

REPORT TO CABINET

REPORT OF: Head of Planning Policy and Economic Development

REPORT NO. PLA 518

DATE: 8th August 2005

TITLE:	Local Development Framework - Issues and Options Consultation Paper
FORWARD PLAN ITEM:	Yes
DATE WHEN FIRST APPEARED IN FORWARD PLAN:	17 th May 2004
KEY DECISION OR POLICY FRAMEWORK PROPOSAL:	Key Decision

COUNCIL AIMS/PORTFOLIO HOLDER NAME AND DESIGNATION:	Cllr John Smith Economic Portfolio
CORPORATE PRIORITY:	Town Centres (1) Planning and conservation and affordable housing (2)
CRIME AND DISORDER IMPLICATIONS:	minor
FREEDOM OF INFORMATION ACT IMPLICATIONS:	This report is publicly available via the Local Democracy link on the Council's website: www.southkesteven.gov.uk
BACKGROUND PAPERS:	Lincolnshire Structure Plan (Adopted and Deposit Draft) Regional Planning Guidance Planning and Compulsory Purchase Act 2004 PPS12 South Kesteven Local Development Scheme March 2005 South Kesteven Statement of Community Involvement (Draft) (May 2005)

1. INTRODUCTION OR SUMMARY

1.1 This report outlines proposals for the publication of an Issues and Options Consultation Paper as the first stage in the preparation of the two key planning policy documents which will form part of the Local Development Framework. These policy documents are the "Core Principles of Development and Location Strategy" and the "Housing and Economic Development DPD"

1.2 The report also outlines the first stage in the Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) process which will be ongoing throughout the preparation of all the LDF documents. The first public stage in this process is the publication of a "Scoping Report" for consultation.

1.2 The suggested text for the Issues and Options paper is appended to this report. Options for the format of the document are being investigated and will be presented to the Cabinet for consideration at the meeting on 8th August.

2. RECOMMENDATIONS

2.1 The Cabinet is recommended to approve:

- The issues and options outlined in this report for inclusion in the Issues and Options consultation document;
- The overall wording of the document (as set out in Appendix A to this report) subject to minor corrections and changes in the wording as may be required. Final approval of the format and wording of the documents (s) for publication be delegated to the Economic Development Portfolio holder and the Head of Planning Policy and Economic Regeneration.
- That arrangements are put into place to begin public consultation (in accordance with the Regulations) on the Issues and Options Paper as soon as all published material is ready.

2.2 Cabinet is also asked to note the progress made with the SEA/SA of the LDF and to endorse the publication of the findings of the Scoping Report for consultation alongside the Issues and Options Paper.

3. Background

3.1 The Council intends to prepare the first two policy documents of the LDF in tandem. These documents which will be called the "Core Principles of Development and Location Strategy" and the "Housing and Economic Development DPD" will provide the main development planning policies and the site specific allocations and will therefore supersede most of the current adopted South Kesteven Local Plan.

3.2 Members will be aware from previous reports about the LDF that a key part of the new system is greater community involvement early in the plan making process. To this end the Act (through the Regulations) sets out minimum consultation requirements. It also requires that the Council prepares a Statement of Community Involvement (SCI) which should demonstrate how, when and why the Council will involve the community in its plan making. Once adopted the Council must ensure that it follows the consultation procedures which it has set out in its own SCI. Consultation on the Draft version of our SCI ended in June of this year. A large number of detailed comments and suggestions have been made about the SCI and it is likely that it will need to be substantially re-written before being submitted to the ODPM as the Councils "final version". In the meantime consultation on DPDs prepared before the SCI is adopted must at least meet the minimum requirements set out in the Regulations. Good practice advises that the Council should go beyond these minimums, and should actively seek the involvement of all sectors of the community.

3.3 The first "public" stage in preparing new development plan documents (DPDs) is the publication of "issues and options" for consultation. The idea of consulting on issues and options is to gain a consensus about the main issues likely to affect the district over the plan period (in our case until 2021) and to identify issues which may not have previously been considered by the Council. It is also an opportunity to consider possible options for addressing these issues. Involvement of the community at this early stage gives communities the opportunity to influence the way policy is shaped and the sort of sites which are identified for allocation. It is also felt that early community involvements will help reduce the overall scale and nature of formal objections to the plan at the later "formal consultation" stage.

3.4 To meet the minimum requirements in Regulation 25 the council must undertake pre-submission consultation with each of the specific consultation bodies listed in the regulations where the council considers the subject of the LDDS affects that body and any of the general consultation bodies which the council thinks are appropriate for that particular document.

3.5 To ensure that we reach further and actively engage with the community it is suggested that a number of forums are arranged to which individuals and groups will be invited. It is suggested that these forums are topic and location specific as a means of focusing upon specific issues. Forums should also be held in different parts of the district to ensure involvement across the district.

3.6 The issues which have been identified for consideration now are a combination of work undertaken on the previous Local Plan Review and more recent information emerging from national, regional and strategic planning policy. In particular the emerging Lincolnshire Structure Plan and the Regional Spatial Strategy, together with the research involved in the preparation of a variety of

background documents, including: retail capacity study; urban capacity study; strategic Flood Risk Assessment; Housing needs Survey and the work of the Town Centre management Partnerships.

3.7 Officers are currently looking into the most appropriate and cost effective way of presenting the Issues and Options information. Because of the amount of information included it may not be practical to include it all on a single fold out leaflet, it may therefore be more practical to include the information as "topic" sheets within a folder or as a booklet. In addition to the information on the Issues and Options, a number of questions have been posed to focus the readers attention on the issues we are trying to address. It is hoped that further information about the format of the consultation material (and maybe some examples) can be provided to the Cabinet at their meeting on the 8th of August. It is essential however that the published material is user friendly, informative and at the same time eye catching enough for people to want to read it! In the context of the new planning system this in itself presents a challenge.

3.8 At the end of March this year the Government Office for the East Midlands (GOEM) approved the district councils' Local Development Scheme (LDS). This document sets out which Development Plan Documents (DPDs), Local Development Documents (LDDs), Action Area Plans (AAPs) and Supplementary Planning Documents (SPD) will be prepared to form South Kestevens LDF. The LDS also set out the proposed timetable for each main stage in the production of each document.

3.9 The Council set out to prepare its "Core Principles of Development and Location Strategy" and "Housing and Economic Development DPD" in tandem and had proposed to publish the Issues and Options consultation in May or June this year. Due to other priorities and continuing difficulties appointing qualified staff this goal has not been met, but work has progressed. If the Issues and Options outlined in this report are approved it is hoped that consultation on this document will begin before the end of August.

4. DETAILS OF ISSUES AND OPTIONS IDENTIFIED (a full version of the text for the Issues and options is attached to this report at Appendix A)

4.1 Preparation of the new LDF must be set within the context of national, regional and strategic planning guidance. It is important therefore to set out at the beginning that we do not start with a blank sheet. A number of key Issues have already been established by other authorities. The most important of these are the:

- Principles of Sustainable Development and developing sustainable communities (PPS1, PPG3, PPS7, PPS12, RSS and Lincolnshire Structure Plan)
- District housing requirements - currently set out in the emerging Structure

- Plan, but will in the future be established at the regional level in the Regional Spatial Strategy (RSS)
- Importance of re-using brownfield land (national and regional target of 60% new housing on brownfield land)
- Established sequential approach to the location of development (PPG3, PPS6, RSS8 and Lincolnshire Structure Plan)
- Need to review and de-allocate (or re-allocate) undelivered and under-performing employment allocations (RSS8 and Structure Plan)

4.2 The LDF must also reflect the objectives and aspirations of the Councils own corporate policies and those of the Local Strategic Partnership (and its Community Strategy) and the two Sub-regional Strategic Partnerships. To do this a draft LDF vision and 11 LDF objectives have been prepared which endeavour to reflect the Councils own vision and that of the LSP within the context of national objectives for sustainability and spatial planning.

Draft Vision for the LDF

“The LDF will help to make South Kesteven a safe, healthy and desirable place in which we live and work by:

- *Creating the right balance of jobs, housing and infrastructure whilst maintaining a high quality natural and built environment.*
- *Addressing the need for and the location and the form of development to develop sustainable and attractive communities where people want to live, learn, work and play.*
- *Addressing the development needs of the district through appropriate and sensitively designed and located development which will ensure that the district continues to prosper both economically and socially.*
- *Protecting and improving the built and natural environment of the district to encourage local distinctiveness, promote greater biodiversity and provide for healthier lifestyles”*

Draft Objectives

- To facilitate a sustainable pattern of development that meets the diverse economic, social and cultural needs of the whole community in a manner which ensures that development does not irreparably damage the environment or compromise the quality of life of existing and future generations.
- To contribute towards a more sustainable pattern of development by locating new development mainly in the four towns where public transport is or can be provided.
- To make effective use of land by maximising the amount of development on previously developed sites in locations which reduce the need to travel.
- To make provision for an adequate supply and choice of land for new housing, employment and other necessary development to meet the needs of

the district to the year 2021, in accordance with the requirements of the Structure Plan and the RSS

- To ensure that new housing offers a mix and range of types of housing to meet the variety of housing needs, especially the need for affordable and local need housing in the district
- To ensure that the community benefits from new development through the provision of on and off-site contributions to community infrastructure costs, including where necessary and appropriate facilities for leisure, open space, health, education, affordable housing, transport and the arts.
- Improve accessibility to jobs, houses and services, and to reduce traffic growth by ensuring choice to use public transport, or walk or cycle for as many journeys as possible
- To protect the environment from significant harm and ensure adequate mitigation where appropriate
- Promote the conservation and enhancement, sensitive use and management of the district's natural and cultural assets
- Ensure that development and its occupiers are not at risk from flooding and that it does not increase the risk of flooding to other people or property.
- Promote the prudent use of finite resources and the positive use of renewable resources through the design, location and layout of development and by optimising the use of existing infrastructure.

4.3 Having established the context for the LDF consideration needs to be given to the Issues and Options which have been identified. As the LDF is a "spatial plan" Issues have been identified on both a topic by topic basis and on a settlement basis (for the four towns).

Issues Identified include:

- Sustainable Development

What makes a village or town sustainable? Following on from work undertaken as part of preparing the Interim Housing Policy we are asking what facilities people think are essential or desirable if a settlement is to be considered sustainable.

Where should most new development be located? Should most new development be located in the towns, the larger villages, small rural villages or the countryside?

The sequential approach in South Kesteven:

1. **Brownfield sites in Grantham, Stamford, Bourne and Deepings**
2. **Underused greenfield sites within the four towns**
3. **Town extension sites (probably greenfield) in Grantham (and Stamford, Bourne and Deepings if necessary)**
4. **Brownfield sites within local service centres**
5. **Greenfield sites within local service centre**

Do you agree?

Brownfield or Greenfield development - what should we concentrate on?

- Housing development

Where should affordable housing be built?

Should private developers be expected to provide affordable homes?

Should affordable housing development be subject to same restrictions as market housing?

In the towns - should all new homes be built on brownfield sites if available?

Should new housing close to the town centres make best use of land by building flats or smaller houses with no or limited parking?

No new housing is required in the rural areas - do you agree with the approach set out in the Interim Housing Policy to address this?

If more housing is allowed in the villages what sort of housing should it be?

- Employment development

Should new employment be encouraged to locate in the town centre, edge of centre, as an extension to the towns, in the larger villages or anywhere?

Should we encourage employment development in the rural areas where it may sustain local communities?

Should sites be identified for specific employment uses?

Sites which have been allocated for 5+ years should be de-allocated?

Should CPO powers be used to achieve the development of employment land?

- Town Centres

Should we identify the limits of the town centres?

Should specific sites for new retail development be identified?

What sort of development should take place in the town centres?

Should areas of town centres be restricted to certain uses?

- Recreation, Leisure and Tourism

Is there a need for more recreation leisure and tourist facilities in the district?

Should the LDF protect recreation sites (including allotments) from development?

- Natural Environment and the Countryside

Should we consider ways of conserving the quality of the countryside as a whole and not just those areas with special designations?

Should more emphasis be placed on a local assessment of landscape character aimed at protecting and improving local distinctiveness throughout the District?

Should we continue to protect open sites in and around the towns and villages?

Which open areas of land in and around our towns and villages should be protected from development?

Should we have additional policies to protect the wider environment from the consequences of development? E.g. Flood risk and attenuation, pollution and contamination.

Should we have additional policies to promote renewable energy (e.g. wind, solar power etc)?

- Built Environment

Should the LDF contain policies to promote good design and promote local distinctiveness?

Are there areas of our towns and villages which require special protection? Why and where?

- Infrastructure Provision by Developers

Should the Local Plan include policies which ensure that adequate developer provision or contribution is made in respect of demands arising from major developments?

Should all new housing developments make a contribution to infrastructure improvements? For example a roof tax?

What type of community facilities and services should be sought from developers?

(Please tick as many as you wish)

- 1 Affordable housing
- 2 Recreation and open space

- 3 *Highway*
- 4 *Education*
- 5 *Healthcare*
- 6 *Public transport*
- 7 *Recycling facilities*
- 8 *Other suggestions*

As a spatial plan it is important to consider these issues holistically to see how they affect the whole settlement, therefore a separate section is included for each of the four towns which combines the major issues affecting the.

Grantham

The town is identified in the Regional guidance as a “sub-regional centre” Despite concerns about reductions in medical care facilities and slow progress being made to resolve traffic congestion the town has the best social, community and physical infrastructure of any of the districts four town it is considered to have the potential to take on a stronger sub-regional role. To fulfil this role it is intended that Grantham should accommodate the major share of additional housing and employment development over the next 15 years and should expand the range of service and opportunities it provides the wider community.

The Structure Plan requires that 3800 new homes should be built in Grantham (2001 - 2021). Since 2001 670 homes have been built and a further 1172 have planning permission. The urban capacity study revealed that about 1500 new homes could be built on the larger brownfield sites, such as: Impress metals, Springfield Road; etc

If all the houses expected are built, new land would still need to be identified in the town for 450 houses. There are very few opportunities for large greenfield development within the town without the loss of important open spaces, it is therefore likely that urban expansion land will need to be identified to meet this need.

There is a shortfall in readily available employment sites in Grantham on which new and relocating businesses can develop. The LDF must address this issue by providing for a range of sites both within and on the edge of the town to meet the demand. It will be essential to prove that sites are deliverable before being allocated in the LDF.

The location of the town and its identification as a sub-regional centre makes it a suitable location for the development of research and development sectors and makes it ideally place for the development of a business centre. There is also a particular shortage in the town of land for small start up business units which should be addressed in the LDF. A number of the sites identified in the urban capacity study for housing are currently in employment use. The Council needs

to decide whether these sites should remain available for employment or whether it would be better to redevelop these sites for housing and identify replacement land for employment uses on the outskirts of the town.

Traffic congestion within the town is a problem which is exacerbated by the restriction of east - west movements (particularly on the A52 Boston-Nottingham route) through the town centre. The County Council (as Highway authority) is committed to undertaking a study and review of the traffic issues within Grantham particularly the east - west movements with a view to recommending how this can best be addressed. The District Council believes that the only resolution to the problems of east-west movements is the development of a bypass or relief road. Development of such a road is unlikely to be publicly funded and is only likely therefore to come about as part of a major development scheme which will fund part or all of a new road.

Options for Development

1. What new use should be made of old employment sites within Grantham?

Mostly housing

Mostly employment

Mixed uses (e.g. housing, employment, commercial, retail)

Depends on its location and surrounding use

2a. If greenfield extension sites are needed for either housing or employment development should we concentrate on:

- *One location only or*
- *2 - 3 locations?*

2b. If so which ones?

- *West of the town at Poplar Farm (Barrowby Gate)*
- *North of the town between Gonerby Hill Foot and Great Gonerby or Manthorpe and Belton*
- *East of town between A52 and the A607**
- *South of the town between the A607 and A1**
- *West of the A1 opposite the new hotel and pub development on Harlaxton Road*

**Note these would include a proportion of brownfield land*

2c. Should urban extension sites be for a single use such as housing (and associated facilities) or should they be developed for a mix of uses incorporating housing, employment, commercial and local services?

3a. Should the Council promote an east-west relief road which will be largely

dependant upon private development (for housing and employment) funding?

3b. If so where should this route go?

4. Which parts of the town centre should benefit from redevelopment and which bits should remain undisturbed?

5. What sort of development do you wish to see in the town centre?

6. How could the town centre be improved?

7. Should a special policy designation be made for the Downtown Development at Gonerby Moor, to focus and strengthen its role as a retail centre?

Stamford

The Council is keen to ensure that Stamford maintains its role as a locally important employment and service centre, but at the same time is aware of the need to protect its unique historic character and prevent irreversible damage to its setting.

The Structure Plan groups Stamford with Bourne and the Deepings in terms of housing development. Within the group some 3500 dwellings should be built during the plan period (2001-2021). Much of this is already accounted for by houses built and those with planning permission (particularly within Bourne). Urban capacity (brownfield) land has been identified for about 500 new homes. Some of this is however currently in use and would only become available if the current owner wished to move or redevelop the site.

The Council is aware that there is a shortage of readily available employment land within Stamford. Much of that which is allocated is on the east of the town and is constrained by poor access. The identification of employment sites which can be delivered is a priority for the Council if it is to meet its objectives. Stamford is well located in the national road network and benefits from a high level of demand for employment land which is currently largely unmet. This issue must be addressed within the LDF.

Stamford Vision is currently looking into the feasibility of a new road link which would open up this east part of the town and provide much improved access from the east onto the A1. This road is unlikely to be publicly funded however. Its development will only come forward therefore if sufficient land is identified for development (both housing and employment) to yield the road as a planning gain.

Stamford Vision has also assessed the feasibility of an area of the town north of the River Welland to the east of the town centre known as the Welland Quarter. This site is considered suitable for a major mixed use redevelopment scheme

comprising housing, employment, commercial and recreational uses.

Options for development

- 1. Should new development be restricted to that which is essential to meet the needs of the town for housing and employment?*
- 1b. Should affordable housing be allowed to be developed on sites which might not normally be acceptable for market housing?*
- 2. Should development be concentrated within the existing built up area of the town on brownfield sites?*
- 3a. If the town were to expand outwards where should this be located?*
 - *West of the town up to the A1*
 - *North of the town*
 - *East of the town*
 - *South of the town*
- 3b. Should development on these extension sites be limited to one use (such as housing or employment development, or should they be used for a mix of uses.*
- 4. Do you support the redevelopment of the Welland Quarter for a mixed use development?*
- 5. Do you support the idea of a new road link for the east of the town to the A1?*
- 6. Which parts of the town centre need improving if any?*
- 7. What sort of development would you wish to see in the town centre?*
- 8. Are there any open spaces within the towns which you feel should be protected and /or enhanced?*

Bourne

Bourne has seen rapid expansion of the town and its population over the last few years. This is due primarily to the development of Elsea Park to the south west of the town. This site has planning permission for in the region of 2000 houses, a primary school, and local service centre and employment development. The site will also yield a new road from the A15 west to the A151 towards the A1. Elsea Park is considered sufficient to meet the needs of the town in terms of housing development for the foreseeable future. However the encouragement of new employment opportunities and redevelopment of the town centre are considered vital to meet the needs and demands of the planned growth in population.

Currently employment land is allocated on the eastern side of the town, however much of this land has proved to be either unsuitable or undesirable to modern employers. Demand for land and premises in Bourne is strong, however there is a shortage of suitable and readily available sites. New attractive and deliverable sites must be identified in the LDF if Bourne is to achieve the right balance of homes to jobs to allow it to develop as a self-contained town.

Plans for the redevelopment of the town centre are in preparation and a preferred developer for the area has been selected by the Council. The redevelopment scheme incorporates retail and commercial development as well as some housing development within the town centre.

Options for development

1. *Should new housing development (not sites which have permission already) be:*
 - *Limited to affordable housing schemes only*
 - *Restricted to brownfield urban capacity sites only*
 - *Allow for new development on both brownfield and greenfield sites within the existing built up area only?*
2. *Where should new employment land be identified?*
 - *Within the town on brownfield redevelopment sites*
 - *On new sites to the east of the town with associated improved access*
 - *Sites to the South east of the town opposite Elsea Park*
 - *Sites on the northern edge of the town on the A15?*
3. *How could the town centre be improved?*
4. *What sort of development would you wish to see in the town centre?*
5. *Are there any open spaces in the town which should be protected and /or improved?*

The Deepings

The population of the Deepings has grown over the last 10 year over 30,000 the majority of this growth has been fostered by the major expansion of Peterborough. The high level of in-migration over the last twenty years has resulted in a much younger age structure and momentum for further growth through natural increase.

Despite the size of population of the Deepings it does lack the kind of town centre with the range of commercial and retail activity that is characteristic of towns of this size. There have been several major improvements in recent years to the towns facilities including a by-pass, a major food store and a health centre. The Deepings has also been highly successful in attracting new employment and

there is evidence of continuing demand for factory space there. The District Council is keen to meet this demand to promote a better balance of homes and work opportunities.

The Regional Spatial Strategy promotes a restriction of further housing development in this southern part of the district as a means of reducing car travel to Peterborough, this is reflected within the Structure Plan housing requirement for the Deepings (which is included in the “other urban areas” including Bourne and Stamford). Completions and commitments at the end of March 2005 totalled xxx and urban capacity sites have been identified for about xxx new houses. There is little scope for any additional housing development in the Deepings within the restrictions of the Structure Plan and the current RSS. However because this area is attractive to those people relocating from Peterborough there is an issue within the Deepings about the lack of affordable housing. Without new market housing it is difficult to see how this issue might be addressed.

Options for Development

Should new housing development (not sites which already have planning permission) be:

- *Limited to affordable housing only*
- *Restricted to brownfield urban capacity sites only*
- *Allow for a limited amount of new development on both brownfield and greenfield sites within the existing built up area only?*

Where should new employment land be identified?

- *On new sites to the north of the town south of the bypass*
- *Area around Northfields*
- *?*

How could the town centre be improved?

What sort of development would you wish to see in the town centre?

Are there any open spaces in the town which should be protected and/or improved?

If additional housing and employment development is required in the future, do you think land south of the River Welland should be considered?

5. STRATEGIC ENVIRONMENTAL ASSESSMENT AND SUSTAINABILITY APPRAISAL (SEA/SA)

5.1 The Planning and Compulsory Purchase Act 2004 (PCPA 2004) requires that the preparation of the LDF includes an assessment of the

sustainability of the policies and proposals included within it. A Strategic Environmental Assessment (SEA) is also required by European Directive, however the PCPA 2004 allows for both assessments to be undertaken together. The council has commissioned an external specialist in this field to facilitate our work on the assessment.

- 5.2 The appraisal work is iterative and therefore ongoing throughout the plan making process. However reports must be made and published for comment at each of the formal consultation stages. The first stage is the publication of a Scoping Report which should coincide with the publication of Issues and Options. The Scoping Report sets out the sustainability framework, including the objectives which will be used to assess the plan throughout the process. This first phase in the process also identifies key sustainability issues for the district which are derived from the baseline evidence collected. The Sustainability Issues identified for South Kesteven are summarised in Appendix B to this report. **TO FOLLOW**
- 5.3 The PCPA2004 requires that English Heritage; English Nature; The Environment Agency and the Countryside Agency are consulted on the SEA/SA at each stage. In addition it is advised that other relevant bodies and groups should also be consulted. As part of this process it is suggested that the Scoping Report be prepared and made available in the same way as the Issues consultation documentation and that a short list of relevant local bodies be specifically asked to comment on the Report. All other individuals and groups on the consultation database should be informed of the SEA/SA process and the availability of the Scoping Report.

6. CONCLUSIONS

6.1 The publication for consultation of Issues and Options is the first formal stage in which the community is invited to be involved in the plan making process.

6.2 Issues and options have been identified for the main topic areas and the four towns of the district. Together these Issues and options will form the first stage in the preparation of the two main planning policy documents which will supersede the adopted South Kesteven Local Plan.

6.3 The Issues and Options should be published for a six week consultation period in accordance with regulations 25 of the Planning and Compulsory Purchase Act 2004. Consultation should begin as soon as all documentation is printed and available for distribution. In addition a series of forums to which the community will be invited should be arranged to discuss the issues and options identified.

6.4 The full draft text for the Issues and Options is attached at Appendix A to this report. This will be used to produce publication material which is user friendly, informative and eye catching.

6.5 In accordance with the Requirements of the PCPA 2004 a Scoping Report of the SEA/SA of the LDF will also be published for comment. An overview of the sustainability Issues identified through this process will follow as Appendix B to this report. A full copy of the Scoping Report will also be made available for Members in the Members Lounge.

7. CONTACT OFFICER

Mike Sibthorp Head of Planning Policy and Economic Regeneration.

Appendix A: Draft text for Issues and Options

Appendix B: Sustainability Issues (to follow)