

East Lindsay Core Strategy Examination

Stage 2 Settlement Proposals DPD & Housing Land Supply Hearing Sessions

Matter 2: Site Selection

Submission on behalf of Metacre Ltd

7th September 2017

Introduction

1. This submission is made for and on behalf of Metacre Ltd concerning Matter 2 (Site Selection). The submission is made with respect to the Examination in Public (EiP) revised *Inspector's Matters, Issues and Questions* (14th August 2017).

Question 2:

Are the sites selected for housing and gypsy and traveller accommodation justified when compared to other reasonable alternatives? The Council should prepare a summary of the site selection process for each type of development. This should include:

Housing Allocations

2. For reasons set out below there are significant concerns regarding the Council's selection of the housing allocations. Their selection process lacks transparency and robustness and has led to the allocation of less sustainable housing sites when compared to alternatives such as site LO306 being promoted by Metacre Ltd. The plan therefore fails the test of soundness by virtue of not being positively prepared, effective or justified.
3. The Sustainability Appraisal (SA) refers to each proposed housing site being tested against 13 Sustainability Objectives with the sites that performed best being taken forward to the site selection phase, where planning considerations were used to select the most appropriate sites for allocation. However it is unclear as

to how the SA influenced which sites were taken forward to the site selection stage, what planning considerations were taken into account in this selection and ultimately why certain sites were discounted in favour of the allocated sites.

4. To demonstrate this a comparison is made between the land being promoted for allocation at Louth by Metacre and a number of the allocated sites. Part of the Metacre promoted site is already allocated (LO305) but the remainder (LO306) has been discounted by the Council. It should be noted that there are currently two live outline planning applications relating to this land. The larger application (ref. N/092/01635/16) seeks the development of both allocated site LO305 and the entirety of site LO306 for a primary school, public open space and 480 houses (representing an increase of 351 houses above that already allocated on LO305). A second smaller outline application (ref N/092/01523/17) has more recently been submitted which represents the extension of allocated site LO305 partly into LO306. This application seeks permission for 171 dwellings and public open space (42 dwellings above that already allocated on LO305). Appendix 1 to this submission contains the submitted illustrative layouts and a context plan relating to these applications.
5. Firstly, it is noted that some allocated sites are not assessed in the SA, such as WAI407 (34 dwellings), Alford (161 dwellings) and SPY310 (600+ dwelling development).
6. Secondly, there is concern as to how sites have been scored against the individual sustainability objectives in the SA. For example:
7. SO1 Biodiversity. The ecology assessment submitted with the live planning application for Metacre's site LO306 confirms that the land is currently of low ecological value and that there are no European protected sites or statutory sites nor any non-statutory sites which would be materially affected by the development. It highlights that the habitat which would be lost as a result of development is arable land and unsuitable for wintering birds and breeding birds, that the site does not contain any LBAP habitats and there would be no detrimental impact on protected species. Moreover, it confirms that the development would secure a gain in biodiversity with the scheme delivering 8

hectares of green infrastructure including open space, new ponds and landscaping. The SA acknowledges that there would be a positive impact on SO4 but this is no different to how the SA has scored allocated sites with little prospect of biodiversity enhancements, which are also identified as having a positive impact. For example:

- LO329 (89 dwellings) where the SA states there will be '*limited opportunity to protect and enhance biodiversity*'
- MLF303 (43 dwellings) where the SA states the site would require landscaping which could enhance biodiversity but that "*this would not be significant*"
- HLC206 (19 dwellings) where the SA states that as this site is small opportunities to improve biodiversity are limited.

8. SO2 Landscape. It is unclear as to how the SA has scored some sites against this SO. For example allocated site LO302 (240 dwellings) is identified in the SA as a greenfield site abutting the Lincolnshire Wolds AONB, where there is not a strong landscape boundary and where Natural England queried the impact on the AONB. Table 5.1 of the SA also identifies one of the indicators of whether sustainability objective 2 is being delivered, as being the number of permissions for major development within and adjacent to the AONB. It is unclear therefore as to how this has been scored as having an uncertain impact. Similarly, why when other larger greenfield sites are generally acknowledged as having a negative impact on SO2 is allocated site C&T305 (220 dwellings) given a positive impact. This is despite the SA referring to the site as comprising a large field with sparse boundary treatments, not well screened and development significantly changing the character of a public footpath running through the site. As expanded upon later it is also considered that the Council have not given due regard to the LIVA submitted by Metacre re. LO306.

9. SO4 Flood Risk – NPPF paragraphs 100 and 101 stipulate that development in areas at risk of flooding should be avoided and that land should not be allocated for housing if there are reasonably available sites in areas with a lower probability of flooding. It is therefore considered that any site located within Flood Risk Zone 2 or 3 should score negatively against SO4, particularly as one of the identified

'site assessment criteria for allocation' is whether the site is in flood zone 2 or 3 (FRZ). However the following allocations are given positive or neutral impacts despite being in these flood zones:

- MAR217, MAR226, MAR300 and MAR304 are given positive impacts in the SA despite being in the FRZ and the SA confirming that part of the sites are also within the red, orange and yellow zones of the flood hazard maps.
- WAI308 is identified as having a positive impact despite being in the FRZ.
- HOG306 and HOG309 are given a neutral impact despite both being in the FRZ and the SA confirming that they are partly in the orange zone of the flood hazard maps.

10. SO7 'access to key services and facilities'; SO9 'inclusive safe and vibrant communities' and SO12 'facilities and infrastructure for healthy lifestyles' These include sub-objectives such as improving access to green infrastructure; and improving availability and accessibility to key services including education. They also include site assessment criteria for allocation such as whether proposals can add to green infrastructure provision; whether they can provide opportunities for safe walking and cycling; and whether the site accommodates or links into the existing public rights of way network. The identified indicators include the amount of green infrastructure and the number of community facilities created through development. Not only is Metacre's site LO306 on the edge of the largest and most sustainable settlement in the District, but the proposed development includes the provision of land to deliver a primary school and 8 hectares of green infrastructure. This includes large areas of functional public open space / recreational areas, formal children's play facilities and the enhancement of the existing 'Round Louth Walk'. Currently a section of this walk runs along Brackenborough Road to the north and west of the application site before turning into Keddington Road to the south, where it ultimately links onto the canal towpath. Instead of this section of the walk, which includes a stretch of Brackenborough Road with no footpath, the proposed development would provide a car free and safer connection between the two roads running through the open space proposed along the periphery of the site (see Appendix 1).

11. LO306 will therefore deliver significant benefits to these SO, especially in the context of the Council having accepted in previous Hearings that there will be a need for a new primary school in Louth which has yet to be provided for in the draft Plan. The Education Authority have also confirmed in a response to the live planning application that they support the provision of a primary school at LOU306 as it would mitigate the current problem of all primary schools being in roughly the same part of Louth (Appendix 2). Whilst the SA acknowledges that there would be a positive impact on this objective, this is no different to the positive impact identified for the following allocations which do not deliver these benefits and appear to have accessibility constraints:
- BLM310 which the SA states has no footpath or street lighting connecting the site to the village and it is not being clear if a footpath can be directly connected as it would appear to have to cross private land.
 - BLM313 where the SA states the site is “*quite far from services and facilities*” and that Common Lane is a narrow lane “*with no footpaths or street lights and little prospect of creating footways*”.
12. Identifying a positive impact on such allocations is particularly confusing considering that the SA identifies a negative impact on other allocations such as BLM320 and MLF303 on the basis that they have no footway or street lighting connecting the sites to the village.
13. Thirdly it is unclear as to what weight has been given to the individual sustainability objectives when considering which sites to allocate. For example, the SA shows site LO306 as having a negative impact on sustainability objective 2 ‘landscapes / historic environment’ and objective 6 ‘previously developed land (pdl) and loss of agricultural land’, but a positive impact on sustainability objectives 1, 4, 7, 9, 10, 12 and 13. As highlighted above the development of LO306 would deliver significant benefits to some of these objectives. However, site LO306 has been discounted in favour of allocations which have negative impacts on these sustainability objectives such as:

- Impacts on the economy (SO5), for example C&T311 which the SA states would prevent any future extension of the adjacent industrial estate; FRIS317 which the SA states currently forms part of Lenton’s agricultural business headquarters; MLF303 which the SA states would result in the loss of a current business use; and MAR300 which is currently in agricultural use and the SA states it is uncertain if the business can continue with the loss of the site.
- Impacts on biodiversity (SO1). For example BLM320 where the SA states development would have a negative impact on the nature conservation value of a Local Wildlife Site. SPY302 which is designated in the adopted Local Plan as protected open space subject to policy ENV20 ‘Protection of Habitats’ and where the SA acknowledges the potential of development to impact on species using the adjoining wildlife corridors.
- Impacts on flood risk (SO4). For example the SA confirms allocated site GRA211 would have a negative impact on flood risk as the site is not only within the flood risk zone but is also identified as being partly within the orange and yellow zones on the coastal flood hazard maps. TNY308 is confirmed as having a negative impact as part of the site is in the red and orange zones on the EA flood hazard maps, which includes the access to the site. These are in addition to the aforementioned allocations which are also within the FRZ but for some reason are identified as having a positive or neutral impact on SO4. The weight given to a negative impact on this objective is particularly relevant given the clear steer in NPPF to avoid directing development to areas at risk of flooding.
- Impacts on SOs 9, 12, and 13. For example allocation BLM320 where the SA refers to conflict with these SO due to it being detached from other development, there being no footway or street lighting and with little possibility of providing them. MLF303 which the SA states as having no prospect of the provision of a footpath and therefore the closeness of the site to services is negated by the lack of connectivity. These are in addition to the aforementioned sites which have been given a positive impact on these SOs despite also having apparent accessibility issues.

14. It is unclear how positive and negative impacts on these various SOs have been balanced against each other when choosing which sites to discount and which to allocate. A comparison with site LO306 demonstrates this further.
15. The SA shows site LO306 as having a negative impact on sustainability objectives 2 and 6 but either a positive or neutral impact on all the other objectives. This makes it no different from a lot of the allocated sites, particularly the larger scale allocations. Indeed 26% of the allocated sites have a negative impact on both of these objectives, which includes sites allocated at Louth, and excludes those sites where the impact is identified as uncertain. It is understood that the Council's justification for discounting LO306 was on landscape grounds. However, there is no robust justification as to why this site should be discounted on this ground when compared to the allocated sites.
16. It is relevant to note that Metacre's live planning application is supported by a Landscape and Visual Impact Appraisal (LVIA), which demonstrates that:
 - The site is not within a sensitive location in terms of its proximity to land protected under international, national or local legislation for its landscape or other value, nor is the site or the immediately adjacent countryside subject to any statutory or non-statutory landscape designations. This includes the Lincolnshire Wolds AONB and the Areas of Great Landscape Value designated in the adopted Local Plan.
 - The site is not located within a conservation area, nor is it sited in close proximity to any Listed Buildings.
 - Based on guidance in the GLVIA, the local landscape (application site and adjacent farmland) has few features that could confer particularly important value and overall its value is judged to be no more than medium-low. The site is not considered to be a locally valued landscape. There are no trees within the site which are the subject of Tree Preservation Orders and the proposed development would have a minimal impact to existing on-site trees / hedgerows in any event.

- The proposals will incorporate significant on-site landscaping and a range of measures to mitigate potential adverse effects on landscape resources, character and visual amenity. The proposal includes 8 hectares of new Green Infrastructure which will add landscape and biodiversity resources, provide an attractive landscape setting to the new housing and a soft green edge to Louth. This includes the creation of linear open space with new tree and shrub planting adjacent to the site boundaries and a series of open spaces internal to the site with grassland and wetland/open water; hedgerow management together with additional planting within hedges of locally characteristic trees and shrubs to allow current lower cut hedges to thicken and grow to help screen views of the development and enhance biodiversity; the use of open space and landscaped buffer zones within the layout; creation of a strong landscape framework of GI throughout the site and along the site boundaries; and maintaining the open character of land adjacent to Keddington Road / Alvingham Road when travelling eastward out of Louth, by setting back the building line of the proposed development.
- In the wider landscape context, Louth's existing north-eastern urban edge is already generally characterised by housing development and the application site's character is already subject to urban influences. Whilst the development of the application site will inevitably result in changes to existing landscape character, these are impacts which are commonly associated with development of most other greenfield sites. The application site's sensitivity to housing development is likely to be no higher than that of other potential housing sites on the south-eastern margins of Louth and markedly less sensitive than other potential sites located on the southern, south western and north-western edges of Louth that lie close to the AONB - a nationally valued landscape.

17. In summary the LVIA demonstrates that the landscape and visual effects that are predicted to arise from the housing development on LO306 are typical of most new housing developments on similar green field sites. Ultimately, development would not affect any landscapes defined as being highly sensitive; it will retain features which contribute to the local character whilst delivering significant on-site landscaping and open space to integrate the development into its surroundings

and provide an attractive residential environment; and it would not unacceptably harm the character of the area or any important medium and long distance views.

18. There is no evidence that this LVIA has been taken into account by the Council or what weight has been given to the significant benefits which would be delivered relating to biodiversity, green infrastructure provision, accessibility and education provision. There is no clear or robust justification as to why site LO306 was discounted on landscape grounds in favour of the following sites which are also identified as having a negative impact on landscape / historic environment in the SA:

- SPY302 to SPY306 and SPY310 (600+ dwellings) – All of the allocated sites at Spilsby are designated in the adopted Local Plan as being within an “Area of Great Landscape Value”. Paragraph 4.56 of the adopted plan states that “*Fine landscape does not suddenly end at the boundary of the AONB. Originally identified in the 1967 Lindsey County Development Plan are Areas of Great Landscape Value (AGLV). Whilst they are of lesser designated importance than AONBs, in the case of East Lindsey, **they are landscapes whose significance and appearance often matches that of their neighbouring AONB. Together, they form a composite area of great landscape importance***” (self emphasis). Whilst the Council may not be carrying this designation forward into the Core Strategy, this land was clearly considered at some point to be of great landscape importance, which was not the case for site LO306. This is not reflected in the SA which makes limited comments on landscape impact other than accepting that there would be a negative impact. The Settlement Proposals DPD also acknowledges that if all these sites are developed there would be a potentially greater cumulative impact in respect of Landscape, yet the sites are assessed individually despite the very clear acknowledgement that this is a single development site. There is also no SA for site SPY 310, nor an individual site description in the Settlement Proposals DPD. The supply being directed to this town is also over twice its target growth despite being a less sustainable settlement than Louth (expanded upon later). The allocations are also identified as having a negative impact on SO6 as is the case with LO306, but the SA acknowledges that allocation SPY302

may also have a potential impact on species using the adjoining wildlife corridors. Indeed this site is designated in the adopted Local Plan as protected open space subject to policy ENV20 'Protection of Habitats'.

- SIB303 (200 dwellings) - The SA states that these agricultural fields have poor boundary treatments along their boundaries with the countryside. That there would be an impact on the wider landscape because the site allows views from Church Walk out to the north and east and that development on the site would be "*highly visible*" and the site would also be "*very visible*" in views into Sibsey when approaching from the east. Unlike site LO306 there would also be some impact on the historic environment, with the adjacent Sibsey House and Rhoades Mill to the north both being Listed and it is noted Historic England raised potential impact on heritage assets. The SA states that the entrance to the site, which is to the left of the Listed Sibsey House, is narrow, tree clearance will need to be undertaken to create a suitable entrance, and that this will have "*significant impact on the setting*" of the Listed building. It also has a negative impact on SO6 and Sibsey is a village which is to receive a housing supply some 28% above its target (expanded upon later).
- NTH308 (130 dwellings) – The SA states that this site is very open from the A16 and the development would have a "*significant impact*" in view from the west towards the village. It also states that whilst views of the landscape from the village are somewhat blocked by the existing development the site will be "*highly visible*" to immediate neighbours and obstruct their view of the wider landscape. It also states that development may impact on historic Wolds/Marsh setting when looking down from higher elevations. As with LO306 the site has a detrimental impact on SO6, but unlike LO306 it is identified as also having a potential negative impact on SO7 and SO12 as the proposed access would be onto a road which has no footpath or street lighting. North Thoresby is also a village which is to have a housing supply 63% higher than its target (expanded upon later).

- WAI308 and WAI308B which the SA identifies as having a significant negative impact on landscape / historic environment, with Historic England having raised the issue of the impact on heritage assets (e.g. the former Salem Bridge Brewery site and nearby Listed Buildings and their settings). The SA states that the site has been reassessed and there is considered to be “*significant impact*” on the setting of Bateman’s Brewery and buildings, the church opposite and the Wainfleet Conservation Area. These two sites are the only allocated sites with a ‘significant impact’ on SO2. WAI308 is also in the flood risk zone.
- LO313 (280 dwellings). The SA confirms a negative impact on landscape with the agricultural land offering wide views to the north east and east and there being an impact on the landscape as there are views from Legbourne Road across the majority of the site and it being visible in views from the top of Kenwick Hill, which gives sweeping view, especially of the southern part of the town, across towards the sea. There is also a public right of way along the eastern edge of the site and the site will be visible to users of this footpath. The site also conflicts with SO6.
- MAN314 (50 dwellings). The SA confirms there would be a negative impact on landscape with the site having quite poor boundary treatment and being an open field prominent within views across from the village and also visible in view from Manby Middlegate. That the development of the site would impact on these views and landscaping could not mitigate against this. The SA also refers to the site being slightly convex, with a raised elevation in the centre of the site which will increase its prominence. The site also has a negative impact on SO6 and the allocation results in this village exceeding its target by 26% (expanded upon later).
- Allocations BLM310, BLM320 and CLT306 which not only have negative impacts on SO2 and SO6 as per LO306, but are also identified as having negative impacts on SO such as biodiversity / geodiversity; access to key services; inclusive, safe and vibrant communities; facilities and infrastructure for healthy lifestyles; and positively planning for and minimising the effect of climate change.

19. As already highlighted there are also allocations which might not be deemed to have a negative impact on landscape but which have a negative impact on other SO not applicable to LO306.
20. Finally the amount of land being allocated at different settlements is not robust. The Council's evidence to stage 1 Matter 6 included a table demonstrating the housing supply for each settlement (current commitments and allocations) in comparison to its housing target. This is out of date in so far as the targets were based on a total Plan requirement for 7,768 dwellings, which has now been increased to 8,175 dwellings. Please note that Metacre still contest that this housing requirement is too low for reasons raised in relation to Stage 1 Matter 3. Appendix 3 of this statement contains an updated table, where the housing targets have been adjusted to reflect the higher Plan target of 8,175 dwellings. In summary, once commitments and allocations are taken into account approximately a third of the settlements are within 10% of their housing target, which includes Louth (within 6% of its target).
21. As explained by the Council in Stage 1 Matter 6, a number of settlements are not able to accommodate their target growth due to the unsuitability of land for allocations due to flood risk, AONB constraints etc. There are 15 settlements which are below their target in terms of commitments/allocations, totalling a shortfall of 502 dwellings.
22. In addition to the above, Core Strategy paragraph 31 (page 28) states that the usual approach with regards to housing allocations is to provide a buffer or fall back in the allocations to ensure that if sites do not come forward then others can take up the housing need easily. This is also confirmed in paragraph 2.10 of the SPD which confirms that additional sites need to be allocated above the identified minimum housing requirement for the District. The settlement targets do not take into account this buffer.
23. Accordingly suitable Inland settlements will need to deliver more housing than their target in order to deliver both this buffer and to reflect the some settlements are unable to meet their targets by circa 502 dwellings.

24. Below is table identifying those settlements where the Council have directed this additional growth.

Town / Village	Size (Households)	Target	Total supply (commitments / allocations)	Surplus	% above target	Allocations and capacity
Spilsby	1,398	321	708*	+387	+121%	SPY302 – 35 various – 600+**
Louth	7,530	1,725	1,829	+104	+6%	LO96 -5 LO155 – 8 LO301 – 5 LO302 – 240 LO305 – 129 LO311 – 275 LO312 – 38 LO313 – 280 LO325 – 54 LO326 – 76 LO329 – 89 LO341 - 5
North Thoresby	489	112	182	+70	+63%	NTH307 - 10 NTH308 - 130 NTH313 - 25
Mareham le Fen	439	98	156	+58	+59%	MLF021 - 3 MLF303 – 43 MLF305 - 35 MLF328 - 32
Sibsey	880	203	259	+56	+28%	SIB303 – 200 SIB304 – 5 SIB406 - 34
Grimoldby & Manby	734	171	216	+45	+26%	MAN314 – 27 MAN316 - 50
Hogsthorpe	408	92	119	+27	+29%	HOG306 – 89 HOG309 - 9
Burgh Le Marsh	1,119	256	282	+26	+10%	BLM305 – 97 BLM310 – 52 BLM313 – 31 BLM318 – 8 BLM320 - 12
Marschapel	317	72	87	+15	+21%	MAR217 – 34 MAR228 - 15 MAR300 – 15 MAR304 - 20
Friskney	262	59	62	+3	+5%	FRI306 – 10 FRI316 – 3 FRI317 – 26 FRI321 - 20
TOTAL		3,109	3,900	+791		

*73 commitments + allocated site SPY302 (35 dwellings) + 600 dwelling settlement extension

**600 = major extension comprising SPY301, 303, 304, 305, 306 and 310

25. The Council's response to Stage 1 Matter 6 states that "*Louth is the largest inland town with the greatest population by far, set on the A16, with good infrastructure*"

Representor: Metacre Ltd

Stage 2, Matter 2 – Site Selection

East Lindsey Settlement Proposals DPD and Housing Land Supply Examination, September 2017

connections, and the largest level of service and facilities including schools, doctors, a hospital, main shopping and many leisure activities.” It also acknowledges the size and dominance of Louth within the District. It is therefore considered that the most sustainable approach would be to direct this additional growth primarily to Louth. However, and as demonstrated below, the Council is instead directing more growth to less sustainable towns and villages.

- 8 of the 10 settlements exceeding their growth target are villages. Moreover they are not the most sustainable of the villages, with the Council’s village facilities survey scoring Burgh le Marsh as 164 points and the remaining villages between 56 and 92 points. In comparison the most sustainable villages have scores between 236 and 285 points and whilst the towns have not been assessed Louth is without doubt the most sustainable settlement in the District. However Louth, which is the most sustainable Town with an existing 7,530 households, is only receiving 104 dwellings more than its target (6% increase) compared to the 70 additional dwellings being directed the village of North Thoresby (63% increase), which only has 489 households and is ranked 11th of the large villages in terms of facilities (80 points). Similarly, Mareham le Fen and Sibsey are receiving 58 and 56 dwellings above their targets (59% and 28% increase) despite only having 439 and 880 households and relatively low scores in the village settlement survey (58 and 67 points).
- Not only would none of the allocations in the above villages deliver the range of benefits which Metacre’s site LO306 would deliver, but directing additional growth to these villages has resulted in sites being allocated which have negative impacts on a whole range of sustainability objectives which are not applicable to LO306. For example, allocations NTH308 at North Thoresby, MLF303 at Mareham le Fen and BLM310 and BLM320 at Burgh Le Marsh are identified in the SA as having negative impacts on biodiversity, landscape/historic environment, pdl / loss of agricultural land, access to key services and facilities, inclusive safe and vibrant communities, facilities for healthy lifestyles and minimising the effect on climate change. It is particularly noted that the SA refers to BLM320 as having a negative impact on the nature conservation value of a Local

Wildlife Site and being detached from other development, with there being no footway or street lighting and little possibility of providing them. The SA also refers to allocation NTH308 for 130 dwellings as being some way from the centre of North Thoresby and safe pedestrian access being difficult. Metacre site LO306 would deliver significant benefits to many of these sustainability objectives.

- Hogsthorpe and Marschapel include allocations both within the flood risk zones but also partly within the red, orange and yellow areas on the Flood Hazard Maps. NPPF is quite clear that development should be avoided in areas at risk of flooding and that land should not be allocated if there are reasonable available sites in areas with a lower probability of flooding. Despite this these three villages are earmarked to receive 42 dwellings more than their actual targets. LO306 is not located in the FRZ.
- All of the villages have more than one allocation and even where an allocated site is relatively large there is no robust justification as to why the allocation could not be made smaller. This is particularly relevant as the Council have in other instances sub divided larger fields to create a smaller allocation despite no on-site boundaries reflecting the allocation boundary. For example allocation BLM305.
- There is no transparent or robust explanation as to why the Council consider it more sustainable to allocate 600+ dwellings to the east of Spilsby, as well as an additional allocation of 35 dwellings to the north of Spilsby. Together with existing commitments this totals 708 dwellings, which is over twice the target growth for the Town (an extra 387 dwellings above its target). This is compared to just 6% additional growth at Louth (an extra 104 dwellings). As set out in comments to Stage 1 Matter 6 Spilsby is not as sustainable a settlement as Louth. The allocated sites are identified in the SA as having the same negative impacts on the same sustainability objectives as LO306, although for reasons set out previously it is questioned how site LO306 can be discounted in favour of the Spilsby allocations on landscape grounds. This is particularly as the Spilsby sites are designated in the adopted Local Plan as Areas of Great Landscape

Value. Furthermore, the SA does not assess the settlement extension at Spilsby as a single development but as a range of individual sites, which does not even include an assessment of part of the allocation, i.e. SPY310. The separate allocation SPY302 also has biodiversity impacts (referred to previously).

26. In total Spilsby and the aforementioned villages are to receive 687 dwellings more than their targets, compared to just 104 dwellings at Louth. There is no transparent or robust indication as to why the Council considers it more sustainable to exceed the target growth for these less sustainable settlements rather than directing the majority of this additional growth to Louth and in particular site LO306.
27. It is noted that in Stage 1 Matter 6 the scale of development already being directed to Louth was questioned. Taking into account current commitments and allocations Louth is only receiving a supply which is 6% higher than its target. There is a clear need for certain settlements to exceed their target and as the largest and most sustainable settlement it is only correct that Louth accommodates the majority of the additional growth. If the smaller site promoted by Metacre were allocated it would only increase the number of dwellings currently allocated at Louth by 42, which in turn would equate to Louth receiving 8% more growth than its target (an extra 146 dwellings). If the entirety of LO306 were to be allocated it would increase the number of dwellings currently allocated at Louth by 351, meaning 26% more growth than its target (an extra 455 dwellings). It is also of course possible for an allocation at a scale somewhere between these two options. In any case such allocations would not be disproportionate bearing in mind the status of Louth in the settlement hierarchy and the proportionate additional growth currently being proposed to far less sustainable villages (as high as 70% above target in some instances) and to the less sustainable town of Spilsby where allocations are 121% above target.
28. The above comparisons demonstrate why the Council's selection of sites for allocation has not been transparent or robust and why it is considered that the allocations are not the most sustainable when considered against the alternatives. There also appears to be no clear consistency as to how the SA has influenced eventual site selection or how expert evidence submitted with planning

applications, such as the LVIA submitted by Metacre, have been taken into account.

Gypsy and Traveller Accommodation

29. Site C at Louth is shown as having a positive impact on sustainability objectives 7, 9, 10 and 13. It is noted that when housing allocations do not have footpaths linking the sites to the village centres they were given negative impacts on these objectives. For example MLF303 which the SA states as having no prospect of the provision of a footpath and therefore the closeness of the site to services is negated by the lack of connectivity. Whilst site C may have been granted planning permission on appeal, the Inspector stated at paragraph 48 on the decision notice that “*There is no bus service near the site*” and “*in view of the lack of footways, I would expect almost all trips to be made by motor vehicle*”. In this context it is considered that site C should be given a negative impact on the above objectives, which could influence the site selection process. Furthermore and in any event, the deliverability of the site is questioned given that the site has not been brought forward since being granted permission on appeal over 6 years ago.

Question 3:

How have the dwelling numbers proposed on individual sites been determined? Have specific density assumptions been made? In many cases, the capacity of each site shown in the analysis tables has been reduced from a higher figure. Where did the higher figure come from, and what factors have caused the capacity to be reduced in the plan?

30. Based on the evidence in the Sustainability Appraisal and Settlement Proposals DPD Metacre have concerns regarding the capacity of some of the allocations. For example:
31. **WSP314** (290 dwellings). Anglian Water have recommended that a detailed odour assessment is undertaken to demonstrate no adverse impact on future residents and to provide evidence to demonstrate that a suitable distance is provided between the Water Recycling Centre and housing. Reference is also made to the need for a suitably wide green corridor for landscaping, walking and cycling along Green Lane. It is therefore possible that odour constraints and the green corridor

could affect the developable area of the site. Indeed it is noted that there is currently a live planning application on the site for 250 dwellings (ref. S/215/01157/17). The capacity of this allocation should be reduced accordingly.

32. **STK319** (15 dwellings). It is noted that outline planning permission was granted in July 2016 for 9 dwellings (ref. S/169/01177/16). The capacity should be reduced accordingly.
33. **HLC206** (19 dwellings). The evidence base refers to a buffer potentially being needed due to the adjacent industrial estate which may have implications on capacity. Indeed it is noted that there is a live application for a net increase of 13 dwellings (ref. N/85/0054/17). The capacity should be reduced accordingly.
34. **HLC302 & HLC303** (307 dwellings respectively). The Council's Planning Committee have resolved to grant outline planning permission, subject to a s.106, for the development of these two sites for 300 dwellings (ref N/085/00883/15). The capacity should be reduced accordingly.
35. **LEG303** (20 dwellings). Full planning permission has been granted on part of the allocation for 13 units and the site layout does not make provision for the development of the remainder of the site (ref. N/100/02466/14). The capacity of the allocation should be reduced accordingly.
36. **MLF328** (32 dwellings). A planning application for the development of this site was originally submitted in Sept 2013 (ref. S/114/01858/13) but was withdrawn due to drainage constraints. A subsequent planning application was then approved for part of the allocations in Dec 2016 for 9 dwellings (ref. S/114/01959/16). This suggests that the larger allocation is not deliverable and thus the capacity should be reduced accordingly.
37. **C&T311** (44 dwellings). The evidence base refers to there being a need for a buffer to protect against noise from the adjacent Industrial estate. This is a rectangular site where its entire southern boundary (the longest boundary) adjoins the estate. If a substantial noise buffer is required this could potentially have a significant impact on the capacity of a small site, particularly as private gardens

are not normally permitted in such buffer zones and single sided roads may be necessary. It is noted that the capacity has been reduced to 44 dwellings but has this been based on any actual noise assessments and detailed consideration of the implications on the developable area and site layout?

38. **FRI321** (20 dwellings). The evidence base refers to a need for an odour assessment due to the proximity to Friskney Water Recycling Centre and the presence of a drainage ditch along the eastern boundary. Has an odour assessment been undertaken to establish what constraints could have on the developable area of this site / layout, which makes estimating the capacity difficult.
39. **SIB303** (200 dwellings). The evidence base confirms that the development will have a significant impact on the setting of a Grade II listed Building and thus if it is still considered suitable for development any layout will presumably need to minimise this impact. Reference is also made to an odour assessment being required in relation to the Sibsey Water Recycling Centre. These two constraints could have implications on the layout and the extent of the developable area. Unless relevant assessments have been undertaken it is considered that the suggested density of 25 dwellings per hectare across the entire allocation may be unrealistic. This is because 25 dph is understood to be the average density for approvals on large sites without such constraints.
40. Some of the above issues could also affect the actual deliverability of some of the allocations and Metacre also have concerns about whether the following additional allocations are in fact deliverable:
41. **TNY320** (15 dwellings). The SA confirms that it is not accessible at this time as it has no access except over land belonging to others. If this is the case it should not be allocated unless there is sufficient evidence to demonstrate that it will come forward.
42. **C&T313** (96 dwellings). The SA states that unless a site access can be secured through the adjacent land it would be too remote from services / facilities. Presumably this would make its development unacceptable and if the Council do not have any reasonable evidence to confirm whether access can be provided it should not be allocated.

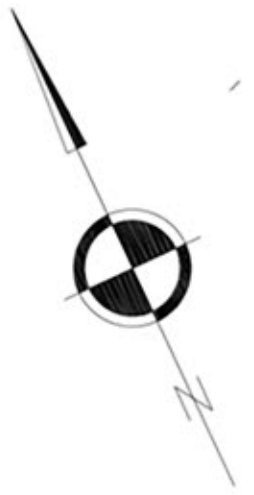
43. **MLF021** and **MLF303** (46 dwellings combined) are dependent upon each other to provide suitable access and drainage solutions. Unless the Council have reasonable evidence to be satisfied that these two landowners will liaise to deliver these sites their deliverability is unknown.
44. **HOG309** (9 dwellings). Outline permission has been obtained for 2 dwellings along the road frontage which means the remaining allocation would need to be accessed via third party land. Unless the Council has some evidence that access can be secured the site capacity should be reduced to 2.

Question 5

In the majority of settlements, including in some with sizeable housing allocations such as Louth, the plan indicates that the state of water recycling/treatment facilities is red or amber on a scale of green to red? What does this mean? What effect will this have upon the delivery of development in relevant settlements?

45. With regards to Louth none of the statutory consultees have objected to the live applications submitted by Metacre subject to financial contributions. This includes Anglian Water.

APPENDIX 1



- KEY**
- Proposed attenuation basins and drainage channels
 - Footpath links through site
 - Proposed tree and shrub planting - Semi-natural plant mix using trees and shrubs of the Middle Marsh.
 - Proposed Specimen tree planting along main boulevards / road junctions
 - 1** Low Density Green Fringe
 - 2** High Density Surrounding Public Open Space
 - 3** School site



Land off Keddington Road / Alvingham Road and Brackenborough Road - Louth

NORTHERN TRUST
Baldwin Design
 CONSULTING LTD

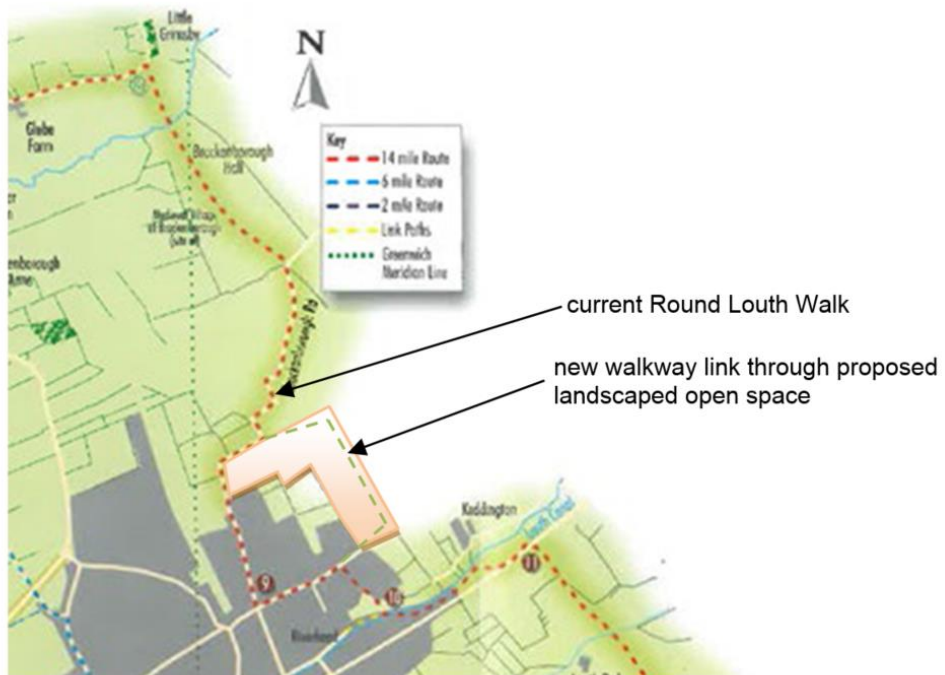
Revision:
 1. Proposed site layout 15/11/16
 2. Final design 14/12/16
 3. Final design 14/12/16

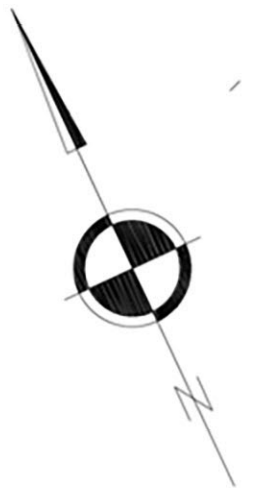
Project Title:
 Residential Development

Location:
 Louth,
 East Lindsey

Drawn: [Name] Date: 15/11/16
 Checked: [Name] Date: 15/11/16
 Scale: 1:2000 Paper Size: A1

LOUTH TOWN WALK





KEY

-  Proposed attenuation basins and drainage channels
-  Footpath links through site
-  Proposed tree and shrub planting - Semi-natural plant mix using trees and shrubs of the Middle Marsh.
-  Proposed Specimen tree planting along main boulevards / road junctions
- 1** Low Density Green Fringe
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POTENTIAL VEHICULAR LINK ROAD TO BOLINGBROKE ROAD
 COUNTRY LANE GATEWAY ENTRANCE

Land off Brackenborough Road - Louth

NORTHERN TRUST
 ENVIRONMENTAL DEVELOPMENT & RESTORATION

Baldwin Design

Project Title: Residential Development
 Location: Louth, East Lindsey

Drawing: Illustrative Masterplan
 Drawing No: NTLELMG01

Drawn: JS	Check: CR	Date: 15.01.19
Scale: 1:2000	Sheet: A1	

APPENDIX 2

East Lindsey District Council
 Development Control
 Planning Department

My Ref: S106/E/01635/16
 21 August 2017

Dear Ms Walker

Development – Land south east of Brackenborough Road, Louth
Application Number – N/092/01635/16

Thank you for your notification of 03 August 2017, concerning the proposed development at the above site. I have now had the opportunity to consider the impact on the local schools reasonably accessible from the development. Please see below overview in relation to the impact, and details for primary, secondary and sixth-form that follow.

Overview

Please see below table in relation to the number of places required and available in local schools from/for the proposed development:

Type	Children produced by scheme	Sufficient places available 2019/20 (Y/N/Partial)	Places to be mitigated	Contribution sought
Primary	96	N	96	£691,957 + 1.1ha serviced land
Secondary	91	Y	0	£0
Sixth-form	18	Y	0	£0
			Total	£691,957

Please note, where an application is outline a formulaic approach will be taken in a section 106 agreement, this may result in a higher contribution if a high proportion of large houses are built. This would be finalised at the reserved matters stage. All section 106 agreements should include indexation using the Tender Price Index of the Royal Town Planning Institute Building Cost Information Services (RICS BCIS TPI).

The above contributions would be spent on the following:

Type	Amount	Scheme
Primary	£691,957 + 1.1ha serviced land	Towards a new 1FE primary school as part of the development
Secondary	£0	N/A
Sixth-form	£0	N/A

I can confirm that the County Council will ensure that no more than five s.106 agreements are signed towards a specific piece of infrastructure, as detailed above (where known), which will be specific within the s.106 agreement.

The County Council as Local Education Authority ("LEA") supports this application which will provide land for a new primary school in Louth. The primary school would be in a location supported by the County Council as LEA, which would mitigate the current problem of all primary schools being in roughly the same part of Louth. The application would provide more land and allow for the generation of primary education capacity than would be required for this application alone, as such, the financial request has been reduced to take this into account. The applicant has worked closely with the LEA to ensure that this scheme can be supported on education grounds, providing a new primary school that would be good for the people of Louth in general.

Detail

The below table indicates the number of pupils generated by the proposed development. This is on the basis of research by Lincolnshire Research Observatory utilised to calculate Pupil Production Ratio (PPR) multiplied by the number of homes proposed.

House Type (if known)	No of Properties	PPR Primary	Primary Pupils	PPR Secondary	Secondary Pupils	PPR Sixth Form	Sixth Form Pupils
2 Bedroom		0.09		0.09		0.018	
3 Bedroom		0.17		0.17		0.034	
4+ Bedroom		0.33		0.27		0.054	
Unknown	480	0.2	96	0.19	91	0.038	18
Total	480	-	96	-	91	-	18

Capacity is assessed using the County Council's projected capacity levels at 2020/21, this is the point when it is reasonable to presume that the development would be complete or well on the way.

Type	Local School/School Planning Area	Pupils generated	Sufficient places available 2019/20 (Y/N/Partial)	Places to be mitigated
Primary	Louth Primary planning area	96	N	96
Secondary	Louth Secondary planning area	91	Y	0
Sixth-form	Louth Secondary planning area	18	Y	0

As the development would result in a direct impact on local schools, a contribution is therefore requested to mitigate the impact of the development at local level. This is a recognisable and

APPENDIX 3

Town / Village	Towns + Lrg Vills H/holds percentage	Target*	Total supply (commitments and allocations)	Difference	% increase above / below target	Allocations and capacity
Alford	5.3%	348	309	-39	-11%	161 dwellings to be allocated in Neighbourhood Plan
Coningsby & Tatt	8.9%	584	576	-8	-1%	C&T305 - 220 C&T306 – 57 C&T311 – 44 C&T313 - 96
Horncastle	11.1%	728	697	-31	-4%	No allocations
Louth	26.3%	1,725	1829	+104	+6%	LO96 - 5 LO155 - 8 LO301 – 5 LO302 – 240 LO305 – 129 LO311 – 275 LO312 – 38 LO313 - 280 LO325 - 54 LO326 – 76 LO329 - 89 LO341 – 5
Spilsby	4.9%	321	708	+387	+121%	SPY302 – 35 SPY310 – 600**
Binbrook	1.5%	98	8	-90	-92%	None allocated
Burgh le Marsh	3.9%	256	282	+26	+10%	BLM305 – 97 BLM310 – 52 BLM313 – 31 BLM318 – 8 BLM320 - 12
Friskney	0.9%	59	62	+3	+5%	FRI306 – 10 FRI316 – 3 FRI317 – 26 FRI321 - 20
Grainthorpe	1.1%	72	21	-51	-71%	GRA209 – 9 GRA211 – 9
Grimoldby & Manby	2.6%	171	216	+45	+26%	MAN314 – 27 MAN316 - 50
Hogsthorpe	1.4%	92	119	+27	+29%	HOG306 – 89 HOG309 - 9
Holton le Clay	5.5%	361	333	-28	-8%	HLC206 - 19 HLC302 - 15 HLC303 – 292
Huttoft	0.9%	59	3	-56	-95%	no allocations
Legbourne	1.0%	66	62	-4	-6%	LEG303 – 20 LEG307 - 3
Mareham le Fen	1.5%	98	156	+58	+59%	MLF021 - 3 MLF303 - 43 MLF305 – 35 MLF328 – 32
Marshchapel	1.1%	72	87	+15	+21%	MAR217 – 34 MAR226 - 15 MAR300 - 15 MAR304 – 20
North Thoresby	1.7%	112	182	+70	+63%	NTH307 – 10 NTH308 – 130 NTH313 - 25

Sibsey	3.1%	203	259	+56	+28%	SIB303 – 200 SIB304 – 5 SIB406 - 34
Stickney	1.6%	105	88	-17	-16%	STK306 – 9 STK319 - 15
Tetford	0.7%	46	5	-41	-89%	No allocations
Tetney	2.5%	164	155	-9	-5%	TNY308 – 10 TNY311 – 32 TNY320 - 15
Wainfleet Saints All	2.9%	190	118	-72	-37%	WAI305 - 35 WAI308 – 9 WAI308B - 7 WAI401 – 11 WAI407 - 34
Woodhall Spa	6.4%	420	404	-16	-3%	WSP304 - 49 WSP314 - 290 WSP315 - 13
Wragby	2.8%	184	153	-31	-16%	WRA024 - 32
Partney	0.4%	26	17	-9	-34%	No allocations

*Household percentage of 6,559 dwelling target for inland towns and large villages, i.e. 8175 dwelling Borough target minus 1,308 coastal commitments and 308 commitments from small and medium villages

**Whilst SPY310 is now shown as having a capacity of 390 dwellings it is clear that the allocation as a whole will be for 600 dwellings, albeit some delivered after the plan period.