



PRCC.10 12/13

Prosperous Communities  
Committee

17 July 2012

**B**

**Subject: Core Strategy Consultation**

Report by:

Director of Regeneration and Planning

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Purpose / Summary:

To consider the policies and proposals contained in the draft Core Strategy document and formulate observations to be forwarded to the Central Lincolnshire Joint Strategic following approval by the Extraordinary meeting of the Council on 30 July.

**RECOMMENDATION(S):**

**That Members familiarise themselves with the policies and proposals contained in the draft Core Strategy document and formulate observations to be forwarded to the Central Lincolnshire Joint Strategic to be approved by the Extraordinary meeting of the Council on 1 August 2012**

**IMPLICATIONS**

**Legal:**  
None arising from this report.

**Financial :**  
None arising from this report.

**Staffing :**  
None arising from this report.

**Equality and Diversity including Human Rights :**  
*NB: A full impact assessment **HAS TO BE** attached if the report relates to any new or revised policy or revision to service delivery/introduction of new services.*

**Risk Assessment :**  
None arising from this report.

**Climate Related Risks and Opportunities :**  
None arising from this report.

**Title and Location of any Background Papers used in the preparation of this report:**

**Call in and Urgency:**

**Is the decision one which Rule 14 of the Scrutiny Procedure Rules apply?**

Yes

No

**Key Decision:**

Yes

No

## **1. What is a Core Strategy?**

- 1.1 A Core Strategy is a “development plan document” that sets out the approach that will be taken by the local planning authority to the growth and development of their area, usually over 15-20 period. It will be used to guide decisions on the quantity and location of development in an area as well as how key pieces of infrastructure will be funded. The development of infrastructure needed to support the growth outlined in a Core Strategy needs to be dealt in the Core Strategy to demonstrate that the development proposed is deliverable.
- 1.2 A Core Strategy does not contained detailed “development management” policies (policies which guide non-strategic planning decisions) nor does it contain development allocations for smaller settlements. These policies will, in the current system, be develop later as separate “development plan documents” and be subject to their own processes. In the meantime the local planning authority will continue to rely on its current Local Plan to guide decisions on planning applications of this nature.

## **2. The Central Lincolnshire Core Strategy**

- 2.1 The Central Lincolnshire Core Strategy sets out the growth requirements for the area for 20 years. The Strategy is based the delivery of eight strategic sites – three wholly in West Lindsey (around Gainsborough), three in and around Lincoln (including one which is partly in West Lindsey – the North East Quadrant) and two around Sleaford. These sites will deliver around 22,000 houses in the period .The balance will be delivered by other sites within the City of Lincoln and the towns of Gainsborough and Sleaford and 9,500 in the rural areas of West Lindsey and North Kesteven.
- 2.2 In addition to housing growth the Core Strategy also deals with the growth in employment the identification of key employment sites across the area.
- 2.3 As well as the growth policies the Core Strategy also contains policies which are aimed at delivering its vision. These policies will be capable of being used by the local planning authorities to guide development proposals in their areas through the development management/control process.

## **3. The Document**

- 3.1 The Core Strategy document is set out in 10 chapters. Chapters one and two explain the process the document needs to go through in order to become an adopted plan and carry full weight in the planning process. Whilst these contain important background information the key chapters members should be familiar with are chapters three

through to ten. Chapters eight and ten deal with Lincoln and Sleaford therefore members might want to dwell on these; however the Lincoln chapter does contain the “North East Quadrant” site which includes land in Greetwell and Reepham in West Lindsey.

#### **4. The Committee Meeting**

- 4.1 At the Committee meeting there will be a detailed presentation on the Core Strategy document and members will be asked to focus on the elements of the document that directly affect West Lindsey. Member’s views will be gathered so that a recommendation can be made to Council on the comments which should be submitted to the Central Lincolnshire Joint Strategic Planning Committee. To assist this process it would be useful if members could submit any questions in advance.

#### **5. The Consultation Process**

- 5.1 The Central Lincolnshire Joint Strategic Planning Committee has issued the draft Core Strategy for consultation between 9 July and 10 September.

#### **6. Recommendation**

- 6.1 Members familiarise themselves with the policies and proposals contained in the draft Core Strategy document and formulate observations to be forwarded to the Central Lincolnshire Joint Strategic to be approved by the Extraordinary meeting of the Council on 1 August 2012

# CENTRAL LINCOLNSHIRE LOCAL PLAN

## CORE STRATEGY

Partial Draft Plan for Consultation

June 2012

**NOTE:** The content of this Draft Plan, including policies, text and figures such as housing targets, may be subject to change prior to formal publication of the Core Strategy.



Central Lincolnshire  
Joint Strategic Planning Committee

## Who We Are

The Central Lincolnshire Joint Strategic Planning Committee is made up of representatives of 4 Councils: City of Lincoln Council, North Kesteven District Council, West Lindsey District Council and Lincolnshire County Council. For convenience, this document refers to it as the Joint Committee.

The Joint Committee was formed to plan together for Central Lincolnshire's future. We have a team of staff drawn together from the 3 district councils called the Joint Planning Unit (JPU). Further details and contacts are set out below.

## What is this Document?

This draft plan has been produced for public consultation prior to its finalisation for formal Publication as the Core Strategy of Central Lincolnshire's Local Plan. It is a partial draft because it contains only those policies and supporting text that have been drafted to date. This includes all the 'generic' policies i.e. policies that relate to Central Lincolnshire as a whole. The Joint Committee is currently preparing further area-based policies for Lincoln, Gainsborough and Sleaford, which will form the basis of consultation at a later date.

An Integrated Impact Assessment (IIA) of the generic policies has been prepared to accompany this draft plan, and is available as a full report or summary. For further details, please see the Joint Committee website or contact the JPU. The IIA incorporates Sustainability Appraisal.

## Your Views Matter

The Joint Committee is committed to making as many people aware of the Core Strategy as possible and involving them in its preparation. Building on previous consultations on Issues & Options for the Core Strategy, consultation on this draft plan will take place over the Summer to allow comments on the draft policies and text. The consultation runs from **9 July to 10 September 2012**.

## How To Respond

You can comment on the draft plan:

- Online at [www.central-lincs.org.uk](http://www.central-lincs.org.uk)
- Using the printed response form available at consultation venues and on the website
- writing or e-mailing your comments using the contact details below

✉ Central Lincolnshire Joint Planning Unit, City Hall, Beaumont Fee, Lincoln LN1 1DF

☎ 01529 308233 or 01522 699013

① [Talkplanning@central-lincs.org.uk](mailto:Talkplanning@central-lincs.org.uk)

## What Happens Next?

The Joint Committee will consider the comments received and use them to finalise the Core Strategy for Publication. For further details of the Core Strategy timetable, please contact the Joint Planning Unit.

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Yellow shading = draft text completed in this document

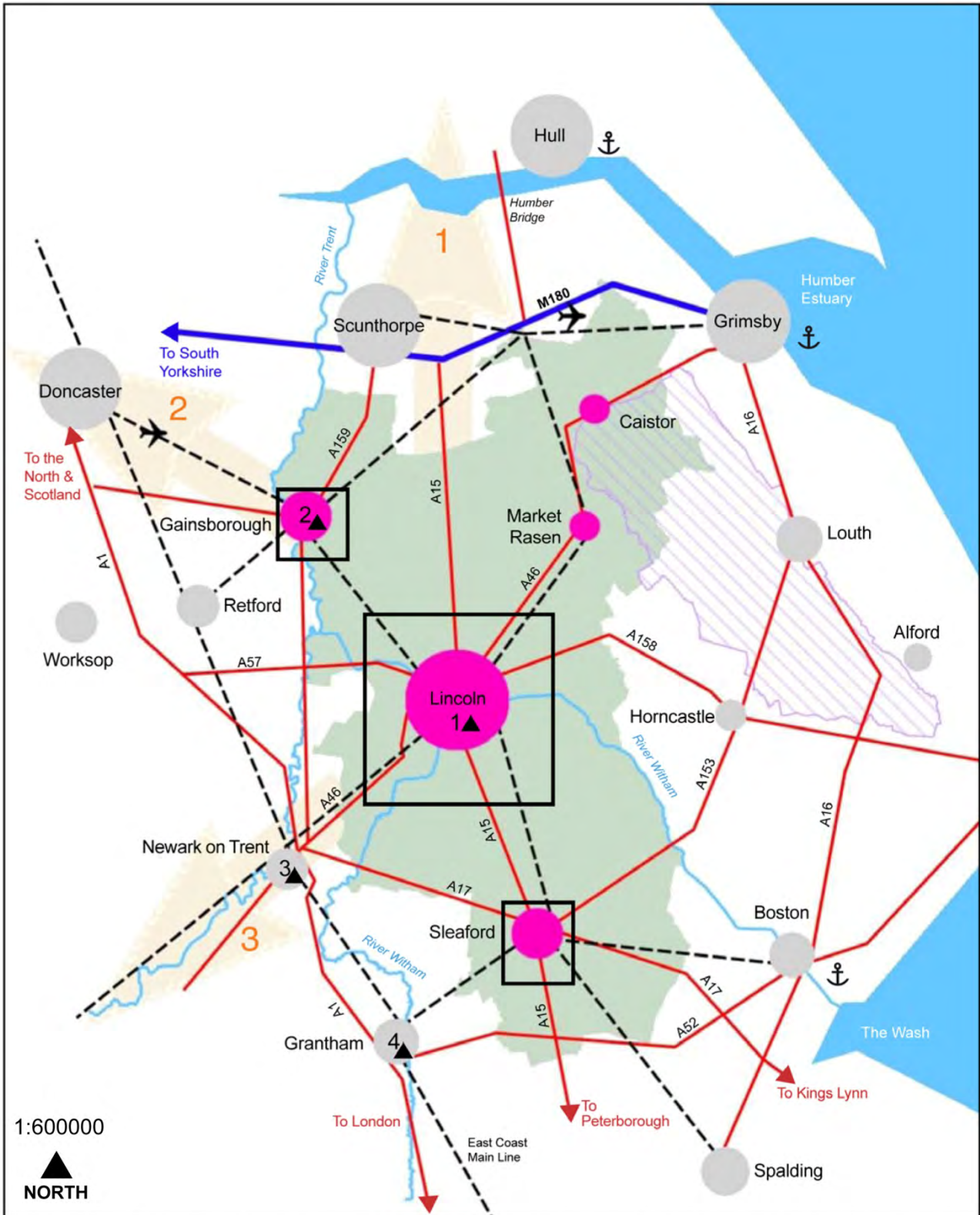
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# CENTRAL LINCOLNSHIRE KEY DIAGRAM










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**Key:**

	Central Lincolnshire		Neighbouring main centres
	Main Roads		Ports
	Motorways		Major airports
	Railways		Main rivers

**Spatial Strategy for Growth**

	Regional Attractor
	Primary Attractor
	Secondary Attractor
	Growth Point
	1 Lincoln Policy Area
	2 Gainsborough (West Lindsey)
	3 Newark
	4 Grantham
	Lincolnshire Wolds AONB
	Key External Linkages
	1 Humber Gateway
	2 Doncaster
	3 Newark and 3 cities (Derby, Nottingham, Leicester)
	Boundary of Key Diagram inset

# 1: INTRODUCTION

1.1 Central Lincolnshire faces a number of key challenges over the next decade and beyond as it seeks to achieve growth while ensuring that its quality of life and environment are conserved and enhanced. There is a need for significantly more housing and jobs in the area and for more and better facilities for its communities, while at the same time protecting the attractiveness and distinctiveness of the environment and ensuring that the area plays its part in tackling wider issues including climate change. The planning system has a crucial role in meeting these challenges at the local level, both through the decision making process on individual planning applications and by producing local planning policies for steering development and shaping places.

## WHAT IS THE CORE STRATEGY?

1.2 This document is the **Core Strategy** for Central Lincolnshire. It is a local development document that sets out the overall approach to development and growth in Central Lincolnshire for the next 20 years. The Core Strategy contains a Vision for Central Lincolnshire in 2031 together with Objectives and Policies for delivering it, covering the following:

- How sustainable development will be achieved to improve the quality of life, wellbeing and resilience of Central Lincolnshire's communities
- How Central Lincolnshire will contribute to a low carbon future by helping to reduce carbon emissions
- The overall amount of growth proposed and how this should be distributed around Central Lincolnshire to maximise sustainability, including major locations for new development for Lincoln, Gainsborough and Sleaford
- The provision of new and improved services and infrastructure (schools, transport facilities, open space, etc) needed as part of growth and how they will be delivered
- How Central Lincolnshire's environment will be conserved and improved, including its ecology, landscapes, built heritage and natural resources, as part of an approach to maintaining the area's local character and diversity.

1.3 The Core Strategy will be used to guide the actions not only of the Central Lincolnshire Authorities but also those of other bodies and stakeholders involved in shaping the area's communities and places. To achieve this, the Core Strategy has been developed in partnership with others to identify shared objectives and align strategies where possible.

1.4 The Core Strategy is part of the **Local Plan** for Central Lincolnshire. The latter refers to all the local planning policies that are in place in the Central Lincolnshire area, including any policies that have been saved from previous local plans. The Core Strategy is the first element of a revised Local Plan for Central Lincolnshire, and provides an overall planning framework of strategic policies. It is proposed that more detailed policies will be prepared subsequently, including any site-specific allocation of land for housing or other uses. Further details including the timetable for Local Plan preparation are set out in the Local Development Scheme (LDS) for Central Lincolnshire, which can be viewed on the website.

1.5 The Local Plan will evolve over time as it is completed and updated. Over time it will replace the 3 districts' individual Local Plans and the saved policies in them. The Core Strategy is the start of this process, and clearly identifies which Local Plan policies it is replacing (see Appendix A).

## **CENTRAL LINCOLNSHIRE – A SHARED APPROACH**

1.6 Central Lincolnshire is a new name and refers to the combined area covered by the City of Lincoln, North Kesteven and West Lindsey. These 3 councils have come together in a formal partnership with Lincolnshire County Council to prepare a joint Local Plan for the area. This approach has a number of key benefits for planning for Central Lincolnshire, including:

- A single shared planning vision and strategy for the whole area;
- The ability to plan in a co-ordinated and integrated way, including policies based on functioning areas rather than council administrative boundaries, particularly in relation to Lincoln and its surrounding areas;
- Sharing the costs of preparing the Local Plan, including the evidence base.

1.7 The name Central Lincolnshire was taken initially from the Housing Market Area as defined in the adopted East Midlands Regional Plan. It reflects Lincoln's centrality within the historic county of Lincolnshire, as well as the area's geographical location between North Lincolnshire and the south Lincolnshire districts of South Kesteven and South Holland.

1.8 Preparation of the joint Local Plan is being overseen by a new joint committee established by Parliamentary order in 2009. The committee has representatives from each of the four partner Councils, and has full decision-making powers on planning policy matters. Its formal title is the Central Lincolnshire Joint Strategic Planning Committee, but for convenience is referred to in this document as the Joint Committee. The four councils engaged in the joint LDF are referred to as the Central Lincolnshire Authorities. The Joint Committee is supported by a team of planning staff called the Central Lincolnshire Joint Planning Unit (JPU).

1.9 It is noted that processing and decision-making on planning applications remains with the individual local authorities as previously. As part of the Local Plan for Central Lincolnshire, the Core Strategy will be taken into account in decisions on planning applications alongside relevant saved policies from the previous Local Plans.

## HOW WAS THE CORE STRATEGY PREPARED?

1.10 The Core Strategy has been prepared by the Joint Committee over the past X years. It has been through a process of continuous stakeholder engagement including the following periods of public consultation:

- Preliminary Stakeholder Engagement – August 2010
- Issues & Options Consultation – October to December 2010

1.11 Full details of the engagement on the Core Strategy, including the Joint Committee's response to comments received in the public consultations, are set out in a separate **Report of Stakeholder Engagement**, which is available on the Joint Committee's website.

1.12 In line with the legal duty to co-operate with other public bodies on strategic priorities relating to the Core Strategy, the Joint Committee has worked closely with the relevant bodies to identify and agree shared approaches, including cross-boundary issues affecting Central Lincolnshire and neighbouring authorities. Details of these strategic priorities and the joint working undertaken are contained in a separate **Statement of Compliance with the Duty to Co-operate**. Joint working and partnership approaches will also be key to implementing the Core Strategy.

1.13 In formulating the Vision, Objectives and Policies within the Core Strategy, a range of issues and requirements have been taken into account alongside the views of stakeholders and the public:

1. **National Planning Policy** – during the preparation of the Core Strategy, the new National Planning Policy Framework (NPPF) was introduced by the Government to replace the previous system of PPSs and PPGs. As the early stages of Core Strategy preparation took place in the context of the latter policy documents, an exercise was undertaken in 2012 to review the emerging Core Strategy against the NPPF guidance, and appropriate revisions to objectives and policies made where necessary to ensure consistency. Details of this review are set out in the Joint Committee's Self – Assessment of Soundness which was prepared to accompany the submission of the Core Strategy. Further details of the NPPF can be found on the DCLG website [www.communities.gov.uk](http://www.communities.gov.uk).
2. **The Regional Plan** – at the time of writing this Core Strategy, regional planning policy remains as part of the development plan for the area, as set

out in the East Midlands Regional Plan. The Regional Plan was published in March 2009 following a process of consultation and examination, and sets out broad strategic policies for the East Midlands including Central Lincolnshire. It also contains specific policies for Lincoln and its hinterland, defined as the Lincoln Policy Area Sub-Regional Strategy, which aims to provide a strategic sustainable context for the growth of Lincoln. The Government has stated that it intends to abolish the regional planning system, and has sought to revoke adopted regional plans ahead of its proposed changes to planning legislation. However, this approach has been successfully challenged through the High Court, which has judged that adopted regional plans and the policies in them remain legally in place as a consideration until such time as they are formally removed by new legislation. At present, Local Plans are still therefore required to be in general conformity with the adopted Regional Plan. This Core Strategy has been prepared to meet this requirement whilst also recognising that the Regional Plan is likely to disappear in due course. It has therefore sought to provide policies that will replace the Regional Plan where these are considered necessary for planning in Central Lincolnshire.

- 3. Growth Points** – the Lincoln area and Gainsborough/West Lindsey both have Growth Point status in recognition of their role as major centres of potential housing growth and regeneration. Growth Points were established to give access to central government funding to help with the planning and delivery of new housing and infrastructure in their area. They are not formal planning designations as such, and therefore have to be tested when Local Plans are prepared. The Lincoln area was designated as a Growth Point before the completion of the East Midlands Regional Plan, so its growth objectives are already reflected in the latter and its housing figures. However, the Gainsborough (West Lindsey) Growth Point post-dated the Regional Plan, and the Core Strategy has therefore considered and proposed appropriate levels of growth and housing targets for the area within the context of the overall growth of Central Lincolnshire. The Government retained the existing Growth Points when it came to power in 2010, though specific funding has been discontinued and alternative arrangements for supporting housing growth have been introduced nationally.
- 4. Eco-town Status** – Central Lincolnshire made a successful bid for Eco-town status in 2010. Funding received under this initiative has been used to pursue high standards for sustainable development in Central Lincolnshire as part of its growth agenda. In particular, the potential for eco-town standards has been assessed via the Sustainable Futures Study and its supporting studies covering Energy and Green Infrastructure [see Evidence Base below]. The Joint Committee is committed to promoting the highest viable standards of sustainable development and design that can be achieved, and has set out its aspirations and requirements for such in the Core Strategy.
- 5. Evidence Base** – in preparing the Core Strategy, the Joint Committee has undertaken or commissioned research into a range of matters to provide an

evidence base for the plan that is objective, robust and as up-to-date as possible while also being proportionate. Where appropriate, stakeholders and delivery partners have been engaged in this process. Appendix B provides more details of the evidence base underpinning the Core Strategy, which includes:

- Sustainable Futures Study
- Energy Study
- Green Infrastructure Study
- Strategic Flood Risk Assessments (SFRAs) and Water Cycle Studies
- Strategic Housing Land Availability Assessment (SHLAA)
- Strategic Housing Market Assessment (SHMA) and Economic Viability Assessment (EVA)
- Employment Land Study
- Town Centres Update Study
- Landscape Characterisation Assessments for North Kesteven and West Lindsey, and Lincoln Townscape Assessment

These studies can be viewed via the Joint Committee website.

Additionally, the Core Strategy's evidence base includes other plans and strategies and their evidence bases, including:

- The East Midlands Regional Plan
- Sustainable Community Strategies
- Lincolnshire Local Transport Plan and Lincoln Transport Strategy

## **6. Previous Local Plan review work by the Central Lincolnshire Authorities**

- each of the district councils in Central Lincolnshire had progressed a review of its Local Plan individually prior to the decision to move to a joint plan. All work previously undertaken, including stakeholder responses to previous consultations, has been taken into account alongside the responses to the joint Core Strategy work. A summary of the documents that were being prepared individually by the districts is included in Appendix C.

## **7. Integrated Impact Assessment incorporating Sustainability Appraisal –**

Sustainability Appraisal (SA) is an essential part of Core Strategy preparation. It involves a detailed assessment of the impacts of the Core Strategy in environmental, social and economic terms. The results are used to inform policy choices identified when preparing the plan and to ensure that any adverse impacts of specific policies are identified and mitigated as far as possible. To avoid duplication, SA incorporates the requirements of the European Directive on Strategic Environmental Assessment (SEA), which applies to all Local Plan documents with significant environmental impacts. In preparing the Central Lincolnshire Core Strategy, SA has also incorporated Health Impact Assessment (HIA) and Equality Assessment, to provide a



combined assessment called Integrated Impact Assessment (IIA). Further information on IIA including SA is contained in Appendix D. The Core Strategy is accompanied by an IIA Report setting out full details of the process and its findings. This can be viewed via the Joint Committee website.

- 8. Screening under the Habitats Regulations** – European Directives require that the impacts of plans such as Local Plans are assessed in relation to internationally protected habitats and species. This process involves “screening” of policies and consultation with Natural England on the results to establish whether and how any necessary mitigation of impacts is built into the plan.
- 9. Central Lincolnshire Infrastructure Delivery Plan (IDP)** – the IDP identifies the infrastructure requirements needed to support Central Lincolnshire’s growth, including physical, social and green infrastructure. The IDP has been developed in parallel with the Core Strategy and sets out key infrastructure needs in a schedule informed by the level, location and phasing of development in the Core Strategy. It also identifies the costs of infrastructure, together with the proposed sources of funding, known funding gaps, and the proposed delivery mechanisms and partners.
- 10. Other Strategies** – Partnership working and co-ordination of strategies are key requirements for successful Local Plans. The Joint Committee has therefore liaised closely with relevant bodies that prepare other strategies affecting Central Lincolnshire’s future, including health, transport, housing, economic development and nature conservation. This is to ensure that the Core Strategy and other plans are as closely aligned as possible, and that strategies support each other. Many of the policies in the Core Strategy rely on action or investment by these other parties. Further details of other Strategies and Programmes are contained in Appendix E.
- 11. Neighbourhood Plans** – a number of Neighbourhood Plans are being progressed by communities in Central Lincolnshire with the support of the partner authorities and the Joint Committee. These were at a relatively early stage at the time the Core Strategy was published, but the latter provides relevant local guidance on Neighbourhood Plans and how they relate to the planning framework for Central Lincolnshire.

## **THE SOUNDNESS OF THE CORE STRATEGY**

1.14 The Core Strategy has been prepared to meet the Government’s criteria for soundness as set out in the NPPF [see Box].

### **THE “TESTS” OF SOUNDNESS**

To be assessed as sound, Local Plans must be:

- **Positively Prepared** – the plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

*Source: NPPF (DCLG, March 2012)*

1.15 A **self-assessment of soundness** was undertaken as part of the preparation of the Core Strategy, and submitted as supporting evidence. This is available on the Joint Committee website.

1.16 The deliverability of the Core Strategy over the plan period has been a central requirement that the Joint Committee has addressed through the development of appropriate evidence and engagement with stakeholders. To help ensure that the plan remains flexible and responsive, a **Strategic Risk Analysis** has been prepared to identify the main risks and how they can be mitigated, including key uncertainties that could affect deliver such as the future state of the economy and levels of central government funding. A summary of the Risk Analysis is set out in Appendix F.

## **IMPLEMENTING & MONITORING THE CORE STRATEGY**

1.17 The successful implementation of the Core Strategy is key for its effectiveness, and has therefore been a key consideration in its preparation and content.

1.18 The Joint Committee sees partnership working with other bodies and agencies as crucial for delivery and has therefore aligned the Core Strategy with other strategies and implementation plans that will play a role in achieving sustainable development in Central Lincolnshire. The economic development and housing strategies are key examples where alignment and collaboration are required to deliver the growth agenda as part of the wider vision for sustainable development in Central Lincolnshire.

1.19 Details of the implementation strategy including key partnerships are set out in Appendix G. Additionally, a summary of the main delivery mechanisms for each

policy is included in the text of the plan.

1.20 Monitoring of the Core Strategy will be undertaken to ensure that its implementation and effectiveness can be assessed, and any necessary changes addressed through future reviews of the plan. Details of the monitoring framework are set out in Appendix H.

## HOW TO USE THE CORE STRATEGY

1.21 The Core Strategy is divided into 10 chapters. The first two chapters introduce the Core Strategy, including the context for its preparation, and provide a portrait of Central Lincolnshire and the planning issues it faces today.

1.22 The remaining 8 chapters set out the planning strategy for Central Lincolnshire for the period to 2031, including the specific **policies** that will be used to guide development, investment and other activity. The chapters fall into 2 main groups:

- Chapters 3 - 7 cover generic planning themes that apply to the whole of Central Lincolnshire
- Chapters 8, 9 and 10 set out more detailed planning approaches respectively for the three main settlements of Lincoln, Gainsborough and Sleaford.

1.23 Each policy is accompanied by **supporting text** that sets out the context and evidence for the policy, and explains any technical aspects or detailed requirements for planning applicants.

1.24 The main proposals in the Core Strategy are illustrated on a **Key Diagram** located at the front of the document. Further diagrams and maps are included in the chapters where these are felt necessary to provide clarity.

### Generic Chapters

1.25 The following chapters deal with generic themes, and contain **generic policies** that relate to Central Lincolnshire as a whole, including the main settlements. These policies are prefixed by the letters CL, denoting Central Lincolnshire.

Chapter 3 (Towards a Sustainable Central Lincolnshire) - explains the overall approach to planning in Central Lincolnshire, setting out a locally-specific **Vision for Central Lincolnshire** in 2031, together with the **Strategic Objectives** for its delivery. The chapter explains how the Core Strategy is underpinned by the concept of sustainable development – meeting people’s needs for housing, jobs, services, etc, while conserving the natural systems that support life on earth and protecting environmental quality.

Chapter 4 (Tackling Climate Change – A Low Carbon Future) - explains how Central Lincolnshire will move to low carbon living to tackle climate change together with policies for energy and renewables.

Chapter 5 (Growing Central Lincolnshire) – sets out Central Lincolnshire’s growth agenda, including the rationale behind the proposed amount and distribution of growth in the area. The ***Spatial Strategy for Growth*** proposes growth targets for the period 2011 – 2031, including figures for the provision of new housing and employment development, together with an overall approach to distributing growth in Central Lincolnshire based on sustainability principles. Chapter 4 also covers the infrastructure and transport needs of Central Lincolnshire and how these will be met as part of the area’s growth.

Chapter 6 (Flourishing Communities and Places) – addresses the needs of local communities across Central Lincolnshire, in both existing and new locations, covering housing, jobs and services. Policies are included for affordable housing, employment, retail and town centres, and the visitor economy. Additionally, the chapter identifies particular places or locations within Central Lincolnshire where targeted approaches are required to achieve sustainability, including areas of regeneration priority, RAF bases and the rural area as a whole.

Chapter 7 (Quality of Environment) – sets out the framework for the protecting Central Lincolnshire’s environmental quality, including its natural resources, local character, and heritage of natural and historic assets. Additionally, the Chapter covers design quality, including the range of design considerations that proposals for development will be required to demonstrate via a ***Statement of Design Quality***.

## **Area-based Chapters**

1.26 In addition to the generic themes and policies, the Core Strategy sets out more detailed planning approaches for each of the three main settlements of Lincoln, Gainsborough and Sleaford. Each settlement has a separate chapter covering the existing built-up area of the settlement plus the adjoining area that forms the context for its proposed growth. In each case, the area covered is shown indicatively as an inset of the Key Diagram. It is stressed that formal boundaries are not defined for these areas as such, and that they essentially represent a magnification of the relevant part of the main Key Diagram to allow detail to be shown more clearly.

1.27 For each settlement, the Core Strategy provides a specific ***Vision*** and ***Objectives*** tailored to the locally-specific characteristics and issues of the settlement, and sets out the ***area policies*** relating to it. Policies for Lincoln, Gainsborough and Sleaford are prefixed by the letter L, G and S respectively.

## Colour Coding

1.28 Throughout the Core Strategy, the following approach is used:

Visions and Objectives are contained in orange boxes [tbc]

Policies are contained in green boxes

Other information such as summaries is contained in blue boxes

## Proposals Map

1.29 The adopted Core Strategy is accompanied by an updated Proposals Map. Extract maps showing the proposed changes to Proposals Map were produced as part of the Publication and Submission of the Core Strategy.

## 2: CENTRAL LINCOLNSHIRE TODAY – PORTRAIT & KEY CHALLENGES

2.1 The Core Strategy is based on an understanding of Central Lincolnshire's distinctive characteristics and diversity, how it relates to adjoining areas, and information about past and future trends. This chapter provides a portrait of the area today, covering its communities, economy and environment, together with the key issues and challenges that it faces.

### CENTRAL LINCOLNSHIRE IN 2012

#### General Context

2.2 Central Lincolnshire lies in the heart of Lincolnshire in the East Midlands region, covering the administrative area of the City of Lincoln, North Kesteven and West Lindsey. Its population lives in a range of settlements that vary greatly in size and character.

2.3 Lincoln is by far the largest settlement, with a population of around 100,000 people living within the main built-up area including the suburb of North Hykeham. Lincoln is also the functional hub of a wider area that encompasses several satellite settlements such as Welton, Saxilby, Skellingthorpe and Washingborough. These villages look to Lincoln for most of their service and employment needs, and effectively boost its population to around 165,000.<sup>1</sup> Due to its size and central location, Lincoln is the main centre for jobs and facilities in Central Lincolnshire, and performs a wider regional role that extends to cover much of Lincolnshire and adjoining parts of Nottinghamshire.

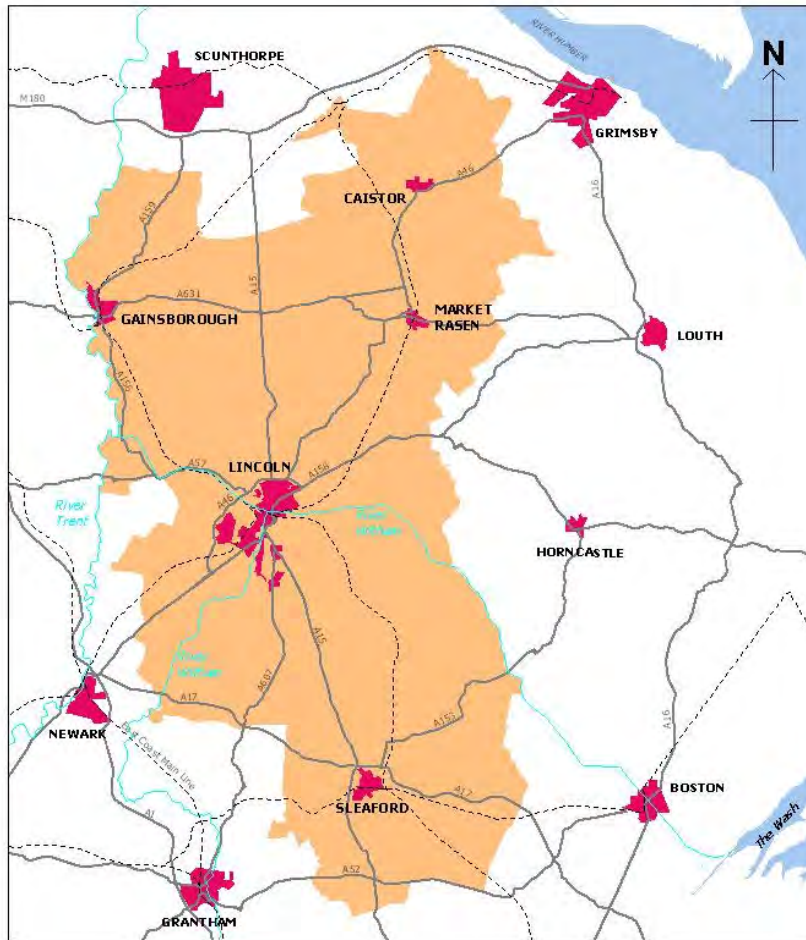
2.4 Beyond Lincoln, the main towns in the area are Gainsborough and Sleaford, serving the northern and southern parts of the area respectively. Gainsborough expanded rapidly as an industrial centre in the 19<sup>th</sup> century, and has an ongoing legacy of decline that is being tackled through urban regeneration and its designation as a growth point. Comparatively, Sleaford functions as a thriving market town which has experienced rapid housing growth and an expanding population over the last two decades. As main towns, Gainsborough and Sleaford both play a significant role in the provision of housing and facilities in their largely rural catchments.

2.5 The rest of Central Lincolnshire is strongly rural, and is characterised by a scattered settlement pattern of nucleated villages plus the small towns of Market Rasen and Caistor in West Lindsey. Average population density is amongst the lowest in lowland England and few settlements exceed a few hundred people. Collectively, the rural area nevertheless accounts for over half of Central Lincolnshire's total population. Functionally, the rural villages often operate as clusters that share key services, with the larger villages

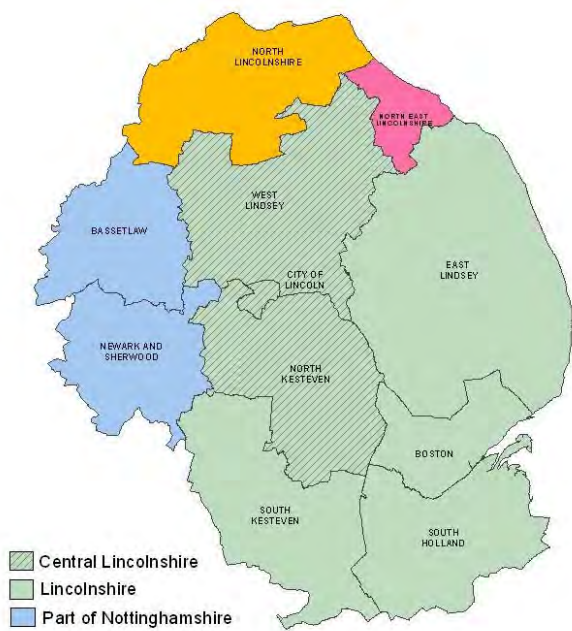
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<sup>1</sup> Figure for Lincoln Policy Area as defined in the Regional Plan.

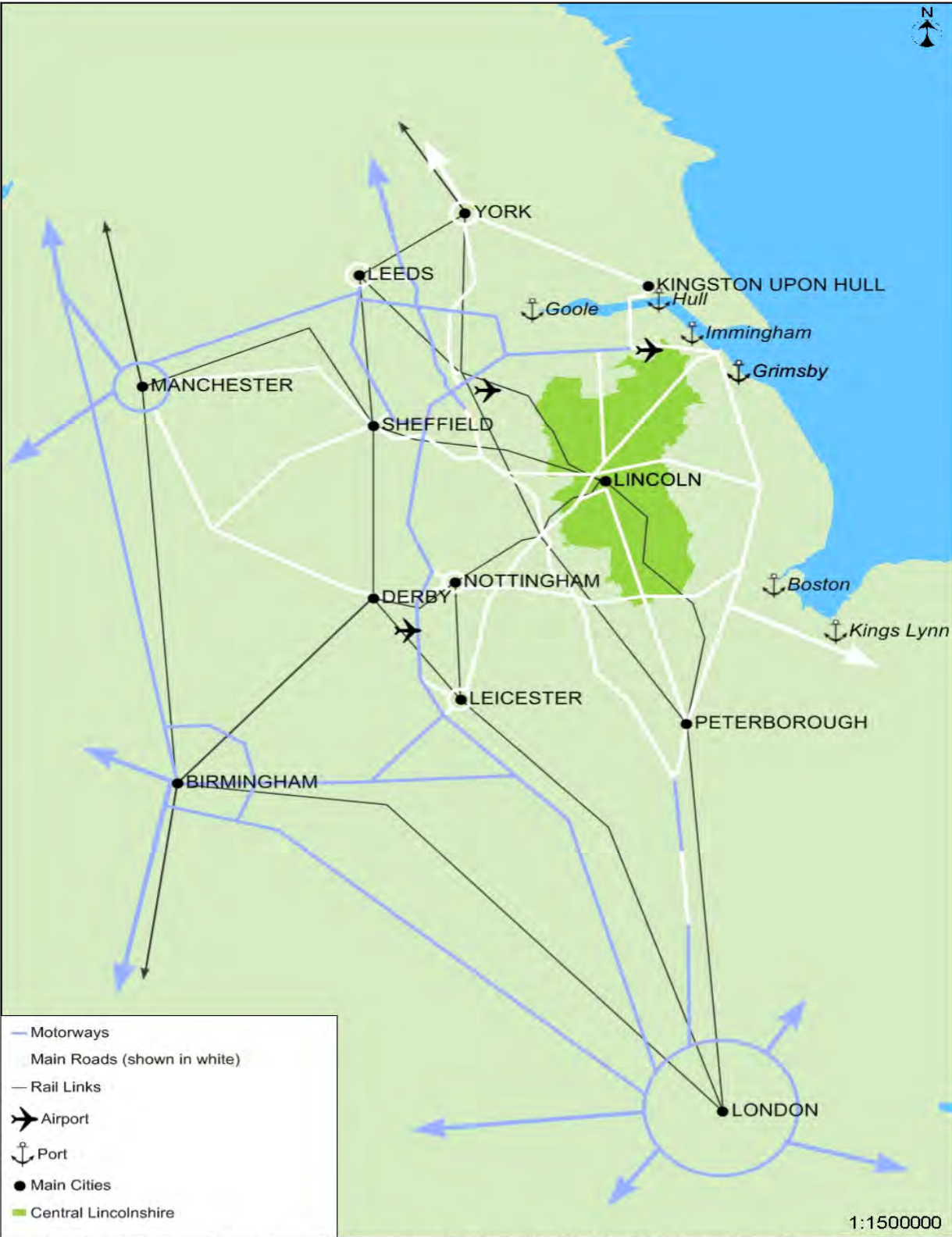
**Figure 1 – Central Lincolnshire**



**Figure 2 – Local Authority Context**



**Figure 3 – Regional Context and Transport Linkages**



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acting as local service centres that communities rely on for basic facilities and as social hubs.

2.6 Central Lincolnshire has strong economic and service linkages with the surrounding areas, including Scunthorpe and Grimsby in the Humber area to the north, Doncaster to the north-west, Nottingham to the west, and the smaller nearby service centres including Grantham, Newark and Louth.

### **Transport and Accessibility**

2.7 Central Lincolnshire contains an extensive road network, with access to the A1 via the duelled A46, and to the M180 and motorway network to the north via the A15. The A15 is also an important link between Lincoln and Sleaford. The A17 trunk road from Newark to Kings Lynn crosses the south of the area near Sleaford, and is a designated Trans European Network (TEN) route.

2.8 Lincoln forms the hub of the rail and bus networks for Lincolnshire as a whole. There is a twice daily direct train service from Lincoln to London (as well as hourly connecting services via Newark) together with direct services to Nottingham, Sheffield, Peterborough, Gainsborough, Sleaford and Grimsby. However, frequency of services on both trains and buses is often relatively low, with very limited or no evening or Sunday services on many routes, reflecting the difficulty of achieving viable provision in Central Lincolnshire.

2.9 Levels of car ownership and use vary significantly across Central Lincolnshire, being relatively high in the rural areas, but significantly below the national average in Lincoln. This reflects the availability of public transport and journeys patterns, with rural areas being much more reliant on the car for access to jobs and services.

### **Population and Development**

2.10 Central Lincolnshire has experienced rapid growth in population in recent decades, and was one of the fastest growing areas in the East Midlands, as well as nationally, between 1996 and 2006. Most of this increase was fuelled by in-migration from other UK regions and EU states, including a significant influx from Poland and other Eastern European countries. Notwithstanding the global recession of 2008/09 and the UK's current economic difficulties, the most recent ONS population projections indicate an ongoing major increase in Central Lincolnshire over the plan period to 2031, with in-migration continuing to dominate. Key attractions of the area include relatively low housing costs, employment opportunities, and an attractive rural environment.

2.11 In parallel with increasing population, the area has experienced high levels of housing development over recent decades. Many settlements have seen major expansion by new housing, though the provision of affordable

housing has generally been inadequate to keep pace. Levels of commuting and car dependency are also relatively high amongst the growing rural population due to the pull of urban centres for jobs and services. In addition to greenfield development adjoining the towns and rural villages, development on brownfield sites has occurred in Lincoln and Gainsborough, and of redundant hospital sites and former MoD bases elsewhere in the area.

2.12 Both Lincoln and Gainsborough have undergone major regeneration to tackle a legacy of physical decay, unemployment and social problems linked to economic restructuring and the closure of traditional engineering industries in the late 1970s and 1980s. The past two decades have seen a notable renaissance of the urban cores based on new investment, physical regeneration and, in Lincoln's case, the development of the University of Lincoln centred on the Brayford campus. Additionally, targeted regeneration and renewal activity has started to improve conditions in residential neighbourhoods with social and economic problems. However, major inequalities still exist in Central Lincolnshire's communities. Both Lincoln and Gainsborough have urban neighbourhoods that fall within the worst 10% nationally for deprivation, with problems of poor health, anti-social behaviour, crime and poor educational attainment. Pockets of deprivation also occur in the rural area, where affordable housing and access to services are key issues.

2.13 The population of Central Lincolnshire is expected to have changed significantly in profile since the previous Census in 2001, with significantly increased social and ethnic diversity linked to in-migration from the EU and the expansion of the student population in Lincoln. The integration of new and existing social groups and the provision of housing and services to meet the needs of changing communities continue to be key challenges.

2.14 Despite the closure and scaling back of a number of its bases in the post-War decades, the MoD continues to make a major contribution to Central Lincolnshire's population and economy, including the active RAF bases at Waddington and Cranwell. Some former bases have already had industrial or warehouse development and/or re-use of their housing, in some cases resulting in new communities with limited facilities and poor public transport links. Central Lincolnshire is home to the Red Arrows, and has an expanding tourism sector based on its RAF heritage, linked to Lincolnshire's wider role as the centre of Bomber Command and as the base for the Battle of Britain Memorial Flight.

## **Economy**

2.15 The economy of Central Lincolnshire is traditionally rooted in engineering, agriculture and food processing, and these sectors remain significant alongside tourism, public administration, health and education.

2.16 The 3 main settlements are Central Lincolnshire's main locations for jobs, having a range of opportunities based on their urban cores and employment sites. The Lincoln area is the principal focus for jobs, and serves

a wider TTWA that extends into Nottinghamshire as well as covering much of Central Lincolnshire and the adjoining Lincolnshire districts. Key components of its employment base are the City Centre, with its range of services and visitor economy, plus a wide variety of employers ranging from small enterprises to larger engineering and manufacturing firms such as Siemens. The public sector, including local government and health, remains a major employer in Lincoln. Significant new employment development, including offices and warehouses, has occurred in locations adjoining the built-up area Lincoln, especially in Hykeham where there is easy access to the A46.

2.17 The smaller towns, villages and countryside generally have a much more limited and localised employment profile, and net commuting from these areas to the urban centres is significant.

2.18 In recent decades, economic development, urban regeneration and business start-ups have contributed to a more diverse economy in Central Lincolnshire. However, there is still an over-reliance on unskilled and low paid employment, and unemployment remains above the regional and national average, with particular concentrations in certain wards in Lincoln and Gainsborough. Further diversification and investment are therefore required. Strengthening the area's links to Lincoln University is a key objective, including closer links with business and manufacturing, and increased graduate retention.

## **Environment**

2.19 Central Lincolnshire has a varied and contrasting natural environment including gentle chalk and limestone uplands as well as low lying vales and fenland. This natural framework reflects the area's geology, which consists of sedimentary rocks of Triassic, Jurassic and Cretaceous age overlain in places by Quaternary (Ice Age) and more recent deposits. Consequently, the area's landscape encompasses several Joint Character Areas as defined by Natural England, and most of these contain further local variation in landscape character.

2.20 The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) falls partly within Central Lincolnshire, the remainder being in East Lindsey and North East Lincolnshire. The Wolds are usually considered to represent the scenic highlight of Central Lincolnshire based on their AONB status and distinctive landscape of rolling hills and nestling villages. However, the wider rural landscape of Central Lincolnshire, with its sweeping character and famously big skies, is a highly valued asset throughout the area and contributes greatly to its local distinctiveness and attractiveness. The escarpment of the Jurassic Lincolnshire Limestone, known locally as the Lincoln Edge, runs for the full length of Central Lincolnshire and forms a unifying topographic feature for the area.

2.21 Outside of the urban areas, land use in Central Lincolnshire is predominantly agricultural, with intensive arable crops dominating. Soils are mostly fertile and of high quality for agriculture. Nevertheless, there are also

natural areas of importance for biodiversity and recreation, including woodland and lowland heath. The Lincolnshire Limewoods National Nature Reserve (NNR) lies on clay soils east of Lincoln, extending into East Lindsey. A wide range of other habitat types and species are reflected in Central Lincolnshire's SSSIs and local nature reserves, which collectively play an important role in the area's biodiversity alongside farmland, gardens and waterways.

2.22 Overall, Central Lincolnshire's biodiversity is under pressure from various factors including climate change, habitat fragmentation, development and agriculture, in response to which major landscape-scale initiatives are proposed to restore and enhance the area's ecological networks and corridors.

2.23 Water is an important aspect of Central Lincolnshire's environment. The area has a long history of land drainage and flood management, and significant areas of low-lying land are maintained for agriculture by pumped drainage, especially in the Fens. River flooding is closely controlled through embankments and washlands as part of wider management plans for the main river catchments. Conversely, Lincolnshire is already experiencing pressure on its water resources from increasing trends in consumer and commercial demand, coupled with predicted increases in the frequency and severity of drought due to climate change. Major new infrastructure to supply the Lincoln area with water abstracted from the Trent is planned for completion by 2014.

2.24 The main rivers in Central Lincolnshire are the Trent, Witham and Ancholme, with the Fosdyke Navigation connecting the first two of these between Lincoln and Torksey Lock. Central Lincolnshire's waterways are a valuable resource for recreation, tourism and wildlife and offer considerable opportunities within its green infrastructure network.

2.25 Central Lincolnshire has a rich built and cultural heritage. Lincoln itself has an internationally important Roman archaeology and an outstanding historic core centred on the medieval Cathedral, which is classed as one of only 3 tourist icons in the East Midlands region. More generally, the area's towns and villages offer attractive environments where the protection and enhancement of character is an important issue.

2.26 Compared to the East Midlands as a whole, Central Lincolnshire scores relatively well on measures of tranquillity and for dark skies at night, though this varies in detail between the urban and rural area. Nationwide studies suggest, however, that the area's performance on both measures worsened considerably between 1997 and 2007 due to rapid development, traffic growth and poorly designed lighting.

## **SUSTAINABILITY PROFILE**

2.27 The overall sustainability of Central Lincolnshire is crucial for its future, ensuring that people and communities are prosperous, flourishing and healthy

**Table 1 – Key Figures for Central Lincolnshire**

Size of area	2116 sq. km (817 sq. miles)
Population (2010 total)	285,500
Population aged 65 and over	18%
Population at working age	63%
<u>Population of main settlements:</u>	
○ Lincoln Principal Urban Area	114,597
○ Lincoln City and North Hykeham	102,667
○ Gainsborough	18,499
○ Sleaford	17,304
Population projection (2025)	333400
Number of homes (2011)	129,000
Number of Gypsy and Traveller Caravans (2011)	154
Average employment rate (2007)	77.6%
<u>Main employment sectors:</u>	
○ Public administration, education and health	30%
○ Distribution, restaurants and hotels	24%
Number of active businesses (2010)	9070
Number of schools	158
Number of SSSIs	36
Conservation Areas	74
<u>Non car-owning households (2001 Census):</u>	
○ City of Lincoln	33%
○ West Lindsey	17%
○ North Kesteven	15%
Number of households in fuel poverty (2009)	28,055

while also playing their part in maintaining the natural resources and environmental systems that support life locally and globally.

2.28 Definitions of sustainable development vary in detail, but the essence is to ensure that the needs of current and future generations are met fairly without exceeding the Earth's environmental limits and capacities. The UK's Sustainable Development Strategy *Securing the Future* (2005) sets out 5 guiding principles for sustainable development:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Using sound science responsibly
- Promoting good governance

2.29 The NPPF confirms the Government's commitment to sustainable development as the overall purpose of the planning system and identifies 3 interlinked dimensions or roles within sustainable development – economic, social and environmental – which the planning system should seek to achieve simultaneously.

### **How Sustainable is Central Lincolnshire?**

2.30 The sustainability of Central Lincolnshire today depends on its performance across all of the above aspects – social, economic and environmental. The evidence base for the Core Strategy investigated this in detail, in particular through the study *Delivering a Sustainable Future for Central Lincolnshire* (AECOM, 2012). This assessed sustainability across the area using nearly 100 indicators in 9 sustainability “domains” as follows:

1. Managing Resources
2. Ecological Quality
3. Future Resilience
4. Economic Performance
5. Cultural Vibrancy
6. Connections
7. Efficient Living
8. Successful Communities
9. Effective Places

2.31 The study analysed the findings spatially to determine differences in performance across Central Lincolnshire, and to identify key opportunities for future improvement. The following summary of key issues and challenges facing Central Lincolnshire draws on the AECOM work together with other evidence:

## KEY OPPORTUNITIES & CHALLENGES FACING CENTRAL LINCOLNSHIRE

### *ENVIRONMENTAL AND LANDSCAPE*

#### 1) Managing Resources

- Renewable energy contributes to 3% of energy supply, which is above the national average, but will require major expansion to meet national targets for carbon reduction
- Central Lincolnshire has significant potential for increased wind energy, but careful assessment of landscape impacts will be required
- Water resources are stressed across Central Lincolnshire, and will require careful management and public involvement to achieve greater efficiency of water use
- Air quality and tranquillity are relatively poor in the urban areas, with pollution and noise from traffic as the main cause
- Disposal of waste water is an issue in some development areas
- There is strong demand for locally produced food providing a driver for urban agriculture

#### 2) Ecological Quality

- The landscape character of Central Lincolnshire is a valuable asset that should be protected
- Biodiversity varies considerably across Central Lincolnshire. It is highest on the eastern and western borders and on the outskirts of Lincoln, and lowest in south east North Kesteven. The development of ecological corridors is needed to protect and connect existing areas and species in an ecologically coherent manner
- Improving the biodiversity of lower value areas, including enhancement of urban areas and intensively farmed areas.

#### 3) Future Resilience

- Reducing flood risk and improving flood resilience through planning, design and land management
- Need to prepare and implement climate change adaptation plans
- Promote change to more sustainable consumption of resources, reducing use of finite resources and creating a more self-sufficient Central Lincolnshire

### *ECONOMIC & CULTURAL*

#### 4) Economic Performance

- Central Lincolnshire's economy is currently focused on low knowledge and low productivity sectors. Diversification and strengthening are required to increase resilience and tackle social deprivation
- Workforce skills are below national average – 60% of the population is

currently not educated beyond NVQ1

- The areas of greatest economic and social disadvantage are to the north and south of Lincoln's core, Gainsborough, and the Billingham area, requiring targeted action for regeneration and improvement

#### 5) Cultural Vibrancy

- Central Lincolnshire's residents are broadly satisfied with its cultural facilities, including sports facilities, but few use them
- However, some areas have poor levels of cultural facilities, notably Gainsborough and Market Rasen
- 5% of listed buildings and 19% of scheduled ancient monuments are at risk
- Tourism plays an important role in Central Lincolnshire's economy, contributing £970 million in 2009, and has scope for further expansion

### *COMMUNITY & SETTLEMENT*

#### 6) Connections

- Public transport journey times are good across most of Central Lincolnshire, but scheduling and frequency of services is generally poor
- Car dependency and use is very high in the rural area, with commuting and access to shops and services being key drivers
- Access to services is poor in some parts of the rural area, due to low settlement density. West Lindsey in particular has many areas where food stores are more than 5km from most housing
- Traffic congestion hotspots are focused on main roads surrounding Lincoln and Sleaford

#### 7) Efficient Living

- Carbon emissions from road transport are significantly higher in North Kesteven and West Lindsey than in Lincoln due to differing levels of car ownership and reliance
- The urban areas are more efficient in their use of electricity and gas
- Lincoln has greater density of housing with less natural loss of heat, but the greater age of its housing compared to North Kesteven and West Lindsey gives broadly the same efficiency across the area
- Fuel poverty is an issue in both the urban and rural areas

#### 8) Successful Communities

- Health varies across Central Lincolnshire, being below the national average in Lincoln and above average in North Kesteven and West Lindsey. Evidence suggests that the main factors in poor health are lifestyle related, including diet, smoking, drugs and exercise levels, which will need tackling through co-ordinated action
- Crime levels in Lincoln are above the national average



- Outside Lincoln, the elderly population is up to 3 times the national average, creating pressure on services and an unbalanced population profile that may have adverse impacts on economic potential
- Around two thirds of people in Central Lincolnshire feel a sense of belonging, though the figure is less in Lincoln and Sleaford

#### 9) Effective Places

- There are shortages of affordable housing across Central Lincolnshire
- Rural areas exhibit average house prices up to ten times the annual average income
- Provision of facilities and services is good in Lincoln, but many rural areas, especially in West Lindsey, have poor provision

2.32 Further issues relating to the individual settlements of Lincoln, Gainsborough and Sleaford are addressed in the individual area chapters. It is also envisaged that issues and objectives relating to the smaller settlements will be identified in the next stages of the review of the Central Lincolnshire Local Plan.

### **KEY CHALLENGES**

2.33 The Portrait and Sustainability Profile indicate that Central Lincolnshire faces a range of challenges within the overall aim of achieving sustainable development. There is a need to improve social and economic conditions, including health, housing, jobs and the range and quality of facilities – all of which will require development and growth – while at the same time ensuring that the environment is improved and that growth does not erode the area's environmental assets or exacerbate pressure on natural resources.

2.34 Specifically, there is a need to plan for the following key challenges in Central Lincolnshire:

- Reducing carbon emissions from transport, the built environment and lifestyles as part of the shift to low carbon living
- Ensuring that Central Lincolnshire and its communities are resilient to future change, including adaptation to climate change
- Providing sufficient new housing, jobs and services to meet the area's needs and increase the sustainability of its communities
- Ensuring that the infrastructure needs associated with growth are met
- Increasing the quality of life across Central Lincolnshire, including improvements to health, wellbeing, services and facilities

- Tackling social and economic disadvantage and regeneration needs, including areas of severe deprivation
- Promoting greater use of local resources to enhance the self-sufficiency, resilience and overall sustainability of communities
- Protecting and enhancing the natural and built environment of Central Lincolnshire, including key natural, historic and cultural assets, biodiversity, landscapes and natural resources
- Protecting local identity and diversity in the context of growth and change

2.35 The Core Strategy provides an overall planning framework to meet these challenges, as set out in the following chapter.

DRAFT

# 3: OUR STRATEGY - TOWARDS A SUSTAINABLE CENTRAL LINCOLNSHIRE

3.1 Chapter 2 identified a range of issues and challenges facing Central Lincolnshire and its constituent communities. The Core Strategy aims to provide a robust planning framework for achieving sustainable development in Central Lincolnshire, ensuring that sustainability principles guide future growth and change across the area and its communities.

3.2 Specifically, in translating national sustainability principles to the local level, the Core Strategy has sought to address the following key questions:

- How can we achieve substantial cuts in Central Lincolnshire's carbon emissions and a shift to low carbon living?
- What is the appropriate level of growth and how should it be distributed within the area?
- What is the best approach to reducing unnecessary travel and transport problems?
- How can the health, wellbeing and resilience of communities be improved across Central Lincolnshire in both urban and rural areas?
- What does a sustainable economy look like in Central Lincolnshire?
- How will the area's character, environmental assets and natural resources be conserved and enhanced in the context of growth and development?

3.3 Answering these questions has drawn on stakeholder views and the Core Strategy's evidence base, together with previous work on sustainability at the local level by the Central Lincolnshire Authorities and partner organisations, including:

- Previous planning strategies covering Central Lincolnshire, including the Regional Plan and its Sub-Regional Strategy for the Lincoln Policy Area;
- The successful bids for Eco-town and Growth Point funding in Central Lincolnshire; and
- Sustainable Community Strategies (SCSs) and neighbourhood planning.

3.4 The Core Strategy's approach to sustainability therefore builds on previous work while extending thinking and approaches to reflect more recent national guidance and stakeholder engagement.

## THE GROWTH AGENDA & SUSTAINABILITY

3.5 Significant levels of growth in population and development are a key element of the Core Strategy's approach to sustainability, carrying forward the growth agenda for the area contained in the Regional Plan.

### Why Is Growth Needed?

3.6 The need for growth is driven partly by population increase in Central Lincolnshire. The area's population is expected to continue to expand rapidly over the plan period to 2031, with levels of in-migration from other parts of the UK and from the EU remaining high. On current projections, population will increase by 22%<sup>2</sup> by 2031.

3.7 Other factors driving the need for more housing and jobs include:

- Natural population increase within Central Lincolnshire (ie. births exceeding deaths)
- The trend to smaller households, including more people living alone
- Existing shortfalls in types of housing, including affordable housing.

3.8 Additionally, the Central Lincolnshire Authorities consider that a significant uplift on historic levels of growth and development is needed to improve the sustainability of the area, by:

- Improving the viability and range of services within Central Lincolnshire and its communities, thereby improving resilience and reducing the need for travel
- Increasing the ability to provide key infrastructure for social, economic and environmental improvements
- Reducing the need to commute out of the area for jobs

3.9 It is acknowledged that high levels of growth present a major challenge for Central Lincolnshire, both in terms of delivery, and for the area's environment and communities. Central Lincolnshire, and Lincolnshire generally, currently possess key quality of life benefits including an uncluttered rural countryside with plenty of space, relatively low crime levels, and a generally good performance by regional standards on measures such as tranquillity and dark skies. It is critical that growth does not undermine these assets, which are highly valued by existing residents and visitors, and which are responsible for attracting people to the area in the first place.

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<sup>2</sup> 2010-based Sub-National Population Projections (ONS, 2012)

3.10 The Core Strategy therefore seeks to balance growth with the protection and enhancement of the area's environmental quality and character while moving to sustainable patterns of living and resource use.

## **VISION & STRATEGIC OBJECTIVES**

3.11 A Vision and Strategic Objectives have been prepared to guide sustainable development in Central Lincolnshire over the plan period to 2031 as follows:

### **VISION FOR CENTRAL LINCOLNSHIRE**

**By 2031, Central Lincolnshire will be a better place where the quality of life, health and wellbeing of its communities have been improved. It will be a place that everyone, whatever their age, will find to be a great place to live, work, invest, visit and enjoy life.**

**The population has increased by some 62, 000 since 2010 and this growth has helped to provide and support improved facilities for the area. Growth has been achieved in line with sustainable development principles, ensuring that Central Lincolnshire's evolving social and economic needs have been met while conserving the area's environmental assets and unique character.**

**Central Lincolnshire is now in the forefront of the shift to low carbon living, with communities, businesses and services sourcing most of their energy from renewable and low carbon sources, and achieving high standards of energy efficiency. Use of local resources, including food and other products, is now a key feature of the area, helping to reduce its carbon footprint. Adapting to the effects of climate change continues to be a major challenge as extreme weather events such as droughts, storms and heat waves become more frequent, making climate-proofing a key requirement of planning and development.**

**Growth has been delivered through a range of exemplar developments for living and working, built to the highest viable standards of sustainability and design quality. Brownfield sites have been redeveloped to help regeneration throughout Central Lincolnshire, while also helping to protect farmland and avoid urban sprawl. Other new development has been focused in masterplanned urban extensions providing for growth around Lincoln, Gainsborough and Sleaford, with which they have been well integrated and contribute to the success of these settlements. The smaller towns and rural settlements have also seen growth to meet their needs.**

**Investment in the infrastructure required alongside new development has been coordinated and targeted towards the most sustainable and viable locations, including a range of transport improvements that have helped to minimise further traffic growth in the area.**

**Central Lincolnshire's communities are strong, prosperous, healthy, and inclusive. They have good quality housing of varying size, type and tenure including sufficient affordable housing to meet local needs. The range and quality of facilities in the area has improved significantly, including education, arts, culture, leisure, sport and other key services, all contributing to enhanced quality of life and health. City, town and village centres are thriving and diverse, and collectively meet the majority of Central Lincolnshire's service needs.**

**Central Lincolnshire has become an economically prosperous and competitive area. Job opportunities have grown significantly in both traditional sectors and through diversification into new sectors including green technologies, knowledge based industries and research. The area is known for its successful and enterprising economy which now attracts high levels of investment. Social deprivation and unemployment are now below the national average.**

**Central Lincolnshire's environment and ecology, including its natural and built assets, landscapes, natural resources and local distinctiveness have been protected and enhanced through careful planning, design and management, and environmental quality remains a key attraction for both residents and visitors. The area now has an extensive network of green infrastructure contributing to nature conservation, quality of life, recreation and climate change mitigation, and all citizens have easy access to natural greenspace. Declines in biodiversity have been successfully reversed and key habitats and species extended through restoration and the development of ecologically coherent networks.**

**Water resources in Central Lincolnshire continue to require careful management as population grows. Sustainable approaches to water use and drainage have been implemented which emphasise conservation and environmental integration to manage demand pressures and the increasing effects of climate change. Central Lincolnshire's water resources and waterways have continued to increase in importance for environmental services, recreation and tourism. Soils, air quality and dark skies have also been successfully conserved through careful planning.**

3.12 The Strategic Objectives for Central Lincolnshire are the main principles that will be followed to deliver the Vision, setting the broad direction for the detailed policies in the Core Strategy. They will also be used to help monitor the success of its implementation.

3.13 Included below each Strategic Objective are the key policies for its delivery. The objectives are arranged by themes which correspond broadly to the structure of the Core Strategy. It is noted that the Strategic Objectives are

generally linked and mutually supporting, and should be viewed collectively as Central Lincolnshire's approach to sustainable development.

**Theme: Sustainable Development**

<b>Objective 1</b>	To ensure that change and growth in Central Lincolnshire delivers sustainable development, such that the area's social and economic needs are met while protecting and enhancing its environment and contributing to the maintenance of environmental support systems at all levels from local to global.
Key Policies for Delivery	

**Theme: Tackling Climate Change – A Low Carbon Future**

<b>Objective 2</b>	<p>To reduce the causes and impacts of climate change and to promote low carbon living by:</p> <ul style="list-style-type: none"> <li>➤ Minimising carbon emissions through the location and design of development;</li> <li>➤ Promoting energy conservation, energy efficiency and low carbon technologies;</li> <li>➤ Promoting access by public transport, cycling and walking;</li> <li>➤ Promoting the use of local services, resources and products to reduce “carbon miles”; and</li> <li>➤ Promoting adaptation and resilience to climate change, including reduced flood risk</li> </ul>
Key Policies for Delivery	

**Theme: Growing Central Lincolnshire**

<b>Objective 3</b>	<p>To provide a strategic planning framework to guide the scale, distribution and nature of new development, including regeneration, across Central Lincolnshire, which:</p> <ul style="list-style-type: none"> <li>➤ Seeks a significant uplift in historic rates of growth to meet development needs and improve the area's infrastructure and facilities;</li> <li>➤ Ensures that patterns of development are sustainable</li> </ul>
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	and support the wellbeing and quality of life for all the area's communities and neighbourhoods.
Key Policies for Delivery	

<b>Objective 4</b>	To ensure that land is used efficiently and maximise the contribution of regeneration to development targets through the re-use of brownfield sites in sustainable locations.
Key Policies for Delivery	

<b>Objective 5</b>	To ensure that the infrastructure (services and facilities) needed to sustain and strengthen existing communities and support growth in Central Lincolnshire are adequately provided in a timely and sustainable manner that respects environmental quality and assets.
Key Policies for Delivery	

<b>Objective 6</b>	To ensure that new development and its supporting infrastructure maximises and strengthens public transport, cycling and walking links and creates attractive alternatives to private car use.
Key Policies for Delivery	

***Theme: Flourishing Communities & Places***

<b>Objective 7</b>	To improve the quality of life for everyone who lives, visits, works and invests in Central Lincolnshire by promoting opportunities to strengthen and enhance existing settlements and creating sustainable communities that are distinctive, clean, green and safe places.
Key Policies for Delivery	



<b>Objective 8</b>	To foster the conditions for a healthier population by addressing factors underpinning health and wellbeing by: <ul style="list-style-type: none"> <li>➤ working with healthcare partners to deliver new and improved health and social care facilities;</li> <li>➤ improving access to leisure, recreational, sports and lifelong learning activities</li> </ul>
Key Policies for Delivery	

<b>Objective 9</b>	To meet the strategic housing needs relating to Central Lincolnshire and all sections of its population, including the provision of an appropriate proportion that is affordable and accessible to those in need.
Key Policies for Delivery	

<b>Objective 10</b>	To maintain and enhance a mutually supportive hierarchy of thriving, resilient and attractive centres to provide accessible services for residents and visitors to Central Lincolnshire.
Key Policies for Delivery	

<b>Objective 11</b>	To diversify and strengthen the economic base of Central Lincolnshire by providing the locations and skilled workforce to attract new businesses and new sources of employment; to meet the needs of existing companies; and to take advantage of opportunities to diversify into knowledge-based and tourism supported sectors.
Key Policies for Delivery	

**Theme: A Quality Environment**

<b>Objective 12</b>	To protect and enhance Central Lincolnshire's environmental assets including its natural and built heritage, biodiversity, and landscapes, and ensure that these continue to contribute to the area's local distinctiveness, diversity and character.
Key Policies for Delivery	

<b>Objective 13</b>	To secure the provision and management of high quality Green Infrastructure for Central Lincolnshire by enhancing and developing a network of multi-functional green spaces, parks, woodland, rivers, waterways and other corridors within and around settlements that connect them to each other and to the wider countryside.
Key Policies for Delivery	

<b>Objective 14</b>	To protect, conserve and enhance Central Lincolnshire's natural resources, including water, soils, air quality and dark skies, through appropriate planning and management.
Key Policies for Delivery	

<b>Objective 15</b>	To ensure that new development achieves high quality sustainable design that contributes to the other Strategic Objectives of the Core Strategy.
Key Policies for Delivery	

3.14 In addition to the Vision and Strategic Objectives for the whole of Central Lincolnshire, the Core Strategy also sets out more detailed objectives

for particular themes where necessary, and includes an area-based vision and objectives for each of the 3 main settlements - Lincoln, Gainsborough and Sleaford – within the area chapters.

## **PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

3.15 National planning policy in the NPPF sets out a presumption in favour of sustainable development. This requires Local Plans to meet objectively assessed growth needs unless there would be adverse impacts which “significantly and demonstrably outweigh the benefits” when assessed against the NPPF’s policies. Development proposals which represent sustainable development should be approved without delay.

3.16 The Core Strategy follows the NPPF approach and provides a clear framework locally for sustainable development and the presumption.

### **Policy CL1 – Sustainable Development in Central Lincolnshire**

**The Central Lincolnshire Authorities will work with partners, local communities, developers and others to achieve sustainable development in respect of environmental, social and economic change within and beyond Central Lincolnshire.**

**Development will be considered to be sustainable if it is consistent with the Vision, Objectives and policies of this Core Strategy and other components of the Central Lincolnshire Local Plan, together with the relevant national guidance and any other material considerations including the Regional Plan and Neighbourhood Plans where extant and relevant.**

**Proposals for development will be viewed positively and approved without delay where they accord with sustainable development as defined in this policy, unless material considerations indicate otherwise.**

**Where there are no policies relevant to a proposed development, or relevant policies are out of date at the time of making the decision, permission will be granted unless material considerations indicate otherwise, taking into account whether:**

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- Specific policies in that Framework indicate that development should be restricted.**

Explanation of Policy CL1:

3.17 Policy CL1 is a headline policy that sets out the overall commitment to sustainability as the basis for the area's growth and change. It also provides a local definition of sustainable development and confirms the Central Lincolnshire Authorities' commitment to the presumption in favour of sustainable development in line with the NPPF.

Policy CL1 will be implemented by:

- partnership working
- further policy development within the Central Lincolnshire Local Plan
- development management

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## 4: TACKLING CLIMATE CHANGE - A LOW CARBON FUTURE

4.1 The vast majority of the world's scientists and governments consider that mankind's use of fossil fuels is making a significant contribution to the overall warming and other changes observed in the Earth's climate. Reducing greenhouse gas emissions is a key part of preventing or mitigating climate change, and will require strong and concerted action at all levels from international to local.

4.2 Greenhouse gases include a variety of gases, most of which already exist naturally in the atmosphere, but which are being increased in concentration by the activities of man at rates that cannot be assimilated by natural cycles. The most significant greenhouse gas quantitatively is carbon dioxide, so measures to cut greenhouse gases are often referred to as carbon reduction.

### Reducing Carbon Emissions

4.3 In 2008 the UK became the first country to introduce a long-term legally binding framework to reduce its impact on climate change. The Climate Change Act 2008 sets targets that require greenhouse gas emissions to be reduced by at least 80% by 2050 compared to 1990 levels, with a reduction of at least 34% by 2020 as an interim step.

4.4 The Coalition Government has confirmed its support for radical reductions in greenhouse gas emissions, and has produced a series of 5 year Carbon Budgets and a national Carbon Plan to meet the targets set out in the Act.

4.5 The importance of the local planning system in delivering carbon reduction is also confirmed in the NPPF, which states:

*"Planning plays a key role in helping to shape places to secure radical reductions in greenhouse gas emissions.....This is central to the economic, social and environmental dimensions of sustainable development"* (Para. 93)

4.6 The Core Strategy therefore places a low carbon future at the heart of its Vision and Objectives for a sustainable Central Lincolnshire, and sets an overall target to reduce Central Lincolnshire's carbon dioxide emissions by 34% by 2020 compared to 1990 levels in line with national targets.

### Low Carbon Living

4.7 Energy use is central to the Core Strategy's carbon reduction target, as the majority of carbon emissions today are related to how we power our homes, industries and transport. Low carbon living therefore involves greatly reducing the amount of carbon emitted as a result of our lifestyles, covering

everything that consumes energy directly or indirectly, including buildings, travel, food and jobs.

4.8 Such reductions in the carbon intensity of our lifestyles will require wide-ranging changes to our society and economy, but the planning system has a key role to play through the following objectives:

**OBJECTIVES FOR LOW CARBON LIVING:**

1. To promote overall patterns of development and growth that reduce the need to travel by car
2. To encourage travel by public transport, cycling and walking as an alternative to the car, and ensure that new development is located where it is accessible by these modes of transport and/or can be provided with appropriate new transport infrastructure to support these modes
3. To promote energy and resource efficiency in the design and operation of the built environment, including zero carbon development
4. To promote renewable and low carbon energy
5. To support local communities and neighbourhoods in meeting more of their resources locally, including food, timber and energy crops, to reduce the carbon intensity of these resources and encourage greater ownership of the issue by communities and individuals.

4.9 The localised production of resources links to the wider aim of promoting sustainable communities as set out in Chapter 6. As well as reducing the carbon expended in producing and transporting resources, it is hoped that local production will encourage communities to take greater responsibility for their environmental impacts and participate in sustainable solutions.

**Climate Adaptation**

4.10 Even with substantial cuts globally in carbon emissions, some global warming and climate change is already committed. Alongside the shift to low carbon, it is important that the Local Plan also responds to the impacts of this change.

4.11 Hotter drier summers, warmer wetter winters, rising sea levels and more frequent severe weather events are projected in the East Midlands in the years ahead (UKCP09). The Local Plan must therefore strengthen the resilience of Central Lincolnshire to climate change and changing weather by minimising the risk to people, land, infrastructure and property.

4.12 The Climate Change Act 2008 requires:

- A UK-wide **Climate Change Risk Assessment** that must take place every five years
- A **National Adaptation Programme** which must be in place and reviewed every five years, setting out the Government's objectives, proposals and policies for responding to the identified risks
- **Adaptation Reporting Powers** which enable the Secretary of State to direct "reporting authorities" to prepare climate change adaptation reports.

4.13 The UK Climate Change Risk Assessment (CCRA) 2012 is the first in a five year cycle and assesses the main threats and opportunities in the UK from climate change and changing weather. The CCRA sets out the main priorities for tackling the consequences of climate change under five key themes; Business; Health & Wellbeing; Buildings & Infrastructure; Agriculture & Forestry; and Natural Environment. In addition, to coincide with the publication of the CCRA, a Summary of Climate Change Risks for the East Midlands was published, highlighting the key risks and opportunities from climate change and what they mean at the local level for people, businesses, community and charitable groups, local authorities and other organisations.

4.14 The CCRA reveals that without action we could see increases in the frequency of flooding and summer overheating; and reductions in water availability. To prepare ourselves and our businesses for the future impact of climate change, the Central Lincolnshire Authorities are committed to developing local approaches to adapting to the impacts of climate change in line with the National Adaptation Programme which is due to be published in 2013.

#### **Policy CL2 – Tackling Climate Change**

**The Central Lincolnshire Authorities are committed to tackling the causes and impacts of climate change, and will work with partners and stakeholders to achieve an overall reduction in carbon emissions in Central Lincolnshire of 34% by 2020 as the area's contribution to achieving a low carbon future. To deliver this, the Local Plan will:**

- **Promote an overall pattern of settlement and growth that minimises the need for unnecessary travel, as set out in the Spatial Strategy for Growth;**
- **Promote modal shift from the car to less carbon intensive modes of transport through appropriate investment, infrastructure provision and the design of development;**
- **Promote a reduction in energy use in line with the Energy Hierarchy**

as set out in Paragraph 4.18 of this Core Strategy;

- Promote the use and development of low carbon and renewable energy to meet identified targets for Central Lincolnshire, as set out in Policy CL3 (Renewable & Low Carbon Energy);
- Require that the design of development minimises carbon emissions relating to its use of energy and other resources, and encourages low carbon lifestyles by the occupants and users of the development, as set out in Policy CL26 (Design Quality);
- Promote a low carbon economy in Central Lincolnshire, including investment and jobs in low carbon industries, services and products;
- Support local communities and neighbourhoods in meeting more of their resource needs locally, including the promotion of decentralised low carbon/renewable energy generation and local production of food and other resources such as biomass and timber;

Adaptation to climate change will be promoted in decisions regarding the use of land and development, including the management of urban and rural environments, green infrastructure provision, management of water resources and flood risk, and the design of new development.

Development will be required to be in accordance with these principles and requirements.

#### Explanation of Policy CL2:

4.15 Policy CL2 sets out the Core Strategy's overall approach to climate change, covering both mitigation and adaptation. Carbon reduction and climate change adaptation are strategic objectives for the Core Strategy, and therefore underpin many of the other policies in the plan. The following policies are particularly important in providing further detail pursuant to Policy CL2:

- Policy CL3 (Renewable and Low Carbon Energy) - defines the overall approach to renewable and low carbon energy, including the local targets for Central Lincolnshire, and its relationship to national policy for zero carbon development;
- Policy CL26 (Design Quality) - covers the design requirements for new development in relation to climate change mitigation and adaptation. This includes the efficient use of energy and other resources, and how design relates to the requirements for renewable and low carbon energy in Policy CL3.



4.16 The inclusion of a carbon reduction target for Central Lincolnshire demonstrates the scale of cuts needed over the plan period, and provides the context for the carbon reduction objectives and policies in the Core Strategy. Monitoring against the target will provide an overview of progress in Central Lincolnshire. If emissions cuts are not on course, review of the Core Strategy may be required to amend the target and relevant policies. Any future local targets for Central Lincolnshire or the partner districts would also be considered as part of any such review.

Policy CL2 will be implemented by:

- site allocation in the Local Plan
- development management decisions by the partner authorities
- linking the Local Plan with the Local Transport Plan and other transport strategies covering Central Lincolnshire
- the partner authorities taking a lead role in working with energy providers, businesses, communities and other stakeholders to promote and deliver carbon reduction
- linking the low carbon agenda with the economic development strategies of the Local Plan, partner authorities and other bodies, including promotion of the employment and investment opportunities related to low carbon in the local economy
- linking the low carbon agenda with green infrastructure planning and delivery
- the JPU and partner authorities pursuing low carbon and climate change objectives in relation to their wider activities, and promoting these with other bodies and agencies

## **ENERGY FUTURES**

4.17 The move to a low carbon future will require major reductions in the carbon intensity of energy across all sectors of activity and the economy. Electricity and heating for homes and businesses are key elements that will need addressing, for which the Core Strategy provides an overall policy framework linking to other strategies and initiatives that will shape Central Lincolnshire's energy future.

### **Energy Hierarchy**

4.18 In defining regional priorities for energy, the Regional Plan sets out the following Energy Hierarchy:

- to reduce the need for energy
- to use energy more efficiently
- to use renewable energy
- any continuing use of fossil fuels to be clean and efficient for heating and co-generation.

4.19 This Energy Hierarchy is considered to have clear benefits for Central Lincolnshire and is therefore carried forward into the Core Strategy. It should ensure that our future energy path gives clear priority to energy reduction and energy efficiency, and avoids the potential danger that new generating capacity is developed in preference to demand management measures. In particular, renewable energy targets should not become a driver for more energy installations, including windfarms, than are necessary to meet energy needs efficiently.

### **Renewable and Low Carbon Energy – Policy Context**

4.20 In addition to cutting energy use and improving efficiency, a substantial increase in the proportion of energy from renewable and low carbon sources is needed to reduce the UK's carbon intensity, and is subject to strong and challenging policy drivers to deliver cuts in greenhouse gas emissions.

4.21 The EU Renewable Energy Directive (2009) sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020. This compares to 3% in 2009 [Source: DECC website]. The Coalition Government has stated its commitment to increasing the proportion of energy from renewable sources as part of its wider energy strategy for energy:

*“The development of renewable energy sources, alongside nuclear power and the development of carbon capture and storage, will also enable the UK to play its full part in international efforts to reduce the production of harmful greenhouse gases”* (DECC website).

4.22 The NPPF advises that local planning authorities should have a positive strategy to promote energy from renewable and low carbon sources, including support for community-led schemes and decentralised supply systems.

### **Renewable and Low Carbon Energy Targets for Central Lincolnshire**

4.23 Energy from renewable sources accounted for just 0.2% of total annual energy demand in Central Lincolnshire in 2011<sup>1</sup>. However, the evidence base for the Core Strategy identifies considerable renewable and low carbon potential across Central Lincolnshire, with major opportunities linked to wind, biomass, Combined Heat and Power (CHP) and micro-generation. The 2 main studies are:

- Low Carbon Energy Opportunities and Heat Mapping for Local Planning Areas Across the East Midlands Study (East Midlands Councils, March 2011, updated July 2011)
- Central Lincolnshire Renewable and Low Carbon Energy Study (AECOM, November 2011).

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<sup>1</sup> Central Lincolnshire Renewable and Low Carbon Energy Study (AECOM, 2011)

4.24 The Central Lincolnshire Energy Study includes an Energy Opportunities Map which identifies opportunities for each of the renewable and low carbon technologies, along with assessments of what is deliverable in Central Lincolnshire against future demand.

4.25 These studies have informed the targets for renewable energy generation in Central Lincolnshire set out in Policy CL3.

### **Zero Carbon Development**

4.26 Almost half of the UK's total carbon emissions are currently related to the use of energy in buildings, including 27 per cent from homes and a further 17 per cent from non-domestic buildings<sup>2</sup>. In response, the previous government announced in 2008 that all new homes would be "zero carbon" from 2016<sup>3</sup>. The Coalition Government has confirmed this intention along with the extension of zero carbon to non-domestic buildings from 2019<sup>4</sup>.

4.27 Since 2008, there has been considerable debate nationally on the definition of zero carbon and how the supporting policy framework can be achieved. In March 2011, the government announced that zero carbon would be restricted to "regulated emissions" - meaning emissions covered by Building Regulations - and revised the target standard for zero carbon to ICode for Sustainable Homes<sup>5</sup> level 5 equivalent.

4.28 The Government is expected to specify further detailed requirements via further updates of the Building Regulations in the lead up to 2016 and beyond. Two main components are currently proposed – Carbon Compliance and Allowable Solutions – as shown in Figure 4 below, with Carbon Compliance accounting for not less than 70% of regulated emissions.

**Figure 4 – Indicative Hierarchy for Zero Carbon Development** (Source: The Carbon Hub)

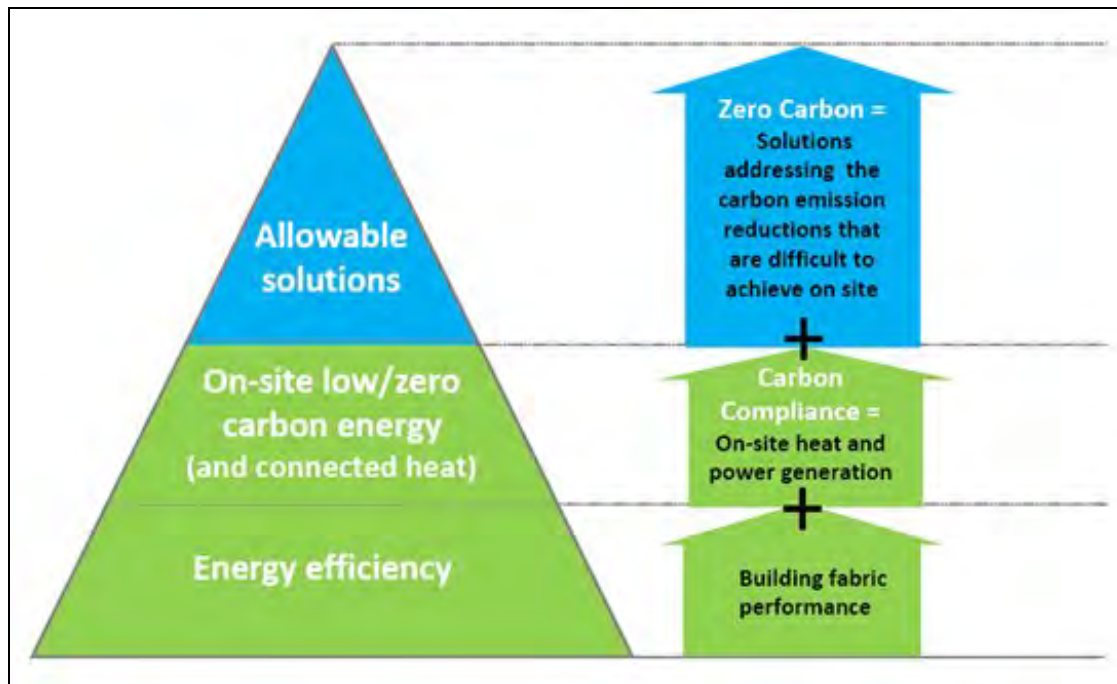
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<sup>2</sup> Definition of Zero Carbon Homes and Non-Domestic Buildings (DCLG, December 2008)

<sup>3</sup> Building A Greener Future: Policy Statement (DCLG, 2007)

<sup>4</sup> Written ministerial statements by Grant Shapps on 23 July 2010 and 20 December 2010

<sup>5</sup> Code for Sustainable Homes – A step-change in sustainable home building practice (DCLG, 2006)



4.29 While Building Regulations are the main vehicle for framing the definition and timetable for zero carbon development, the local planning system also has a key role in supporting delivery through appropriate planning policies, infrastructure delivery and partnership approaches. The Central Lincolnshire Authorities will therefore seek to ensure that the Local Plan supports and complements the regulatory framework for zero carbon development as it evolves, and have identified the following objectives for the Core Strategy:

#### OBJECTIVES FOR ZERO CARBON DEVELOPMENT:

1. To require high standards of energy-efficiency in new development through design matters such as site layout, orientation, materials, etc.
2. To promote and facilitate the delivery of on-site/decentralised renewable and low carbon energy, including electricity and heat or Combined Heat & Power (CHP), as required for Carbon Compliance
3. To provide the context for the ongoing development of Local Plan policy for Central Lincolnshire in support of zero carbon development as the national definition and its component requirements are updated in the run-up to 2016 and beyond, including Allowable Solutions.

4.30 It is envisaged that local planning authorities will be given the opportunity to play a key role in defining and delivering Allowable Solutions locally, including the collection and use of any financial contributions from developers. The Central Lincolnshire Authorities intend to respond positively to any such opportunity, and will prepare further policy or guidance within the Local Plan as appropriate.

4.31 Additionally, in the period before the full introduction of zero carbon in 2016/19, the Authorities will seek the best viable approaches through the planning process.

### **Decentralised Energy**

4.32 Decentralised energy refers to generation at the local level based on individual buildings, sites or areas, in contrast to larger installations such as conventional power stations or large scale wind farms.

4.33 The Central Lincolnshire Authorities consider that decentralised generation has a number of key benefits in terms of environmental impacts and community acceptance (see next section), and will therefore pursue the following objectives through the Local Plan and partnership working

#### **OBJECTIVES FOR DECENTRALISED ENERGY:**

1. To promote proposals for decentralised energy generation, including householder, community or developer-led schemes
2. To require that development proposals incorporate or connect to CHP or district heating where this is viable, and to identify and promote opportunities for such
3. To require that electricity generating uses investigate the potential for use of waste heat, and to identify and promote opportunities for such
4. To prioritise decentralised energy as part of the future development and delivery of Allowable Solutions as appropriate

### **Assessing the Impact of Energy Proposals**

4.34 Almost all forms of energy generation involve some impact on the environment. Depending on the type, scale and location of the proposed installation, the impacts that may need to be assessed include (but are not necessarily limited to):

- Air quality and emissions
- Biodiversity and geological conservation
- Civil and military aviation and defence interests
- Dust, odour, artificial light, smoke, steam and insect infestation
- Flood risk
- Historic environment
- Landscape and visual
- Land use including open space, green infrastructure and Green Belt
- Noise and vibration
- Socio-economic

- Traffic and transport
- Waste management

4.35 The NPPF makes clear that local planning authorities should provide a positive framework that maximises renewable and low carbon energy while ensuring that their impacts are acceptable.

4.36 The Central Lincolnshire Authorities are keen to ensure that the area’s renewable and low carbon energy potential is harnessed to support a low carbon future, but that adverse environmental impacts are minimised. As noted above, the Authorities will prioritise energy saving and efficiency measures under the Energy Hierarchy for Central Lincolnshire, and will also promote decentralised approaches, which are considered generally to have a lesser environmental impact than large scale generation. However, larger scale schemes are also likely to be required to meet the area’s targets for carbon reduction and renewable energy, including some windfarm development.

4.37 Wind turbines are controversial in Central Lincolnshire as in other parts of the UK, with some sections of the community feeling that the environmental impact outweighs any benefits. The relatively open and sweeping character of the landscape in Central Lincolnshire means that windfarms are likely to be visible over large distances and may create a more pronounced cumulative impact than in other areas. The theoretical potential for wind energy in Central Lincolnshire therefore needs to be assessed as development proposals come forward, with careful consideration of landscape and other impacts.

4.38 Where proposals for energy generation or related infrastructure require planning permission from the Central Lincolnshire Authorities, schemes will be required to demonstrate that environmental impacts have been addressed and can be adequately mitigated, as set out in Policy CL3.

**Policy CL3 – Renewable and Low Carbon Energy**

**As part of their commitment to achieving a low carbon future, the Central Lincolnshire Authorities will work with stakeholders, including communities, developers and others, to deliver the following energy targets for Central Lincolnshire:**

	<b>By 2026</b>
<b>Electricity from renewable energy sources</b>	<b>60%</b>
<b>Heat from renewable energy sources</b>	<b>12%</b>

**To meet these targets, renewable and low carbon sources of energy and associated infrastructure will be actively promoted and supported where the impacts are or can be made acceptable. Specifically, the**

approach to development will be as follows:

### Zero Carbon Development

- Proposals for residential and non-residential development will be required to contribute to a low carbon future through energy-efficient design and, where appropriate and viable, through the provision of renewable and low carbon energy generation associated with the development;
- Additionally, from 2016, development will be required to contribute to carbon reduction on-site, near-site or off-site through Allowable Solutions in line with national policy and guidance on zero carbon development. The Central Lincolnshire Authorities are committed to developing policy guidance for defining and delivering Allowable Solutions as part of the Local Plan process;

Development proposals must demonstrate how they meet these requirements as part of the Statement of Design Quality required under Policy CL26 (Design Quality).

### District Heating/CHP

- Proposals for new residential and commercial development will, where appropriate and viable, be expected to incorporate or connect to a Combined Heat and Power (CHP) or district heating network, particularly generators that use sustainably sourced fuels;
- Proposals for electricity generating stations that also generate waste heat must demonstrate that consideration has been given to the feasibility of distributing the waste heat to existing and proposed residential and commercial developments using district heating or CHP.

### Community Schemes and Micro-generation

- Support will be given to community-led renewable and low carbon energy and heat generation projects where these are consistent with the assessment criteria for energy infrastructure proposals set out in this policy;
- Planning permission, where required, will normally be granted for proposals for micro-generation technologies, provided that any adverse impacts can be acceptably mitigated;

Proposals for energy infrastructure will be required to demonstrate that regard has been given to the following:

- How the development will contribute to the renewable energy targets set out in this policy;
- The renewable and low carbon energy opportunities and (where relevant) the District Heating Priority Areas identified by the Central Lincolnshire Energy Opportunities Map (or any subsequent replacement);
- Any adverse impacts of the development, including any long term, indirect, secondary and cumulative adverse impacts, and how these will be mitigated as part of the proposal.

**In determining such proposals, the Central Lincolnshire Authorities will give consideration to the benefits of the proposal to the local community and economy, including reducing fuel poverty, and to the assessment criteria set out in the National Policy Statements on Energy Infrastructure, or any subsequent replacement guidance.**

Explanation of Policy CL3:

4.39 Policy CL3 provides the planning framework for renewable and low carbon energy in Central Lincolnshire in line with national policy. It has 3 main components:

i) *Renewable and Low Carbon Energy Targets*

4.40 The targets for electricity and heat from renewable sources indicate the overall scale of change proposed in Central Lincolnshire, and are based on detailed analysis of deliverable potential from the various renewable technologies in the Central Lincolnshire Energy Study. For simplicity, the targets are expressed as percentages of the predicted total use of electricity and heat in Central Lincolnshire for 2026. In the case of electricity, the total figure will include electricity supplied from outside of the area via the National Grid, and the figure for renewable generation will include electricity exported via the Grid. The net balance of import and export of electricity, and the contribution from renewables within it, is a potentially complex issue, but the proposed approach is felt to be reasonable. To assist in understanding the targets and monitoring delivery, the figures can be translated into generating capacity in Gigawatt-hours (GWh) as follows:

<i>Target for 2026</i>	<i>% of total projected energy use in Central Lincolnshire, 2026</i>	<i>Generating capacity equivalent, 2026 (GWh)</i>
Electricity from renewable energy sources	60%	869 GWh
Heat from renewable energy	12%	333 GWh



sources		
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4.41 Generating capacity is the annual average figure. In comparing this with the generating capacity of different technologies, it is important to note that these operate with different load factors. For example, a wind farm may have a load factor of 25% which means it is operating at its rated output for 25% of the year. Therefore, the calculation to work out installed capacity in MW is:

Generating capacity in GWh/ (8,760hours x 0.25 load factor) x 1000

4.42 It is expected that the electricity target will be met by the installation of a number of different technologies. Whilst it is difficult to predict the proportion in which technologies will come forward, it is useful to present a scenario to demonstrate how the Central Lincolnshire Authorities might reasonably meet the target as follows:

**ILLUSTRATIVE SCENARIO FOR DELIVERING CENTRAL LINCOLNSHIRE'S 60% RENEWABLE ENERGY TARGET**

The Sleaford Renewable Energy Plant is likely to be operational by 2013. The plant has an annual average capacity of 38 MW and a load factor of around 80%. Therefore, the annual output will be about 266 GWh:

$$\text{GWh} = \text{MW annual average capacity} \times (8,760 \text{ hours} \times 0.8 \text{ load factor}) / 1000$$

Assuming a wind farm consists of 10 turbines, with a turbine capacity of 2.5 MW, the annual average capacity would be 25 MW. Taking into account the 25% load factor, the annual output would be about 55 GWh:

$$\text{GWh} = \text{MW annual average capacity} \times (8,760 \text{ hours} \times 0.25 \text{ load factor}) / 1000$$

Therefore, based on the above figures, to achieve around half of the 60% renewable energy target for Central Lincolnshire would require 1 biomass plant and 3 wind farms.

*ii) Delivery approaches and requirements*

4.43 Policy CL3 also sets out the main approaches and requirements for delivering the energy targets. These have been outlined in the introductory text, but the following additional points are noted in relation to zero carbon development.

4.44 Zero carbon development will play a significant role in the delivery of renewable and low carbon energy through the requirements it places on new development. Specifically, both Carbon Compliance and Allowable Solutions are expected to require the provision of renewable and low carbon energy to meet overall carbon performance under Building Regulations. Policy CL3

defines the role of the Local Plan in relation to zero carbon development in the period before and following its introduction for new domestic and non-domestic development from 2016 and 2019 respectively.

4.45 Policy CL3 does not identify specific energy or carbon targets for new developments ahead of the proposed changes to Building Regulations, as this is considered too onerous and restrictive at this time. However, development will be required to demonstrate the best achievable level of performance during the run-up to 2016/19 as well as after. Compliance will be assessed via the Statement of Design Quality required under Policy CL26, as there are likely to be significant implications for the design of development that need to be addressed as part of the design process. Further details are contained in the Explanation of Policy CL26 and Appendix K.

4.46 The Central Lincolnshire Authorities intend to develop further planning policy and/or guidance on Allowable Solutions as part of the Central Lincolnshire Local Plan once the approach has been clarified nationally. It is envisaged that this will cover the local requirements and how they will be met, including any proposed developer contributions.

*iii) Assessing and mitigating the impact of energy proposals*

4.47 The third component of Policy CL3 is assessing the impact of energy proposals and infrastructure in the development management process. Specifically, it details what proposals must demonstrate, and the assessment criteria that will be applied, in line with national policy. At the time of writing, these are as set out in the National Policy Statements (NPSs) for nationally significant infrastructure, including energy generation infrastructure. There are six approved NPSs for energy infrastructure, including an overarching one for Energy (EN-1) and one for Renewable Energy Infrastructure (EN-3).

Policy CL3 will be implemented by:

- Partnership working
- Promoting renewable and low carbon sectors of economy and links with new development
- Promotion of Energy Services Companies (ESCOs)
- Development management
- Development of further guidance

## 5: GROWING CENTRAL LINCOLNSHIRE

5.1 Central Lincolnshire has seen major housing and economic growth in recent decades and was the fastest growing population in the East Midlands region between 1996 and 2006. While the subsequent recession has impacted on the local and national economy, new homes and jobs are very much needed and projected to increase significantly to 2031 and beyond. The Core Strategy supports and guides the delivery of this growth.

5.2 Sustainable growth will maintain and improve Central Lincolnshire's economic performance and quality of life. It can bring major benefits to the area, including increased and diversified job opportunities, a broader mix of housing and additional services facilities and infrastructure improvements.

5.3 The Core Strategy and the Local Plan will not only support growth, it will ensure it will be sensitive to and will make the best use of Central Lincolnshire's unique environment, including its natural and heritage assets. The Central Lincolnshire Authorities will plan positively and collaboratively to achieve this, fostering strong relations with all stakeholders who can influence and guide the delivery of sustainable new development in Central Lincolnshire and in neighbouring areas.

### THE CENTRAL LINCOLNSHIRE GROWTH AGENDA – CONTEXT

5.4 The Central Lincolnshire Authorities have been working together for several years to develop and implement a growth strategy for the area. In relation to spatial planning, this partnership work focused initially on Lincoln as the main centre in Central Lincolnshire with a wide sphere of influence. Specifically, a growth strategy was prepared for a defined area - termed the Lincoln Policy Area - covering Lincoln and its hinterland. The strategy, including growth objectives and other planning policies, was incorporated into the then adopted Lincolnshire Structure Plan (2006) and subsequently updated through the East Midlands Regional Plan (2009). The cross-boundary issues considered in the Regional Plan led to the conclusion that working at the Central Lincolnshire level would be an appropriate progression of the joint working already undertaken.

5.5 Central Lincolnshire's ambition for growth is reflected in a significant part of the area benefitting from Growth Point status. The Lincoln Policy Area Growth Point was designated in October 2006 and the Gainsborough (West Lindsey) Growth Point was designated in July 2008. Whilst Growth Points are discontinued as a funding mechanism, funding has and will continue to support understanding and meeting the needs of the area. The Lincoln Policy Area Growth Point and proposed programme of development was embedded in the policies and housing targets of the East Midlands Regional Plan (2009). The Gainsborough (West Lindsey) Growth Point post-dated the Regional Plan, and has therefore been addressed as part of the preparation of the Core Strategy.

5.6 Central Lincolnshire and its economy exist as part of a wider geographical area that influences the patterns of economic activity and development pressure, as

well as its markets for jobs and housing. The Core Strategy seeks to ensure that the implications of proposed growth in adjoining areas, and the opportunities this provides are fully considered.

5.7 The *Sustainable Futures – Portrait of Place* Study considered the role and function of Central Lincolnshire's settlements taking account of key influences, particularly from major settlements outside of the Central Lincolnshire administrative area. Figure 5 below shows indicative spheres of influence which are useful in demonstrating the "pull" or attraction of settlements in meeting day to day needs of communities and businesses within and outside the area.

5.8 Newark-on-Trent (in Newark & Sherwood district), Grantham (in South Kesteven district) and Nottingham (as part of the 3 Cities of Nottingham, Derby and Leicester) are also Growth Points. The Central Lincolnshire Authorities have identified and explored shared issues and opportunities on strategic matters which influence the delivery of growth and offer mutual improvements for residents and business in all areas. These are considered in more detail in the *Statement of Compliance with the Duty to Cooperate*.

5.9 Local Enterprise Partnerships (LEPs) are a significant opportunity for the public and private sector to work together on economic issues and opportunities in pursuit of economic growth. LEPs have to funding streams such as the Growing Places Fund and can support businesses in accessing funding such as the Regional Growth Fund which can be used overcome barriers to economic growth. Central Lincolnshire forms a majority part of the Greater Lincoln Local Enterprise Partnership area and is a focus for a number of capital and research-based projects designed to support growing existing businesses and attracting new businesses to the area.

5.10 The Humber Banks Local Enterprise Partnership includes two enterprise zones and borders the northern boundary of Central Lincolnshire and the Lincolnshire LEP area. Scunthorpe, Grimsby, and the banks of the River Humber are expected to experience significant economic growth, generating new employment opportunities in the engineering, manufacturing and logistics sectors capitalising on the demand for renewable energy technologies in its coastal location. With the M180, the A1, and local improvements in local transport network such as the Lincoln Eastern Bypass and improvement to the A46, there are opportunities for Central Lincolnshire's residential and business communities to support this growth and share in its benefits.

5.11 The Central Lincolnshire Authorities will work with the LEPs and other agencies to achieve a growing economy, with a good proportion of well paid and skilled jobs. Supporting the delivery of the of the Core Strategy and Local Plan is the wider Central Lincolnshire Partnership (CLP), which pools expertise from key professions such as housing, the economy and infrastructure delivery for all four Local Authorities, working together to established shared strategies and actions. The CLP has prepared the **Central Lincolnshire Economic Development Delivery Plan** which sets out shared priorities and actions to provide a coordinated and focused economic strategy for Central Lincolnshire. Key to the work is a strategic framework constructed around the following four clear objectives:

1. The creation of the conditions for investment
2. Delivery of town and city centre resilience
3. Ensuring the availability of skilled workforce
4. Securing new investment in Central Lincolnshire

5.12 The CLP has also produced the **Central Lincolnshire Housing Growth Strategy** which seeks to guide and coordinate the Central Lincolnshire Authorities work in supporting the delivery of the homes needed in the area. This is guided by the following objectives:

1. Deliver sustainable housing growth
2. Deliver affordable housing
3. Meeting the diversity of needs including older persons
4. Maintain and improve the housing stock and bring empty properties back into use
5. Deliver quality and efficiency in new housing stock
6. Maintain a robust and up to date housing evidence base

5.13 Both the Central Lincolnshire Housing and Economic strategies look at a rolling five year period and include action plans setting out key projects and actions designed to support delivery. The objectives will be used to coordinate activities to allow the greatest return on the investment of public sector resources in driving the implementation of the Central Lincolnshire Local Plan. The work of the Central Lincolnshire Partnership in facilitating the delivery of growth is considered in more detail in the Implementation Strategy included at Appendix G.

5.14 A key role of the Core Strategy is to define the overall level of growth in Central Lincolnshire between 2011 and 2031. This is to ensure that sufficient new housing and employment land are planned to meet Central Lincolnshire's needs and growth aspirations. It also forms the basis for decisions on where this growth should be located to ensure Central Lincolnshire and its communities can become more sustainable. The policies in this plan will seek to ensure that sustainable growth can be delivered in Central Lincolnshire whilst safeguarding and drawing maximum benefit from the area's unique natural and historic environment.

## **SPATIAL STRATEGY FOR GROWTH**

5.15 The East Midlands Regional Plan (2009) seeks to concentrate growth in the main urban areas with growth elsewhere to support local needs. In relation to Central Lincolnshire it identifies the Lincoln Principal Urban Area<sup>1</sup> as the primary location for growth followed by Gainsborough and Sleaford as main towns and

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<sup>1</sup> The built up area of Lincoln, North Hykeham Waddington and Bracebridge Heath

thereafter Market Rasen and Caistor as smaller towns. It supports meeting the needs of other rural communities through new development where it can maintain their character, add to their vitality and improve access to services and jobs.

5.16 This strategy of urban concentration has been tested locally by seeking the views of stakeholders for alternative patterns of growth through consultation on the Core Strategy Issues and Options and considering the broad sustainability of alternative growth distribution scenarios through the *Sustainable Futures – Blueprint for Growth Study*. The majority view of the consultation responses supported a growth strategy focusing on Lincoln, Gainsborough and Sleaford with some growth in other settlements to support local needs. Evidence including the *Sustainable Futures - Blueprint for Growth* also concluded that this would be the most sustainable strategy for the growth of Central Lincolnshire. It reiterated the associated opportunities to regenerate urban areas, to provide jobs and new homes in accessible locations and focusing infrastructure improvements where they will have the greatest effect in terms of improving and generating new residential and business environments and efficiently unlocking new development.

5.17 Outside of the main urban areas of Lincoln, Gainsborough and Sleaford, Central Lincolnshire's smaller towns and villages vary in size, demography and accessibility. They have different issues that will need to be addressed and have a range of local opportunities that will need to be realised if they can develop socially, economically and environmentally into more sustainable communities. Every town and village and neighbourhood plays a part in how Central Lincolnshire functions and performs sustainably. The need for new homes, economic growth and investment in infrastructure is Central Lincolnshire wide. Each community therefore needs to make its own contribution towards the delivery of a more sustainable Central Lincolnshire through proportionate, appropriate and sustainable development.

5.18 Through the *Sustainable Futures Studies*, the Central Lincolnshire Authorities have considered all the different types of communities that make up the area and sought to understand the different roles and relationships that exist. The Studies identify that the relationship between settlements can be understood by the degree of attraction or support they offer to each other, recognising that they are related. This *attraction* relates to their function in providing services and employment, whereas *support* applies to settlements that are primarily residential and whose residents are likely to need to travel elsewhere to meet their employment and service needs. Figure 6 illustrates these relationships and identifies six types of settlements that make up Central Lincolnshire and have influence in neighbouring areas:

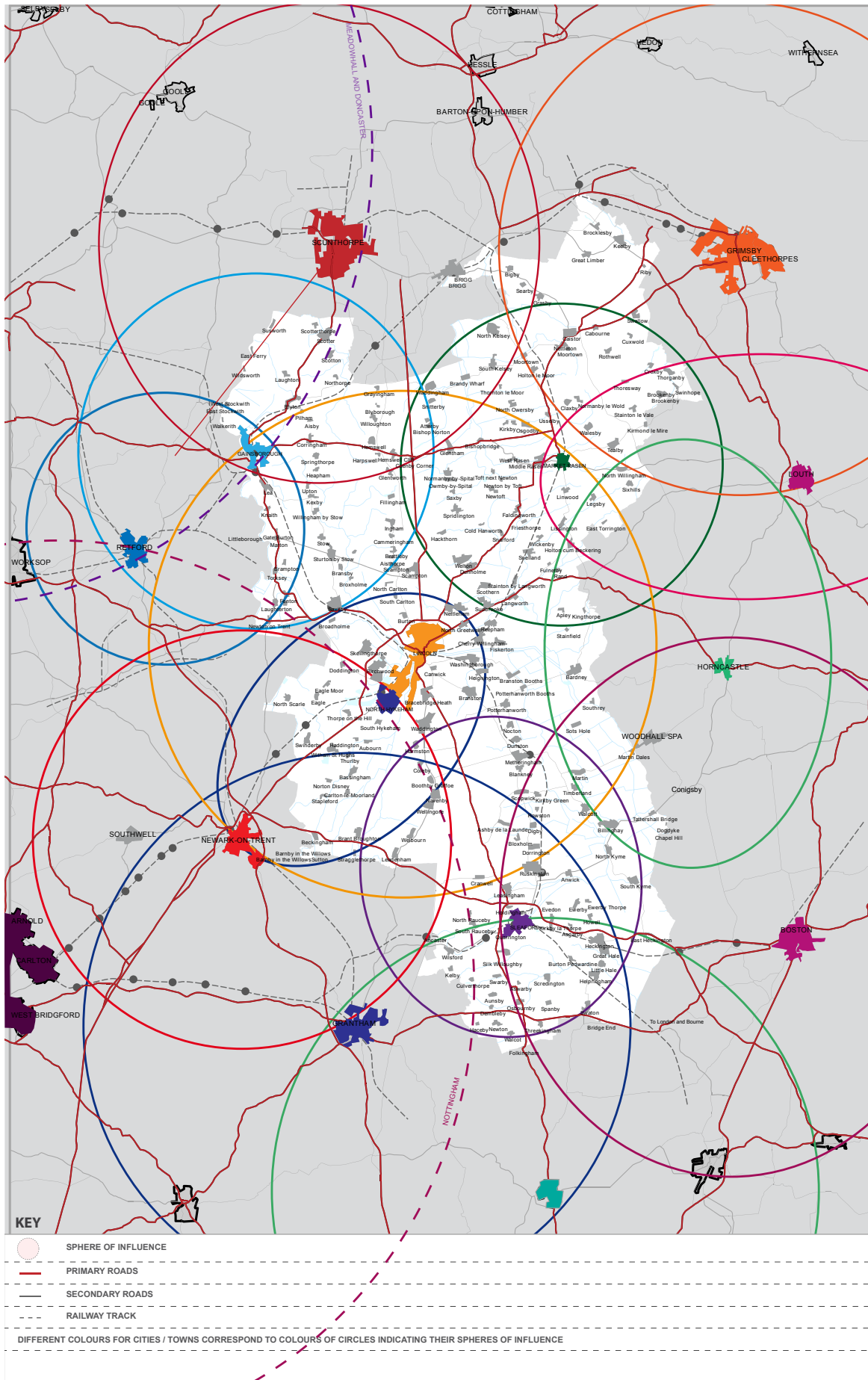
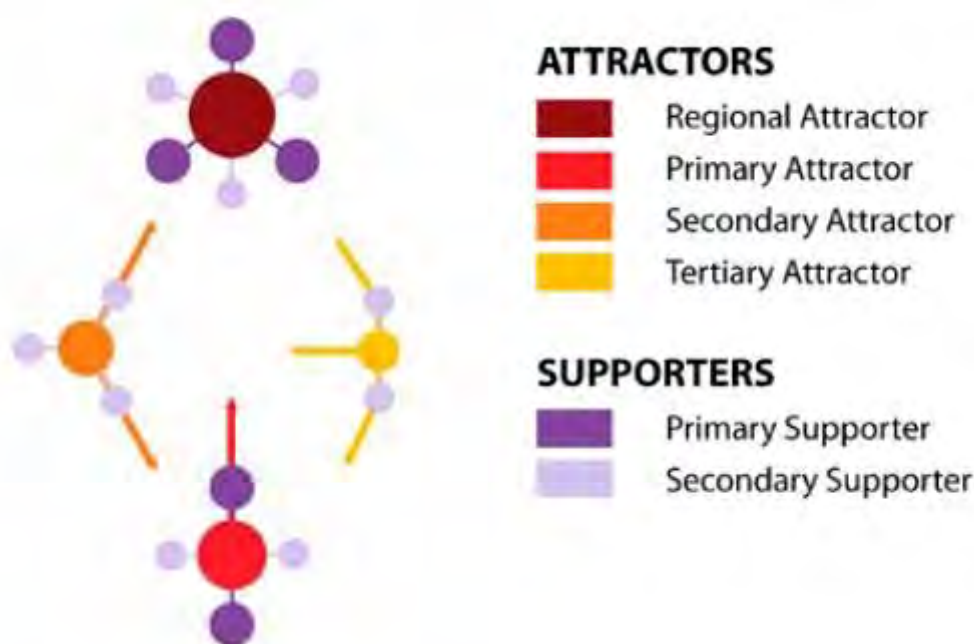


Figure 5: Spheres of influence Affecting Central Lincolnshire

**Figure 6: Central Lincolnshire Settlement Role and Relationship Diagram**



Source: *Sustainable Futures – Portrait of Place (AECOM, 2011)*

5.19 Considering communities in this way allows us to better understand how, individually or as clusters or groups, they could change and become more sustainable. A community could fall within a certain role now but, subject to community aspirations and conformity with the policies contained within the Local Plan, there may be opportunities to change its current role by using growth or not to address local issues and take opportunities. The six roles and relationships are set out in the table below, which also identifies opportunities to sustainability

**Table 2: Central Lincolnshire Settlement Roles and Relationships**

Settlement Typology	Role and Relationship	Sustainability Opportunities
REGIONAL ATTRACTOR  Lincoln, including the wider Lincoln Principal Urban Area but recognising the individual roles of North Hykeham,	City or Principal Urban Area with a regional and nationally significant economic and cultural draw attracting residents from surrounding areas for employment, entertainment, shopping and other activities. All needs could be met within the settlement. Key role in driving growth in Central Lincolnshire	See Lincoln Area chapter.



Waddington and Bracebridge Heath		
PRIMARY ATTRACTOR  Gainsborough and Sleaford	These are towns which have significant potential for growth. They have local employment opportunities and shopping and community facilities focused around a town centre and neighbourhood centres to allow the majority of resident's needs to be met locally. However the enhanced level of employment, shopping and leisure opportunities of the Regional Attractor remains a draw for residents. Primary attractors have a key role in supporting Lincoln in driving economic growth in Central Lincolnshire.	See Lincoln, Gainsborough and Sleaford Areas chapters.
SECONDARY ATTRACTOR  Market Rasen and Caistor	Small Towns which may have the potential to become a Primary Attractor. They have a lower residential population than Primary Attractors but offer local retail, leisure and services and limited local employment.	<ul style="list-style-type: none"> <li>• Maintain and enhance role in providing local services and employment and supporting rural communities in the north of Central Lincolnshire</li> <li>• Improve connections with Attractors including Gainsborough, Lincoln, Grimsby and the Humber Banks to enhance local economic opportunities</li> <li>• Improve connections with "Supporters" to maintain the viability of local services.</li> <li>• Develop and enhance the cultural and tourism offer through heritage and environmental assets.</li> </ul>
TERTIARY ATTRACTOR	Small villages that act as local service centres in rural areas. They have basic amenities which can include small scale shopping uses such as	<ul style="list-style-type: none"> <li>• Maintain and enhance role in providing local services and supporting surrounding villages through the development of cluster networks across Central</li> </ul>

	<p>pub/restaurant, post office or health care facilities. They serve basic day to day needs of nearby villages, but residents are attracted to larger settlements particularly for employment, retail and leisure.</p>	<p>Lincolnshire.</p> <ul style="list-style-type: none"> <li>• Improve connection with Attractors within and outside Central Lincolnshire</li> <li>• Improve connections with “Supporters” to maintain the viability of local services.</li> <li>• Where needed use growth as a mechanism to maintain the viability of local services and facilities and to improve housing affordability.</li> <li>• Encourage effective use and reduce consumption of energy and water resources</li> <li>• Invest in improvements in weaknesses in the broadband network</li> </ul>
<p><b>PRIMARY SUPPORTER</b></p>	<p>Large villages located on the outskirts of and well connected to a Regional or Primary attractor. They can have basic amenities similar to those of Tertiary Attractor’s but mainly residential in character and residents are drawn to the Primary or Regional Attractors for the majority of their retail, leisure and employment needs.</p>	<ul style="list-style-type: none"> <li>• Improving connections to Regional, Primary, Secondary and Tertiary Attractors through public transport, walking and cycling to lessen the impact of commuting</li> <li>• Ensuring proportionate local services are provided and maintained within the settlement or part of a cluster to lessen the need to travel.</li> <li>• Use growth where appropriate to address housing affordability issues</li> <li>• Maintain a sense of community and local identity.</li> </ul>
<p><b>SECONDARY SUPPORTER</b></p>	<p>The smallest and rural villages and hamlets which lack the majority of services to meet any day to day needs locally. Residents travel to Attractors to meet their basic needs but enjoy a tranquil environment.</p>	<ul style="list-style-type: none"> <li>• Improve Regional, Primary, Secondary and Tertiary Attractors with increased emphasis on building cluster relationships with Tertiary Attractors</li> <li>• In appropriate locations, use growth to support the generation and retention of basic services locally.</li> <li>• Invest in improvements in weaknesses in the broadband network</li> </ul>

5.20 The Spatial Strategy seeks to guide the delivery of sustainable growth. The policies in this plan will seek to ensure this is achieved through all communities benefitting from the major growth of Lincoln as the Regional Attractor and Gainsborough and Sleaford as Primary Attractors and the opportunities that this brings. The detailed Area chapters for the main urban areas set out policies which carry forward the vision and proposals identified through the Lincoln, Gainsborough and Sleaford Masterplans.

5.21 Smaller Towns such as Caistor and Market Rasen (Secondary Attractors) and villages (Tertiary Attractors and Supporters) will also have a major role in meeting the needs of the residential and business communities locally and as networks across Central Lincolnshire. However, the Central Lincolnshire Authorities are mindful that if growth is to be sustainable in smaller communities, local people will need to influence and potentially lead it to ensure needs are addressed and opportunities taken as individual communities or though working together as clusters. The Core Strategy therefore does not define the roles of all communities below Secondary Attractor level. Instead, through the site allocations process, the Central Lincolnshire Authorities will work with communities to understand their role together with any local opportunities where growth could be used to drive improvements in sustainability. Based on an understanding of key Sustainability Indicators, the *Sustainable Futures – Portrait of Place* looks at Central Lincolnshire communities and suggests what role they currently play.

5.22 In seeking to allocate land for development within the Local Plan review, the Central Lincolnshire Authorities will seek work with communities to define their role within the typologies identified and assess the potential for growth to improve their sustainability where appropriate and consistent with the Core Strategy's objectives and growth strategy. Key to understanding sustainability are the connections between places, as represented on the Central Lincolnshire Key Diagram.

## **PROVIDING NEW HOMES AND ECONOMIC GROWTH**

5.23 To realise the Central Lincolnshire Growth Agenda 42,000 new homes will be planned for between 2011 and 2031. This level of housing provision will seek to meet demonstrated housing needs including allowance for a significant contribution towards affordable housing.

5.24 This dwelling led strategy will enhance the roles of Lincoln as a Regional Attractor and Gainsborough and Sleaford as Primary Attractors, providing a diverse mix of high quality new homes will house a growing and resilient workforce in attractive residential environments.

5.25 Targets for housing and economic growth have been set for the three main urban areas informed by an understanding of urban capacity and deliverability up to 2031. Detailed policies which allocate strategic sites and guide sustainable growth in Lincoln, Gainsborough and Sleaford are set out in the specific Area chapters of the Core Strategy.

5.26 The Central Lincolnshire Core Strategy housing provision is consistent with that proposed in the Regional Plan (2009). However, in recognition of the need to for a long term strategy for the area, the requirements have been extended by five years, with the new homes delivered in Central Lincolnshire between 2006 and 2011 subtracted, as set out in the table below:

**Table 3: Housing Provision**

	Regional Plan 2006-2026	Regional Plan 2006-2031	Completions 2006-2011	Core Strategy 2011-2031	Rounded Core Strategy 2011-2031
Lincoln PUA	19,800	24,750	TBC	TBC	TBC
Gainsborough	20,800	26,000			
Sleaford					
Rural					
Central Lincolnshire	40,600	50,750			

5.27 The Central Lincolnshire Authorities will work together and with key agencies to achieve an uplift in the levels of growth historically achieved in the area over the Core Strategy period. They will do this through coordinated housing and economic strategies and focused investment in infrastructure needed to unlock development to be coordinated through the Central Lincolnshire Infrastructure Delivery Plan and Central Lincolnshire Partnership.

5.28 It is recognised that the level of housing delivery proposed in Central Lincolnshire between 2011 and 2031 will be challenging. However, planning for this level of growth over a 20 year period will allow the Central Lincolnshire Authorities to allocate and deliver a range of sites of varied size and type and in different locations. A varied land supply which includes a range of both greenfield and brownfield sites will be crucial in ensuring delivery and sustainable development in current and improved economic conditions.

5.29 The targets for the three main urban areas are informed by an assessment of land availability drawn from the Central Lincolnshire Strategic Housing Land Availability Assessment (SHLAA). Following this approach leaves a remaining 10,000 homes to be distributed in the Rural Area to meet local needs and to be used to enhance the sustainability of communities. This requirement will be distributed in consultation with local communities through the site allocation process and will allow for communities to develop their own aspirations for their areas either through the preparation of Neighbourhood Plans or through positive engagement in the development of the Central Lincolnshire Local Plan.

## **Policy CL4 – Level and Distribution of Growth**

The Central Lincolnshire Authorities and their partners will pursue a sustainable growth strategy for Central Lincolnshire that delivers an uplift in the levels of growth achieved historically in the area, to provide homes and jobs in line with identified needs, regenerate places and communities, and support necessary improvements to facilities, services and infrastructure. Provision will be made for around 42,800 new dwellings and for around 210 ha of employment land over the plan period 2011 – 2031, distributed as follows:

- 1. Lincoln Principal Urban Area – to significantly strengthen the role of Lincoln as a Regional Attractor and to meet Lincoln’s Growth Point objectives and regeneration needs, Lincoln will be the principal focus in Central Lincolnshire for new development, including retail, leisure, cultural, office and other employment development appropriate to Lincoln’s role, and will accommodate approximately 44% of Central Lincolnshire’s housing development over the plan period. Growth will be focused in and adjoining the Lincoln Principal Urban Area [the Principal Urban Area is defined as the existing built up area of Lincoln, North Hykeham, Waddington and Bracebridge Heath as shown in Appendix I] through a combined strategy of urban regeneration and sustainable urban extensions, as detailed in the Core Strategy’s policies for the Lincoln area;**
- 2. Gainsborough - to maintain and enhance the role of Gainsborough as a Primary Attractor and to meet the objectives for regeneration and new housing in the Gainsborough Masterplan and Growth Point, Gainsborough will be the focus for significant employment growth and will accommodate approximately 23% of Central Lincolnshire’s housing development over the plan period. Growth will be focused in and adjoining the Gainsborough Urban Area [The Gainsborough Urban Area is defined as the settlements of Gainsborough, Lea and Morton as shown in Appendix I] through a combined strategy of urban regeneration and sustainable urban extensions, as detailed in the Core Strategy’s policies for the Gainsborough area;**
- 3. Sleaford – to maintain and enhance the role of Sleaford as a Primary Attractor and to support the objectives of the Sleaford Masterplan, Sleaford will be the focus for significant local employment generating development and will accommodate approximately 10% of Central Lincolnshire’s housing growth over the plan period. Growth will be focused in and adjoining the settlement of Sleaford [the Sleaford Urban Area as shown in Appendix I] through a combined strategy of urban regeneration and sustainable urban extensions, as detailed in the Core Strategy’s policies for the Sleaford area;**
- 4. Smaller Towns and Rural Settlements – to support the role of Market Rasen and Caistor as Secondary Attractors and to promote sustainable and prosperous communities elsewhere across the rural area of Central Lincolnshire, sufficient development will take place to meet identified local need for houses and jobs where this can be achieved sustainably. These settlements will collectively accommodate approximately 22% of Central**

### Lincolnshire's housing growth over the plan period.

The allocation of sites for housing, employment and other uses in the Central Lincolnshire Local Plan will be made in accordance with this strategic approach to growth and with the other policies in this Core Strategy, having regard to evolving opportunities, constraints and local aspirations. In relation to housing and employment, the following targets will apply:

<b>SETTLEMENT</b>	<b>Number of new dwellings, 2011/12-2030/31, and area to which target relates</b>	<b>Area of employment land, 2011/12 – 2030/31, and area to which target relates</b>
<b>Lincoln</b>	<b>18,800 dwellings in and adjacent to the Lincoln Principal Urban Area</b>	<b>140 ha in and adjacent to the Lincoln Principal Urban Area</b>
<b>Gainsborough</b>	<b>10,000 dwellings in and adjacent to the Gainsborough Urban Area</b>	<b>25 ha in and adjacent to the Gainsborough Urban Area</b>
<b>Sleaford</b>	<b>4,500 dwellings in and adjacent to the Sleaford Urban Area</b>	<b>20 ha in and adjacent to the Sleaford Urban Area</b>
<b>Smaller Towns and Rural Settlements</b>	<b>9,500 dwellings</b>	<b>25 ha</b>
<b>TOTAL</b>	<b>42,800 dwellings</b>	<b>210 ha</b>

Development relating to each settlement will be distributed in accordance with the relevant area-based policies and other policies in the Core Strategy.

The individual settlement roles and growth targets for the Smaller Towns and the Rural Settlements will be reviewed and defined in the ongoing review of the Local Plan, having regard to the aspirations of local communities and the Government's localism agenda.

#### Explanation of Policy CL4:

5.30 This policy essentially carries forward much of the growth strategy set out in the Regional Plan, though with appropriate updating and revisions to account for a more up-to-date assessment of capacity and deliverability within the three main urban areas. A detailed Housing Trajectory which projects housing delivery up to 2031 is included at Appendix J and sets out the contribution made each of the main urban areas, the rural and the proposed sustainable urban extensions.

#### Policy CL4 will be implemented by:

- Site allocations in the Local Plans
- Community-led Neighbourhood Plans
- Development management by the partner authorities

- Housing and Economic Strategies prepared through the Central Lincolnshire Partnership
- Masterplan for Lincoln, Gainsborough and Sleaford
- Masterplanning for large Sustainable Urban Extensions
- Investment in infrastructure coordinated through the Central Lincolnshire Infrastructure Delivery Planning process.

## **MANAGING THE RELEASE OF LAND FOR HOUSING & EMPLOYMENT**

5.31 The Local Plan seeks to ensure that sufficient land is available for new housing and employment development over the course of the plan period. This is achieved through a combination of linked activities, including:

- Allocating land for development
- Monitoring the delivery of new homes and employment development against Local Plan targets
- development management decisions on specific proposals
- Maintaining an up to date assessment of suitable, available and achievable land through the Central Lincolnshire SHLAA and the Employment Land Review.
- Coordinating investment in infrastructure to unlock development sites and to keep development under construction, through the Central Lincolnshire Infrastructure Delivery Plan.

5.32 To achieve the challenging growth targets and meet the needs of the area a range of sites, greenfield and brownfield small and large will be required. However it is also important to ensure that regeneration is achieved through the regeneration of brownfield sites in the main urban areas and that greenfield sites are not brought forward at their expense due to the cost of development.

### **Policy CL5 – Managing the Release of Land for Housing and Employment**

**The availability of sites for housing and employment will be kept under review to maintain a constant supply of sites to meet the overall targets for Central Lincolnshire as set out in Policy CL4.**

**In managing the release of sites for development, including the determination of planning applications, the Central Lincolnshire Authorities will have particular regard to the following alongside the other policies in the Local Plan:**

- 1. the requirement to maintain a 5 year supply of deliverable housing sites plus an additional buffer of 20% as set out in the National Planning Policy Framework;**
- 2. prioritising the use of previously-developed sites ('brownfield' sites) in sustainable urban locations to: deliver regeneration objectives; maximise the use of existing infrastructure and services; reduce the need for travel by car; and reduce loss of farmland and other greenfield land to development;**

- 3. the need to achieve a balanced distribution of new development across Central Lincolnshire, particularly in relation to the rates of delivery against the housing targets for the 3 main urban areas, and also between different parts of the rural area;**
- 4. the delivery rates and phasing of the sustainable urban extensions (SUEs) to Lincoln, Gainsborough and Sleaford, as proposed in the Core Strategy's policies for these areas;**
- 5. the contribution that sites can make to the delivery of infrastructure requirements identified in the Infrastructure Delivery Plan (IDP);**
- 6. the conservation and enhancement of Central Lincolnshire's environmental quality, including its natural and historic assets and the conservation of water and other natural resources.**

**Where appropriate, phasing plans for SUEs and other major development sites will be developed through future planning documents and site specific Masterplans in accordance with Policy CL7.**

#### Explanation of Policy CL5

5.33 Policy CL5 seek to prioritise the release of sites for development balanced against the need maintain a rolling 5 year supply of housing land that this suitable, available and achievable. It seeks to ensure that urban regeneration is achieved and the role of the main urban areas are enhanced by the development of brownfield sites developed in conjunction with masterplanned sustainable urban extensions as priority over the development of other greenfield sites.

Policy CL5 will be implemented by:

- Local Plan monitoring
- Updating and developing the Central Lincolnshire SHLAA
- Development management by partner authorities
- The Central Lincolnshire working with keys stakeholders to unlock barriers to the delivery of land through infrastructure delivery and overcome site specific constraints.

#### **CRITERIA FOR ALLOCATING SITES**

5.34 Alongside Policy CL5, the Central Lincolnshire Authorities wish to provide clarity in the Core Strategy on how sites will be assessed when being considered for allocation in the Local Plan for housing or employment. Allocations for housing and employment and mixed use will be required across all the types of community identified in Central Lincolnshire. The Central Lincolnshire Authorities will work with communities to understand the sites available in their areas and most sustainable opportunities to accommodate growth, where appropriate, through the site allocation process.



5.35 Policy 6 is supplemented by, and should be read in conjunction with, more detailed policies setting out the approach to development in each of the 3 main urban areas of Lincoln, Gainsborough and Sleaford together with the detailed policies which allocate individual Sustainable Urban Extensions.

#### **Policy CL6 – Site Allocation in Central Lincolnshire**

**In allocating sites for housing or employment, the following will be taken into account:**

- 1. Be located in or adjacent to the existing built-up area of the settlement and in accordance with the approaches to development set out in the Core Strategy for the Lincoln, Gainsborough and Sleaford areas;**
- 2. Be accessible and well-related to existing facilities and services;**
- 3. Be accessible by public transport, or, demonstrate that the provision of such services can be viably provided and sustained;**
- 4. Be the most sustainable in terms of impacts on existing infrastructure, or, demonstrate that appropriate new infrastructure can be provided to address sustainability issues;**
- 5. Not have adverse impacts that cannot be adequately addressed and mitigated on Central Lincolnshire’s environmental quality, including its natural, built and historic assets and landscape character;**
- 6. Not lead to the loss of locally important open space, green infrastructure, or community facilities, unless adequately replaced elsewhere;**
- 7. Have been subject to appropriate sequential testing and other planning policy requirements in relation to flood risk.**

#### Explanation of Policy CL6

5.36 This policy guides the selection of non strategic housing allocations in Central Lincolnshire, and seeks to ensure that the site allocation through the Local Plan are in the most sustainable locations

Policy CL6 will be implemented by:

- Site allocation in the Local Plan
- Development management
- Sustainability Appraisal

## SUSTAINABLE URBAN EXTENSIONS

5.37 The delivery of large Sustainable Urban Extensions is critical to achieving the sustainable growth of the main urban areas and will be fundamental to delivering the Central Lincolnshire Local Plan. The Lincoln, Gainsborough and Sleaford area sections of the Core Strategy include the following 8 strategic site allocations:

1. The Lincoln Western Growth Corridor
2. The Lincoln South East Quadrant
3. The Lincoln North East Quadrant
4. The Gainsborough Southern Neighbourhood
5. The Gainsborough Northern Neighbourhood
6. The Gainsborough Eastern Neighbourhood
7. Sleaford West Quadrant
8. Sleaford South Quadrant

5.38 These strategic locations for growth are identified on the Key Diagram area insets and are all expected to commence construction within the first five years of plan and are included as strategic allocations in the Core Strategy, as set out in the individual strategic site allocation policies contained within the Lincoln, Gainsborough and Sleaford Area chapters. Site boundaries for each SUE are identified on the Central Lincolnshire Authorities Proposals Map and detailed infrastructure requirements for each site are set out in the Central Lincolnshire Infrastructure Delivery Plan.

5.39 Sustainable Urban Extensions will deliver approximately 35% of Central Lincolnshire's housing growth. The Central Lincolnshire Authorities will work together and with the site proponents to ensure that all the sites commence construction and continue to be built out in phases over the plan period and beyond. A detailed masterplan will be prepared for each site through collaborative working arrangements between the developers, the Central Lincolnshire Authorities, communities and other stakeholders who can contribute towards the delivery of exemplar sustainable development.

### **Policy CL7 - Sustainable Urban Extensions in Central Lincolnshire**

**The Central Lincolnshire Authorities will ensure that sustainable urban extensions to Lincoln, Gainsborough and Sleaford are delivered through a coordinated and comprehensive approach to delivery in pursuit of the highest viable standards of development. To achieve this standard of development proposals for Sustainable Urban Extensions will be expected to demonstrate that they:**

- 1. Contribute to the achievement of sustainable development in Central Lincolnshire, including reductions in carbon emissions through appropriate design, energy infrastructure and other measures;**
- 2. Provide a suitable mix of uses including housing, employment, green infrastructure, community facilities (including providing for sport and**

recreation, arts and culture and to allow for social interaction), educational facilities and district centres determined by the specific needs of the location and consideration of the impact upon existing settlements including existing City, Town and District Centres;

3. Are fully integrated with the Main Settlement and with surrounding smaller settlements, creating new neighbourhoods with their own identity but enhancing the opportunities and services for existing communities where appropriate;
4. Provide a range of house types, sizes and tenures to meet current and future housing needs of Central Lincolnshire, 40% of which should be affordable where viable;
5. Provide and facilitate a range of employment opportunities, uses and types which can cater for local businesses needs, attract inward investment, support home working and allow for the changing nature of future employment in Central Lincolnshire and the locality;
6. Develop new communities through the establishment of appropriate measures to allow the community to shape the development, contribute to managing its long term sustainability and ensure that the development delivers appropriate opportunities for social interaction, through public buildings, open spaces and the design of new neighbourhoods;
7. Deliver safe and effective access and movement, both within the development and to the City and Town centres and adjacent communities, prioritising walking, cycling and public transport whilst acknowledging that some vehicular movements are inevitable, new development will therefore also be required to provide appropriate highway infrastructure and/or improvements to the existing highway network;
8. Have considered all forms of flood risk as early on as possible in the planning process (fluvial, surface water, ground water, sewer, reservoir & canal), to ensure that the development will not increase flood risk on and off site and that the use of sustainable drainage systems will be included in the development;
9. Ensure that the impact of the development on the environment is minimised through measures including Green Infrastructure, Sustainable Urban Drainage Systems, on and off site measures to mitigate the impact on biodiversity and minimising the use of non renewable resources;
10. Generate new neighbourhoods which are locally distinctive, maximise the value of heritage and natural assets and create an identity which is specific to the development but sympathetic to local character;
11. Meet any specific requirements set out in the Core Strategy and Local Plan.

**Planning applications for Sustainable Urban Extensions will be expected to be brought forward as phases of a comprehensive scheme and supported by evidence that demonstrates they meet the above criteria, this should include:**

- 1. A detailed Masterplan for the whole site to facilitate a comprehensive scheme;**
- 2. A detailed Phasing Plan which specifies the individual phases of development and the anticipated rate of delivery informed by the Central Lincolnshire Infrastructure Delivery Plan and the overall levels of growth necessary in Central Lincolnshire;**
- 3. A detailed Transport Assessment and associated Travel Plan prioritising walking, cycling and public transport;**
- 4. An appropriate Health Impact Assessment;**
- 5. Evidence which considers any detrimental impact and enhancements to the landscape setting of the City or Town, environmental and heritage features on and adjacent to the site, including listed buildings, Scheduled Ancient Monuments other archaeological features and areas of biodiversity interest;**
- 6. Retail Impact Assessment, to consider the implications of any proposed District Centre on the City or Town Centres and the role that new centre will play in the overall retail hierarchy;**
- 7. A Green Infrastructure and Ecological Assessment to illustrate how the development will maximise opportunities to enhance the wider area, through new opportunities and protecting existing assets;**
- 8. An energy supply and usage assessment informed by the Central Lincolnshire Energy Study which minimises energy requirements and prioritises renewable energy sources where appropriate;**
- 9. A detailed Flood Risk Assessment incorporating an assessment of the opportunity to create comprehensive Sustainable Urban Drainage Systems and informed by the Green Infrastructure and Ecological Assessment;**
- 10. A detailed Contaminated Land Investigation;**
- 11. A comprehensive assessment of site specific infrastructure requirements informed by evidence including, but not limited to, the Central Lincolnshire Infrastructure Delivery Plan.**

#### Explanation of Policy CL7

5.40 Policy CL7 set outs the Central Lincolnshire Authorities' expectations for SUES in Central Lincolnshire. It will ensure that strategic developments are brought

forward in a planned and consistent manner, are fully integrated with the main urban areas, and that the mix and quality of development delivered meets the needs of Central Lincolnshire and can enhance its overall sustainability. The policy sets out the range detailed assessment that the developer will need to undertake collaboratively.

Policy CL7 will be implemented by:

- Detailed Masterplans for each site prepared in collaborative manner
- Development management by partner authorities
- Collaborative working on the delivery of infrastructure through the Central Lincolnshire Infrastructure Delivery Plan.

## **NEIGHBOURHOOD PLANNING**

5.41 The Localism Act 2011 allows communities to shape development in their areas through the preparation of Neighbourhood Plans. They can be used as an opportunity to develop a shared vision to guide the delivery of the sustainable development they need. This can be achieved either through establishing policies through Neighbourhood Plans or granting planning permission through Neighbourhood Development Orders or Community Rights to build.

5.42 The NPPF makes it clear that where communities wish to progress Neighbourhood Plans they must be in conformity with the strategic policies of the Local Plan and that the Neighbourhood Plan should plan positively to support them. In the case of Central Lincolnshire, all Neighbourhood Plans should be in conformity with all the policies of the Core Strategy and other appropriate policies of the Local Plan where these relate directly to the specific community. In line with the Central Lincolnshire growth agenda, Neighbourhood Plans can only be used as a tool to promote sustainable growth and plans which seek to restrict are unlikely to be successful.

5.43 In Central Lincolnshire a number of communities have received grant funding through the Communities and Local Government Neighbourhood Planning Front Runners Scheme, to date these include:

- Caistor
- Park Ward in Lincoln
- Billingham
- Saxilby
- LN6 in North Hykeham (Business Led)

5.44 All proposals are still in the early stages of development, and none have advanced sufficiently for them to be able to influence the Core Strategy. However it is likely that proposals may have advanced to influence the next stages of the Local Plan preparation and Neighbourhood Plans should be prepared in a manner that allows them to be read in conjunction with the Local Plan and form a valuable part of the Central Lincolnshire Development Plan.

## **Policy CL8 – Sustainable Communities and Neighbourhood Plans**

**As part of the strategy to promote sustainable communities throughout Central Lincolnshire, the Central Lincolnshire Authorities and their partners will support sustainable growth to meet local needs for housing, employment and other facilities, where this can be achieved in a sustainable and viable way.**

**The production of Neighbourhood Plans will be viewed positively as a mechanism for local communities to participate in planning their neighbourhoods. Such Plans will be tested for conformity with the Central Lincolnshire Local Plans and will be required to demonstrate with appropriate evidence that their proposals and policies enhance the sustainability of the settlement, and assist in delivering the Vision and Objectives for Central Lincolnshire as set out in the Core Strategy. Specifically, a Neighbourhood Plan should:**

- 1) Promote sustainable growth which meets demonstrated local economic, social and environmental needs; and**
- 2) Be informed by an appropriate understanding of the Neighbourhood Plan's infrastructure requirements and demands and not prejudice the ability to deliver infrastructure identified in the Central Lincolnshire Infrastructure Delivery Plan; and**
- 3) Be prepared through extensive engagement with a full cross section of those living and working in the area of the Neighbourhood Plan plus key stakeholders who will influence future development.**

### Explanation of Policy CL8

5.45 This policy guides the preparation of Neighbourhood Plans to ensure that they are positively prepared and can be found to be in conformity with the policies of the Central Lincolnshire Local Plan, as well as achieving a proportionate evidence base and appropriate engagement.

#### Policy CL8 will be implemented by:

- Informing the responses of the Joint Committee and partner authorities to Neighbourhood Plan proposals
- Providing guidance to Neighbourhood Plans inspectors on how Neighbourhood Plans relate to the Local and particularly the Spatial Strategy for Growth
- Positively prepared Neighbourhood Plans

## **INFRASTRUCTURE DELIVERY PLANNING**

5.46 Growth in Central Lincolnshire will need to be supported by appropriate infrastructure. This is why the Central Lincolnshire authorities have developed an

Infrastructure Delivery Plan (IDP) alongside the Core Strategy. The IDP aligns itself to the key themes in the Core Strategy and identifies what is required by when, how much this will cost, what funding there is available to pay for it and who is responsible for its delivery.

5.47 Developer contributions, particularly through the large urban extensions that are fundamental to our growth strategy, will benefit new and existing residents and help with infrastructure delivery. However, the viability of new development will, in part, determine what standards and level of provision can be achieved. In some cases there will be a need to prioritise infrastructure requirements and these priorities may change over time and as more detailed assessment is undertaken in relation to specific development types or locations. This is why the policy on infrastructure will point to the IDP, rather than identify in detail specific infrastructure items; it enables flexibility for infrastructure requirements to be monitored and reviewed through the Central Lincolnshire Partnership.

5.48 To help with the prioritisation process, the Central Lincolnshire Authorities will seek to classify infrastructure into the following broad categories:

- Critical – items that are critical to the delivery of the plan, for example major pieces of road infrastructure;
- Mitigating – items that are needed to mitigate the impact of specific developments that are critical to the Core Strategy, for example GP surgeries, open space and primary school provision;
- Strategic – items that are individually or together considered necessary to meet the Core Strategy objectives, for example the Witham Valley Country Park and Park and Ride; and
- Other – any other items that may indirectly support the Core Strategy that are likely to be items negotiated on site.

5.49 The Central Lincolnshire Planning Authorities will seek to introduce separate but aligned Community Infrastructure Levy (CIL) charging schedules to help fund infrastructure. However, it is crucial that the authorities pursue all funding streams available and continue to work with partners and stakeholders, such as developers, utility companies and health care providers, to help deliver against infrastructure requirements.

5.50 As identified above, there are pieces of infrastructure that will be critical to the delivery of the Core Strategy's Spatial Strategy for Growth in Central Lincolnshire. Examples include the proposed Lincoln Eastern Bypass and green spaces to prevent coalescence of settlements. Such infrastructure needs safeguarding from development where this would be harmful. Some policies within the plan, for example in the Quality Environment Chapter, will help to achieve this. However, policy CL9, in addition to identifying the approach that the authorities will take for infrastructure provision, seeks to ensure that a level of protection is afforded where it is not covered in other policies.

## **Policy CL9 - Infrastructure to Support Growth**

**The Central Lincolnshire Authorities will seek the delivery of relevant infrastructure to support new development in line with the Infrastructure Delivery Plan and appropriate evidence. Developers will be expected to play a full role in contributing to / delivering infrastructure and, where appropriate, this will include financial contributions through planning obligations and the Community Infrastructure Levy.**

**Where infrastructure items are identified as critical in the Infrastructure Delivery Plan, and on the Proposals Map, they should be protected from development, or the harmful effects of development, and their delivery safeguarded until such time as they are implemented or their delivery becomes unnecessary as a result of changing future circumstances. Where the latter is the case, the future use of the land required for their development will be considered within the context of other policies contained within the Local Plan, and the most relevant and appropriate up to date evidence, and the Authorities will seek to use any financial contributions on other appropriate infrastructure items within the area.**

### Explanation of Policy CL9

5.51 Policy CL9 sets out the Core Strategy's overall approach to infrastructure provision and delivery. Sustainable development is the key theme running through the Core Strategy and delivering appropriate infrastructure to support growth is key to achieving that.

The following policies are particularly important in providing further detail pursuant to Policy CL9:

- Policy CL10 (Transport)
- Policy CL11 (Health & Wellbeing)
- Policy CL24 (Green Infrastructure & Biodiversity)
- Policy CL25 (Managing Water Resources & Flood Risk)
- SUE Policies

5.52 The Infrastructure Delivery Plan will be monitored through the Annual Monitoring Report process under the responsibility of the Central Lincolnshire Partnership. This will allow changes to be made as necessary and appropriate, and provides ability to accommodate any changing future circumstances. Such circumstances would include new government policy, changes to available resources and funding arrangements / delivery mechanisms, new evidence, and delivery not happening in the manner expected at the time of producing the plan.

### Policy CL9 will be implemented by:

- production of an IDP
- other policies in the Core Strategy
- development of CIL charging schedules by the Central Lincolnshire Authorities



- pursuing all viable funding streams
- site allocation in the Local Plan
- development management decisions by the partner authorities
- linking the Local Plan with the strategies used to evidence the development of the IDP
- close partnership working with all partners and stakeholders
- monitoring and reviewing the IDP and changing requirements and priorities where this is supported by evidence

5.53 The Infrastructure Delivery Plan will be monitored through the Annual Monitoring Report process under the responsibility of the Central Lincolnshire Partnership. This will allow changes to be made as necessary and appropriate, and provides ability to accommodate any changing future circumstances. Such circumstances would include new government policy, changes to available resources and funding arrangements / delivery mechanisms, new evidence, and delivery not happening in the manner expected at the time of producing the plan.

## TRANSPORT

### Policy Context – Transport & Sustainability

5.54 National planning policy in the NPPF sets out the importance of sustainability in relation to transport, stating that:

- *“Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives”* (Para. 29);
- *“The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel”* (Para. 29); and
- *“Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion”* (Para. 30).

5.55 The most sustainable travel modes are walking, cycling and public transport, and whilst the Local Plan has little direct influence over issues such as public transport service provision it can: -

- Promote patterns of development that facilitate the use of sustainable modes of transport;
- create the conditions to generate or support a level of demand required to maintain, improve and enhance transport services and infrastructure;
- set out the Authorities’ approach to transport in new development; and
- identify transport infrastructure.

5.56 Inevitably, new development and an increasing population will result in higher demand for travel across Central Lincolnshire and there is a need to ensure this is managed in such a way that its adverse impacts can be minimised and mitigated. The Spatial Strategy for Growth promotes a sustainable transport pattern by focusing development in the main urban areas, where there are higher levels of public transport, transport infrastructure services and facilities. The level of development proposed will support services and facilities in the area by increasing demand from residents, businesses and visitors.

5.57 The promotion of sustainable and prosperous communities in smaller towns and rural settlements will also address the transport issues associated with a dispersed pattern of development, which can lead to increased reliance on the private car. Policy CL10, as set out below, therefore aims to ensure that:

- the necessary transport infrastructure is provided
- new development does not unnecessarily increase car use
- access to key services and facilities is maintained and enhanced
- opportunities for journeys to be made by a range of modes are maximised.

### **Transport Infrastructure**

5.58 Transport infrastructure requirements will be considered in more detail in the IDP, as part of wider infrastructure requirements relating to the area's growth. The IDP has been developed using evidence contained within documents such as the Local Transport Plan, the Lincoln and Gainsborough Transport Strategies, and the Lincoln, Gainsborough and Sleaford Masterplans. These documents contain packages of transport measures that will promote sustainable travel patterns through the provision of infrastructure and encouraging the production of travel plans. However, it is also appropriate to expect that transport assessments and plans for major developments will consider on site and mitigating infrastructure in more detail at the planning application stage. Developers will be expected to engage and agree with key stakeholders and public authorities the transport provision to be made both on and off site. The Sustainable Urban Extension Policies will provide further guidance regarding what is expected for these sites in this respect.

5.59 At the time of writing the Core Strategy, however, a number of specific transport schemes can be identified that are sufficiently progressed to provide some certainty of delivery, or are so fundamental to the Spatial Strategy for Growth, that they warrant identification now. These are considered in more detail on the area based chapters but include:

- the Lincoln Eastern Bypass
- the East-West Link road in Lincoln
- a new public transport interchange and Park and Ride in Lincoln

- junction and highway improvements in the south of Gainsborough.

## **Local Transport Plan**

5.60 The transport strategies and priorities for Lincolnshire are also set out in the 3rd Local Transport Plan (LTP) 2011/12 to 2012/13. This is prepared by the County Council and its partners and the objectives contained within it support the development of a sustainable, efficient and safe transport system, increasing the use of sustainable travel modes, protecting the environment, and improving access to key services. The fourth Local Transport Plan is currently being developed and, whilst it will be consistent with the achievement of Central Lincolnshire's growth agenda, there may be new principles and objectives arising from this that will need to be taken account when making decisions on new development. In addition the changes to highway funding arrangements may also have an impact that is difficult to take into account at this stage. The policy below, therefore, provides sufficient direction for the current situation whilst allowing for flexibility to deal with changes to future circumstances.

## **Parking Standards**

5.61 Parking standards can be used as part of a package of measures to promote sustainable transport choices as well as ensuring that local amenity is protected. The NPPF suggests setting local standards that take account of the accessibility of the development, the type, mix and use of development, local car ownership, and an overall need to reduce the use of high-emission vehicles.

5.62 Lincolnshire County Council has produced a parking standards document, which sets *"maximum levels of parking to be applied to new development and redevelopment sites and also to extensions to existing developments or where planning permission is sought for change of use"*. At the time of writing the Core Strategy, these parking standards are a material consideration in bringing new development forward. However, the Central Lincolnshire Authorities are working closely with the County Council to review car parking standards in the area through an appropriate policy mechanism. These will aim to accommodate the needs of residents, visitors and businesses, whilst encouraging the use of more sustainable travel modes and taking account of character and visual appearance and the safe operation of transport networks.

### **Policy CL10: Transport**

**The Central Lincolnshire Authorities will support and promote an efficient and safe transport network which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages use of alternatives such as walking, cycling and public transport. These could include measures such as reducing traffic speeds, removing through traffic, managing parking, the further development of strategic walking and cycling networks and providing additional infrastructure.**

**New development will be required to contribute to transport improvements in line with appropriate evidence, including the Infrastructure Delivery Plan, the**

**Local Transport Plan, area-based strategies and site-specific transport assessments to ensure that its impacts can be reduced and/or mitigated.**

**All new developments should have regard to the following:**

- **Are located where travel can be minimised and the use of sustainable transport modes maximised;**
- **Minimise additional travel demand through the use of measures such as travel planning, safe and convenient public transport, walking and cycling links and integration with existing infrastructure;**
- **Seek to generate or support the level of demand required to improve, introduce or maintain public transport services;**
- **Do not unacceptably impact the safety and movement of traffic on the highway network or that any such impacts can be mitigated through appropriate improvements;**
- **Support the enhancement of existing or proposed transport interchanges;**
- **Provide appropriate and effective parking provision and servicing arrangements. Detailed parking standards will be identified through an appropriate policy mechanism;**
- **Opportunities to utilise waterways for public transport and/or freight transport**

**Transport schemes that are considered fundamental to the delivery of growth in Central Lincolnshire will be safeguarded and their delivery pursued through working with developers, landowners, the highway authority and other relevant agencies.**

### Explanation of Policy CL10

5.63 Policy CL10 sets out the Core Strategy's overall approach to transport. Sustainable development is the key theme running through the Core Strategy and the development of a sustainable, safe and efficient transport system is critical to this. The policy relates to all new developments and it is expected that, where appropriate, Transport Assessments will be submitted alongside applications for planning permission that provide sufficient information for the authorities to assess both the transport implications of the scheme and the means by which the requirements of this policy will be met. Where travel plans are required, they should include information on the range of measures proposed to reduce car use and promote alternative modes, ensure safety and promote more environmentally friendly freight movement.

5.64 With regards to parking, the Authorities expect applicants to demonstrate an appropriate balance between provision, highway safety, the promotion of sustainable travel modes, convenience, security, amenity, design quality and the impact on townscape and landscape.

5.65 The policy requirement for safeguarding transport schemes relates to all types of transport planned for and programmed during the lifetime of this plan or within a reasonable period thereafter, this includes schemes identified above such as the Lincoln Eastern Bypass and public transport interchange.

5.66 The following policies are also relevant in providing guidance on transport matters:

- Policy CL6 (Site Allocation in Central Lincolnshire)
- Policy CL7 (Sustainable Urban Extensions)
- Policy CL9 (Infrastructure to Support Growth)
- Policy CL11 (Health & Wellbeing)
- SUE Policies

Policy CL10 will be implemented by:

- the production of transport assessments and implementation of travel plans;
- the development of the Local Transport Plan and area transport strategies;
- implementing schemes identified in the IDP;
- development of CIL charging schedules by the Central Lincolnshire Authorities;
- pursuing all viable funding streams;
- on site provision of transport infrastructure;
- development management decisions by the partner authorities;
- close partnership working with all partners and stakeholders; and
- monitoring and reviewing the IDP and changing requirements and priorities where this is supported by evidence.

5.67 However, it is recognised that there are a number of the changing factors that will have an impact on the policies identified above, such as changes to new government guidance, revised parking standards and the Local Transport Plan 4. In many cases the details of transport proposals within new development and its links to the existing transport infrastructure cannot be considered in any detail until a masterplan for the site has been developed and agreed.

## 6: FLOURISHING COMMUNITIES & PLACES

6.1 Local communities are where most people live their lives, whether in urban neighbourhoods, suburbs or rural areas. Strong and flourishing communities are crucial for the sustainability of places, and contribute greatly to quality of life and wellbeing. Central Lincolnshire has a wide diversity of communities, ranging from urban areas with severe levels of deprivation and regeneration needs in Lincoln and Gainsborough, through to highly dispersed rural populations in the countryside, a number of which are also experiencing deprivation.

6.2 Flourishing communities and places depend upon a combination of interrelated factors. Alongside the strategies of partner organisations, the Core Strategy aims to support and strengthen local communities throughout Central Lincolnshire, focusing on people's needs, by:

- Reducing health inequalities and improving health and wellbeing
- Meeting housing needs in terms of quality, mix and affordability, including for minority groups such as gypsies and travellers
- Developing a high quality, sustainable economy supported by an appropriately skilled workforce
- Identifying the priorities for regeneration activities and the specific approach to former and existing military establishments
- Ensuring healthy town centres that deliver accessible shops, services and facilities, leisure and employment
- Developing a sustainable visitor economy.

### HEALTH AND WELLBEING

6.3 The World Health Organisation defines health as: *"...a state of complete physical, mental and social well being and not merely the absence of disease or infirmity."* Health therefore encompasses both physical and mental health. A wide range of social, economic and environmental factors affect health and the ability of people to fulfil a healthy lifestyle. These factors are known as the wider determinants of health.

6.4 There is growing evidence that planning can support healthy lifestyles and play a key role in reducing health inequalities. Considering the determinants of health at the planning and design stage of a new development or neighbourhood can improve both the physical and mental health of the local population, promoting the creation of healthy, inclusive communities.

6.5 The Central Lincolnshire Authorities have a number of shared priorities in relation to health and wellbeing which are set out in Lincolnshire's Joint Strategic Needs Assessment (JSNA)<sup>1</sup> and emerging Joint Health and Wellbeing Strategy (JHWS). These priorities include:

- promoting healthy lifestyles
- improving health and well being for older people,
- improving health
- reducing inequalities for young people and
- reducing worklessness.

6.6 The JSNA also monitors health issues and trends in Lincolnshire. The Central Lincolnshire Authorities are committed to working with partners to tackle health issues and inequalities across Central Lincolnshire, but particularly in the most deprived areas which show high levels of poor health and so make particular demands on health care and support services. The following objectives will be pursued through the Local Plan and partnership working:

#### OBJECTIVES FOR HEALTH AND WELLBEING

1. Working with healthcare partners to deliver new and improved health and social care facilities;
2. Improving access to health and social care facilities, and to leisure, open space, sports and recreation and community facilities to encourage physical activity;
3. Safeguarding local food growing opportunities and improving access to healthy, affordable and locally produced food;
4. Ensuring new development contributes to the creation of safe, accessible and inclusive communities, and helps reduce crime and the fear of crime, through high quality and sustainable design;
5. Improving access to and diversifying employment, training and lifelong learning opportunities.

### Health Issues in Central Lincolnshire

6.7 A number of health issues are common to people in all three Central Lincolnshire districts, but there are also significant health inequalities across the area both spatially and by gender. The latter are particularly noticeable at geographies below district level. The JSNA identifies that Park Ward in Lincoln records female life expectancy as 74.6 years whereas North Hykeham Forum Ward in North

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<sup>1</sup> NHS Lincolnshire and Lincolnshire County Council (2011) Lincolnshire Joint Strategic Needs Assessment 2011

Kesteven shows life expectancy as 92 years (a gap of 17.7 years). For males, once again the gap is more pronounced when viewed at a lower geographical area. Gainsborough South West Ward in West Lindsey records male life expectancy as 71.7 years where as North Hykeham Moor Ward in North Kesteven shows life expectancy as 84.2 years (a gap of 12.5 years). Disability-free life expectancy varies across Central Lincolnshire; however a large difference is shown in Lincoln. The number of years people are expected to live disability-free beyond 65 years varies between 21.5 years in the northern edge of the city compared to 14.8 years in the area to the east of the city centre (a gap of 6.7 years).

6.8 Health inequalities in Central Lincolnshire are most apparent in those areas with the highest levels of deprivation, where the prevalence of diseases such as cancer, heart disease, diabetes and Chronic Obstructive Pulmonary Disease is higher than in more affluent areas.

6.9 As part of population growth, Central Lincolnshire is projected to experience the largest percentage increase in people aged 65 and over in Lincolnshire and the East Midlands by 2030, with the greatest increase in West Lindsey. As the population grows and ages, there are likely to be higher incidences of long-term health conditions that will place considerable demands on existing healthcare services and create the need for new provision.

6.10 Further key health problems experienced in Central Lincolnshire are rising levels of obesity, low levels of physical activity, high rates of road traffic injuries and deaths, excess winter deaths and access to primary care services in the rural areas, which is particularly difficult for older people and those without access to a car. There are other public health issues set out in the emerging JHWS and JSNA; however it is the above issues that are most likely to be influenced by spatial planning through the Local Plan.

6.11 In recognition of the challenging health issues facing Central Lincolnshire, the Core Strategy includes a specific policy on health and wellbeing. This policy reflects the strong local commitment to reducing health inequalities and promoting healthy lifestyles through a partnership approach and alignment of strategies and programmes of partner organisations. Health and wellbeing is a cross-cutting issue and therefore many of the measures set out in other policies within the Core Strategy will also help to deliver positive health outcomes. As such, Policy CL11 should be read alongside these (also see policy explanation), including CL9 Infrastructure to Support Growth, and the Infrastructure Delivery Plan, which sets out the future infrastructure requirements for health care in Central Lincolnshire.

### **Policy CL11 - Health and Wellbeing**

**The Central Lincolnshire Authorities will seek to reduce health inequalities and improve health and well being. This will be achieved through:**

- 1. Working in partnership with NHS Lincolnshire, and other relevant partners as appropriate, to reduce health inequalities and improve the health of all Central Lincolnshire residents, but particularly those in areas with the**



**poorest health;**

**2. Supporting opportunities for healthy and active lifestyles through:**

- **Providing high quality and accessible open spaces, sports and recreational facilities;**
- **Providing a safe and attractive walking and cycling network that is integrated with public transport;**
- **Promoting and safeguarding local food growing spaces, including community gardens and allotments, and access to local markets to buy fresh produce;**
- **Ensuring new developments are designed, constructed and managed in ways that promote healthy and active lifestyles;**

**3. Working with healthcare commissioners and other partners to deliver a high quality network of health facilities accessible by sustainable modes of transport and to reflect the needs of the existing and future population. This will be achieved through:**

- **Requiring proposals for new health care facilities to be well related to public transport infrastructure, walking and cycling routes and accessible to all sectors of the community;**
- **Consideration of opportunities for the integration and co-location of health facilities with other services and facilities;**
- **The loss of health care facilities will only be permitted if there is no longer a need for the land or buildings for healthcare, or that adequate alternative provision will be made to meet the needs of the community affected by the loss of healthcare facilities.**

**4. Requiring the health impacts of major development proposals to be considered early in the planning process through the use of Health Impact Assessments (HIA).**

Explanation of Policy CL11:

*Healthy and Active Lifestyles*

6.12 Physical activity levels among adults are low across Central Lincolnshire. The provision of good quality, accessible green spaces, and sports and leisure facilities has a direct positive effect on human health, providing opportunities for people to increase activity levels through exercise and to escape from the pressures of everyday life. Physical activity has been shown to reduce levels of obesity, diabetes, strokes and the likelihood of cardiovascular disease. It can also help to reduce stress and anxiety. The Central Lincolnshire Authorities will seek to maximise

opportunities to deliver new and improved open space, sport and recreation facilities and walking and cycling provision in accordance with Policy CL9 (Infrastructure to Support Growth) and the Infrastructure Delivery Plan and Policy CL24 (Green Infrastructure and Biodiversity).

6.13 Providing a safe, accessible and inclusive walking and cycling network improves accessibility to a range of services and facilities, reducing the need to travel by car and providing greater opportunities for social interaction. This should encourage people to become more physically active and encourage all groups of people to use them, thus resulting in positive impacts on health and well being. Encouraging a modal shift should also have positive outcomes in terms of reducing human exposure to air pollution from traffic, which can lead to respiratory and cardiovascular problems. Policy CL10 (Transport) seeks to promote an efficient and safe transport network which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages use of alternatives such as walking, cycling and public transport.

6.14 Good nutrition is vitally important for good health. Unhealthy diets along with physical inactivity have contributed to rising obesity levels nationally. For people to make healthy food choices, healthy food options must be easily available and affordable. People on low incomes, including young families and the elderly, are the least able to eat well. Allotments and community gardens can improve both mental and physical health from increasing levels of physical activity, improved access to fresh food and reducing social isolation by bringing communities together. Policies CL2 (Tackling Climate Change) and CL24 (Green Infrastructure and Biodiversity) promote and support local food production in Central Lincolnshire.

6.15 The design and layout of new development and neighbourhoods, and the siting of new services and facilities, can greatly influence health outcomes, whereby the impacts of poor design may continue long after completion. Access to decent and adequate housing is especially important for the very young and very old in terms of their health and well being. Sports and leisure facilities and green spaces should be integrated within the built environment so that they are easily accessible to all groups of people. Homes and neighbourhoods should be designed to be flexible and adaptable to meet the needs of the local community, including the needs of the ageing population.

6.16 Designing out crime and fear of crime can impact positively on mental health and well being as well as social cohesion. For example, people who live in fear of crime may be less likely to use open spaces and may suffer psychological health effects, such as depression or stress. How the design and layout of buildings adapt to and mitigate for the effects of a changing climate can influence levels of excess winter and summer deaths. For example, reductions in winter deaths can be achieved by ensuring high thermal mass in buildings (to store heat in winter) and ensuring buildings are oriented to maximise solar gain. Policy CL26 (Design Quality) seeks to achieve high quality sustainable design and should be read alongside this policy.

## *Health Care Provision and Accessibility*

6.17 Central Lincolnshire has 1 main hospital in Lincoln, 1 community hospital in Gainsborough, around 50 GP practices and over 100 other facilities and services including dentists, opticians and pharmacies. NHS Lincolnshire's Strategic Plan aims to provide community hospitals and health centres/clinics strategically situated across the county improving access to a wider range of services and reducing travel for patients.<sup>2</sup>

6.18 Provision of and access to good quality health facilities has a direct positive impact on health and wellbeing. Yet access to primary health care in some parts of Central Lincolnshire can be difficult, particularly for those without access to a car, including older people and young people. This can cause significant problems not only in terms of accessing key services and facilities, but also in preventing opportunities for daily social interaction which can contribute to feelings of isolation and depression.

6.19 Improvements in health and wellbeing will be achieved through the safeguarding and enhancement of existing healthcare facilities and the creation of new facilities, including hospitals, primary healthcare centres, GPs and dentists where appropriate. The Central Lincolnshire Authorities will support the provision of new or improved health facilities in line with the most recent NHS Lincolnshire Strategic Plan and Estates Strategy and the Infrastructure Delivery Plan; and work with health service commissioners to ensure the Central Lincolnshire area has the necessary supply and distribution of facilities and services to meet the needs of the Central Lincolnshire's growing population. Where appropriate, sites for health use will be identified and allocated in the Local Plan, taking into account future growth and demand for health services.

6.20 The Infrastructure Delivery Plan identifies that additional GP and dental services will be required in line with future growth, particularly around Lincoln, Gainsborough and Sleaford but also in the rural areas. Overall, it is estimated that an additional xx GPs and xx Dentists will be required up to 2031. Further information on healthcare infrastructure requirements can be found in Policy CL9 Infrastructure and the Infrastructure Delivery Plan which accompanies this Core Strategy.

6.21 In developing proposals for new or expanded healthcare services and facilities, consideration should be given to opportunities for bringing together healthcare services with other services and activities to create a community focus and to allow a wider range of patient care to be provided. The population of Central Lincolnshire is forecast to continue to grow, and this will put increasing pressure on existing services. At the same time, the current economic climate and competing demands for space and resources means that a different approach towards locating services and facilities may be needed, especially if infrastructure is to be provided in the most sustainable and accessible locations.

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<sup>2</sup> NHS Lincolnshire Five Year Strategic Plan, 2009-2014

## *Assessing Health Impacts*

6.22 The planning system seeks to promote development which leads to healthy, inclusive communities. The impacts of planning decisions can be long lasting and can have significant health consequences for both a new and existing population. Planning applications for new development should demonstrate how the development will impact on the health of those who will live in, live close to, work in or use them. The extent of these impacts needs to be considered at the earliest possible stage of development proposals to avoid negative health impacts and ensure positive health outcomes for the community as a whole.

6.23 Health Impact Assessment (HIA) is an assessment of the potential impacts on health and provides the opportunity to identify actions that can enhance positive effects and minimise negative effects. The Central Lincolnshire Authorities may request a HIA to be undertaken for planning applications for large scale developments. These are likely to include applications for Strategic Urban Extensions, strategic site allocations and large-scale, strategic infrastructure proposals.

6.24 For those development proposals that are already required to submit an Environmental Impact Assessment (EIA), it may be possible to consider health and environmental impacts together rather than undertake a separate HIA. It is important that if HIA is integrated with other assessments, that health is properly considered and that the range of potential health impacts are identified and assessed. For those development proposals that do not require EIA, a HIA may still be needed.

6.25 The Central Lincolnshire Authorities will liaise with NHS Lincolnshire when assessing the need for HIA and the scope and scale of likely health impacts.

### Policy CL11 will be implemented by:

- Development Management and consideration of planning applications
- Developers and Landowners
- Consideration of health within screening and scoping opinions, environmental statements and HIAs
- Use of Planning Contributions to secure healthcare facilities as part of new development proposals and regenerations schemes
- Working in partnership with NHS Lincolnshire, Lincolnshire County Council and other health service partners and health organisations
- Allocation and safeguarding of sites for health, sport and open space in the Local Plan as appropriate.

## **MEETING HOUSING NEEDS**

6.26 The overall level of housing growth required to meet the needs of Central Lincolnshire was identified in Policy CL4. As identified in the NPPF, however, there is also a need for Local Plans *“to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities”*.

## Central Lincolnshire's Housing Needs

6.27 Through the housing policies set out below, the Core Strategy seeks to achieve this and to address the various housing challenges in Central Lincolnshire identified in documents such as the Central Lincolnshire Housing Growth Strategy, and the SHMA. Issues include:

- Significant population growth is forecast over the next twenty years, with particular growth in the number of older residents
- Affordability, especially for first time buyers, is an issue, and there are pockets of deprivation across the area, as well slightly lower than average dwelling standards compared to England
- People with specific housing needs such as those requiring extra care (the Older People's Housing Needs Survey identified a need for up to 5,000 units across Lincolnshire)
- Vulnerable people, such as the homeless (in 2010, 144 people were accepted as homeless)
- Houses in multiple occupation (there are an estimated 2,400 dwellings occupied by more than one household across the 3 authorities with the student population of Lincoln helping to contribute to a high number of these in the city)
- High numbers of MoD personnel, which in itself does not create problems but can pose challenges if closed, as identified in policy CL19
- Gypsies and travellers requirements.

6.28 The Lincolnshire Joint Strategic Needs Assessment considers that housing is fundamental for good health and wellbeing, and that inequalities in a range of health issues can be tracked to the quality of housing. The effects can range from people dying unnecessarily during periods of cold weather due to poor heating and/or insulation of homes to people sleeping rough when their housing needs are not met at all.

6.29 The Central Lincolnshire Housing Growth Strategy has responded to these issues by setting the following housing growth objectives:

### OBJECTIVES FOR HOUSING

1. Deliver Sustainable Housing Growth
2. Deliver Affordable Housing
3. Deliver housing to meet diversity of need including Older Persons
4. Maintain and improve the housing stock and bring empty properties back into

use

## 5. Deliver Quality and Energy Efficiency in the new housing stock

6.30 Planning policy is fundamental to the delivery of some of these objectives and the policies below identify the Central Lincolnshire Authorities' approach to meeting housing needs.

### **Affordable Housing**

6.31 Affordable housing is provided for those who cannot afford to buy or rent on the open market. It is defined in the National Planning Policy Framework and includes:

- Social Rented Housing – mainly owned and rented to eligible households by Local Authorities and Registered Providers.
- Affordable Rented Housing - rented housing let by Registered Providers of social housing to households who are eligible for social rented housing. Rent could be higher than social rents but can be charged at no more than 80 per cent of the local market rent.
- Intermediate affordable housing - housing at prices and rents above those of social rent, but below market price or rents, these can include shared equity and shared ownership products where households can part buy / rent or buy at a cost that is lower than market value.

6.32 The need for affordable housing is evidenced in the Strategic Housing Market Assessment (SHMA). This identifies a significant affordable housing need both in the main settlements and in rural communities. Across Central Lincolnshire there is a requirement for 18,200 affordable homes between 2010 and 2031, representing 41% of the overall total requirement. Of this, 16,200 (89%) should be social rent / affordable rent and 2,000 (11%) intermediate.

6.33 Whilst some affordable housing is developed through government grant funding, the planning system is also required to help deliver sufficient housing to meet identified needs as part of new development. The Economic Viability Assessment (EVA) considered the viability of meeting affordable housing targets through the planning process. It concluded that in many parts of Central Lincolnshire a target of 40% on some qualifying sites could be met. Having said this, it is recognised that there will be areas where this is not the case depending on the economic climate, as well as other infrastructure needs and site specific constraints, which impact on the viability of new development.

6.34 In determining affordable housing provision on a site by site basis, regard will therefore be given to the cost of developing the site, the most up-to-date evidence relating to the local housing market, tenure split of affordable housing, infrastructure requirements, and the impact this will have on viability. This allows for such issues to be adequately addressed, without compromising the ability to achieve differing

levels of delivery in the future as and when the economic situation or housing needs change.

### **Policy CL12 - Overall Target for Affordable Housing**

**The Central Lincolnshire Authorities will seek to secure 40% of new housing development as affordable, as defined in National Planning Guidance, to meet the needs of residents unable to compete on the open market.**

**In applying this target, the Central Lincolnshire Authorities will have regard to the most current up to date evidence on housing need, the local housing market, design standards and any relevant site opportunities and constraints, and the impact this will have on development viability.**

#### Explanation of Policy CL12

6.35 Policy CL12 set outs the Central Lincolnshire Authorities' approach to the overall level of affordable homes being sought. It will, alongside other Core Strategy Policies relating to the type of housing and design, ensure that when new development is brought forward, the need to deliver a wide choice of homes is incorporated into any plan and viability assessment, and that affordability of homes in Central Lincolnshire can be improved.

6.36 In implementing this policy it is expected that the housing should "*remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision*", as per the requirement in the National Planning Policy Framework. Affordable housing design should also seek to meet relevant design standards including those contained within the Core Strategy and Code for Sustainable Homes, and as required by the Homes and Communities Agency (HCA). This will ensure that units provided by the developer can be secured by an affordable housing provider contracted with the HCA under the Affordable Housing Programme. If the affordable housing provider is not in contract with the HCA achieving the standard is still preferable but a revised standard may be agreed between the Local Authority and the affordable housing provider.

#### Policy CL12 will be implemented by:

- Development management by partner authorities
- Negotiation through section 106 agreements
- The delivery of schemes identified within strategies such as the Central Lincolnshire Housing Growth Strategy
- Collaborative working between developers, Local Authorities and stakeholders including Registered Providers and the HCA.

### **Qualifying Sites & Thresholds for Affordable Housing**

6.37 Policy CL13 below sets out the thresholds for qualifying sites in Central Lincolnshire where the Authorities will seek affordable housing delivery in line with

the overall target in Policy CL12 and NPPF requirements. A qualifying site is one that will deliver market housing, comes forward through the planning process and has not yet obtained planning permission, or is a site with extant planning permission that is resubmitted and considered under a new or revised application.

6.38 As with the overall target for affordable housing, it is recognised that provision on-site is not likely to be achievable in all cases due to site constraints, infrastructure costs and viability. Where this is the case, developers will be expected to demonstrate to the satisfaction of the relevant Authority - through, for example, an open book approach or viability model - that all reasonable steps have been taken to ensure delivery on site before off-site provision and / or financial contributions will be considered.

### **Policy CL13 - Affordable Housing Thresholds**

**On all qualifying sites of 3 or more dwellings the Central Lincolnshire Authorities will seek to secure 40% of new housing development as affordable on site in line with Policy CL12.**

**However, it is recognised that, in some cases, site constraints (such as its size) may mean that this is difficult to achieve. Where this is the case, the Authorities will require in the first instance that grants or other forms of subsidy are sought in order for the requirements to be met. Should this be unavailable, the Authorities will adopt the following staged approach to improve site viability:**

- 1. Enable the tenure mix between affordable housing products to be changed. However, there will be a maximum limit of 50% intermediate housing allowable on any one site;**
- 2. Seek off site provision and / or allow a reduction in on site delivery of affordable housing;**
- 3. Seek commuted payments in lieu of on-site delivery.**

**Where financial contributions to off-site delivery are considered to be the only way in which affordable housing requirements can be met, negotiations will start on the basis of achieving the equivalent amount which would have been contributed by the developer/landowner were the affordable housing provided on site.**

### Explanation of Policy CL12

#### *Definition of Thresholds*

6.39 The EVA has identified that it would be appropriate to set a threshold above which affordable housing contributions should be sought as sites of 1 or more additional dwellings. However, it is recognised that there may be resource issues relating to this and we want to ensure that we can still enable smaller developments



to take place, particularly when the localism agenda is committed to bringing forward neighbourhood development and community right to build orders. Conversely, setting the threshold too high may mean an increase in submission of sites sitting below the threshold a more limited ability to collect contributions towards affordable housing. In setting the threshold at three dwellings, the Authorities have had regard to the evidence which suggests that site size is not a major factor in determining viability, and the size of site coming forward within the Central Lincolnshire districts.

6.xx The policy also sets out the approach to calculating off-site provision on the basis that this will allow delivery that may not otherwise been achieved.

### *Small Sites and Conversions*

6.40 Sites where off-site financial contributions may be the only feasible way of helping to deliver affordable housing could include very small sites and conversions / flatted units. It may also be appropriate, particularly on sites of less than 5 dwellings, for a mix of on-site provision and commuted sums to be sought. For example:

- Site of 4 dwellings and target percentage of 40%
- 40% of 4 dwellings = 1.6 dwellings
- So, on-site contribution = 1 dwelling
- Financial contribution equivalent to 0.6 affordable dwellings

The approach to calculating the appropriate sum will be as follows:

RV 100% M = Residual value with 100% market housing

RV AH = Residual value with 40% affordable housing

Equivalent commuted sum = RV 100% MV minus RV AH

### Policy CL13 will be implemented by:

- Development management by partner authorities;
- Negotiation through section 106 agreements;
- The delivery of schemes identified within strategies such as the Central Lincolnshire Housing Growth Strategy; and
- Collaborative working between developers, Local Authorities and stakeholders including Registered Providers and the HCA.

### **Rural Exception Sites**

6.41 The SHMA identified the need for 4,400 affordable homes in rural areas from an overall requirement of around 13,900. The rural nature of large parts of Central Lincolnshire can present specific challenges for affordable housing, including lower delivery than in urban areas due to lower overall housing delivery. However, there are other opportunities for delivering affordable housing in rural areas, including:

- Site allocations in the Local Plan to meet general or local housing needs; and

- Rural exception sites (affordable housing is enabled to meet a local need on sites where housing development would not normally be approved).

6.42 The allocation of sites for affordable housing in the Rural Area will be considered through the ongoing review of the Local Plan. However, a rural exceptions policy is included in the Core Strategy to support delivery. Policy CL12 below allows that, exceptionally, planning permission may be granted for affordable housing on land that would not normally be considered an appropriate location for housing.

6.43 In some circumstances, rural exception sites may require an element of market housing to cross subsidise affordable housing, known as reverse quota. This should only occur where market housing is there purely to provide the financial support to the scheme, which would otherwise have been provided through Social Housing Grant. Policy CL14 therefore also identifies our approach in respect of reverse quotas.

#### **Policy CL14 - Affordable Housing on Rural Exception Sites**

**Planning permission will be granted exceptionally for development providing affordable housing for local people on sites within or adjoining settlements outside of the three main urban areas, which would not otherwise be considered suitable for housing development, provided that:**

- **A local need has been identified through an appropriate evidence base;**
- **The need cannot reasonably be met on sites with residential planning permission or through residential allocations in the Local Development Framework;**
- **The development will not result in the loss of or adversely affect the best and most versatile agricultural land, the biodiversity, character or appearance of the area, heritage assets, or infrastructure;**
- **The development is of a scale in keeping with the identified need and the role and function of the settlement;**
- **The site is within reasonable distance of local services and facilities and public transport and;**
- **The community has been engaged with and consulted upon with regards to any development.**

**The first priority is to seek the delivery of an ‘all affordable’ housing scheme on these sites. Only where it is established that 100% affordable housing cannot be delivered, for example, if grant funding and / or other subsidy is not available, should the option for reverse quota be considered. Where it can be demonstrated that market housing will be required to cross subsidise affordable housing the minimum number of market houses should be provided**

**on site to facilitate the affordable housing delivery, and should never exceed 45% of the overall site number. An open book method will be used to assess the financial viability attached to the proposal and should demonstrate that the inclusion of the market housing does not inflate land values beyond the range that would be paid by a Registered Provider for an all affordable exception site housing scheme.**

#### Explanation of Policy CL14

6.44 Policy CL14 identifies the approach to delivering affordable homes in rural areas, where they would not have been provided by other means. Rural exception sites should be located within or immediately adjoining settlements. The long-term affordability of houses built under this policy will be controlled by means of a planning condition or planning obligation to ensure that affordable status is maintained in perpetuity. This will allow the community to continue to benefit from the affordability in the long term.

6.45 In some cases it is recognised that, even where land for affordable housing is provided at low or nil cost, there may not be adequate subsidy for the scheme to proceed. The amount of funding that is available is limited and it may prove necessary, in some circumstances, to allow cross-subsidy schemes, in order that the objective of development of local needs housing can be achieved. For such schemes to be acceptable the income generated from sales must be used in its entirety to subsidise the local needs housing. Before such scheme is allowed to commence, the Authorities would need to be satisfied that conditions in policy CL14 have been met. Of particular relevance is the need to establish the minimum number of market dwellings necessary to support the scheme.

#### Policy CL14 will be implemented by:

- Development management by partner authorities;
- Negotiation through section 106 agreements;
- The delivery of schemes identified within strategies such as the Central Lincolnshire Housing Growth Strategy; and
- Collaborative working between developers, Local Authorities and stakeholders including Registered Providers and the HCA.

#### **Housing Requirements – Type and Size Mix**

6.46 The type and size mix of new housing should reflect the needs of the population. The SHMA has identified that:

- 70% of the future requirement for social rented housing is for smaller homes (1 and 2 bedrooms); and
- 65% - 70% of the future requirement for other tenures is for larger (3+ bedroom being the greatest need) homes.

6.47 Providers of social rented housing have traditionally not allocated more space than a household needs and this situation could be exaggerated with changes to housing benefit reforms. The universal credit issues also mean that low income tenants who are under-occupying may have problems maintaining their tenancy. However, it is also recognised that the desirability to both build and occupy one bedroom properties may be such that a more flexible approach is required. The SHMA points to a high proportion of social rented tenants living in unsuitable housing.

6.48 New dwellings should also cater for the needs of the population over time. Documents such as the Lincolnshire Extra Care Strategy and Central Lincolnshire Housing Growth Strategy consider the housing requirements of older people and those with special needs, and encourage the adoption of lifetime homes. The Core Strategy aims to ensure that the type and mix of homes constructed in Central Lincolnshire meet the needs of future occupants.

### **Policy CL15 – Type and Size Mix in New Housing**

**In promoting sites which include new homes developers should demonstrate how they will meet local housing needs through the mix of new homes proposed using the best available evidence.**

#### Explanation of Policy CL15

6.49 Policy CL12 set outs the Central Lincolnshire Authorities expectations in relation to the type and size mix of new housing development. Providing a range of housing types and sizes maximises choice, helps satisfy the many differing housing demands and helps to cater for local needs.

6.50 A variety of housing types, sizes and densities including the provision of smaller homes should be provided in all housing schemes whatever their dwelling numbers. The Council will look to achieve not only a range of housing provision within the site but will also consider the range of housing in the wider locality.

6.51 In determining on site requirements regard should be had to evidence of need contained within these documents and other appropriate evidence, such as the JSNA. Examples will include the need for bungalows or homes that are fit for people with specific needs, such as wheelchair users

#### Policy CL15 will be implemented by:

- Development management by partner authorities;
- Negotiation through section 106 agreements; and
- Collaborative working between developers, Local Authorities and stakeholders including Registered Providers and the HCA.

## **Empty Homes**

6.52 The Central Lincolnshire Authorities are dedicated to bringing empty homes back into use. This is currently guided by the Lincolnshire Empty Homes Strategy and Central Lincolnshire Housing Strategy which runs until 2013. The aims of the strategy are:

- Reduce the number of long term empty homes by district specific targets each year
- Establish a positive relationship with owners of empty properties to facilitate bringing them back into viable use
- Increase public and organisational understanding of empty properties across the districts
- Help to increase the supply of affordable housing, and reduce homelessness
- Add to the number of good quality, energy efficient properties within each district.

6.53 Empty homes blight neighbourhoods and are a wasted resource in a time of high housing need. The Authorities work to identify all opportunities to bring empty homes back into use; and in particular how these can help to increase the number of affordable homes. Central Lincolnshire has received funding through the affordable homes programme, allocated through the HCA to bring empty homes back into use. Partner organisations, supported by the local authorities, may also receive funding under the Empty Homes Community Grants Funding. These shall be used through a range of lease models and purchase and repair schemes providing affordable housing from previously vacant stock. Additionally the ethical lettings agency being developed will allow an opportunity to utilise the private sector in the provision of affordable housing. Given that there were almost 2,400 long empty homes (empty for over six months) in Central Lincolnshire in 2011 this could be a valuable resource in affordable housing delivery. The nature of development and the desire for the retention of green space also reinforce the need to utilise the current stock to its full potential.

## **Student Housing**

6.54 Whilst students do not necessarily have special needs they do have particular requirements in that they need a supply of affordable housing close to their place of learning as well as accessible services and facilities. In Lincoln it is identified that 3.5% of the housing stock is occupied entirely by students, not including the purpose built student accommodation, most of which is near university. In the past many lived in private rented dwellings but this changed when the university built their own accommodation, leading to an oversupply of private sector rented dwellings.

6.55 The University has aspirations to grow and, whilst the expectation is that they will be accommodated in purpose built accommodation provision may still be required in the private rented sector. Therefore, it is not felt that a particular policy is required in relation to students is required but the situation should continue to be

monitored and any new applications for student accommodation assessed against the sustainable development principles contained within the Core Strategy.

### **Black and Ethnic Minority Community**

6.56 As with students this community does not have any particular housing needs but there is a high incidence of the population living in overcrowded conditions or on dwellings of a poorer quality than the general housing stock. The policies above will help to address these issues but it is recommended that the authorities should keep under review the quality and accessibility of housing and housing related services for households across all ethnic groups.

### **Meeting the Accommodation Needs of Travellers**

6.57 Romany gypsies have lived in Britain for around 600 years and people have travelled from community to community for even longer. Irish Travellers also have a long tradition of visiting Britain, having travelled and lived here for generations. Wherever they have gone, gypsies and travellers have maintained a separate identity – indeed this pride in their difference is an integral part of their culture. Both groups are protected as ethnic minorities under the Equality Act.

6.58 Although some gypsies and travellers travel for some of the year, the vast majority do not now travel on a daily basis all year round. Increasingly, as traditional seasonal work has declined, gypsies and travellers have adapted to permanent residential sites where they can more readily access a doctor, schools and other services and employment whilst maintaining the cultural traditions of being a gypsy or traveller.

6.59 Within the wider context of overall housing needs and related assessments there is a need to assess and address local housing needs including those of minority groups such as gypsies and travellers. Whereas most housing needs, including those of some members of the gypsy and traveller communities, are met through the provision of 'bricks and mortar' housing there is also a need for some caravan and mobile home provision on permanent residential sites which can serve gypsy and traveller housing needs.

6.60 Showpeople are members of a community that consists of self-employed business people who travel the country, often with their families, holding fairs. Most showpeople are members of the Showmen's Guild of Great Britain which represents approximately 20,000 travelling showpeople families nationally. Some showpeople do not operate funfairs, but instead hold circuses. These form a small subgroup and there are separate professional organisations for circus people. Travelling showpeople require secure, permanent bases for the storage of their equipment and for residential purposes. Circus people are likely to require an enclosed space in which to rehearse and may also require space in which to exercise animals.

6.61 Government policy in respect of providing for the accommodation needs of gypsies and travellers and travelling showpeople is set out in detail in 'Planning policy for traveller sites' (PPTS). In the document the Government advises of its

intention to review the policy once “...fair and representative practical results of its implementation are clear” and incorporate it within the NPPF at that stage. Until then, the policy is to be read in conjunction with the NPPF.

6.62 Under the PPTS, local authorities have a duty to analyse their local need, in consultation with local communities, whilst ensuring fairness in the planning system. The PPTS places the emphasis of traveller provision at the local level. There is a requirement on local planning authorities to identify and update annually a supply of deliverable sites to provide five years supply against the relevant targets and requires that specific developable sites or broad locations should also be identified for years 6-10 and 11-15. To provide more flexibility in identifying sites, cross-authority co-operation is to be considered.

6.63 As part of the further policy development of the Local Plan, the evidence provided in the Lincolnshire Gypsy and Traveller Accommodation Needs Assessment 2007, which included an assessment of travelling showpeople’s needs, will be updated, potentially in conjunction with surrounding local authorities.

6.64 As required by the PPTS, Policy CL16 sets out the criteria to be taken into consideration in locating any future allocations for traveller sites identified as being needed as a result of the updating of the evidence. The criteria also provide the basis for decisions on any planning applications that may come forward.

**Policy CL16 – Meeting the Accommodation Needs of Gypsies & Travellers and Travelling Showpeople**

**The Central Lincolnshire Authorities will meet the accommodation needs of Gypsies and Travellers and Travelling Showpeople, as identified by the evidence base, through the allocation of traveller sites. The selection of site allocations and decisions on applications for additional, and extensions to existing, sites will be guided by the criteria for general housing, as appropriate, set out in Policy CL6 (Site Allocation in Central Lincolnshire), together with each of the following additional criteria:**

- 1) the site should be located to promote peaceful and integrated co-existence between the site and local community;**
- 2) The site should be located to enable its occupants to access both primary health care facilities and schools within reasonable travelling distances, preferably by walking, cycling or public transport;**
- 3) The scale of the site and the number of pitches/plots provided would not dominate the nearest settled community and would not place undue pressure on local infrastructure. The proximity of any existing sites in an area would be taken into account in assessing the impact of a new site on the locality and local services and facilities;**
- 4) The site should be capable of allowing large vehicles and caravans to be manoeuvred and parked safely within it; and**

**5) Other than on rural exception sites and where required, the site should be capable of providing for mixed use residential and business use in a manner that has regard to the safety and amenity of both its occupants and neighbouring residents.**

**In addition to the above criteria, in the case of sites for travelling showpeople, there will be sufficient space for storage and maintenance of equipment associated with the occupiers. Additional screening may be required having regard to the nature of the equipment that is being stored.**

### Explanation of Policy CL16

6.65 For the purposes of this planning policy, “travellers” means “gypsies and travellers” and “travelling showpeople” as defined below:

- For the purposes of this planning policy “gypsies and travellers” means:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*

- For the purposes of this planning policy, “travelling showpeople” means:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.*

6.66 For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.

### Policy CL16 will be implemented by:

- Development management by partner authorities;
- The delivery of schemes identified within strategies such as the Central Lincolnshire Housing Strategy; and
- Collaborative working between developers, Local Authorities and stakeholders.

## **PROSPERITY AND JOBS**

6.67 A prosperous local economy underpins the success of Central Lincolnshire as a place to live and work, reducing inequality and providing investment and support for people and places.



6.68 Central Lincolnshire's economy is primarily based on traditional industries and other lower value employment sectors, characterised by low pay, low skills and low productivity. Whilst this has provided the area with some resilience during the economic recession, in order for Central Lincolnshire's residents to prosper and to support the increase in population being planned for the area, economic growth is needed. In achieving growth, however, balancing economic needs with environmental and social ones is paramount, as is improving the local economy's resilience to further economic shocks.

6.69 The NPPF affirms the Government's commitment to "...securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future" and to "...ensuring that the planning system does everything it can to support sustainable economic growth". It requires "...significant weight to be placed on the need to support economic growth through the planning system". Local planning authorities are to "...plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> century". Planning policies are to "...recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing".

6.70 The Central Lincolnshire Partnership local authorities have prepared the (draft) Central Lincolnshire Economic Development Delivery Plan (the 'Economic Strategy') to support the delivery of the Central Lincolnshire growth strategy. The Economic Strategy's vision is:

*"A growing economy which provides highly skilled and paid employment, is built on dynamic sectors and supports local communities."*

6.71 In order to achieve this, the Economic Strategy identifies the following nine objectives:

To enable growth

- Create the conditions for investment
- Deliver city and town centre resilience
- Deliver a workforce to support growth
- Secure new investments

To regenerate localities

- Deliver Area Regeneration
- Improve employability
- Encourage enterprise start-ups
- Encourage small enterprise support
- Work with existing businesses

6.72 The Economic Strategy considers that to achieve these objectives will require activity across Central Lincolnshire as well as close links to other areas, such as the South Humber Bank, to encourage cooperation and joined-up strategies for jobs and housing. The need for monitoring and understanding of the impacts on Central Lincolnshire of key decisions made by external organisations such as the Ministry of Defence, other government agencies, and large private sector employers in rural areas is also identified.

6.73 The Economic Strategy also identifies barriers to economic growth in Central Lincolnshire – significant shortfalls in utilities capacity, poor broadband access and

speeds, poor public transport connectivity, key locations affected by flood risk and/or drainage issues. These and other issues impacting on the potential for investment and job creation are considered and addressed in the Central Lincolnshire Infrastructure Delivery Plan and by policies elsewhere in the Local Plan.

6.74 In support of the Economic Strategy, the Core Strategy includes three policies focusing on prosperity and jobs as follows:

- Policy CL17 (Delivering Prosperity and Jobs) – an overarching policy to stimulate the local economy and business start-ups, support existing businesses and attract inward investment
- Policy CL20 (Retail and Town Centres) – promoting the vitality and viability of centres, defining a retail network and hierarchy for Central Lincolnshire, and setting targets for new floorspace development
- Policy CL21 (A Sustainable Visitor Economy) – a cross-cutting policy concerned with the economic and other aspects that make for a successful visitor destination.

### **Delivering Prosperity and Jobs**

6.75 Central Lincolnshire has a relatively low value, low wage economy. The area's employment structure has an emphasis on traditional industries and sectors with low growth potential. The principal employment sectors across the area are 'public administration, health and education', comprising some 34% of the total employment, and 'distribution, restaurants and hotels', which includes retail, comprising 22%<sup>3</sup>. Compared to national figures, manufacturing and construction are each important to the local economy, and, together with agriculture, particularly so outside of Lincoln. The RAF is also a significant employer within Central Lincolnshire with 5% of households reported to contain RAF personnel. The proportion of employment in knowledge-based industries is well below national average although the presence of the University of Lincoln will have contributed to some growth in these sectors. Whilst data shows that Lincoln performs particularly well in respect of formation, survival rates and growth in the stock of VAT registered business, elsewhere in Central Lincolnshire, overall, performance is below the national average.

6.76 Skill levels across Central Lincolnshire are also weak. Overall the area performs well in terms of the proportion of working age residents qualified to NVQ level 2 compared to the England average, but then performance declines. Additionally, there are pockets within the area that suffer from serious educational deprivation with more than 60% not skilled beyond NVQ level 1.

6.77 Employment levels across Central Lincolnshire are around the national average, though there are pockets of high unemployment, long-term unemployment and youth unemployment within the area.

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<sup>3</sup> 2010 figures - Lincolnshire Research Observatory

6.78 Core Strategy Policy 17 seeks to address these issues by providing a positive planning policy framework which aims to develop a high quality, sustainable economy that is diverse, has an appropriately skilled workforce and that will help deliver flourishing local communities. To ensure Central Lincolnshire's resilience to economic shock improves as part of its economic growth, it is important to encourage the development of businesses across a range of sectors and for there not to be an overdependence on a small number of large employers. The policy therefore provides particular support for the development and expansion of Central Lincolnshire's key sectors. The Economic Strategy identifies these as engineering/advanced manufacturing, food and farming, retail, creative and digital industries, construction, defence and the visitor economy. The policy also seeks to give emphasis to diversifying the economy further into 'knowledge-intensive industries'<sup>4</sup> which are important contributors for increasing the productivity of the area. The majority of Central Lincolnshire's key employment sectors for development fall within this category, as too are education and health which together with public administration currently account for over a third of employment in the area. The University of Lincoln provides potential opportunities for further enhancing knowledge-intensive industries within the area.

6.79 Skills levels have become an increasingly important feature of a successful labour force. In particular, development of the knowledge-intensive industries needed to increase the productivity of the area is dependent upon high skills levels. The policy therefore seeks to help raise skills levels of residents, not only to meet the needs of employers but also to improve the employability of the working age population, making them more flexible to take up employment opportunities that arise, whether currently working or not, thereby helping to address issues of worklessness. The relationship Siemens has developed with the University, college and local schools, culminating in the opening of the Engineering School, is a model in good practice of a business working with education providers to deliver the skills it needs to grow, giving young people opportunities for training in skills that could help them to prosper. Through this policy the Central Lincolnshire Authorities will support other such proposals to enhance training and education, together with those businesses that will provide opportunities for local workforce training. Planning obligations will be used to provide opportunities to assist residents in accessing work. Construction is one of the key employment sectors to be supported and one which can provide opportunities for local workforce training as the Sustainable Urban Extensions are developed.

6.80 The Central Lincolnshire Employment Land Review carried out an assessment of the supply, need and demand for Use Class B employment land and premises, including a review of existing sites and premises. Policy CL4 sets out a forecast target need for 210 ha of additional employment land (B1/B2/B8) to support the population growth being planned for to 2031. In order to accommodate Central Lincolnshire's economic growth, Policy CL17 seeks to ensure a supply of land and premises that are fit for purpose for business development in the 21<sup>st</sup> century. In addition to ensuring that the need from the growth strategy can be met, the policy also seeks to retain and safeguard premises and land that contribute to the

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<sup>4</sup> Defined by LG Improvement and Development (April 2012) as including: high and medium-tech manufacturing; high-tech services such as communications, computer services and research and development; financial and business services; creative and cultural industries; education and health.

sustainability of local neighbourhoods. This is particularly important in the rural area where choices for business accommodation are more limited than in the city and towns. For a business to grow, therefore, it may need to move elsewhere, which impacts on the sustainability of the local community as employment opportunities are lost and commuting increases. Neighbourhood Plans can have a role in assessing the need for space for businesses to grow and potential sites.

6.81 Policy CL17 acknowledges the importance of the rural economy to both the wider Central Lincolnshire economy and for the sustainability of local communities. Central Lincolnshire is characterised by low wages and this is particularly true for those rural parts where agriculture is a principal employment sector. Support is therefore given to development and initiatives that will provide more and a broader range of businesses and employment opportunities, particularly higher skilled and paid work, such as in the knowledge-intensive industries, which in turn can help reduce out migration of younger people, retain skills and contribute to the overall sustainability of local communities. Such support includes proposals for the diversification of agricultural and other land –based rural business. Central Lincolnshire is characterised by small businesses and this is particularly so of the rural economy. The ability to work from home is an incentive for many people to set up their own business. Whilst the speed of broadband in rural Central Lincolnshire is an issue, improved technology is also enabling more employees to work from home. Home – based working and other flexible working practices such as live-work units are supported in principle by this policy.

6.82 The quality of life in Central Lincolnshire is considered good and the policy seeks the promotion of its attributes in marketing the area for inward investment. The policy also recognises that in planning positively for substantial growth, economic needs must be balanced both with environmental needs and the social needs of Central Lincolnshire’s communities and this is a theme that runs throughout the policy. In particular the policy seeks to promote a low carbon economy.

6.83 Finally, drawing on the evidence base, Policy CL17 identifies the key priorities for employment development on an area basis.

#### **Policy CL17 – Delivering Prosperity & Jobs**

**The Central Lincolnshire Authorities and their partners will plan positively to develop a high quality, sustainable economy for Central Lincolnshire that is diverse, has an appropriately skilled workforce, and will help to deliver prosperous local communities. In particular, this will involve:**

- **Promoting a low carbon economy, including investment in green technologies and jobs;**
- **Supporting new and existing businesses to develop and grow, having regard to balancing economic, social and environmental needs. In doing so, particular emphasis will be placed on providing support for the development and expansion of Central Lincolnshire’s priority economic sectors and clusters together with diversifying the economy into high**

skill, knowledge-based industries, especially where opportunities for local workforce training are to be provided;

- Helping to raise the skills levels and employability of residents and meeting the needs of employers by supporting the enhancement of education and training opportunities, and using planning obligations to provide opportunities to assist residents in accessing work;
- Promoting the distinctive qualities of Central Lincolnshire in marketing the area to attract and retain inward investment, and ensuring that these qualities are not jeopardised;
- Retaining and safeguarding existing employment premises, sites and allocations for continued employment use that are able to meet the needs of modern, economically viable business and/or contribute to the sustainability of local neighbourhoods, and which are required for the delivery of the wider Central Lincolnshire growth strategy;
- Supporting new ways of working, having regard to balancing economic, social and environmental needs;
- Recognising the importance of the economy in the rural area to the sustainability of local communities and Central Lincolnshire as a whole, and supporting development and initiatives that will enable the rural economy to diversify and grow whilst having regard to balancing economic, social and environmental needs.

Area-based priorities for employment generating investment are as follows:

- Lincoln - a high quality business park for class B1 uses with good access to the strategic road network; small business workshops; business modernisation and /or expansion space; city centre good quality office space;
- Gainsborough - high quality employment land for classes B1/B2/B8 uses with access to the strategic road network; small business workshops; business modernisation expansion and /or consolidation space; serviced office space;
- Sleaford - small business workshops; business modernisation and /or expansion space; serviced office space;
- Smaller Towns and Rural Settlements – small business workshops, in particular at Market Rasen, Caistor, Saxilby and the larger rural villages; mixed use town centre schemes to include office space at Market Rasen and Caistor; business modernisation and expansion space at Market Rasen and Caistor.

Sites that support these priorities and which are flexible to demand will be

**released for employment land use, including through site allocations in the Local Plan , in accordance with the Core Strategy policies CL4 – CL7. The Central Lincolnshire Authorities and their partners will monitor and review the take-up of employment land and the area priorities as appropriate.**

#### Explanation of Policy CL17

6.84 Policy CL17 is an overarching policy on economic development that seeks to address the issues facing the local Central Lincolnshire economy, develop its strengths and take full advantage of existing and future opportunities.

#### Policy CL17 will be implemented by:

- Development management by partner authorities;
- Negotiation through section 106 agreements;
- The delivery of schemes identified within strategies such as the Central Lincolnshire Economic Strategy; and
- Collaborative working between developers, Local Authorities and stakeholders.

## **REGENERATING PLACES & COMMUNITIES**

6.85 Most settlements have some regeneration needs, and the Core Strategy aims to ensure that all places and communities in Central Lincolnshire are attractive and prosperous. As noted in Chapter 2, both Lincoln and Gainsborough have undergone major regeneration along with new investment and, in Lincoln's case, the development of the University of Lincoln centred on the Brayford campus, which has promoted cultural activity and a vibrant evening economy. Additionally, targeted regeneration and renewal activity has started to improve conditions in residential neighbourhoods with social and economic problems.

6.86 However, major inequalities still exist in Central Lincolnshire. Both Lincoln and Gainsborough have urban neighbourhoods that fall within the worst 10% nationally for deprivation, with problems of poor health, anti-social behaviour, crime and poor educational attainment. Pockets of deprivation also occur in the rural area, where affordable housing and access to services are key issues. In Sleaford, the Masterplan concludes that, whilst there are areas of high quality townscape, there are other area that lack a high quality public realm and that the town centre needs to 'fulfil its potential' as a destination.

6.87 The Lincoln City Centre, Gainsborough Regained and Sleaford Masterplans are key to driving positive changes in these areas. Generally, the Core Strategy seeks to support regeneration of Central Lincolnshire's communities by:

- Creating regeneration through growth and infrastructure provision
- The creation of sustainable neighbourhoods within which most of people's daily needs can be met

- Re-using derelict and vacant land
- Improving inner urban areas and neighbourhoods with aging housing or poor quality environments; and
- Areas high levels of social deprivation.

6.88 Some of these elements will be delivered through other policies within the Core Strategy, such as the affordable housing policy for rural exception sites and promoting development on brownfield land, but Policy CL18 sets out the overall regeneration priorities for Central Lincolnshire. Further policy detail is set out in the area chapters relating to Lincoln, Gainsborough and Sleaford, and Policy CL19 provides a specific focus on regeneration issues relating to former and existing RAF bases.

### **Policy CL18 - Regeneration Priorities in Central Lincolnshire**

**The Central Lincolnshire Authorities, together with their partners, will focus regeneration activity and investment, as they consider appropriate, on those areas with greatest identified need where intervention will benefit the local and/or wider resident community as a whole. The priorities are:**

- **Urban and rural areas and communities with significant levels of deprivation;**
- **Areas with significant levels of physical decay;**
- **Former RAF bases and associated settlements with significant issues of deprivation and/or poor quality environments. The nature of regeneration activity considered appropriate in the case of former RAF bases and associated settlements is set out in Policy CL19;**
- **Other major establishments, where the closure or reduction in operations of which significantly impacts on quality of life for residents and/or the environment. In such instances, and as appropriate, the Central Lincolnshire Authorities and their partners will seek to work with owners and occupiers of the establishment at the earliest opportunity to ensure sustainable outcomes.**

**In addition to the above, the Central Lincolnshire Authorities, together with their partners, will provide support, as they consider appropriate, to other communities with significant identified regeneration needs in order to achieve the provision of additional services, facilities, affordable housing, employment and/or any other requirements that will contribute to their improved sustainability.**

**In all the above instances, any regeneration activity, investment or other means of support considered appropriate by the Central Lincolnshire and**

**their partners may be informed by a Neighbourhood Plan prepared by the local community. Where a community chooses to prepare a Neighbourhood Plan, this should be in line with Policy CL7 (Neighbourhood Plans). Such regeneration activity will be in accordance with Policy CL23 (A Quality Environment).**

#### Explanation of Policy CL18

6.89 Policy CL18 will ensure that positive efforts are made to stimulate regeneration and inward investment to areas where it is most needed, but this does not preclude regeneration activities elsewhere and indeed this will be supported. Any new development will of course have to accord with other policies within the Core Strategy such those relating to the environment and design.

6.90 Regeneration covers a wide range of activities that contribute to the creation of high quality, sustainable places. New development and infrastructure such as community facilities and transport schemes are part of the picture, as is the reuse of vacant buildings and derelict land. Additionally, however, the role of heritage and character are critical, helping to create a sense of place, along with the provision of accessible public open space and enhancements to green infrastructure. Regeneration schemes should encourage improvements across all of these social, economic and environmental dimensions where possible.

6.91 The following policies are particularly important in providing further detail alongside Policy CL18:

- Policy CL2 (Tackling Climate Change)
- Policy CL3 (Renewable and Low Carbon Energy)
- Policy CL5 (Managing the Release of Land for Housing and Employment)
- Policy CL8 (Sustainable Communities and Neighbourhood Plans)
- Policy CL19 (RAF Bases)
- Policy CL20 (Retail and Town Centres in Central Lincolnshire)
- Policy CL23 (A Quality Environment)
- Policy CL24 (Green Infrastructure and Biodiversity)
- Policy CL26 (Design Quality)
- Policy L4 (Regenerating Lincoln)
- Policy G4 (Regenerating Gainsborough)
- Policy S4 (Regenerating Sleaford).

#### Policy CL18 will be implemented by:

- Development management decisions by the partner Authorities
- Measures to encourage inward investment through partnership working with the Lincolnshire Enterprise Partnership, Local Authorities and other key stakeholders
- Promotion of opportunities identified in the area specific masterplans
- Effective masterplanning of new development, particularly the Sustainable Urban Extensions
- Aligning the Local Plan with economic and housing strategies
- The promotion and development of Neighbourhood Plans



## RAF BASES

6.92 Lincolnshire is renowned as the 'Home of the Royal Air Force' (RAF) and Central Lincolnshire in particular has been an important location throughout the history of military flight in the UK. The county's topography and its location on the eastern side of the country made it ideal for the development of airfields during World Wars I and II, notably:

- Lincoln became one of the top five aircraft manufacturing centres, many of the aircraft built there flying out to service from West Common
- Morton Hall near Swinderby became the headquarters for Bomber Command during WWII
- A training station was established at Cranwell, becoming the Royal Air Force College in 1920
- RAF Scampton was a base for 617 Squadron, the 'Dambusters' but until recently has been home to the Red Arrows.

6.93 Although many airfields have been closed since 1945 and the land returned to agricultural use or developed, the area still remains a major focus for the RAF nationally with important bases including the air training school at Cranwell and RAF Waddington, with RAF Coningsby just over the border in East Lindsey. The RAF and MoD presence play a major role in supporting the local economy and local communities and should continue to be a major presence in the area for many years to come. Some sites within Central Lincolnshire are expected to support defence outputs for at least the next fifteen years whilst others have a future that is not fully assured and could be subject to review. Some of the closed bases have provided opportunities for industrial and warehouse development. Others have enabled the creation of new residential communities and employment generating uses, such as the new development at Swinderby, now known as Witham St Hughs.

6.94 Where sites are expected to be retained, increased or reduced the Central Lincolnshire Authorities will work closely with the MoD, via mechanisms such as an Armed Forces Community Covenant, to ensure that the needs of service personnel, ex-servicemen and their families are met. These include housing needs infrastructure, and employment. MoD bases may also support and provide infrastructure for civilian residents such as leisure facilities and public transport services, and have a role in ensuring other elements of this plan can be achieved, for example, enhancing biodiversity and heritage. Indeed some work has already taken place in relation to aviation heritage and this forms a good foundation for the future, such as a Battle of Britain Memorial proposal near Lincoln.

6.95 For sites where the future is less certain, and the former air bases that still present a variety of regeneration issues, such as Brookenby, there is a need to ensure that their future is based on the sustainability objectives identified in this plan. The Central Lincolnshire Authorities are keen to ensure that regeneration needs are met within the context of the area's overall spatial strategy for growth, and that the quality of life and sustainability of communities is enhanced. Policy CL19, therefore,

identifies the Central Lincolnshire Authorities' approach with regard to existing and former military establishments.

### **Policy CL19 - Existing and Former Military Establishments**

**The Central Lincolnshire Authorities and their partners will support development that is appropriate for helping enhance the operational capability of existing Ministry of Defence (MoD) establishments.**

**The Central Lincolnshire Authorities and their partners will support appropriate investment and other activity to regenerate Central Lincolnshire's former military bases, by:**

- Working with the Ministry of Defence at the earliest opportunity to ensure sustainable outcomes in respect of any proposed disposal of the existing MOD estate in the area, including minimising the impact on the local economy. Where appropriate the re-use and/or redevelopment will be guided by a masterplan, supplementary planning document or other similar mechanism;**
- Working with local residents, businesses and other stakeholders to address identified deprivation and/or other social, economic or environmental issues and enhance the sustainability of settlements that have been created following the full or partial disposal historically of MOD bases;**
- Seeking to ensure that any detrimental impact on the environment and/or local communities relating to other former military establishments is minimised, and opportunities to enhance such sites are taken where appropriate.**

**In all cases, proposals for regeneration, including any proposed development of housing or other uses, will be subject to the overall spatial strategy for Central Lincolnshire as set out in Core Strategy.**

**Opportunities to retain, enhance and interpret the historic RAF legacy will be promoted where appropriate as part of the protection of Central Lincolnshire's heritage and to develop its tourist offer. At existing operational military establishments any such proposals shall be consistent with and not adversely impact on or restrict current and future operational capabilities and plans for the site.**

#### Explanation of Policy CL19

6.96 Although the positive impact of the bases and services personnel in the area has not been fully explored, the advent of the Armed Services Community Contract seeks to build a better understanding between the RAF, the local authorities and the community. Experience within Central Lincolnshire and elsewhere, on the other

hand, tells us that the significance of a base closure is not to be underestimated, as it stretches beyond the movement of RAF personnel and their families. As identified above these bases have significant impact on the economy both directly via job creation for local civilians and contractors and indirectly, as a result of spending on services and leisure facilities, as well as servicemen's families working within the area. In addition, the SHMA identifies that the strong rental market in Central Lincolnshire, is in part due to the number of MoD personnel living here, and housing growth will provide for MoD families wishing to both rent and purchase properties. The purchasing of new homes will be more pertinent should the MoD rely increasingly on reservist personnel in the future rather than full time servicemen, who can be housed in Service Family Accommodation.

6.97 There is a need to ensure that these issues are fully considered and understood, and any negative impacts of closure mitigated, to ensure that the legacy of existing bases with regeneration issues can be addressed and not repeated. The Central Lincolnshire will establish ongoing partnerships with stakeholders such as the MoD to ensure this is achieved and account can be made of any changing circumstances to the operation of the MoD and their estate.

Policy CL19 will be implemented by:

- Development management by partner authorities;
- Negotiation through section 106 agreements and
- Collaborative working between the MoD, developers, Local Authorities and stakeholders.

## **RETAIL AND TOWN CENTRES**

### **Context and Issues**

6.98 Town centres are at the heart of communities providing accessible shops and services, employment and leisure facilities. Vital and viable town centres not only provide economic and social benefits, but also help to foster civic pride, promote local identity and contribute towards the aims of sustainable development.

6.99 At the start of the Plan period, town centres and high streets are under major strain nationally. Household spending is falling, shops are closing and public spending is being squeezed. In addition to weathering the effects of the economic recession, town centres and high streets are also facing challenges from the constantly evolving retail sector. The 'Town Centre First' national planning policy was introduced in response to the growth of out-of-town centres and this has been supported by successive governments. However, as highlighted in the Portas Review into the future of high streets, out-of-town centres are part of the retail landscape of today and together with internet shopping provide the convenience and choice that many customers welcome.

6.100 The need to reinvent their centres in order for these to survive is not a new concept for many small market towns across the country, however the current economic climate has brought to the forefront that to thrive town centres and high

streets must offer something new and different. Action for Market Towns in its report 'Twenty First Century Town Centres' states:

*"High Streets and town centres that are fit for the 21<sup>st</sup> century need to be multifunctional social centres, not just competitors for stretched consumers. They must offer irresistible opportunities and experiences that do not exist elsewhere. They need to be rooted in the interests and needs of local people, and able to meet the demands of a rapidly changing world."*

6.101 Achieving this involves a broad and complex spectrum of stakeholders, measures and initiatives, one of which is a positive planning framework.

6.102 The NPPF indicates that, to ensure the viability and vitality of town centres<sup>5</sup>, planning policies should be positive, promote competitive town centre environments and consumer choice and include policies for the management and growth of centres over the plan period. Specifically, the NPPF's requirements include that:

- a network and hierarchy of centres is identified that is resilient to anticipated future economic changes;
- the extent of town centres and primary shopping areas are identified;
- a range of suitable sites are allocated to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.

### **Central Lincolnshire's Town Centres**

6.103 The Central Lincolnshire City and Town Centres Study (2011) was commissioned to assess the health of the area's town centres, identify a single integrated retail hierarchy for Central Lincolnshire, provide an assessment of the future capacity for retail and commercial leisure development, and make recommendations on the ability of the main centres to accommodate the type and scale of need identified. The Study shows that at the start of the Plan period:

- Overall, Central Lincolnshire has a healthy market share of convenience goods expenditure, and whilst significant variations occur across the area depending upon location and goods type, there is a reasonably good market share of comparison goods expenditure. There is, however, leakage from peripheral areas close to alternative centres outside of the area, in particular in the north and north-east;
- Lincoln is a popular and well-performing retail and leisure destination with the historic city centre attracting considerable numbers of tourists and shoppers each year. It has a large amount of retail floorspace and a strong representation from national retailers, reflecting its role as an important sub-regional shopping centre;
- Gainsborough provides an important role as a retail and service destination for the local area and its performance has improved since the opening of Marshall's

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<sup>5</sup> The term 'town centre' encompasses city, town, district and local centres.

Yard in recent years. There is, however, a distinct contrast between the new development and the older parts of the centre in terms of vitality and viability;

- Sleaford is a popular retail destination and provides an important service to the local area. Its convenience goods offer is, however, relatively weak for a town of its size and catchment and is subject to significant leakage in respect of comparison goods;
- Market Rasen has a more localised role than Gainsborough, Lincoln and Sleaford, and suffers from significant leakage to larger centres;
- Individual health checks of 23 additional centres across the area indicate that the vast majority are performing well, appear to be trading healthily and perform a key role serving the local population, including in respect of leisure services.

6.104 Whilst on the whole the Study has identified that Central Lincolnshire's town centres are reasonably healthy, there are local issues and certainly no room for complacency. Policy CL20 therefore seeks to protect and enhance the vitality and viability of Central Lincolnshire's town centres, in line with the NPPF, by directing most new retail and other town centre development to them. Informed by the Study, a four tier hierarchy of centres is defined to provide guidance on the scale and nature of new development appropriate to each of them.

6.105 The policy also seeks to support and enhance the area's centres in terms of their attractiveness, accessibility and the range of facilities for users by guiding other investment and initiatives to them. This might include:

- improving or establishing local markets;
- converting vacant upper floors for residential use which not only brings life into the centre outside of opening hours but can provide natural surveillance and thereby assist in the reduction of crime and anti-social behaviour;
- creating new public open spaces for people to enjoy, bringing people together both informally and through holding events;
- allowing new leisure uses that will create or enhance an evening economy.

6.106 Partnership working with organisations such as the Business Improvement Groups and providing support as appropriate for business improvement district and other activities, such as the Market Rasen Portas Pilot scheme, is an important part of this wider approach to maintaining and enhancing their vitality and viability.

6.107 In addition to these main centres, many villages and urban neighbourhoods have local shops and facilities which play an important role in meeting community needs and in reducing the need for travel to more distant facilities. Protecting such local facilities is an important part in maintaining flourishing and sustainable local communities across Central Lincolnshire.

## Policy CL20 – Retail and Town Centres in Central Lincolnshire

The following retail hierarchy will be used by the Central Lincolnshire Authorities and their partners to guide investment and other activity to improve the vitality and viability of the identified centres, and in determining planning applications for retail and other town centre uses (as defined in the NPPF):

Tier	Type of Centre	Location	Role and Function
1	City Centre	Lincoln	Largest centre within Central Lincolnshire, having an extensive catchment and a sub-regional role, providing a wide range of town centre uses.
2	Town Centre	Gainsborough Sleaford Market Rasen * Caistor * * see below	Centres providing a range of facilities and services for a wider catchment area.
3	District Centre	Locations within the Lincoln PUA, Gainsborough Urban Area and Sleaford Urban Area are defined in Policies Lx, Gx and Sx respectively. In the rest of Central Lincolnshire, District Centres will be reviewed and designated where appropriate as part of the wider review of the Smaller Towns and Rural Settlements identified in Policy CL4.	Centres serving particular areas within the main settlements, typically including a range of services such as banks, building societies, restaurants, library, and usually with at least one supermarket.  AND  Large rural centres that serve a wider catchment area than their own community
4	Local Centre	Locations within the Lincoln PUA, Gainsborough Urban Area and Sleaford Urban Area are defined in Policies Lx, Gx and Sx respectively. In the rest of Central Lincolnshire, Local Centres will be reviewed and designated where	Centres within the main settlements that serve their locality, typically including a small supermarket and a limited range of other local shops and services such as a pharmacy, sub-Post Office, newsagent, hot food takeaway.

		appropriate as part of the wider review of the Smaller Towns and Rural Settlements identified in Policy CL4.	<b>AND</b> Rural centres that mainly serve their own community.
* The designations of Market Rasen and Caistor as Town Centres are provisional and are subject to the wider review of the Smaller Towns and Rural Settlements identified in Policy CL4.			

The boundaries of the centres identified in the table will remain as defined by the saved policies of the adopted Local Plans for the City of Lincoln, North Kesteven and West Lindsey, unless and until reviewed and amended by the Local Plan. Additionally, the review of boundaries will cover primary and secondary shopping streets and frontages as appropriate.

Development proposals for retail and/or other town centre uses will be focused in the centres defined in this policy, and will be appropriate in scale and nature to the size and function of the relevant centre and to the maintenance of the town centre hierarchy as a whole.

Development proposals for retail and/or other town centre uses in out-of-centre and edge-of centre locations will, except where for purely local need, be tightly controlled. Proposals will be required to demonstrate their suitability through a sequential site test in line with the NPPF and the relevant policies for Lincoln, Gainsborough and Sleaford. In addition, a robust assessment of impact on nearby centres will be required for any retail, leisure and **office\*** proposals that:

- Provides a floorspace that is greater than 500 m<sup>2</sup> gross; or
- Is located within 500 m of the boundary of a District Centre and is greater than 300 m<sup>2</sup> gross; or
- Is located within 500 m of the boundary of a Local Centre and is greater than 200 m<sup>2</sup> gross.

(\* These thresholds are provisional in respect of office. The inclusion of offices in the requirement for retail impact assessments has been introduced by the NPPF and the setting of suitable thresholds needs to be given further consideration.)

The Local Plan will make provision for additional floorspace for retail and other town centre uses over the Plan period in line with the most up to date available evidence on Central Lincolnshire's need, including allocation of sites where appropriate.

New centres will be required in relation to the proposed sustainable urban extensions at Lincoln, Gainsborough and Sleaford, as set out in Policies **Lx, Gx, and Sx** respectively, and in the relevant policies for these sites in the Core Strategy. Such provision must be appropriate in scale and location to the need of the areas they serve. The development of new centres will be required to consolidate and enhance the existing network and hierarchy of centres and not harm the vitality and viability of existing centres.

Outside of the defined centres, existing local shops and related facilities such as public houses and post offices will also be protected and enhanced where they

## support the sustainability of local communities.

### Explanation of Policy CL20:

#### *Settlement Hierarchy*

6.109 Based on the Central Lincolnshire City and Town Centres Study 2012, Policy CL20 defines a hierarchy of centres for Central Lincolnshire as a whole, superseding the individual approaches in previous Local Plans covering the area.

6.110 To distinguish Lincoln's wider sub-regional role as a retail, commercial and cultural hub from the more local roles provided by Gainsborough, Sleaford and Market Rasen, the policy identifies Lincoln City Centre as the Tier 1 centre and the other three as Tier 2 centres.

6.111 The Core Strategy only identifies Tier 3 and 4 centres in relation to the 3 defined urban areas, as the identification and designation of such centres in the Rural Area is planned as part of the wider review of settlement roles proposed in the next stages of Local Plan review. In the case of the Lincoln PUA, existing and proposed District and Local Centres are set out in Policy L6. At present there are no such centres in Gainsborough or Sleaford, based on the 2012 Study, but planned facilities relating to the growth of these settlements are set out in policies Gx and Sx. It is noted that the proposed review of centres will also cover Market Rasen and Caistor.

#### *Primary Shopping Areas*

6.112 The City and Town Centres Study identifies recommended primary shopping areas for each of the four main centres. Consideration of these boundaries will take place as part of the during further policy development for the Local Plan together with a review of town centre boundaries.

#### *Impact Assessment*

6.113 The NPPF requires applications for retail, leisure and office development outside of town centres which are not in accordance with an up-to-date Local Plan to be assessed against a proportionate, locally set floorspace threshold. If no such locally threshold is set the default threshold set by the NPPF is 2,500 m<sup>2</sup>. The City and Town Centres Study advises against having a blanket threshold for all types of hierarchy across Central Lincolnshire as a store of 500 m<sup>2</sup> (e.g. a 'Tesco Express', 'Sainsbury's Local' or similar) will likely have a greater impact on a small centre than on, for example, Lincoln. It therefore advocates a tiered approach to reflect the role and function of a centre within its sphere of influence, as set out in the policy.

6.114 The City and Town Centres Study identifies the quantitative need for additional retail floorspace in each of the four main centres over the Plan period. This has been done for two population growth scenarios, one of which seeks to reflect the level of population and housing growth proposed under the Local Plan. The calculation of the quantitative need takes into account per capita expenditure



growth forecasts which the Study expresses caution beyond the initial ten years due to the inherent uncertainties in predicting the economy's performance over time. The Study also advises that the level of available expenditure identified is based on the forecast growth in population and housing and will need regular review to ensure that it accords with the numbers of dwelling completions and related population growth. Due to these uncertainties the Policy itself does not include floorspace need figures but instead refers to those included in the most up to date evidence base, which at the start of the Plan period is the Central Lincolnshire City and Town Centres Study 2012. The need for future provision of floorspace for commercial leisure use is discussed in general terms in the Study whilst the Central Lincolnshire Employment Land Review 2010 and its component ELRs for the individual local authority administrative areas provides an indication of need for town centres office use. The allocation of sites to meet town centre uses need will be informed by the current and future masterplans.

Policy CL17 will be implemented by:

- Development management by partner authorities
- Negotiation through section 106 agreements
- The delivery of schemes identified within strategies such as the Central Lincolnshire Economic Strategy and the Central Lincolnshire Housing Growth Strategy
- Collaborative working between developers, Local Authorities and stakeholders
- Implementation of Lincoln City Centre Masterplan, Gainsborough Masterplan and the Sleaford Masterplan.

## **THE VISITOR ECONOMY**

6.115 A sustainable visitor economy helps to create vibrant and prosperous communities and a sense of place where people want to live, work, visit and invest.

6.116 The visitor economy concept embraces the total visitor experience. It recognises the importance of the more qualitative factors and the wider set of individuals and organisations contributing to the success of a destination. It therefore includes not only the economic activity of visitors but also all of the elements that make for a successful visitor destination, including:

- The area's natural environment, heritage and culture, iconic buildings, its retail, sport, leisure and cultural facilities, food, gardens, events, festivals, and so on, i.e. all the things that make a place special, distinctive and capable of engendering pride and interest and a place worth experiencing;
- The infrastructure that helps to reinforce and shape the sense of place and make it an easy place to visit: the signs, the transport, parking and orientation, interpretation, public space, amenities, and so on;
- The services that cater for the needs of visitors (and of residents) that create economic and social activity and increase spending, including hotels, bars, pubs,

restaurants, galleries, plus the everyday events and day to day services that make the place clean, safe and welcoming.

6.117 The visitor economy is important not just because of the direct and indirect economic benefits but also to such matters as economic and social inclusion, enterprise/business formation, regeneration and place-making, the maintenance/enhancement of the built heritage, cultural activities and improving health.

6.118 The NPPF fully recognises the importance of the visitor economy in contributing to economic wellbeing and sustainable development.

### **The Visitor Economy in Central Lincolnshire**

6.119 The visitor economy is one of the most important economic activities in Central Lincolnshire. The Lincolnshire Chamber of Commerce reports that the Visitor Economy is worth just under £1 billion to the county as a whole, supporting 17,000 jobs and attracting 17 million visitors a year. Lincoln, the principal destination in Central Lincolnshire, attracts over 3 million visitors a year, generating over £125 million and supporting 2000 jobs. The Visit Lincoln Partnership considers that, by comparison with similar historic towns, there is potential for the Lincoln's visitor economy to grow and this is true across the wider Central Lincolnshire area. This is reflected in the draft Central Lincolnshire Economic Strategy which targets the visitor economy as a key sector to be developed in its action plan for achieving growth.

6.120 The Lincoln Castle Revealed project, providing a showcase for the Magna Carta, is an example of how growth in this sector will be achieved, the overall value of tourism to Lincoln being estimated to increase by 29 – 55%, the effects of which will be felt across Central Lincolnshire with many visitors to Lincoln staying in the rural area.

6.121 The Lincolnshire Chamber of Commerce has stated that:

*“The Visitor Economy is a sector that requires a framework for support and to facilitate growth.”*

6.122 Policy CL21 is part of that framework, seeking to deliver a sustainable visitor economy for Central Lincolnshire.

#### **Policy CL21 - A Sustainable Visitor Economy**

**The Central Lincolnshire Authorities and their partners will support development and activities that will deliver high quality sustainable tourism, culture and leisure, including sporting attractions. Such development and activities will contribute to the local economy, benefit local communities and visitors, and respect the intrinsic natural and built environmental qualities of the area. In particular this will involve:**

- **Supporting the growth and enhancement of existing and new tourism, cultural, and leisure developments, including sporting attractions, that are**

appropriate to their location, and will enhance and protect the existing offer within Central Lincolnshire;

- **Supporting opportunities to strengthen and celebrate Central Lincolnshire’s local distinctiveness and cultural diversity;**
- **Supporting partnership projects, regeneration schemes, infrastructure improvements and development that enhances the value of and promotes opportunities for visitors to access, understand and engage with Central Lincolnshire’s green infrastructure network and its landscape, waterways, cultural and heritage assets;**
- **Supporting the growth of, and promoting visitor connections with, the creative industries and the production of local food and drink;**
- **Supporting the growth of ‘green tourism’;**
- **The development of high quality visitor accommodation in sustainable locations. Development proposals should be appropriate for the character of the local environment in scale and nature and should be located within existing settlements unless it can be demonstrated that there is an overriding benefit to the local economy and/or community and/or environment. In all locations, the re-use of existing buildings and previously developed land will be prioritised.**

#### Explanation of Policy CL21:

6.123 ‘Green tourism’ is sustainable tourism. Any business that has been accredited ‘green’ under the nationally adopted Green Tourism Business Scheme will have implemented initiatives across its business that contributes a significant benefit to the environment and to responsible tourism. Businesses are assessed against a wide range of criteria covering environmental and social factors, as well as up-to-date technological developments.

#### Policy CL21 will be implemented by:

- Development management by partner authorities
- The delivery of schemes identified within strategies such as the Central Lincolnshire Economic Strategy
- Collaborative working between developers, Local Authorities and stakeholders an

## **THE RURAL AREA**

6.124 Over half of Central Lincolnshire’s population lives in rural areas, which are characterised by a dispersed pattern of villages and market towns. While the Local Plan’s Spatial Strategy for Growth focuses the bulk of development on the 3 main urban areas, significant growth is also likely outside of these areas to support local

needs for housing and jobs. Existing communities also face a number of key issues relating to access to services and transport.

6.125 The Central Lincolnshire Authorities have therefore developed specific objectives for the Rural Area, which is defined as that part of Central Lincolnshire lying outside of the 3 main urban areas (i.e. the Lincoln PUA, Gainsborough Urban Area and Sleaford Urban Area).

### **Policy Context**

6.126 National planning policy on rural areas is set out in the NPPF, including the following key objectives:

- Supporting sustainable economic development
- Promoting the development and diversification of agriculture and other land-based businesses
- Supporting sustainable rural tourism
- Promoting the retention and development of local services and community facilities in villages, including local shops, sports venues, cultural buildings, public houses and places of worship.

6.127 The Central Lincolnshire Authorities fully support these objectives and have sought to translate them into a local approach to support and strengthen the Rural Area within the wider strategy for sustainable development in Central Lincolnshire.

#### **Policy CL22 – Strategy for the Rural Area of Central Lincolnshire**

**The Central Lincolnshire Authorities and their partners will support the Rural Area of Central Lincolnshire through an integrated and sustainable approach to planning based on the Core Strategy’s Vision and Objectives. To achieve this, the Local Plan will:**

- **Promote and support the sustainability of rural communities, so that they are prosperous, balanced and resilient;**
- **Protect, enhance and expand existing services, facilities and other infrastructure across the Rural Area in line with the Infrastructure Delivery Plan, Sustainable Futures Study and the review of rural settlement roles proposed as part of the Local Plan review;**
- **Maintain and enhance the smaller towns (Market Rasen and Caistor) including their roles in supporting their surrounding areas;**
- **Seek to ensure that rural housing needs, including affordable housing, are met in line with the Spatial Strategy for Growth in Central Lincolnshire;**

- **Promote a sustainable rural economy, including support for innovation, diversification and use of local resources (locally produced food, biomass, timber and other renewable construction materials; etc). Opportunities to link the rural and urban economies and resource use in Central Lincolnshire will be promoted;**
- **Promote improved access to the countryside and sustainable rural tourism;**
- **Promote improved accessibility and public transport provision serving the Rural Area as part of the transport strategy for Central Lincolnshire;**
- **Protect, nurture and enhance the quality of the rural environment and countryside, including its natural and historic value, landscape character and local distinctiveness.**

Policy CL22 will be implemented by:

- Partnership working
- Development management decisions by the partner Authorities
- Linking the Local Plan to strategies for housing, economic development, transport, biodiversity, etc and seeking to ensure that the rural objectives are addressed

## 7. A QUALITY ENVIRONMENT

7.1 Central Lincolnshire has a rich and distinctive natural and built environment that is valued and enjoyed by those who live, work, visit and invest here. Its largely rural countryside and historic towns and villages are attractive features across Central Lincolnshire as a whole, while the landscape of the Lincolnshire Wolds and Lincoln's historic core are assets of national or wider importance. It is crucial that the significant growth planned over the next 20 years is delivered carefully to ensure that environmental quality, character and diversity are protected and, where possible, enhanced. Natural resources including water, soils, air and unpolluted skies also need to be protected and managed as part of sustainable development.

7.2 The Core Strategy seeks a positive and proactive approach to the environment in Central Lincolnshire, with the emphasis on achieving quality places that are attractive and sustainable, and which contribute positively to quality of life, community wellbeing and local character. The overall approach and priorities for the environment are set out in Policy CL23 (A Quality Environment), while supplementary policies provide more detail on particular aspects as follows:

- Green Infrastructure & Biodiversity (Policy 24)
- Managing Water Resources & Flood Risk (Policy 25)
- Design Quality (Policy 26).

### ENVIRONMENTAL QUALITY

7.3 The Core Strategy's approach to environmental quality encompasses the range of components that make up the environment of Central Lincolnshire, including:

- Landscape
- Historic, built and cultural assets
- Biodiversity and geodiversity
- Environmental infrastructure and ecosystem services
- Open space, recreation and outdoor sports provision
- Natural resources and their management.

7.4 As these components are often linked with each other (and with other social and economic objectives), the Core Strategy promotes their integration in planning and environmental management where appropriate. This is to ensure that environmental resources are considered in their wider context, rather than as isolated natural, historic or recreational sites. A holistic approach to the environment across Central Lincolnshire also maximises opportunities for the enhancement of assets and their contribution to quality of life.

7.5 Many of these components also play a crucial role in defining local character and sense of place of Central Lincolnshire, together with the diversity of places and landscapes within it.

### Key Challenges and Opportunities for Environmental Quality

7.6 Central Lincolnshire’s environment presents us with a number of challenges and opportunities that can, in part, be addressed through policies in the Core Strategy. These include:

Key Challenges	Opportunities
Ensure change to landscapes is carefully and sustainably managed so that our landscapes continue to be highly valued, distinctive expressions of local identity	<ul style="list-style-type: none"> <li>• Support the protection and enhancement of all landscapes including nationally designated landscapes (Lincolnshire Wolds AONB)</li> <li>• Ensure new development adequately takes account of, and where possible enhances, landscape character</li> </ul>
Reduce heritage at risk	<ul style="list-style-type: none"> <li>• Reuse and adapt buildings</li> <li>• Preserve assets of archaeological interest either in situ or by record</li> <li>• Approve appropriate enabling development</li> </ul>
Minimise damage to areas of tranquillity and dark skies as Central Lincolnshire grows	<ul style="list-style-type: none"> <li>• Focus growth on existing urban settlements to reduce urban sprawl and traffic growth</li> <li>• Ensure that design minimises light pollution</li> </ul>
Protect and enhance biodiversity, including key habitats and species	<ul style="list-style-type: none"> <li>• Restore degraded or declining habitats</li> <li>• Link and extend ecological corridors and networks</li> </ul>
Ensure our environment is appropriately used for recreation, education and tourism	<ul style="list-style-type: none"> <li>• Improve and extend Central Lincolnshire’s green infrastructure network</li> <li>• Improve access to our environment</li> <li>• Enhance existing tourism attractions and develop new ones</li> <li>• Attract new recreational uses</li> <li>• Increase public participation</li> </ul>
Ensure local character and diversity of places is conserved and enhanced	<ul style="list-style-type: none"> <li>• Improve the quality of new development so that it contributes positively to local character and diversity</li> </ul>

Ensure rivers and water resources continue to support wildlife, recreation and tourism, as well as providing water for business, agriculture and homes	<ul style="list-style-type: none"> <li>• Ensure sustainable approaches to water resources</li> </ul>
Protect our environment from the consequences of climate change including increased flood risk	<ul style="list-style-type: none"> <li>• Improve flood defences to ensure our environment is better protected</li> </ul>

7.7 These opportunities are considered further under the relevant policy areas later in this chapter.

7.8 Many of the opportunities identified above rely on partnership working with other bodies and local communities. The Central Lincolnshire Authorities are keen to maximise links between the Local Plan and other local strategies, plans and initiatives relating to Central Lincolnshire’s environment.

## Landscape and Character

### WHAT IS LANDSCAPE?

The European Landscape Convention (ELC) (2004) defines ‘Landscape’ as:  
*“An area, perceived by people, whose character is the result of the action and interaction of natural and/or human factors”*

The Convention embraces all landscapes, both outstanding and ordinary, that determine the quality of people’s living environment. The Convention therefore covers natural, rural, urban and peri-urban (urban fringe) areas.

By addressing landscape as part of an integrated approach to conserving and enhancing Central Lincolnshire’s quality of environment, the Core Strategy meets the ELC’s aims of promoting the *protection, management and planning* of landscape.

7.9 Central Lincolnshire contains a wide diversity of landscapes, reflecting its varied geology, ecology and history. In seeking to understand and conserve this diversity, a range of landscape character assessments is available, as follows:

i) National

- *Character of England Landscape, Wildlife and Cultural Features Map* (Natural England, 2005) [see Map X for National Character Areas within Central Lincolnshire]



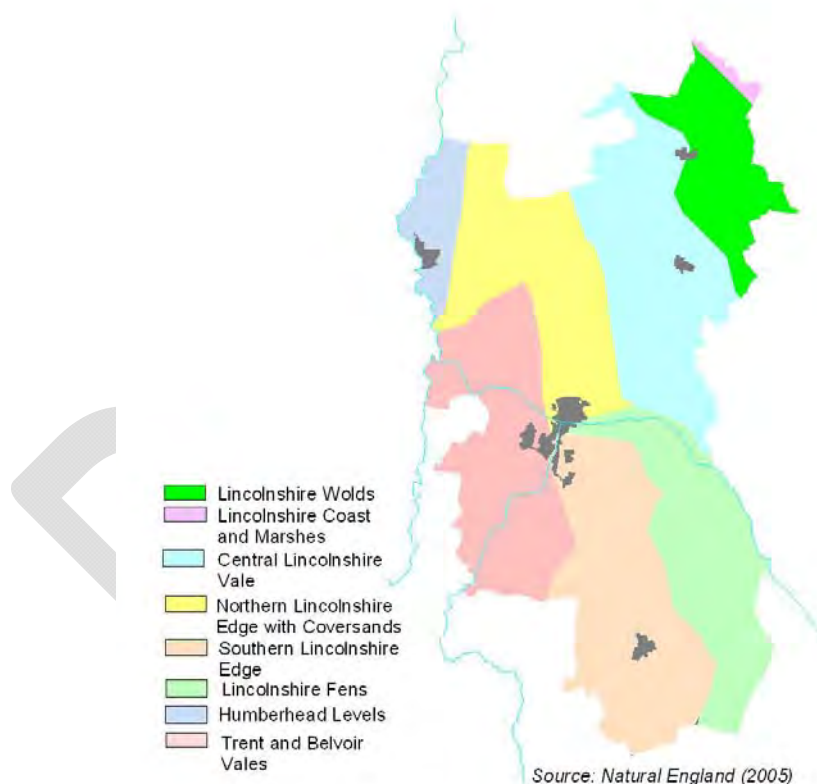
ii) Regional

- *East Midlands Regional Landscape Character Assessment (EMRLCA, 2010)*

iii) Local

- *Lincolnshire Historic Landscape Characterisation (HLC) Project (2011)*
- *Lincoln Townscape Assessment (LTA, 2009)*
- *Lincoln Growth Points Characterisation Project (2011)*
- *North Kesteven Landscape Character Assessment (2007)*
- *West Lindsey Landscape Character Assessment (1999)*

**Figure 7: National Character Areas in Central Lincolnshire**



7.10 Further information on the character assessments for Central Lincolnshire is available on the Joint Committee website ([www.central-lincs.org.uk](http://www.central-lincs.org.uk)).

7.11 The Central Lincolnshire Authorities are committed to maintaining and using landscape and townscape character assessments in the planning process, and to

supporting identified management and conservation objectives for character areas in partnership with others. This includes a requirement on new development to take account of existing landscape character, as set out in Policy CL26 (Design Quality).

### **Lincolnshire Wolds Area of Outstanding Natural Beauty**

7.12 Approximately 5% of Central Lincolnshire lies within the Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB). The AONB was designated in 1973 and is one of only two nationally protected landscapes in the East Midlands region, the other being the Peak District National Park. AONBs, together with National Parks, are considered to represent the finest landscapes in England and Wales and as such have the highest level of protection. The NPPF states that “great weight” should be given to conserving landscape and scenic beauty in AONBs.

7.13 The latest Lincolnshire Wolds AONB Management Plan sets out an updated Strategy and Action Plan for the period 2012-2017. This, and its future reviews, will form the basis for managing the AONB and will ensure that the landscape is conserved for the use and enjoyment of future generations as the area evolves and changes.

7.14 The Central Lincolnshire Authorities fully support the AONB and the importance of its careful conservation and management, and will take account of the AONB Management Plan alongside national guidance in planning decisions affecting the area.

### **Natural Resources**

7.15 Natural resources cover the full range of natural systems, networks and attributes that form the environment and ecology of Central Lincolnshire, including:

- Green infrastructure
- Biodiversity and geodiversity
- Water resources and flood management
- Air quality
- Soils and agricultural land
- Skies, including dark skies at night
- Tranquillity (freedom from unreasonable noise or visual disturbance)

7.16 National planning policy on the natural environment is set out in the NPPF. The Central Lincolnshire Authorities fully support the NPPF approach and will seek the careful management of these natural resources to ensure their conservation and enhancement as part of the overall aim of achieving a quality environment and sustainable development in Central Lincolnshire.

7.17 Further detail and policies for Central Lincolnshire are set out later in this chapter in relation to Green Infrastructure and Biodiversity (see Paras 7.xx – xx and Policy CL24) and Water Resources & Flood Risk (see Paras 7.xx – xx and Policy CL25).

7.18 Data on natural resources will be used to define and assess the impact of development proposals and, where appropriate, for the preparation of further detailed policies in the Local Plan. In some cases, this may involve further development of the evidence base for the Local Plan to meet NPPF requirements, including the identification of areas of tranquillity.

### The Historic Environment

7.19 Central Lincolnshire has a rich heritage of historic assets which contribute strongly to the area's unique character and quality of life. There are over 2,300 listed buildings, 72 conservations areas, and 210 scheduled ancient monuments. In addition, there are numerous other historic assets that are not of sufficient quality to justify listing but are considered locally significant.

7.20 Central Lincolnshire's historic assets are irreplaceable and require careful management as part of social, environmental and economic change in the area, including new development, regeneration and other pressures such as climate change.

### Heritage at Risk

7.21 In August 2009, Lincolnshire's local authorities agreed to undertake a Lincolnshire Heritage at Risk Project to help safeguard the county's heritage. In Central Lincolnshire, the Project identified:

Heritage asset	Total in Lincolnshire	Central	Total surveyed	Assets at risk	% at risk
Places of Worship	232		232	23	10%
Unlisted buildings	608		379	24	4%
Listed buildings	2,125		1,607	104	5%
Parks and gardens	110		61	12	11%
Conservation areas	73		15	2	3%
Archaeology	208		140	28	13%

7.22 The Central Lincolnshire Authorities are committed to working in partnership with English Heritage and others to secure a year-on-year reduction in the number of

heritage sites at risk as part of the National Heritage Protection Plan (NHPP)<sup>1</sup>. Specifically, the Authorities will:

- Maintain the local heritage at risk register
- Make more frequent and timely use of statutory notices to secure buildings at risk, to 'stop the rot' and prevent the costs escalating beyond the point where it is economic to repair
- Where required, assist in securing funding for repairs and maintenance to heritage assets including listed buildings, places of worship and scheduled monuments
- Encourage and support the adaptation and change of places of worship to encourage wider community use alongside worship and faith focused events
- Assess and mitigate the impact of development on Central Lincolnshire's heritage assets and their settings
- Encourage and support the development of conservation management plans and strategies to help manage changes to the area's environmental assets and networks.

7.23 The Central Lincolnshire Authorities are currently contributing to the preparation of a strategy for the protection of historic assets under the Heritage at Risk initiative, and will consider the implications for the Local Plan and development management upon its completion. In the meantime, the conservation of historic assets will be

### **Policy CL23 – A Quality Environment**

**The Central Lincolnshire Authorities will work with stakeholders including communities, developers and others to protect the quality, character and diversity of Central Lincolnshire's environment, by:**

- 1. Positive and sustainable management of the natural and historic environment and natural resources, including landscapes, green infrastructure, biodiversity, geodiversity, air, water, soils, dark skies and areas of tranquillity;**
- 2. Identifying, protecting and enhancing designated natural and heritage assets and their settings, including those defined as being locally significant through the planning process;**
- 3. Promoting opportunities to link and extend environmental assets and**

<sup>1</sup> The NHPP sets out how English Heritage, with help from partners in the sector, will prioritise and deliver heritage protection for the next four years (2011-2015)

**networks to meet the objectives of the Core Strategy;**

- 4. Maintaining and enhancing public access to the area's natural and historic assets and networks;**
- 5. Ensuring that opportunities for the reuse, restoration and/or adaptation of disused or underused assets of architectural or local merit are considered and, where appropriate and viable, incorporated sensitively into development schemes;**
- 6. Promoting opportunities to strengthen the long term resilience of the area's natural and historic assets, networks and resources to climate change and changing weather and, where appropriate and viable, requiring their incorporation sensitively into development schemes.**

**Development proposals will be required to contribute positively to environmental quality and local character, and not have an unacceptable effect on the area's natural or historic assets.**

Explanation of Policy CL23:

7.24 Policy CL23 sets out the Core Strategy's overall approach and priorities for the environment. The conservation and enhancement of Central Lincolnshire's environment is a strategic objective for the Core Strategy, and therefore underpins many of the other policies in the plan. The following policies are particularly important in providing further detail pursuant to Policy CL23:

- Policy CL24 (Green Infrastructure & Biodiversity) – covers the approach to be taken in conserving and enhancing Central Lincolnshire's green infrastructure, including biodiversity.
- Policy CL25 (Managing Water Resources & Flood Risk) – seeks to protect and improve the area's water environment and resources, prevent an increase in flood risk, and ensure compliance with the Water Framework Directive;
- Policy CL26 (Design Quality) – covers the design requirements for new development in relation to making a positive contribution to local character and environmental quality.

7.25 Together, these policies form a positive, proactive strategy for the conservation, enhancement and enjoyment of Central Lincolnshire's environment and will be used to inform future development proposals and decisions, as well as related management plans and strategies.

7.26 In determining planning applications against this policy, the Central Lincolnshire Authorities will have particular regard to the following:

*i) Local management plans and strategies:*

7.27 The management of change to many assets, including AONBs, Scheduled Monuments and Sites of Special Scientific Interest (SSSI), is covered by international and national legislation and guidance which must be considered in development proposals. Additionally, a number of local management plans and strategies provide guidance on specific areas including the Lincolnshire Wolds AONB and many Conservation Areas in Central Lincolnshire. These form part of the Local Plan evidence base and should therefore also be considered in development proposals and decisions that could affect the assets covered by them.

*ii) The assessed significance of heritage assets:*

7.28 The NPPF requires local authorities to “*identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset)*” (Para. 129). In this context, significance is defined in national guidance as the value of the heritage asset “*to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting*”.

7.29 Designated assets, including Scheduled Monuments, Listed Buildings and Conservation Areas, are considered to have a level of significance that justifies special protection measures. Additionally, the Core Strategy promotes the wider use of the national definition of significance to demonstrate local significance of other built and natural assets. In line with the requirements of the NPPF, the Central Lincolnshire Authorities will therefore take account of the available evidence, including the evidence set out in Appendix B, and any necessary expertise in assessing the significance of any heritage asset as part of Local Plan preparation and development management.

*iii) Enhancement of Central Lincolnshire’s environment:*

7.30 The Core Strategy promotes enhancement of environmental assets and resources as part of its management of change, including those of local significance and those at risk, so they can be used and enjoyed in the future. Development proposals will be expected to contribute to this objective.

7.31 Enhancement may take many forms but is essentially any measure that will improve the quality and significance of an existing asset and/or environment, and make it more desirable for living, working, investing, learning or enjoying. Examples include, but are not restricted to:

- Displays and interpretation facilities that enhance accessibility and the recreational and educational value of an asset;
- The reuse and adaptation of disused or underused assets for more viable uses including commercial, industrial, tourism, sport or recreation;
- The maintenance and extension of green infrastructure- so that open / green space can be linked together to enable wildlife to spread and access for recreational activities such as walking and cycling;
- The improvement and sustainable use of the water environment;
- Carefully considered adaptation of assets and environments to make them more resilient to climate change including the provision of Sustainable Urban Drainage Systems (SUDS); and
- Ensuring new developments make a positive contribution to the local character and distinctiveness of places in Central Lincolnshire through appropriate and considered design in context.

Policy CL23 will be implemented by:

- Development management decisions by the partner authorities
- Partnership working between the Central Lincolnshire Authorities and relevant bodies including Town and Parish Councils, English Heritage, Natural England and The Lincolnshire Wolds Countryside Service
- Regular updating of the evidence base

## **GREEN INFRASTRUCTURE AND BIODIVERSITY**

7.32 This Policy CL24 sets out a strategic approach to the protection and improvement of green infrastructure and biodiversity across Central Lincolnshire. In doing this, it pursues and will positively contribute towards the delivery and achievement of sustainable development. The Policy supports, and is to be read alongside, the overall approach and priorities for the environment set out in Policy CL23 Quality Environment. Policy CL24 covers the natural and managed open environment, including green infrastructure (public and other open spaces), biodiversity (nature conservation) and geodiversity (geological conservation).

7.33 The Local Plan Core Strategy's Vision is for the area to have an extensive network of green infrastructure contributing to nature conservation, quality of life, recreation and climate change mitigation, and for all citizens to have easy access to natural greenspace. It expects that declines in biodiversity have been successfully reversed and key habitats and species extended through restoration and the development of landscape-scale initiatives and ecological networks. Policy CL24 seeks

to deliver this Vision as well as contributing to a number of the Core Strategy's other Strategic Objectives.

### **What is Green Infrastructure?**

7.34 Green Infrastructure (GI) is a term used to encompass the network of open spaces, green space links and open natural environmental features, both existing and new, that sit within and between our cities, towns and villages. GI is open space that communities use for informal or formal recreation, and also includes habitats for wildlife, supporting natural processes and biodiversity. Open green spaces can combine several functions and contribute to a "multi-functional" network.

7.35 GI includes a variety of different green space types, with or without general public access, including: parks, gardens, outdoor playing fields, recreation grounds – for formal sports or informal use, amenity green spaces, woodlands, wildlife habitats, nature reserves, urban green space, green corridors & access routes, river corridors, rivers and waterways, water bodies (e.g. lakes), street trees, allotments, churchyards and cemeteries.

7.36 GI is a core component of sustainable development, with an important role to play in developing locally distinctive and sustainable communities, and underpinning economic development and prosperity. The protection and expansion of GI spaces and corridors supports natural processes, delivers ecosystem benefits, provides outdoor recreational attractions and green space assets, and is integral to maintaining and improving the health and quality of life for Central Lincolnshire's communities and people. In particular, this includes:

- Places for outdoor relaxation and play
- Space and habitats for wildlife, with access to nature for people;
- Climate change adaptation – for example flood risk alleviation,
- Water management and cooling urban heat islands;
- Local food production – in allotments and gardens;
- Growing local resources - biomass, local timber and other building materials,
- Improved health & well being – providing opportunities for exercise and lowering stress levels.

7.37 GI is thus a holistic approach to planning and managing the natural environment that acknowledges the multiple benefits and functions it provides for the economy, wildlife, local people and communities. GI is an integral part of supporting sustainable growth throughout Central Lincolnshire.

7.38 The well established benefits of investing in GI include:

- Addressing climate change adaptation and mitigation
- Tackling flood alleviation and water management
- Improving quality of place



- Improving physical and mental health and social well-being
- Increasing community cohesion and volunteering opportunities
- Increasing land and property values
- Sustaining economic growth and investment
- Increasing tourism
- Enhancing recreational and leisure opportunities
- Protecting and enhancing biodiversity and geodiversity
- Protecting and enhancing landscape character and cultural heritage
- Obtaining products from the land - grown and used locally

### **What is Biodiversity?**

7.39 The term ‘biodiversity’ is shorthand for biological diversity – the variety of life among living organisms on earth from the smallest microscopic bacteria to the tallest trees and the largest animals. It also includes how all these organisms interact with each other in the natural environment and the variety of supporting habitats, whether in countryside or urban areas locations.

### **What is Geodiversity?**

7.40 Geodiversity is the variety of rocks, minerals, fossils, soils and landscapes, together with the natural processes which form them. It provides the key link between geology, landscape, biodiversity and people over time.

### **Green Infrastructure Assets in Central Lincolnshire**

7.41 The area has a varied natural environment with a wealth of assets of national status and local importance, including:

- 1) Wildlife and geological sites of national importance:
  - Bardney Limewoods National Nature Reserve
  - 23 Sites of Special Scientific Interest (SSSIs) covering 526 hectares
  - 42 Ancient Woodlands as defined by Natural England
- 2) Local natural environment designations:
  - 7 Local Nature Reserves (LNRs)
  - A new Nature Improvement Area for the Humberhead Levels has been identified (DEFRA, Feb 2012), with a small eastern part falling within West Lindsey area.
- 3) non-statutory sites of local importance:
  - 310 Local Wildlife Sites (LWS) previously known as Sites of Nature Conservation Importance (SNCI) or County Wildlife Sites (CWS)
  - 15 local Regionally Important Geological Sites (RIGs). and
  - 11 Local Geological Sites (LGSs)

- 4) Protected greenspace designated in adopted Local Plans covering Central Lincolnshire, including the green wedges in the Lincoln Area;
- 5) Other woodlands with public access for recreation, including Stapleford Woods, Laughton Forest, Willingham Woods
- 6) Walking, horse-riding and cycling networks including Public Rights of Way Network, Promoted Walks and National and Local Cycle Routes, all providing community access to the wider countryside
- 7) The inland waterways of the River Trent, River Witham, Fosdyke Navigation and River Ancholme are water corridors which are multi-functional green infrastructure assets with a wide range of roles
- 8) open spaces which are also historic assets:
  - 12 national Registered Parks and Gardens of Special Historic Interest in England within the area, many of which are situated within the environs of Lincoln and Sleaford
- 9) The wider countryside and landscapes, including the designated Lincolnshire Wolds AONB (see above)

7.42 These sites and networks form the area's key Green Infrastructure assets, being integral to its strong appeal as a place to live and work.

7.43 There are no protected designated sites of importance for nature conservation present within Central Lincolnshire. These include Special Areas of Conservation (SACs, for species and habitats), Special Protection Areas (SPAs, for birds) and Ramsar sites (wetlands). However, the Habitat Regulations require an assessment is undertaken regarding whether implementation of plan policies, proposals or projects within an area is likely to lead to a significant detrimental effect on international sites, whether they are within or outside the authority area. Nearby internationally protected nature conservation sites around Central Lincolnshire include the Humber Estuary and the Wash.

### **Policy Context and Evidence Base**

7.44 There are a number of national and local policy and evidence documents have formed the basis the approach to Green Infrastructure in Central Lincolnshire, as follows:

i) National:

- The National Planning Policy Framework (NPPF)

- UK Sustainable Development Strategy - '*Securing the Future*' (2005)
  - Natural Environment White Paper *The Natural Choice: securing the value of nature* (DEFRA, June 2011)
  - Planning for Biodiversity and Geological Conservation - A Guide to Good Practice (ODPM, DEFRA, & English Nature, March 2006)
  - Natural England's Green Infrastructure Guidance (Natural England NE176, Jan 2009)
  - Biodiversity 2020: A Strategy for England's wildlife and ecosystem services (DEFRA, August 2011)
- ii) Regional:
- Regional Plan policies
  - Green Infrastructure Guide for the East Midlands (EMGIN, NE, EA, EMRA, 2008)
- iii) Local:
- Green Infrastructure Study for Central Lincolnshire - see Para 7.xx below
  - Lincolnshire Biodiversity Action Plan and Lincolnshire Geodiversity Action Plan (Lincolnshire Biodiversity Partnership, 2011 and 2010).

### **Green Infrastructure Study for Central Lincolnshire**

7.45 As the population grows, so will pressures on Central Lincolnshire's existing GI, highlighting the need for investment in new and enhanced GI provision to support growth proposals. In December 2011, a Green Infrastructure Study for Central Lincolnshire (Chris Blandford Associates) was completed. The Study was undertaken to examine local issues and to provide supporting evidence on what GI provision and approaches are needed to support the growth proposed for the area in a sustainable manner. The GI Study provides a strategic framework for guiding planning and investment in GI for Central Lincolnshire.

7.46 The Study includes a Green Infrastructure Strategy that seeks delivery of multifunctional open space and recreational green corridors that communities need, undertaken by/through planning for conserving and enhancing the natural environment (including biodiversity), and by planning for promoting healthy communities through provision of accessible shared open spaces essential to people's health and well being. These in turn deliver environmental, social and economic benefits which will contribute to the achievement of sustainable development.

7.47 The Green Infrastructure Strategy is endorsed by Central Lincolnshire authorities, and also accords with policies in the National Planning Policy Framework (NPPF).

### **Needs and Opportunities for Green Infrastructure – Local Issues**

7.48 The Green Infrastructure Study provides a thorough Audit and Assessment of the GI assets in Central Lincolnshire. Drawing on this, the GI Strategy has identified and summarised the *needs* and *opportunities* for safeguarding and enhancing Green Infrastructure in Central Lincolnshire as follows:

- A need to reverse the loss and fragmentation of natural and semi-natural habitats in Central Lincolnshire
- Creation of an ecological network to deliver local and regional biodiversity targets
- Need to protect open land from development in and around the settings of settlements, in particular Lincoln, Gainsborough and Sleaford
- Need to promote high quality design of new development to enhance the integrity and local distinctiveness of its landscape and townscape context
- A need to retain and increase the area of woodland
- Opportunities to promote and support high quality, locally produced food
- Embed the generation of renewable energy into the Green Infrastructure network
- A need to improve opportunities for accessing the recreational value of waterways through new or enhanced visitor and waterway infrastructure
- A need to address strategic gaps in the rights of way network in rural and urban areas and provide a well-connected sustainable strategic access network
- A need to address deficiencies of accessible natural greenspace and Local Nature Reserves based on Natural England's Accessible Natural Greenspace Standard. Overall, a large proportion of the strategic greenspaces within Central Lincolnshire have restricted (or no) public access. Most accessible green space is clustered along the eastern and western edges. The main deficiencies are to be found in the central north-south part of the whole area, to the north of Lincoln, and in the Sleaford and Gainsborough areas.
- A deficiency of 55ha in Local Nature Reserves for existing populations, and an additional deficiency of 146ha by 2031 to meet the needs of future population arising from planned growth.

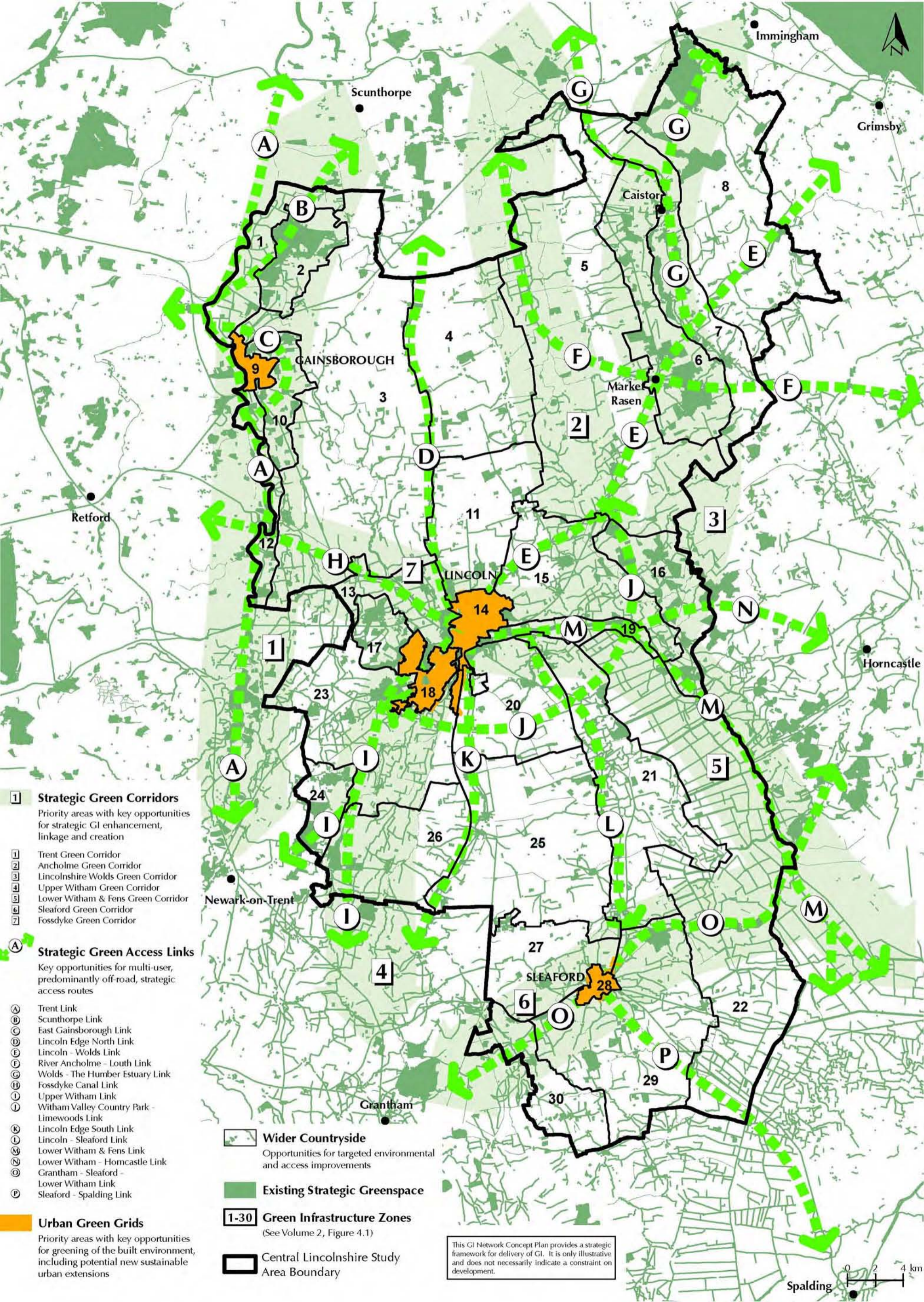
## Green Infrastructure Objectives

7.49 The Green Infrastructure Strategy sets out a number of objectives for GI in Central Lincolnshire which have been incorporated in the Core Strategy as follows:

### OBJECTIVES FOR GREEN INFRASTRUCTURE IN CENTRAL LINCOLNSHIRE

1. To safeguard the supply of ecosystem services in Central Lincolnshire on which human prosperity and well-being depend
2. To promote a landscape-scale approach to reducing further loss and fragmentation of wildlife habitats in Central Lincolnshire, by working to achieve more, bigger, better and inter-connected areas for wildlife.
3. To protect and enhance the natural assets and historic assets (and their settings) that underpin the landscape/townscape character of Central Lincolnshire, ensuring that these assets continue to contribute to local distinctiveness
4. To promote opportunities for spaces for sustainable, safe and attractive access, recreation and movement to encourage healthy lifestyles and well-being for communities in Central Lincolnshire
5. To ensure that greenspaces are designed and managed to incorporate a range of sports and recreation facilities
6. To increase the quality, accessibility and use of natural greenspace and other GI assets by local communities in Central Lincolnshire
7. To enhance rights of way and cycling networks across Central Lincolnshire to encourage a modal shift to walking and cycling
8. To promote opportunities for sustainable local energy and food production in Central Lincolnshire to contribute to mitigating climate change by lowering the area's carbon footprint
9. To adapt to and mitigate climate change by enabling Central Lincolnshire to be more resilient to flooding (thus reducing flood risk), drought and higher urban temperatures
10. To provide a quality environment for local communities and businesses in Central Lincolnshire, attracting and retaining inward investment

To realise opportunities for new businesses, skills and jobs related to GI management and green technologies in Central Lincolnshire.



**1 Strategic Green Corridors**  
Priority areas with key opportunities for strategic GI enhancement, linkage and creation

- 1 Trent Green Corridor
- 2 Ancholme Green Corridor
- 3 Lincolnshire Wolds Green Corridor
- 4 Upper Witham Green Corridor
- 5 Lower Witham & Fens Green Corridor
- 6 Sleaford Green Corridor
- 7 Fossdyke Green Corridor

**A Strategic Green Access Links**  
Key opportunities for multi-user, predominantly off-road, strategic access routes

- A Trent Link
- B Scunthorpe Link
- C East Gainsborough Link
- D Lincoln Edge North Link
- E Lincoln - Wolds Link
- F River Ancholme - Louth Link
- G Wolds - The Humber Estuary Link
- H Fossdyke Canal Link
- I Upper Witham Link
- J Witham Valley Country Park - Limewoods Link
- K Lincoln Edge South Link
- L Lincoln - Sleaford Link
- M Lower Witham & Fens Link
- N Lower Witham - Horncastle Link
- O Grantham - Sleaford - Lower Witham Link
- P Sleaford - Spalding Link

**Urban Green Grids**  
Priority areas with key opportunities for greening of the built environment, including potential new sustainable urban extensions

**Wider Countryside**  
Opportunities for targeted environmental and access improvements

**Existing Strategic Greenspace**

**1-30 Green Infrastructure Zones**  
(See Volume 2, Figure 4.1)

**Central Lincolnshire Study Area Boundary**

This GI Network Concept Plan provides a strategic framework for delivery of GI. It is only illustrative and does not necessarily indicate a constraint on development.



Spalding

## **Green Infrastructure Network**

7.50 The Core Strategy identifies a Green Infrastructure Network based on the GI Study (see Figure 8). The Network has the following locational components:

- 1) a broadly defined network of *Strategic Green Corridors* (to provide the backbone of the Network);
- 2) *Strategic Green Access Links* (predominantly off road pedestrian and cycling routes);
- 3) *Urban Green Grids* for Lincoln, Gainsborough & Sleaford [see Area chapters for details].

7.51 These corridors and links represent the areas considered to have the greatest potential for enhancement to meet the Core Strategy's objectives for GI. However, it is stressed that this does preclude improvements elsewhere in the wider countryside.

7.52 Partnership working is already underway in relation to delivery of the network, including the proposed Witham Valley Country Park, which aims to provide a facility serving Central Lincolnshire.

## **Landscape-scale Approach**

7.53 Many of Central Lincolnshire's natural and semi-natural habitats have been lost and fragmented with once extensive areas of habitat reduced to small remnants isolated from each other and surrounded by relatively inhospitable land uses, reducing biodiversity and increasing vulnerability. To address these landscape-scale issues, the Lincolnshire Biodiversity Partnership (LBP) is seeking to identify and map ecological networks for Central Lincolnshire informed by biodiversity opportunity mapping studies, and to promote connectivity at the landscape-scale between clusters of wildlife sites. The creation of the ecological network will be a long-term process, but is fundamental to meeting local and regional biodiversity targets. The Lincolnshire Biodiversity Partnership's future biodiversity network proposals should be used to inform the implementation of the Green Infrastructure Network.

## **Biodiversity & Geodiversity Action Plans**

7.54 The Lincolnshire Biodiversity Action Plan (LBAP, October 2011), produced and updated by the Lincolnshire Biodiversity Partnership, identifies priority habitats and species in Lincolnshire, and conservation action that can take place at a local level, which will also contribute to national and international conservation commitments.

7.55 The LBAP identifies declining biodiversity as a key issue in Lincolnshire, including the existence of small, isolated and vulnerable wildlife rich sites. It recommends action to halt and reverse this decline, including Habitat and Species

Action Plans. The LBAP sets out the vision of a Lincolnshire richer in biodiversity and, through engagement with stakeholders and partners, aims to:

- *Conserve and enhance Lincolnshire's biodiversity; recreating habitats on a landscape scale and developing networks of interlinked natural areas – a 'living landscape' of which wildlife is an integral part, not confined to specially protected sites;*
- *Ensure that biodiversity is recognised as an essential element of life in the historic county of Lincolnshire: including its contributions to health and wellbeing; the economy, recreation and tourism; and provision of ecosystem services (such as flood protection, retention of water resources, carbon storage and crop pollination).*

7.56 Lincolnshire Biodiversity Partnership also produced the Lincolnshire Local Geodiversity Action Plan (LGAP, March 2010) which promotes action to conserve and enhance the diverse geological heritage of Lincolnshire whilst promoting and managing the sustainable use of its geodiversity resources.

#### **Policy CL24 – Green Infrastructure & Biodiversity**

**The Central Lincolnshire Authorities will work with stakeholders and partners to protect, maintain, restore and improve the green infrastructure and natural environment assets of Central Lincolnshire, for the benefit of residents, visitors and wildlife.**

**To support this approach, the LDF aims to secure the conservation and enhancement of the area's green infrastructure, including biodiversity, to create a high quality, accessible and multi-functional green infrastructure network across rural and urban areas, which contributes to promoting healthy lifestyles and delivers the benefits of rich, diverse natural environments and ecosystems in Central Lincolnshire.**

#### **Green Infrastructure**

**The LDF and all development proposals, local investments, strategies and other planning documents, will:-**

- **Contribute to, encourage and take opportunities to maximise the potential value of existing and new green infrastructure, public and other open spaces, through encouraging proposals that benefit: recreation; tourism; public accessibility; biodiversity; geo-diversity, flood and water management; the protection and enhancement of local landscape, landscape character and heritage (including proposals to protect, & increase, tree & woodland cover); and the adaptation to and mitigation of climate change. Improvements to links between green assets within and extending beyond the area will be considered;**



- **Support the implementation of the Green Infrastructure Strategy for Central Lincolnshire, including the provision of new green spaces and also a connected Green Infrastructure Network across the area, as illustrated in the strategic Green Infrastructure Network Concept Plan Diagram (Figure 8). This includes encouraging new development and investment proposals to seek to expand and link larger areas of accessible public and other open space and areas of biodiversity value across Central Lincolnshire through creation and management of a strategic, network of green corridors and green links;**
- **Support the broadly defined strategic corridors and areas within the Green Infrastructure Strategy, including retaining, enhancing or creating green spaces that link together the Green Infrastructure Network's identified components of: Strategic Green Corridors and routes, Strategic Green Access Links, Urban Green Grids and the Wider Countryside. Development proposals crossing or adjacent to the Network should make provision for its implementation and/or enhancement.**
- **Support and consider opportunities for targeted environmental and access improvements in the countryside, to strengthen the multi-functionality of the wider countryside as part of the Green Infrastructure Network, in line with the assets, needs and opportunities identified overall in the Green Infrastructure Study, and for each of the relevant Green Infrastructure Zones.**
- **Support the delivery of strategic landscape, biodiversity and recreational designations, initiatives or projects, where they present suitable opportunities for safeguarding and enhancing multi-functional green infrastructure. These include (but are not restricted to) the following existing projects, relevant to the area:**
  - **Lincolnshire Wolds AONB**
  - **Lincolnshire Limewoods Project**
  - **Landscape scale conservation approaches**
  - **Lincolnshire Waterways Development Framework (Lincolnshire Waterways Partnership);**
  - **Witham Valley Country Park as detailed in Policy L3.**
- **Protect green infrastructure through resisting the loss of public and other open spaces that contribute to the functioning of the overall green infrastructure network and not permitting development that will cause significant harm to them. Where an adverse impact on green infrastructure is unavoidable, only permitting development if suitable mitigation measures for network are provided;**
- **Support the delivery and management of suitable green infrastructure and recreational open space provision within development proposals and allocations, subject to the availability of suitable appropriate evidence, and**

the provisions of saved policies in the area's Local Plans together with any future revisions.

### **Biodiversity**

The LDF and other plans and strategies will also seek to conserve and enhance the natural assets of the area by:

- **implementing local priorities in the Lincolnshire Biodiversity and Geodiversity Action Plans, the GI Strategy and other relevant evidence;**
- **Requiring development proposals to maximise the opportunities to: conserve and enhance biodiversity and the restoration and reclamation of known declining habitat assets;**
- **Promoting the appropriate management of features of the landscape of importance for wild flora and fauna; to prevent harm to geological conservation interests; to take into account the need for the continued protection, maintenance, restoration and re-creation of all the area's ecological, biological and geological assets; and to increase provision of, and access to, green infrastructure within the area;**
- **Requiring all new developments to ensure that there will be no significant harm to internationally designated wildlife sites and protected species in or around the plan area. Such development will seek to avoid the loss or deterioration of irreplaceable habitats or features, including ancient woodland and aged or veteran trees. Development will be expected to demonstrate that it will not adversely affect valued landscapes or sites of recognised national or local importance and significance within the area, including Local Sites selected in appropriate local evidence;**
- **In areas not protected through international or national designations, development will:**
  - **Minimise fragmentation of habitats and seek to conserve and enhance existing biodiversity assets of acknowledged local importance;**
  - **Where adverse impacts cannot be adequately mitigated and significant harm is unavoidable, off-set these impacts through provision of appropriate compensation measures, either off-site or as an integral part of the development, to achieve a net gain for biodiversity;**
  - **Support creation of a multi-functional Green Infrastructure Network through provision of new and enhanced areas of public and other open space, wildlife habitats and links, both off-site and as an integral part of the development;**
  - **Contribute to the long-term maintenance and management of the Green Infrastructure Network.**

### Explanation of Policy CL24:

7.57 Policy CL24 provides the planning framework and overall Local Plan approach for planning for Green Infrastructure and Biodiversity in Central Lincolnshire in line with national and local planning and environmental policy and evidence.

7.58 This policy sets out the overarching approach for Central Lincolnshire seeking the general conservation and enhancement of the area's green infrastructure (open spaces) including biodiversity, to create a high quality, accessible and multi-functional green infrastructure network across rural and urban areas, which contributes to promoting healthy lifestyles and delivering the benefits of rich, diverse natural environments and ecosystems in Central Lincolnshire.

7.59 It sets out proposals for supporting the implementation of the GI Strategy for Central Lincolnshire. This includes enhancing the existing network to create a multi-functional Green Infrastructure Network across the area;

7.60 It provides protection for the existing and future network of corridors, open spaces and habitats for recreation and wildlife, including protecting biodiversity & landscape assets covered by national designations (e.g. AONB, SSSI, NNR) or considered locally important (e.g. Local Wildlife or Geodiversity Sites).

7.61 The implementation of Policy CL24 is supported by, supplements and contributes to meeting the related principles in other Local Plan policies that refer to providing for green infrastructure, biodiversity and recreation. Proposals and developments should also meet the related requirements within these policies, namely:

- A Quality Environment (Policy CL23)
- Managing Water Resources and Flood Risk (Policy CL25)
- Design Quality (Policy CL26)
- Health and Well Being (Policy CL11)
- Sustainable Development in Central Lincolnshire (Policy CL1)
- Climate Change and Low Carbon Living (Policy CL2)
- Site Allocation in Central Lincolnshire (Policy CL6)
- Transport (Policy CL10)
- Regeneration Priorities in Central Lincolnshire (Policy CL18)
- A Sustainable Visitor Economy (Policy CL21)
- Strategy for the Rural Area (Policy CL22)
- Infrastructure to Support Growth (Policy CL8) and associated Infrastructure Delivery Plan (IDP)
- Area-based Green Infrastructure Policies for Lincoln, Gainsborough and Sleaford Areas

Policy CL24 will be implemented by:

- Partnership working with stakeholders, communities, landowners, environmental authorities and organisations to promote, protect and enhance green infrastructure assets, biodiversity and geodiversity
- Development management decisions by the partner authorities
- Further policy development within the Central Lincolnshire Local Plan, including allocation and safeguarding of sites for green infrastructure, biodiversity, geodiversity and open space and recreation.

## **RECREATION & SPORT**

7.62 Provision of accessible local open spaces, sport and recreation facilities play an important part in people's health, wellbeing and quality of life. National planning policy on sports and recreational provision is integrated with policy for access to open spaces and green infrastructure in the National Planning Policy Framework (NPPF, March 2012). The NPPF replaced previous national planning policy for sports, recreation and open space in PPG17 (Planning for Open Space, Sport and Recreation, July 2002).

### **National policy**

7.63 In terms of contributing to the achievement of sustainable development, the NPPF states the planning system should support local strategies to improve health and well being by facilitating the creation of healthy, inclusive communities. To support this, it states that local planning policies should aim to promote, achieve, and deliver well-used high quality public space, shared recreational space and sports venues that the community needs. This is in addition to recognising the natural environment is essential to our well being (ministerial foreword). It also states these planning policies should be based on relevant and proportionate evidence about the characteristics and prospects of the area, including understanding and taking account of the health status and needs of the local population for sports and recreation to improve health and well being.

7.64 In relation to sports and recreation provision, the NPPF promotes access to open spaces and opportunities for sports and recreation as an important contribution to the health and well being of communities. It states: '*Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision.*' (Para.73). It explains that these assessments should identify needs, deficits or surpluses of open space, sports and recreation facilities in the local area, and information gained should be used to determine what open space, sports and recreational provision is required.

7.65 With regard to safeguarding existing facilities, the NPPF states:

*'Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- *an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- *the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- *the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.’ (Para. 74).*

7.66 National Guidance on how assessments should be undertaken of an area’s needs for open space, sports and recreation facilities and opportunities for new provision, is still currently set out in the national Guide ‘Assessing Needs and Opportunities: A Companion Guide to PPG17’ (DCLG, Sept 2001).

### **Evidence Base and Proposed Policy Approach for Central Lincolnshire**

7.67 Supplementing existing evidence for Central Lincolnshire, the GI Study (Dec 2011) undertook a desk-top audit of existing outdoor open space, sports and recreational spaces and indoor built facilities, using a typology and methodology in compliance with PPG17 and its Companion Guide. However, it did not include an assessment of current and future needs and deficiencies and opportunities (with regard to levels of provision, quality and accessibility of different types of sites). The GI Study therefore recommends that additional evidence is gathered, stating ‘*that local assessments of open space, outdoor sports and play facilities in Central Lincolnshire are commissioned to inform the formulation of strategies and local standards of provision in order to guide spatial planning and development management.*’

7.68 At the time of writing the Core Strategy, the Central Lincolnshire Authorities are working jointly to scope out the evidence requirements in detail. The Authorities are committed to the provision of high quality sports and recreational provision of sufficient quantity and quality to meet the current and future needs of its communities, including safeguarding existing facilities and land, and will be developing appropriate local policies and standards in the Local Plan.

7.69 In the meantime, Policy CL24 (Green Infrastructure and Biodiversity Policy) in this plan supports the delivery and safeguarding of sports and recreational open space provision within development proposals, land allocations and communities. The policy explains that this is subject to the availability of appropriate evidence and the provisions of relevant saved policies in the area’s Local Plans together with any future revisions. Policy CL6 (Site Allocation in Central Lincolnshire) includes a requirement that sites should not lead to the loss of locally important open space, green infrastructure or community or recreational facilities unless adequately replaced elsewhere.

## MANAGING WATER RESOURCES & FLOODING

7.70 Central Lincolnshire's rivers and water resources are a valuable asset, supporting wildlife, recreation and tourism, as well as providing water for business, households and agriculture.

### Local Issues

7.71 Central Lincolnshire contains significant areas of low lying land for which a number of organisations are responsible for managing flood risk and drainage, including the Environment Agency (EA), Water Companies, British Waterways and a number of Internal Drainage Boards (IDBs). Flood defences protect many of the existing built-up areas from river flooding to a currently acceptable standard, but it is anticipated that the threat of flooding will increase in the future as a result of climate change predictions. These included predicted sea level rise, more intense rainfall and increased river flows. More intense rainfall and increased river flows could also exacerbate surface water flooding which, despite accounting for the majority of incidents recorded during the 2007 floods, has not been given as much weight as river flooding in the past.

7.72 In Central Lincolnshire as in many parts of the country, settlements were often established and developed on rivers or other water bodies. Lincoln's development has included land along the River Witham and its tributaries since at least Roman times; Gainsborough has developed alongside the River Trent, Sleaford on the River Slea and Market Rasen on the banks of the River Rase. Many existing homes, retail centres, businesses and related infrastructure are therefore located in close proximity to these watercourses at a relatively high level of risk from fluvial flooding.

7.73 Conversely, however, these settlements with their compact cores and transport hubs are also the most sustainable locations for future development in terms of accessibility, reducing carbon emissions from transport, and preventing urban sprawl in the surrounding countryside, while also having significant regeneration needs and areas of previously- developed land. A careful balance therefore needs to be struck between managing sustainable levels of growth in these areas against placing increasing numbers of people and property at risk of flooding and protecting existing communities that are at risk of flooding.

7.74 Central Lincolnshire also lies within the East of England area of serious water stress where drought is a cause for concern. The East Midlands and Anglian regions have recently experienced the driest spell since the 1970s and one of the driest years in nearly a century.<sup>2</sup> Such events are expected to increase over time with climate change as rainfall patterns become unpredictable and summer temperatures increase. This is a major challenge in the context of Central Lincolnshire's planned growth, and will require

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<sup>2</sup> Centre for Hydrology and Ecology & the Met Office

careful conservation and management of water resources to ensure that demand for water can be achieved in a sustainable manner.

7.75 Parts of Central Lincolnshire are currently constrained by the capacity of waste water infrastructure, and will require coordinated timing between development and infrastructure provision. The predominantly rural nature of the area means that there are developments without mains drainage connection that will require careful design and management.

7.76 The Core Strategy seeks to respond to these local issues by supporting the growth necessary to provide prosperous communities that are also sustainable, adequately serviced and safe and which have the ability to adapt to climate change. It also seeks to promote flood risk reduction, the efficient use of water, the suitable management of waste water and the protection or improvement of water quality.

### **Policy CL25 – Managing Water Resources & Flood Risk**

**The Central Lincolnshire Authorities will seek to ensure that development proposals do not increase flood risk, will provide for the satisfactory treatment of foul water, will ensure the timely provision and efficient use of water resources and will demonstrate the protection, improvement and sustainable use of the water environment. This will be achieved by:**

- 1. Working in partnership with the appropriate agencies (the Environment Agency, Lincolnshire County Council as Lead Local Flood Authority, Internal Drainage Boards, British Waterways) and developers to ensure that flood risk and the impacts of climate change are considered as early on in the development process as possible and a satisfactory solution secured.**

**Proposals should demonstrate that:**

- There is no increased risk of flooding to existing properties;**
- Any necessary flood mitigation measures have been agreed with the relevant body and that the development will be safe during its lifetime;**
- The adoption, ongoing maintenance and management of any mitigation measures have been considered and any necessary agreements are in place;**
- Proposals have taken a positive approach to reducing overall flood risk and the potential to contribute towards solutions for the wider area have been considered.**

- 2. Ensuring through development management that developers and the Authorities, through early discussions with relevant organisations, can**

**confirm that adequate water resources and foul water treatment and disposal already exist or can be provided in time to serve the development without detriment to existing users and the water environment.**

**Proposals should demonstrate that:**

- Every effort has been made to maximise the efficient use of water, including water storage wherever practical;**
  - Sustainable Drainage Systems (SuDS) have been incorporated into the proposals unless they can be shown to be impractical;**
  - Relevant site investigations and necessary mitigation measures for source protection zones around boreholes, wells and springs have been agreed with the relevant bodies (e.g. the Environment Agency and relevant water companies);**
  - Adequate provision is made to safeguard the future maintenance of water bodies to which surface water is discharged, preferably by an appropriate authority (e.g. Environment Agency, Internal Drainage Board, Water Company, British Waterways or local council);**
  - No new combined sewer overflows are created and in areas served by combined sewers, foul and surface water flows are separated where possible;**
  - Suitable access is safeguarded for the maintenance of water resources, flood defences and drainage infrastructure.**
- 3. Ensuring through development management that developers and the Authorities, through early discussions with the relevant organisations, including the Environment Agency, can demonstrate compliance with the EU Water Framework Directive.**

### Explanation of Policy CL25

7.77 The National Planning Policy Framework (NPPF) and supporting technical guidance requires Local Plans to take account of climate change over the longer term, including flood risk, water supply and water demand.

7.78 Strategic Flood Risk Assessments (SFRA's) have been prepared for Central Lincolnshire to support the planning process and provide a better understanding of the risks in the area. SFRAs have been produced for West Lindsey, North Kesteven and the wider Lincoln area, supplemented by additional flood risk information data from the



EA, Lead Local Flood Authority and IDB's. The River Witham, River Trent and Grimsby and Ancholme Catchment Flood Management Plans, Anglian and Humber River Basin Management Plans and emerging Local Flood Risk Management Strategy have also informed the development of the Local Plan. It has also been informed by the Water Cycle Studies for Central Lincolnshire and the Gainsborough area and through close working relations developed with the IDBs, and with Anglian Water and Severn Trent water companies.

7.79 Policy CL25, in accordance with the NPPF and supporting technical guidance, seeks to ensure that development does not place itself or others at increased risk of flooding. All development will be required to demonstrate that regard has been given to existing and future flood patterns from all sources and that the need for effective protection and flood risk management measures, where appropriate, have been considered as early on in the development process as possible. This will include the application of a sequential risk based approach to the location of development which seeks to direct development away from areas of greatest risk where suitable alternative sites exist.

7.80 The NPPF acknowledges that it may not always be possible, consistent with wider sustainability objectives, for development to be located in areas with lower probability of flooding. In these circumstances development is required to demonstrate that it would provide wider sustainability benefits to the community, that it would be safe for its lifetime and would not increase risk elsewhere.

7.81 Lincoln is the major settlement and the main focus for a growth in Central Lincolnshire. It has a thriving City Centre including the University and core retail shopping area but coupled with this are significant areas of deprived communities together with former industrial sites in need to regeneration. A significant proportion of these areas are located in areas at risk of flooding and to assist in balancing the need for growth and regeneration against the need to avoid putting people and property at risk of flooding, a strategic level sequential assessment has been developed for the wider Lincoln area, in association with the EA, taking all available flood risk information into consideration. A criteria-based proforma has been developed for the Lincoln area sequential assessment which seeks to identify sufficient reasonably available sites with a lower probability of flooding, assessed against the wider sustainability objectives.

7.82 With the anticipated likelihood of more intense rainfall combined with further development in Central Lincolnshire, there could be increased incidence of surface water runoff placing greater pressure on existing drainage infrastructure. In the past, flood risk and drainage issues have tended to receive inadequate consideration and often late in the development process. Policy CL25 seeks to encourage early discussion between developers and the development management teams at the relevant district planning authority, in liaison with the EA, IDBs, Lincolnshire County Council as Lead Local Flood Authority, British Waterways, Anglian Water and Severn Trent. Some flood risk and drainage solutions will require land take that needs to be factored into the process as early as possible.

7.83 Under the Flood and Water Management Act 2010, Lincolnshire County Council, as Lead Local Flood Authority, will become the SuDS Approving Body (SAB). Most construction work requiring planning permission and that has drainage implications will require SAB approval for surface water drainage systems which must be approved before construction work commences. SuDS are intended to replicate, as closely as possible, the natural drainage from a site before development and to minimise the impacts from the development on the quantity and quality of the runoff whilst maximising amenity and biodiversity opportunities. SuDS can include natural features that are used to control discharge of surface water drainage, such as soakaways, green roofs, swales and ponds, but do not include features such as underground tanks. Developers are encouraged to liaise with the SAB as early as possible to discuss potential SuDS solutions prior to the submission of an application.

7.84 The European Water Framework Directive seeks to protect and enhance the quality of our water environment. The EA is identified as the 'competent authority' in England and Wales with responsibility for carrying out the Directive. As statutory consultees on planning policy and development proposals, the EA seeks to ensure that everyone fulfils their statutory duty to manage and improve the water environment. To ensure compliance, discussions with the EA are advised as early on in the development process as possible. Strengthen/ add comment on pollution?

7.85 It is essential that recently forged working relationships between all of the relevant organisations continue and are strengthened. The Central Lincolnshire Local Authorities are individually and collectively working closely with the EA, IDBs, the Lead Local Flood Authority, water companies and many others. Lincolnshire County Council is establishing a Local Joint Flood Risk and Drainage Management Strategy which includes a means of recording and investigating all future reported flooding incidents. Existing and future close working arrangements with the County Council should ensure that any flooding patterns can be observed and if patterns do change over time they can be reflected in future monitoring and review of Core Strategy policies.

Policy CL25 will be delivered by:

- The development management process (working with the EA, IDBs and LCC as Lead Local Flood Authority)
- Developer contributions on-site and by commuted sums through section 106 legal agreements and, possibly, through the Community Infrastructure Levy
- Master planning for Lincoln, Gainsborough, Sleaford - strategic development sites and Town/City Centres
- Regular updating of the LDF evidence base.

## **DESIGN QUALITY**

7.86 Well designed buildings and places contribute to the achievement of sustainable development by:

- Creating the physical and social conditions for sustainable economic growth;
- Meeting the needs of present and future generations and supporting health, social and cultural well-being; and
- Positively contributing to the protection and enhancement of our natural, built and historic environment.

7.87 The Government places great emphasis on the achievement of high quality and inclusive design in the National Planning Policy Framework (NPPF), which states:

*“Permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions” (Para. 64)*

7.88 In Central Lincolnshire, the Authorities are keen to achieve high quality sustainable design that meets the diverse needs of the people who live, work and visit the area.

### **An integrated approach to design**

7.89 Policy CL26 sets out the Core Strategy’s overall approach and priorities for high quality, sustainable and inclusive design. This encompasses an extensive range of design considerations, some of which straddle the themes of the Core Strategy. Policy CL26 must therefore be read alongside policies which relate to design, for example Policy CL11 (Health and Wellbeing) and Policy CL24 (Green Infrastructure and Biodiversity).

7.90 The Core Strategy’s integrated approach to design quality covers all aspects of the built environment, including the design of buildings, infrastructure, spaces and places. It applies to development at every scale; from individual buildings to public and private spaces and wider area development schemes such as the Sustainable Urban Extensions (Policy CL7).

7.91 The Core Strategy’s integrated approach to design quality covers:

- Efficient use of energy, water and other resources
- Adaptability and resilience to the effects of climate change, particularly flooding
- Connectivity and movement including promoting sustainable transport
- Inclusive design
- Safety and accessibility including reducing crime and fear of crime
- Health and wellbeing
- Architectural quality

- Respecting Central Lincolnshire's rich and distinctive natural and built environment
- Respecting local character, diversity and distinctiveness
- Promoting a high quality public realm
- Density and the efficient use of land

### **Recognising and enhancing Central Lincolnshire's local character and distinctiveness**

7.92 Central Lincolnshire is made up of countless locally distinctive places including high streets, market squares, industrial estates, urban neighbourhoods, rural villages and landscapes. A variety of built and natural forms and features contribute to the character of a place which will alter over time as new development and environmental changes occur.

7.93 Local distinctiveness can be clouded, lost or degraded if developments that do not respond to, or are unsympathetic to, their context occur, and change to the environment is not appropriately managed. Development and places must be designed so that they positively respond to, but are not restricted by, existing local character. The Core Strategy promotes high quality design which will contribute to and enhance existing local character whilst not discouraging architectural innovation and originality. As such, new development must be designed with consideration to local landscape and townscape character assessments as described in Paragraphs 7.9 -7.11.

7.94 Working with communities, developers and other local bodies, the Central Lincolnshire Authorities aspire to deliver high quality attractive, useable and durable places that are enjoyed by communities, and reflect the important contribution that local character and distinctiveness makes to Central Lincolnshire.

### **Sustainable design**

7.95 Reflecting the principles of sustainable development and low carbon living set out in Chapters 3 and 4 of the Core Strategy, it is vital that new buildings and places are also sustainable in terms of the use of energy, water, construction materials and land. Consideration should therefore be given to appropriate siting, orientation, landscaping and building design to ensure the appropriate and efficient use of energy, water, materials and land during the construction and use of new buildings and places.

7.96 In appropriate circumstances, the Central Lincolnshire Authorities will require development proposals to take account of sustainable design standards and guidance including Code for Sustainable Homes, BREEAM and Building for Life.

### **Inclusive design**

7.97 One of the fundamental aims of sustainable development is social progress that recognises the needs of everyone. The Central Lincolnshire Authorities are committed to working collaboratively with others to create inclusive and accessible environments

that can be used safely, easily and with dignity by all people regardless of their age, gender, mobility, ethnicity or circumstances.

## WHAT IS INCLUSIVE DESIGN?

Inclusive design:

- Puts people at the heart of the design process
- Responds to human diversity and difference
- Offers dignity, diversity and choice
- Provides flexibility in use.

The adoption of flexible design principles will enable people to:

- Use developments safely, with dignity and confidence
- Use developments without undue effort, stress, separation or special treatment
- Make effective choices about how they use the development
- Participate equally in the development's activities
- Be independent and in control of the experiences they are having in the development
- Have enough space to ensure their comfort and convenience
- Enjoy a healthy environment
- Know where they are and find their way around

Source: *Access all areas: planning for an inclusive environment*, Planning Advisory Service (2007)

7.98 The majority of development proposals will be required to demonstrate how the inclusive design principles have informed the overall design of the development.

7.99 In appropriate circumstances, the Central Lincolnshire Authorities will require development proposals to take account of relevant standards and guidance including Lifetime Homes and Lifetime Neighbourhoods.

## Policy CL26 - Design Quality

**All new development, including changes to existing buildings, shall achieve high quality sustainable design that meets a diverse range of needs and contributes positively to local character and distinctiveness.**

**To achieve this, development proposals must have taken into account the following matters and demonstrate via a Statement of Design Quality:**

- 1) How, from the outset, the design of the development has been based on a thorough understanding of local character, in particular how the**

development positively relates to and connects with the place in which it is proposed, taking account of scale, density, materials, appearance, landscape, layout and access, and other relevant matters;

- 2) How the development promotes the sustainable use of natural resources and contributes to a low carbon future, including how it mitigates and adapts to climate change. Specifically, this includes how it:
  - minimises carbon emissions relating to its construction and use of energy, and promotes low carbon lifestyles by occupants and users;
  - meets the specific requirements relating to renewable and low carbon energy set out in Policy CL3 (Renewable & Low Carbon Energy), including consideration of opportunities for Combined Heat and Power (CHP), district heating and other forms of renewable or low carbon energy;
  - reduces the demand for and use of water and other natural resources; and
  - is resilient to the impacts of climate change, including increased frequency and severity of heat waves, droughts and flooding;
- 3) How the development promotes healthy and active lifestyles by occupants and users in line with the requirements relating to health and wellbeing set out in Policy CL11(Health & Wellbeing);
- 4) How the development as a whole, including buildings, transport infrastructure, and public and private spaces around buildings, meets the social, technological and economic needs of occupants and users and can be adapted to meet changing needs over time;
- 5) How the development as a whole, including buildings, transport infrastructure, and public and private spaces around buildings, are fit for purpose, safe, durable, efficient and attractive, including the use of innovative or original architectural approaches where appropriate;
- 6) How the development as a whole, including buildings, transport infrastructure and public and private spaces around buildings, will safeguard and enhance residential and local amenity;
- 7) How the development meets the specific requirements relating to design set out in the following Core Strategy policies:
  - Policy CL10 (Transport)
  - Policy CL24 (Green Infrastructure & Biodiversity)

- **Policy CL25 (Managing Water Resources and Flood Risk)**
- **In the case of a proposed Sustainable Urban Extension (SUE), the relevant policy for the site in the area chapters of the Core Strategy;**

**8) How the design takes account of relevant national or local guidance on design matters, including any supplementary planning or similar guidance.**

Explanation of Policy CL26:

7.100 Policy CL26 sets out the Core Strategy's overall approach and priorities for design. To demonstrate compliance with the policy, applicants are required to submit a Statement of Design Quality for the proposed development for assessment by the relevant district planning authority.

7.101 Guidelines for meeting these requirements and the Statement of Design Quality are included in Appendix K of the Core Strategy.

7.102 To provide assessment and support to ensure high standards of design are achieved, the Central Lincolnshire Authorities will use the design review services offered by Opun the regional architecture centre; and, when appropriate, refer major projects for national design review by Design Council Cabe.

Policy CL26 will be implemented by:

- The development management process, including Statements of Design Quality to support planning applications
- Collaborative design and masterplanning of places
- Design review through Opun and Design Council Cabe

## APPENDIX H – Monitoring Framework

The performance of the Core Strategy, and the policies contained within it, should be monitored and reviewed on a continuous and pro-active basis to ensure it is effective and delivering anticipated results.

The main mechanism for assessing the Core Strategy's performance and effectiveness will be the Central Lincolnshire Authorities Monitoring Report (AMR)<sup>1</sup>. Local Planning Regulations (2012) require the Central Lincolnshire Authorities to produce an AMR covering:

- Progress on preparing documents specified in the local development scheme
- The implementation of policies
- Net additional dwellings (and net additional affordable dwellings)
- Neighbourhood development orders
- Neighbourhood development plans
- Action taken under the Duty to Cooperate

The Monitoring Framework developed for the Core Strategy will ensure the Central Lincolnshire Authorities meet legal obligations as well as help them determine whether the policies contained within the plan are:

- Are being applied effectively
- Are achieving their objectives
- Have any unintended consequences

Continuous monitoring and review will also help to determine whether the assumptions and objectives behind the policies are still relevant.

### SINGLE DATA LIST

The Single Data List (SDL) is a list of all data that local government must submit to central government and public bodies. This list will be updated as and when new data requirements are identified and when ongoing collections are reviewed.

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<sup>1</sup> Localism Act section 113 removes the requirement for annual monitoring reports to be made to the Secretary of State however, council's are still required to prepare reports and publish them direct to the public at least yearly in the interests of transparency.



To prevent a build up of new data requirements, the Government has developed a 'gateway' system to govern the process of adding new collections.

The Monitoring Framework includes indicators that are on the SDL as at March 2012. Should any changes to these indicators occur during the plan period, these will be reported through the Central Lincolnshire Authorities Monitoring Report and data collection arrangements will be modified to take account of these changes.

### **INDICATOR SELECTION**

The Central Lincolnshire Authorities have produced a range of monitoring reports for some years. Therefore, consistent and comparable datasets have been built up over time, especially against the Core Output Indicators previously prescribed by the Government. As such, the Monitoring Framework developed for the Core Strategy includes former Core Output Indicators as well as other indicators that will help monitoring the effectiveness of the plan and the policies contained within it.

### **TARGETS & TRIGGERS**

In addition to the indicators, the Monitoring Framework includes targets and trigger points.

- Targets are either quantitative or qualitative depending on the type of indicator. In some cases, it is appropriate to benchmark against national or regional performance.
- Trigger points, like targets, are either quantitative or qualitative depending on the type of indicator. Trigger points have been identified to help the Central Lincolnshire Authorities and partners to identify when policy objectives or targets are not being met. This may prompt action to be taken outside of planning policy.

**DRAFT** Central Lincolnshire Monitoring Framework

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
<b>Towards a Sustainable Central Lincolnshire</b>							
<b>CL1 Sustainable Development in Central Lincolnshire*</b>	<b>The Central Lincolnshire Authorities Monitoring Report will report on action taken under the Duty to Cooperate</b>						
	<b>The effectiveness of this policy will be monitored by measuring performance against the indicators developed for policies CL2 – CL26</b>						
<b>Tackling Climate Change</b>							
<b>CL2 Climate Change and Low Carbon Living</b>		Per capita reduction in CO <sub>2</sub> emissions in the Local Authority Area	Output	At least 34% reduction by 2020	TBA	Central Lincolnshire Authorities	Former National Indicator 186 Data available from the Department of Energy and Climate Change (DECC) and UK National Atmospheric Emissions Inventory
		CO <sub>2</sub> reduction from local authority operations	Output	See Corporate Carbon Management Plans	See Corporate Carbon Management Plans	Central Lincolnshire Authorities	Former National Indicator 185
		Cumulative energy demand in Central Lincolnshire over time (GWh)	Contextual	No numerical target- greater reduction than predicted in the Renewable and Low Carbon Energy Study	TBA	TBA	Data reported in the Central Lincolnshire Renewable and Low Carbon Energy Study. Data to be updated every 5 years
		Number of private sector dwellings in each local	Contextual	Lower than UK / East Midlands average	TBA	Central Lincolnshire Authorities	Data available from Hi4em

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		authority with a SAP rating of 30 or less					
		Planning to adapt to climate change	Contextual	N/A	TBA	Central Lincolnshire Authorities	Lincolnshire Climate Impacts Profile published XXXX Former National Indicator 188
<b>CL3 Renewable and Low Carbon Energy</b>		Renewable energy installed by type (megawatts)	Output	100 MW electricity 40 MW heat	TBA	Central Lincolnshire Authorities	Microgeneration data available from Feed in Tariff [link] and Environmental Change Institute [www.eci.ox.ac.uk]
		Renewable energy installed-location	Contextual	None	TBA	Central Lincolnshire Authorities	Expect some geographical differences between City and Districts
		Renewable energy installed-community owned schemes	Output	None	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		Number of planning applications submitted /approved /refused for renewable and low carbon	Output	More applications approved than refused	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		energy generation					
		% of population in fuel poverty / number of households in fuel poverty	Contextual	TBA	Current situation worsens	Central Lincolnshire Authorities	Former National Indicator 187 Data available from Department of Energy and Climate Change (DECC)
		Number and type of renewable energy installations in / near to areas of fuel poverty (buffer to be agreed)	Contextual	None	TBA	Central Lincolnshire Joint Planning Unit	Fuel poverty data available from DECC; renewable energy installations data available from the Central Lincolnshire Authorities
		Development schemes incorporating district heating / Combined Heat and Power	Output	None	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		Development schemes connecting to an existing district heating / Combined Heat and Power network	Output	None	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		% of zero carbon residential developments	Output	TBA	TBA	TBA	Further guidance on monitoring the delivery of zero carbon to be

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		completed (from 2016 onwards)					published alongside changes to Building Regulations?
		% of zero carbon non-residential developments completed	Output	TBA	TBA	TBA	Further guidance on monitoring the delivery of zero carbon to be published alongside changes to Building Regulations?
		Number of planning permissions granted with Allowable Solutions agreements	Output	TBA	TBA	TBA	Allowable Solutions are still being debated nationally
<b>Growing Central Lincolnshire</b>							
<b>CL4 Level and Distribution of Growth</b>		Net additional dwellings (previous years)	Output	N/A	N/A	Central Lincolnshire Authorities	Former Core Output Indicator H2(a)
		Net additional dwellings (current year)	Output	2,140 dwellings per annum	Less than 1,600 dwellings per annum	Central Lincolnshire Authorities	Former Core Output Indicator H2(b)
		Net additional dwellings (future years)	Output	5 years (+5%)	Persistent under supply of housing for X consecutive years	Central Lincolnshire Authorities	Former Core Output Indicator H2(c)
		New and converted dwellings on previously	Output	TBA	TBA	Central Lincolnshire Authorities	Former Core Output Indicator H3

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		developed land (percentage)					
		Housing stock	Contextual	TBA	TBA	Central Lincolnshire Authorities	Reported in the Housing Flows Return
		Net additional pitches (Gypsy and Traveller)	Output	TBA	TBA	Central Lincolnshire Authorities	January / July Caravan Count data available from DCLG and the Lincolnshire Research Observatory
<b>CL5 Managing the Release of Land for Housing and Employment</b>	<p>The effectiveness of this policy will be monitored by measuring performance against the indicators developed for policies CL4, CL17, CL18, CL19 and CL23</p> <p>The effectiveness of this policy will also be monitored through updates to key evidence base studies including the Strategic Housing Land Availability Assessment (SHLAA), Infrastructure Delivery Plan (IDP) and Employment Land Review (ELR)</p>						
<b>CL6 Site Allocation in Central Lincolnshire</b>	The effectiveness of this policy will be monitored through the site allocations process						
<b>CL7 Sustainable Urban Extensions</b>	The effectiveness of this policy will be monitored by a qualitative review of the planning applications and supporting documentation, including masterplans, for the Sustainable Urban Extensions (SUEs)						
<b>CL8 Sustainable Communities and Neighbourhood Plans</b>		Number of adopted Neighbourhood Plans	Output	TBA	TBA	Central Lincolnshire Authorities	A method for reporting against this indicator needs establishing
		Number of Neighbourhood Development Orders	Output	TBA	TBA	Central Lincolnshire Authorities	A method for reporting against this indicator needs establishing

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
<b>CL9 Infrastructure to Support Growth</b>		CIL money received (£)	Output	TBA	TBA	Central Lincolnshire Authorities	A method for collecting this information and reporting against this indicator needs establishing
		Schemes CIL money is spent on	Output	TBA	TBA	Central Lincolnshire Authorities	The Central Lincolnshire Authorities spending lists (Reg 123 list) will identify what CIL can be spent on
		S.106 money received (£)	Output	TBA	TBA	Central Lincolnshire Authorities	S.106 will also pay for infrastructure, particularly where this is on site
		Schemes S.106 is spent on	Output	TBA	TBA	Central Lincolnshire Authorities	
<b>The Infrastructure Delivery Plan (IDP) will need to be monitored through the AMR to assess its effectiveness and make changes on spending etc. Therefore, additional indicators will be developed as the IDP progresses.</b>							
<b>CL10 Transport</b>		Number of planning applications accompanied by a Sustainable Transport Plan	Output	All planning applications	TBA	Central Lincolnshire Authorities	
		Number of planning permissions granted contrary to Highways and Planning advice	Output	Minimal planning permissions granted contrary to Highways advice	TBA	Lincolnshire County Council & Central Lincolnshire Authorities	Will require monitoring and review in partnership with Highways and Planning

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		Travel to work by sustainable modes of transport- LSOA	Contextual	Increase in the use of sustainable modes of transport	N/A	Office of National Statistics	Collected for the Census every 10 years
<b>Additional indicators to be developed following a review of Lincolnshire County Council's Transport Monitoring Report</b>							
<b>Flourishing Communities and Places</b>							
<b>CL11 Health and Wellbeing</b>		Number of major developments subject to Health Impact Assessment (HIA)	Output	None	No major developments subject to HIA over a 5 year period	Central Lincolnshire Authorities	Will require monitoring and review in partnership with NHS Lincolnshire
		Development of additional and/or expanded healthcare facilities	Output	See Infrastructure Delivery Plan	TBA	Central Lincolnshire Authorities & NHS Lincolnshire	Will require monitoring and review in partnership with NHS Lincolnshire
		Life expectancy at birth for males and females	Contextual	Increase life expectancy for males and females across Central Lincolnshire	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory
		Obesity levels (adults and children)	Contextual	Reduce obesity levels (adults and children)	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory
		Participation in recommended levels of physical activity	Contextual	Increase % of adults and children participating in physical activity	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory



Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		Excess winter mortality	Contextual	Reduce levels of excess winter deaths	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory
		Road traffic collision casualties rate- all ages	Contextual	Reduce the rate of road injuries and deaths	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory
		Index of multiple deprivation health deprivation and disability domain-rank in England	Contextual	Reduce the extent and local concentration of health and disability deprivation	Current situation worsens	Lincolnshire County Council	Data available from the Lincolnshire Research Observatory
<b>CL12 Overall Target for Affordable Housing</b>		Gross affordable housing completions	Output	18, 200 to be delivered by 2031	TBA	Central Lincolnshire Authorities	Former Core Output Indicator H5
		Tenure of affordable housing completions	Output	16, 200 social rent and 2,000 Intermediate to be delivered up to 2031	TBA	Central Lincolnshire Authorities	Reported in the Housing Flows Return
		Number of empty homes brought back into use	Output	TBA	TBA	Central Lincolnshire Authorities	Lincolnshire Empty Homes Strategy
<b>CL13 Affordable Housing Thresholds</b>		Gross affordable housing completions	Output	18, 200 to be delivered by 2031	TBA	Central Lincolnshire Authorities	Former Core Output Indicator H5
		Tenure of affordable housing completions	Output	16, 200 social rent and 2,000 Intermediate to be delivered up	TBA	Central Lincolnshire Authorities	Reported in the Housing Flows Return

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
				to 2031.			
<b>CL14 Affordable Housing on Rural Exception Sites</b>		Gross affordable housing completions on Rural Exception Sites	Output	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
<b>CL15 Type and Size Mix in New Housing</b>		Net additional dwellings (bedroom breakdown)	Output	The housing mix of new development should correspond to requirements as set out in the current Strategic Housing Market Assessment	TBA	Central Lincolnshire Authorities	Reported in the Housing Flows Return
		Housing Stock	Contextual	The housing mix of new development should correspond to requirements as set out in the current Strategic Housing Market Assessment	TBA	Central Lincolnshire Authorities	Reported in the Housing Flows Return
		Net additional student dwellings (purpose built and not purpose built)	Contextual	N/A	TBA	Central Lincolnshire Authorities	Currently collected and reported by City of Lincoln Council, North Kesteven and West

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
							Lindsey to provide data in future
<b>CL16 Meeting the Accommodation Needs of Gypsies, Travellers and Travelling Showpeople</b>		Net additional pitches (Gypsy and Traveller)	Output	TBA	TBA	Central Lincolnshire Authorities	January / July Caravan Count data available from DCLG and the Lincolnshire Research Observatory
<b>CL17 Delivering Prosperity and Jobs</b>		Total amount and type of completed employment floorspace gross and net (m <sup>2</sup> )	Output	210 ha by 2031 (area specific targets set out in policy CL4)	TBA	Central Lincolnshire Authorities	Former Core Output Indicator BD1
		Total amount of employment floorspace on previously developed land- by type (m <sup>2</sup> )	Output	TBA	TBA	Central Lincolnshire Authorities	Former Core Output Indicator BD2
		Employment land available- by type (m <sup>2</sup> )	Output	210 ha+ (area specific targets set out in policy CL4)	TBA	Central Lincolnshire Authorities	Former Core Output Indicator BD3
		Unemployment Claimants % rate	Contextual	N/A	N/A	Lincolnshire County Council	
<b>CL18 Regeneration Priorities in Central Lincolnshire</b>		New and converted dwellings on previously developed land (percentage)	Output	TBA	TBA	Central Lincolnshire Authorities	Former Core Output Indicator H3

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		Total amount of employment floorspace on previously developed land-by type (m <sup>2</sup> )	Output	TBA	TBA	Central Lincolnshire Authorities	Former Core Output Indicator BD2
<b>CL19 RAF Bases</b>		Number of existing MOD sites classed as Core, Retained or Proposed for Disposal	Output	No numerical target- to ensure sustainable outcomes in respect of existing MOD estates	Significant increase in sites proposed for disposal	MOD	Data available from the MOD
		Index of Multiple Deprivation (overall) – rank in England, of areas which include newly created settlements following full or part disposal of MOD sites	Contextual	No numerical target- to enhance the sustainability of settlements that have been created following full or part disposal of MOD bases	Current situation worsens	MOD	Data available from the MOD and Lincolnshire Research Observatory
<b>CL20 Retail and Town Centres in Central Lincolnshire</b>		Total amount of floorspace for 'town centre uses' (A1, A2 and D2) within and outside town centres (m <sup>2</sup> )	Output	500m <sup>2</sup> retail and 500m <sup>2</sup> leisure	TBA	Central Lincolnshire Authorities	Former Core Output Indicator BD4
		Vacancy rates within town centres	Contextual	TBA	TBA	Central Lincolnshire Authorities	Data collected for the Retail and Town Centre Study. Data to be

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
							updated every 5 years
<b>CL21 Sustainable Visitor Economy</b>		Number of existing and new tourism / cultural developments	Output	No numerical target- to support the growth and enhancement of existing and new tourism, culture and leisure developments	TBA	Central Lincolnshire Authorities/ Lincolnshire County Council	Data collected for the Sustainable Futures Study. Data to be updated every 5 years
		Number of developments included in the Green Tourism Business Scheme	Output	No numerical target- supporting the growth of green tourism	N/A	Central Lincolnshire Authorities / Lincolnshire County Council	Data available from the Green Tourism Business Scheme
		Number of rooms created through new build visitor accommodation	Output	TBA	TBA	Central Lincolnshire Authorities / Lincolnshire County Council	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		Number of rooms created through conversions into visitor accommodation	Output	TBA	TBA	Central Lincolnshire Authorities / Lincolnshire County Council	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
<b>CL22 Strategy for the Rural Area</b>		Accessibility to Services % All	Contextual	N/A	N/A	Lincolnshire County	Data available from the Lincolnshire Research

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		Persons				Council	Observatory
<b>A Quality Environment</b>							
<b>CL23 A Quality Environment</b>		Numbers of places of worship, listed buildings, unlisted buildings, archaeological sites, conservation areas and parks and gardens on the Lincolnshire Heritage at Risk register	Output	TBA	TBA	Heritage Trust of Lincolnshire	Data available from the Lincolnshire Heritage at Risk Project. Will require monitoring and review in partnership with the Heritage Trust of Lincolnshire.
		% of Conservation Areas with an up to date (less than 5 years) Conservation Area Appraisal or Management Plan	Contextual	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data
		Total area of Grade 1 to 3a agricultural land	Contextual	TBA	Significant loss of Grade 1 to 3a agricultural land	DEFRA / Magic	Data available from <a href="http://magic.defra.gov.uk">http://magic.defra.gov.uk</a>
<b>CL24 Green Infrastructure and Biodiversity</b>		Changes in areas of biodiversity importance	Output	TBA	TBA	TBA (Lincolnshire Biodiversity Partnership?)	Former Core Output Indicator E2- A method for reporting against this indicator needs establishing
		Proportion of	Output	TBA	Decrease in	TBA	Single Data List

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
		Local Sites where positive conservation management is being achieved			the number of sites in positive management over a X year period	(Lincolnshire Biodiversity Partnership?)	Indicator- A method for reporting against this indicator needs establishing
<b>CL25 Managing Water Resources and Flood Risk</b>		Number of planning permissions granted contrary to Environment Agency advice on water quality	Output	Minimal planning permissions granted contrary to EA advice	TBA	Environment Agency	Former Core Output Indicator E1
		Number of planning permissions granted contrary to Environment Agency advice on flood risk	Output	Minimal planning permissions granted contrary to EA advice	TBA	Environment Agency	Former Core Output Indicator E1
		Number of planning applications accompanied by a flood risk assessment	Output	TBA	TBA	Central Lincolnshire Authorities	Single Data List Indicator- Requires in the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		The number of properties for each approved SuDS application	Output	TBA	TBA	Lincolnshire County Council (SAB)	Single Data List Indicator- A method for reporting against this indicator needs establishing by the SAB i.e. LCC.

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
							<i>The Government is expected to provide guidance on this data collection</i>
		The number of SuDS approved by the SAB which have been designated under Schedule 1 but are not adopted, by property type	Output	TBA	TBA	Lincolnshire County Council (SAB)	Single Data List Indicator- A method for reporting against this indicator needs establishing by the SAB i.e. LCC  <i>The Government is expected to provide guidance on this data collection</i>
		The number of SuDS adopted by the SAB which have been designated under Schedule 1, by property type	Output	TBA	TBA	Lincolnshire County Council (SAB)	Single Data List Indicator- A method for reporting against this indicator needs establishing by the SAB i.e. LCC  <i>The Government is expected to provide guidance on this data collection</i>
		The number of SuDS adopted by the SAB which are located on public land (and therefore not designated under Schedule 1), for each type	Output	TBA	TBA	Lincolnshire County Council (SAB)	Single Data List Indicator- A method for reporting against this indicator needs establishing by the SAB i.e. LCC  <i>The Government is expected to provide</i>



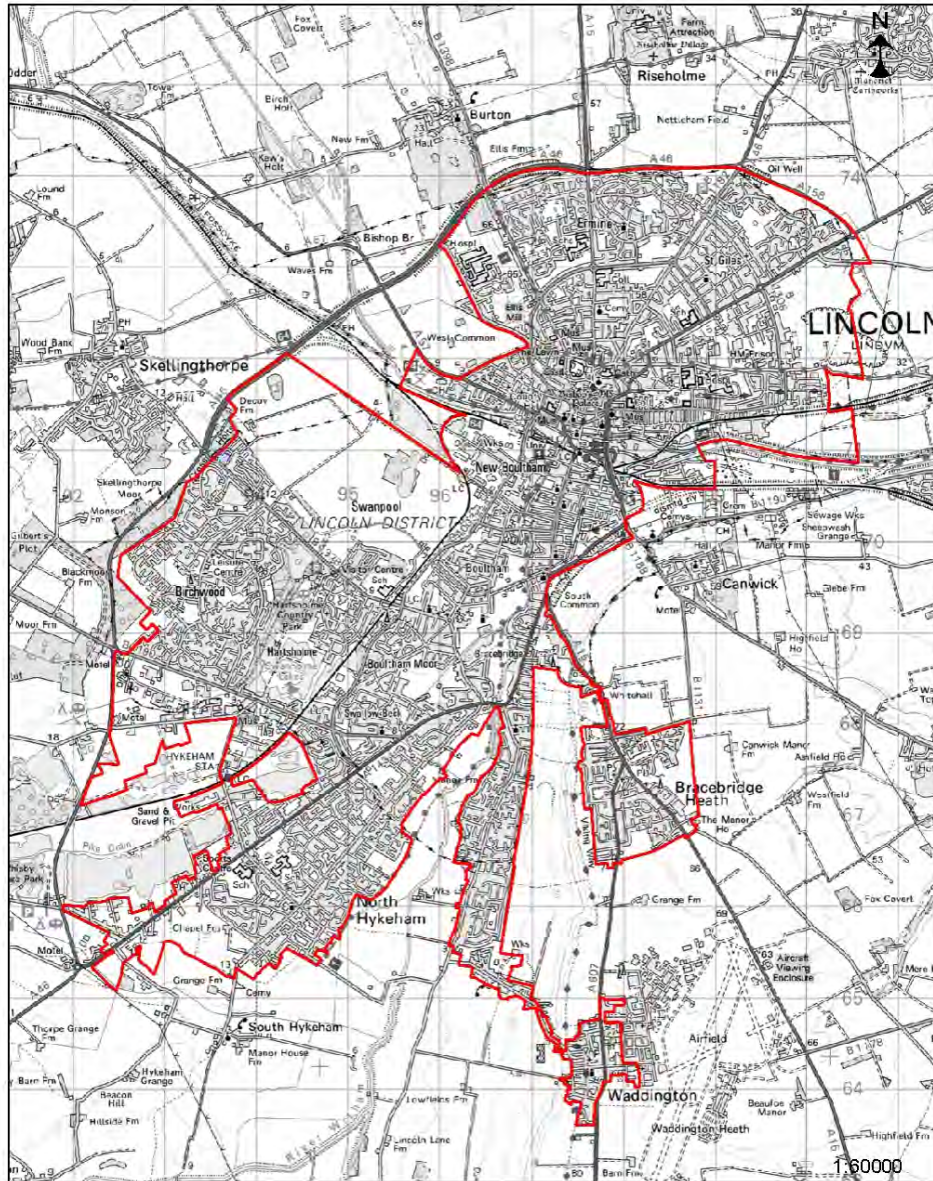
Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
							<i>guidance on this data collection</i>
<b>CL26 Design Quality</b>		Housing quality-Building for Life	Output	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		Housing density	Output	TBA	TBA	Central Lincolnshire Authorities	Requires West Lindsey District Council to provide site size data as part of their Annual Housing Supply Assessment (AHSA)
		Number of planning applications accompanied by a Statement of Design Quality	Output	All planning applications	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		Qualitative review of Statements of Design Quality	Contextual	All planning applications	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management systems
		% of new housing built to Lifetime Homes standards	Output	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from

Policy	Objectives (TBC)	Indicator	Type of Indicator	Target	Trigger point	Information provider	Comments
							their planning application management / Building Control systems
		% of residential developments which achieve Code for Sustainable Homes Levels 4, 5 and 6	Output	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management / Building Control systems
		% of non-residential developments which achieve BREEAM "very good" standard and % which achieve "excellent" standard	Output	TBA	TBA	Central Lincolnshire Authorities	Requires the Central Lincolnshire Authorities to set up a means of collecting the data from their planning application management / Building Control systems
		Number of development proposals assessed by the local design review panel	Contextual	At least all Sustainable Urban Extensions	TBA	Central Lincolnshire Authorities	The Central Lincolnshire Authorities' local design review arrangements are through Opun the regional architecture centre

\* Requires Integrated Impact Assessment.

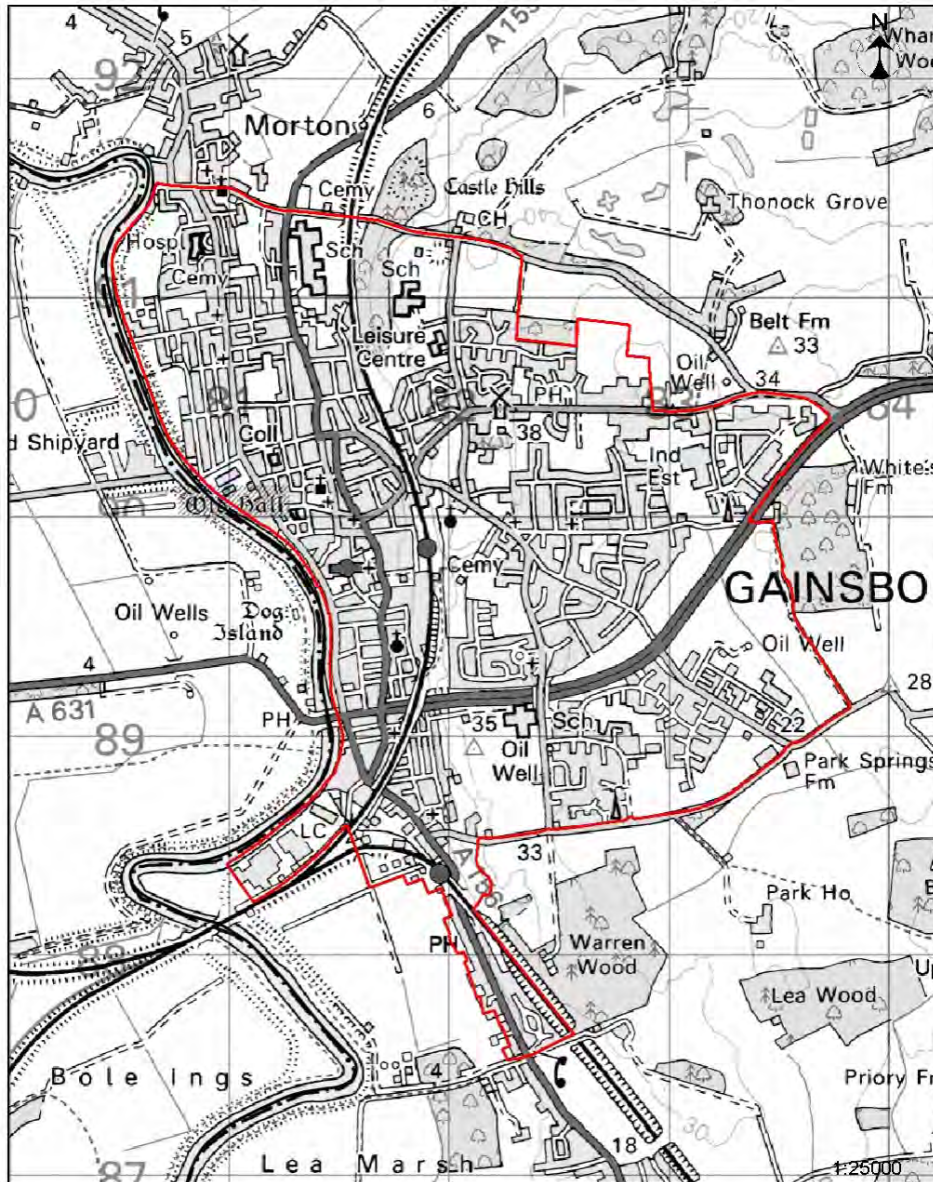
## Appendix I: Main Urban Area Boundaries

### Lincoln Principal Urban Area Boundary



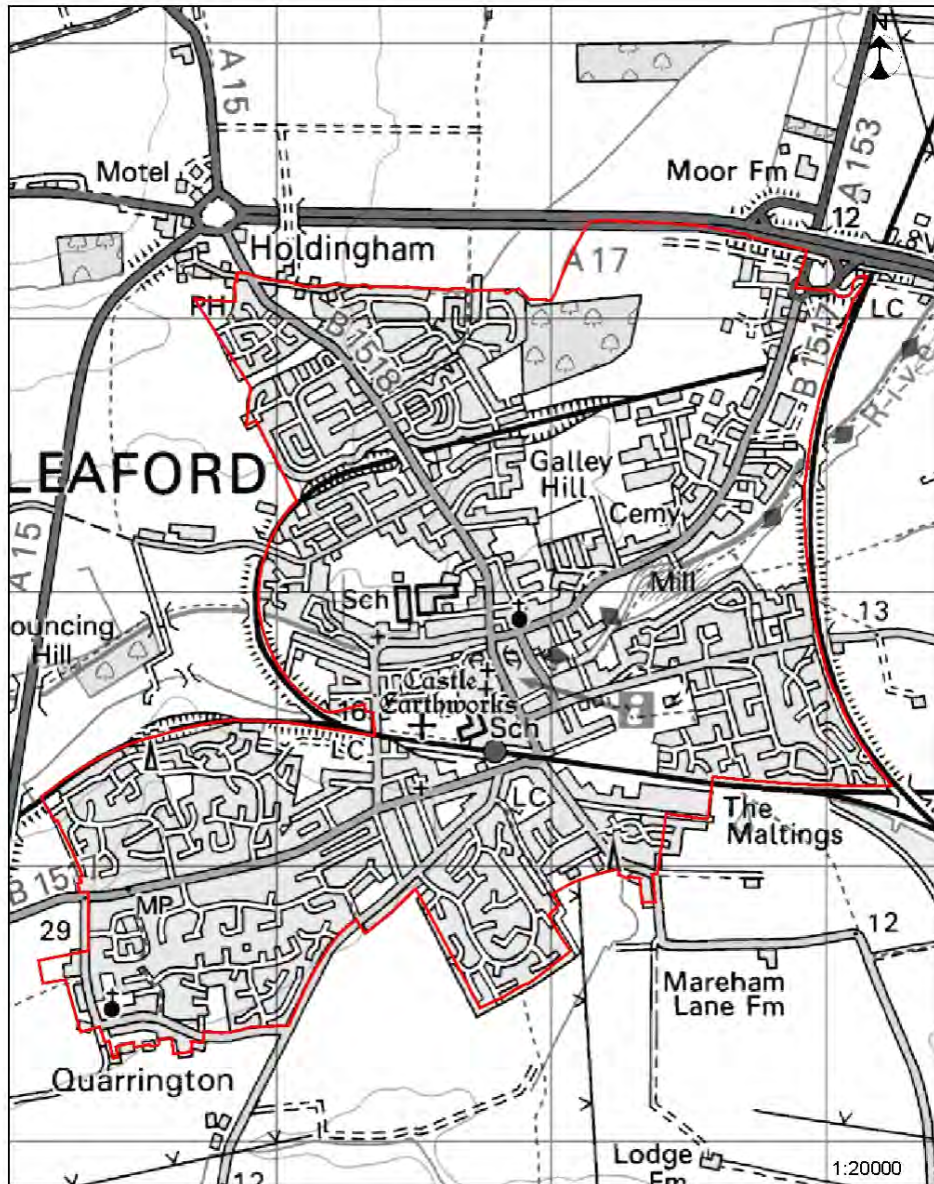
Note: The East Midlands Regional Plan (March 2009) defines the Lincoln Principal Urban Areas as the built-up parts of Lincoln City, North Hykeham, Waddington and Bracebridge Heath.

## Gainsborough Urban Area Boundary



Note: Boundary taken from the saved policies of the West Lindsey Local Plan (2006).

## Sleaford Urban Area Boundary



Note: Boundary taken from the saved policies of the North Kesteven Local Plan (2007)

## APPENDIX K - Explanation of the Requirements of Statement of Design Quality (Policy CL26)

Policy CL26 requires that development proposals incorporate and can demonstrate the achievement of a series of stated design requirements. Compliance with the policy requires the submission of a Statement of Design Quality for the proposed development for assessment by the relevant district planning authority. To avoid duplication, the Statement of Design Quality can be incorporated with the Design & Access Statement where the latter is required.

The following notes indicate the scope and content that will generally be required in the Statement of Design Quality. However, pre-application discussion with the planning officers of the relevant district planning authority is recommended for further guidance on the requirements for individual proposals.

### Local Character

To ensure high quality, locally distinctive development is delivered in Central Lincolnshire, all development proposals i.e. all scales and types, should be based upon a clear understanding and assessment of the inherited character of the place(s) in which they are proposed and the place(s) they might help to create.

The design process must consider how the development relates to and connects with the place in which it is proposed. 'Place' must be defined, whether it is a street, a neighbourhood, an industrial estate or a green field. Where possible the development will be expected to enhance the place in which it is proposed. However in some cases, such as small extensions to existing buildings, it is appreciated there may be limited opportunities to enhance. This approach will ensure that new development creates successful places with character, vitality and identity.

Local evidence and studies covering characterisation and design issues should be used, where available, to inform the Statement of Design Quality to ensure it is clear how the development takes account of existing character and distinctive forms and features. A list of evidence and studies is provided in the Core Strategy. However, this will evolve over time, and applicants should check with planning officers as part of pre-application discussions.

### Climate Change and a Low Carbon Future

New development is required to contribute positively to tackling climate change and the achievement of a low carbon future. The Statement of Design Quality must demonstrate how the design of the proposed development contributes to the sustainable use of resources, including reductions in carbon emissions from its construction and operation. Key considerations include, but are not restricted to:

- How the location, layout, building orientation and overall design of the development reduces energy demand and use
- How the development actively supports and/or delivers decentralised renewable and low carbon energy

- Whether the development, including buildings, can incorporate or connect to renewable and low carbon technologies as detailed in Policy CL3 (Renewable & Low Carbon Energy )
- How the design of the development reduces water demand and use
- How resilient the development is to the impacts of climate change including flooding, drought and heat waves.

Further policy requirements relating to this objective are set out in the following Core Strategy's policies, and should also be demonstrated within the Statement:

- Policy CL24 - Green Infrastructure & Biodiversity
- Policy CL25 - Managing Flood Risk and Water Quality

### Adaptability, Flexibility and Fitness for Purpose

New development is expected to be designed to a high quality to meet a variety of health, social, economic and technical needs and be adaptable to people's changing needs over time.

The Statement of Design Quality must therefore demonstrate how the proposed development is designed to be adaptable, flexible, convenient and appropriate to changing needs and circumstances. Key considerations include, but are not restricted to:

- How accessible and convenient the development is for a variety of people, including those with young children, black and minority ethnic communities, older people and those with temporary or permanent disabilities or illnesses
- How adaptable the infrastructure layout is and whether it will be able to accommodate alternative uses and buildings in future
- Whether the development, including buildings, can be adapted to new or intensified uses if conditions change in future
- Whether the buildings have access to broadband/high speed internet

Development proposals should also improve and ensure the long-term safety and enjoyment of a place, whether people live, work, shop or spend their leisure time there. Key considerations include, but are not restricted to:

- Are the public spaces and pedestrian routes overlooked and do they feel safe? (Building for Life 15)
- Is the public space well designed and does it have suitable management arrangements in place? (Building for Life 16)

### Residential Amenity

It is expected that in meeting the design requirements outlined above, development proposals will also demonstrate how the development will impact on local and

residential amenity<sup>1</sup>. If a significantly adverse impact is identified, development proposals must include appropriate mitigation measures that reduce the impact to an acceptable level.

### National and Local Guidance

The Core Strategy advocates the use of relevant national guidance and standards to improve the quality of design of development proposals. At the current time this includes:

- Building for Life
- Code for Sustainable Homes
- BREEAM
- Lifetime Homes
- Quality Reviewer
- Manual for Streets
- Secured by Design

In addition, local guidance and standards may be prepared by the Central Lincolnshire Authorities to supplement national guidance and the Core Strategy where this is considered necessary. Any such guidance will be taken into account by the district planning authority in assessing development proposals. It is recommended that the Statement of Design Quality therefore demonstrates that the proposed development has taken account of any relevant Supplementary Planning Guidance on design.

Information on relevant local guidance is available from the district planning authority.

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<sup>1</sup> **Amenity** – something that contributes to an area's environmental, social, economic or cultural needs. The term's meaning is a matter for the exercise of planners' discretion, rather than being defined in law (Dictionary of Urbanism)



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