



# Local Development Framework

Core Strategy - Issues and Options

November 2007





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## Chapter 1 Introduction

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

**1.1** Since 1995, the East Lindsey Local Plan has been used to determine planning applications and to direct new development to the most suitable locations.

**1.2** The Local Plan will soon be replaced by a collection of planning policy documents known as a **Local Development Framework (LDF)**. It consists of:-

1. **Development Plan Documents (DPDs)** – the Council is proposing to produce a Core Strategy, Development Control Policies and Settlement Proposals DPDs. These will be accompanied by a proposals map. The Council may also decide to prepare other DPDs such as Area Action Plans.
2. **Supplementary Planning Documents (SPDs)** – these will provide more detailed guidance on specific issues or sites. The Council is only proposing to produce a Planning Obligations SPD at this stage.
3. **Local Development Scheme** - this sets out the timetable for all of the other documents in the LDF.
4. **Statement of Community Involvement** - this explains how the Council will engage with and consult the community at each stage of each document.
5. **Annual Monitoring Report** - this Council document reports on the progress of the various DPDs and records the performance of the Council in meeting the targets set in them.

The Council will prepare these documents, working in collaboration with everyone who has a stake in them.

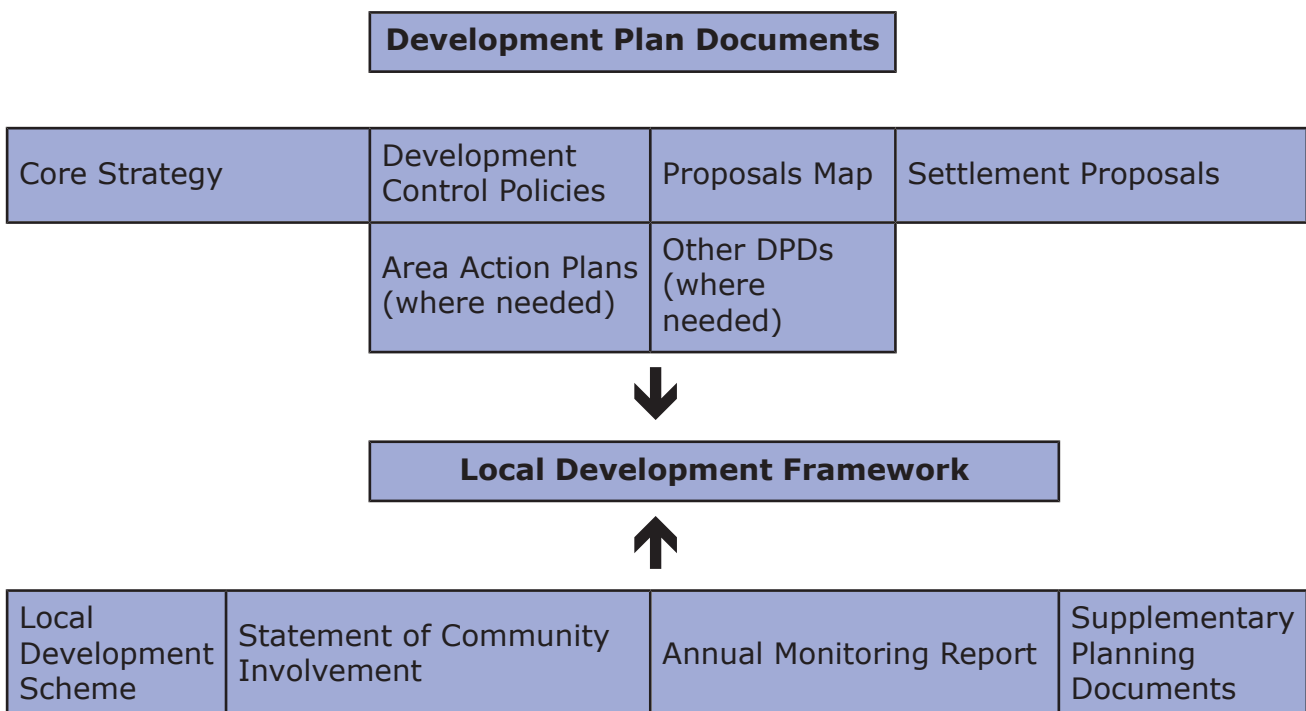


Table 1.1 Structure of the Local Development Framework

**1.3** The LDF is different from the old Local Plan, especially as it will:-

- involve the community more at a much earlier stage - before the Council has chosen its preferred policy options;
- share the vision and aims of the Sustainable Community Plan;
- involve working closely with community agencies to tackle quality-of-life issues such as health, safety, education and transport, as well as the usual land-use matters (this is called **spatial planning**); and
- be subjected to continual testing to make sure its policies and proposals contribute to sustainable development.

**1.4** The first document we need your help in preparing is the **Core Strategy DPD**, which will set out the vision, strategic objectives and key planning policies for the future development of the District.

**1.5** This will be followed by the **Development Control Policies DPD**, which will be used, alongside national and regional planning policies, to help determine planning applications, and the **Settlement Proposals DPD**, which will show sites suitable for development.

**1.6** There will be several opportunities for you to contribute to these documents.<sup>(1)</sup>

## **What are we asking for?**

**1.7** In this consultation document on the Core Strategy Issues and Options we are asking you to:-

- tell us if we have covered all the important issues;
- help us draw up a vision and strategic objectives for the future of East Lindsey; and
- tell us which options you prefer, or suggest other options, to achieve the objectives and tackle the issues.

We would like your help on all of these matters.

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1 see the **Local Development Scheme** and the **Statement of Community Involvement** on the Council's website [www.e-lindsey.gov.uk](http://www.e-lindsey.gov.uk)

## Chapter 2 Issues

### What you have told us

**2.1** We have already held workshop events, distributed questionnaires and held consultations on the Council's website looking at the issues affecting East Lindsey. We have also looked again at the spatial issues raised during consultation on the review of the East Lindsey Local Plan in July 2004. The issues you told us were important are summarised here, (a fuller list of issues is included as Appendix A).

#### Question 1

Do you agree that we have covered all the key issues? *Tick either the "agree" or "disagree" box.*

If not, what's missing? *Tell us by writing in the "comments" box.*

### Housing

**2.2** The gap between incomes and house prices has widened and this has created pressure to provide affordable homes. Consultation has shown support for the provision of more affordable housing of all types and tenures. A variety of opinions were expressed about the location of affordable housing, including focusing development in the centre of towns and villages with a preference for brownfield sites, to those who felt that more land on the edge of towns and villages should be released for affordable housing.

**2.3** Views on the expansion of towns and villages have also varied. Some people have said that villages should be allowed to grow more and that an increased amount of development should be allowed. However, the counter view has also been expressed, that too much building is harmful to the infrastructure and character of the District's villages. There has also been support for the current approach of a settlement hierarchy that balances growth and restraint relative to the infrastructure and size of towns and villages.

### Changing Economy

**2.4** 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.

**2.5** The business economy is dominated by small businesses and many people work from home. Their needs are different from larger employers in urban localities.

**2.6** 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 all raised as issues.

**2.7** 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.

**2.8** Respondents also commented on the role of tourism within the District's economy. There were concerns about the pressure for expansion of tourism activities on infrastructure and the environment, although others felt that we need to exploit tourism opportunities more.

### **Transport and Accessibility**

**2.9** The location of East Lindsey on the eastern periphery of the East Midlands and the dispersed settlement pattern within the District also brings challenges. The relatively poor quality of the District's roads has been mentioned by respondents during the consultation.

**2.10** East Lindsey has poorly developed public transport, which makes accessing services difficult for those without access to a car. Alternative means of transport, such as buses and the District's only railway line, need support to continue to provide for those without access to a car.

**2.11** The availability of and location of car parking have been highlighted as key issues for the vitality and viability of the market towns and access to services. In addition, visitors to the coastal resorts are also limited in their choice of alternative methods of transport and the highest percentage of visitors arrive by car. The seasonal peaking of visitors to the holiday coast (Skegness's population of 18,000 can rise fivefold) creates serious peak-time congestion and parking problems.

### **Environment, Landscape and Biodiversity**

**2.12** Consultation has shown support for energy efficiency and sustainable design and construction. This covers a wide range of areas, such as sources of materials, water treatment and disposal as well as energy use. There is also much interest in the issues of renewable energy both at the commercial and domestic scale. There are challenges here, recognised by the consultation, of meeting these wider objectives whilst retaining local character.

**2.13** The broader implications of climate change also emerged during consultation, with particular reference to flood risk.

**2.14** The rural nature of East Lindsey and the quality of its natural environment was frequently mentioned as an asset valued by the community. The need to protect sites of nature conservation importance was recognised, as was the significance of other elements of the natural landscape such as watercourses, trees, and the undeveloped coastline. The role of the Lincolnshire Biodiversity Action Plan was raised along with the opportunity to create new habitats and green space.

**2.15** There is a need to consider carefully the impact of development on the wider landscape and there has been support for the use of Landscape Character Assessments.

## Strong Communities and Quality of Life

**2.16** East Lindsey has its own distinctive population trends, generally the population is ageing, with young people moving out to pursue education and employment opportunities and there is a high level of inward migration by retirees to both coastal locations and inland villages that places additional pressures on local services and housing demand.

**2.17** There are small but significant pockets of social deprivation in parts of the District, particularly the coast, which are among the most deprived in the East Midlands.

**2.18** Although the crime level is generally low in East Lindsey, some of the repeated concerns, were vandalism, anti-social behaviour, low police presence, speed limits and traffic calming. Many of these issues cannot be addressed directly through the Core Strategy alone, but the LDF can tackle some of the other issues you have told us are important, such as protection of community facilities and the use of planning obligations to bring about community facilities, access to sports facilities and open space.

## Local Character

**2.19** East Lindsey is a deeply rural area and benefits from a high quality natural environment with a number of different areas of countryside character, including the Wolds, Marsh and Fens. The importance of the built environment was highlighted, including the District's Market Towns, which still retain their traditional appearance and character. The markets in these towns are also an asset valued by the local community and visitors to the District.

**2.20** Respondents have identified a number of pressures on the character of the District from sources such as tourism, new house building and diversification of the rural economy. The impact of such new development on design, infrastructure and noise and light pollution and how we develop around our towns and villages are of concern to people .

**2.21** The quality of design and the need to respect local distinctiveness of the towns, villages and countryside that make up East Lindsey is frequently raised as a key issue. Associated with this, East Lindsey has a limited amount of brownfield land due to its rural nature and housing density is not traditionally high outside of the town centres. With an ageing population, access for the mobility impaired is also taking on greater importance.

**2.22** We may not be able to tackle all these issues through the LDF. However, we have shared our survey findings (on what the community feels are important issues) with the Local Strategic Partnership (LSP) to help with the review of the Community Strategy. This will allow LSP partners, working together, to tackle the wider range of community problems.

**2.23** To help these closer links with the Community Strategy, the LDF team and the LSP Co-ordinator carried out a joint consultation entitled "What's Important to You?". The issues this raised are reflected in the text above. At the end of the consultation, respondents were asked to identify their top five issues. Of those that relate most directly to the LDF, five appeared in the top twelve District wide issues. They were, in order of precedence:-

- Retaining local shops and services in towns and villages;

- Poor transport infrastructure;
- Insufficient social and affordable housing;
- Conservation of wildlife and habitats; and
- Protecting local character.



## Chapter 3 Creating a Vision

### What is distinctive about East Lindsey?

**3.1** East Lindsey owes much of its distinctive character to its geography, history and settlement pattern. Extending over 1800 square kilometres, it is the third largest district in the UK. Its population of about 137,000 is spread among 200 settlements, the largest of which are Skegness (some 18,000 population) and Louth (some 16,000 population).

**3.2** Over the last twenty years the population has grown by about 1% per year and we estimate that this will continue for at least the next twenty years if we stick to the currently proposed East Midlands regional housing allocation of 650 new homes each year for the District. Up to now, about 60% of all new houses have been built in the seven towns (Louth, Skegness, Mablethorpe/Sutton, Horncastle, Alford, Spilsby and Coningsby/Tattershall).

**3.3** East Lindsey does not have a single dominating urban centre. Instead, a distinctive polycentric settlement hierarchy has grown from its farming origins where the seven relatively small towns provide most of the District's essential services and facilities. Louth and Skegness, because of their relatively larger size, serve wider catchment areas than the other five towns. Beneath the towns in the hierarchy, larger villages provide important local services, such as post offices, shops and primary schools, for the numerous smaller villages and hamlets scattered throughout the open countryside.

**3.4** Many communities, including those in the towns, look outside the District to the sub-regional centres of Lincoln, Grimsby and Boston and further, to the regional centre of Nottingham, for a wider, more specialist, range of services and facilities. For instance, Louth suffers severe leakage of higher order retail expenditure to Grimsby.

**3.5** Many of the market towns and villages have a rich historical and architectural heritage which is made all the more distinctive by their setting in an attractive, varied landscape of rolling wolds, marsh, fen, woodland or coastal plain.

**3.6** Each of the District's larger settlements has its own distinctive character:

- Louth is a busy Georgian market town renowned for its numerous independent shops;
- Mablethorpe is a traditional family seaside holiday resort with miles of unspoilt sandy beaches;
- Skegness is a lively seaside resort - the fifth largest, by visitor numbers – in the UK;
- Alford is a small market town that has built up a crafts tradition;
- Horncastle is a market town that has built up a reputation for antiques;
- Spilsby's re-vitalised town centre boasts of its historical association with John Franklin;

- Coningsby and Tattershall still displays a strong historical RAF tradition with the Dam Busters squadron and the Battle of Britain memorial flight at RAF Coningsby.
- Woodhall Spa's name reveals its spa origins but it also has an attractive garden-suburb, tree-dominated, character.

**3.7** The traditional building materials in town centres and villages are red brick and pantile and East Lindsey has more mud and stud buildings than any other District in the country. Recent conservation-led regeneration schemes have seen major improvements to the townscape, shop fronts and retail attractiveness of its market town centres. Added to this are the 17 Conservation Areas and over 1700 listed buildings across the District.

**3.8** The Lincolnshire Wolds cover over a third of the District and are a nationally recognised Area of Outstanding Natural Beauty, second only in importance to a National Park. Dry chalk valleys, scattered coppices, unimproved grassland and the occasional small village characterise the wolds, the western edge of which offers expansive views over the coastal marsh to the North Sea.

**3.9** The coast is over 70 kilometres long and boasts two internationally recognized Special Protection Areas fronting the Humber Estuary and the Wash and two candidate Special Areas of Conservation at Saltfleet/Theddlethorpe/Gibraltar Point and the Wash. It is a haven for wildlife and displays a rich and varied coastal flora. It has also given rise to the District's seaside tourism industry centred on the resorts of Mablethorpe and Skegness, the population of the latter rising to over 100,000 in the high season. Caravan sites are prominent features along the coastal strip, accommodating upwards of 27,000 static vans.

**3.10** Both of the District's traditional industries, farming and tourism, find themselves under pressure to adapt to present-day challenges or run the risk of suffering irreversible decline. Many smaller farms have been amalgamated into larger holdings, with growing pressure for redevelopment or diversification of the least viable. The trend in the 1960s/70s for hedge removal to create larger arable fields has largely come to an end and more farmers are now planting new hedgerows and small coppices. Commercial fishing lakes are a growing feature of the agricultural landscape.

**3.11** Since the loss of the railway network in the 1960s/70s, most people have had to rely on the car to get around. Public transport is not very well provided in many parts of the District and this adds to the high level of car-dependency. This has been partly offset by the introduction of the innovative Interconnect bus routes and the county-wide dial-a-ride scheme.

**3.12** Poor transport links to the national road and rail networks have played a big part in restricting the growth of businesses and new industries in the District. It has no motorway or dual carriageways<sup>(2)</sup> and only a single rail link from Skegness to the main east coast line at Grantham via Boston.

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2 This is not strictly true - there is a 300 metre-long stretch of dual carriageway on the A 158 at Gunby, which is interrupted by traffic signals.

**3.13** We have a lot more older people living here than the national or regional norm. Many have moved to the District to release equity from more expensive property elsewhere and for the prospect of a quiet seaside or rural retirement. This has resulted in a relatively large number of retirement homes, especially bungalows, on the coastal strip. This top-heavy demographic profile has also influenced the provision and mix of community facilities such as medical services and leisure facilities and, more importantly, it means that there are fewer people of working age to help regenerate the economy.

**3.14** The resident population has been almost exclusively white British but recently a more significant influx of ethnic or minority groups has begun, which will continue in future to add to the variety and potential of our communities.

**3.15** East Lindsey is a relatively safe and healthy place to live with low crime rates in most crime categories, plenty of fresh country and sea air with very little noise, air, light or water pollution. Although East Lindsey is a healthy place to live, relatively high numbers of people in poor health live here.

**3.16** There are pockets of acute social deprivation in several coastal, and some inland rural, settlements. Five wards in Mablethorpe are in the top 10% most deprived in the whole country. This picture is made worse by the large number of people with longstanding health conditions or disabilities, who retire here, in the main from the East Midlands and South Yorkshire on relatively low fixed incomes.

**3.17** Unemployment is slightly higher than the national mean, average earnings are relatively low and dependence on benefits high, particularly along the coast. Under-employment is also a feature, though difficult to quantify, with some people working fewer hours than they might wish, or being in temporary or seasonal jobs.

## Visions of other strategies

**3.18** The Community Strategy, soon to be re-named the Community Plan, has a vision for the future of East Lindsey, which is:

***" a distinct, dynamic and proud district where organisations and communities work together for a better quality of life."***

**3.19** The Council's Corporate Strategy also has an ambition for East Lindsey, which is:-

***" a district with healthy, prosperous, vibrant people and places."***

In particular it aims to:-

- ***improve our economic prosperity;***
- ***nurture our distinctive and vibrant communities; and***
- ***reduce inequality and improve quality of life.***

## The Local Development Framework vision

**3.20** The LDF's vision should reflect the visions of the Community and Corporate Strategies but, more importantly, it should say what we hope East Lindsey will be like in the future as a result of the policies in the Core Strategy and the other Development Plan Documents.

**3.21** It should recognise what is special and valued in East Lindsey and what we want the District to look like in 20 years time and beyond.

### East Lindsey's Local Development Framework Vision

#### The LDF's vision for the District in twenty years' time

##### Question 2

Do you agree with this suggested vision for the LDF?

Can you suggest any improvements to it? *If so, tell us by writing in the "comments" box.*

##### ***We would like to see a District with:-***

- ***a network of thriving, safer and healthy communities, where people can enjoy a high quality of life;***
- ***a diverse and regenerated economy that is not just dependent on agriculture and tourism;***
- ***an inclusive, equal and diverse society that has tackled the problems of rural isolation and deprivation;***
- ***a high quality environment that makes the most of its special qualities, particularly the coast, the Wolds and the market towns;***
- ***new development that successfully balances the needs of the economy, communities and the environment.***



## Chapter 4 Objectives

### Links to Other Strategies

**4.1** Part of the role of the LDF is to help achieve the "spatial" aims of the **Community Strategy** and the **Corporate Strategy**. It should certainly be compatible with both. At the same time, however, it must take notice of all the planning guidance handed down from Central Government <sup>(3)</sup> and the East Midlands Regional Planning Authority <sup>(4)</sup>.

#### **The Community Strategy** (soon to be called the **Community Plan**)

**4.2** The Local Strategic Partnership ( a consortium of statutory and community organisations in East Lindsey) drew up a Community Strategy in 2004 following extensive community consultation. <sup>(5)</sup> Following further extensive consultation this has been updated and revised in a document entitled "A Community Plan for a Sustainable Future".

**4.3** Its vision is of East Lindsey as **"a distinct, dynamic and proud district where organisations and communities work together for a better quality of life"**.

**4.4** To achieve this vision, it will take account of three underpinning key principles:-

- **Sustainability** - achieving progress in a way that benefits everyone and does not harm the environment, locally and globally, both now and in the future.
- **Cohesion** - creating mutual respect and appreciation of the similarities and differences that make people unique.
- **Engagement** - involving the public, as individuals or as a community, in policy and service decisions.

**4.5** It identifies eight priorities, for each of which an action plan will be agreed, to be overseen by specialist networks:-

- Climate change and the environment
- Community safety
- Economic prosperity, education and skills
- Families, children and young people
- Health and wellbeing
- Older people

3 this includes the Town and Country Planning Act of 1991 and subsequent legislation and the series of Planning Policy Guidance notes and Planning Policy Statements

4 the Draft East Midlands Regional Plan was published for public consultation in September 2006 and was subject to an Examination in Public in May 2007

5 "Working with you" - a Community Strategy for East Lindsey - June 2004 and Action Plan - June 2005

- Rural services and accessibility
- Lincolnshire Coastal Action Zone.

**4.6** The Core Strategy will embrace all of these priorities where they relate to spatial matters that can be tackled and delivered by the LDF. In particular, joint early consultation on the LDF Core Strategy and Community Strategy in March/April 2007 raised a number of key spatial issues common to both strategies, and these are referred to earlier in paragraph 2.22.

### **The Corporate Strategy**

**4.7** This was revised by East Lindsey District Council in 2007 in response to widespread consultation and identifies the priorities for directing its resources to best meet the most urgent needs of its communities over the next five years. Its overall ambition is "**for a district with healthy, prosperous, vibrant people and places.**"

**4.8** To do this, its ambitions for East Lindsey, are to:-

- improve our economic prosperity;
- nurture our distinctive and vibrant communities; and
- reduce inequality and improve quality of life;.

so that, by 2012, there will be:-

- more and better jobs in the District,
- better skill levels,
- a broader range of tourists visiting the area,
- improved health, especially amongst the most disadvantaged,
- more responsive Council services, and
- higher rated and resident satisfaction.

**4.9** We must try to make sure that the LDF, in its vision, objectives and policies, helps to deliver the aims of both of these local strategies.

### **National Planning Strategy**

**4.10** Government supplies a continual stream of planning guidance to which all local planning authorities must pay heed. In summary, the underlying principles to guide development plans<sup>(6)</sup> say that they should:-

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<sup>6</sup> These key principles are condensed from those that appear in "Planning Statement 1 - Delivering Sustainable Development " (2005) published by ODPM - see [www.communities.gov.uk](http://www.communities.gov.uk)

- aim to make sure that all development is sustainable, where economic, environmental and social objectives are achieved together over time;
- contribute to global sustainability by addressing the causes and effects of climate change;
- be "spatial", meaning that they should tackle wider issues that cannot simply be addressed through the granting or refusing of planning permission;
- promote high quality design in new development;
- contain clear, inclusive policies to cater for the diverse access needs of all; and
- be heavily informed by contributions from the community.

**4.11** There may be occasions where local needs and national priorities come into conflict. Whilst we may at times disagree with national policy objectives, we cannot ignore them. The LDF will play an important part resolving any conflicts.

### **The East Midlands Regional Plan**

**4.12** The Draft Regional Plan passed through its examination in May/June 2007 and is expected to be adopted in the Autumn. It will provide the broad development strategy for the East Midlands up to 2026. It translates national planning guidance into a regional strategy and aims to deliver sustainable development by:-

- reducing social exclusion;
- protecting and enhancing the environmental quality of urban and rural settlements;
- improving the health of the region's residents;
- improving economic prosperity, employment opportunities and regional competitiveness;
- improving accessibility to jobs, homes and services;
- protecting and enhancing the environment;
- achieving a step change increase in the level of the region's biodiversity;
- reducing the causes of climate change;
- reducing the impacts of climate change; and
- minimising the adverse environmental impacts of new development and promoting optimum social and economic benefits.

**4.13** It also includes some specific policies for the Eastern sub area, of which East Lindsey is a part. These include an overall housing allocation target of some 650 homes each year for the District and a broad settlement hierarchy. The District has no settlement

in the first two tiers of the sub-regional hierarchy, but looks instead to Lincoln (and Grimsby in the adjoining region) as the principal urban areas, and Boston as a sub-regional centre. The Regional Plan advocates strengthening the roles of Louth and Horncastle, supporting regeneration of Mablethorpe and Skegness, and maintaining and enhancing the roles of the other towns as locally significant service and employment centres.

**4.14** Our LDF must be compatible with the Regional Plan and aim to deliver those policies that are relevant to East Lindsey.

### East Lindsey Local Development Framework Objectives

**4.15** We have compiled a collection of **strategic objectives** for the LDF, designed to turn the vision into reality, and to address the key issues identified so far. They are grouped together here under the five themes of the vision. We'd like to know if you think they are the right ones.

#### Question 3

Do you agree with the following choice of objectives?

Can you suggest any changes or additions? *If so, tell us by writing in the "comments" box.*

To achieve our vision of **"a network of thriving, safer and healthy communities where people can enjoy a high quality of life"**, we aim to:-

- provide land and opportunities for housing development, sufficient to meet the full range of housing needs throughout the District until 2026;
- allow particularly for the provision of affordable homes to meet local needs;
- protect and enhance the vitality and viability of our town centres;
- protect and improve essential community facilities in towns and villages;
- protect, improve, and ensure continued provision of, community sport and leisure facilities in towns and villages;
- design safety into new development; and
- require new development to contribute to improving the environmental quality of towns and villages.

To achieve our vision of **"a diverse and regenerated economy that is not just dependent on agriculture and tourism"**, we aim to:-

- reduce reliance on seasonal employment;
- encourage and enable businesses to locate and expand within the District;



- encourage appropriate rural diversification schemes that will help to strengthen the local economy;
- widen the opportunities for high quality, sustainable tourism development throughout the District; and
- protect, diversify and build up the seaside holiday role of the coastal resorts.

To achieve our vision of **"an inclusive, equal and diverse society that has tackled the problems of rural isolation and deprivation"**, we aim to:-

- cater better for the transport needs of disadvantaged people, including those without access to cars or public transport; and
- make essential facilities and services accessible to all.

To achieve our vision of **"a high quality environment that makes the most of its special qualities, particularly the coast, the Wolds and the market towns"**, we aim to:-

- reflect and respect the District's local distinctiveness in the quality and design of new development;
- conserve and enhance areas of natural history or landscape importance; and
- conserve and enhance buildings and areas of architectural or historic interest, including archaeological sites.

To achieve our vision of **"new development that successfully balances the needs of the economy, communities and the environment"**, we aim to:-

- make sure that development in a town or village does not disadvantage one elsewhere;
- create economies of scale in urban development to extend benefits to villages and rural areas;
- plan development to enable more travel by public transport, cycling or walking;
- encourage development to be increasingly energy-efficient and carbon neutral;
- maintain and enhance the District's biodiversity;
- encourage businesses to make best use of local resources and labour; and
- develop on previously-used land in preference to greenfield sites.

## Chapter 5 Options

### Framework for Options

**5.1** Here are some strategic policy areas - or tasks - that we feel the Core Strategy should address in order to tackle the strategic issues in East Lindsey, help deliver the vision and achieve the strategic objectives. They are grouped together, for convenience, under the five themes of the Vision statement. On the following pages we will then look at some options for delivering each of these tasks.

#### Question 4

Do you agree that this list covers all those strategic policy areas that the Core Strategy should be addressing to deliver the vision and achieve the strategic objectives?

Can you suggest and justify any others? *If so, tell us by writing in the "comments" box.*

**"How do we achieve a network of thriving, safer and healthy communities where people can enjoy a high quality of life?"** By:-

- Drawing up a spatial (settlement) strategy (options A1 - A7)
- Allocating new housing in sustainable locations (options B1 - B3)
- Providing for affordable housing (options C1 -C5)
- Defining the role of our town centres (options D1 - D2)
- Protecting the vitality and viability of town centres (options E1 - E2)
- Keeping our communities safe. (options F1 - F2)

**"How do we achieve a diverse and regenerated economy that is not just dependent on farming and tourism?"** By:-

- Making and keeping communities prosperous (options G1 -G5)
- Widening the range of tourism facilities on offer (options H1 - H2)

**"How do we achieve an inclusive, equal and diverse society that has tackled the problems of rural isolation and deprivation?"** By:-

- Making essential services accessible to all (options J1 - J3)
- Providing for the needs of gypsies and travellers (options K1 - K3)

**"How do we achieve a high quality environment that makes the most of its special qualities, particularly the coast, the Wolds and the market towns?"**

By:-

- Getting the best from our landscapes (options L1 - L3)
- Protecting and enhancing the District's biodiversity (options M1 - M2)

**"How can we achieve new development that successfully balances the needs of the economy, communities and the environment?"** By:-

- Dealing with the causes and effects of climate change - flooding from rising sea levels and global warming (options N1 - N3)
- Dealing with the causes and effects of climate change - loss of non-renewable energy resources (options P1 - P5)
- Using Planning Obligations (options Q1 - Q2)

**5.2** We now need to look at different ways that the Core Strategy might tackle these tasks. 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.

**5.3** 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 LDF'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 help to support and deliver the Community Plan?**
- **Do they contribute to sustainable development and satisfy sustainability criteria?**
- **Are they realistic and deliverable through the LDF?**

It may help you to choose your own preferred option if you were to apply these tests.

**5.4** 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 insuperable problems in other ways. There will have to be exceptional circumstances to justify choosing an option that cannot meet these criteria.

**5.5** 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.

### Thriving Communities

*"How do we achieve a network of thriving, safer and healthy communities where people can enjoy a high quality of life?"*

#### BY DRAWING UP A SPATIAL (SETTLEMENT) STRATEGY

**5.6** 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. For a start, 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 forty years or so and the emerging Regional Plan sees this pattern continuing, with Louth, Skegness, Horncastle and Mablethorpe being particular targets for growth.

**5.7** 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; and
- are safe places.

**5.8** We are putting forward seven strategic scenarios that could set the pattern for change and development in the district over the next twenty years or so.



## 5

**Question 5**

Which one of the following scenarios (options A1 -A7), if any, do you think would benefit the District most and best satisfy the tests of paragraph 5.3 and the sustainability criteria of paragraph 5.7? *Tick the "agree" box alongside your **single preferred option** (A1 -A7).*

Do you have any other ideas for a settlement strategy, including hybrids of options A1 - A7, that you think would provide a better solution? *If so, tell us by writing in the "comments" box.*

**Option A1. Unrestrained dispersal**

(a market-led approach with essential infrastructure and environmental constraints)

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 and development control policies. The District's allocation of housing (from the Regional Plan) would be dispersed amongst the majority of settlements, including small villages in an attempt to restore their viability and vitality. This approach would challenge national sustainable development policies and an exceptional case would need to be presented to justify it. This scenario could be characterised by :--

- The development of housing sites in smaller settlements where development has previously been restricted;
- Speculative housing development in the more attractive 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;
- Re-use of farm buildings for residential use;

- Town centres being unlikely to expand;
- Existing village facilities being retained;

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, in the early years at least, occur on brownfield (previously used) sites.

More housing in villages where services are under threat could help to retain those services. 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.

### **Option A2. Strong urban focus with rural restraint**

(a three-tiered settlement hierarchy with urban extensions and strong rural restraint)

This scenario 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.

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 District's housing allocation being directed to the seven towns of Louth, Skegness, Horncastle, Mablethorpe, Alford, Spilsby, Coningsby/Tattershall;
- Louth and Skegness remaining as the District's main towns;
- 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 Louth and Skegness town centres and increased potential for more public transport provision;
- Increased new housing and business development in the more sustainable villages (ie 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 (ie those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### **Option A3. *Settlement hierarchy led by Louth and Skegness***

(consisting of a Louth and Skegness-dominated settlement hierarchy with urban extensions and some rural restraint)

This scenario is a variation of Option A2 but would magnify the current main town status of Louth and Skegness above Horncastle, Mablethorpe, Alford, Spilsby and Coningsby/Tattershall, in order to promote their development as two distinctive District centres, serving the northern and southern parts of the district respectively.

Whilst promoting most development and growth opportunities in all seven towns, this model would establish a hierarchy of sustainable settlements where opportunities for development would be apportioned to the towns and larger and smaller villages, according to their status and role in the hierarchy. For example, some 70% of the District's housing allocation could be directed to the towns and 30% to the more sustainable villages. Of the urban allocation, Louth and Skegness would receive a relatively larger proportion. This scenario could be characterised by:-

- Major new development in Louth and Skegness;
- Extensions to Louth and Skegness town centres and their retail offer;
- Large urban extensions on to greenfield sites alongside Louth and Skegness;
- Minor urban extensions to Horncastle, Alford, Spilsby, Coningsby/Tattershall and Mablethorpe;
- Affordable housing focused primarily into the towns, with some exceptions in the more sustainable villages;
- Major business promotion and job creation in Louth and Skegness;

- Specialised and district-wide retail, leisure and sports facilities in Louth and Skegness;
- Increased traffic in Louth and Skegness, especially in the town centres;
- Increased potential for more public transport provision;
- Increased new housing and business development in the more sustainable villages (ie 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 (ie those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy;
- Development-led regeneration in Skegness

### **Option A4. *Settlement hierarchy led by four towns***

(consisting of a settlement hierarchy headed by four towns with urban extensions and some rural restraint)

This option would reflect more the Regional Plan's structure where Louth, Horncastle, Mablethorpe and Skegness would be the focus of the bulk of development and growth. Otherwise, it would follow closely the pattern of option 3. There would be potential conflict with national policies that seek to locate new development away from areas of flood risk.

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. 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. 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. This scenario could be characterised by:-

- Significant urban extensions on to greenfield sites in and about Horncastle, Louth, Mablethorpe and Skegness;
- Extensions to the four main towns' town centres and their retail offer;

- Minor urban extensions to Alford, Spilsby and Coningsby/Tattershall;
- 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 (ie those without sufficient services and facilities to support themselves).
- Development in the countryside restricted to that which supports the local economy.

#### **Option A5. *Settlement hierarchy with coastal regeneration***

This model would reflect the settlement hierarchy approach of options 3 and 4 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. 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. 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 (ie 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 (ie those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### **Option A6. *New sub-regional growth points***

This model scenario represents a significant change in the current settlement strategy by selecting three settlements, in the catchment areas of the higher order centres of Grimsby, Lincoln and Boston, for accelerated and substantial growth. These settlements would already have the nucleus of a central shopping/business area and the capacity for growth. This would aim to attract investment from the adjoining regional centres and reduce the District's peripherality by strengthening its business and community linkages beyond its boundaries. It is important, therefore, that they are located on the District's strategic road network.

It would provide a further option for three adjacent authorities that are under growing pressure to provide land for development. At the same time it would reduce the scale of growth in the towns of East Lindsey, particularly those with historic market town centres where infrastructure capacities are in danger of being over-stretched, to the potential detriment of the centre's character.

This scenario could be characterised by:-

- Accelerated expansion of three of the larger villages that already fall within the sphere of influence of sub-regional centres beyond the District's boundaries;
- Development and promotion of employment nodes in the three growth settlements;
- Increased cross-boundary commuting role for the growth settlements;
- Improved access to sub-regional services and facilities in Lincoln, Grimsby and Boston;
- Limited growth in the existing towns, primarily on brownfield sites with minor urban extensions;
- Affordable housing focused primarily into the towns, including the new growth settlements, with some exceptions in the more sustainable villages;
- Some new housing and business development in the more sustainable villages (ie 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 (ie those without sufficient services and facilities to support themselves);
- Development in the countryside restricted to that which supports the local economy.

### **Option A7. *New Town***

(Consisting of a new settlement, possibly based on an existing village, developed to provide the role of a town.)

This radical option would probably stand up to scrutiny only if all other options proved to be ineffective. But, it's potential could be increased if option M1 (phased relocation of coastal communities under flood risk) were to be pursued. This scenario could be characterised by:-

- Limited development in all other settlements, including the towns;
- Re-prioritising the provision of infrastructure, including roads;
- Re-assessment 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

## BY ALLOCATING NEW HOUSING IN SUSTAINABLE LOCATIONS

**5.9** Having determined the status of each settlement, its level of sustainability and its suitability for accepting development, we now need to look at how new housing should be provided in each category of settlement.

**5.10** Traditionally, we have allocated land for housing on sites within defined settlement boundaries, except in the cases of smaller villages and hamlets set in open countryside where there has been a general restriction on any non-essential development. This may not be the best way of making sure we get the best form of development where and when it is most needed. For instance, dispersing smaller sites around a town may not create a suitable "mix" of house types or generate the economies of scale necessary to attract neighbourhood services and community facilities. But they may be easier to assimilate into the existing townscape than larger sites.

**5.11** 34% of all houses built since 2000 have been on brownfield sites but there is a finite supply of them.

**5.12** Allocating specific sites for housing development sometimes leads to "land-banking" where developers buy and hold land, releasing it for development only when the market is most favourable to them. However, it does introduce certainty - that planning consent would be forthcoming - and reduces "speculative" planning applications that often upset communities and confuse the housing market.

**5.13** Settlement boundaries, especially around villages, have been criticised for encouraging "cramming" and the loss of valued open spaces. But again, they have provided some certainty and have prevented unconstrained development extending into the open countryside.

**5.14** When deciding where and how to allocate housing land in towns and larger villages, we have three options so far.

## 6

### Question 6

Which of the options (B1 -B3) do you think would provide the most suitable form of growth in towns and villages, or do you think there is a better way to accommodate growth? *Tick the "agree" box against the **single option** (B1 -B3) that you think would provide the most suitable form of growth in towns and villages.*

Can you think of any better ways of accommodating the required amount of housing into the towns and larger villages, including any combination of options B1 -B3? *If so, tell us by writing in the "comments" box.*

### Option B1. *Urban extensions*

In the towns and, to a lesser extent, the larger villages, most new development would be provided on extensions of the settlement on to greenfield sites. The key map will show how each of the towns may be extended. Further development within the settlements would primarily be on brownfield sites. Such extensions would allow valued open spaces within the settlements to be protected.

### **Option B2. *Dispersed sites within a settlement boundary***

This would follow a similar pattern to the old Local Plan where a variety of smaller sites are allocated within the existing built up parts of the towns and larger villages. Many of these would be brownfield sites but there are likely to be some marginal extensions beyond the existing settlement boundaries, which would be re-drawn.

### **Option B3. *Criteria-led development***

This option would remove settlement boundaries and adapt the sustainability and sequential criteria of "PPS 3 - Housing" to apply to all planning applications for housing and remove all but the most strategic of housing allocations. Careful phasing would be necessary to make sure that the total housing allocation was not used up too quickly.

## **BY PROVIDING AFFORDABLE HOUSING**

**5.15** A housing needs study<sup>(7)</sup> in 2006 showed that an additional 1100 affordable homes would have to be built each year for the next five years to meet current and projected needs. Clearly, this is an unrealistic target when set against the Regional Plan's expected total annual housebuilding target of 650. This need is spread across the District but is particularly acute in the coastal settlements between Mablethorpe and Skegness. Our own Housing Strategy<sup>(8)</sup> shows that, at 11%, our proportion of social rented housing stock falls well below the national average of 19% whilst some 5,000 households were on the Housing Register in 2005. Lack of affordable housing was also identified as the second most important issue to emerge from the joint Community Strategy - LDF consultation in March 2007.

**5.16** Affordable housing<sup>(9)</sup> can be provided in a number of ways, including those in options C1 -C5 below:-

7 "2006 Housing Needs Assessment - July 2006" - prepared by Fordham Research for ELDC  
 8 ELDC's Housing Strategy 2005-2010 - "Giving everyone the opportunity of a decent and affordable home"; "Housing Needs in East Lindsey" and "Special Needs and Specific Groups"- supplements to the Housing Strategy 2005-2010.  
 9 "Affordable housing", for the purposes of the LDF, includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Social housing is rented housing usually owned and managed by local authorities and registered social landlords (RSLs). It can include privately owned rented housing that is managed under rental conditions agreed by the local authority or Housing Corporation. Intermediate affordable housing is housing at prices and rents above those of social prices or rents, but below market prices or rents. These can include shared equity homes, low cost homes for sale and intermediate rent.

## 7

**Question 7**

Do you think the following options (C1 - C5) will be effective ways of providing affordable housing where it is most needed? For **each option** (C1 - C5) tick the "agree" or "disagree" box.

Can you suggest any other ways that the LDF could help to provide affordable housing where it is needed? *If so, tell us by writing in the "comments" box .*

**Option C1. By allocating land specifically for affordable housing.**

This would allow us to target the areas of greatest need but may also tempt landowners to hold on to the land in the hope that it may be released for higher-value general housing later.

**Option C2. By requiring a percentage of general housing developments to be for affordable housing.**

The Regional Plan suggests that 41% of new housing in East Lindsey should be affordable. The Council currently requires up to 30% of new houses built on sites over one hectare or 25 dwellings to be affordable. Planning Policy Statement 3 - Housing allows us now to review our requirements to better tackle local need. Our current policy is not significantly reducing the shortfall in affordable housing provision. The current eligibility thresholds and criteria may need re-assessing.

**Option C3. By allowing "exceptions" sites to be developed for affordable housing where general market housing would not normally be permitted.**

The Council already permits this where a local need has been identified and other criteria can be met. We must take care not to encourage people, especially those on low incomes, to live in affordable housing if it is in a remote location where public transport and essential services are lacking, and living costs are high as a result.

**Option C4. By direct provision by a Housing Association (or Registered Social Landlord)**

The Council has allocated £4 million towards providing 200 extra affordable homes in a current partnership with a housing association. Other Registered Social Landlords (RSLs) will be encouraged to participate, hoping that this will stimulate further funding and investment. We are currently making Council-owned sites available for development of affordable housing by RSLs.

**Option C5. *By the re-use of vacant properties***

As well as the properties on the Council's own register, there are many vacant private premises, including many above commercial premises in and alongside town centres. These are highly sustainable, if potentially rather noisy, locations with ready access to local services and facilities.

**8**

**Question 8**

If you support the principle of option C2, do you agree that the Council's requirements for development contributions towards affordable housing should be changed to require greater provision of affordable housing?

If so, can you explain how they should be changed? *Tell us by writing in the "comments" box.*

**9**

**Question 9**

If you support option C3, do you agree that we should restrict exceptions sites to towns and the larger, more sustainable, villages where services, including public transport, are handy - in preference to allowing exceptions sites in or alongside any settlement where a local need for affordable housing has been proven?

**10**

**Question 10**

If you support option C5, do you agree that the LDF should encourage private owners to release empty properties for affordable housing?

If so, can you explain how you think the LDF can do this? *Tell us by writing in the "comments" box.*

## BY DEFINING THE ROLE OF OUR TOWN CENTRES

**5.17** Town centres are important parts of our towns and they are sensitive to change and stress. We must look after them. Although they each have distinctive characters, they have developed roles that are essentially defined by their position in the regional and district settlement hierarchies. If these roles are to satisfy the needs of those residents and surrounding communities, then we need to make sure that the settlement hierarchy is structured correctly, to provide the optimum range of opportunities to all communities. Options A1 - A6 address this.

**5.18** We need to decide what we want from our town centres. The traditional role as a shopping and business centre has expanded to include leisure, sports and entertainment facilities, offices, civic and cultural facilities, visitor accommodation and housing. Particularly important in East Lindsey are the contributions of markets and the attractive civic spaces in which they are set.

### 11

#### Question 11

How do you think our town centres should develop? *Tick the "agree" box alongside the **single option** (D1 or D2) that you think will serve the District's communities best.*

Can you suggest any types of uses that you feel are, and are not, appropriate in a town or local centre at the different tiers of the settlement hierarchy. Try not to refer to a specific town. *Tell us by writing in the "comments" box.*

#### Option D1. *Defined town centre roles*

Under this option, the Core Strategy would define the roles, including the range of uses, for the town centres within each tier of the settlement hierarchy. Competition within the marketplace has meant that not all town centres can provide all of the services and facilities that people within its immediate catchment area will expect. Economies of scale can be developed in the larger centres to provide the more specialist facilities that will serve a wider, sometimes district-wide catchment area. The role of local centres would also be defined in relation to the town centres.

#### Option D2. *Free-market town centres*

This option would allow town centres to evolve in response to market-led opportunities and not be constrained by defined roles or physical boundaries. The role of local centres would also be defined in relation to the town centres.



## BY PROTECTING THE VITALITY AND VIABILITY OF TOWN CENTRES

**5.19** PPS 6 - "Planning for Town Centres" provides sufficiently strong criteria to make sure that the vitality and viability of town centres are protected from the threat of inappropriate new development. In East Lindsey, this threat has appeared mostly in the form of out of town convenience retail development, which our retail studies have warned would have serious impact on town centres' viability. The "sequential test" of PPS 6, reinforced with appropriate development control policy criteria has so far been sufficient to withstand this pressure. However, the loss of developable space in or alongside defined town centres may weaken this resistance and we need to think about how we can provide large scale development opportunities in or alongside the town centres to satisfy the sequential test.

**5.20** Alternatively, faced with severe expenditure leakage from our present town centres, we may consider the option of allowing a major out of town retail development to claw back expenditure into the District generally, possibly at the expense of town centres, but extending the range of retail offer available to East Lindsey residents.

### 12

#### Question 12

Do you think we should allow major retail development outside our town centres? Tick the "agree" box alongside the **single option** (E1 or E2) that you think would best meet the needs of shoppers in East Lindsey.

#### **Option E1. Protecting town centre vitality and viability by restricting out of town centre major retail development**

This option would require a clear Core Policy statement that the sequential test of PPS6 would be strictly applied throughout the District.

#### **Option E2. Permitting out of town centre major retail development in a strategic location**

This option would propose the release of land for major retail development outside a town centre, with the aim of widening the district-wide retail offer and clawing back expenditure currently being leaked out of the District.

#### Question 13

Do you think option E1 would retain the vitality and viability of the town centres better than option E2?

## BY KEEPING OUR COMMUNITIES SAFE

**5.21** Although crime figures show that East Lindsey communities are relatively safe places in which to live, there is still a general fear of crime. This is felt especially by older, more vulnerable, people. Anti-social behaviour was the number one issue to emerge from the joint consultation exercise on the Community Strategy and LDF in March 2007.

**5.22** Whilst the local Crime and Disorder Reduction Partnership is co-ordinating actions to tackle crime through the Community Strategy action plan, the LDF can also contribute to this campaign.

### 13

#### Question 14

Which of the following options (F1 or F2) do you think is the more appropriate way of tackling the fear of crime in new development? *Tick the "agree" box alongside the **single option** (F1 or F2) that you think is the better way of tackling the fear of crime in new development.*

Can you think of any other ways that the LDF could tackle the fear of crime? *Tell us by writing in the "comments" box.*

#### Option F1. *Giving community safety the highest priority*

This would require public safety to be placed above all other criteria when considering the allocation of land, and planning applications, for development.

#### Option F2. *Designing out crime*

This would require all new development to reduce opportunities for anti-social behaviour, environmental crimes, burglaries and street crime in particular in their location, design and layout.

## Diverse and Regenerated Economy

***"How do we achieve a diverse and regenerated economy that is not just dependent on farming and tourism?"***

**5.23** The Council's Economic Development Strategy aims to develop quality sustainable employment opportunities and it suggests that to achieve this, East Lindsey's economy must change and grow. In particular it sees the need to increase skills and aspirations, stimulate competition and business growth, and enhance the visitor product.

**5.24** Over the last 15 years, the Council has become more proactive in helping to grow the District's economy. From relying almost solely on allocating land for industrial development, the Council now also acquires, assembles and markets land for business development, supports businesses through partnership working, provides advice and training, and actively explores European and regional funding opportunities. The Council's investment in conservation-led regeneration projects and Market Town Initiatives in our market towns has generated £millions of private investment into the business infrastructure of town centres.

**5.25** However, these have not yet proved sufficient incentive to deliver the strategic step change necessary for economic growth and regeneration. Given that we shall continue with all successful tried-and-tested economic initiatives and strategies, and shall implement the Action Plan of the Economic Development Strategy, what else can the LDF - in its Core Strategy - do to improve the economic well-being of our communities?

**5.26** The Coastal Action Zone and Coastal Masterplan Initiatives are currently trying to stimulate the regeneration of the coastal strip between Mablethorpe and Skegness.

## **BY MAKING AND KEEPING COMMUNITIES PROSPEROUS**

**5.27** Part of the answer will lie in the choice of settlement strategy, which will determine where the majority of growth will be directed. But even areas identified for growth cannot guarantee to deliver enough new job opportunities to sustain communities or, more especially, regenerate settlements. This is mainly because East Lindsey suffers from problems associated with its deep rural character and peripheral location in the East Midlands region. This is particularly severe along the coast.

**5.28** These problems include poor transport links to the national road and rail network, a high proportion of semi and unskilled workers and subsequent low wages, a declining agricultural support industry, seasonal unemployment linked to the seaside tourism trade and a relatively low number of economically active people, due especially to the high number of retirees.

**5.29** But there are opportunities for change and improvement. A clean, safe and attractive rural living environment can be a strong selling point to those "footloose" businesses and employees who are not dependent on a particular location. The combination of declining farmsteads and the encouragement of PPG 4 and PPS 7 to re-use redundant rural buildings for commercial uses widens the opportunities for diversification to help sustain local economies. Growing national awareness of climate change and the need to seek alternatives to overseas holidays suggests that there is greater scope to develop all-year round British holiday experiences in new locations.

**5.30** European and national regeneration funding streams may change over time but hopefully they will not disappear altogether and East Lindsey is in a strong bidding position to stimulate investment in new businesses. Even the normally constricting factor of a thinly dispersed population scattered in villages across the countryside can be turned to advantage by developing homeworking opportunities.

**5.31** We might be able to tackle the issue of the rural economy on five fronts, outlined in Options G1 - G5. What do you think?

### Question 15

For **each option** (G1 - G5) can you let us know if you agree or disagree that it would revive and sustain the economic well-being of East Lindsey in general and its rural and coastal communities in particular?

Can you suggest any changes to any of these options, or suggest anything new, that would extend, rejuvenate or diversify East Lindsey's economy? *Tell us by writing in the relevant "comments" boxes.*

#### **Option G1. *Redistributing and adding to the land allocated for employment uses***

Our Employment Land Review shows that we have sufficient land allocated for employment uses across the District to meet current overall needs. However, any growth option would require that the opportunities for further employment uses be widened. Under this option we would redistribute and/or expand this allocation to target settlements of greatest need or opportunity, according to their relative role within the settlement hierarchy.

#### **Option G2. *Coastal Regeneration***

This option would require a heavier weighting of Mablethorpe and Skegness, relative to the other towns of similar status, when allocating land for employment. In an attempt to stimulate and maintain regeneration in these relatively deprived areas, employment opportunities would be directed, in the first instance, towards this coastal area, in preference to all others.

#### **Option G3. *Prestige Employment Locations***

This option would make provision - but not necessarily by allocating a particular site - for the development of a greenfield site in a location that is attractive to a major new employer and where long term job creation benefits would spread across several communities and would represent a step-change in the District's economic base. Sustainability criteria would still be applied but the economic benefits to the District's economy would be afforded a high weighting. Such provision would be in addition to land specifically allocated elsewhere. An example of such a scheme could be a science or research park on the western edge of the District, linked to Lincoln University.

#### **Option G4. *Diversification***

Employment within rural communities is often underpinned by small scale or part time businesses. Job opportunities in farming are decreasing. To avoid excessive outward commuting and outflow from the local economy, employment opportunities need to be widened in these rural communities. This option would promote diversification of the rural economy by increasing the opportunities for more rural business enterprises, attracting more footloose (including ICT) businesses, re-use of buildings and new mixed use development. Sustainability criteria would still be applied but the economic benefits to the local economy would be afforded a relatively high weighting.

### **Option G5. Working from home**

A lot of people already work from home in East Lindsey, but the dispersed nature of the district, combined with poor transport infrastructure and the growing reliability of electronic communication, raises the prospects for even more footloose and home-based businesses. To take forward this option the Core Strategy would open the way for policies to allow greater use of domestic properties for business use.

## **BY WIDENING THE TOURISM OFFER**

**5.32** We estimate that some 8 million day visitors visit East Lindsey each year, of which 5 million go to the holiday coast. In addition, there were some 1.4 million overstayng visitor trips into the District, of which 1.1 million were to the holiday coast. The total visitor spend throughout the District is about £450 million each year, of which some £301 million is spent on the holiday coast.<sup>(10)</sup>

**5.33** These are impressive-looking statistics for the numbers of, and estimated spending by, visitors to East Lindsey but they mask a vulnerable and volatile element of the District's economy; one that is at risk from serious decline but one that also has the potential for considerable diversification and growth.

**5.34** Options H1 and H2 suggest how we might use the Core Strategy of the LDF to re-structure and start to reinvigorate the tourism offer across the District.

### **Question 16**

Do you think options H1 and/or H2 will be effective in widening the tourism offer in East Lindsey? For **each option** (H1 and H2) tick either the "agree" or "disagree" box.

10 see East Lindsey District Council's Economic Development Strategy 2006 - 2020.

Do you have any other ideas on how the LDF can widen and improve the tourism industry in East Lindsey? *If so, tell us by writing in either of the " comments" boxes.*

### **Option H1. *Develop a spatial tourism theme strategy***

This would commit the LDF, through its policies and proposals, to develop and support a tourism strategy defined by four spatial themes of the Holiday Coast, the Wild Coast, the Wolds and Fens, and the Historic Market Towns. Each would take on a distinctive and discrete character and would target a specific niche of the tourist market.

For instance, within this overall strategy, we may need to "re-brand" the coastal holiday resorts, highlighting the distinctive different qualities and attractions of Mablethorpe, Sutton on Sea, Chapel St Leonards, Ingoldmells and Skegness in order to widen the potential visitor markets. This would be backed by policies and proposals in subsequent LDF documents that supported the (re)development of these centres, in their prescribed distinctive fashion.

Similarly, the distinctive characteristics and attractions of the Wild Coast, the Wolds and Fens, and the Market Towns would shape a tourist and visitor offer that would be unique to that location.

### **Option H2. *Develop a tourism activity strategy***

This would cut across all of the four themes areas of Option G1 and commit the LDF to support, through its policies and proposals, a strategy for attracting and developing - on a regional, national or international scale - specialist interest activities that build on the distinctive properties of the District. These could include extreme sports, beach sports, marine activities, walking, archaeology, cycling, heritage trails, RAF, birding, natural history, fishing, caravanning and specialist shopping activities. Such an option would also cater for the provision of seasonal peak activities.

## **Equal and Diverse Society**

***"How do we achieve an inclusive, equal and diverse society that has tackled the problems of rural isolation and deprivation?"***

**5.35** The District has pockets of severe social deprivation, primarily in the coastal towns. It suffers from being isolated from the rest of the East Midlands region with poor road and rail connections and patchy (but improving) public and community transport provision. Consequently, most people are reliant on their car to get around.



**5.36** Over 200 settlements are dispersed across the third largest district in England and all but the towns and the largest villages are poorly provided with essential services and facilities. Access to essential services is an even more serious issue for the more than average number of older people, people in poor health and low wage earners who live in the District.

**5.37** These factors combine to discriminate against a large number of people living in villages and the countryside. Because economies of scale are not triggers to allow key services to thrive in dispersed, thinly populated rural settlements, we may have to rely on the cluster provision of services and facilities eg a single primary school, shop or surgery, where they are likely to serve several villages.

### **BY MAKING ESSENTIAL SERVICES ACCESSIBLE TO ALL**

**5.38** This issue is also being addressed by the Local Strategic Partnership through the Action Plan of the Community Strategy. The LDF can contribute by setting out clear strategic principle in the Core Strategy and following them up with spatial policies aimed at improving accessibility for all.

#### **Question 17**

Which of the following options (J1 - J3) would be effective in giving people better access to essential community services and facilities? (You may want to support more than one option). For **each option** (J1 -J3) tick either the "agree" or "disagree" box.

Do you have other ideas on how the LDF may improve people's access to essential services in East Lindsey? If so, tell us by writing in the "comments" box.

#### **Option J1. Reducing the need to travel to access services**

This would focus major new development in locations that are accessible by sustainable modes of transport, including public transport, cycling and walking. Proposals for urban extensions or major single-use or mixed development would be required to conform to essential accessibility criteria.

#### **Option J2. Catering for the essential use of the car**

This option recognises that car dependency is high in deep rural areas such as East Lindsey and requires that all forms of growth and new development should make due allowance for this. For example, additional car parking spaces may be required to serve town centres and car parking requirements for new development may exceed

recommended national standards. This option could conflict with Government policy guidance and could make the problem of accessing essential services worse for those people without access to a car.

### **Option J3. *Developing cluster services***

This would group new community services, and redirect existing services wherever possible, into a location that is most convenient for, and easily accessible by, as many people as possible. At an urban level, this would lead to the development of local and neighbourhood centres. At a rural level, this would see the concentration of services and key community facilities into the larger villages so that they may be accessed by communities from several surrounding villages. This would avoid the need for longer trips into town or multiple trips to access services scattered amongst several different villages.

## **BY PROVIDING FOR THE NEEDS OF GYPSIES AND TRAVELLERS**

**5.39** The Housing Act 2004 and Government Planning Circular 1/2006 require local authorities to address the special housing needs of Travellers and Gypsies and we must decide how the LDF can best contribute to this. Accommodation needs in the District are being assessed in the Lincolnshire Coastal Housing Market Assessment. There appear to be three different ways that the LDF can address this issue. These are described in options K1 - K3.

### **Question 18**

Which of the following options ( K1 -K3) do you think can best help to meet the accommodation needs of gypsies and travellers in East Lindsey? (You may wish to support more than one option). *For **each option** (K1 -K3) tick either the "agree" or "disagree" box.*

Can you think of any better way that the LDF could help to meet the accommodation needs of gypsies and travellers? *If so, tell us by writing in the " comments" box.*

### **Option K1. *Identifying a specific site or sites for Traveller and Gypsy accommodation***

Having assessed the extent and nature of the need for accommodation through the HMA, the Council would identify a site or sites to satisfy all of the essential locational criteria to be included on the key proposals map. This would create certainty and allow the planning and phasing of any support infrastructure.

**Option K2. *Identifying an area of search for Traveller and Gypsy accommodation***

This option would follow the same stages as option K1 but would stop at identifying a broad area of search on the key proposals map for a site or sites for accommodation. This would allow the detailed location criteria to be applied in response to a specific request, (which may well be some considerable time in the future) at a time when the most up-to-date factors can be taken into account. However, the lack of a specified site or sites could introduce delays in finding appropriate locations to meet need and demand.

**Option K3. *Applying a criteria-cased policy***

This solution would rely on drawing up appropriate criteria to be applied to a planning application for a site. Although this would allow the most up-to-date considerations to be taken into account, it would open the possibility of several site options having to be considered each time an application is made. There would be no certainty, nor would it be possible to plan for and provide the necessary infrastructure in advance. It is also likely to result in protracted objections and counter-objections as different candidate sites are considered.

## High Quality Environment

***"How do we achieve a high quality environment that makes the most of its special qualities, particularly the coast, the Wolds and the market towns?"***

### 5.40 BY GETTING THE BEST FROM OUR LANDSCAPES

**5.41** We've seen earlier in Chapter 3 just how well-endowed the District is with fine landscapes, coastal features and historic towns and villages. As well as providing an attractive living environment for local residents, they are the very characteristics that could attract new businesses, visitors and activities into the District to stimulate investment, growth and regeneration.

**5.42** Many sites and features are already designated for protection by legislation and LDF policies will respect and reflect this. These include Sites of Special Scientific Interest, Scheduled Ancient Monuments, Conservation Areas, Listed Buildings, Special Areas of

Conservation, Ramsar Sites, the Area of Outstanding Natural Beauty, etc. Current legislation does not support any Local Authority that wishes to designate any other local landscape for protection.

**5.43** Just protecting "honey pots" does not tackle the bigger picture. How we treat our rural and urban landscapes, generally, is equally important. How do we achieve a balance between protecting our distinctive landscapes and making the best use of them? Here are a few ideas, which need not be mutually exclusive.

### Question 19

Which of the three options (L1 - L3) do you think will make the best use of our landscapes without spoiling their distinctiveness? (You may wish to support more than one option). For **each option (L1-L3)** tick either the "agree" or "disagree" box.

Do you have other suggestions as to how the LDF may get the best out of our landscape? *If so, tell us by writing in the "comments" box.*

#### Option L1. *District-wide Landscape Strategy*

This would build on the Landscape Character Assessment to define the different and distinctive urban and rural landscape types and their particular qualities, identifying also their sensitivity to change and development. This would then allow the impact of proposals in the LDF and subsequent planning applications for development to be tested. Such a strategy would aim to respect, protect and enhance the distinctiveness of the landscapes - not simply provide blanket protection from development.

#### Option L2. *Promoting market town themes*

We have seen earlier in Chapter 3 how different historic towns have developed a distinctive character based on their cultural and historical roots as well as their geographical characteristics. These make them unique and they contribute to the overall distinctiveness of East Lindsey as a whole. This option would promote the development of these themes, both to preserve and strengthen the town character and to widen the District's appeal to wider and different visitor niche markets.

#### Option L3. *Balancing the protection and promotion of the landscape*

This option could be an amalgam of options L1 and L2 in laying down a strategic statement that a) recognises and promotes East Lindsey's distinctive landscapes as potential attractions to fuel the local economy and stimulate regeneration of local communities; and b) demands protection of their distinctive characteristics from any harmful effects of development.

#### 5.44 BY PROTECTING AND EXPANDING THE DISTRICT'S BIODIVERSITY

**5.45** Essentially, biodiversity can be defined as "the variety of life on earth and the systems that support it". It is a key indicator of the health of the environment and contributes greatly to the quality of life. It is one of the key principles of sustainable development.

**5.46** It also has considerable economic benefits in contributing to the tourism economy, providing renewable energy materials and, in the case of flood meadows, contributing to flood defence measures.

**5.47** East Lindsey's biodiversity is a key element of its rural landscape, much of which has been "created" and adapted through human activity, particularly in the area of farming and land management. Biodiversity, therefore, is dynamic and can be highly susceptible to the harmful effects of change. On the other hand, it can be expanded and improved so that its benefits can be even more widely felt. Both of the following options would be in addition to the Council fulfilling its obligations in the Lincolnshire Biodiversity Action Plan.

#### Question 20

Which, if any, of the two options ( M1 or M2) do you think should be included in the LDF as the more appropriate policy approach for protecting the District's biodiversity? For **each option** (M1 and M2) tick either the "agree" or "disagree" box.

Can you think of other ways that the LDF can protect and expand the District's biodiversity? *If so tell us by writing in the "comments" box.*

#### Option M1. Protect and conserve the District's existing biodiversity

This option would ensure that new development does not deplete or harm existing biodiversity.

#### Option M2. Protect, enhance, expand and promote the District's biodiversity

As well as protecting the District's biodiversity from the harmful effects of development, this option would require more proactive action to expand the range of biodiversity and to promote it for its educational and health-giving value and for its potential as a visitor attraction.

## Sustainable Development

***"How can we achieve new development that successfully balances the needs of the economy, communities and the environment?"***

**5.48** The Government's planning policies are driven by the need for all communities and all development to be sustainable. We must make sure that our LDF is consistent with these aims. We have already considered sustainable communities earlier in this document.

**5.49** Sustainable development is essentially development that meets current needs without compromising our ability to meet future needs. It balances the requirements of the economy, society and the environment. This is particularly important now with the growing threats from climate change.

**5.50** The Council has signed up to the Nottingham Declaration on Climate Change, committing itself to contributing actively and positively to the Government's climate change programme. The LDF provides us with an opportunity to take this commitment forward, but we must try to do so without detriment to the people, communities and distinctive quality of East Lindsey.

### **BY DEALING WITH THE CAUSES AND EFFECTS OF CLIMATE CHANGE - FLOODING FROM RISING SEA LEVELS AND GLOBAL WARMING**

**5.51** The risks of coastal flooding are potentially very high across a substantial part of the District's coastal zone<sup>(11)</sup>. The Regional Plan aims to reduce the risk of damage to life and property from flooding and sea level change by advocating that development that would be unacceptably at risk, or would add to the risk of flooding, should not be permitted. We need to weigh the need to provide a long-term safe living environment with the need to retain and regenerate coastal communities.

**5.52** Through the Shoreline Management Plan, the Environment Agency has invested heavily to date in erecting, strengthening and maintaining, sea defences to protect the built up parts of the coast and the communities who live in them. Rising sea levels and gradual physical deterioration of the concrete sea defence structures will require further investment to reduce the risk of overtopping or breaching in future. The Environment Agency says that such continued investment cannot be assured.

**5.53** In addition, global warming has contributed to the increasing incidence of fluvial and flash flooding in inland settlements.

#### **Question 21**

Options N1 and N2 represent two contrasting scenarios to deal with the issue of coastal flood risk. Do you think either provides the most appropriate solution?

Can you think of another way to balance the need to support our coastal communities and the need to deal with the problem of rising sea levels? *If so, tell us by writing in the " comments" box.*

#### **Question 22**

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11 see the East Lindsey Strategic Flood Risk Assessment - January 2006



Is option N3 the best way of dealing with the problem of inland fluvial and flash flooding?

Can you think of a better way that the LDF could deal with the problem of inland fluvial and flash flooding? *If so, tell us by writing in the " comments" box.*

**Option N1. *Phased re-location of communities from areas of greatest flood risk on the coast***

This would require massive public sector-led investment to transfer - possibly over a period of several generations - the infrastructure, facilities, housing and resident population from the most severely threatened flood risk areas of Mablethorpe, Trusthorpe and Sutton on Sea to a nearby inland location.

The vacated coastal areas could then be redeveloped as an extensive new national or international tourist and visitor attraction resort . All new development could be constructed to meet flood risk criteria. A new inland town could provide the potential for a stronger new economic base.

The immediate effects - including costs - of such major upheaval would need to be weighed against the long term benefits.

**Option N2. *Improved sea defences to permit coastal regeneration***

This option would see continued regeneration investment in infrastructure and development to revitalise the local and tourist economy, tackle the causes and effects of social deprivation and raise the quality of life generally in the coastal communities between Mablethorpe and Skegness. Reinforcement and continued maintenance of the sea defences would be a prerequisite for such a scenario although there could be managed retreat between urban centres. New and replacement development would aim to conform to Environment Agency standards, including any necessary mitigation measures, to reduce flood risk to an acceptable minimum.

Enduring partnership agreements between all stakeholders, including the Council, the private business sector and the East Midlands Development Agency, the Environment Agency and Government would likely be necessary to ensure the long-term success of this option.

**Option N3. *Restrict development in areas at risk from fluvial or flash flooding***

The recent flash flooding in Louth and the coastal marsh settlements, as well as the Council's Strategic Flood Risk Assessment, have identified those areas of greatest risk where such a restrictive policy would be applied. Restrictions could range from the requirement for mitigating measures to the total prohibition of development.

Any restrictive policy would be backed by a commitment - in partnership with the Environment Agency - to introduce measures to alleviate and manage flood risk from fluvial and flash flooding.

## BY DEALING WITH THE CAUSES AND EFFECTS OF CLIMATE CHANGE - LOSS OF NON-RENEWABLE ENERGY RESOURCES

**5.54** The Regional Plan sets priorities for reducing carbon generation, including developing renewable energy sources and reducing the need to use energy in development and transport. We have already seen how people living in East Lindsey are highly dependent on the car for transport and this adds considerably to our individual and collective "carbon footprint". Dispersed and small rural settlements cannot provide the critical mass necessary to generate economies of scale, which would allow more efficient use of energy resources.

**5.55** Are there opportunities for us to cut down on our collective carbon footprint and does the District have the potential to develop more sustainable energy sources? We suggest four scenarios here (P1 - P4) that may tackle these issues. We'd like your views on these, and any others you can suggest.

### Question 23

Do you think option P1 can effectively reduce our collective carbon footprint?

Can you suggest what else should be included in any such policy statement? *Tell us by writing in the "comments" box.*

### Question 24

Options P2 and P3 represent differing and contrasting scenarios, aimed at reducing our collective carbon footprint and addressing the Government's targets for sustainable renewable sources of energy. Which one, if any, would you agree to support as the most appropriate for East Lindsey? *For **each option** (P2 and P3) tick either the "agree" or "disagree" box.*

Can you think of any other way that the LDF's policies can contribute to the Government's targets for renewable energy sources? *If so, tell us by writing in the "comments" box.*

### Question 25

Do you think that the economic benefits of option P4 would be sufficient to outweigh any environmental constraints and contribute significantly to reducing the causes or effects of climate change?

### Option P1. *Reducing carbon energy use*

This option would see a core policy that required all new development to meet specified energy-saving targets, through its location, design and operation. Government's Code for Sustainable Design and Construction would provide the basis for such a policy, which would also include the need for travel and accessibility plans. It would complement the actions of the Local Strategic Partnership and the Council in pursuing and promoting energy-saving initiatives, including waste reduction, recycling, home insulation and awareness-raising among the wider community.

### **Option P2. *Promoting and developing sustainable renewable energy sources***

East Lindsey has some specific resources, in the form of a vast, underused, agricultural landscape, low-horizon open skies, above-average wind speeds and remote locations, that could provide scope for the development of bio-fuels, photo-voltaic and wind-powered energy. This option would actively seek to exploit these properties to provide sustainable sources of energy on to the national grid.

This option would also include the promotion of harvesting energy from waste, off-shore wind and tidal flows. Whilst the latter two initiatives essentially lie outside the influence of the local planning authority, the District could reap economic benefits from the creation of onshore support facilities.

In order to protect the District's distinctive and highly valued characteristics, the landscape capacity and the quality of life of our communities, this proactive initiative would need to be accompanied by clear environmental and amenity controls and include any appropriate mitigating measures. This may require maximum targets to be set for the different forms of energy.

### **Option P3. *Restricting sustainable renewable energy development***

This recognises that the distinctive landscape character, the open countryside and the small scattered communities of East Lindsey can be highly sensitive to many forms of development, and some forms of renewable energy development can be particularly imposing. This policy option, therefore, would place the protection of local character and amenities above the need to contribute to sustainable energy production. It would support local distinctiveness but would risk conflict with national guidance.

### **Option P4. *Promoting the development of a nuclear power station***

This option would support and develop the view that nuclear energy can offer a more sustainable contribution to the country's energy supply than many renewable alternatives.

**BY USING PLANNING OBLIGATIONS**

**5.56** Section 106 of the Planning Act and ODPM Circular 05/05 - Planning Obligations, allows the Council to enter into a planning obligation with the developer to secure off-site facilities or services, the need for which would be generated by the approved development. This could include highway improvements, off-site infrastructure, community facilities, transport links, or contributions to secure more school places or health facilities, or it could compensate for environmental or community losses caused by the development.

**5.57** Planning obligations can provide or reinforce community facilities and services that may otherwise not be affordable. This way, they can more equitably balance the benefits of the development to the community, the economy and the physical environment. In effect, they can be used to achieve sustainable development. Options Q1 and Q2 examine some different ways they can be applied.

**Question 26**

Which option (Q1 or Q2) do you think, on balance, would result in more sustainable development and wider community benefits? (You should support no more than one option)

*Tick the "agree" box against the **single option** (Q1 or Q2) that you think will result in more sustainable development and wider community benefits.*

**Option Q1. Planning Obligations applied consistently across the county**

In order to remove the potential for differential application of planning obligation criteria to distort the development market, all planning obligations would be drawn up to meet aggregated county-wide needs and be applied consistently around the County. However, market distortion may still occur in those Lincolnshire authorities that abut other counties that do not share the same planning obligations criteria..

**Option Q2. Planning Obligations to meet the needs of East Lindsey**

This would take the form of a Core Policy that adapted the criteria of Circular 05/05 to meet East Lindsey's particular needs, including those identified as priority issues in early consultation and through the Community Strategy Action Plan. However, these needs will probably be subject to change over time and, therefore, it may be appropriate to devolve the specific requirements to a Supplementary Planning Document so that they may be amended whenever required.

**Question 27**

Do you think we should include a specific policy spelling out the requirements for planning obligations in East Lindsey, like in option Q2, in the LDF? (The alternative is to rely on Circular 05/05, applying local needs criteria whenever appropriate.)

### Question 28

If we pursue a policy on planning obligations do you agree we should then draw up an accompanying Supplementary Planning Document that lays down the most up-to-date requirements of the time?

If you agree, what do you consider to be the highest priorities for developer contributions? Also, can you tell us if and why you would favour the direct provision of services by the Developer or a financial contribution into a Council central fund that can be allocated to areas of greatest need? *Tell us by writing in the "comments" box.*

## 5.58 SUSTAINABILITY APPRAISAL

**5.59** The suggested vision, objectives and options have been tested against essential sustainability criteria as laid down in the Sustainability Appraisal Scoping Report. This initial analysis, and the Scoping Report, are available for inspection at all Council offices or on the Council's website, [www.e-lindsey.gov.uk](http://www.e-lindsey.gov.uk)

### Question 29

Do you generally agree with the findings of the initial Sustainability Appraisal report?

Do you have any comments to make on the findings of the initial Sustainability Analysis? *If so, tell us by writing in the "comments" box.*

**....and finally.....**

### Question 30

In this document do you think we have covered all of the key strategic spatial policies that we need to include in the Core Strategy?

Can you think of any key strategic matters that we have overlooked? Please remember that we will be drawing up specific policies for dealing with local issues in the Development Policies Document at the next stage of the LDF. Core Strategy policies should be district-wide and strategic. *Tell us by writing in the "comments" box.*

## Appendix 1 Full List of Issues

Area of Issue	List of Issues
<b>Geography</b>	the size and remoteness of the district
	the dispersed settlement pattern
	poor accessibility, no major roads, limited public transport and a high dependence on the private motorcar
	flood risk
	the long term effects of climate change
<b>Environment</b>	the value of locally distinctive character
	the quality of the local environment – built and natural
	the importance of protecting sites of nature conservation importance
	protection of watercourses
	the value and importance of Listed Buildings
	the lack of, and need for, good design in new development
	the need to promote renewable energy
	the need for more recycling facilities
	the need to incorporate energy efficiency into new development
	sustainable design and construction
<b>Communities</b>	social exclusion, particularly in rural communities
	population trends: top heavy populations due to retired people migrating into the district and younger people migrating out
	localised social deprivation
	access to and availability of doctors, dentists, schools and other services
	protection of community facilities
	limited facilities for children and young people
	Parish Plans, as a tool for more community involvement
	vandalism, public safety, anti social behaviour and low police presence

Area of Issue	List of Issues
	<p>noise pollution</p> <p>street lighting (too little or too much?)</p> <p>the need to promote the arts in new development</p> <p>disabled access</p> <p>cleanliness</p>
<b>Economy</b>	<p>limited business growth and productivity, and need for more investment</p> <p>dependence on neighbouring major centres for employment and other services, e.g. Grimsby and Boston</p> <p>seasonal employment because of the economic dominance of tourism</p> <p>the effect of job losses through changes in agriculture</p> <p>support needed for farmers and agriculture</p> <p>limited alternative employment opportunities</p> <p>low qualifications and skills</p> <p>the need for training</p> <p>low incomes creating pressure for affordable homes</p> <p>the importance of the local market, market towns and shops</p> <p>the need to bolster and diversify the rural economy</p>
<b>Tourism</b>	<p>pressure for expansion of coastal tourism into the countryside</p> <p>additional demands on infrastructure caused by tourism</p> <p>pressures for inland tourism such as fishing lake and caravan sites</p> <p>the role of tourism in the economy – there were mixed views, some thought we should exploit this more, others thought there is too much emphasis on it</p>
<b>Development</b>	<p>development in and around villages – there were mixed views, some thought we should allow more building, others thought there should be tighter controls</p> <p>harm to landscape quality through pressures to develop in the countryside</p> <p>houses encroaching into the countryside</p> <p>the pressure for development on small, historic town centres and local landscapes</p> <p>limited amount of brownfield development sites</p>



Area of Issue	List of Issues
	availability of building land
	housing supply
	housing density (should it be higher or lower?)
	use of planning obligations to secure community facilities
	access to amenities
	design of new buildings
	affordable housing
	use of redundant buildings in the countryside, including chapels
<b>Transport</b>	the quality and state of repair of the roads
	the need for more and lower speed limits and other road safety initiatives
	the need for more cycle paths and other cycle facilities
	car parking provision
	lack of availability of public transport
<b>Sports and Recreation</b>	space availability of sports facilities
	quality of open space

Table 1.1







# Local Development Framework

Core Strategy - Issues and Options

November 2007

