3.18 Another factor that affects house building on the coast is the higher build costs. New development must build in flood mitigation and resilience measures. This can often include costly works such as raising land levels across the site.
- 3.19 The combination of these factors leads to a limited supply of new housing coming forwards on the coast.
- 3.20 In addition to this, the Government is seeking to reform the Planning system. As mentioned above there is a strong focus on increased housebuilding. Whilst there is no certainty over what form this will take, the current proposals would see East Lindsey's housing requirement increase significantly. With this in mind, the Local Plan needs to have a robust and flexible strategy that will enable the Council to make decisions that help to meet future housing needs.
- 3.21 Overall there are a range of factors that affect where new housing is needed and should go. This leads to a number of different Options, which are set out in Chapters below.

## Changing economy

- 3.22 Traditional employment sectors in the district have been agriculture and tourism. Both sectors are heavily reliant on seasonal workers and, in some cases, part time employment. This keeps wage levels low and provides peaks and troughs in employment opportunities. Changes in the agricultural sector have also led to falling employment levels.
- 3.23 The business economy is dominated by small businesses and many people work from home. Their needs are different from larger employers in urban localities.
- 3.24 The need to encourage greater levels of inward investment, to diversify the overall economy of the district, and to support the agricultural industry in providing suitable alternative employment opportunities were both raised as issues.
- 3.25 The peripheral location of East Lindsey and the dispersed nature of towns and villages across the district makes access to training and further education difficult. There are also issues surrounding low qualification and skills levels.
- 3.26 Covid-19 has had significant impacts on all levels of business across the country. Whilst the effects of this impact are likely to be far-reaching, the current Local Plan runs until 2031. Due to the long-term strategic outlook of the Local Plan, it is not the correct place to implement short-term measures specifically aimed at Covid-19 recovery. The Council are putting separate short-term measures in place to assist the local economy separate to the Local Plan.
- 3.27 However, Covid-19 has resulted in many employees working from home. Whilst this is an option for some, for many it is not. There is the potential for the Local Plan to provide more flexibility for people that want to set up businesses at home.
- 3.28 East Lindsey also has a thriving diverse rural economy. However many businesses are in rural or semi-rural countryside locations. Whilst these need to be encouraged to thrive, this needs to be balanced with protecting the countryside, where appropriate.
- 3.29 Overall, there are various different types of businesses in different locations. These need support to grow and there also needs to be provision made for new businesses to set up.
- 3.30 The Inspector at the Examination of the Local Plan was most concerned about the fact that the evidence supporting the Local Plan in relation to employment land was becoming out of date. As a result of this they recommended that the evidence relating to the need for employment land is brought up to date. To ensure this is the case, the evidence is currently being refreshed. Whilst there may be a need to allocate additional land, all of the existing employment estates have capacity or space to expand into. For these reasons the Council does not believe there is any need to ask any questions with options at this time.
- 3.31 Due to the above, you will not find any questions or Options relating to employment land in the Chapters below.



## Chapter 4 - How We Choose the Options

- 4.1 We now need to look at different ways that the Core Strategy might tackle these issues. There is no obvious 'right way' and, indeed, there may be other options that we do not mention here but which you would want us to consider.
- 4.2 To be fair and consistent when choosing preferred options for the Core Strategy, the Council will apply the following essential tests to all options:
  - Do they help towards realising the Local Plan's vision and help to achieve its objectives?
  - Do they successfully tackle high-priority community issues?
  - Are they consistent with national and regional policies and guidance?
  - Do they contribute to sustainable development and satisfy sustainability criteria?
  - Are they realistic and deliverable through the Local Plan?
- 4.3 It may help you to choose your own preferred option if you were to apply these tests.
- 4.4 Ideally, all preferred options will pass all of these tests. Realistically, we may have to choose an option that best meets the criteria, provided it doesn't create insurmountable problems in other ways. There will have to be exceptional circumstances to justify choosing an Option that cannot meet these criteria.
- 4.5 We would ask you to state your preferences and give your views on each option by answering the questions that accompany each set of Options.



# Chapter 5 - The Questions We Need Answering

- 5.1 This section contains questions designed to cover the Issues set out above. There are then a number of Options that you need to think about. You should pick the option that is closest to how you feel we should try and resolve the issue.
- 5.2 However, if you do not feel any of the options are appropriate, you can suggest alternative options.

## Question A - Plan period

- 5.3 The suggested new plan period is from the date of adoption to the year 2041. This will align with the refreshed evidence base and allow the Strategic Policies (such as housing delivery) sufficient time to take effect. It also gives people, such as the public, landowners, and developers, some certainty over how development is likely to occur over the coming years.
- 5.4 **Question A1:** Do you agree with the new plan period running to the year 2041?
- Yes
- No  (Go to Question A2)
- 5.5 **Question A2:** If you do not feel that any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:

## Question B - Policies that are to be reviewed

- 5.6 The Council has examined the current policies and has decided which should be reviewed. The table below shows this and sets out the different reasons that lead to the need to review a policy.

		Main Reason for Review						Review Type			
		Inspector identified issue	Does not align with Corporate Priorities	Significant Climate Change/ Carbon reduction implications	Does not adequately promote economic recovery / promote growth	Change in national policy	Evidence Base requires review	Other reasons for review	Full review of Policy	Significant alterations to the wording	No significant changes
SP1	A Sustainable Pattern of Places		yes		yes				yes		
SP2	Sustainable Development		yes		yes				yes		
SP3	Housing Growth and the Location of Inland Growth		yes		yes	yes			yes		
SP4	Housing in Inland Medium and Small Villages		yes		yes	yes			yes		
SP5	Specialist Housing for Older People						yes			yes	
SP6	Neighbourhood Planning										yes
SP7	Affordable Housing						yes			yes	
SP8	Rural Exceptions										yes
SP9	Single Plot Exceptions										yes

		Main Reason for Review						Review Type		
		Inspector identified issue	Does not align with Corporate Priorities	Significant Climate Change/ Carbon reduction implications	Does not adequately promote economic recovery / promote growth	Change in national policy	Evidence Base requires review	Other reasons for review	Full review of Policy	Significant alterations to the wording
SP10	Design			yes					yes	
SP11	Historic Environment			yes					yes	
SP12	Gypsies, Travellers and Showpeople									yes
SP13	Inland Employment	yes			yes		yes		yes	
SP14	Town/Village Centres and Shopping						yes		yes	
SP15	Widening the Inland Tourism and Leisure Economy		yes		yes			yes	yes	
SP16	Inland Flood Risk									yes
SP17	Coastal East Lindsey	yes	yes				yes	yes		
SP18	Coastal Housing	yes	yes				yes	yes		
SP19	Holiday Accommodation (coastal)							yes	yes	
SP20	Visitor Economy (coastal)									yes
SP21	Coastal Employment	yes	yes				yes		yes	
SP22	Transport and Accessibility			yes					yes	
SP23	Landscape									yes
SP24	Biodiversity and Geodiversity	yes		yes		yes	yes		yes	
SP25	Green Infrastructure			yes					yes	
SP26	Open Space, Sport and Recreation	yes					yes		yes	
SP27	Renewable and Low Carbon Energy			yes		yes			yes	
SP28	Infrastructure and S106 Obligations					yes	yes		yes	
SP29	Reviewing the Local Plan							yes	yes	

5.7 **Question B1:** Do you agree with the results set out in the table?

Yes

No  (Go to Question B2)

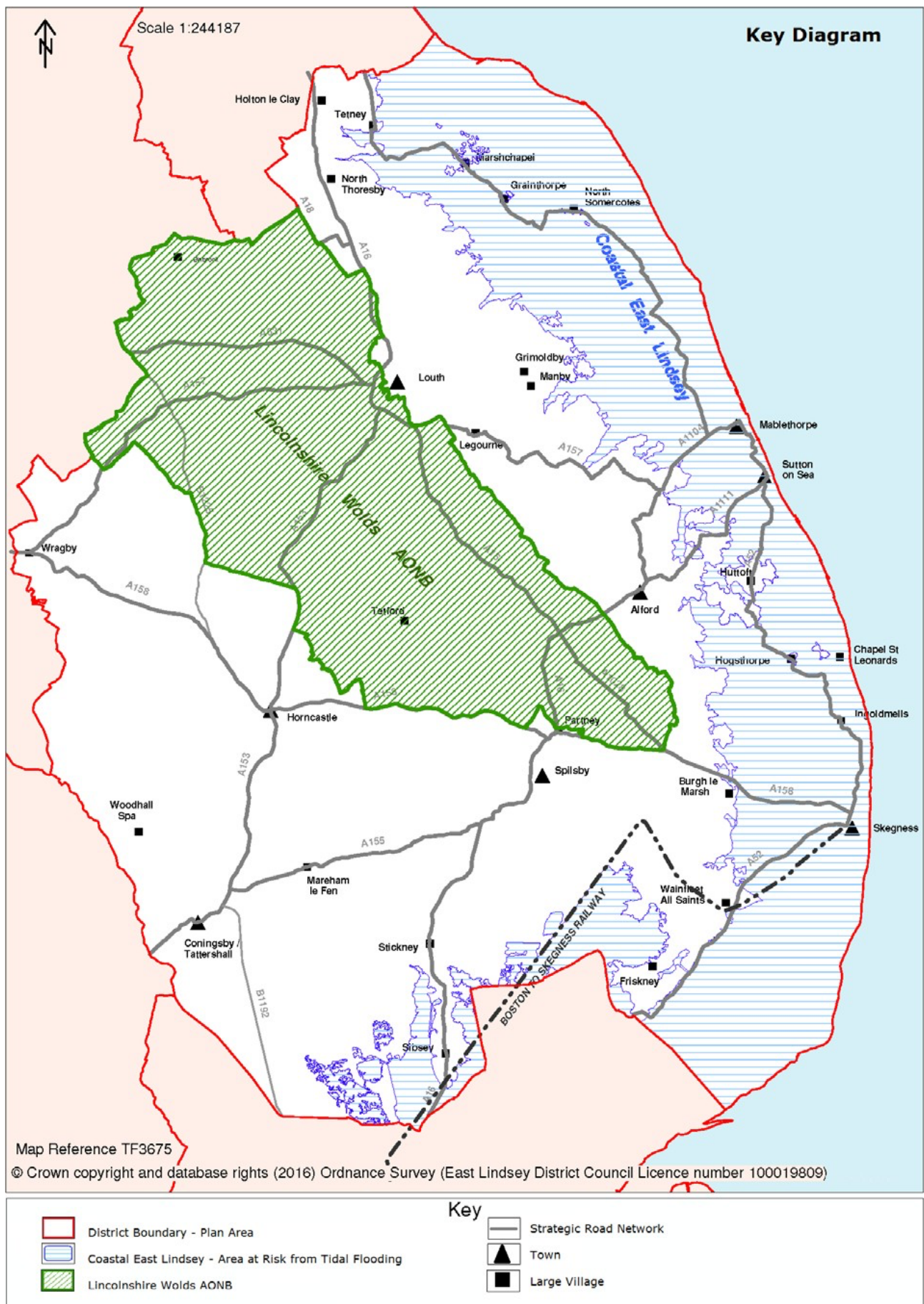
5.8 **Question B2:** If you do not feel that any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:



## Housing

- 5.9 Whilst the district may develop and change only very marginally on a day by day basis, it is important that this incremental change is guided by an overall longer-term spatial strategy.
- 5.10 For example, would we like to see the towns, villages and countryside change their roles and the way they interact? The seven towns have seen most development over the last 40 years or so. The industrial estates continue to expand, and tourism development has increased across the district.
- 5.11 Underpinning any settlement strategy must be the aim of creating and maintaining sustainable communities. By this we mean communities that:
- are vital, lively and inclusive, with a strong sense of local 'belonging'; have a thriving and vibrant economy;
  - are environmentally sensitive;
  - are well designed, with high quality buildings, places and spaces;
  - have good transport services linking to jobs, schools, shops, health and other services;
  - are well served with community and voluntary services and facilities;
  - provide equal opportunities for everyone;
  - have a mixed and diverse population;
  - are safe places.
- 5.12 The coastal area is defined as the 'Coastal Zone' and contains the towns of Mablethorpe and Skegness. It also contains large villages and a mix of smaller settlements. The inland area contains the remaining towns, including Louth, Horncastle, Alford and Spilsby. Again, there is a mixture of large and smaller settlements.
- 5.13 National Planning Policy Framework requires the Council as Local Planning Authority to ensure there is enough land allocated to meet the projected housing need.
- 5.14 The questions relating to Housing are set out below. The questions are set out as follows:
- Do we need a coastal/inland split: Yes or No?
- If Yes to a Split:      1) set of options for coastal housing  
                                 2) set of options for inland housing
- If No to a Split:        1) set of options for the whole District

Question C - Is there a need to have a split between coastal and inland areas?





- 5.15 Why is this an issue? The coast is currently treated differently due to the high levels of flood risk. The housing allocations within the district are all located inland, with no allocations made in the Coastal Zone.
- 5.16 The current Local Plan meets the housing need on the coast by using existing commitments. A commitment is an existing planning permission that can still be built. The idea is that there is no need to approve new housing permissions because there are already enough to cover the need.
- 5.17 However, this is presenting a number of issues:
- The permissions are now being used up and are reducing.
  - Evidence shows that some of the sites are so old that they are unlikely to be built.
  - Many of these are individual plots and do not provide any additional infrastructure benefits.
  - The majority of new houses that are being completed are on two main developments, both of which are located in Skegness. This limits variety and choice.
  - Many of the old permissions are poor quality in their design, layout, or for other reasons. Due to this, developers do not want to build them.
- 5.18 In 2019 the Government introduced the Towns Fund and Mablethorpe and Skegness were invited to bid for up to £25million each. This shows a strong commitment by the Government to the regeneration of these coastal communities.
- 5.19 The Environment Agency, along with their partners, are working on the Saltfleet to Gibraltar Point Shoreline Management Plan (SMP). The SMP provides a strategy for maintaining and improving the coastal sea defences. The strategy options have been consulted on and agreed and the group are now at the stage of creating a business plan to submit to Government aimed at securing the funding.
- 5.20 The Council are working on a variety of Supplementary Planning Documents and Local Development Orders. These are documents that if adopted will 'relax' planning restrictions and allow different types of development to be carried out without needing to apply for planning permission. These documents aim to make it easier for businesses to expand and to encourage a move towards an all-year-round economy.

### **Option C1 - Have two distinct housing areas - one inland and one coastal**

- 5.21 This option would result in the split between inland and coastal remaining. This would allow two separate approaches to be taken, which allows the special circumstances on the coast to be properly accounted for.
- 5.22 This scenario could be characterised by:
- Housing dispersal could be different in inland and coastal areas;
  - A separate set of policies would support some housing development on the coast, taking into account the issues faced there, such as development costs and flood risk;
  - A reduced amount of housing allocated inland due to the need to share some of this out across the coastal area as well.

### **Option C2 - Do not have a split and have a single housing strategy and set of policies that cover the whole district**

- 5.23 This Option would result in a single approach to housing across the whole district. This would lead to a single spatial strategy for the distribution of development.
- 5.24 This scenario could be characterised by:
- A single strategy for housing across the whole district;
  - A single set of policies.

5.25 Your chosen **Option** is (please choose just one Option):

C1  please go to Question D

C2  please go to Question F

5.26 If you do not feel that any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:

## **SPLIT - COASTAL HOUSING**

**Question D - If there is a split between coastal and inland, how will housing be distributed in the coastal areas?**

5.27 The coastal area contains two towns - Mablethorpe and Skegness. In between these, and either side to the north and south, lie a host of other settlements. This includes large villages, such as: North Somercotes, Sutton on Sea, Chapel St Leonards, and Ingoldmells. There are also a range of smaller villages and hamlets.

5.28 It is important to consider how the new housing development will be dispersed amongst them. There a number options of how we focus new development.

**Option D1 - A strong focus on the main urban centres of Mablethorpe and Skegness, with restraint on housing elsewhere**

5.29 This scenario provides a strong urban focus with rural restraint. This would have a tiered settlement hierarchy with urban extensions and strong rural restraint.

5.30 This would concentrate most development into the towns, so as to build up the critical mass and subsequent economies of scale necessary to generate a wider range of community facilities, better public transport network, business and employment opportunities, and wider retail offer. This could not only support their own populations but also spread benefits to the surrounding rural communities. The economies of scale could also help to spread out the costs of incorporating flood mitigation into development.

5.31 If housing is to be built in settlements at risk of flooding as part of this scenario, there would be potential conflict with national policies that seek to locate new development away from areas of flood risk.

5.32 In order to maximise these transferred benefits and to focus development into the towns, there would be strong restraints on non-essential development in the less sustainable villages and the countryside. The larger, more sustainable villages could provide some housing and improved local services and



facilities for a cluster of surrounding smaller villages. This scenario could be characterised by:

- The majority of the coastal housing allocation being directed to the two towns of Mablethorpe and Skegness;
- Urban extensions on to greenfield sites;
- 10% of the district's housing allocation being directed to the sustainable larger service villages;
- Increased retail offer and viability in town centres;
- Most affordable housing being provided in the towns with some 'exceptions sites' in the larger villages;
- Promotion of new employment opportunities in the towns;
- Increased traffic in towns, especially in Skegness town centre and increased potential for more public transport provision;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
- Only essential local-needs housing and employment opportunities essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### **Option D2 - Settlement hierarchy led by the two main towns of Mablethorpe and Skegness**

5.33 This would result in a settlement hierarchy led by two towns. This approach would consist of large allocations or urban extensions to Mablethorpe and Skegness and some rural restraint.

5.34 Whilst promoting the most significant scale of development and growth opportunities in the two towns, this model would establish a hierarchy of sustainable settlements beneath where opportunities for development would be apportioned to the towns and larger and smaller villages, according to their status and role in the hierarchy.

5.35 For example, some 70% of the coastal housing allocation could be directed to the two towns and 30% to the more sustainable villages. This should allow the larger villages to further develop their service role for supporting both themselves and their surrounding smaller communities. But it may also reduce the capacity-building capability of the towns to attract those larger, more specialised facilities and services that can spread benefits to the wider community.

5.36 This scenario could be characterised by:

- Significant urban extensions on to greenfield sites in and about Mablethorpe and Skegness;
- Extensions to the town centres of the two main towns and their retail offer;
- Minor housing development in the large villages;
- Development-led regeneration in Skegness and Mablethorpe;
- Affordable housing focused primarily into the towns, with some exceptions in the more sustainable villages;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
- Only essential local-needs housing and employment opportunities essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### Option D3 - Unrestrained dispersal of development throughout all settlements in the coastal area

- 5.37 The scenario would result in a market-led approach. This scenario would allow development to occur in all settlements in response to market and community demand and to be controlled primarily by Local Plan policies.
- 5.38 The district's housing allocation would be dispersed amongst the majority of settlements, including small villages in an attempt to restore their vitality and viability. This approach would challenge national sustainable development policies and an exceptional case would need to be presented to justify it.
- 5.39 This scenario could be characterised by:
- The development of housing sites in smaller settlements where development has previously been restricted;
  - Speculative housing development in all villages;
  - Development in the countryside being restricted to satisfying essential need only;
  - Less developer interest in deprived areas with low values and returns; settlement boundaries being set to limit housing development to within the district-wide allocation;
  - Strict phasing of development to prevent the housing allocation being 'used up' too soon;
  - Increased reliance on the use of the car and the need for additional car parking in town centres;
  - Increased opportunities for small businesses in rural locations; reuse of farm buildings for residential use;
  - Town centres being unlikely to expand;
  - Existing village facilities being retained.
- 5.40 It is likely that many villages would see considerable pressure for development and expansion whilst areas of particular need (be it for affordable housing, community facilities, or employment opportunities) may not be able to attract developer interest, particularly in the early stages. The allocation of housing land in the towns would be at much lower levels than at present and, consequently, it is likely that there would be an increase of housing development in towns coming forwards as windfall development on greenfield and brownfield land.
- 5.41 More housing in villages where services are under threat could help to support and retain those services. It would allow local people the opportunity to stay in villages where they have family ties or grew up.
- 5.42 Less housing development in the towns could result in a failure to achieve the economies of scale necessary to attract the more specialist community facilities, variety of shopping, or business start-ups that would serve the surrounding villages.
- 5.43 Housing in larger settlements would still trigger payments towards infrastructure, such as doctors' surgeries and schools. However, small-scale developments that were scattered throughout smaller villages would not trigger improvements such as infrastructure.

### Option D4 - Restrained housing growth to meet natural population growth needs

- 5.44 This scenario would follow the similar path taken in the current Local Plan.
- 5.45 Affordable housing would still be supported. However new market housing would be restricted to exception sites, for example brownfield land, or as enabling development for affordable housing. No new allocations would be made in any of the coastal area. Whilst this would be compliant with national policy on flood risk, it has the potential for social and economic decline if insufficient housing of suitable types and affordability come forwards from the existing commitments.
- 5.46 The projected housing need would be met by existing commitments that have already been approved in the coastal area. However this would be calculated to meet the natural growth needs (through births and deaths) rather than accommodate migration.
- 5.47 This scenario could be characterised by:



- Continued reduction in the number of existing permissions available. This will limit choice and likelihood of them coming forwards;
- Limited new housing growth through market housing.
- Affordable housing will still be provided;
- Opportunities to promote growth through innovative housing types that mitigate flood risk;
- Potential for speculative housing proposals being allowed on appeal due to the lack of allocated sites and difficulty demonstrating a five-year supply.
- Lack of strategy and influence over where new housing happens

### Option D5 - Creating a new town

- 5.48 This scenario would consist of a new settlement, possibly based on an existing village, being developed to provide the role of a town. This is a fairly extreme option and would need very careful consideration. It is only likely to be successful as a last resort option if we are struggling to provide enough housing through normal measures.
- 5.49 The main reason for this option is due to the challenges around dealing with high flood risk areas may require some creative approaches. Creating a new town (or an enlarged/extended village) could allow for the gradual relocation of some coastal communities over the space of a long period of time (this could be 5-100 years). Due to the huge undertaking this would involve it is something that would need to be considered now, hence it is included here as an option.
- 5.50 This scenario could be characterised by:
- Limited development in all other settlements, including the towns;
  - reprioritising the provision of infrastructure, including roads;
  - Reassessment of the settlement hierarchy and the respective roles of the higher order settlements;
  - Accelerated inward population migration and relocation within the district, targeting the new town;
  - The opportunity for massive external investment; Prolonged and continuous building programme in one locality;
  - The potential for new economies of scale to generate more specialised community services/facilities;
  - The potential to raise the national profile of the district;
  - A significant change to the local landscape;
  - The opportunity to invest in sustainable technologies and develop a prototype eco-town;
  - The provision of a higher proportion of affordable housing in new housing development in the new settlement;
  - Diversion of resources from other settlements.
- 5.51 Your chosen **Option** is (please choose just one Option):

- D1
- D2
- D3
- D4
- D5

- 5.52 If you do not feel that any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:

## **SPLIT - INLAND HOUSING**

### **Question E - If there is a split between coastal and inland, how will housing be distributed in the inland areas?**

- 5.53 The inland area contains five towns - Louth, Alford, Coningsby/Tattershall, Horncastle, and Spilsby. In between these, and either side to the north and south, lie a host of other settlements.
- 5.54 These towns are surrounded by a host of large, medium and small villages. These all contain a variety of services and facilities but are generally reliant on the towns to fill in the gaps of that provision.
- 5.55 It is important to consider how the new housing development will be dispersed amongst them. There a number of Options for how we focus new development.

### **Option E1 - A strong focus on the main urban centres of Louth, Alford, Spilsby and Horncastle, with restraint on housing elsewhere**

- 5.56 This scenario provides a strong urban focus with rural restraint. This would have a tiered settlement hierarchy with urban extensions and strong rural restraint.
- 5.57 This would concentrate most development into the inland towns, so as to build up the critical mass and subsequent economies of scale necessary to generate a wider range of community facilities, better public transport network, business and employment opportunities, and wider retail offer. This could not only support their own populations but also spread benefits to the surrounding rural communities. The economies of scale could also help to spread out the costs of incorporating flood mitigation into development.
- 5.58 In order to maximise these transferred benefits and to focus development into the towns, there would be strong restraints on non-essential development in the less sustainable villages and the countryside. The larger more sustainable, villages could provide some housing and improved local services and facilities for a cluster of surrounding smaller villages.
- 5.59 This scenario could be characterised by:
- The majority of the inland housing allocation being directed to the four main towns of Louth, Alford, Spilsby, and Horncastle.
  - Urban extensions on to greenfield sites;

- 10% of the district's housing allocation being directed to the sustainable larger service villages;
- Increased retail offer and viability in town centres;
- Most affordable housing being provided in the towns with some 'exceptions sites' in the larger villages;
- Promotion of new employment opportunities in the towns;
- Increased traffic in towns but resulting in increased potential for more public transport provision from larger population;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
- Only essential local-needs housing essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### Option E2 - Settlement hierarchy led by the towns

- 5.60 This scenario would consist of a settlement hierarchy headed by the five towns of Louth, Alford, Coningsby/Tattershall, Horncastle, and Spilsby. This would result in some urban extensions but less rural restraint than Option E1.
- 5.61 Whilst promoting the most significant scale of development and growth opportunities in four towns, this model would establish a hierarchy of sustainable settlements beneath where opportunities for development would be apportioned to the towns and larger and smaller villages, according to their status and role in the hierarchy.
- 5.62 For example, some 70% of the District's housing allocation could be directed to the five towns and 30% to the more sustainable villages. This should allow the larger villages to further develop their service role for supporting both themselves and their surrounding smaller communities. However, it may also reduce the capacity-building capability of the towns to attract those larger, more specialised facilities and services that can spread benefits to the wider community.
- 5.63 This scenario could be characterised by:
- Significant urban extensions on to greenfield sites in and about Horncastle and Louth;
  - Extensions to the town centres of the main towns and their retail offer;
  - Minor urban extensions to Alford and Coningsby/Tattershall (Spilsby already has an allocated urban extension);
  - Affordable housing focused primarily into the towns, with some exceptions in the more sustainable villages;
  - Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
  - Only essential local-needs housing and employment opportunities essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
  - Development in the countryside restricted to that which supports the local economy.



### Option E3 - Unrestrained dispersal of development throughout all settlements in the inland area

- 5.64 The scenario would result in a market-led approach. This scenario would allow development to occur in all inland settlements in response to market and community demand and to be controlled primarily by Local Plan policies.
- 5.65 The district's housing allocation would be dispersed amongst the majority of settlements, including small villages, in an attempt to restore their vitality and viability. This approach would challenge national sustainable development policies and an exceptional case would need to be presented to justify it.
- 5.66 This scenario could be characterised by:
- The development of housing sites in smaller settlements where development has previously been restricted;
  - Speculative housing development in all villages;
  - Development in the countryside being restricted to satisfying essential need only;
  - Less developer interest in deprived areas with low values and returns;
  - Strict phasing of development to prevent the housing allocation being 'used up' too soon;
  - Increased reliance on the use of the car and the need for additional car parking in town centres;
  - Increased opportunities for small businesses in rural locations - reuse of farm buildings for residential use;
  - More difficulty securing infrastructure improvements that are usually achieved through larger more strategic allocations;
  - Town centres being unlikely to expand;
  - More chance of existing village facilities being retained.
- 5.67 It is likely that many villages would see considerable pressure for development and expansion whilst areas of particular need (be it for affordable housing, community facilities, or employment opportunities) may not be able to attract developer interest, particularly in the early stages. The allocation of housing land in the towns would be at much lower levels than at present and, consequently it is likely that there would be an increase of housing development in towns coming forwards as windfall development on greenfield and brownfield land.
- 5.68 More housing in villages where services are under threat could help to support and retain those services. It would allow local people the opportunity to stay in villages where they have family ties or grew up. However, increasing levels of housing growth could alter the character of those villages.
- 5.69 Less housing development in the towns could result in a failure to achieve the economies of scale necessary to attract the more specialist community facilities, variety of shopping, or business start-ups that would serve the surrounding villages.
- 5.70 Housing in larger settlements would still trigger payments towards infrastructure, such as doctors' surgeries and schools. However small-scale developments that were scattered throughout smaller villages would not trigger improvements such as infrastructure.

### Option E4 - Creating a new town

- 5.71 This scenario would consist of a new settlement, possibly based on an existing village, being developed to provide the role of a town. This is a fairly extreme option and would need very careful consideration. It is only likely to be successful as a last resort option if we are struggling to provide enough housing through normal measures.
- 5.72 Another reason for this option is due to the challenges around dealing with high flood risk areas may require some creative approaches. Creating a new town (or an enlarged/extended village) could allow for the gradual relocation of some coastal communities over the space of a long period of time (this could be 5-100 years). Due to the huge undertaking this would involve it is something that would need

to be considered now, hence it is included here as an option.

5.73 This scenario could be characterised by:

- Limited development in all other settlements, including the towns;
- reprioritising the provision of infrastructure, including roads;
- Reassessment of the settlement hierarchy and the respective roles of the higher order settlements;
- Accelerated inward population migration and relocation within the district, targeting the new town;
- The opportunity for massive external investment; Prolonged and continuous building programme in one locality;
- The potential for new economies of scale to generate more specialised community services/facilities;
- The potential to raise the national profile of the district;
- A significant change to the local landscape;
- The opportunity to invest in sustainable technologies and develop a prototype eco-town;
- The provision of a higher proportion of affordable housing in new housing development in the new settlement;
- Diversion of resources from other settlements.

5.74 Your chosen **Option** is (please choose just one Option):

- E1
- E2
- E3
- E4

5.75 If you do not feel that any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:

## NO SPLIT

### Question F - How will housing be distributed if there is a single housing strategy for the whole district?

- 5.76 The district contains seven towns - Louth, Skegness, Alford, Coningsby/Tattershall, Horncastle, Mablethorpe/Sutton on Sea/Trusthorpe and Spilsby.
- 5.77 These towns are surrounded by a host of large, medium and small villages. These all contain a variety of services and facilities but are generally reliant on the towns to fill in the gaps of that provision.
- 5.78 It is important to consider how the new housing development will be dispersed amongst them. There a number options of how we focus new development

### Option F1 - A strong focus on the main urban centres, with restraint on housing elsewhere

- 5.79 This scenario provides a strong urban focus with rural restraint. This would have a tiered settlement hierarchy with urban extensions and strong rural restraint.
- 5.80 This would concentrate most development into the towns so as to build up the critical mass and subsequent economies of scale necessary to generate a wider range of community facilities, better public transport network, business and employment opportunities and wider retail offer that could not only support their own populations but also spread benefits to the surrounding rural communities.
- 5.81 If housing is to be built in settlements at risk of flooding as part of this scenario, there would be potential conflict with national policies that seek to locate new development away from areas of flood risk.
- 5.82 In order to maximise these transferred benefits and to focus development into the towns, there would be strong restraints on non-essential development in the less sustainable villages and the countryside. The larger, more sustainable, villages could provide some housing and improved local services and facilities for a cluster of surrounding smaller villages.
- 5.83 This scenario could be characterised by:
  - 1) The majority of the housing allocation being directed to the towns of Louth, Alford, Coningsby/Tattershall, Horncastle, Spilsby, Mablethorpe/Sutton on Sea/Trusthorpe, and Skegness;
  - 2) Urban extensions on greenfield sites;
  - 3) 10% of the District's housing allocation being directed to the sustainable larger service villages;
  - 4) Increased retail offer and viability of town centres;
  - 5) Most affordable housing being provided in the towns with some 'exceptions sites' in the larger villages;
  - 6) Promotion of new employment opportunities in the towns;
  - 7) Increased traffic in towns, especially in Louth and Skegness town centres, and increased potential for more public transport provision to access the towns;
  - 8) Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
  - 9) Only essential local-needs housing and employment opportunities essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
  - 10) Development in the countryside restricted to that which supports the local economy.



## Option F2 - Settlement hierarchy led by the towns

- 5.84 This scenario would consist of a settlement hierarchy headed by the seven towns of Louth, Alford, Coningsby/Tattershall, Horncastle, Spilsby, Mablethorpe/Sutton/Trusthorpe, and Skegness. This would result in some urban extensions but less rural restraint than Option F1.
- 5.85 Whilst promoting the most significant scale of development and growth opportunities in four towns, this model would establish a hierarchy of sustainable settlements beneath where opportunities for development would be apportioned to the towns and larger and smaller villages, according to their status and role in the hierarchy.
- 5.86 For example, some 70% of the district's housing allocation could be directed to the seven towns and 30% to the more sustainable villages. This should allow the larger villages to further develop their service role for supporting both themselves and their surrounding smaller communities. However, it may also reduce the capacity-building capability of the towns to attract those larger, more specialised facilities and services that can spread benefits to the wider community.
- 5.87 This scenario could be characterised by:
- Significant urban extensions on to greenfield sites in and about Horncastle, Louth, Mablethorpe and Skegness;
  - Extensions to the town centres of the four main towns and their retail offer;
  - Minor urban extensions to Alford and Coningsby/Tattershall (Spilsby already has an urban extension);
  - Development-led regeneration in Skegness and Mablethorpe;
  - Affordable housing focused primarily into the towns, with some exceptions in the more sustainable villages;
  - Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages;
  - Only essential local-needs housing and employment opportunities essential to support the local rural economy in the less sustainable villages (i.e. those without sufficient services and facilities to support themselves);
  - Development in the countryside restricted to that which supports the local economy.

## Option F3 - Settlement hierarchy with coastal regeneration

- 5.88 This model would reflect the settlement hierarchy approach of Option F2 with the exception that accelerated growth be directed towards Mablethorpe and Skegness, in order to combat the effects of deprivation and to kick-start the regeneration of the coastal strip.
- 5.89 This would marginally reduce the apportionment of growth opportunities to the other towns. Again, there would be potential conflict with national policies that seek to locate new development away from areas of flood risk.
- 5.90 This scenario could be characterised by:
- Major new development-led regeneration in Skegness and Mablethorpe;
  - Increased flood risk alleviation and mitigation measures to accommodate residential development, especially in Mablethorpe;
  - Minor urban extensions to Louth, Horncastle, Alford, Spilsby, and Coningsby/Tattershall;
  - Affordable housing focused primarily into the towns, with some exceptions in the more sustainable villages;
  - Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own service role and meet the needs of the smaller villages.

## Option F4 - Unrestrained dispersal of development throughout all settlements

- 5.91 This scenario would allow development to occur in all settlements in response to market and community demand and to be controlled primarily by the capacity of existing and planned infrastructure, development management policies and neighbourhood plans.
- 5.92 The district's allocation of housing would be dispersed amongst the majority of settlements, including small villages in an attempt to restore their vitality and viability. This approach would challenge national sustainable development policies and an exceptional case would need to be presented to justify it.
- 5.93 This scenario could be characterised by:
- The development of housing sites in smaller settlements where development has previously been restricted to very small-scale sites (up to two dwellings);
  - Speculative housing development in all villages;
  - Development in the countryside being restricted to satisfying essential need only;
  - Less developer interest in deprived areas with low values and returns;
  - Strict phasing of development to prevent the housing allocation being 'used up' too soon;
  - Increased reliance on the use of the car and the need for additional car parking in town centres;
  - Increased opportunities for small businesses in rural locations - reuse of farm buildings for residential use;
  - Town centres being unlikely to expand;
  - Existing village facilities being retained.
- 5.94 It is likely that many villages would see considerable pressure for development and expansion whilst areas of particular need (be it for affordable housing, community facilities, or employment opportunities) may not be able to attract developer interest, particularly in the early stages. The allocation of housing land in the towns would be at much lower levels than at present and, consequently, most housing development in towns would come forwards as windfall development on greenfield and brownfield land.
- 5.95 More housing in villages where services are under threat could help to support and retain those services. It would allow local people the opportunity to stay in villages where they have family ties or grew up. However, increasing levels of housing growth could alter the character of those villages.
- 5.96 Less housing development in the towns could result in a failure to achieve the economies of scale necessary to attract the more specialist community facilities, variety of shopping, or business start-ups that would serve the surrounding villages.
- 5.97 Housing in larger settlements would still trigger payments towards infrastructure, such as doctors' surgeries and schools. However, small-scale developments that were scattered throughout smaller villages would not trigger improvements such as infrastructure, health, and education.

## Option F5 - Creating a new town

- 5.98 This scenario would consist of a new settlement, possibly based on an existing village, being developed to provide the role of a town. This is a fairly extreme option and would need very careful consideration. It is only likely to be successful as a last resort option if we are struggling to provide enough housing through normal measures.
- 5.99 Another reason for this option is due to the challenges around dealing with high flood risk areas may require some creative approaches. Creating a new town (or an enlarged/extended village) could allow for the gradual relocation of some coastal communities over the space of a long period of time (this could be 5-100 years). Due to the huge undertaking this would involve it is something that would need to be considered now, hence it is included here as an option.

5.100 This scenario could be characterised by:

- Limited development in all other settlements, including the inland towns;
- reprioritising the provision of infrastructure, including roads;
- Reassessment of the settlement hierarchy and the respective roles of the higher order settlements;
- Accelerated inward population migration and relocation within the district, targeting the new town;
- The opportunity for massive external investment; prolonged and continuous building programme in one locality;
- The potential for new economies of scale to generate more specialised community services/facilities;
- The potential to raise the national profile of the district;
- A significant change to the local landscape;
- The opportunity to invest in sustainable technologies and develop a prototype eco-town;
- The provision of a higher proportion of affordable housing in new housing development in the new settlement;
- Diversion of resources from other settlements.

5.101 Your chosen **Option** is (please choose just one Option)

- F1
- F2
- F3
- F4
- F5

5.102 If you do not believe any of the Options are appropriate, please explain why below and suggest any other **Options** you think should be considered:





## Issues & Options Consultation

East Lindsey District Council, Tedder Hall, Manby Park, Louth, Lincolnshire LN11 8UP

Tel: 01507 601111 Email: [customerservices@e-lindsey.gov.uk](mailto:customerservices@e-lindsey.gov.uk)