



Full Council

29th July 2013

Subject: Core Strategy

Report by:

Director of Regeneration & Planning

Contact Officer:

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Purpose / Summary:

This report outlines the Central Lincolnshire Joint Core Strategy Development Plan Document as approved for publication by the Central Lincolnshire Joint Strategic Planning Committee on 8 July 2013.

RECOMMENDATIONS:

- 1) That members note the report.
- 2) That members decide whether a formal response is submitted by the Council over and above responses already provided as part of WLDC's representation and influence on the Central Lincolnshire Joint Strategic Planning Committee (CLJSPC).
- 3) If necessary delegate the Director of Regeneration and Planning, in consultation with the Chairman of Prosperous Communities Committee, to co-ordinate and send a response before the end of the consultation period in consultation with the Leader of the Council.

IMPLICATIONS

Legal:

All legal issues have been addressed through the JPU and Central Lincolnshire Joint Strategic Planning Committee

Financial :

None as a result of this report.

Staffing :

None as a result of this report.

Equality and Diversity including Human Rights :

This has been taken into account as part of the Joint Planning Unit.

Risk Assessment :

Joint Planning Unit's Risk Assessment

Climate Related Risks and Opportunities :

Policy regarding climate related planning issues is contained within the Full Core Strategy.

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

Full Core Strategy is available in the WLDC Office and online at:

www.Central-Lincs.org.uk

Call in and Urgency:**Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?**

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

Yes

No

Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

No

Executive Summary

Section 3 of the report is an Executive Summary of the Central Lincolnshire Joint Core Strategy Development Plan Document (DPD) and supporting documents.

1 Introduction

- 1.1 In accordance with the provisions of the Town and Country Planning Regulations (2012) this report outlines the Central Lincolnshire Joint Core Strategy Development Plan Document (DPD) and supporting documents that was approved by the Central Lincolnshire Joint Strategic Planning Committee on 8 July 2013. The CLJSPC approved the full version which can be found on www.Central-Lincs.gov.uk as the Publication Version

2 Next Steps

- 2.1 Following approval of this Core Strategy and its supporting documents, it is to be made available for public comment for 6 weeks from 29 July until 9 September 2013. Any comments received during this time will be submitted, along with the Core Strategy, to the Secretary of State prior to the Examination in Public into its soundness. It is expected that this could be held in early 2014. Subject to a satisfactory report from the Inspector the CLJSPC could then move to adopt the Core Strategy for Central Lincolnshire.
- 2.2 In parallel with the consultation on the Core Strategy, the City of Lincoln, North Kesteven and West Lindsey District Councils are consulting on the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL). CIL is one method for delivering the infrastructure necessary to support the overall level of growth set out in the Core Strategy. The consultation will allow interested parties to assess the effect of CIL in association with the Core Strategy. By the time of the Examination in Public for the Core Strategy there should be enough information available regarding CIL for the Inspector to be able to assess how effectively the Core Strategy could be delivered.
- 2.3 Consultation began in May and continues until September encouraging debate about the positives and negatives of development across communities of Central Lincolnshire for the preparation of the Allocations and Development Management Development Plan Document. As would be expected this is getting high levels of interest from local communities and attendance has been high at most of the events held by the Joint Planning Unit and officers from the district councils.

3 Executive Summary

The following Section is taken from the Central Lincolnshire Joint Strategic Planning Committee report outlining the Core Strategy as presented on 8 July 2013. The full document is available on www.Central-Lincs.gov.uk and in the office.

3.1 Background to the Growth Agenda

- 3.2 Central Lincolnshire is the area including the whole area of the City of Lincoln and North Kesteven District and West Lindsey District Councils. A number of factors, including the influence of Lincoln on its neighbours and cross border issues of infrastructure and growth have long supported collaboration between these three districts and Lincolnshire County Council. The last Lincolnshire Structure Plan included a chapter on the Lincoln Policy Area – which was developed through voluntary joint working through the Lincoln Area Strategic Planning Joint Advisory Group.
- 3.3 This voluntary partnership was extended to include the Environment Agency, the Lincolnshire Association of Local Councils and East Midlands Development Agency / Lincolnshire Enterprise in order to prepare the Sub-regional Strategy for the Lincoln Policy Area within the Regional Spatial Strategy for the East Midlands (the Regional Plan).
- 3.4 As part of the Regional Plan process the Councils realised that in order to meet the framework set by that plan it would be most appropriate to prepare a single local plan (at that time Local Development Framework) for the whole area. Such an approach also offered the potential to make more efficient use of the resources available to the Councils (through streamlining the procurement of evidence and reducing the numbers of consultation process and concentration of resources in one team) and to prepare a single strategy covering similar issues across administrative boundaries – which in turn would make it easier to present a clearer picture of the opportunities and challenges presented by Central Lincolnshire to residents, investors and the wider outside world.
- 3.5 Consequently the Full Councils of each of the four authorities formally agreed to write to the Secretary of State requesting that a new statutory Joint Planning Committee be created in accordance with the Memorandum of Intent agreed by each authority.
- 3.6 The Statutory Instrument duly came into force in October 2009, and created the new Committee with three representatives from each of the partner authorities, including the County Council.
- 3.7 Through the changing procedural arrangements the opportunities and aspirations for the future have remained constant. The population of the area has grown rapidly, and the City of Lincoln, with its tight administrative boundaries grew by more than the national average, with North Kesteven and West Lindsey being in the top 20 districts nationally regarding the percentage growth rates.
- 3.8 This growth in population has driven, and is also driven by the success of the local economy, with the upgrade of the A46 to Lincoln, ongoing development and success of the University of Lincoln and growing investment in engineering in which the Central Lincolnshire includes some key world leading businesses and food and farming, together with location of a number of major RAF bases and a strong tourism sector, benefiting from the high quality local environment and heritage of the area, all provide a solid foundation for the local economy.

- 3.9 There are also new economic sectors developing, including recycling (as evidenced by the EcoPlastics development at Hemswell) and the growth in renewable energy sectors with investment in the energy from waste plant at North Hykeham, the Eco2 Biomass power station at Sleaford and a number of Solar arrays being developed across Central Lincolnshire. Central Lincolnshire is also well placed to support and benefit from, the development of the Humber Banks Enterprise Zone that will support offshore renewable energy production.
- 3.10 The towns and villages of Central Lincolnshire are also popular for a number of other reasons, such as the high quality of life, quality schools, relative affordability in addition to the economic opportunities presented by the area. This past investment in the area has helped create Central Lincolnshire as we know it today, in terms of community, environment and economy. It also brings with it challenges, as the infrastructure (in terms of roads, schools, electricity supply, leisure facilities and so on) were created for different conditions. Past and future growth has given confidence for investment in new infrastructure, whether this is the government's promise to provide £50 million towards the cost of the Lincoln Eastern Bypass, (Or the afore mentioned upgrade to the A46) Anglian Waters ongoing investment in new water treatment plant.
- 3.11 The local authorities, businesses (as represented by the strategies and messages coming from the new Lincolnshire Enterprise Partnership – and before it Lincolnshire Enterprise) and the local communities have long wanted to maximise the potential of the area, for the benefits of local people, and by acknowledging and embracing the potential of growth seek to bring with it the investment in infrastructure to try to ensure that the area does not suffer. What is clear is that growth and development is going to happen and the challenge is how to get the best from growth. As such the local authorities have, whatever planning system is in place at any particular time, maintained a constant and consistent approach to trying to accommodate growth, development and investment in a way that brings the most benefit.
- 3.12 After much deliberation and several stages of consultation the Core Strategy is now in a position to be considered for publication for public comment prior to formal Submission to the Secretary of State for independent examination under the “Examination in Public” process.
- 3.13 **The Role of the Central Lincolnshire Core Strategy**
- 3.14 The Core Strategy as part of the wider Local Plan for Central Lincolnshire will set in place planning policies to facilitate the delivery of the overall growth agenda for Central Lincolnshire, reflecting the long term aspirations for the authorities. At this time planning policy is contained within:
- The National Planning Policy Framework (and other appropriate statements)
 - Saved Local Plan Policies (from the District Local Plans)
 - Minerals and Waste Local Plan (prepared by Lincolnshire County Council)
- 3.15 The Core Strategy will replace some saved local plan policies and set a strategic level of planning policy for the whole of Central Lincolnshire, providing an up to date planning policy context for delivering the long term ambitious growth

strategy for Central Lincolnshire. The Core Strategy will also provide a context for bringing forward new investment in the area, based on the strategic allocations in the plan itself and through the allocation of land, either through the Allocations and Development Management DPD or through the Neighbourhood Planning Process. The Core Strategy will also provide a framework for delivering new infrastructure (Schools, Roads, Water Treatment Plants, parks playing fields, shops, health services) based on current need and the needs of projected development and growth. The Core Strategy will also acknowledge and support ongoing investment in the area, such as the relocation of Siemens (and improvements to the transport network in South West Lincoln) major city and town centre regeneration schemes across Lincoln, Gainsborough and Sleaford.

- 3.16 When the Joint Committee was set up the intention was to prepare a Core Strategy and allocations document to be followed by Area Action Plans for key development areas and thematic policy documents, for instance covering the needs of the Gypsy and Traveller Community. The introduction of the Community Infrastructure Levy required the Joint Committee and partner authorities to provide a focus on developing a charging schedule for CIL, the preparation of which will begin in parallel with the further progress on the Core Strategy.
- 3.17 The National Planning Policy Framework, which seeks to implement the requirements of the Decentralisation and Localism Act, states that local authorities should stop preparing plans in different sections (Core Strategy, Area Action Plans, Allocations Development Plan Documents, etc) and instead prepare a single Local Plan. Given the age of the other plans covering the area, and the delay that would be caused by converting the Core Strategy to a Local Plan the Joint Committee, after seeking advice, has concluded that it would be in the best interest of the area to continue preparing the Core Strategy and Allocations documents before addressing further issues in a review that would result in the preparation of a full Local Plan. The Core Strategy, whilst setting a long term vision for the area, will be reviewed in the short to mid-term, and as such should be seen as a stepping stone in the longer term history of planning policy for this area.
- 3.18 **Key Policy Outline**
- 3.19 The Core Strategy seeks to set out planning policies with the delivery of the overall growth agenda that the Central Lincolnshire Authorities have long shared to help their communities meet the challenges of the future and to maximise the opportunities that arise across the area, due to geography and changes in the wider economy. To this end the draft Core Strategy is set out into four sections based on Sustainable development, Growth, Prosperity and the Environment, although these four sections all overlap. The policies are set out in the appendix to this paper (together with an explanation of the context and driver for each policy and an explanation of how the policy can be delivered) but the following sections set out a summary of the aims of each section. These generic policy areas will be supplemented by policies for Lincoln Gainsborough and Sleaford together with strategic allocations.

3.20 Where possible policies have been drafted to ensure that they will not be rendered redundant by a change in national policy, but instead set out fundamental principles that should remain for the lifetime of the plan. For example the “A Quality Environment Policy”, includes requirements for a Statement of Design Quality. This requirement can currently be met by the Design and Access statement which is required to form part of a planning application, but should the requirement for a Design and Access statement be removed nationally, the local requirement would remain in force locally. At the end of each section the list of policies that will form that section have been included for reference.

3.21 Towards a Sustainable Central Lincolnshire

3.22 The first section of the Core Strategy sets out the core principal of the Core Strategy, to promote development that will in itself be sustainable and will also seek to ensure, where possible, that the existing communities become more sustainable in social, economic and environmental terms. One of the key issues facing Central Lincolnshire is the need to explore ways to meet the increasing need for heat and power, locally. This is necessary both to meet the national strategic aim of reducing fuel imports, and to ensure that local communities and businesses become more resilient and less reliant on national distribution networks that may not be able to support local growth aspirations across such a dispersed settlement pattern. Policies in this section promote a range of approaches to support and enhance energy production and distribution in Central Lincolnshire.

Towards a Sustainable Central Lincolnshire	CL1	Sustainable Development in Central Lincolnshire
	CL2	Tackling Climate Change
	CL3	Renewable & Low Carbon Energy

3.23 Growing Central Lincolnshire

3.24 This section restates the growth agenda which would see the housing stock grow by around a third over 20 years and see the workforce grow by over 25,000. Much of this growth is required to meet the need for a larger number of smaller homes to meet the needs of an ageing population, but equally important is the need to ensure that the housing stock will help support growth in the work force necessary to help grow the economy. The Central Lincolnshire Employment Land Review suggests that 15,000 new jobs could be created by 2026, and at the same time, demographic projections and household size analysis suggests that in order to maintain the active workforce at the same level as today requires over 22,000 new homes. Evidence in the Strategic Housing Market Assessment highlights that approximately 40% of the new homes will need to be affordable in order to be available to those that are in greatest need for them. In coming years the authorities will need to explore different mechanisms to increase the supply of affordable homes. Collectively the range of policies will support the distribution of growth, allocation of sites, relationship to neighbourhood planning and co-ordinated investment in infrastructure. Whilst growth will be focussed on Lincoln Gainsborough and Sleaford, the wide range of other communities will

have the opportunity, where appropriate to grow to support existing facilities and investment in necessary infrastructure, for instance in the areas of energy, transport (both public and private), healthcare and education. A key change is the proposed introduction of increasing housing targets for each of the five year periods. This is intended to reflect a steady increase in growth over the plan period, particularly as the strategic Sustainable Urban Extensions and new site allocations gather momentum

Growing Central Lincolnshire	CL4	Level and Distribution of Growth
	CL5	Managing the Release of Land for Housing & Employment
	CL6	Site Selection in Central Lincolnshire
	CL7	Sustainable Urban Extensions and other Large Scale Development Sites in Central Lincolnshire
	CL8	Sustainable Communities & Neighbourhood Plans
	CL 9	Infrastructure to Support Growth
	CL10	Transport

3.25 Prosperous Communities and Places

3.26 Health and changes in the population will be a key factor in the future of Central Lincolnshire, and will affect all communities, whether they are in Lincoln or the range of smaller rural communities. An ageing population brings with it challenges in providing health care, maintaining and growing the workforce and meeting health needs of the wider community. The Prosperous Communities section sets out a range of policies to support a healthy population, maintain a supply of suitable homes (in terms of numbers of new homes, size of homes and affordability) to ensure that communities are, where possible, balanced in terms of age structure and affordability. A key change is set out in these the affordable housing policies. Whereas the overall demand for affordable houses is still constant the requirement has been changed from a percentage to an absolute figure (17,568). In turn increasing understanding of viability of development and the implications for Community Infrastructure Levy have prompted a change to Policy CL13 – Affordable Housing Thresholds – which will now be 25% contribution of affordable housing on sites across Central Lincolnshire, except Gainsborough, where the figure will be 10%. This highlights the importance of other measures to deliver affordable housing, such as North Kesteven District Councils and the City of Lincoln's longer term programme of Council House Building. Equally important are the policies to deliver prosperity and jobs. The Central Lincolnshire economy has not suffered as badly as some under the recession, but planning policies will need to be in place to ensure that the economy can be maintained and thrive, especially in those areas in need of regeneration, whether they are in Lincoln or Gainsborough, or in more remote rural settings (such as villages, or redundant institutions, such as air bases) Policies are therefore promoted to identify new sites for economic growth,

together with measures to protect and grow town centres and regenerate urban and rural areas that may have suffered decline in recent years.

- 3.27 Access to shops and services are of key importance in an area with a dispersed population, such as Central Lincolnshire, and a focus is given to protect existing retail centres and to provide the context for them to grow. The challenge to the high street has been highlighted at a national level, and it is important for the Core Strategy to promote locally suitable policies, to support national measures together with the policies set out in the draft National Planning Policy Framework, to maintain access to services to the current and planned population across Central Lincolnshire.

Prosperous Communities & Places	CL11	Health & Wellbeing
	CL12	Overall Target for Affordable Housing
	CL13	Affordable Housing Thresholds
	CL14	Affordable Housing on Rural Exceptions Sites
	CL15	Type and Size Mix in New Housing
	CL16	Meeting the Accommodation Needs of Gypsies, Travellers & Travelling Show People
	CL17	Delivering Prosperity & Jobs
	CL18	Regeneration Priorities in Central Lincolnshire
	CL19	RAF Bases
	CL20	Retail and Town Centres in Central Lincolnshire
	CL21	A Sustainable Visitor Economy
	CL22	Strategy for the Rural Area

3.28 A Quality Environment

- 3.29 One of the key assets of Central Lincolnshire is the high quality environment, whether this is the historic area around Lincoln Cathedral, the beauty of the landscape or the quality of the soil that supports the local food and farming industries. The Quality Environment section includes policies to protect the environment, whether it is landscape, historic features or the sensitive water environment, which is especially important in an area reliant on ground water to supply industry and domestic consumption and is therefore susceptible to risks of pollution. Two policies especially seek to reinforce the approach to protecting the environment, these being the policy on Green Infrastructure and Biodiversity and that on Design Quality. The first of these policies seeks to promote an overall network of Green Infrastructure, whether this is focussed on formal open spaces, open landscapes, flood defences or wildlife sites, and through the

development of this network seek to ensure that maximum benefit of each area is fully realised, whether this benefit results in a richer natural environment, healthy population, improved flood defences or economic benefit.

A Quality Environment	CL23	A Quality Environment
	CL24	Green Infrastructure & Biodiversity
	CL25	Managing Water Resources & Flood Risk
	CL26	Design Quality

3.30 Lincoln Area Policies

3.31 This Section focuses on providing policies to support the development of Lincoln as a major and largest centre for economic activity within Central Lincolnshire Area. The policies are focussed on the Lincoln Principal Urban Area which in addition to the administrative area of the City of Lincoln Council includes significant Communities in North Kesteven (including North Hykeham and Waddington) and parts of West Lindsey (including a significant element of one of the main Sustainable Urban Extensions at the North East Quadrant) although some of the polices, notably the Green Wedge polices cover the neighbouring area of open countryside too. The section starts with an analysis of the role of Lincoln and its relationship to the surrounding area and other communities both within and outside Central Lincolnshire, together with an assessment of Lincolns role in the economy, as a service provider a tourist attraction and its unique setting in the landscape and its rich historic and natural environment. The vision and objectives set out the aspirations for the area drawn from current plans and strategies of the Councils and other bodies, setting out the role Lincoln will play in the future as a key community in Central Lincolnshire. The objectives set out how the economy and jobs market may change over the lifetime of the plan, together with measures to ensure that Lincoln's rich environment and heritage can both be enhanced and shape the future development of the City and its constituent and neighbouring communities. Separate policies set out the context for regeneration of key areas of the City, development and adaptation of the City Centre to meet the changing needs of a 21st century population, and how the economy can change and grow to meet local and national needs. Opportunities are provided by recent and ongoing investment in the field of engineering, associated with developments in the Green Economy, together with the expansion of the University and the changing retail offer of the City Centre. This section also provides a context key environmental protection measures, such as Green Wedges and Green Infrastructure (Policy L3) together with targets for how these aspirations can be met in terms of jobs creation, regeneration, economic growth and adaptation generally and in terms of meeting the needs of the different communities and neighbourhoods within the Lincoln Principal Urban Area. Key to this section is the latest development of the policies for the three key Sustainable Urban Extensions that are promoted in the Lincoln Area

- Lincoln Western Growth Corridor

- Lincoln South East Quadrant, and
- Lincoln North East Quadrant

The Lincoln Area
Vision and Objectives for the Lincoln Area
Policy L1 - Strategy for Growth in the Lincoln Area
Policy L2 - Locational Priorities for Development in the Lincoln Area
Policy L3 - Green Wedges and Green Infrastructure in the Lincoln Area
Policy L4 – Employment Priorities in the Lincoln Area
Policy L5 – Regenerating Lincoln
Policy L6 – Lincoln City Centre
Policy L7 – District & Neighbourhood Centres in the Lincoln Area
Policy L8 – Lincoln Western Growth Corridor (Land at Swanpool, Fen Farm and Decoy Farm)
Policy L9 – Lincoln South East Quadrant (Land at Canwick Heath and Bracebridge Heath)
Policy L10 – Lincoln North East Quadrant (Land at Greetwell including former Greetwell Quarry)

3.32 Gainsborough Area Policies

3.33 The Town of Gainsborough has a long and rich history, that has benefited from high levels of growth in the last twenty years. In parallel with growth, and a number of ongoing key investments in the area, including the redevelopment of Marshall's Yard to a successful shopping destination in the centre of town, the development of Ping golf supplies and investment in the local engineering companies together with scheduled investment in traffic circulation and the public domain the town presents a number of challenges based around a longer term historic decline in engineering companies, a high proportion of small terraced homes, an out migration of young people over the 1990's and pockets of deprivation, together with being bounded to the west by the river Trent, which has a significant impact on the role, form and influence of Gainsborough. The policies in this section include Gainsborough and the neighbouring communities of Lea and Morton, whose future, due to close proximity to the town, will be closely tied up with the that of Gainsborough itself. The policies set out the overall strategy for growth on the area, based on the work undertaken as part of the Gainsborough Regained Master-plan which was in turn developed from the Growth Point bid submitted by West Lindsey District Council in partnership with

the County Council. The other policies focus on the regeneration and growth potential of the town whilst seeking to retain and protect the environment and setting of the town. The final three policies in the section seek to provide a statutory policy backing for the three Urban Extensions that came forward through the Gainsborough Regained masterplan process.

The Gainsborough Area
Vision and Objectives for the Gainsborough Area
Policy G1- Strategy for Growth in the Gainsborough Area
Policy G2 – Locational Priorities for Development in the Gainsborough Area
Policy G3 – Regenerating Gainsborough
Policy G4 – Employment Priorities in the Gainsborough Area
Policy G5 – Gainsborough’s Town and Other Centres
Policy G6 – Green Infrastructure and Settlement Breaks in the Gainsborough Area
Policy G7 – Gainsborough Southern Neighbourhood (Land south of Foxby Lane)
Policy G8 – Gainsborough Northern Neighbourhood (Land north of Corringham Road and the A631)
Policy G9 - Gainsborough Eastern Neighbourhood (Land south of the A631 and north of Heapham Road)

3.34 **Sleaford Area Policies**

3.35 Building on, and supporting, established policies and aspirations for the town, as represented most recently in the Sleaford Forward master plan this section sets out the overall planning policy for Sleaford. Drawing on the portrait of the town as it is today, as a popular and attractive service centre with high performing schools, a growing and changing economy (represented to some extent by the development of a major biomass power-station just outside the town) and high historic levels of development. The vision and objectives for the town aim to capitalise on the opportunities presented by this well connected town whilst, including the redevelopment and regeneration potential of the Sleaford Maltings, whilst also seeking to address the issues raised by internal traffic circulation, capacity of the utilities and current capacity to increase levels of comparative shopping in the town. As an historic market town Sleaford also has a high quality townscape and an attractive setting in the wider landscape. The policies include proposals for two urban extensions that collectively offer the potential to provide expansion space for the secondary schools in the area together with improvements to the provision of local services in addition to those provided within the town centre.

Vision & Objectives for the Sleaford Area
Policy S1 - Strategy for Growth in the Sleaford Area
Policy S2 - Location Priorities for Development in the Sleaford Area
Policy S3 – Employment Priorities in the Sleaford Area
Policy S4 - Regeneration Priorities in the Sleaford Area
Policy S5 - Strengthening Sleaford Town Centre and Neighbourhood Centres in the Sleaford Area
Policy S6 – Green Infrastructure in the Sleaford Area
Policy S7 - Sleaford South Quadrant
Policy S8 - Sleaford West Quadrant

3.36 Sustainable Urban Extension Topic Papers

3.37 The Core Strategy focuses the majority of the required growth on the three main urban areas. In doing so it identifies 8 Sustainable Urban Extensions as Strategic Allocations. It is expected that these 8 sites will deliver 30-40% of Central Lincolnshire’s Growth over the plan period.

3.38 Each of these sites has a unique set of constraints and opportunities that will need to be considered if we are to maximise the potential of these developments to enhance Central Lincolnshire as a place to live, work, visit and invest. For these reasons an individual Topic Paper has been prepared. These papers essentially set out the key considerations for the development for each site and set out a route map from now, through to the submission of planning applications ultimately the delivery of development.

3.39 The Topic papers have been prepared in partnership with the Site Proponents for each sites and the Core Strategy has taken reference from these papers in providing the detail for each site through the sites specific policies in the area chapters of the plan and the Housing Trajectory. All 8 SUE Topic Papers are available on the Joint Strategic Planning Committee’s website.

3.40 Meeting The Tests Of The National Planning Policy Framework

3.41 The time taken to progress the Core Strategy has had to increase to accommodate changing requirements of the plan making process. The key issue has been responding to the new tests set by the Decentralisation and Localism Bill (as set out in the National Planning Policy Framework) and the

revocation of the regional Spatial Strategy. The key tests from the National Planning Policy Framework are that a plan should be :-

- Positively Prepared - *“the plan should be based 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”*
- Consistent with the National Planning Policy Framework - *“the plan should enable the delivery of sustainable development in accordance with the policies in the Framework”*

3.42 Positively Prepared

- The key role of the Planning making process is to ensure that the Local Authorities, working with all key stakeholders, have identified the Objectively Assessed Need for development and have identified a strategy that is capable of being delivered should the market have the resources to deliver. There should be a clear strategy for delivering growth and the planning system should not be one of the impediments to delivering growth in accordance with that strategy.
- A major concern, as reported to the Joint Committee in January 2013 was that the growth targets, whilst in conformity with the (then current, but since revoked) Regional Spatial Strategy, had been considered locally. The Local Authorities had lobbied through the Regional Plan process for the growth targets set out in that plan, and had supported the strategy. The Core Strategy in previous draft had not made this past and ongoing consideration explicit, and has since been revised to set out local concerns regarding the role of the 2008 Housing projections and the implications that would arise for local communities and the local economy if growth was limited to those projections.
- The Authorities have also been working to provide greater background evidence to support the delivery strategy for the Sustainable Urban Extensions (which are a major element of the Core Strategy). This position is set out in the Topic Papers for the Sustainable Urban Extensions (referred to below) which have been drawn up in collaboration with the key site proponents. It is clear that these Urban Extensions will require ongoing work, including engaging with local communities to develop firm proposals. The Topic Papers will be revised and amended over time to reflect the changing position in relation to the different sites.

- The ongoing work on the Sustainable Urban Extensions and the development of the Community Infrastructure Levy has helped build the Central Lincolnshire Authorities understanding of viability of development and the impact of the requirements of the Core Strategy and the Saved Local Plan policies applicable in the three districts. The Whole Plan Viability Report, which is available from the Central Lincolnshire Website, draws together the understanding of viability of development across Central Lincolnshire and indicates that the Core Strategy presents a financially viable strategy for the future development of the area.
- The New “Duty to Co-operate” (under which Local Planning Authorities must demonstrate that they have worked with neighbouring Councils and key stakeholders) has created problems for progressing plans in other parts of the Country. Whereas the creation of the Joint Planning Committee as a partnership between three neighbouring districts and a County Council goes a long way towards meeting the Duty to Co-operate, as does the long standing relationship with key bodies such as Natural England, English Heritage and the Environment Agency there existed a lack of clarity of how this duty was being met by existing arrangement with key bodies. Since January officers of the Joint Planning Unit, together with representatives of the partner authorities have met all the neighbouring authorities to formalise an understanding of past, current and future working arrangements, as well as clarifying the issues of cross border concern. The details of those meetings, together with the details of agreements with key bodies are set out in Appendix 4 – The Duty to Co-operate.

3.43 Justified

- The Joint Committee and partner authorities have worked hard to prepare a robust evidence base to support the strategy and policies set out in the Core Strategy. As outlined above significant progress has been made on developing agreement on the key Sustainable Urban Extensions, which has been identified as the key threat in the past. This information is set out in the individual Topic Papers for each of the Urban Extensions available on the Central Lincolnshire Website. These statements, supported by ongoing projects should provide appropriate justification for the individual proposals and the overall growth strategy.

3.44 Effective

- As stated above the key role of the Core Strategy is to ensure that the planning system is capable of supporting and meeting the needs of an area. It cannot, nor is it expected to, guarantee the delivery of development, dependent as such delivery is upon other factors, such as the wider economy and market conditions. It is only acceptable to reduce the aspiration of the plan below those of the assessed need for an area if there is clear evidence of specific constraints (infrastructure, environmental capacity, etc) that would make it impossible to meet those needs. The duty then falls upon the authority to highlight what alternative measures have been taken to meet the needs, for instance by increased development in

neighbouring authorities, or how the implications of not meeting needs will be mitigated.

- In preparing the plan for consideration by the Joint Committee officers of the Joint Planning Unit and the partner authorities have worked hard to ensure that the constraints on the overall strategy have been identified, and set out ways in which any issues can be overcome (through, for instance the measures set out in the Infrastructure Delivery Plan) or met by application of policy approaches set out in the plan. Through the production of wide ranging evidence (in collaboration with key stakeholders) and the several consultation exercises undertaken in producing the Core Strategy, no fundamental constraints on the delivery of the overall strategy have been identified.

3.45 Consistent with the National Planning Policy Framework

- As identified in the report considered by the Joint Committee in January 2013 the biggest risk under this section could come from an omission to a specific policy approach promoted by the NPPF. Such omission may arise through the Core Strategy not being a single Local Plan. The Joint Committee has agreed to continue with a Core Strategy and Allocations process in order to provide a more up to date framework of local planning policies rather than have further delay that would be inevitable if the Core Strategy were converted to a single local plan. The Joint Committee has indicated its intention to prepare a single local plan after the adoption of the Core Strategy and Allocations Development Plan Document. Any policy omissions could be picked up through the production of a single local plan in due course.

3.46 **Core Strategy Integrated Impact Assessment**

3.47 The purpose of the Assessment Framework is to provide a consistent basis for describing and analysing the sustainability impacts of the Core Strategy. Rather than preparing different Impact Assessments to cover issues such as Equalities or Sustainability the Joint Planning Committee has, in discussion with key named bodies and in discussion with officers from the partner authorities and key stakeholders, developed a single impact regime – termed the Integrated Impact Assessment. The Framework for this assessment regime is objectives led, whereby a set of objectives have been devised which set out what is ideally to be achieved in terms of sustainable development in its widest sense.

3.48 Central Lincolnshire's Integrated Impact Assessment Framework consists of 18 objectives as set out below.

- 1 To ensure that the housing stock meets the housing needs of the Central Lincolnshire area.
- 2 To reduce health inequalities, promote healthy lifestyles, prevent disease and prolong life.
- 3 To provide better opportunities for people to value and enjoy the area's

heritage and participate in cultural, sporting and recreational activities.

- 4 To improve community safety, reduce crime and the fear of crime in Central Lincolnshire.
- 5 To develop socially diverse and cohesive sustainable communities to improve the quality of life for local residents, and to ensure equitable outcomes for all communities, particularly those most at risk of experiencing discrimination, poverty and social exclusion.

Environment Objectives

- 6 To protect, enhance and increase biodiversity levels and green infrastructure across Central Lincolnshire.
- 7 To protect and enhance the rich diversity of the character and appearance of the Central Lincolnshire landscape and townscape, maintaining and strengthening local distinctiveness and sense of place.
- 8 To protect and enhance the significance of the buildings, sites and features of archaeological, historic or architectural and artistic interest and their settings.
- 9 To manage prudently, protect and conserve the water resources and quality in Central Lincolnshire.
- 10 To maintain and manage air and light quality within the area.
- 11 To manage prudently, protect and conserve soil and land resources and quality in Central Lincolnshire.
- 12 To minimise waste generated and increase the re-use, recycling and recovery of waste materials.
- 13 To minimise the effects of climate change by developing the area's renewable energy resources, reducing dependency on non-renewable resources, minimise energy usage, and to reduce greenhouse gas emissions from the area.
- 14 To adapt to the effects of climate change through careful planning and design of development, and reduce and manage the risk of flooding.
- 15 To make efficient use of the existing transport infrastructure, reduce the need to travel by car, improve accessibility to jobs and services for all and to ensure that all journeys are undertaken by the most sustainable mode available.

Economic Objectives

- 16 To promote business growth and create high quality employment opportunities within the Central Lincolnshire area for local people.
- 17 To develop a strong culture of enterprise and innovation and skills development.
- 18 To provide the physical conditions to support a diverse modern economic structure, including infrastructure to support the use of new technologies.

The Integrated Impact Assessment set out in the appendix to this report sets out in separate sections the;

- reasons for choosing the Publication Core Strategy,
- Significant effects of the policies individually and collectively, and
- mitigation of impacts.

The IIA identified a number of key objectives that were likely to benefit from the approach in the Core Strategy, Including , Housing, Access to Cultural Facilities, Crime (reduction), Social Equality, Innovation and Training and Economic Structure

Potentially significant negative effects were in the objectives of Natural Resources (Air and Light) and Climate change effects and energy. There is potential for these effects to lessen in the long term if the plans policies are implemented rigorously.

3.49 **Core Strategy Consultation Statement**

3.50 The Consultation Statement sets out the details of engagement and consultation undertaken during the preparation of the Core Strategy Submission Documents. It is a requirement of Regulation 22 (1) (c) of the Town and County Planning (Local Planning) (England) Regulations 2012, herein known as ‘the 2012 regulations’.

3.51 Since 2010 the Central Lincolnshire Joint Strategic Planning Committee (CLJSPC) has undertaken a series of consultations and engagement as part of the preparation of the Core Strategy for Central Lincolnshire. The Consultation Statement is comprised of 6 sections, of which relate to the different stages and consultation and engagement and provide information about who was consulted, how they were consulted, a summary of representations received and how those representation were taken into account, when appropriate.

3.52 The six parts of the Consultation Statement are as follows:

- Part 1: Core Strategy Preliminary Stakeholder Engagement Consultation (28th July to 18th August 2010)
- Part 2: Core Strategy Issues and Options Consultation (25th October to 6th December 2010)

- Part 3: Post Issues and Options/Pre-Consultation Engagement (December 2010 to June 2012)
- Part 4: Core Strategy – Partial Draft Plan Consultation (Including Proposed Sustainable Urban Extensions Initial Draft Policies/ Integrated Impact Assessment (IIA) Report (9th July 2012 to 10th September 2012)
- Part 5: Partial Draft Core Strategy Consultation – Area Chapters (30th January 2013 to 13th March 2013)
- Part 6: Core Strategy Proposed Submission Document Consultation (TBC to TBC)

3.53 All consultation stages have been undertaken in accordance with the CLJSPC’s Statement of Community Involvement (SCI). The current Statement of Community Involvement was adopted in July 2010.

3.54 Representations Received

3.55 A total of 669 representations were received across the 5 consultation stages. The breakdown and number of responses to each stage were as follows:

Consultation Stage	Number of responses
Part 1 – Preliminary Engagement	77
Part 2 – Issues and Options	246
Part 3 – Post Issues and Options	n/a*
Part 4 – Partial Draft Plan – Generic Policies	238
Part 5 - Partial Draft Plan – Area Policies	108
Total	669

*Part 3 – No formal consultation – Period of continuing media coverage and momentum through to Part 4 and 5.

At each stage of the consultation the CLJSPC have engaged with a variety of bodies through a series of communication streams, including:

Formal press notices;

- Individual letters to all statutory consultees, Members, parish and town councils and all those identified on the JPU consultation database;
- Notices in respective District Councils receptions, websites and social network sites; and
- Public drop in sessions.

The results of the public consultations to date have been used to inform the development of the Publication Core Strategy. As a result of the significant and wide ranging consultation the Published Draft Core Strategy is reflective of views and representations made by the general public, developers, statutory bodies, Members and parish councils.

3.56 Next Steps

3.57 As noted above Part 6 of the Consultation Statement will be prepared after public consultation of the Publication Draft of the Core Strategy. Depending on the results of this consultation, amendments may be made to the Plan, following which there will be a final stage of consultation with submission of the Plan to the Secretary of State, currently timetabled for September 2013.

3.58 Infrastructure Delivery Plan (IDP) and infrastructure priorities

3.59 The CLJSPC is responsible for the IDP, which will form part of the Core Strategy evidence base. The IDP as seen in April contained current, available evidence. Further expected changes were highlighted in the April covering report, which are now presented in a complete document (appended). The IDP identifies infrastructure costs and known funding availability (as an overall framework) to inform the authorities determination of priorities for CIL funding and planning obligations.

3.60 As previously discussed at the April JSPC, the IDP needs to include priorities.

3.61 The following priority framework was agreed: -

0 – Assumed 100% funded without CIL or section 106: for example, utility connections.
1 – High priority – critical transport and essential flood resilience measures
2a – High/ medium: education, GP surgeries
2b – Medium: dentists, non-critical transport measures, fire stations, sport / community centres, high participation sports pitches, green infrastructure and carbon reduction measures.
2c – Medium/ low: facilities for lower participation sports; longer term transport measures
3 – Low: pharmacies

The IDP text had originally been drafted under the priorities of an abandoned option A. The detailed IDP documents were not drafted under both options two avoid presenting such a volume in two formats. The IDP text and schedule have

been updated to reflect Option B and are ready for the Chair and Vice-Chair to agree as per the April JSPC decision.

In April, Councillors' attention was drawn to the text in the IDP that explains the context to these categories: executive summary (page 4) and section on priorities (from page 9). In summary, these sections of the IDP make it clear that the IDP priorities do not necessarily mean that an item will or will not secure CIL, s106 or other funding. The IDP priorities are simply on the basis of the available evidence at the time of drafting and for the purposes of informing the Core Strategy. It is for the four partner authorities and other partners to consider use of their resources in each case on the basis of available evidence at that time. It is of course recommended that all decisions are made with reference to the IDP and in dialogue with partners.

Some further commentary on CIL neighbourhood funding was also added, following discussion at the April committee. This text is now included in the appended IDP.

3.62 Major infrastructure items in the IDP

3.63 Within the context of the identified priority areas above and the limited infrastructure funding likely to be available, some detail on major infrastructure items is provided below: -

3.64 The Lincoln Eastern Bypass

The Lincoln Eastern Bypass (LEB) is a fundamental part of the Lincoln Transport Strategy (LTS) as agreed by the four authorities. Significant LCC and Department for Transport funding is in place. The IDP schedule includes £34m pay-back for LEB costs. It is assumed to be paid for by CIL, although agreement with the individual district councils (as CIL charging authorities) will be sought. The cost of borrowing is an important consideration and clearly the longer the £34m is outstanding, the more will be paid in interest.

3.65 Western Growth Corridor Highways Infrastructure

The Swanpool Link is identified in the LTS as a 'developer-led' and funded scheme. The link would provide access east-west and north-south across the site. It is assumed in the draft IDP schedule that significant road infrastructure costs are covered by the developer and land owners. It is now proposed that, in the later stages of the plan, an element of the highway infrastructure (the northern link to Beever Street and the western link to A46, at c.£15.7m estimated cost for both links) should be part CIL funded and that other funding (for example through the LTB and LEP) should be sought – these links are now included at priority 2b in the attached 'strategic' schedule (references 'Trans 13b'; and '13c') as potential schemes for use of CIL revenue. The priority for the residential development in the early years of the plan is to complete the eastern link to Tritton Road and southern link to Skellingthorpe Road (c.£19.6m estimated total cost) – these links are now included as priority 0 in the attached 'Western Growth Corridor' schedule (reference 'Trans 13a').

3.66 Education

Further planned growth in Gainsborough to 2031 (beyond the Southern neighbourhood, which does not include secondary education contributions) will necessitate a new secondary school and an extension to the Gainsborough Grammar. Extensions to Lincoln secondary schools and a new secondary school in Lincoln will also be required. Education capacity is expected to particularly become an issue in the latter stages of the plan period. It is assumed that secondary education items will be part-funded by CIL (in the region of 25% of the costs) and that some non-CIL funding will be needed unless the property market has recovered sufficiently to allow increased CIL revenues (to allow funding for more than 25% of the costs). Primary education is assumed to be funded through section 106 agreements. Known education funding is incredibly limited with only a small fraction of the estimated £215m requirement to 2031. This limited funding will also be required for known and expected needs to maintain the existing stock of education facilities.

3.67 Health care

From April 2013, the Primary Care Trust has been replaced by Clinical Commissioning Groups and an area based (regional) team of the NHS national commissioning board. These organisations will have constrained funding for new facilities. Various models have been used in other parts of the country, in most cases on a limited rent free period. Officer discussions are on-going to consider all models and alternatives, with the objective of maximising benefits to new communities. However, it should be noted that the viability is finite and that the provision of all health care facilities at zero cost to the health sector will significantly impact upon the ability of the authorities to deliver non-health infrastructure and affordable housing.

3.68 Pre-CIL planning applications (including Sleaford)

Because planning applications for the two Sleaford SUEs are expected to be submitted before CIL implementation, it is essential that both sites make planning obligation contributions to secondary education as well as relevant transport measures in the town. The same is true of any other applications.

3.69 North Hykeham

It is also understood that applications in the North Hykeham area could come forward before the implementation of CIL. This will require a clear strategy on s106. Transport improvements (estimated at a cost of around £3m) in the area to enable the scale of development likely to come forward could be potentially accommodated through CIL. This will need to be clarified through pre-application discussions and/or further work on the Site Allocations DPD.

3.70 **Funding**

- 3.71 Discussions amongst the four Authorities and relevant evidence have suggested that CIL receipts are distributed across three areas (with potential for projects to move as the Core Strategy is implemented):
- 3.72 Contribution for secondary education and contributions to key, major transport infrastructure (only Lincoln Eastern Bypass at this stage) and, subject to further consideration the level of CIL revenue and other funding, other projects (such as other major transport measures and major health facilities) are assumed to take approximately 70% of CIL revenue, although the total requirement for these items is significantly higher;
- 3.73 Contribution to smaller-scale critical transport measures, off-site sports facilities, strategic parks and open spaces, off-site carbon reduction schemes – these projects account for approximately 27.5% of CIL revenue and will be controlled by individual Districts;
- 3.74 (Subject to the take up of neighbourhood plans following recent regulations, 5%-15% is assumed to be passed to parishes and neighbourhoods, which would need to be managed from the District budgets;) and,
- 3.75 2.5% for administration costs (Regulations allow more but 2.5% is considered sufficient).
- 3.76 This relationship is given more context by the figure at the IDP appendix (funding analysis) and in the IDP schedule, also appended to the IDP.
- 3.77 It should be noted that CIL charging is a district responsibility. The proposed CIL rates (agreed for consultation by the three districts) are included for information only.
- 3.78 **Whole Plan Viability**
- 3.79 The NPPF places an increased emphasis on assessing the viability of plans. This is reinforced by the Local Housing Delivery Group Report - 'Viability Testing Local Plans: Advice for Planning Practitioners' (June 2012). For these reasons it has been necessary to test the cumulative impact introducing the Core Strategy and Community Infrastructure Levy on any new development in the area.
- 3.80 The Central Lincolnshire Authorities commissioned Peter Brett Associates to undertake this assessment. Their report has recommended that the Central Lincolnshire Core Strategy and level of proposed CIL charge represents a viable local plan. A copy of the Whole Plan Viability Assessment is available to view on the Joint Strategic Planning Committee website.

4 Recommendations

- 4.1 That members note the report.
- 4.2 That members decide whether a formal response is submitted by the Council over and above responses already provided as part of WLDC's representation

and influence on the Central Lincolnshire Joint Strategic Planning Committee (CLJSPC).