

EXECUTIVE

Monday, 26 July 2021

6.00 pm

**Committee Rooms 1 and 2,
City Hall**

Membership: Councillors Ric Metcalfe (Chair), Donald Nannestad (Vice-Chair), Chris Burke, Sue Burke, Bob Bushell and Neil Murray

Officers attending: Angela Andrews, Democratic Services, Kate Ellis, Jaclyn Gibson, Daren Turner, Simon Walters and Carolyn Wheeler

A G E N D A

SECTION A

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MINUTES AND EXTRACTS

1. Confirmation of Minutes - 24 June 2021 **3 - 12**
2. Declarations of Interest

Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.

ECONOMIC GROWTH

3. Central Lincolnshire Local Plan Consultation Draft **13 - 228**
4. Lincoln Central Market **229 - 240**

OUR PEOPLE AND RESOURCES

5. Review of Code of Corporate Governance 2021 **241 - 256**
6. Counter Fraud Policy/Strategy **257 - 292**
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QUALITY HOUSING

8. Rough Sleeping Accommodation Programme **309 - 314**

REMARKABLE PLACE

9. Chelmsford Street and Archer Street	315 - 328
10. Exclusion of the Press and Public	329 - 330

You are asked to resolve that the press and public be excluded from the meeting during the consideration of the following items because it is likely that if members of the press or public were present, there would be disclosure to them of 'exempt information'.

In accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, notice is hereby given of items which will be considered in private, for which either 28 days' notice has been given or approval has been granted by the appropriate person specified in the Regulations. For further details please visit our website at <http://www.lincoln.gov.uk> or contact Democratic Services at City Hall, Beaumont Fee, Lincoln.

X. This item is being considered in private as it is likely to disclose exempt information, as defined in Schedule 12A of the Local Government Act 1972. No representations have been received in relation to the proposal to consider this item in private.

Y. This item is being considered in private as it is likely to disclose exempt information, as defined in Schedule 12A of the Local Government Act 1972, and has not been deferred for the reasons established in the published notice.

SECTION B

ECONOMIC GROWTH

11. Lincoln Central Market	[Exempt Para(s) 3]	331 - 432
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QUALITY HOUSING

12. Rough Sleeping Accommodation Programme	[Exempt Para(s) 3]	433 - 438
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Present: Councillor Ric Metcalfe (*in the Chair*),
Councillor Donald Nannestad, Councillor Chris Burke,
Councillor Sue Burke, Councillor Bob Bushell and
Councillor Neil Murray

Apologies for Absence: None.

1. Confirmation of Minutes - 17 March 2021

RESOLVED that the minutes of the meeting held on 17 March 2021 be confirmed.

2. Declarations of Interest

No declarations of interest were received.

3. Financial Performance - Outturn 2020/21

Purpose of the Report

- (a) To present to the Executive the provisional 2020/21 financial outturn position on the Council's revenue and capital budgets, including:
- General Fund;
 - Housing Revenue Account;
 - Housing Repairs Service; and
 - Capital Programmes.
- (b) To provide the Executive with a summary of the actual income and expenditure compared to the revised budget and how any surpluses have been allocated to reserves.

Decision

- (1) That the provisional 2020/21 financial outturn for the General Fund, Housing Revenue Account, Housing Repairs Service and Capital Programmes (as set out in sections 3 – 7 of the report), and in particular the reasons for any variances, be noted.
- (2) That the transfers to General Fund earmarked reserves (as detailed in paragraph 3.12) and Housing Revenue Account earmarked reserves (as detailed in paragraph 4.6 of the report) be approved.
- (3) That the General Fund carry forward requests (as detailed in paragraph 3.14 of the report), which had not been requested at Quarter 3, be approved.
- (4) That the financial changes to both the General Investment Programme and the Housing Investment Programme (paragraphs 7.3 and 7.9 of the report), which were above the 10% budget variance limit, as delegated to the Chief Finance Officer, be approved.

Alternative Options Considered and Rejected

None.

Reasons for Decision

Covid-19 had taken its toll on the financial resilience of the Council during 2020/21 as income streams had declined, and there were additional costs in continuing services during the pandemic. These impacts were not limited to the 2020/21 financial year, but would affect the period of the medium term financial strategy. In terms of the financial year 2020/21, the key challenges were the costs and demands arising from the pandemic. This had resulted in significant shortfalls on the General Fund prior to the support from the Government. It was highlighted that for the General Fund the financial performance quarterly monitoring report for the third quarter had predicted an underspend against the revised budget of £122,723. The provisional outturn for 2020/21 was now indicating an overall budget underspend of £148,381 (including proposed transfers to/from earmarked reserves and carry forward requests). The financial impact of Covid-19 on the Council equated to circa £7 million. A breakdown of key variances to the General Fund was detailed at paragraph 3.3 of the report.

In advance of any financial support from the Government, the Council had implemented measures to reduce certain areas of expenditure, which ensured that the Council delivered its critical services and its financial balances would provide resilience for future years.

In response to requests from local authorities, the Government allocated a total of £4.6 billion of grant funding to support local authorities for expenditure pressures. The Government had also introduced an income compensation scheme for approximately 75p in every £1 of lost sales, fees and charges income. In addition a local tax income guarantee scheme compensated local authorities for 75% of irrecoverable losses in Council Tax and Business Rates. To date the Council had received funding support of £1.877 million for Covid-19 pressures, with an estimated £2.989 million through the income compensation scheme; and a further £0.519 million through the local tax income guarantee scheme.

No additional financial support had been provided to the Housing Revenue Account.

Despite the Government's support, the General Fund would still have been unable to maintain a balanced budget position without having taken the measures implemented during quarter one. The detailed financial position was set out in sections 3 - 7 of the report.

Although both the General Fund and Housing Revenue Account had maintained balanced budget positions in 2020/21, this did not mean that the financial issues for the Council had been resolved, but only that the in-year budget challenges had been addressed. It was also commented that the pandemic had prevented certain housing maintenance from taking place and therefore there was a backlog of repairs, which would impact on the budget position of the account in future years. Beyond 2020/21 the Council would face reductions in resources and increased service costs from the impacts of Covid-19. This would require ongoing reductions in the net cost base to align with significantly reduced resources. The Council's medium term financial strategy, approved by the Council in March 2021, had detailed the financial challenge facing the Council.

The Executive reiterated the financial challenges faced by the Council, which were owing to the reductions in the local government finance settlement over recent years; and the loss of income and the increased expenditure during the pandemic. It was highlighted that the Council's financial position would have been worse, if decisions had not been made to reduce expenditure in certain areas.

4. Treasury Management Stewardship and Actual Prudential Indicators Report 2020/21 (Outturn)

To consider the treasury management report for 2020/21, including the actual prudential and treasury indicators, as required under regulations issued under the Local Government Act 2003; and as required by both the CIPFA [Chartered Institute of Public Finance Accountancy] Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).

Decision

- (1) That the actual prudential indicators, as set out in Appendices A and B of the report, be approved.
- (2) That the annual treasury management report for 2020/21 be approved.

Alternative Options Considered and Rejected

None.

Reasons for Decision

During 2020/21 the Council had complied with its legislative and regulatory requirements. The key prudential indicators for 2020/21, with comparisons for 2019/20, were detailed in the report.

The Chief Finance Officer confirmed that borrowing was only undertaken for a capital purpose and the statutory borrowing limit, the Authorised Limit had not been breached. Additional borrowing of £3.5 million had been taken in 2020/21. This represented an under-borrowing position of £14.327 million, which was currently being supported by internal resources.

At 31 March 2021, the principal value of the Council's external debt was £123.448 million (£120.153 million at 31 March 2020) and that of its investments was £33.9 million. The interest rate achieved on investments was 0.2%, which was 0.27% above the target average seven-day LIBID [London Interbank Bid] rate.

5. Operational Performance Report Q3-Q4 2020/21

Purpose of the Report

To consider an outturn summary of the council's performance in the year 2020/21.

Decision

That the achievements and issues identified in the outturn summary of the Council's performance this quarter together with comments made by Executive be noted.

Alternative Options Considered and Rejected of the council's performance

None.

Reasons for Decision

The quarterly performance indicated that there were 18 quarterly measures above target and there were 17 performance measures below target, almost all of which had worsened as a result of the pandemic. The remaining 14 measures were within acceptable boundaries. In addition, there was information on the 16 volumetric measures, which provided context to the performance measures. The Chief Executive and Town Clerk, along with the Corporate Management Team, were pleased to record their gratitude to all staff for their performance during a challenging year.

The Executive echoed the comments made by the Chief Executive and also noted its gratitude to all employees for their efforts and commitment during the ongoing pandemic.

6. Performance Targets for 2021/22

Purpose of the Report

To set out the agreed performance targets for 2021/22 for initial reporting in Q1 2021/22.

Decision

That the agreed targets to be used from Quarter One of 2021/22 be noted.

Alternative Options Considered and Rejected

None.

Reasons for Decision

Performance targets were reviewed annually to reflect changes in the market place, as well as current outturn achievements.

In 2020/21 targets across many measures had been significantly affected by changes owing to the Covid-19 pandemic. The impact of the pandemic would be likely to affect some measures and therefore the review of targets for 2020/21 had been approached as a 'light touch', focusing on those measures and targets where there had been significant change. The report set out the proposed changes to measures and targets for the year 2021/22.

Appendix A detailed the measures selected for monitoring performance against the targets, which had been proposed by Assistant Directors, in consultation with their service managers and confirmed by Directors and Portfolio Holders.

It was noted that the report had been considered by the Performance Scrutiny Committee at its meeting on 22 June 2021. The Committee had requested that in future, any changes in measures were rationalised within the report. This request was supported by the Executive.

7. Strategic Risk Register - Quarterly Review

Purpose of the Report

To provide a status report on the revised Strategic Risk Register as at 31 March 2021. The updated Register was detailed within Part B of the agenda.

Decision

That the Council's strategic risks, as at the end of 2020/21, be noted.

Alternative Options Considered and Rejected

None.

Reasons for Decision

The Strategic Risk Register had been presented to the Executive in November 2020 and had contained fifteen strategic risks. Although regular monitoring of the Council's strategic risks had continued since this time, there had been no report for quarter three.

Since November 2020, the Strategic Risk Register, which had been reviewed by the Corporate Leadership Team, reflected the significant changes since the onset of the pandemic and the different challenges and opportunities, which the Council had faced. The review had identified that there had been some positive movement in the register, along with the addition of one new, emerging, risk. The updated register contained sixteen strategic risks, along with details of relevant mitigations. There had been a new risk added to the register: *Mitigating against the risk of a successful cyber-attack against the council with significant / critical impact* as part of the review.

8. Green Homes Grant Local Authority Delivery Scheme (LAD)

Purpose of the Report

To update Executive on the City of Lincoln Council Delivery Profile for the Local Authority Delivery element of the Green Homes Grant scheme and to seek approval for the inclusion of funding in the General Investment Programme.

Decision

- (1) That the Green Homes Grant Delivery Profile proposed scheme roll-out, between July 2021 – December 2021 be noted.
- (2) That £479,600 be included in the General Investment Programme, to be fully funded by external grant.

Alternative Options Considered and Rejected

None.

Reasons for Decision

In October 2020, the Government had launched £2 billion of funding support through the Green Homes Grant, which consisted of two grant programmes: the voucher scheme, open to all householders to improve the energy efficiency of their homes; and the Local Authority Delivery (LAD) scheme.

The LAD scheme aimed to support low income households in the least energy efficient homes, as defined in Government guidance. LAD Phase 2 was being administered by the Midlands Energy Hub, on behalf of the Government. In March 2021 the Midlands Energy Hub awarded the City of Lincoln Council £479,600 of capital funding, to deliver an energy efficiency 'retrofit' scheme to a minimum of 25 low income private and social households, in fuel poverty. The allocation had been calculated to reflect the number and proportion of eligible properties within the City of Lincoln.

The Council's Housing Strategy identified that there were approximately 5,000 households in fuel property in Lincoln, in accordance with the low income high cost definition of fuel poverty. On 3 March 2021 Executive approved the receipt of the award by the Midlands Energy Hub, and had submitted a delivery profile by the deadline of 24 May 2021.

The Executive was advised that the scheme would be compliant with the subsidy regime (formerly state aid). Furthermore, it was noted that the company EON was being used as part of the Midlands Energy Hub, and an additional advantage was that it was a well known organisation for the Council's customers and this provided a level of assurance for them.

9. Public Conveniences-Service Review

Purpose of the Report

To provide the Executive with the background to the Public Conveniences Service, so as to consider proposals both to deliver the financial savings required of this service and to consider other options for change. The report sought agreement to:

- (a) A rationalisation of facilities to provide a level of service that could still be delivered with the reduced level of staffing and resources.
- (b) A reduction of staffing numbers.
- (c) A move to contactless payments on all charging facilities, which would be in addition to cash payments.
- (d) Charging event organisers / seeking imposed cost recovery for the use of facilities.
- (e) Continue to consult with appropriate disability groups with the aim of moving away from Radar Key access, which was currently abused to a modernised system. It was emphasised this system would be available to use by visitors to Lincoln.

Decision

That approval be given to the proposals and savings, as set out in the report.

Alternative Options Considered and Rejected

The section's finances had been considered in detail, but owing to the budgets largely relating to staff and site costs, savings could only be achieved by reductions in staff and facilities in tandem, as set out in the report.

Reasons for Decision

The Council's medium term financial strategy 2021-26 required a significant reduction in the Council's net cost base, to ensure it maintained a sustainable financial position. A programme of individual reviews was being developed which included a review of the net cost of the Public Conveniences Service, with a requirement to reduce the net cost by circa £82,000 (plus annual inflation).

It was highlighted that the proposals contained within the report had been subject to public consultation in early 2021, with significant feedback received. This feedback largely related to access for disabled users, which had been taken into consideration when developing the proposals.

The Legal Services Manager advised that the Council had received a petition on 24 June 2021 relating to an element of the proposals contained within the report, entitled *Save Our Loos – We demand the reopening of Westgate Loos in Lincoln*, which contained 902 signatures. In accordance with the Council's Petition Scheme, the petition would be presented to a meeting of the Council for debate.

It was emphasised that the changes to the services were not extensive closures, as had been portrayed in some quarters, with provision clarified as being: Sincil Street (ladies), which would be replaced with a new improved (modern unisex) facility within the proposed refurbished market; Westgate would remain open for Radar key access only and the full facilities could be used for events; Lucy Tower would move to events only, and the two Victorian urinals would close, owing to suitability and hygiene concerns. The proposed new service provision was summarised in the table on pages 156-158 of the agenda pack.

The report had been considered by the Policy Scrutiny Committee on 15 June 2021. The Committee accepted the reasons for the review. The Committee requested that the signage of the facilities within Lincoln was improved and expressed concern that the closure of the urinals could lead to an increase in antisocial behaviour. They also noted a potential strategic gap in services between the Castle and the city centre but recognised that investment was not an option at this time. The Committee asked for this to be revisited in the future, along with options for the urinals. The Assistant Director Communities and Street Scene advised that the Council would be in discussions with Lincolnshire County Council in relation to signage and Lincoln BIG to suggest businesses encouraged customers to use facilities prior to leaving their premises.

The Executive stressed that a review of these services was not the Executive's preference. However, owing to the current financial position of the Council and the future uncertainties over funding, as discussed under Minute 3, it was unavoidable. It was highlighted that the provision of toilets was not a statutory service and should the Council's financial position improve in future years, this non-statutory provision would be reviewed.

The Executive sought confirmation that relevant disability groups would be consulted on any proposed replacement of Radar keys. It was also reiterated that the Westgate facilities would remain open to Radar key users all year round, with the option to open the full facilities for events.

10. Exclusion of the Press and Public

RESOLVED that the press and public be excluded from the meeting during consideration of the following items of business because it was likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

These items were considered in private as they were likely to disclose exempt information, as defined in Schedule 12A of the Local Government Act 1972. No representations had been received in relation to the proposal to consider these items in private.

11. Strategic Risk Register - Quarterly Review

Purpose of the Report

To provide a status report on the revised Strategic Risk Register as at 31 March 2021.

Decision

That the Council's strategic risks, as at the end of 2020/21, be noted.

Alternative Options Considered and Rejected

None.

Reasons for Decision

The reason for the decision is set out at Minute 7 above.

12. Public Conveniences-Service Review

Purpose of the Report

To provide the Executive with the background to the Public Conveniences Service, so as to consider proposals both to deliver the financial savings required of this service and to consider other options for change.

Decision

That approval be given to the proposals and savings, as set out in the report.

Alternative Options Considered and Rejected

The section's finances had been considered in detail, but as the budgets largely related to staff and site costs, savings could only be achieved by reductions in staff and facilities in tandem, as set out in the report.

Reasons for Decision

The reason for the decision is set out at Minute 9 above.

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SUBJECT: CENTRAL LINCOLNSHIRE LOCAL PLAN CONSULTATION DRAFT

DIRECTORATE: COMMUNITIES AND ENVIRONMENT

REPORT AUTHOR: TOBY FORBES TURNER, PLANNING POLICY MANAGER

1. Purpose of Report

- 1.1 To update the Executive on the Central Lincolnshire Local Plan (CLLP) Consultation Draft and to recommend a formal response on behalf of the Council.

2. Executive Summary

- 2.1 The next version of the CLLP has been produced for public consultation starting 30th June through to 24th August. Once adopted, the CLLP will replace the current Local Plan which was adopted in April 2017.
- 2.2 There are a total of 83 Policies contained within the Draft Plan with key policies including those related to climate change, housing, biodiversity, retail and employment (see Appendix 1). Following this round of consultation the Draft Plan will be subject to one further round of statutory consultation prior to being submitted to the Planning Inspectorate for public examination which is estimated to take place in early 2022 with the plan hopefully adopted later in 2022.

3. Background

- 3.1 In January 2019, the Central Lincolnshire Joint Strategic Planning Committee (CLJSPC) took the decision to undertake a review of the Central Lincolnshire Local Plan. The decision to review the Local Plan was based on a number of factors including significant changes to National Planning Policy, revisions to how housing needs figures are calculated for Local Plans and changes to the types of homes that should be planned for in development plans. These changes cumulatively taken, meant significant elements of existing Local Plan are effectively not in conformity with national policy and open up the risk to challenge to the Plan particularly around the issue of 5 years housing land supply.
- 3.2 The first public facing stage of the review took place in June 2019 with the Issues and Options public consultation where the general principles and wider themes for the new Local Plan were consulted on for a period of 6 weeks.
- 3.3 This is therefore the second time the draft new plan will be scrutinised in a public consultation. This consultation is an important opportunity to test the proposals in the plan with the public, the development industry and other interested bodies – this includes consultation on a number of new policies and ambitions, possibly most notably around tackling climate change.

4. Content and Structure of the Plan

4.1 The structure of the Consultation Draft Local Plan has changed from the current Local Plan and is now thematic for ease of reading and navigation by users. The structure is as follows:

1. Introduction, Context, Vision and Objectives
2. Spatial Strategy
3. Energy, Climate Change and Flooding
4. Housing
5. Employment
6. Retail: City and Town Centres, and District, Local and Village Centres
7. Tourism and Visitor Economy
8. Transport and Infrastructure
9. Design and Amenity
10. Built Environment
11. Natural Environment
12. SUEs, Regeneration Areas and Opportunity Areas
13. Site Allocations
14. Gypsies, Travellers and Travelling Showpeople
15. Ministry of Defence Establishments

4.2 Many of the policies remain largely unchanged but a number have been revised following changes to the context since the Local Plan was adopted in 2017 or from experience of using the plan over the last four years.

4.3 The plan retains coverage and protection for the things that are valued in Central Lincolnshire whilst ensuring positive policies to help shape development to enhance the area in accordance with the Vision and Objectives brought before the CLJSPC in March 2021 and largely consistent with the Vision and Objectives of the 2017 Local Plan.

4.4 In an effort to assist neighbourhood planners with understanding which policies are strategic (a key part of the basic conditions for developing a neighbourhood plan), policies are now prefixed with a 'S' for Strategic or 'NS' for Non-strategic. This is one of a number of steps being taken to try and assist communities in developing their own neighbourhood plans in clarifying expectations of the relationship between the Local Plan and the neighbourhood plans.

4.5 Headlines of the Consultation Draft Local Plan

4.6 The new draft Local Plan does include a number of areas of substantial change from the plan adopted in 2017. The key areas of change are as follows:

Housing Requirement

4.7 The new Local Plan proposes a housing requirement range of between 1,060 and 1,325 dwellings per year. The lower figure of this range is the nationally derived Local Housing Need figure based on the standard formula taking account of population projections and affordability of housing. This figure is updated annually and will be subject to change prior to submitting the Local Plan. The upper end of the range is informed by evidence developed in the Housing Needs Assessment

(2020) and Economic Needs Assessment Update (2020) as a figure that will support anticipated job growth in Central Lincolnshire.

- 4.8 This approach requires the identification of sites to deliver a total of 29,150 dwellings from 2018 to 2040. The geographic breakdown and planning status of development identified to meet this requirement is set out in Tables 1 and 2 and in Figure 1 on pages 159-160 of the Consultation Draft Local Plan (see Appendix 2).
- 4.9 This requirement is below the requirement in the 2017 Local Plan which was 1,540 dwellings per year, or 36,960 dwellings from 2012-2036.
- 4.10 Housing sites in the Lincoln Urban area are set out in Policy 76 of the Plan, pages 163-164 with the majority either being carried over from the current Local Plan or sites with existing planning permission.
- 4.11 Settlement Hierarchy and site allocations
The settlement hierarchy remains largely unchanged from the adopted Local Plan with the same tiers and thresholds being used to define the tiers of the hierarchy. Lincoln, and the wider Lincoln Strategy Area sits at the top of the hierarchy as the principal urban area within Central Lincolnshire and (subject to approval) will see approx 64% of total homes and employment land for Central Lincolnshire being delivered here. The current adopted plan figure is 64%
- 4.12 The approach to housing growth in Medium and Small Villages has changed, where allocations of 10 or more dwellings have been considered in the Consultation Draft Local Plan. The decision on whether or not to allocate sites in these villages has been based on the overall sustainability credentials of each settlement as well as the suitability of sites being put forward. This approach was approved by the CLJSPC at its meeting in September 2020.
- 4.13 Policy S4 sets out the framework for how sites not allocated in the Local Plan should be considered, including support for neighbourhood plans to allocate sites and expectations for when additional development on small sites might be considered acceptable. This approach replaces the growth percentages from the 2017 Local Plan.
- 4.14 Retail hierarchy
The retail hierarchy has been expanded to include important local centres and rural centres which perform an important local role in providing services to the population. This will help to protect these services from being lost in an increasingly challenging environment. The retail hierarchy is set out in Policy S34 on page 74 of the Plan.
- 4.15 Climate Change
Arguably the biggest challenge facing the world at present is that of climate change. The declaration of a climate change emergency by the Government and also declarations and commitments to act by the Central Lincolnshire Authorities identifies this as an important matter that must be dealt with now.
- 4.16 Further to the steer provided by the CLJSPC in March 2020, consultants were appointed to understand the challenges within Central Lincolnshire and to identify

what the Local Plan can do to address this matter. At the Committee meeting on 15 March 2021 some of the key findings of the evidence were provided to the Committee along with the proposed approach for the Local Plan. Following the approval obtained at this meeting, Policies S6-S19 in Chapter 3 of the Local Plan set out the proposed policies for addressing this.

- 4.17 These policies include two areas of particular note – the requirement to deliver net zero carbon homes in Policy S6, and a framework for considering the delivery of large scale renewable energy infrastructure in Policy S13.
- 4.18 For Policy S6 one of the key challenges for Central Lincolnshire is the challenging viability condition in many parts of the area. Officers and consultants have investigated the ability to deliver net zero carbon homes from both a feasibility and viability perspective. This evidence has identified that it is feasible to deliver this ambition, and also perhaps the most efficient way of achieving this taking into account general performance and lifetime costs of delivering energy efficient homes. However, it has highlighted that, whilst in many areas it will be viable to achieve these standards, in some areas with lower sales values experienced, it will be challenging to deliver net zero carbon homes whilst remaining viable when taking into account the industry-standard inputs for viability calculations. However, it has also shown that it could be possible in the right conditions.
- 4.19 The Whole Plan Viability Assessment sets out the details of the inputs and outputs of calculations, identifies value zones and what can reasonably be achieved in each zone in terms of contributions from development when using the inputs generally accepted in such an assessment.
- 4.20 It also goes one step further to look at scenarios using different evidence based assumptions which suggest that additional contributions or higher standards of building can be achieved in many cases, demonstrating that in significant steps towards achieving net zero carbon can be delivered in the Local Plan, ahead of Future Homes Standards (a new standard for energy efficient homes that the Government is progressing for new homes being built in 2025, to be included in building regulations).
- 4.21 Officers are mindful of the Committee’s ambition on climate change and the very clear steer provided, and so have proposed an ambitious, yet robust, position in the Consultation Draft Local Plan. Given this challenging and very new topic, specific questions have been asked on this policy, set out under paragraph 3.1.7, p.26 of the plan. It is hoped that responses to the consultation will assist in underpinning this position or highlighting further challenges that need consideration before the policy is finalised.
- 4.22 Policy S13 seeks to address the delivery of renewable energy generation infrastructure. The policy identifies the criteria that must be satisfied for any proposal for renewable energy infrastructure in areas identified as being suitable in principle for such infrastructure to be erected – this is considered to be particularly important for wind turbines (with Map 2 in the draft plan showing the areas not considered to be suitable for wind turbines of 40m plus due to constraints).
- 4.23 The sieving exercise that led to Map 2 will help to ensure that no wind turbines are located where they will result in safety or significant amenity issues or where they

will have other widespread unacceptable impacts. But this does not mean that they can necessarily be developed elsewhere as detailed assessment of impacts will need to be undertaken and the criteria listed in the policy will need to be satisfied if they are to be approved under this policy.

- 4.24 This approach provides a good level of certainty for the conditions and locations where such wind turbines could be acceptable and adequate protection from any unwanted impacts, when considered against the benefits they provide from the generation of renewable energy.
- 4.25 As a new policy area for Central Lincolnshire, views will be particularly welcomed on the proposed approach the Local Plan is taking on climate change during the consultation.
- 4.26 Key Policies of Interest for Lincoln
Given there are 83 policies contained within the Draft Plan it is perhaps useful to members to identify some of the draft policies of particular significance and potential impact for Lincoln.
- 4.27 Affordable Housing including First Homes
The Draft Plan's approach to affordable housing (AH) provision has been informed by the Central Lincolnshire Housing Needs Assessment and the Central Lincolnshire Whole Plan Viability study. Levels (percentages) of AH being sought for qualifying sites have been set against where the respective site is located in terms of viability zone (see p.52 of the draft plan and policy S21 p.54)
- 4.28 The majority of Lincoln is located in Zone B (where 20% AH will be sought) with a smaller area of Lincoln falling within Zone A (where 25% AH will be sought). For context, the current Local Plan AH ask is 25% and 20% on Sustainable Urban Extensions. Consideration needs to be given to the practical application of this approach in terms of mapping exact areas from a Development Management perspective.
- 4.29 The introduction of the Government's First Homes initiative in May 2021 has meant the Draft Plan has responded accordingly in setting out a proposed approach (see policy S21 p.55) which proposes a lower cap of £140,000 (national PPG requirement is £250,000) after the 30% market discount has been applied. This lower cap recognises the substantially lower income levels experienced in Central Lincolnshire compared to national levels and is supported in the Central Lincolnshire Housing Needs Assessment Report.
- 4.30 CMT received a detailed report on 13 July on First Homes including proposals for suggesting eligibility criteria and adjusting the discount cap in response to the Draft Local Plan.
- 4.31 Employment
Policies S27-S32 (p.65) continue to build on the policies in the current adopted plan whilst at the same time acknowledging the current difficulties and impact of Covid 19 on Central Lincolnshire. Policies are designed to protect existing employment sites, encourage new inward investment and ensure adequate certainty, yet flexibility, for the longer term outlook in the local economy.

4.32 Retail including Lincoln City Centre

The importance of planning policies being in place which support retail and the city centre has become particularly important given the impact of the pandemic over the last 18 months. Policies S34-S35 (p.74 & p.77) are of specific relevance to the City with the City's primary shopping areas and city centre areas being identified and supported.

4.33 Changes to the Use Class System (which sets out what types of development do or do not require planning permission) has meant it has become harder to 'protect' city centre uses e.g. retail/leisure from being converted into residential development albeit a range of city-centre uses is welcomed to support the night-time economy.

4.34 Accessibility & Transport

The concerted emphasis toward moving away from the car and instead priority given to sustainable modes of travel such as public transport, walking and cycling is given strong emphasis in the Draft Local Plan in policies S46-S47 (p.98-100).

4.35 Parking Standards

There is a factual error in the Draft Plan as in para. 8.4.4 it refers to a City of Lincoln Council parking SPD having been prepared. This is not the case as the SPD has not yet been written but instead is in early stages of preparation.

4.36 Historic Environment

The role which the built (and natural) historic environment's play in the City are vitally important in maintaining Lincoln as a 'world class' destination and place to live. Policies S56 & S57 (p.117-123) set out the Local Plan's approach to areas such as listed buildings, conservation areas, archaeology and views of Lincoln.

4.37 Natural Environment/Biodiversity/Trees

The Local Plan has a significant role to play in promoting access to, and supporting the role of the natural environment. The natural environment can also help mitigate climate change, support mental health and well-being and create quality spaces for people to live and work in. Policies S58-S65 (p.126-141)

4.38 Sustainable Urban Extensions & Regeneration & Opportunity Areas in Lincoln

Policies S67 (p.147) and NS71 (p.153-155) set out the continued support for the Sustainable Urban Extensions in the City and updated Regeneration and Opportunity Areas.

4.39 Lincoln Housing Allocations

Policy S76 (p.165-166) sets out the proposed housing allocations for the City, the vast majority of which are either carried over from the current plan or have planning permission.

4.40 Consultation Process

The Draft Local Plan will be consulted upon in accordance with the adopted Statement of Community Involvement, commencing 30 June through to 24 August 2021.

- 4.41 There is a statutory requirement for this stage of consultation to be run for no less than 6 weeks – and this is the standard length of consultation used in plan-making, including in Central Lincolnshire. However, with the Lincolnshire school holidays commencing on 22 July, part of the consultation will therefore take place during school holidays.
- 4.42 To help ensure that adequate opportunity is provided to allow for responses to be submitted the consultation period has been extended to 8 weeks. It is considered that this additional two weeks should allow sufficient flexibility for people to respond in addition to the timeframe prior to the holiday starting.
- 4.43 As with previous consultations, an online portal will host all of the consultation material, allowing comments to be submitted online. Emailed submissions and hard copy submissions will also be accepted.
- 4.44 The online portal will also host the necessary evidence and background documents for scrutiny of respondents, and policies maps will be available to show the geographic representation of the plan. All consultation material is available at: <https://central-lincs.inconsult.uk/CLLP.Draft.Local.Plan/consultationHome>
- 4.45 Hard copies of the plan and response forms will be available at council receptions. Additional request for hard copies of documents will also be considered.
- 4.46 Emails or letters will be sent out to statutory consultees and all people who have registered their interest on the Local Plan Consultation Database to notify them of the consultation. A press release will also be issued to bring the consultation to the attention of the wider public.
- 4.47 In respect of submitting the City Council's formal response to the Draft Local Plan consultation, the process involves submission of a response form via the dedicated Central Lincolnshire consultation on-line website. The deadline for submissions is 24th August.
- 4.48 In order to meet the consultation deadline, this report has been prepared for the 26th July Executive meeting with a proposal to endorse broad support for the Draft Plan. In order to allow for any additional officer comments to be made around any practical or issues of technical detail (as opposed to in principle support) delegation is sought to Kieron Manning, Assistant Director for Planning for comments to be made on the Draft Local Plan.
- 4.49 Next Steps
Following the consultation, all comments will be scrutinised and considered and the plan will be amended where needed. Once the plan has been finalised taking account of consultation findings, it will then be brought back for the approval of the CLJSPC before it is subject of a further statutory stage of consultation prior to the plan being submitted to the Secretary of State for examination.

5. Strategic Priorities

5.1 Let's drive economic growth

The Local Plan continues to support sustainable levels of growth and regeneration for the City and Central Lincolnshire area and will provide a positive planning policy approach to help stimulate local economic growth.

5.2 Let's reduce inequality

The Local Plan sets a target for and supports the provision of affordable housing across Central Lincolnshire thereby helping reduce housing inequality across the City.

5.3 Let's deliver quality housing

The Local Plan sets ambitious but deliverable targets for the provision of new houses across the City through specific site allocations and supports the provision of affordable housing across Lincoln.

5.4 Let's enhance our remarkable place

At the heart of the Local Plan sits the vision of 'a prosperous, stronger and sustainable Central Lincolnshire' and this vision and the policies contained within the plan will help to achieve enhancing the City through growth and regeneration.

6. Organisational Impacts

6.1 Finance (including whole life costs where applicable)

The Local Plan contains policies that will have longer term financial implications for the City and Council as a whole most notably housing growth including affordable housing, infrastructure provision, employment and regeneration. The financial implications will be incorporated into the Medium Term Financial Strategy as the Local Plan is applied.

6.2 Legal Implications including Procurement Rules

None arising from this report

6.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

The Local Plan is accompanied by an Integrated Impact Assessment that assesses the potential impact of proposals (strategies, policies, programmes, projects, plans or other developments) on issues that previously may have been assessed separately, such as economic, environmental, sustainability, equal opportunities and health and wellbeing.

7. Risk Implications

7.1 (i) Options Explored

Not supporting the Draft Local Plan could result in the Plan being delayed or in a worst case scenario not being adopted which could weaken the Council's ability plan for the City's growth in a sustainable manner.

7.2 (ii) Key risks associated with the preferred approach

None

8. Recommendation

8.1 That the Executive endorses the officers recommendation to provide broad support to the Draft Central Lincolnshire Local Plan.

8.2 That authority be delegated to Kieron Manning, Assistant Director for Planning, for any final technical comments to be made on the Draft Local Plan prior to submission deadline of 24 August 2021.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? 1

List of Background Papers: None

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CENTRAL LINCOLNSHIRE
LOCAL PLAN REVIEW

Consultation Draft



June 2021



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Note: Policies prefixed with an ‘S’ are Strategic and Policies prefixed with ‘NS’ are non-strategic for the purposes of neighbourhood plans being developed.

1. Introduction, Context, Vision and Objectives

1.1. Introduction

- 1.1.1. This is the Draft Local Plan for Central Lincolnshire. It contains planning policies and allocations for the growth and regeneration of Central Lincolnshire over the next 20 years. It has been prepared by the Central Lincolnshire Joint Strategic Planning Committee (CLJSPC).
- 1.1.2. Within this document you will find a vision for what Central Lincolnshire could be like in 2040. There are also some objectives to explain what is trying to be achieved and policies setting out what and how much development should take place.
- 1.1.3. You will see that this Local Plan:
- is underpinned by an aspiration for sustainable growth in homes, jobs, services and facilities;
 - is aiming to deliver many new homes between now and 2040;
 - is seeking to attract new businesses and jobs;
 - sets out policies to ensure development is of high quality, sustainable and meets the needs of everyone;
 - sets out policies to ensure all the infrastructure, such as play areas, roads, new schools and upgraded sewage disposal, are provided at the same time as the new homes;
 - is complemented by a separate Policies Map, which sets out where development should take place.

National Planning Policy Framework (NPPF)

- 1.1.4. The revised NPPF was issued by Government in February 2019, and is supported by the 'live' Planning Practice Guidance (PPG) which was first published in March 2014 and is regularly updated. This Local Plan has been written to complement the NPPF and comply with the guidance in the PPG. Should the NPPF or PPG be revised in the future then references to the NPPF and PPG in this document should be checked against the latest version of the NPPF and PPG in force at that point in time. This Local Plan does not repeat policies in the NPPF; it builds on them when necessary and ensures locally specific issues are covered.

Previous Consultation on this Local Plan

- 1.1.5. The preparation of this Local Plan commenced in 2019, with this version of the plan published for the second round of consultation. The first round was the Issues and Options Consultation undertaken in June and July 2019.

Replacement of Previous Local Plans

- 1.1.6. This Local Plan will replace the Central Lincolnshire Local Plan which was adopted in April 2017.

1.2. Context for the Plan

Central Lincolnshire – a Shared Approach

- 1.2.1. Central Lincolnshire refers to the combined area covered by the City of Lincoln, North Kesteven and West Lindsey. These three Councils have come together in a formal partnership with Lincolnshire County Council to prepare a joint Local Plan for the area.

- 1.2.2. Preparation of this Local Plan has been the responsibility of a 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.
- 1.2.3. The responsibility for processing and decision-making on planning applications remains with the individual local authorities.

Central Lincolnshire in Context

- 1.2.4. Central Lincolnshire's population lives in a range of settlements that vary greatly in size and character. Lincoln is by far the largest settlement, with a population of around 110,000 living within the main built-up area including the settlement of North Hykeham. Lincoln acts as a service centre over a wide area, including a number of villages. These villages look to Lincoln for most of their service and employment needs which effectively extends the population served by the City to around 165,000.
- 1.2.5. 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 and engineering centre in the 19th century, with focus changing to manufacturing in the 20th century and now has a thriving manufacturing/engineering sector with a number of national and international companies with their headquarters located in the town. Comparatively, Sleaford functions as a thriving market town which has experienced rapid housing growth and an expanding population over the last two decades.
- 1.2.6. The rest of Central Lincolnshire is predominantly rural, and is characterised by a dispersed settlement pattern of villages plus the small towns of Market Rasen and Caistor in West Lindsey. Average population density is amongst the lowest in lowland England and most settlements do not 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 acting as local service centres that communities rely on for basic facilities and as social hubs.
- 1.2.7. 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.
- 1.2.8. The area has experienced high levels of housing development over recent decades. As a nationally recognised historic city, the quality of the historic core has been a constant beneficial legacy for Lincoln even in times of economic decline. Gainsborough and parts of Lincoln have undergone major recent regeneration and change to tackle 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 notable renaissance based on new investment, physical regeneration and, in Lincoln's case, the development of the University of Lincoln. However, a range of 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 housing affordability and access to services are key issues.

- 1.2.9. The Ministry of Defence (MoD) continues to have a strong presence and make a major contribution to Central Lincolnshire's demographic and economy, including the active Royal Air Force (RAF) bases at Waddington, Cranwell, Digby and Scampton. Some former bases have already seen new housing and employment redevelopment. Central Lincolnshire is home to the Red Arrows, and its RAF heritage (including Lincolnshire's historic role as the centre of Bomber Command and the neighbouring base for the Battle of Britain Memorial Flight in East Lindsey) supports the expansion of the area's existing visitor economy.
- 1.2.10. Central Lincolnshire has a varied and contrasting natural environment including gentle chalk and limestone uplands as well as low lying vales and fenland. The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) falls partly within Central Lincolnshire and has a 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, forms a unifying topographic feature and as a key factor in the origins and historic development of the City contributes strongly to the City's present quality and character.
- 1.2.11. 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. Across Central Lincolnshire there are a range of natural habitats, including wetland, woodland, calcareous grassland and remnants of heathland and fen which together provide ecological networks and nodes potentially of sufficient scale to support wildlife adaptation and environmental resilience to climate change.
- 1.2.12. Overall, Central Lincolnshire's biodiversity is under pressure from various factors including climate change, habitat fragmentation, development and large scale intensive agriculture, in response to which major landscape-scale initiatives are proposed to restore and enhance the area's ecological networks and corridors.
- 1.2.13. 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. 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 was completed in July 2014.
- 1.2.14. Central Lincolnshire has a rich built and cultural heritage. Lincoln itself has internationally important archaeology and an outstanding historic core centred on the medieval Cathedral, which is classed as one of only three 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.

Key Challenges

- 1.2.15. Central Lincolnshire faces a range of challenges, notably the need to improve social and economic conditions, including health, housing, jobs and the range and quality of facilities whilst at the same time ensuring that the environment is improved, that efforts are made to make the region net zero carbon and to ensure that growth does not erode the area's environmental and heritage assets or exacerbate pressure on natural resources.

1.3. Strategic Priorities for Development and Use of Land in Central Lincolnshire

- 1.3.1. The strategic priorities for the development and use of land in the Central Lincolnshire Area (for the purpose of section 19(1B) of the Planning Compulsory Purchase Act 2004) are:

NPPF Strategic Priorities	Local Planning Authority Strategic Priorities	Key Policies to Address Priorities
Housing and Jobs	<p>To facilitate the delivery in full of the homes and jobs identified as being needed in Central Lincolnshire.</p> <p>To deliver a balanced mix of tenures, types and sizes of new homes, including affordable homes of a type and tenure which meet identified needs.</p> <p>To continue to drive economic growth across Central Lincolnshire.</p>	1, 2, 3, 4, 5, 21, 22, 23, 24, 25, 27, 28, 29, 30, 31, 32, 33, 41, 42, 43, 67, 68, 69, 70, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83
Retail	<p>Lincoln City Centre to continue to provide the primary destination for shopping and leisure for the area.</p> <p>Gainsborough, Sleaford and the Market Towns will continue to provide a local destination for the surrounding local areas.</p>	34, 35, 36, 37, 38, 39, 41
Infrastructure	Ensure necessary infrastructure is in place to support planned growth, secured through the most appropriate methods and update the Council's Infrastructure Delivery Plan (IDP).	44, 45, 46, 47, 48, 49, 50, 51, 83
Health and Community	To provide safe and healthy environments, reduce health inequalities and help everyone live healthy lifestyles.	53
The Historic, Built and Natural Environment	To conserve and where possible enhance the natural, built and historic environment through high quality design that is responsive to its surroundings creating distinctive communities that people are proud to be part of.	52, 53, 54, 55, 56, 57, 58, 59, 61, 62, 63, 64, 65
Climate Change	<p>To help facilitate a carbon net zero Central Lincolnshire.</p> <p>To reduce and manage flood risk, improve community resilience and ensure that Central Lincolnshire adapts to climate change.</p> <p>To minimise the impact of growth of Central Lincolnshire, ensuring that development is sustainable, designed to allow for active travel connectivity and high levels of energy efficiency.</p>	6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 47
Green Infrastructure	To increase the green infrastructure network to improve sustainable access and a biodiversity net gain as part of an enhanced natural environment.	50, 52, 53, 58, 59, 60, 61, 62, 63, 64, 65, 66

1.3.2. This Local Plan sets out policies to address these priorities when taken as a whole.

1.4. Vision

1.4.1. Our Vision and Objectives aim to meet the identified challenges:

The Vision for Central Lincolnshire

Central Lincolnshire will be a location of positive growth. Its city, market towns and many of its villages will see new homes built, new jobs created and improved infrastructure developed.

Our settlements, big and small, will be attractive, prosperous and welcoming places to live, set within our attractive landscape of Wolds, rolling hills and fenland.

Between 2018 and 2040, Central Lincolnshire will grow by 29,150 new homes, meeting the housing needs of all our communities.

But this growth will not be at a cost to the environment as new homes will be efficient and located in the right places to reduce travel by car, and renewable energy will be generated to heat and power our homes, moving Central Lincolnshire towards a carbon net-zero region.

Echoing the vision of the Greater Lincolnshire Local Enterprise Partnership, the economy of Central Lincolnshire will be diverse and resilient, and continue to make an effective contribution to the UK economy. The local economy will provide real opportunities for people to live, work, invest and visit.

Existing businesses will be encouraged to expand, whilst our agricultural land (much of it high quality) will be protected and associated businesses supported. New businesses in key industries such as agri-food, renewable technologies and the visitor economy will have located here.

Skills and education attainment will continue to improve, assisted by the growing reputation of Lincoln's universities and colleges, helping a shift towards a higher skilled, higher paid economic base.

Growth in homes and jobs will be closely linked, with new infrastructure such as schools, roads, health facilities and open space provision planned and provided at the same time as the new buildings.

Growth will be focused at Lincoln, Sleaford and Gainsborough. But market towns and villages will not be left behind, with appropriate and sensitive development being permitted to ensure they remain sustainable, thriving local communities.

The natural and historic environments, and their assets, will be conserved and enhanced, with new development taking into account the surroundings of the area in which it would be situated.

Echoing the vision set out in the Lincoln Growth Strategy, Lincoln will evolve into a beautifully engineered world class historic city becoming internationally renowned for its enterprise, heritage and educational excellence, whilst demonstrating that being a competitive city does not equal compromising on people values or culture.

Through growth, current issues such as health inequalities, community deprivation, infrastructure deficit and low skills, all of which are currently found in pockets of Lincoln, Gainsborough and some rural areas, will be tackled and addressed. Growth will attract investment, businesses and new residents to the District.

Overall, Central Lincolnshire will be a prosperous and desirable place to live, work and visit.

1.5. Objectives

1.5.1. To achieve our vision and to help prepare detailed policies in the Local Plan, we have developed a set of overarching objectives. These objectives have been used in a consistent way in both this document and the parallel Integrated Impact Assessment (incorporating Sustainability Appraisal) process.

1.5.2. Our objectives, therefore, are:

1. **Housing:** To ensure that the housing stock meets the housing needs of the Central Lincolnshire area and appropriate infrastructure is provided to support sustainable communities.
2. **Health and Wellbeing:** To reduce health inequalities, promote healthy lifestyles and maximise health and wellbeing.
3. **Social Equality and Community:** To stimulate regeneration that maximises benefits for the most deprived areas and communities in Central Lincolnshire. To ensure equitable outcomes for all, particularly those most at risk of experiencing discrimination, poverty and social exclusion.
4. **Biodiversity and Green Infrastructure:** To conserve and enhance biodiversity and geodiversity across Central Lincolnshire by delivering measurable net gain in biodiversity through development and establishing nature recovery networks through planning.

To provide enhanced opportunities for people to access and appreciate wildlife and the natural environment whilst safeguarding protected sites.

To protect, enhance and create and improve high quality green and blue spaces that are multifunctional; for sport, recreation, play and ecosystem services, and which form part of and are connected to the green infrastructure network, improving landscape connectivity for people and wildlife.

5. **Landscape and Townscape:** To protect and enhance the rich diversity of the character and appearance of Central Lincolnshire's landscape and townscape, maintaining and strengthening local distinctiveness and sense of place.
6. **Built and Historic Environment:** To conserve and enhance the significance of buildings, sites and features of archaeological, historic or architectural and artistic interest and their settings, including both designated and non-designated heritage assets, and ensure new buildings, spaces and places are designed to a high quality.
7. **Natural Resources – Water:** To protect and enhance water resources and their quality in Central Lincolnshire.
8. **Pollution:** To minimise pollution (air, noise and light) and improve air quality.

9. **Natural Resources – Land Use and Soils:** To protect and enhance soil and land resources and quality in Central Lincolnshire.
10. **Waste:** To minimise the amount of waste generated across all sectors and increase the re-use, recycling and recovery rates of waste materials.
11. **Climate Change Effects and Energy:** To minimise the effects of climate change by developing the area's renewable and low carbon energy and heat, reducing dependency on fossil fuels, minimise energy usage, and to reduce greenhouse gas emissions from the area contributing to the achievement of a carbon net-zero Central Lincolnshire.
12. **Climate Change Adaptation and Flood Risk:** To minimise vulnerability, improve community resilience and ensure Central Lincolnshire adapts to the effects of climate change, both now and in the future through careful planning and design of the built and natural environment.

To reduce and manage the risk of flooding from all sources.

13. **Transport and Accessibility:** To make efficient use of the existing transport infrastructure and seek to extend and enhance infrastructure to match local needs.

To 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 travel modes (particularly public transport, walking and cycling).
14. **Employment:** To create and improve access to high quality employment, training and learning opportunities for everyone within the Central Lincolnshire area.
15. **Local Economy:** To encourage and support a competitive, diverse and stable economy and to protect and enhance Central Lincolnshire's hierarchy of centres to meet the needs of residents and visitors.

1.5.3. The Local Plan Objectives have evolved from the review of relevant plans and programmes undertaken for the Sustainability Appraisal process. They reflect the aims and objectives of other important strategies that affect Central Lincolnshire's future. This is to ensure that the Local Plan and other plans are as closely aligned as possible and that strategies support each other. Examples include:

- Greater Lincolnshire Enterprise Partnership Strategic Economic Plan
- Greater Lincolnshire Local Industrial Strategy
- Growth Strategy for Lincoln
- Lincolnshire Joint Health and Wellbeing Strategy
- Lincolnshire Joint Strategic Needs Assessment
- Corporate Plans for City of Lincoln, North Kesteven and West Lindsey
- Lincolnshire Biodiversity Action Plan and emerging Greater Lincolnshire Nature Recovery Strategy
- Lincolnshire Local Transport Plan and local transport strategies
- Strategies for the achievement of zero carbon and addressing climate change
- Joint Lincolnshire Flood Risk and Drainage Management Strategy

2. Spatial Strategy

2.1. Settlement Hierarchy

- 2.1.1. The Central Lincolnshire spatial strategy seeks to concentrate growth on the main urban areas of Lincoln, Gainsborough and Sleaford, and in settlements that support their roles, with remaining growth being delivered elsewhere in Central Lincolnshire to support the function of other sustainable settlements, particularly where these are well connected by public transport or where the main centres can be accessed by active travel means.
- 2.1.2. This approach makes the most of existing services and facilities, delivering growth to where it is most needed. It also provides associated opportunities to regenerate urban areas, provide new jobs and new homes in accessible locations, and focus infrastructure improvements where they will have the greatest effect.
- 2.1.3. Through minimising the need to travel by locating development at the main urban centres and reducing the need to deliver new facilities the approach to delivering growth in this plan is also aligned to reducing the carbon being produced in Central Lincolnshire.
- 2.1.4. Outside of the main urban areas of Lincoln, Gainsborough and Sleaford, Central Lincolnshire's smaller towns and villages vary in size, demography, accessibility, facilities, character constraints and opportunities. This Local Plan determines how each community can contribute to the delivery of a sustainable Central Lincolnshire, which may include proportionate and appropriate development.
- 2.1.5. The scale of growth directed to each settlement has been established in three steps:
1. Preparation of a Settlement Hierarchy, based on factual information, together with a strategic policy steer as to what level of development would be appropriate for settlements within each level of the hierarchy (see Policy S1);
 2. Determination of the overall level of growth for Central Lincolnshire, and at the same time determination of a strategic split of that growth across Central Lincolnshire (see Policy S2); and
 3. Establishing what site allocations may be appropriate for each settlement, by way of a consideration of the specific context of each settlement in terms of the ability to accommodate growth and the connectivity with the main urban areas, before considering the constraints and opportunities of individual sites.
- 2.1.6. The Settlement Hierarchy is set out below. Three separate documents detail the journey to defining the Settlement Hierarchy and choosing where allocations would be appropriate, the Settlement Hierarchy Methodology Report, The Services and Facilities Methodology Report and the Central Lincolnshire Village Profiles – all available on the Central Lincolnshire website. It should be noted that the Local Plan (and associated Policies Map) does not include defined 'settlement boundaries' around any settlements in Central Lincolnshire, and instead relies primarily on allocations and then the policy below to determine appropriate locations for development.
- 2.1.7. The Settlement Hierarchy provides a framework for neighbourhood plans to shape their own settlements through a detailed review, site allocations, if necessary introducing of a settlement boundaries, or other tools to manage how a village will grow.

Policy S1: The Spatial Strategy and Settlement Hierarchy

The spatial strategy will focus on delivering sustainable growth for Central Lincolnshire that meets the needs for homes and jobs, regenerates places and communities, and supports necessary improvements to facilities, services and infrastructure.

Development should create strong, sustainable, cohesive and inclusive communities, making the most effective use of previously developed land and enabling a larger number of people to access jobs, services and facilities locally.

Development should provide the scale and mix of housing types and a range of new job opportunities that will meet the identified needs of Central Lincolnshire in order to secure balanced communities.

Decisions on investment in services and facilities, and on the location and scale of development, will be assisted by the Central Lincolnshire Settlement Hierarchy.

The hierarchy is as follows:

1. Lincoln Urban Area

To significantly strengthen the role of Lincoln, both regionally and within Central Lincolnshire, and to meet Lincoln’s growth objectives and regeneration needs, the Lincoln urban area (defined as the current built up area of Lincoln, which includes the City of Lincoln, North Hykeham, South Hykeham Fosseway, Waddington Low Fields and any other developed land adjoining these areas) and the sites allocated in this Local Plan on the edge of the Lincoln urban area will be the principal focus for development in Central Lincolnshire, including housing, retail, leisure, cultural, office and other employment development.

2. Main Towns

To maintain and enhance their roles as main towns, and to meet the objectives for regeneration, Sleaford and Gainsborough will, primarily via sites allocated in this Local Plan and any applicable neighbourhood plan, be the focus for substantial housing development supported by appropriate levels of employment growth, retail growth and wider service provision.

3. Market Towns

To maintain and enhance their roles as market towns, Caistor and Market Rasen will be the focus for significant, but proportionate, growth in housing, employment, retail and wider service provision. This growth will primarily be through sites allocated in this local plan and any applicable neighbourhood plan.

4. Large Villages

Large villages are defined as those with 750 or more dwellings at 1 April 2018. To maintain and enhance their role as large villages which provide housing, employment, retail, and key services and facilities for the local area, the following settlements will be a focus for accommodating an appropriate level of growth via sites allocated in this plan. Beyond site allocations made in this plan or any applicable neighbourhood plan, development will be limited to that which accords with *Policy S4: Housing Development in or Adjacent to Villages* or other policies relating to non-residential development in this plan as relevant.

Bardney	Heighington	Scotter
Billinghay	Keelby	Skellingthorpe
Bracebridge Heath	Metheringham	Waddington
Branston	Navenby	Washingborough
Cherry Willingham	Nettleham	Welton
Dunholme	Ruskington	Witham St Hughs
Heckington	Saxilby	

5. Medium Villages

Medium villages are defined as those with between 250 and 749 dwellings at 1 April 2018. Well connected or well served medium villages may receive some limited growth through allocations in this plan in order to achieve a balance between ensuring the vitality of the village and protecting the rural character. Beyond site allocations made in this plan or any applicable neighbourhood plan, development will be limited to that which accords with *Policy S4: Housing Development in or Adjacent to Villages* or other policies relating to non-residential development in this plan as relevant.

Bassingham	Greylees	Nocton
Blyton	Harmston	North Kelsey
Brant Broughton	Hawthorn Avenue ('Little Cherry')	Potterhanworth
Brookenby	Helpringham	Reepham
Burton Waters	Hemswell Cliff	Scampton (RAF)
Cranwell RAF	Ingham	Scothern
Cranwell Village	Lea	Sturton By Stow
Digby	Leasingham	Sudbrooke
Dunston	Marton	Tealby
Eagle	Middle Rasen	Waddingham
Fiskerton	Morton	Welbourn
Great Hale	Nettleton	Wellingore

6. Small Villages

Small villages are defined as those with between 50 and 249 dwellings at 1 April 2018. Well connected or well served small villages may receive some limited growth, primarily through allocations in this plan in order to achieve a balance between ensuring the vitality of the village and the rural character. Beyond site allocations made in this plan or any applicable neighbourhood plan, development will be limited to that which accords with *Policy S4: Housing Development in or Adjacent to Villages* or other policies relating to non-residential development in this plan as relevant.

Anwick	Hemswell	Scotton
Ashby de la Launde	Holton le Moor	Scredington
Aubourn	Kexby	Searby
Aunsby	Kirkby Green	Silk Willoughby
Beckingham	Kirkby La Thorpe	Snitterby
Bigby	Knaith Park	South Kelsey
Bishop Norton	Langworth	South Kyme
Boothby Graffoe	Laughterton	South Rauceby
Branston Booths	Laughton	Southrey
Burton	Leadenham	Spridlington
Canwick	Lissington	Springthorpe
Carlton Le Moorland	Little Hale	Stow
Chapel Hill	Martin	Swallow
Claxby	New Toft	Swarby
Coleby	Newton On Trent	Swaton
Corringham	Normanby By Spital	Swinderby
Doddington	North Carlton	Tattershall Bridge
Dorrington	North Greetwell	Thorpe On The Hill
East Ferry	North Kyme	Threekingham
East Stockwith	North Owersby	Timberland
Ewerby	North Scarle	Torksey
Faldingworth	Norton Disney	Upton
Fenton	Osournby	Walcott
Fillingham	Osgodby	Walesby

Glentham
Glentworth
Grasby
Great Limber
Hackthorn

Owmy By Spital
Rothwell
Rowston
Scampton village
Scopwick

Wickenby
Willingham By Stow
Willoughton
Wilsford

7. Hamlets

For the purposes of this Local Plan, a hamlet is defined as a settlement not listed elsewhere in this policy and with dwellings clearly clustered together to form a single developed footprint*. Such a hamlet must have a dwelling base of at least 15 units (as at 1 April 2018). Within the developed footprint* of such hamlets, development will be limited to single dwelling infill developments or development allocated through a neighbourhood plan.

8. Countryside

Unless allowed by:

- a) policy in any of the levels 1-7 above; or
- b) any other policy in the Local Plan (such as Policies S4, S5, S33, or S42) or a relevant policy in a neighbourhood plan, development will be regarded as being in the countryside and as such restricted to:
 - that which is demonstrably essential to the effective operation of agriculture, horticulture, forestry, outdoor recreation, transport or utility services;
 - delivery of infrastructure;
 - renewable energy generation; and
 - to minerals or waste development in accordance with separate Minerals and Waste Local Development Documents.

* The definition of “developed footprint” as used throughout this policy is provided in the Glossary.

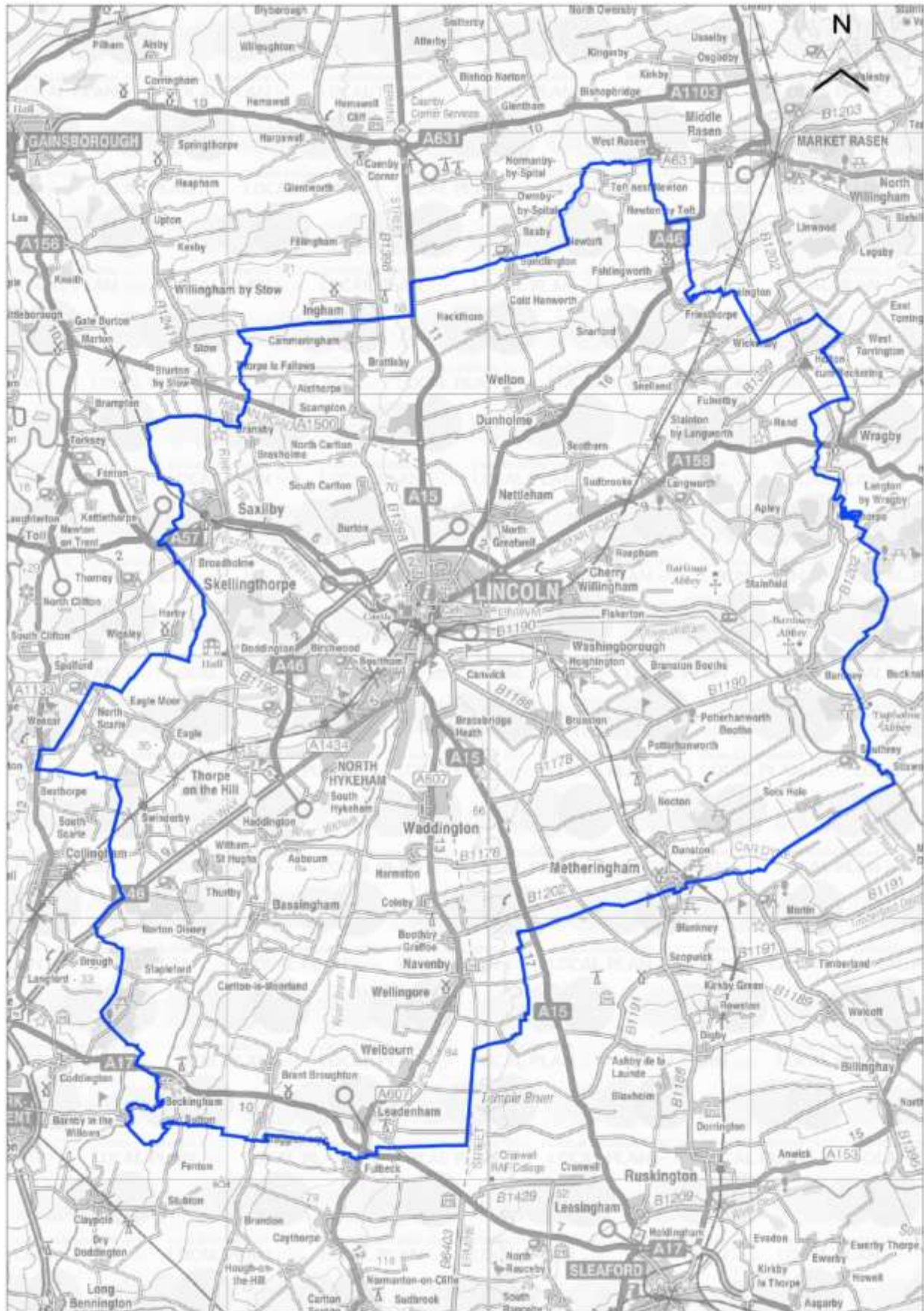
2.2. Growth Levels and Distribution

- 2.2.1. As required by the NPPF, this Local Plan must define the overall level of growth in Central Lincolnshire within the plan period of 2018 and 2040.
- 2.2.2. The PPG makes clear that the starting point for identifying the minimum number of homes expected to be planned for is the nationally derived standard method for assessing local housing need. However, it also sets out a number of scenarios where it is appropriate to plan for a higher housing figure than that identified through the standard method where evidence suggests a higher level to be more appropriate.
- 2.2.3. Evidence produced in support of this plan has looked at the housing market and population projections, and job and economic projections. The Housing Needs Assessment (HNA) (2020) identifies that at that time the standard method resulted in a minimum figure of 1,060 dwellings per year and that this level of growth could accommodate in the region of 35,400 additional residents in Central Lincolnshire to 2040 with the ability to support the creation of some 14,890 new jobs, or an increase of 677 jobs each year.
- 2.2.4. Closely linked to this work was the Economic Needs Assessment (ENA) (2020) which projects the economic growth and job growth to 2040, which in turn was influenced by the

Local Industrial Strategy (LIS) and other work being produced by the Greater Lincolnshire Local Enterprise Partnership (GLLEP). The ENA highlights that there has been strong growth in recent years, outstripping anticipated growth, and projects forward a growth of approximately 992 jobs per year.

- 2.2.5. In order to provide enough working age population to support the projected level of job growth in Central Lincolnshire, more homes than the standard method would need to be delivered. The HNA concludes that 1,325 dwellings per year are needed to support the expected growth in jobs. An important part of this plan is delivering economic growth within the region to ensure it is competitive and supports the ambitions of the GLLEP.
- 2.2.6. The CLJSPC considered these recommendations and determined that the Local Plan should use a housing range to establish its housing requirement (as is allowed for in the PPG). This range will use the national standard method for local housing need at the bottom end of the range, and the figure identified in the ENA and HNA as needed to match economic growth ambitions as the top of the range.
- 2.2.7. The housing requirement for Central Lincolnshire is therefore 1,060-1,325 dwellings per year, or between 23,320 and 29,150 dwellings between 2018 and 2040.
- 2.2.8. This plan will allocate adequate land to meet the requirements at the top end of the range in order to deliver the homes needed to support economic growth ambitions. For the avoidance of doubt, calculations associated with demonstrating a ‘five year land supply’ will be measured against the lower end of the range.
- 2.2.9. The delivery of the ambitions of this plan will be kept under review and housing and economic requirements may be adjusted in subsequent plan reviews.
- 2.2.10. Beyond considering the overall amount of development and growth that should occur, it is also important for the Local Plan to direct the growth in both employment and housing supply to the locations best suited and most attractive to the market, whilst ensuring there are no locations that are over-burdened or that other locations are not starved of growth. Furthermore, development needs to be located where it can minimise the need to travel by private car to ensure that Central Lincolnshire minimises the carbon being produced by activities within the area. Policy S2 commits the authorities to the overall housing growth target, then sets a strategic split of that growth across Central Lincolnshire.
- 2.2.11. The ‘Lincoln Strategy Area’ referred to in Policy S2 and based on travel to work patterns, is shown on Map 1 on the following page (which should not be confused with the ‘Lincoln urban area’ defined in Policy S1). Other than for the establishment of the quantity of growth across Central Lincolnshire, there are no other policy differences for settlements or land either in or out of this ‘Lincoln Strategy Area’.

Map 1: Lincoln Strategy Area



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Policy S2: Growth Levels and Distribution

The housing requirement for Central Lincolnshire is a range of 1,060¹-1,325 dwellings per year during the plan period of 2018-2040.

Whilst 23,320² new dwellings is the baseline housing requirement, the Local Plan's strategic aim is to facilitate the delivery of 29,150 new dwellings and the creation of around 24,000 new jobs over the plan period 2018–2040 through allocated sites, distributed as follows:

- a. **Lincoln Strategy Area** – around 64% (18,656) of the total homes and employment land needed, delivered through a combined strategy of (and in priority order):
 - i. urban regeneration;
 - ii. sustainable urban extensions to Lincoln; and
 - iii. growth at settlements which serve, and are serviced by, Lincoln.
- b. **Gainsborough** - around 12% (3,498) of the total homes and employment land needed, delivered through a combined strategy of urban regeneration, sustainable urban extensions and sites at nearby and well-connected villages.
- c. **Sleaford** – around 12% (3,498) of the total homes and employment land needed, delivered through, primarily, a strategy of sustainable urban extensions and on other urban sites and sites at nearby and well-connected villages.
- d. **Elsewhere** – around 12% (3,498) of the total homes and employment land needed will come forward in settlements elsewhere, primarily located at the market towns and in well-connected villages and villages with a good range of services present.

2.3. Housing in Urban Areas

- 2.3.1. The strategy of this plan is one of urban focus in order to concentrate housing in locations where more services, infrastructure and jobs are available, minimising the need to travel and allowing investment to be focused to achieve maximum benefits. Site allocations have been made in accordance with this approach in the Lincoln Urban Area, Gainsborough, Sleaford, Market Rasen and Caistor.
- 2.3.2. Beyond these allocations the principle of development of new homes is supported and is also fully aligned to the overall strategy of this local plan. Additional development can come forward through allocations in neighbourhood plans or through applications being submitted. However, in order to ensure certainty and avoid market saturation for developers of allocated sites, large sites will typically be limited in these urban areas.

Policy S3: Housing in Urban Areas

Within the developed footprint* of the Lincoln Urban Area and Main Towns and Market Towns, development proposals at appropriate locations** not specifically identified as an allocation or an area for change in this plan will be supported in principle where it is for fewer than:

- a) 50 dwellings in the Lincoln Urban Area, Gainsborough or Sleaford; or

¹ To be updated prior to submission to reflect the latest Local Housing Need figure derived from the standard method.

² To be updated prior to submission to reflect the latest Local Housing Need figure derived from the standard method.

b) 25 dwellings in Market Rasen or Caistor.

Proposals on sites outside of but immediately adjacent to the developed footprint, or within the developed footprint but above the thresholds set out in a) and b) will be considered on their merits against the policies in this Local Plan and any applicable policies or allocations in made neighbourhood plan.

Proposals for a First Homes exception site in accordance with the NPPF definition of such sites will be supported in principle.

* The definition of “developed footprint” as used throughout this policy is provided in the Glossary.

** The definition of “appropriate locations” as used throughout this policy is provided in the Glossary.

2.4. Housing in Villages

- 2.4.1. A large proportion of Central Lincolnshire’s population lives in rural areas. The 2011 Census revealed the total population of Central Lincolnshire as approximately 300,000, with around 158,000 of these residents living in Lincoln, Gainsborough and Sleaford and the remaining 142,000 residents residing in the smaller settlements. This significant rural population means that it is important to maintain and enhance the services and features of the rural area in order to sustain the vibrancy of rural settlements and the quality of life experienced by those living in such areas. At the same time it is important to ensure that development is sustainable, and proportionate and appropriate to its setting.
- 2.4.2. The Local Plan makes provision for housing growth at a variety of locations across Central Lincolnshire. The strategy for the distribution of residential development is to focus growth on urban areas and larger settlements, whilst recognising other opportunities for sustainable development. The emphasis on directing growth to urban locations is based not only on the fact that such areas are generally the most sustainable, but also because they will help to maximise the use of previously developed land and reduce the need to travel.
- 2.4.3. In accordance with *Policy S1 Spatial Strategy and Settlement Hierarchy*, residential development in rural areas will typically be limited to villages and will be of a modest scale, providing opportunity to maintain the sustainability and vibrancy of villages. Through neighbourhood plans, communities can seek to further grow or develop their villages if this is a sustainable and locally-supported approach for a specific village.

Policy S4: Housing Development in or Adjacent to Villages

1. Large, Medium and Small Villages, as defined in the Settlement Hierarchy in Policy S1, will experience limited growth to support their role and function through allocated sites of 10 or more dwellings in the Local Plan, sites allocated in neighbourhood plans, or on sites in appropriate locations* within the developed footprint** of the village that are typically:
 - up to 10 dwellings in Large Villages and Medium Villages; and
 - up to 5 dwellings in Small Villages.

Proposals on unallocated sites not meeting these criteria will not, in principle, be supported.

2. Residential development proposals for unallocated sites below the thresholds set out in part 1 of this policy and within the developed footprint of the village will only be supported where it would:
 - a) retain the core shape and form of the settlement;
 - b) not significantly harm the settlement's character and appearance;
 - c) not significantly harm the character and appearance of the surrounding countryside or the rural setting of the village; and
 - d) not conflict with other policies in the development plan.

3. Proposals for residential development on unallocated greenfield sites immediately adjacent to the developed footprint will only be supported where this is:
 - a) a First Homes exception site in accordance with the NPPF and provided it is outside of the Lincolnshire Wolds Area of Outstanding Natural Beauty and not within a location that is subject of a Designated Rural Area as defined in Annex 2 of the NPPF; or
 - b) exclusively for a rural affordable housing exception site.

Any proposals for First Homes exceptions sites or rural affordable housing exception sites will also be subject to the requirements of Policy S21. The consideration of proportionality of a proposal for a First Home exceptions site will be considered on a site basis informed by consideration of the impact on landscape, village character and the historic environment, topography, overall built footprint, visual impact, and intensity of use of the site. Evidence supporting the planning application will need to robustly examine and illustrate why the proposal is proportionate in size to the existing settlement. Whilst not a cap, it is unlikely that a proposal that would result in an increase in the overall area of the developed footprint of the village, or an increase in dwelling numbers, of more than 10% would be considered proportionate, and potentially considerably less (especially if any exception sites have already been provided or planned for at that settlement).

* The definition of "appropriate locations" as used throughout this policy is provided in the Glossary.

** The definition of "developed footprint" as used throughout this policy is provided in the Glossary.

2.5. Countryside

- 2.5.1. Whilst development is focused within the urban areas and to a lesser extent in villages there will be occasions where development is proposed within the countryside areas. For most uses there are strong reasons why such development would be contrary to the overall strategy of this plan and would not result in sustainable development, however, some proposals and some uses will be wholly appropriate in some scenarios.

- 2.5.2. A criteria-based policy approach will be used to determine applications for residential and non-residential development within the countryside. Similar to residential development, non-residential development within the countryside must be sustainable and respectful to its setting. Commercial enterprises where a rural location can be justified to maintain and

enhance the rural economy (for example, establishment of a farm shop) will be supported providing all other relevant criteria are met.

- 2.5.3. More widely, the rural nature of Central Lincolnshire and the significant role that agriculture plays in the economy of this area means that agricultural land and other rural land-based activities have a notable presence in the landscape and forms an attractive backdrop to the various settlements. Development needed to directly support such uses is important to foster a successful rural economy, but it can also have an impact on the landscape if not properly managed. As such it is important that such development is located and designed appropriately to minimise adverse impacts or even benefit the countryside.
- 2.5.4. Specific natural features or characteristics such as landscape character and best and most versatile agricultural land are addressed in the Natural Environment Chapter.

Policy S5: Development in the Countryside

Part A: Re-use and conversion of non-residential buildings for residential use in the countryside

Where a change of use proposal to residential use requires permission, and where the proposal is outside the developed footprint of a settlement listed in the Settlement Hierarchy or the developed footprint of a hamlet, then the proposal will be supported provided that the following criteria are met:

- a) Comprehensive and proportionate evidence is provided to justify either that the building can no longer be used for the purpose for which it was originally built, or the purpose for which it was last used, **or** that there is no demand (as demonstrated through a thorough and robust marketing exercise) for the use of the building for business purposes; and
- b) The building is capable of conversion with minimal alteration, including no need for inappropriate new openings and additional features; and
- c) The building is of notable architectural or historic merit and intrinsically worthy of retention in its setting.

Part B: Replacement of a dwelling in the countryside

The replacement of an existing dwelling outside the developed footprint of a settlement will be supported provided that:

- a) The residential use of the original dwelling has not been abandoned;
- b) The original dwelling is not of any architectural or historic merit and it is not valuable to the character of the settlement or wider landscape;
- c) The original dwelling is a permanent structure, not a temporary or mobile structure;
- d) The replacement dwelling is of a similar size and scale to the original dwelling; and
- e) It is located on the footprint of the original dwelling unless an alternative position within the existing residential curtilage would provide notable benefits and have no adverse impact on the wider setting.

Part C: Mobile homes within the countryside

Applications for temporary and mobile homes will be considered in the same way as applications for permanent dwellings. The exception to this is cases when a temporary or mobile home is needed during the construction of a permanent dwelling on site or on a nearby site: in such cases more flexibility will be applied. Permission granted in such instances will be subject to time restrictions.

Part D: New dwellings in the countryside

Applications for new dwellings will only be acceptable where they are essential to the effective operation of rural operations listed in tier 8 of Policy S1. Applications should be accompanied by evidence of:

- a) Details of the rural operation that will be supported by the dwelling;
- b) The need for the dwelling;
- c) The number of workers (full and part time) that will occupy the dwelling;
- d) The length of time the enterprise the dwelling will support has been established;
- e) The commercial viability of the associated rural enterprise through the submission of business accounts or a detailed business plan;
- f) The availability of other suitable accommodation on site or in the area; and
- g) Details of how the proposed size of the dwelling relates to the needs of the enterprise.

Any such development will be subject to a restrictive occupancy condition.

Part E: Non-residential development in the countryside

Proposals for non-residential development will be supported provided that:

- a) The rural location of the enterprise is justifiable to maintain or enhance the rural economy **or** the location is justified by means of proximity to existing established businesses or natural features;
- b) The location of the enterprise is suitable in terms of accessibility;
- c) The location of the enterprise would not result in conflict with neighbouring uses; and
- d) The development is of a size and scale commensurate with the proposed use and with the rural character of the location.

Part F: Agricultural diversification

Proposals involving farm based diversification to non-agricultural activities or operations will be permitted, provided that the proposal will support farm enterprises and providing that the development is:

- a) In an appropriate location for the proposed use;
- b) Of a scale appropriate to its location; and
- c) Of a scale appropriate to the business need.

Part G: Agricultural, forestry, horticultural or other rural land-based development

Proposals which will help farms modernise and adapt to funding changes will be supported in principle and any such proposals will be considered against relevant design, landscape and natural environment policies in this plan.

Where permission is required, development proposals for buildings required for agriculture or other rural land based development purposes will be supported where:

- a) It is demonstrated that there is a functional need for the building and its scale is proportionate to that function which cannot be met by an existing, or recently disposed of, building;
- b) the building is designed specifically to meet the functional need identified;
- c) the site is well related to existing buildings in terms of both physical and functional location, design and does not introduce isolated structures away from existing buildings; and
- d) significant earthworks are not required, and there will be no harm to natural drainage and will not result in pollution of soils, water or air.

A planning condition will normally be imposed requiring the building to be removed and the land restored to its former condition should the building no longer be required for agricultural purposes, or the specific purpose for which it was constructed.

3. Energy, Climate Change and Flooding

3.1. Introduction

- 3.1.1. The planning system is tasked with supporting the transition to a low carbon future in a changing climate. It is directed, by Government policy in the NPPF, to shape places in ways that contribute to “radical reductions” in greenhouse gas emissions, minimise vulnerability and improve resilience. As part of that, it is tasked with supporting renewable and low carbon energy and associated infrastructure.
- 3.1.2. Local Plans are also legally obliged to include policies ‘designed to secure’ that the development and use of land contributes to the mitigation of, and adaptation to, climate change. National policy (NPPF, footnote 48) also reminds planning authorities that Local Plans are obliged to proactively contribute towards the legally binding requirement of emissions in the UK to become net zero by 2050.
- 3.1.3. Put another way, this Local Plan would be unlawfully produced if it was not ‘radical’ and did not meaningfully contribute to reducing emissions, help mitigate against climate change and help society adapt to a changing climate.
- 3.1.4. The Central Lincolnshire Joint Strategic Planning Committee (CLJSPC) is rising to that challenge as set by parliament. No longer will planning decision makers in Central Lincolnshire merely ‘encourage’ development proposals to achieve certain standards, or only ‘welcome’ development that goes a little beyond certain building regulation basic minimums. Development in Central Lincolnshire must do, and can do, far better than that. We are legally obliged to do more. And, for future generations, we are morally obliged to do more.
- 3.1.5. The four authorities which are represented on the CLJSPC have all recognised the climate crisis we face and the urgent need for action. Indeed, if we continue to emit around 1.2 million tonnes of CO₂ in Central Lincolnshire (as we did in 2018), then by around 2026/27 we will have emitted around 9 million tonnes. 9 million tonnes is Central Lincolnshire’s entire CO₂ lifetime budget (or fair share) of global emissions, as calculated by the Tyndall Centre, if the globe is to stay under 2°C rise in temperatures as recommended by the Intergovernmental Panel on Climate Change (IPCC). Put another way, if we continue to emit CO₂ in Central Lincolnshire like we presently do, then from around 2027 we will have exceeded our budget or allowance, and we would then have to rely on other locations to emit less than their fair share to compensate for our excess emissions. Staying below 9 million tonnes does not mean we have to be net zero carbon here in Central Lincolnshire by 2026/27. But it does mean that the earlier we act now, the more energy we conserve now and the more renewable energy we generate now, then the longer timeframe we get to use up our 9 million tonnes of CO₂ budget. The further we push that end date of consuming the 9 million tonnes beyond 2026, the greater chance we all have of achieving a smooth transition to a net zero carbon Central Lincolnshire.
- 3.1.6. Whilst this Local Plan cannot do everything (it especially has very limited influence over existing buildings, for example), it can ensure that new development, from the day this Plan has been adopted, be fit for a zero-carbon future, contribute to the transition to a net-zero carbon society, and be responsive to a changing climate. In fact, only such development is welcome in Central Lincolnshire.

Key Issues for Consultation in this Draft Plan

[Note: this paragraph is included for the purpose of assisting with consultation on the draft Local Plan. It will not be included in the next and final consultation draft Local Plan due later in 2021 or early 2022]

- 3.1.7. The Central Lincolnshire Joint Committee recognises both the urgency of the climate crisis and the need for a radical new approach by the planning system to help reduce carbon emissions. But it also recognises that the policy response to the climate crisis, and the implementation of any such policies, is new territory for Central Lincolnshire and, indeed, is not established policy elsewhere in the country. As such, at this draft stage, the Committee is particularly interested in views on the draft policies set out in this chapter, and is open minded to alternative approaches. However, what it is not open to discussion is a Local Plan which fails to meet its legal obligations to mitigate climate change, nor a Plan which does not seriously put in place measures appropriate to tackling the climate crisis. We are therefore seeking views in particular on the following:
- Are there alternative or additional policy measures that we could put in place, which deliver on our climate ambitions, but also minimise any cost burden on the development industry (especially in the lower housing value zones) and/or are simpler to implement and enforce than those proposed in this chapter?
 - Do you have suggestions how the policies proposed could be assisted by additional guidance or template forms, in order to speed up the planning process?
 - If you believe one or more policies in this chapter will cause development to be unviable, can you explain why that will be the case, what evidence do you have and what alternatives do you propose?

The Evidence Base

- 3.1.8. As with many aspects of planning policy, it is important to establish what the evidence is first, in order to provide an appropriate policy response. For this chapter, a prime source of evidence was a set of reports prepared by consultants over 2020/21, and published in their final form in June 2021. Such evidence is available on our website, and provides a compelling case for a robust policy framework. The policies in this Chapter are heavily influenced by the recommendations arising from that work.
- 3.1.9. Overall, the evidence points to five main themes in need of policy attention:
- The need to reduce energy consumption in new build
 - The need to generate energy from renewable sources
 - The need to protect or enhance natural ‘carbon sinks’
 - The need to facilitate a transition to net-zero carbon lifestyles; and
 - The need to adapt to a changing climate
- 3.1.10. This chapter is structured around the above five themes.

3.2. Theme One - Reducing Energy Consumption in New Build

- 3.2.1. The first section focusses on making sure development approved today will have a much-reduced energy demand, and, in doing so, stand the test of time and be fit for a net-zero carbon future. It is a false economy and unfair on future generations to provide sub-standard development now, which will only require expensive and destructive retrofitting

measures later. As Government itself stated in January 2021 “it is significantly cheaper and easier to install energy efficiency and low carbon heating measures when homes are built, rather than retrofitting them afterwards.”³

- 3.2.2. Development now must therefore be of the highest possible thermal efficiency. The expected energy use of such buildings must be as low as possible. And new development must, as the final step, take all practical and reasonable steps to generate low or zero carbon energy itself.
- 3.2.3. Overall, developers should follow the energy hierarchy as part of all design proposals, and in the following order:
1. Orientation of buildings
 2. Form (i.e. shape and design) of buildings
 3. Fabric of buildings
 4. Heat supply
 5. Renewable energy generated

The more effort that is put into each step outlined above, the more reward can be achieved, and the least amount needs to be achieved by steps 4 and 5. Put another way, developers should not start their thinking at step 4 or 5; they will be the least effective and most expensive options towards reducing carbon emissions.

Reducing Energy Consumption - Residential Development

- 3.2.4. It is clear that in order to achieve a zero-carbon Central Lincolnshire, reducing energy consumption from future development must be prioritised and this is an area where the Local Plan can have significant impact. Evidence commissioned has shown that existing buildings currently account for 43% of greenhouse gas emissions in Central Lincolnshire and without dramatically reducing the energy requirements of new development it will be impossible to reduce Central Lincolnshire’s carbon budget within the timeframes required.
- 3.2.5. New development needs to be built with ‘ultra-low’ levels of forecast energy use and for residential development this means setting stringent standards for space heating demands, energy use intensity and installation of renewable energy technology such as solar photovoltaics (PV).
- 3.2.6. Government is committed to improving the energy efficiency of new homes through the Building Regulations system, under what it is describing as Future Homes Standard (FHS). The introduction of the FHS will ensure, it is proposed, that an average home will produce at least 75% lower CO₂ emissions than one built to current (early 2021) energy efficiency requirements. Homes built under the FHS will be ‘zero carbon ready’, which means that in the longer term, no further retrofit work for energy efficiency will be necessary to enable them to become zero-carbon homes as the electricity grid continues to decarbonise. However, the FHS is only proposed to take effect from 2025 (with an uplift in Building Regulations as a step towards FHS proposed for 2022), and there is no legal guarantee of even that date being met. In Central Lincolnshire, we want to go further, and faster, and have prepared the evidence (available on our website) to demonstrate both why that is necessary and how it is achievable.

³ Future Homes Standard: Government Response, January 2021:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/956094/Government_response_to_Future_Homes_Standard_consultation.pdf

- 3.2.7. Policy S6 sets out how development in Central Lincolnshire will meet the above challenge. It includes a requirement for an 'energy statement', and also sets certain standards of performance. By the point of adopting this Local Plan, or very shortly thereafter, the local planning authorities in the area will publish a series of guidance notes and templates so that meeting the requirements of the policy can be demonstrated efficiently, effectively and consistently (and we are considering whether to make the use of such templates compulsory). We will also publish arrangements for monitoring compliance of permissions granted, so that everyone can have confidence that new homes and other buildings are built to the standards granted consent

Policy S6: Reducing Energy Consumption – Residential Development

Unless covered by an exceptional basis clause below, all new residential development proposals must include an Energy Statement which confirms that all such residential units:

1. Will meet or exceed the latest available Government published draft Future Homes Standard (FHS) building specification, until such time that the final FHS specifications are mandated; and
2. Use no fossil fuel energy on-site (which means, for example, no connection to the gas network); and
3. Can generate at least the same amount of renewable electricity on-site (and preferably on-plot) as they demand over the course of a year, such demand including all energy use (regulated and unregulated), calculated using a methodology proven to accurately predict a building's actual energy performance; and
4. To help achieve all above (and reduce the burden on achieving part 3 above), target achieving a space heating demand of around 15-20kWh/m²/yr and a total energy demand of 35 kWh/m²/yr, achieved through a 'fabric first' approach to construction. No unit to have a total energy demand in excess of 60 kWh/m²/yr, irrespective of amount of on-site renewable energy production. (For the avoidance of doubt, 'total energy demand' means the amount of energy used as measured by the metering of that home, with no deduction for renewable energy generated on site).

The Energy Statement must include details of assured performance arrangements. For major development, this will include arrangements for the annual energy use and renewable energy generation on-site / on-plot to be reported and independently verified in-use each year for the first 5 years post occupation. This can be done on an aggregated and anonymised basis, to prevent individual residential data being released. Where performance is 20% or more worse than predicted in any particular year of those first five years, an Action Plan to address the poor performance must be produced by the original developer within 6 months and submitted to both the local planning authority and to each applicable dwelling occupier. Measures within the Action Plan must be meaningful to help address the identified poor performance, and must involve no cost to the occupier or home owner. Despite no cost, the occupier or home owner will not be obliged to implement or give consent to any proposals set out in an Action Plan. The performance reports and Action Plans will be published on our website, with developers ranked in order of the performance of their buildings (a 'performance league table'), to enable future home buyers to have confidence in the product being purchased from specific developers.

Exceptional Basis Clauses:

Below are set out three potential clauses allowing certain developments to not meet in full the policy requirements above.

Clause 1 (technical reasons):

Where, on an exceptional basis, points 3-4 cannot be met for technical (e.g. overshadowing) or other policy reasons (e.g. heritage), then the Energy Statement must demonstrate both why it

cannot be met, and the degree to which each of points 1-4 are proposed to be met. A lack of financial viability will not be deemed either a technical or policy reason to trigger this exceptional basis clause.

Where Clause 1 is utilised, and where the proposal is of 10 units or more (or, for development proposals of less than 10 units but more than a combined total of 1,000sq m or more, as measured by CIL regulations if such regulations remain in force), then the applicant must either:

- a) enter into an appropriate legal agreement which will either provide renewable energy infrastructure offsite equivalent to at least offsetting the additional energy requirements not achieved on site; or,
- b) enter into an appropriate legal agreement to provide a financial contribution to the applicable LPA of a value sufficient to enable that LPA to offset (via off site renewable energy infrastructure or other agreed offsite infrastructure) the remaining performance not achieved on site (with this being a minimum contribution of £5k and a maximum of £15k per dwelling unit); or
- c) demonstrate that the residential units will be connected to a decentralised energy network or combined heat and power unit, in accordance with policy S8 below.

Clause 2 (accreditation scheme):

To simplify (and hence speed up) the decision making process, applicants are able to demonstrate that they have met the requirements of this policy if they provide certified demonstration of compliance with:

- Passivhaus Plus, Premium or Classic
- Any other recognised national independent accreditation scheme, provided such scheme is demonstrated to be consistent with the requirements of this policy.

Clause 3 (viability):

In Value Zones C and D as indicated on Map 3 (see chapter 4 of this Local Plan), which essentially is Sleaford and Gainsborough and immediately surrounding land only, it is acknowledged that the full delivery of requirements 3 and 4 in this policy may not be possible in some cases for viability reasons. Consequently, in such areas, the applicable local planning authority will continue to require an Energy Statement to be submitted, and, if full delivery of requirements 3 and 4 are not proposed to be met, such a Statement must set out the degree to which points 3 and 4 are proposed to be met in order to enable the development to become viable.

Reducing Energy Consumption – Non-Residential Buildings

- 3.2.8. New non-residential development must also be built and designed to minimise energy consumption for the same reasons and in a similar vein to residential buildings.
- 3.2.9. Government is proposing, via the Building Regulations, very similar measures for non-domestic buildings as it is for domestic, under the working title of Future Buildings Standard (FBS), albeit FBS is slightly behind FHS in terms of consultation and drafting of such standards. According to Government (Jan 2021), “the Future Buildings Standard will deliver highly efficient non-domestic buildings which use low-carbon heat, ensuring they are better for the environment and fit for the future”. Like FHS, it is proposed that the FBS will be in place and operating by 2025.
- 3.2.10. Also similar to FHS, the FBS programme believes “that providing the best fabric standards possible should be essential to buildings constructed to the Future Buildings Standard”. However, Government notes that “the relationship between building fabric and energy demand in non-domestic buildings is complicated, and often a balance needs to be struck

between heating, cooling demands, and daylight provision. In some circumstances, providing extremely high levels of insulation can increase overall building energy use, and it is important that we encourage designers to seek the right specifications.”

- 3.2.11. Like FHS, we support the principles behind FBS but we want non-domestic buildings to be built to higher standards further and faster than proposed by Government.
- 3.2.12. Nevertheless, the policy below does build in two exception clauses, one of which relates to achieving a certain level of BREEAM. BREEAM assesses much wider issues than just energy use, such as water, waste, health and wellbeing and building materials. Each category is sub-divided into a range of assessment issues, each with its own aim, target and benchmarks. When a target or benchmark is reached, as determined by the BREEAM assessor, the development or asset score points, called credits. The category score is then calculated according to the number of credits achieved and its category weighting. Once the development has been fully assessed, the final performance rating is determined by the sum of the weighted category scores. As such, a building may not score highly on energy use, but score very highly on other matters and still consequently achieve an excellent or outstanding rating. Whilst this may mean a building which makes use of the BREEAM related exception clause below is not entirely compatible with the ‘net zero’ ambitions of this Local Plan, the wider environmental and carbon-related benefits of achieving an excellent or outstanding BREEAM rating is considered appropriate as an exception to meeting the main part of the Policy below.

Policy S7: Reducing Energy Consumption – Non-Residential Buildings

All new non-residential development proposals must include an Energy Statement which confirms that all such non-residential units:

1. Will meet the latest available Government published draft Future Buildings Standard (FBS) building specification, until such time that the final FBS specifications are mandated; and
2. Use no fossil fuel energy on-site (which means, for example, no connection to the gas network); and
3. Can generate at least the same amount of renewable electricity on-site (and preferably on-plot) as they demand over the course of a year, such demand including all energy use (regulated and unregulated), calculated using a methodology proven to accurately predict a building’s actual energy performance; and
4. To help achieve all above (and reduce the burden on achieving part 3 above), target achieving a space heating demand of around 15-20kWh/m²/yr and a total energy demand of 70 kWh/m²/yr. No unit to have a total energy demand in excess of 90 kWh/m²/yr, irrespective of amount of on-site renewable energy production. (For the avoidance of doubt, ‘total energy demand’ means the amount of energy used as measured by the metering of that building, with no deduction for renewable energy generated on site).

The Energy Statement must include details of assured performance arrangements. For major development, this will include arrangements for the annual energy use and renewable energy generation on-site to be reported and independently verified in-use each year for the first 5 years post occupation. Where performance is 20% or more worse than predicted in any particular year of those first five years, an Action Plan to address the poor performance must be produced within 6 months by the original developer and submitted to both the local planning authority and to each applicable occupier. Measures within the Action Plan must be meaningful to help address the identified poor performance. The performance reports and Action Plans will be published on our website, with developers ranked in order of the performance of their

buildings, to enable future property buyers to have confidence in the product being purchased from specific developers.

Exceptional Basis Clauses:

Below are set out two potential clauses allowing certain developments to not meet in full the policy requirements above.

Clause 1 (technical reasons):

Where, on an exceptional basis, points 3-4 cannot be met for technical (e.g. overshadowing) or other policy reasons (e.g. heritage) or other technical reason linked to the unique purpose of the building (e.g. a building that is, by the nature of its operation, an abnormally high user of energy), then the Energy Statement must demonstrate both why it cannot be met, and the degree to which each of points 3-4 are proposed to be met. A lack of financial viability will not be deemed either a technical or policy reason to trigger this exceptional basis clause.

Where this exceptional basis clause is utilised, and where it involved the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more, then the applicant must either:

- a) entering into an appropriate legal agreement which will either provide renewable energy infrastructure offsite equivalent to at least offsetting the additional energy requirements not achieved on site; or,
- b) entering into an appropriate legal agreement to provide a financial contribution to the applicable LPA of a value sufficient to enable that LPA to offset (via off site renewable energy infrastructure or other agreed offsite infrastructure) the remaining performance not achieved on site (with this being a minimum contribution of £5k and a maximum of £100k per 1,000 square metres); or
- c) demonstrate that the buildings will be connected to a decentralised energy network or combined heat and power unit, in accordance with Policy S8 below.

Clause 2 (use of an accredited certification scheme):

To simply (and hence speed up) the decision making process, applicants are able to demonstrate, as an alternative to policy requirements 3-4, that the proposal has compliance with BREEAM Outstanding or Excellent.

Reducing Energy Consumption – Decentralised Energy Networks and Combined Heat and Power

- 3.2.13. Decentralised energy is energy produced locally and close to where it will be used. This compares with electricity which is generated in a large power station and then sent through the national grid. Energy networks can be established to distribute energy (and heat) to buildings for heating and domestic hot water. Many decentralised energy systems and networks are powered by renewable or low carbon energy sources which will help minimise carbon emissions as well having the advantage, potentially, of being more reliable and less vulnerable than centralised systems.
- 3.2.14. Combined Heat and Power (CHP) is where both electricity and heat (or cooling) is generated from a single source of energy and is located locally to where the electricity and heat is consumed. CHP generation is also more efficient than traditional energy generation operating at around 65%-75% efficiency compared 50%.
- 3.2.15. Some decentralised energy networks rely on fossil fuels (e.g. gas) and therefore, whilst often more efficient than a centralised fossil fuel system, are still net carbon emitters.

Policy S8: Decentralised Energy Networks and Combined Heat and Power

Where an existing decentralised energy network exists in the locality, and such a network is likely operational in the long term (i.e. minimum 30 years), then major development proposals in the vicinity should consider connection to such an existing energy network provided that in doing so it does not require the network as a whole to increase its fossil fuel consumption (i.e. it should be demonstrated that the network either has spare and wasted capacity, or demonstrate that the energy in the decentralised network is sourced from renewable or electric sources).

Any proposal for a new or extended combined heat and power network will only be supported if the power source of such a network is either electricity or non-fossil fuel based.

Reducing Energy Consumption – Circular Economy

- 3.2.16. A circular economy is based on the principle of maximising the use of materials and resources through recycling, reusing and repairing as much possible which will help reduce energy use and carbon consumption. Circular economies can therefore help to preserve resources and reduce the environmental impacts of production and use of the earth's natural materials. A circular economy can also have positive local economy benefits, as it can be job creating in a local area to serve the circular economy, rather than a consumption economy which relies on imports from outside the area (including international imports).

Policy S9: Supporting a Circular Economy

The Joint Committee is aware of the high energy and material use consumed on a daily basis, and, consequently, is fully supportive of the principles of a Circular Economy.

Accordingly, and to complement any policies set out in the Minerals and Waste Development Plan, proposals will be supported, in principle, which demonstrate their compatibility with, or the furthering of, a strong circular economy in the local area (which could include cross-border activity elsewhere in Lincolnshire).

Reducing Energy Consumption – Embodied Carbon

- 3.2.17. A significant proportion of a building's lifetime carbon is locked into its fabric and systems. Embodied carbon means all the carbon dioxide (and other greenhouse gases) emitted in producing materials so in the case of buildings means all the emissions from the sourcing and construction of building materials, the construction of the building itself, all the fixtures and fittings inside and, arguably, the deconstruction and disposal at the end of a building's lifetime. Embodied carbon figures have been calculated for different dwelling types across Central Lincolnshire with the average embodied carbon figure of 45 tonnes of CO₂ per dwelling. Put another way, a brand-new home has already emitted 45 tonnes of CO₂ before it has been occupied. That's about the same as a typical petrol or diesel car emits over 10 years of average use. Addressing the embodied carbon can provide cost-effective potential for carbon savings and cost savings over and above those traditionally targeted through operational savings. Much of the low-hanging fruit of embodied carbon abatement is yet to be taken advantage of. It therefore provides a significant opportunity to reduce the carbon impact of the business and increase organisational carbon savings.

- 3.2.18. Reduction in embodied carbon is also not subject to ongoing building user behaviour in the way that operational carbon savings are. As a result, embodied carbon benefits can be more accurate and identifiable than predicted operational carbon reductions, particularly when the final occupant of the building is not known at the time.
- 3.2.19. Embodied carbon savings made during the design and construction stage are also delivered today. This contrasts with operational emissions savings which are delivered over time in the future. Indeed, a Kg of CO₂ saved over the next 5 years has a greater environmental value than a kg saved in say 10 or more years' time.
- 3.2.20. Embodied carbon assessment can also contribute to other sustainability targets and priorities beside carbon. For example, use of recycled content, recyclability of building materials, and reduced waste materials to landfill can all result from a focus on reducing embodied carbon and also contribute to waste reduction targets. Similarly, benefits to the local community can accrue from reduced on-site energy generation and cleaner fabrication processes which mitigate the impact of the development site on the local area; the use of more local sourcing and local supply chains can also support jobs and the economy in the locale (or if not local, at regional or national level).
- 3.2.21. This Local Plan supports measures to reduce embodied carbon through encouraging developers to demonstrate how developments over a specified floor area have reduced embodied carbon.

Policy S10: Embodied Carbon

All development should, where practical and viable, take opportunities to reduce the development's embodied carbon content, through the careful choice, use and sourcing of materials.

Major development proposals:

All major development proposals should explicitly set out what opportunities to lower a building's embodied carbon content have been considered, and which opportunities, if any, are to be taken forward.

In the period to 31 December 2024, there will be no requirement (unless mandated by Government) to use any specific lower embodied carbon materials in development proposals, provided the applicant has at least demonstrated consideration of options and opportunities available.

From 1 January 2025, there will be a requirement for a development proposal to demonstrate how the design and building materials to be used have been informed by a consideration of embodied carbon, and that reasonable opportunities to minimise embodied carbon have been taken. Further guidance is anticipated to be issued by the local planning authorities on this matter prior to 1 January 2025.

Reducing Energy Consumption – Water Efficiency

- 3.2.22. The supply and disposal of water has a significant carbon impact. Whilst the bulk (90%) of water-related carbon emissions come from the heating of water, the process of treating and pumping water to homes also has an impact (10%). Reducing water use (supply and disposal) therefore can have a significant carbon impact, even more so if that water is heated. Even small measures, such as a water butt, can make a difference – each time a

100l water butt is filled with rainwater, and used to water garden plants instead of using mains water, it saves 79g/CO₂ (Source: Water UK, which estimates the carbon footprint of 1 litre of domestic water is 0.79g/CO₂/l). That's a carbon saving on top of the wider water environment benefits of using rainwater rather than mains treated tap water.

- 3.2.23. One, arguably extreme, measure could be through new buildings using rainwater for wider use than garden use (such as for toilet flushing). However, some evidence suggests this may actually not be the most sustainable option, due to the on-site treatment and storage requirements, and may have a higher carbon footprint than the use of mains water. This Plan does not, therefore, promote or require such measures.

Policy S11: Water Efficiency and Sustainable Water Management

Water efficiency

To minimise impact on the water environment all new dwellings should achieve the Optional Technical Housing Standard of 110 litres per day per person for water efficiency as described by Building Regulation G2. Proposals which go further than this (to, for example, 85litres per day per person) would be particularly supported.

Water management

In addition to the wider flood and water related policy requirements (*Policy S20*), all residential development or other development comprising new buildings:

- with outside hard surfacing, must ensure such surfacing is permeable (unless there are technical and unavoidable reasons for not doing so in certain areas) thereby reducing energy demand on the water recycling network;
- with any flat-roofed area, should be a green roof (for biodiversity, flood risk and water network benefits), unless such roof space is being utilised for photovoltaic or thermal solar panels; and
- which is residential and which includes a garden area, must include a rain harvesting water butt(s) of minimum 100l capacity.

Reducing Energy Consumption – Existing Development

- 3.2.24. Whilst there is significant new development planned for Central Lincolnshire, the vast majority of buildings that will be occupied over the coming decades will be those built in earlier times when energy and performance standards were much lower than at present.
- 3.2.25. An Energy Performance Certificate (EPC) provides details of the energy performance of a property and is required for properties when constructed, sold or let.
- 3.2.26. The Minimum Energy Efficiency Standards (MEES) Regulations require all applicable properties to achieve an Energy Performance Certificate (EPC) of E or better. Separately, the Clean Growth Strategy (2017) has set a target for as many buildings as possible to achieve an EPC of C by 2030/35 and commits to keep energy efficiency standards under review.
- 3.2.27. Also of value, and supported by the Joint Committee, is PAS 2035:2019 Retrofitting Dwellings for Improved Energy Efficiency: Specifications and Guidance. Whilst targeted at existing homes (rather than new development, or home extensions) it is a key document in a framework of new and existing standards on how to conduct effective energy retrofits of existing buildings. It covers how to assess dwellings for retrofit, identify improvement

options, design and specify Energy Efficiency Measures (EEM) and monitor retrofit projects.

- 3.2.28. The standard drives the 'whole house approach' including the 'fabric first' methodology. It defines the qualifications and responsibilities of individual retrofit roles and respective activities required prior and post EEM installation. TrustMark Registered Businesses carrying out work within its scope are required to be compliant with its requirements, so if you are planning to have work done on your home, you may wish to ask about PAS 2035 and whether the builder is a TrustMark registered business.
- 3.2.29. Further details available here: www.trustmark.org.uk/ourservices/pas-2035/
- 3.2.30. In the context of all of the above, the following policy aims to assist in improving the energy efficiency of existing buildings, complementing the wider policies of this Plan which are primarily aimed at new buildings.

Policy S12: Reducing Energy Consumption in Existing Buildings

For all development proposals which involve the change of use of a building, or an extension to an existing building, the applicant is encouraged to consider all opportunities to improve the energy efficiency of that building (including the original building, if it is being extended)*.

Proposals which do consider and take such viable opportunities will, in principle and subject to other material considerations, be supported.

In particular, residential properties which, following an extension or conversion, will achieve an improved EPC rating overall will, in principle, be supported. To gain this in principle support, a pre-development EPC should be provided as part of the application, together with evidence as to how a completed development EPC is likely to be rated.

More generally, for any work on a residential property, the use of the PAS 2035:2019 Specifications and Guidance is encouraged.

**Note: for any heritage asset, any improvements to the energy efficiency of that asset must not cause harm to, or loss of, the significance of the asset. This may limit any feasible energy efficiency improvements.*

3.3. Theme 2 - Increase Renewable Energy Generation

- 3.3.1. The second section of this chapter focusses on what the Local Plan can do to facilitate an increase in renewable energy generated in Central Lincolnshire, as part of a transition towards a net-zero carbon future. It does this by proactively encouraging investment in renewable energy infrastructure, encouraging and supporting the delivery of wider transformation infrastructure (such as energy storage), and requiring certain infrastructure as part of new development where there is reasonable certainty that a net-zero carbon society would depend on such infrastructure.

Generating Renewable Energy

- 3.3.2. The generation and use of renewable energy reduces demand for fossil fuels, thus reducing harmful greenhouse gas emissions. Renewable energy technologies include:
- Photovoltaic solar panels- for electricity generation

- Thermal solar panels- for heating
- Wind turbines- for electricity generation
- Ground source heat pumps – for heating
- Air source heat pumps – for heating

3.3.3. Not only does the use of renewable energy reduce carbon emissions, and thus help address climate change, but it also has many other benefits too, namely:

- It is sustainable- renewable energy will not run out, unlike fossil fuels which are finite;
- The renewable energy sector creates jobs in the short and long term, for example, project planning, installation, operation and maintenance;
- Onshore wind offers the most cost-effective choice for electricity in the UK and these cost savings can be passed onto the consumer;
- Onshore wind technology is getting more efficient whilst maintaining the same footprint, and land between wind turbines can be used for other productive purposes, such as food production.

3.3.4. In Central Lincolnshire, whilst not set as either a cap or a ceiling, the aim of the Joint Committee that prepared this Plan is to facilitate the delivery of:

- **Wind:** 150MW capacity (compared with 0 MW currently installed), which equates to 75 x 2MW turbines, which would itself require something like 200-300 acres of land (that's approximately 150 football pitches). Of course, much of that 200-300 acres can still be used for other farming uses – the physical land take of the turbines would be very small indeed. In terms of height, a typical 2MW turbine is perhaps 90-100m tall to the hub, whereas the tip of the blade to the ground is perhaps 125-150m in height.
- **Solar PV:** 230MW capacity (compared with 149MW currently installed), which equates to approximately 1,000 acres of land requirement. That's approximately 650 football pitches. This land take might be less (but not eliminated), if large scale roof deployment was achieved to help deliver this capacity target.

3.3.5. For context, Central Lincolnshire occupies 525,000 acres of land, so the above combined land take (1,300 acres) equates to around 1/400th (0.25%) of the Central Lincolnshire area.

Wind Energy

3.3.6. In June 2015 Government issued a Written Statement⁴ on wind energy development, stating that, *when determining planning applications for wind energy development involving one or more wind turbines, local planning authorities should only grant planning permission if:*

- *the development site is in an area identified as suitable for wind energy development in a local or neighbourhood plan; and*
- *following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.*

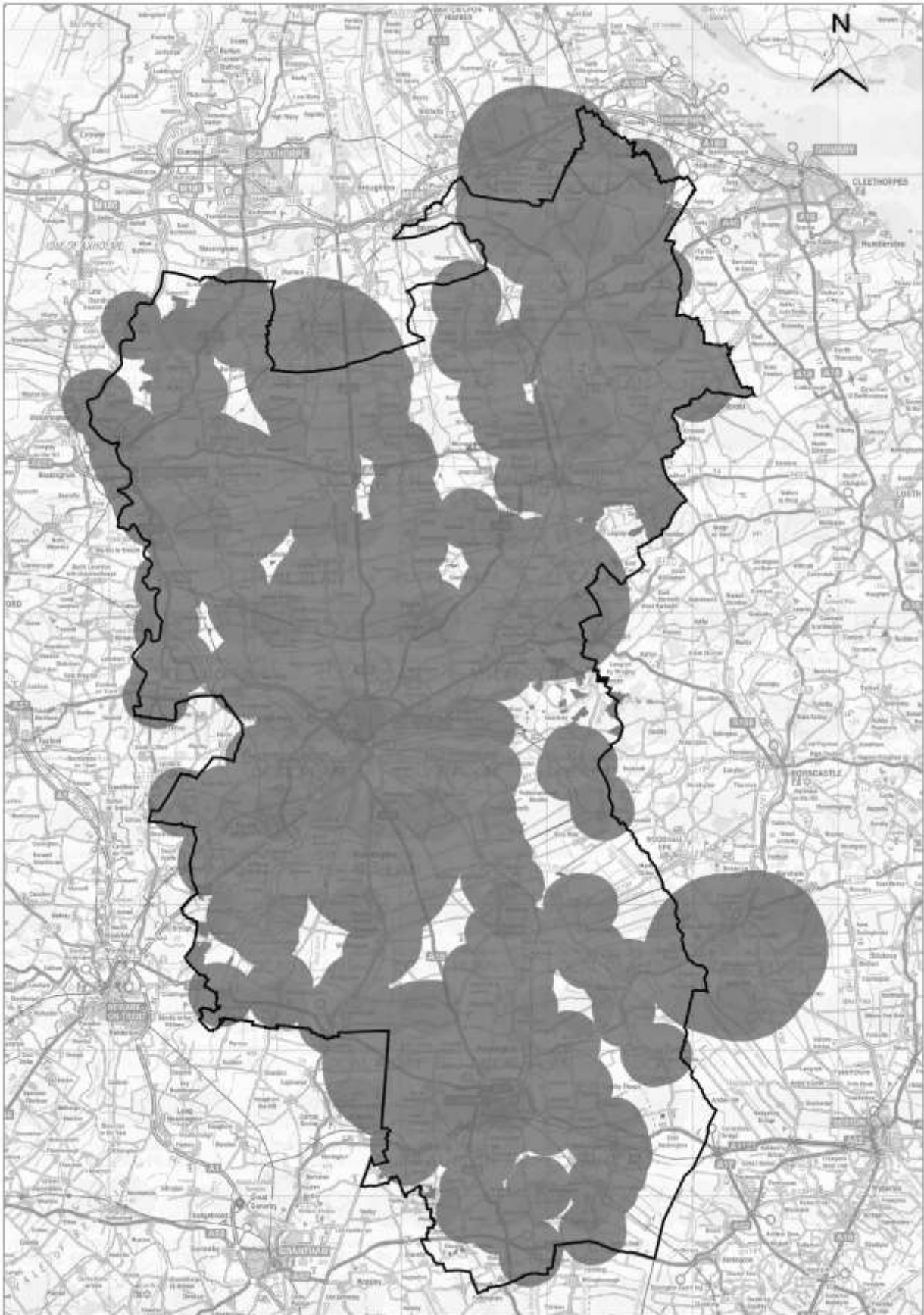
3.3.7. This position is transcribed in national policy (NPPF (2019) footnote 49).

⁴ <https://www.parliament.uk/globalassets/documents/commons-vote-office/June-2015/18-June/1-DCLG-Planning.pdf>

- 3.3.8. As mentioned in the introduction to this chapter, this Local Plan must be radical, and do more than merely ‘encourage’ action against climate change. As applications for wind turbines can (in accordance with the above national policy) only be approved if they are in a location identified as suitable for wind energy development, this Local Plan therefore identifies potentially suitable areas for wind turbine development. The alternative (i.e. not identifying any potentially suitable areas) would mean that wind turbine applications in Central Lincolnshire could only be approved if an area was identified in a neighbourhood plan: this could result in no or very limited wind turbine development, which would not be in line with Central Lincolnshire's ambition to facilitate a net zero carbon future and would be a barrier to this Local Plan making a legally required meaningful contribution to addressing the climate change crisis. Not identifying potentially suitable areas for wind turbine development would also make the goal of net zero carbon, whether by 2050 (UK legal requirement) or earlier (stated ambition of many authorities) harder to achieve, and result in greater pressure to adopt more revolutionary measures elsewhere. In principle, therefore, this Local Plan supports and helps facilitate the delivery of wind turbines.
- 3.3.9. Policy S13 below differentiates between small to medium scale turbines and medium to large turbines. This Local Plan establishes that the whole of the Central Lincolnshire area is potentially suitable for small to medium wind turbine development, while only the limited area shown indicatively on Map 2 (and defined on the Policies Map) is potentially suitable for the development of medium to large scale turbines.
- 3.3.10. Full details of the approach used to identify areas potentially suitable for medium to large wind turbine development are set out in a separate evidence document available on our website, but the following paragraphs provide a summary of our approach:
- 3.3.11. **Considering wind opportunity** – For wind turbines to be effective, there must be wind to power them. The East Midlands Low Carbon Energy Study (2011) highlighted that wind speeds in Central Lincolnshire are generally feasible for large-scale wind development and that wind speeds across Central Lincolnshire are consistently above 5.5m/s (the general threshold for economic viability). It is not considered that any material changes will have occurred since 2011 to impact this position, so it is maintained that, in principle, the opportunity for wind turbine development remains across the whole Central Lincolnshire area.
- 3.3.12. **Mapping of principal constraints** – The next step is identifying and mapping strategic level constraints to broadly identify the areas potentially suitable for wind turbine development. These constraints have been identified as:
- All settlements identified in the Settlement Hierarchy (plus 2km buffer)
 - Lincolnshire Wolds Area of Outstanding Natural Beauty
 - Areas of Great Landscape Value
 - Sites of Special Scientific Interest; Special Protection Areas; Special Areas of Conservations; Ramsars; National Nature Reserves; Local Wildlife Sites; Ancient Woodland
 - Protected Battlefields; Scheduled Monuments; Historic Parks and Gardens; Conservation Areas
 - 5km exclusion zone around airports and airfields, namely: Humberside; RAF Waddington; RAF Coningsby; Kirton Lindsey airfield; Sturgate airfield; Wickenby Aerodrome

- 3.3.13. For most of the constraints identified above, no additional 'buffer zone' around them has been included. To do so was deemed inappropriate, as the required distance between a wind turbine and a constraint may vary significantly depending on the specifics of the site and nature of the proposal: as such, proximity to the identified principal constraints will be a matter for detailed consideration at the time of application.
- 3.3.14. **Map of areas potentially suitable for wind turbine development** – When all of the principal constraints are combined the result is shown on the indicative Map 2 below, and set out in detail on the Policies Map. All areas not coloured in grey are potentially suitable for medium-large wind turbine development.
- 3.3.15. **Detailed assessment of applications** – It is important to stress that the areas on Map 2 and the Policies Map are only '*potentially suitable*' for medium-large scale wind turbines: if an area is not 'grey' (not constrained by a 'principal constraint') this does not mean that an application for a wind turbine or turbines would automatically be approved. It is not possible to easily and comprehensively map qualitative considerations, so such matters are considered at the point of application: all applications for wind turbines will be assessed against the detailed policy criteria set out in Policy S13 below, and all other relevant policies in this Local Plan, as well as policies in any relevant Neighbourhood Plan.
- 3.3.16. In addition, applicants will also have to demonstrate that any planning impacts identified by affected local communities have been fully addressed, in order to satisfy national policy.

Map 2: Map of area suitable in principle, subject to detailed assessment, for the development of medium to large wind turbines. Areas marked in grey are not suitable for medium to large wind turbines. Smaller turbines are, in principle (and subject to detailed assessment), supported throughout Central Lincolnshire.



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Policy S13: Renewable Energy

The Central Lincolnshire Joint Strategic Planning Committee is committed to supporting the transition to a net zero carbon future and will seek to maximise appropriately located renewable energy generated in Central Lincolnshire (such energy likely being wind and solar based).

Proposals for renewable energy schemes, including ancillary development, will be supported where the direct, indirect, individual and cumulative impacts on the following considerations are, or will be made, acceptable:

- i. As a result of its scale, siting or design, the impacts on the following issues are satisfactorily addressed: landscape character; visual amenity; biodiversity; geodiversity; flood risk; townscape; historic assets; and highway safety; and
- ii. aviation and defence navigation system/communications; and
- iii. Impacts on the amenities of sensitive neighbouring uses (including local residents) are minimised (including by virtue of noise, dust, odour, shadow flicker, air quality or traffic);

Testing compliance with part (i) above will be via applicable policies elsewhere in a development plan document for the area (i.e. this Local Plan; a Neighbourhood Plan, if one exists; any applicable policies in a Minerals or Waste Local Plan; and any further guidance set out in a Supplementary Planning Document).

In order to test compliance with part (ii) above will require, for relevant proposals, the submission by the applicant of robust evidence of the potential impact on any aviation and defence navigation system/communication, and within such evidence must be documented areas of agreement or disagreement reached with appropriate bodies and organisations responsible for such infrastructure.

In order to test compliance with part (iii) above will require, for relevant proposals, the submission by the applicant of a robust assessment of the potential impact on such users, and the mitigation measures proposed to minimise any identified harm.

For all matters in (i)-(iii), the applicable local planning authority may commission its own independent assessment of the proposals, to ensure it is satisfied what the degree of harm may be and whether reasonable mitigation opportunities are being taken.

Where significant adverse effects are concluded by the local planning authority following consideration of the above assessment(s), such effects will be weighed against the wider environmental, economic, social and community benefits provided by the proposal. In this regard, and as part of the planning balance, significant additional weight in favour of the proposal will arise for any proposal which is community-led for the benefit of that community.

In areas that have been designated for their national importance, as identified in the National Planning Policy Framework, renewable energy infrastructure will only be permitted where it can be demonstrated that it would be appropriate in scale, located in areas that do not contribute positively to the objectives of the designation, is sympathetically designed and includes any necessary mitigation measures.

Additional matters for solar based energy proposals

Proposals for solar thermal or photovoltaics panels to be installed on existing property will be under a presumption in favour of permission unless there is clear and demonstrable significant harm arising.

Proposals for ground based photovoltaics, including commercial large scale proposals, will be under a presumption in favour unless:

- there is clear and demonstrable significant harm arising; or
- the proposal is (following a site specific soil assessment) to take place on Best and Most Versatile (BMV) agricultural land, unless such land is peat based and the proposal is part of a wider scheme to protect or enhance the carbon sink of such land; or
- the land is allocated for another purpose in this Local Plan or other statutory based document (such as a nature recovery strategy or a Local Transport Plan), and the proposal is not compatible with such other allocation.

Additional matters for wind based energy proposals

Proposals for a **small to medium single wind turbine**, which is defined as a turbine up to a maximum of 40m from ground to tip of blade, are, in principle, supported throughout Central Lincolnshire (i.e. the whole of Central Lincolnshire is identified as a broad area potentially suitable for a such a single turbine), subject to meeting the above criteria (i)-(iii). Under this paragraph, no dwelling or other operation (e.g. a farm or a business) may have more than one turbine at any one time in the curtilage of that dwelling or other operation.

Proposals for **medium (over 40m from ground to tip of blade) to large scale wind turbines (including groups of turbines)** will, in principle, be supported only where they are located within an area identified as a ‘Broad Area Suitable for Larger Scale Wind Energy Turbines’ as identified on the Policies Map and (indicatively) on Map 2. Such proposals will be tested against: criteria (i)-(iii); National Planning Policy; and whether, following appropriate consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing (it being a planning judgement by the local planning authority as to whether or not the proposal has their backing).

Medium to large scale wind turbines must not be within 2km of a settlement boundary of a settlement identified in the Settlement Hierarchy. However, where a proposal is within 2km of any residential property, the following matters will need careful consideration as to the potential harm arising:

- Noise
- Flicker
- Overbearing nature of the turbines (established by visual effects from within commonly used habitable rooms)
- Any other amenity which is presently enjoyed by the occupier.

In this regard, no medium to large scale wind turbine within 700m of a residential property is anticipated to be supported, and proposals between 700-2,000m will need clear evidence of no significant harm arising.

For the avoidance of doubt, any medium to large scale wind turbine proposals outside of the identified Broad Area Suitable for Larger Scale Wind Energy Turbines should be refused.

Decommissioning renewable energy infrastructure

Permitted proposals will be subject to a condition that will require the facility to be removed and the site fully restored to its original condition (or as near as reasonably practical to its original condition) within one year of that facility becoming non-operational.

Protecting Renewable Energy Infrastructure

- 3.3.17. In addition to supporting the development of new renewable and low carbon energy schemes and installations, it is also important to protect existing schemes and installations, to ensure that their benefits to the environment and users (e.g., reduced heating bills) continue. Policy S14 therefore aims to safeguard such instalments.

Policy S14: Protecting Renewable Energy Infrastructure

Development should not significantly harm:

- a) the technical performance of any existing or approved renewable energy generation facility;
- b) the potential for optimisation of strategic renewable energy installations;
- c) the availability of the resource, where the operation is dependent on uninterrupted flow of energy to the installation.

Wider Energy Infrastructure

- 3.3.18. In order to support a move to a zero carbon Central Lincolnshire there is a need to move away from fossil fuels (gas, petrol, diesel, oil) towards low carbon alternatives and this transition needs to take place with increasing momentum in order to stay within identified carbon saving targets. The key implication of the move towards low carbon energy will be the increasing demand for electricity – demand for electrical energy is forecast to increase by 165% in Central Lincolnshire over the next 30 years. As a result, the infrastructure around energy, and in particular electrical infrastructure, will need to adapt and change to accommodate the increased need for the management and storage of electricity. Energy storage including battery storage, consideration of existing and new electricity sub-stations and energy strategies for large developments are required to help support the future energy infrastructure needs for Central Lincolnshire.

Policy S15: Wider Energy Infrastructure

The Joint Committee is committed to supporting the transition to net zero carbon future and, in doing so, recognises and supports, in principle, the need for significant investment in new and upgraded energy infrastructure.

Where planning permission is needed from a Central Lincolnshire authority, support will be given to proposals which are necessary for, or form part of, the transition to a net zero carbon sub-region, which could include: energy storage facilities (such as battery storage or thermal storage); and upgraded or new electricity facilities (such as transmission facilities, sub-stations or other electricity infrastructure).

However, such proposals should take all reasonable opportunities to mitigate any harm arising from such proposals, and take care to select appropriate locations for such facilities thereby minimising harm arising.

3.4. Theme 3 – Carbon Sinks

- 3.4.1. Peat and peat soil are increasingly being recognised as major carbon storage resources and when these are damaged or lost they can become a major source of greenhouse gas emissions. Less than 1% of England’s deep peat has been identified as undamaged, with

almost a quarter being under cultivation. As a result, countries are being encouraged to include peatland restoration as part of their commitments to global international agreements such as the Paris Agreement on climate change. As well as storing carbon, peat also provides important habitats for biodiversity and increasingly plays a major role in managing flood risk as part of natural flood management processes.

- 3.4.2. In Central Lincolnshire, existing peatland is classed as fen peat which has been identified and mapped and can be mainly found in low lying areas adjacent to waterways including near Gainsborough, Lincoln, North Kelsey and Sleaford. Although they make up a relatively small area of Central Lincolnshire they should be protected and preserved wherever possible to ensure they continue to store carbon.
- 3.4.3. The importance of trees in helping stabilise soils, mitigate flood risk and provide biodiversity will be given significance when development proposals are being considered and where tree cover levels will be affected.

Policy S16: Carbon Sinks

Existing carbon sinks, such as peat soils, must be protected, and where opportunities arise they should be enhanced in order to continue to act as a carbon sink.

Where development is proposed on land containing peat soils or other identified carbon sink, the applicant must submit a proportionate evaluation of the impact of the proposal on either (a) the peat soil's carbon content and an appropriate soil management plan, or (b) any other form of identified carbon sink.

There will be a presumption in favour of preservation of peat and other carbon sinks in-situ. Proposals that will result in unavoidable harm to, or loss of, peat soils or other identified carbon sinks will only be permitted if it is demonstrated that:

- a) the site is allocated for development;
- b) there is not a less harmful viable option to development of that site;
- c) the amount of harm has been reduced to the minimum possible; and
- d) appropriate, satisfactory provision is made for the evaluation, recording and interpretation of the peat soils or other form of carbon sink before commencement of development.

For peat soils that are to be removed, the soils must be temporarily stored and then used in a way that will limit carbon loss to the atmosphere.

Proposals to enhance peat soils and protect its qualities will be supported. Proposals to help strengthen existing, or create new, carbon sinks will be supported.

Carbon Sequestration

The net increase or decrease in tree cover as a consequence of a development will be a material consideration in the decision-making process in terms of the carbon sequestration consequences of the proposal. Considerable weight in favour of a proposal will be given where the net situation is a considerable increase in tree cover (and hence the positive and significant contribution to carbon sequestration), unless such additional tree cover is likely to have a negative net carbon impact (such as planting on peat soils). Where the net situation is a loss of trees, weight against a proposal will be given as a consequence of the loss of carbon sequestration, with the degree of weight dependent on the scale of net loss.

Policy S65 provides greater detail on tree planting requirements.

3.5. Theme 4 - Facilitating a Transition to Net-zero Carbon Lifestyles

- 3.5.1. Central Lincolnshire's emissions come from a variety of sectors and activities. The Local Plan can influence many of these to a varying extent, but not to the full extent that would ensure a transition to net zero carbon across the whole plan area. National policy, sectoral practices, technological advance and individual behaviours will also shape the carbon outcomes.
- 3.5.2. Nevertheless, this Theme 4 section includes two policies to help with the transition towards a net zero society.

Transport - Transitioning Away from Fossil Fuel Use

- 3.5.3. Transport is the largest source of CO₂ emissions in the UK, including in Central Lincolnshire. This is mostly due to road transport, where small increases in fuel efficiency have been cancelled out by an increase in mileage. The total amount of transport emissions has remained fairly similar in recent years, in contrast to other sectors which have shrunk their emissions. Lincolnshire has had a 46% increase in road mileage from 1993 to 2018. A switch to electric vehicles is underway but has been slow. The national ban on new diesel and petrol cars from 2030 will help, but existing cars will remain in use long after that. Nevertheless, it is beyond doubt that we are at the start of the transition away from fossil fuel combustion engines to electric vehicles, a process which may have almost come to its conclusion by the end date of this Local Plan.
- 3.5.4. With such monumental change on the horizon, it is imperative that the built environment be ready.
- 3.5.5. Policy S17 below sets the minimum requirements for electric vehicle charging points and associated infrastructure. For residential development, the policy does not require full vehicle charging points to be installed at the point of development, but does require essential infrastructure to be put in place to enable the rapid and cheap roll out of charging facilities, when electric vehicles become more mainstream. As part of this, and in line with the principle established by Government of all new homes being 'net zero ready', the policy below also requires all new homes to be 'electric vehicle ready'.
- 3.5.6. It is anticipated that, during the life of the Local Plan, there may be amendments to the Building Regulations mandating the provision of electric vehicle charging points, which go further than the provisions set out in the policy below. Should that arise, then of course those regulations supersede the provisions set out below.

Policy S17: Electric Vehicle Charging

All applications that include provision of parking spaces will be required to provide the following as a minimum:

All use classes except C3 and C4:

1. Fully operative and useable without hindrance (other than any reasonable fee charging mechanism) electric vehicle charging points at 10% of the parking spaces (rounded up to the nearest whole number). Such charging points should be of a 'rapid' (approximately

30 minutes), ‘fast’ (approximately 2-4 hours) or ‘slow’ (over 4 hours) nature to match the intended use of the parking spaces, unless it is not presently technically feasible or appropriate to install rapid or fast charge points; and

2. Electricity infrastructure on the site that is sufficient to enable further charging points to be easily added at a later date (this means that each car parking space must have accessible and hard wearing ducting in place, from a source of suitable (i.e. kW output) electricity to that space, to enable that space to install a suitable charge point in the future without the need for intrusive excavation works).

Residential use classes C3 and C4:

3. Each dwelling must, as a minimum, be ‘electric vehicle ready’, by having a sufficient and accessible electrical supply point to the on-site driveway and, if applicable, garage (i.e. both locations, if a development includes both), or to an allocated parking space if the dwelling has no private on-site parking space, to enable owners (or other authorities, if off site) to install a vehicle charging point easily in the future if desired; and
4. Each such supply point should be clearly identified on the ground before occupation; and
5. Prior to occupation, the new occupier must be presented with a description as to how the home is ‘electric vehicle ready’, explaining what steps the home owner would need to take should the home owner have, or gain in the future, an electric vehicle.

Fossil Fuels – Transitioning Away from Fossil Fuel Extraction

3.5.7. The current Lincolnshire Minerals and Waste Local Plan, prepared several years ago (and adopted in 2016), includes a policy which supports the “exploration, appraisal and/or production of conventional and unconventional hydrocarbons” (Policy M9). However, the Central Lincolnshire Joint Strategic Planning Committee has taken the view that both the legislative and policy context has evolved considerably since then. Indeed, the remaining carbon budget, at both a local and a global level, cannot be met if fossil fuels continue to be extracted and consumed. The economy needs to move to low carbon energy, and Policy M9 is not compatible with that need.

3.5.8. As such, the Joint Committee is against any form of fossil fuel exploration, extraction, production or energy generation in its area.

Policy S18: Fossil Fuel Exploration, Extraction, Production or Energy Generation

Any proposal for fossil fuel based exploration, extraction, production or energy generation for the determination by a Central Lincolnshire authority will be refused on the basis that any remaining fossil fuels in Central Lincolnshire should remain under the ground as part of the areas commitment to a net zero-carbon society and economy.

Should any such proposal be for the determination of another body, then the presumption of the applicable Central Lincolnshire authority(s) will be opposition to such a proposal as a matter of principle.

3.6. Theme 5 - Adapting to a Changing Climate

3.6.1. This final section of the chapter acknowledges that climate change is happening and, even if we meet our legal obligations set by the Paris Agreement and the 2006 Act, there will be consequences that society will have to prepare for and learn to adapt to. It is important that new development enables society to respond to that change and adapt our built environment to accommodate those changes.

3.6.2. As part of this consideration is making sure that new development takes full account of flood risk, both current risk and future forecast risk.

3.6.3. Furthermore, the built environment should be built to last: buildings should be designed in a way that they are adaptable and can be fit for purpose in the long term, even if their use changes. Adaptable building design avoids, or at least minimises, waste, the use of materials, and overall emissions from the demolition and redevelopment of buildings that are no longer fit for purpose and incapable of being easily changed.

Adapting to a Changing Climate – Building Design

3.6.4. The built environment should be built to last: buildings should be designed in a way that they are adaptable and can be fit for purpose in the long term, even if their use changes. Adaptable building design avoids, or at least minimises, waste, reduces the use of materials, and reduces overall emissions from the demolition and redevelopment of buildings that are no longer fit for purpose or incapable of being easily changed.

3.6.5. Overheating is also an area of growing concern. Government published alongside the Future Homes Standard consultation in October 2019 research on home overheating which demonstrated that during warm years, overheating will occur in most new homes in most locations in England, particularly in London. The research also showed that mitigation techniques, such as solar shading and increased ventilation, are highly effective at reducing indoor temperatures, which in turn reduces the risk of mortality and the impact on productivity associated with sleep loss. Accordingly, Government is presently considering, via its Future Buildings Standard programme, the introduction of new Building Regulations “to introduce a new regulatory requirement for overheating mitigation, alongside new statutory guidance, with the aim of reducing overheating risk in new-build residential buildings.” Any such new Regulations should be read in conjunction with the policy requirements under ‘heat resilience’ set out below.

Policy S19: Resilient and Adaptable Design

Heat resilience

In order to prevent and minimise the impacts of overheating in the built environment, applicants must demonstrate, commensurate with the scale and location of the proposal, consideration of:

1. how the design of the development minimises overheating and reduces demand on air conditioning systems, including considering:
 - a) orienting buildings to maximise the opportunities for both natural heating and ventilation and to reduce wind exposure; and
 - b) measures such as solar shading, thermal mass and appropriately coloured materials in areas exposed to direct and excessive sunlight;

In considering the above, the balance between solar gain versus solar shading will need to be carefully managed.

2. the potential to incorporate a green roof and/or walls to aid cooling, add insulation and enhance biodiversity.

Adaptable design

Applicants should design proposals to be adaptable to future social, economic, technological and environmental requirements in order to make buildings both fit for purpose in the long term and to minimise future resource consumption in the adaptation and redevelopment of buildings in response to future needs. To meet this requirement, applicants should undertake the following, where applicable:

3. Allow for future adaptation or extension by means of the building's internal arrangement internal height, detailed design and construction, including the use of internal stud walls rather than solid walls to allow easier reconfiguration of internal layout;
4. Provision of internal space to successfully accommodate 'home working';
5. Provision of electric car charging infrastructure (*see Policy S17*);
6. Infrastructure that supports car free development and lifestyles;
7. Having multiple well-placed entrances on larger non-residential buildings to allow for easier subdivision; and
8. Is resilient to flood risk, from all forms of flooding (*see Policy S20*).

3.7. Flood Risk and Water Resources

- 3.7.1. Central Lincolnshire's rivers and water resources are a valuable asset, supporting wildlife, recreation and tourism, as well as providing water for businesses, households and agriculture. Inland waterways are a multifunctional asset that can contribute towards many Local Plan objectives, including important opportunities for regeneration, tourism, and sustainable transport. Water resources require careful management to conserve their quality and value and to address drainage and flooding issues.

Flood Risk

- 3.7.2. In accordance with the NPPF and supporting technical guidance, Policy S20 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 flooding 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. In allocating sites within this Local Plan, an SFRA Level 1 and Level 2 has been undertaken, as appropriate, to inform the process.
- 3.7.3. A sequential risk based approach to the location of development, known as a 'sequential test,' will be applied to steer new development to areas with the lowest probability of flooding. If, following the application of the sequential test, it is not possible, consistent with wider sustainability objectives, for development to be located in areas with a lower probability of flooding, the exception test may be applied. The exception test, in line with NPPF, requires development to show that it will provide wider sustainability benefits to the community that outweigh flood risk, that it would be safe for its lifetime taking account of the vulnerability of its users, without increasing risk elsewhere and, where possible, will reduce flood risk overall.
- 3.7.4. 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), Lincolnshire County Council as Lead Local Flood Authority (LLFA), Anglian Water and Severn Trent Water Companies, the Canal and River Trust, a number of Internal Drainage Boards (IDBs) and the three Local Authorities. Flood defences protect many of the existing built-up areas from river flooding to a currently

acceptable standard, but it is anticipated that the risk of flooding will increase in the future as a result of climate change. These include predicted sea level rise, more intense rainfall and increased river flows.

- 3.7.5. Many of Central Lincolnshire's settlements were originally established adjacent to rivers or other water bodies. Over time these same settlements have grown into the main centres of population in Central Lincolnshire and now represent, in terms of wider sustainability criteria, the most sustainable locations for future development. A careful balance therefore needs to be struck between further growth in these areas to ensure their communities continue to thrive and the risk of flooding.
- 3.7.6. With the increased likelihood of more intense rainfall combined with further development in Central Lincolnshire, there will be an increase in the incidence of surface water runoff, placing greater pressure on existing drainage infrastructure. The discharge of surface water to combined sewer systems should be on an exceptional basis only. This will ensure that capacity constraints of existing systems are not put under severe pressure by placing unnecessary demands on existing sewage works and sewage systems which in turn could compromise the requirements of the Water Framework Directive. The discharge of surface water to combined sewer systems can also contribute to surface water flooding elsewhere.
- 3.7.7. Sustainable Drainage Systems (SuDS) are used to replicate, as closely as possible, the natural drainage from a site before development takes place without transferring pollution to groundwater. Developers should ensure that good SuDS principles consistent with national standards are considered and incorporated into schemes as early in the development process as possible. Reference should be made to the Lincolnshire County Council Development Roads and Sustainable Drainage Design Guide. This provides information on planning and adoption milestones and requirements and lists the essential technical documents and information required at various stages of the planning and adoption process to enable the necessary processes to be progressed. When SuDS features which meet the legal definition of sewers are to be adopted by the relevant water company for the area, reference should be made to the Design and Construction Guidance.

Protecting the Water Environment

- 3.7.8. The Central Lincolnshire authorities work closely with water companies, the EA and other relevant bodies to ensure that infrastructure improvements to manage increased waste water and sewage effluent produced by new development are delivered in a timely manner, and to ensure that, as required by the Water Framework Directive, there is no deterioration to water quality and the environment.
- 3.7.9. Groundwater Source Protection Zones (SPZs) are areas of groundwater where there is a particular sensitivity to pollution risks due to the closeness of a drinking water source and how the groundwater flows. They are used to protect abstractions used for public water supply and other forms of distribution to the public such as breweries and food production plants. Development in the SPZs will be expected to comply with the EA's guidance document, 'Groundwater Protection: Principles and Practice (GP3)' or any subsequent replacement.
- 3.7.10. Parts of Central Lincolnshire are currently constrained by the capacity of water recycling infrastructure, and will require coordinated timing between development and new or improved 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.

- 3.7.11. Central Lincolnshire lies within the East Midlands area of serious water stress where drought is a cause for concern. This is a major challenge in the context of Central Lincolnshire's planned growth, and will require careful conservation and management of water resources to ensure that demand for water can be achieved in a sustainable manner. It also provides the justification to require, via this Local Plan, the higher water efficiency standard of 110 litres per day which can be achieved through the installation of water efficient toilets, showers and taps. Water re-use measures are encouraged wherever feasible in order to reduce consumption and demand on the mains water supply further.
- 3.7.12. The River Trent as it skirts the edge of Central Lincolnshire and runs adjacent to the main town of Gainsborough, from Cromwell Weir to the River Humber, is tidal and flows into the internationally important Humber Estuary. The River Witham passing through Central Lincolnshire and the City of Lincoln flows into the Wash, also of international importance. As such, any proposals that affect or might affect the marine area should make reference to and be guided by the Marine Policy Statement and supporting guidance or any subsequent replacement. The Marine Policy Statement provides a shared UK vision for clean, healthy, safe, productive and biologically diverse oceans and seas by ensuring a consistent approach to marine planning across UK waters.
- 3.7.13. To support the planning process and provide a better understanding of flood risk, drainage management and water management in the area, data from the EA, LLFA, IDBs and Water Resources East have been used to inform the SFRA Level 1 and 2, site allocations and Local Plan policies. In preparing the Local Plan, the Joint Lincolnshire Flood Risk and Drainage Management Strategy, Partnership Approach to Catchment Management, Water Resources Management Plan and the GLLEP Water Management Plan have been referenced.
- 3.7.14. All relevant development proposals, where appropriate, should be discussed with the Local Planning Authority in liaison with the EA, Water Services Provider, IDBs and the LLFA at the earliest opportunity, preferably at pre-application stage. This should ensure flood risk and drainage solutions, particularly where required on site, can be factored into the development process as early as possible.

Policy S20: Flood Risk and Water Resources

Flood Risk

All development proposals will be considered against the NPPF, including application of the sequential and, if necessary, the exception test.

Through appropriate consultation and option appraisal, development proposals should demonstrate:

- a) that they are informed by and take account of the best available information from all sources of flood risk and by site specific flood risk assessments where appropriate;
- b) that there is no unacceptable increased risk of flooding to the development site or to existing properties;
- c) that the development will be safe during its lifetime taking into account the impacts of climate change, does not affect the integrity of existing flood defences and any necessary flood mitigation measures have been agreed with the relevant bodies;

- d) that the adoption, ongoing maintenance and management of any mitigation measures have been considered and any necessary agreements are in place;
- e) how proposals have taken a positive approach to reducing overall flood risk and have considered the potential to contribute towards solutions for the wider area; and
- f) that they have incorporated Sustainable Drainage Systems (SuDS) in to the proposals unless they can be shown to be inappropriate.

Protecting the Water Environment

Development proposals that are likely to impact on surface or ground water should consider the requirements of the Water Framework Directive.

Development proposals should demonstrate:

- g) that water is available to support the development proposed;
- h) that adequate foul water treatment and disposal already exists or can be provided in time to serve the development;
- i) that they meet the Building Regulation water efficiency standard of 110 litres per occupier per day or the highest water efficiency standard that applies at the time of the planning application (*see also Policy S11*);
- j) that water reuse and recycling and rainwater harvesting measures have been incorporated wherever possible in order to reduce demand on mains water supply as part of an integrated approach to water management (*see also Policy S11*);
- k) that they have followed the surface water hierarchy for all proposals:
 - i. surface water runoff is collected for use;
 - ii. discharge into the ground via infiltration;
 - iii. discharge to a watercourse or other surface water body;
 - iv. discharge to a surface water sewer, highway drain or other drainage system, discharging to a watercourse or other surface water body;
 - v. discharge to a combined sewer;
- l) that no surface water connections are made to the foul system;
- m) that surface water connections to the combined or surface water system are only made in exceptional circumstances where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments) and where there is no detriment to existing users;
- n) that no combined sewer overflows are created in areas served by combined sewers, and that foul and surface water flows are separated;
- o) that development contributes positively to the water environment and its ecology where possible and does not adversely affect surface and ground water quality in line with the requirements of the Water Framework Directive;
- p) that development with the potential to pose a risk to groundwater resources is not located in sensitive locations to meet the requirements of the Water Framework Directive;
- q) how Sustainable Drainage Systems (SuDS) to deliver improvements to water quality, the water environment and to improve amenity and biodiversity net gain wherever possible have been incorporated into the proposal unless they can be shown to be impractical;
- r) that relevant site investigations, risk assessments and necessary mitigation measures for source protection zones around boreholes, wells, springs and water courses have been agreed with the relevant bodies (e.g. the Environment Agency and relevant water companies);
- s) that suitable access is safeguarded for the maintenance of water resources, flood defences and drainage infrastructure; and
- t) that 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, the Canal and River Trust or local Council).

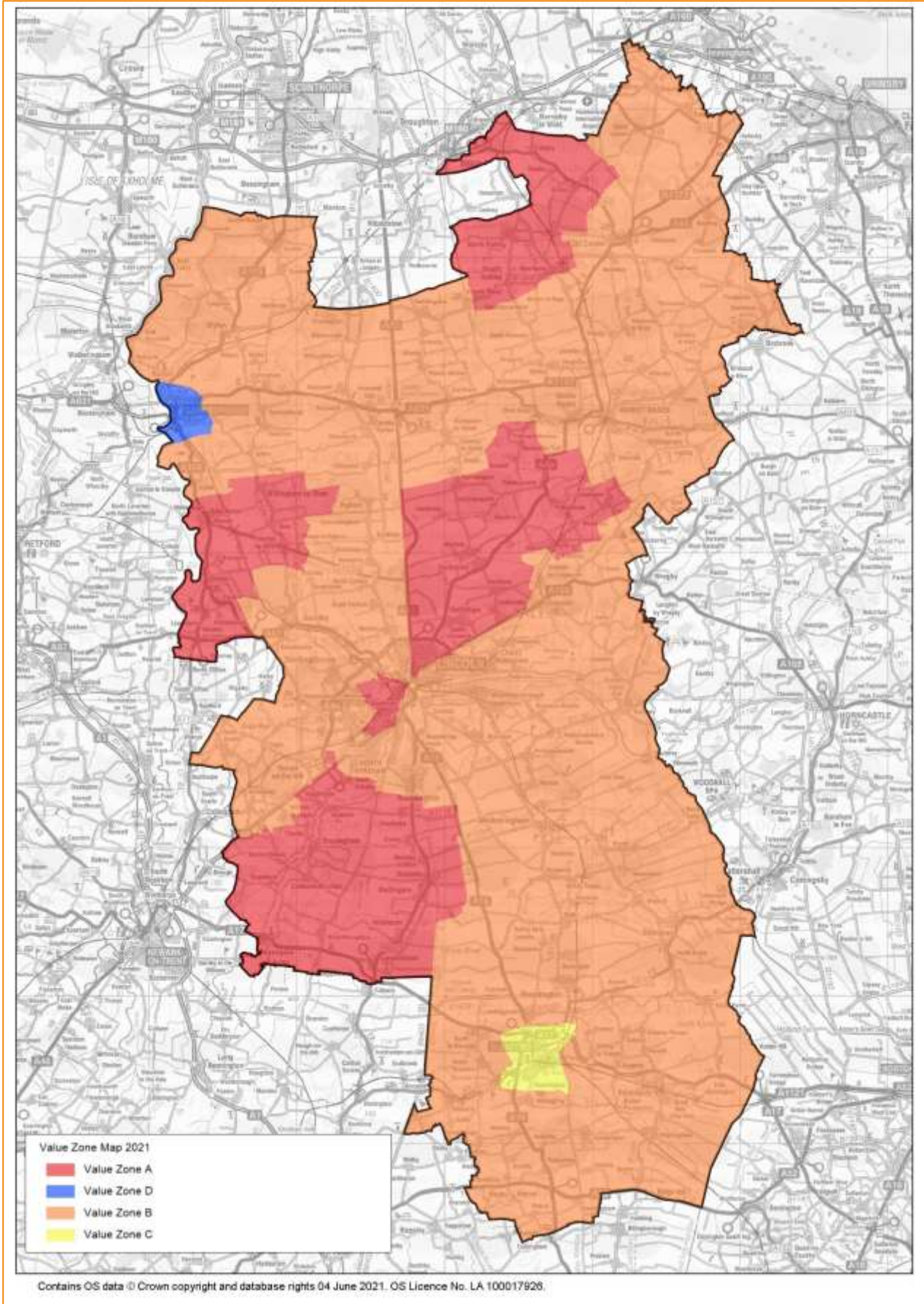
4. Housing

4.1. Affordable Housing

- 4.1.1. The NPPF requires local planning authorities to deliver a sufficient supply of homes and states that “*the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies*”.⁵
- 4.1.2. The Central Lincolnshire Housing Needs Assessment (HNA) (2020) updated the evidence in the Strategic Housing Market Assessment (SHMA) (2015) to provide the evidence for affordable housing need in Central Lincolnshire. The HNA findings suggest that across Central Lincolnshire, there is a newly arising need for 592 affordable homes per year to 2040 taking into account the existing backlog. To help meet this need it is therefore important that a proportion of all new housing developments are affordable, subject to viability.
- 4.1.3. For developer contributions, national guidance is clear that the viability considerations of the policy requirement for affordable housing should be considered as a whole with other policy requirements such as infrastructure contributions. This means that it is important that we get the right balance between meeting affordable housing and infrastructure needs whilst ensuring that Central Lincolnshire continues to be an attractive and viable place to build and invest.
- 4.1.4. To help inform this balance, an assessment of the Whole Plan Viability has been undertaken which takes into account costs of building new homes and costs associated with policies in this local plan against the sales values of homes in Central Lincolnshire. This Whole Plan Viability Assessment informed what level of affordable housing can be sought, and where, whilst ensuring that development remains viable – a key requirement for local plans. The Whole Plan Viability Assessment identified four value zones which are distinctive by the sales values achieved within these areas, these are shown on Map 3 below:

⁵ NPPF (2019) paragraph 61.

Map 3: Map showing the value zones in Central Lincolnshire with red indicating Value Zone A, orange Value Zone B, yellow Value Zone C and blue Value Zone D.



- 4.1.5. Some parishes within North Kesteven District are designated as a rural area under section 157(1) of the Housing Act 1985 as amended and in West Lindsey an application has been made to secure a similar designation. In these areas it is possible to seek affordable housing from sites of 5 or more dwellings rather than the generally applied threshold of 10 or more dwellings.⁶
- 4.1.6. Affordable housing is defined as housing for sale or rent for those whose needs are not met by the market. The NPPF breaks this down into defined types including affordable housing for rent, starter homes, discounted market sales housing and other affordable routes to home ownership. It is important that a variety of affordable tenures is retained to maintain a supply of homes to meet the varied needs and affordability levels. The NPPF stipulates that at least 10% of all homes delivered on major development sites should be *“available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups.”*⁷
- 4.1.7. In May 2021, the Government introduced First Homes, a new tenure of affordable housing, to the Planning Practice Guidance (PPG). First Homes are a specific type of discounted market housing which are discounted by a minimum of 30% against market value, sold to people meeting set eligibility criteria.⁸ The PPG stipulates that First Homes should make up at least 25% of all affordable housing units being delivered through planning obligations. The purpose of First Homes is, as set out in the PPG, a mechanism to allow people, particularly key workers, to get on the housing ladder in their local area.
- 4.1.8. The PPG establishes national thresholds, percentages, caps and eligibility criteria for First Homes, but it also grants substantial opportunity for local deviation where evidence demonstrates that such a change is justified.
- 4.1.9. The Central Lincolnshire HNA sets out detailed information about affordability of various housing products when considering average local incomes. For example, in 2019 60% of households in Lincoln had an annual household income of less than approximately £30,000. This figure was slightly higher in West Lindsey at about £35,000 and in North Kesteven at £40,000.⁹ These are substantially lower than the national annual household income cap of £80,000 to be eligible for First Homes. Furthermore, the HNA also demonstrates that 90% of households across Central Lincolnshire have an annual household income of less than £80,000.
- 4.1.10. Furthermore, the PPG stipulates that First Homes cannot be priced greater than £250,000 outside of Greater London, after the discount has been applied – this would mean the full market value of more than £350,000, based on a 30% discount being applied. The HNA identifies that average house prices paid across Central Lincolnshire were substantially below this in 2019 at between £171,000 and £217,000.
- 4.1.11. This evidence in the HNA clearly demonstrates that if the £250,000 cap were applied in Central Lincolnshire it would render the product unaffordable for the majority of first time

⁶ The North Kesteven District Council designation can be viewed at <https://www.n-kesteven.gov.uk/resources/assets/attachment/full/0/68170.pdf> and its policy showing the areas designated is available at <https://www.n-kesteven.gov.uk/resources/assets/attachment/full/0/68174.pdf>

⁷ NPPF (2019) paragraph 64.

⁸ PPG Reference ID: 70-001-20210524

⁹ Central Lincolnshire Housing Needs Assessment (2020) – Figure 7.5

buyers¹⁰. Therefore, a reduced cap will be applied for First Homes in Central Lincolnshire of £140,000 (or full market value equivalent of £200,000 when 30% discount is applied). This cap will ensure that the product is aligned to Government's intention for First Homes and delivers homes that are truly affordable to people looking to get onto the property ladder as they will be accessible to approximately 50% of households in Central Lincolnshire. The minimum discount of 30% will be applied to First Homes but larger discounts will also be welcomed to bring the value below the £140,000 cap.

- 4.1.12. It should be noted that £140,000 is not a target selling price, if the open market value of the First Home is below £200,000, before the 30% discount is applied, this will deliver a First Home price figure lower than £140,000. Providing a range of First Homes that offer a range of prices up to £140,000, to maximise affordable options is welcomed.
- 4.1.13. Affordable housing will be delivered through different mechanisms including: contributions from developers; securing funding from Homes England and other external agencies; utilising the Central Lincolnshire authorities' resources, including developing Council housing; working with partner Registered Providers; delivery of rural exception sites either through an application or through a neighbourhood plan; First Homes exception sites built at the edge of settlements¹¹ (as is dealt with through Policy S4); and maximising the take up of Government initiatives for intermediate or assisted home ownership.
- 4.1.14. Based on evidence, Policy S21 below sets out the approach to securing affordable housing from developments in Central Lincolnshire.

Policy S21: Affordable Housing

Part One: Affordable Housing

The strategic aim will be to deliver the c.12,000 affordable dwellings that are needed during the plan period to meet the needs of residents unable to meet their own housing need through the open market, though it is recognised that for viability reasons not all this need will be met through the planning system alone. The affordable housing needs of the most vulnerable groups will be prioritised wherever possible.

To help maximise what the planning system can contribute to meeting affordable housing need, affordable housing will be sought on all qualifying housing development sites:

- a) of 10 or more dwellings or 0.5 hectares or more; or
- b) within a designated rural area within North Kesteven District, of 5 or more dwellings.

Where a site qualifies for affordable housing under a) and b), the percentage sought will be based on the value zones indicated on Map 3:

- c) Value Zone A 25%;
- d) Value Zone B 20%;
- e) Value Zone C 15%; and
- f) Value Zone D 10%

¹⁰ Based on a 10% deposit and a four times income multiplier for a mortgage, an annual household income of more than £55,000 would be required to afford this – a figure which is not achieved by between 75% and 85% of households in Central Lincolnshire.

¹¹ NPPF (2019) paragraph 71.

Of the affordable dwellings provided, the exact tenure mix should be identified through discussions with the local authority and informed by the latest Government guidance and up-to-date local Housing Need Assessment (HNA). The starting point for discussions will be based on delivery of 25% of all affordable housing delivered through planning obligations as First Homes, after which priority will be for delivery of affordable rent, subject to satisfying national policy requirements for 10% all housing being for affordable home ownership. This will form the basis of a S106 Agreement to accompany the planning permission.

First Homes are homes priced at least 30% below full market value at a maximum value of £140,000 after the discount has been applied.

Affordable housing shall be provided on-site, unless it can be demonstrated that exceptional circumstances exist which necessitate provision on another site within the control of the applicant, or the payment of a financial contribution to the relevant local planning authority (equivalent in value to it being provided on-site as specified in the latest Developer Contributions SPD), to enable the housing need to be met elsewhere.

Affordable housing should integrate seamlessly into the site layout amongst the private housing.

If a development scheme comes forward which is below these thresholds and thus does not require the provision of affordable housing, but the scheme is followed by an obviously linked subsequent development scheme at any point where the original permission remains extant, or up to 5 years following completion of the first scheme, then, if the combined total of dwellings or site size provided by the first scheme and the subsequent scheme/s exceed the thresholds in a) or b) as appropriate, then this all of part one of this policy will be applied as a whole, with the precise level of affordable housing to be provided being 'back dated' to include the earlier scheme(s).

Part Two: Specialist housing for older people

Where specialist housing for older people is provided as private provision, including within a residential care home setting, an affordable housing contribution will be sought in line with the requirements set out above.

Part Three: Rural affordable housing

In the countryside, immediately adjacent to an existing settlement, where through an assessment of local needs there is an identified need for affordable housing, permission for rural affordable housing may be permitted as an exception to policies in this Local Plan. To facilitate delivery of such schemes, the local planning authority may consider whether allowing a limited amount of market housing would be appropriate, taking into account the location of the site, the degree of need for affordable homes and the quantity of affordable homes delivered on the site.

Proposals for First Home exception sites will be supported in line with Policies S3 and S4. A small proportion of market housing will only be considered acceptable on First Home exception sites where they will deliver a proportion of affordable rent properties on the site. The exact proportion of market housing acceptable on a scheme will be considered against the amount of affordable rented properties to be delivered and will be informed by a PPG-compliant viability assessment agreed in discussion with the local planning authority.

Additional affordable housing in rural areas can be delivered through site allocations in neighbourhood plans.

Part Four: Affordable housing requirements for MOD housing

Affordable housing will not be sought on MOD housing development schemes whereby the proposal is to meet the needs of service personnel and their families (for example housing development within military bases) and the homes will not be available to purchase or rent on the open market. Should the homes be subsequently sold (freehold or leasehold) or rented on

the open market, a proportion should be provided as affordable housing, the details of which will be set out within a Section 106 agreement.

4.2. Housing Mix

- 4.2.1. The Central Lincolnshire authorities are keen to ensure that new homes are of a high standard in terms of the technical functioning of the home.
- 4.2.2. In the past, Local Plans could set such standards, but this led to inconsistencies between different Districts, and Government believed it generally caused confusion and expense for developers. Government therefore undertook a 'Housing Standards Review' and rationalised the setting of technical standards for new housing reducing the burdens on developers.
- 4.2.3. These are now set out in the Planning Practice Guidance (PPG) and allow local planning authorities the option to set technical standards exceeding the minimum standards required by Building Regulations in respect of access and water, and a nationally described space standard. Evidence will be required to justify inclusion of such technical standards, not least in regards to viability.
- 4.2.4. Whilst the Central Lincolnshire authorities acknowledge there could be evidence of 'need' to introduce one or more of the optional standards, there is strong evidence to indicate that viability of development would be compromised (or other essential infrastructure not deliverable) if such standards were imposed on development in full.

Meeting Accommodation Needs

- 4.2.5. A variety of housing types, sizes and densities are required in Central Lincolnshire so that people can access a home that they can afford and that meets their needs.
- 4.2.6. The accommodation needs of specific groups in the community need to be considered, including the needs of older people and of disabled people, the needs of Gypsies and Travellers¹², Travelling Showpeople, and student accommodation needs.
- 4.2.7. It is recognised in the Housing Needs Assessment (HNA) that Central Lincolnshire has an ageing population which will lead to specific accommodation needs. Improved space standards are gradually being introduced through building regulations to ensure that housing has adequate space to meet wider needs and can be adapted easily to meet changing needs. These optional standards, specifically M4(2) (accessible and adaptable buildings) and M4(3) (wheelchair user dwellings), are already being delivered in developments.
- 4.2.8. In a September 2020 Government consultation,¹³ proposals were set out to increase the required access standards for all housing through building regulations. This consultation set out a range of options for how standards can be improved and, whilst at the time of writing there are no formal changes being made, making M4(2) standards mandatory for all housing looks to be a likely outcome.

¹² The needs of Gypsies and Travellers is addressed in Chapter 14 of this Local Plan.

¹³ "Raising accessibility standards for new homes: A consultation paper", 8 September to 1 December 2020.

- 4.2.9. There is also a need to consider the development of specialist facilities for older persons such as extra care sheltered housing schemes. In the case of more specialist housing, the PPG provides guidance for how to deliver different types of specialised housing for older people. Where such specialist accommodation is provided as private provision, an affordable housing contribution will be expected in accordance with Policy S21. Providing a wider range of accommodation options to meet older persons' needs has the potential to free up housing such as family homes.
- 4.2.10. In developing housing proposals, developers should discuss proposals with local authority strategic housing departments and have regard to evidence of need contained within the latest Housing Needs Assessment, the Central Lincolnshire Housing Growth Plan and other appropriate evidence, such as the Joint Strategic Needs Assessment, the Lincolnshire Extra Care Strategy, and the Lincolnshire Homes for Independence Blueprint.

Policy S22: Meeting Accommodation Needs

Developers are expected to provide housing solutions that contribute to meeting the housing needs of the housing market area, as identified in the latest Central Lincolnshire Housing Needs Assessment and in any other appropriate local evidence. This means new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.

Proposals which deliver housing at the higher access standards of Part M Building Regulations (Access to and use of buildings) to M4(2) of the Building Regulations or M4(3) standard will be viewed favourably.

Residential care accommodation, which is designed to accommodate those who need some form of on-site assistance, should be located in a settlement in levels 1 to 4 of the Settlement Hierarchy. If a demonstrable need is identified away from these settlements, then the proposal must demonstrate that access to a range of services and facilities is possible, taking account of the likely occupants of such accommodation. Isolated accommodation in the countryside will not be permitted.

4.3. Custom and Self-build Homes

- 4.3.1. Custom and self-build homes is another form of route to achieving home ownership. This section sets out how the Central Lincolnshire Authorities will actively encourage opportunities to bring more custom and self-build homes through the development of this policy.
- 4.3.2. There is only a subtle difference between the two forms of development, with custom build being where a person commissions a specialist developer to help to deliver their own home or where they can make choices about the design, layout or style of the home; whilst self-build is where a person is more directly involved in actually organising and constructing their home. The legal definition of self-build and custom house building in the Self-Build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) is outlined below:

“self-build and custom housebuilding” means the building or completion by— (a) individuals, (b) associations of individuals, or (c) persons working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals”.

- 4.3.3. This definition will be used to determine whether or not a home can be categorised as a custom or self-build house.
- 4.3.4. There are a number of mechanisms for delivering custom and self-build homes, ranging from people finding their own plot and building their own home, to developers providing serviced plots for people to design and have their own home built, to sites being specifically acquired, marketed and delivered by a builder or developer as custom build where the builder will construct the custom homes for an individual to their chosen specification.
- 4.3.5. Custom and self-build homes can not only provide an opportunity for people to deliver a home fit for their needs, but also offers greater diversity in the market and more options for people in choosing where to live and in what kind of property. In some cases it can also offer a more affordable route to home ownership than buying a property from a developer and builder. Delivery of some plots as custom and self-build can also help with cash flow during construction.
- 4.3.6. The Central Lincolnshire Housing Needs Assessment (2020) highlighted that in 2019 there were 136 people on the self-build register, which is maintained by the Districts in Central Lincolnshire, which clearly indicates there is interest in this form of housing. National registers of people wishing to build their own home and plots are also maintained as this industry grows.
- 4.3.7. The Central Lincolnshire Authorities support the principle of custom and self-build homes as part of the housing supply and so Policy S23 seeks to provide a positive framework within which people wishing to build their own home or to select a custom-build house can realise this ambition.
- 4.3.8. The policy is arranged in three parts to enable different avenues of opportunities for custom and self-build homes to be brought forward.
- 4.3.9. Part one, in broad terms outlines the Central Lincolnshire Authorities support to custom and self-build proposals and is aimed at individuals seeking permission for their plot.
- 4.3.10. Part two is intended for landowners/developers seeking permission for a site capable of delivering anything from one or more plots. However, the subtle difference to this section of the policy is that landowners/developers have no desire to build all (or any) of these for themselves. Part two requires the design parameters to be agreed at outline permission through the development of plot passport which is agreed through the planning permission process.
- 4.3.11. Plot passports have a role to play alongside design codes – they are a simple way of helping private homebuilders understand what they can build on a site. A plot passport is a succinct summary of the design parameters for a given plot. They add value by acting as a key reference point for the purchaser, capturing relevant information from the planning permission, design constraints and procedural requirements in an easily understandable and readily accessible format. Most are between one and four pages long and can form part of the marketing material available for the plot. The details set out in part two are a baseline for landowners/developers to set a vision for the site. However, landowners/developers may wish to include more detail within the plot passport such as

costings/images which then be used to form the marketing of the plot subject to planning been approved, in accordance with local and national planning policy.

- 4.3.12. Part three is aimed at larger schemes of 100 or more dwellings requiring developers to provide 5% of all homes as custom and self-build plots. Sites of this scale are likely to have a master plan developed, and can apply design codes to ensure that any custom and self-build homes have clear parameters of what will be considered acceptable within the development when viewed holistically. This will help provide certainty to the District but also to the developer of the wider site. Such design codes should not stifle innovation and creativity for potential custom and self-builders but should help to ensure that the development as a whole is well-designed. The aim is to create a unique and sustainable sense of place that will be everlasting for future generations whilst still respecting the context of the site.
- 4.3.13. The Central Lincolnshire Authorities may produce additional guidance to further encourage the take up and delivery of custom and self-building in Central Lincolnshire.

Policy NS23: Custom and Self-build Housing

Part 1: Individual plots

Proposals for self and custom build dwellings consistent with the policies of this local plan, to be built and occupied by the applicant or to be built on behalf of the applicant, will be supported in principle.

Part 2: Multiple plots on a site

When outline permission or permission in principle is sought for plots for custom and self-build homes and where details of each plot will be secured via a custom/self-builder at a later date, a plot passport is required. All plots are required to include a plot passport that summarises the main marketing details and specifications of the plot to include:

- a) the site location;
- b) the plot size (m²);
- c) the ratio of built footprint to overall plot size;
- d) the indicative developable footprint;
- e) permissible building lines;
- f) side spacing requirements; and
- g) building heights.

Additional specifications, such as but not limited to materials, landscaping details, and access arrangements may be required on each plot where local context indicates this is necessary.

Detailed applications for custom and self-build homes on plots with a plot passport will be expected to adhere to the parameters of the plot passport and clearly demonstrate how the criteria have been satisfied. Applications which satisfy the requirements of the plot passport will be supported in principle. Any variations on the plot passport parameters in a detailed application will require full justification for the changes to demonstrate that they are suitable for the plot if they are to be supported.

Part 3: Provision of plots on large sites

Proposals for 100 or more dwellings will provide serviced plots to deliver at least 5% of the total number of dwellings on the site as self-build or custom build homes. All plots set aside for self-build or custom build housing (secured via a legal agreement or planning condition) must include:

- a) legal access onto a public highway;
- b) water, foul drainage, broadband connection, and electricity supply available at the plot boundary;
- c) sufficient space in order to build without compromising neighbouring properties and their amenity and the amenity of future occupiers; and
- d) an agreed design code or plot passport for the plots.

If plots remain unsold after a thorough and proportionate marketing exercise which:

- e) includes making details available to people on the custom and self-build register at the Central Lincolnshire Districts; and
- f) covers a period of at least 36 months from the date at which the relevant design code or plot passports are approved;

these plots may be built out as conventional market housing subject to detailed permission being secured and the relevant District being satisfied that e) and f) have been satisfactorily concluded.

4.4. Sub-division and Multi-occupation of Dwellings within Lincoln

- 4.4.1. Lincoln's population has grown considerably in recent decades including increases in students and migrant workers. It is important that the housing needs generated by these people are met, with shared accommodation often being a preferred choice for many, for a variety of reasons. Whilst such accommodation does meet a particular housing need, it can cause difficulties where there is a high concentration in a particular area.
- 4.4.2. Problems mainly occur where there is a concentration of dwellings with a rapid turnover of residents or a concentration of converted dwellings in an established residential area causing issues such as an increase in parking pressures, an increase in anti-social behaviour and crime levels and creating an imbalance in the neighbourhood. These problems are particularly acute in densely populated areas and where properties share party walls. The rental yields that can be realised on shared accommodation can also put pressure on the ability of individual families or households to compete in the local housing market.
- 4.4.3. In an effort to manage the impacts of shared accommodation, the City of Lincoln Council has made an Article 4 direction to remove permitted development rights relating to houses in multiple occupation. Planning permission is therefore required for development comprising a change of use from a traditional dwelling house (Use Class C3) to a house in multiple occupation for between 3 and 6 unrelated people (Use Class C4). The Houses in Multiple Occupation Supplementary Planning Document (SPD) outlines how the Council implements the Article 4 direction and manages the development of houses in multiple occupation by setting out criteria that will be used in the determination of any planning application for the development of these properties within the city's administrative boundary.
- 4.4.4. The needs of those requiring subdivided or multi-occupancy living can also be met through the development of purpose built accommodation which increases choice for those people and eases the pressure on existing residential areas. Therefore, purpose built accommodation that helps to meet this identified need will be encouraged in appropriate locations, provided that it meets the criteria listed in the policy below.

Policy S24: Sub-division and Multi-occupation of Dwellings within Lincoln

The conversion or change of use of existing dwellings and buildings in other uses to self-contained flats or shared accommodation including houses in multiple occupation will be supported only where:

- a) the existing building is capable of conversion without causing harm to the amenities of future occupants, neighbours and the wider area or would result in safety issues;
- b) in the case of an existing dwelling, it can be demonstrated there is an established lack of demand for the single family use of the property concerned;
- c) the development will not lead to or increase an existing over-concentration of such uses in the area;
- d) adequate provision is made for external communal areas, bin storage and collection, and on-site parking and cycle storage unless it can be demonstrated that the site is sustainably located on a regular bus route or within walking distance of the City Centre; and
- e) for student accommodation, university/college facilities are accessible by walking, cycling and public transport.

Purpose built shared accommodation will be granted within appropriate locations where the criteria set out in c) to e) above are satisfied.

4.5. Houseboats and Caravan Accommodation Needs

- 4.5.1. The Housing Act 1985 (as amended) requires local housing authorities to assess and understand the accommodation needs of people residing or resorting to their District with respect to sites for caravans and the mooring of houseboats. The HNA undertook a review of data available to understand the need for houseboat moorings and caravan pitches.
- 4.5.2. For houseboat moorings the Canal and River Trust provided valuable insight into needs and confirmed that there is an ambition to deliver an increase of approximately 30-40 moorings near to Lincoln to meet their perceived current and future needs.
- 4.5.3. For caravans it is important to distinguish the difference between Gypsy and Travellers (the needs of which are addressed in chapter 14 of this Local Plan) and other people wishing to live in caravans. In relation to people who want to live in caravans or park homes, the HNA noted that such homes make up a valuable part of the housing stock at a lower price point than bricks and mortar homes.
- 4.5.4. The HNA identified that there is a modest increase in need for both houseboat moorings and caravans/park homes.

Policy S25: Houseboat Moorings and Caravans

Houseboat moorings

Proposals for new residential houseboat moorings, or extensions to existing moorings, within or immediately adjacent to a settlement named in the Settlement Hierarchy in Policy S1 will be supported where they satisfy relevant policies in this Local Plan and where:

- a) they have connection to appropriate water supply, sewerage system, and electricity supply;
- b) there is adequate car parking taking into account the number of moorings and the location of the site; and
- c) it will not obstruct or otherwise detract from any right of way.

Caravan pitches and park homes

Proposals for the delivery of new caravan pitches or park homes, or extensions to existing caravan or park home sites, will be supported where they are located on sites which would be acceptable for permanent dwellings and satisfy the policies in the Local Plan.

4.6. Residential Annexes

- 4.6.1. Residential annexes can offer an important solution for many situations including, for example, allowing multiple generations of a family to reside alongside one another, offering informal care and freeing up under-occupied housing.
- 4.6.2. In order to be considered an annex, the proposal needs to be within the curtilage of the host dwelling and not form its own planning unit and provide ancillary accommodation that has a functional and physical relationship with the host dwelling.
- 4.6.3. Often an annexe can be accommodated appropriately within a plot, sensitively developed and making better use of a site. However, the addition of annexes to residential properties can also have a considerable impact upon the character and amenity of an area through the intensification of development where a site cannot accommodate it or where they are poorly designed or located. There can also be impacts where annexes are subsequently converted into a separate dwelling.
- 4.6.4. The Central Lincolnshire Authorities will seek to support the development of residential annexes where they can be appropriately accommodated within a site and taking into account the wider site context and where they are solely provided as ancillary to the original dwelling and not a new dwelling.

Policy NS26: Residential Annexes

Where permission is required, development proposals for the creation of a residential annexe will only be supported where:

- a) the annexe is clearly ancillary to and subservient in size and scale to the host dwelling, and of a design which, taken as a whole, complements the host dwelling;
- b) the annexe is within the residential curtilage and situated near to the host dwelling such that future separation from the host dwelling will not be achievable;
- c) there is a clear functional relationship between the occupant(s) of the annexe and the original dwelling, including;
 - i. sharing access, garden and parking areas;
 - ii. sharing services such as electricity, water and broadband; and
 - iii. occupation of the annexe being limited to those providing formal or informal care or support to the occupants of the host dwelling, or those employed for other services primarily within the curtilage of the host dwelling; and

- d) the proposal does not cause any other harm, such as, but not limited to, amenity (including on occupiers of the annexe, the original dwelling and neighbours), heritage and biodiversity assets, highways, parking, flood risk or character of the locality.

Development proposals not meeting these criteria will be considered as a new dwelling and will be assessed against relevant policies as such.

Development of detached residential annexes within the defined property boundary will only be permitted where it is demonstrated that the accommodation cannot reasonably be provided through extension to the original dwelling.

Where permission is required, development of residential annexes within the countryside will only be permitted where they are an extension to the existing dwelling or the conversion of an existing outbuilding where there is a close physical relationship to the main dwelling.

The Central Lincolnshire Authorities will impose a planning condition that restricts an approved annexe to be used solely for accommodation ancillary to the host dwelling and the conversion of annexes to independent dwellings will rarely be acceptable.

5. Employment

- 5.1.1. This section sets out how the Central Lincolnshire Authorities will assist the achievement of strong and sustainable local economic growth where entrepreneurship, innovation and inward investment are actively encouraged.
- 5.1.2. Central Lincolnshire is located within the Greater Lincolnshire Local Enterprise Partnership (GLLEP) area and represents roughly 30% of the GLLEP area's population, employment and business base. The draft Local Industrial Strategy (LIS) notes that Greater Lincolnshire has an economy of £20.7bn with an ambition to grow the Gross Value Added (GVA) by £3.2bn by 2030. The GLLEP area boasts a mix of traditional manufacturing, a comprehensive agri-food sector, energy and services, and is strong in health and care and the visitor economy. In these sectors and others the area benefits from a large number of small businesses – a distinctive feature of the economy. (Draft, LIS November 2019).
- 5.1.3. The GLLEP's priority sectors include; agri-foods, energy and water, health and care, visitor economy and ports and logistics, but this should not diminish the important roles of other sectors, including manufacturing and engineering, to the local economy. The Central Lincolnshire Authorities will play a key role in the delivery of the vision for most of these sectors. The policy set out in this Plan reflects these growth aspirations and addresses the specific needs of these diverse sectors.
- 5.1.4. An Economic Needs Assessment (ENA) update was completed in March 2020 and this projected that over half of new jobs will not be within premises for business, general industry or storage and distribution (previously within B use classes). This further demonstrates the diversity of the economy in Central Lincolnshire. The ENA also projects that around 6.5ha of land required for office space, a further 4.3ha for warehouse space and a 0.9ha for industrial land in order to meet needs.
- 5.1.5. The 2017 Local Plan allocated over 111ha of land for employment across seven Strategic Employment Sites (SES), plus an additional 51ha was anticipated to come forward as employment development within Sustainable Urban Extensions (SUEs) – which was well in excess of the forecast need of 23 hectares at that time. Whilst development has occurred on some of these sites more than 90ha of this previously allocated land remains undeveloped.
- 5.1.6. Given this oversupply when compared to projected need and the remaining suitability of these sites as SES no further land has been allocated for employment development as the existing sites are in the right locations to meet the strategic needs - they provide adequate choice to enable flexibility for the market, and yet certainty for developers and investors. The Local Plan strategy and distribution of growth remains broadly similar to the 2017 Local Plan to ensure that the SUEs become thriving communities with a mix of uses including opportunities for employment creation.
- 5.1.7. In addition the Local Plan also designates existing Important Established Employment Areas (IEEA) which, whilst being well-established include some plots still available for development and offer further choice and flexibility to the market through intensification or redevelopment. The scale of all these existing consents, enterprise zones, provision within SUEs and vacant plots within established employment sites, is of such a degree that further new employment allocations on, for example, greenfield land, would not be effective or justified.

- 5.1.8. The SES, employment land within the SUEs and the IEEA make up the employment sites of strategic importance and these are all located at the main urban and most populated areas of Lincoln Urban Area, the Main Towns of Sleaford and Gainsborough and within SUEs which are a focus for growth in the plan period.
- 5.1.9. Beyond these sites of strategic importance, many smaller employment areas provide an important role for local communities across Central Lincolnshire. Their existence is vital in supporting smaller, and in particular rural, communities and providing local employment and services without the need to travel too far. In an effort to recognise the important role of these areas Policy S31 provides a policy framework for Local Employment Areas (LEA), which are not directly designated but are defined and are given a suitable level of protection and flexibility for intensification and redevelopment.
- 5.1.10. In the broadest terms Policies S27-S33 aim to meet the following objectives:
- Protect existing important employment sites and premises;
 - Make it easier for our key growth sectors and fastest growing companies to achieve their potential;
 - Encourage new inward investment and expansion;
 - Support the growth of small and micro business;
 - Encourage business start-ups – support the growth of entrepreneurial culture; and
 - Encourage inward investment in accordance with the spatial strategy.
- 5.1.11. This local plan has been produced at a time of great uncertainty and change to the economy brought on by both the Covid 19 pandemic and the UK departing the European Union. The true impact to the commercial environment of these events are yet to be fully understood. The Central Lincolnshire Districts, the County Council and the Greater Lincolnshire Local Enterprise Partnership are working together to ensure the Central Lincolnshire economy is robust and will bounce back strongly. The objectives above and the following policies are consistent with achieving this immediate recovery and also to ensure adequate certainty, yet flexibility, for the longer term outlook in the local economy.

Policy S27: Spatial Strategy for Employment

In principle, employment related development proposals should be consistent with meeting the following overall spatial strategy for employment.

The strategy is to strengthen the Central Lincolnshire economy offering a wide range of employment opportunities focused mainly in and around the Lincoln urban area and the towns of Gainsborough and Sleaford, with proportionate employment provision further down the Settlement Hierarchy (see Policy S1).

Aligned to the Greater Lincolnshire Local Industrial Strategy, and as a key component of the Midlands Engine, there will be significant growth in a number of sectors, most notably agri-food, manufacturing, business services and the visitor economy, including accommodation and food services.

Land has been made available in appropriate locations in this plan to meet the strategic needs identified in Central Lincolnshire. Strategic Employment Sites (SES), and existing Important Established Employment Areas (IEEA) will be protected for their importance to the economy. Employment development will mainly be directed to these SES and IEEA and at Sustainable Urban Extensions (SUEs) as part of mixed use communities being created.

Elsewhere, policies will seek to protect Local Employment Areas (LEA) to help ensure there are jobs and services available to meet the local needs of the community and to allow enterprises to flourish at suitable sites across Central Lincolnshire.

Outside of existing employment areas and allocated sites, economic development will typically be limited to small-scale proposals which satisfy the requirements of Policy S32 or Policy S33.

Policy S28: Strategic Employment Sites (SES)

The following sites are categorised as SES:

Ref	SES Site name	Gross site size (ha)	Land undeveloped at May 2020 (ha)	Status (May 2020)
E1	Teal Park, North Hykeham	36	22.8	Outline planning permission granted for the whole site, with a number plots either completed or benefiting from reserved matters consents.
E2	Lincoln Science and Innovation Park (LSIP), Lincoln	11.5	5.4	Brownfield site for redevelopment. Planning consent on site by site basis as per masterplan.
E3	St Modwen Park, Witham St Hughs	22.3	12.7	Masterplan approved, with planning permissions granted and being implemented across the site.
E4	Somerby Park, Gainsborough	12.8	11.5	
E5	Sleaford Enterprise Park	14.7	14.7	Hybrid application to deliver site infrastructure and development plots granted in March 2021 for the whole site.
E6	Hemswell Cliff Business Park Extension	26	26	LDO went through June 2017 based on securing Agri-food enterprise zone. Nothing to date. Master plan to be developed
Total		123.3	93.1	

Part 1:

SES will meet large scale investment needs that requires significant land take. Proposals for the development of SES should be progressed through an agreed masterplan which includes a travel plan and associated infrastructure to promote sustainable modes of travel for the site as a whole wherever possible prior to or alongside a planning application. Small scale, ancillary and/or piecemeal development that prevents or otherwise detracts from the delivery of large scale investment on an SES will be refused.

SES will primarily be developed for B2 and B8 Use Classes. Other business development under E(g) Use Class (i.e. for offices, research and development, or other industrial processes) will also be acceptable, though the local planning authority may seek to apply conditions limiting

the ability to change use to other uses within Use Class E without the need for planning permission.

Part 2:

Where planning permission is required, proposals which would result in the loss of business uses under B2, B8 and E(g) Use Classes will not be permitted, unless:

- a) The proposed use will generate employment; and
- b) The proposed use, either alone or combined with other existing or proposed uses, would not adversely affect the role of the employment area or introduce conflict between uses; and
- c) The proposal will have adequate parking provision and will not result in any other unacceptable impact upon amenity; and
- d) Evidence is provided clearly demonstrating that the site has been appropriately marketed for a continuous period of 12 months or more without successful conclusion on terms that reflect the lawful use and condition of the premises – this evidence will be considered in the context of local market conditions and the state of the wider national economy.

Development under other E Use Classes, beyond E(g), will only be acceptable where the sequential test against the network and hierarchy of town centres as defined in Policy S34 is passed or where the proposed use can be shown to be clearly ancillary to existing uses on the site and will not prevent or otherwise detract from the delivery of large scale investment at the site.

Other employment generating uses, beyond those described above, will only be acceptable where the proposed use can be shown to be clearly ancillary to existing uses on the site and the proposal will not result in an unacceptable impact on the functioning of the SES.

Part 1 and Part 2 note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those previously categorised as B2, B8, E(g) and E Use Classes as a whole will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced. Should no similar replacement new Use Classes arise, then the description of B2, B8 and E Use Classes as at the date of the adoption of this plan will apply for the purpose of applying this policy, and appropriate conditions or similar mechanisms will be used to enforce such provisions.

Policy S29: Employment Allocations on Sustainable Urban Extensions (SUEs)

The following SUEs will make significant contributions to employment land in accordance with the specific SUE Policies S68-S70.

Ref.	Sustainable Urban Extension	Approx. employment provision (ha)
CL818	Lincoln North East Quadrant	5
CL819	Lincoln Western Growth Corridor	20
CL428	Lincoln South East Quadrant	7
CL4668	Lincoln South West Quadrant	5
CL1239	Gainsborough Southern Neighbourhood	4
CL1241	Gainsborough Northern Neighbourhood	7
CL3036	Sleaford West	3
Total		51ha

Policy S30: Important Established Employment Areas (IEEA)

IEEA make a substantial contribution to the Central Lincolnshire economy. They are defined as sites located in tiers 1-4 of the Settlement Hierarchy in Policy S1 (Large Villages and above), on sites of 2ha or more and have at least 7,500sqm of ground floor space. The following are categorised as IEEA:

Ref.	Important Established Employment Area	Location
E8	Allenby Industrial Estate	Lincoln
E9	Great Northern Terrace	Lincoln
E10	Long Leys Road	Lincoln
E11	Outer Circle Road	Lincoln
E12	Sunningdale Trading Estate	Lincoln
E13	Chieftain Way Industrial Estate	Lincoln
E14	Waterside South	Lincoln
E16	Monks Way Site	Lincoln
E17	Spa Road East	Lincoln
E18	LN6 Industrial Area	North Hykeham
E23	Gateway Park South	Hykeham
E20	Sleaford Road Industrial Estate	Bracebridge Heath
E19	Gainsborough Industrial Area, Marshall Way.	Gainsborough
E26	Sleaford Industrial Area, Pride Parkway	Sleaford
E20	Caistor Industrial Area, North Kelsey Road	Caistor
E21	Market Rasen Industrial Area, Gallamore Lane	Market Rasen
E28	Heckington Industrial Area, Station Road.	Heckington
E27	Metheringham Industrial Area, The Moorlands	Metheringham
E22	Saxilby Industrial Area, Saxilby Road	Saxilby
E25	Camp Road Industrial Estate	Witham St Hughs

Part 1:

In IEEA, employment floor space will primarily remain in B2 and B8 Use Classes and other business development under E(g) Use Class (i.e. offices, research and development, or other industrial processes).

Proposals for additional floorspace in B2 and B8 Use Class will be supported in principle.

Other business development under E(g) Use Class will also be acceptable and the local planning authority may seek to apply conditions limiting the ability to change use to other uses within Use Class E without the need for planning permission.

Part 2:

Where permission is required, proposals which would result in the loss of business uses under B2, B8 and E(g) Use Classes will not be permitted, unless:

- a) The proposed use will generate employment; and

- b) The proposed use, either alone or combined with other existing or proposed uses would not adversely affect the role of the employment area or introduce conflict between uses; and
- c) The proposal will have adequate parking provision and will not result in any other unacceptable impact upon amenity; and
- d) Evidence is provided clearly demonstrating that the site has been appropriately marketed for a continuous period of 12 months or more without successful conclusion on terms that reflect the lawful use and condition of the premises – this evidence will be considered in the context of local market conditions and the state of the wider national economy.

Development of other E Use Classes, beyond E(g), will only be acceptable where the sequential test against the network and hierarchy of town centres as defined in Policy S34 is passed or where the proposed use can be shown to be clearly ancillary to existing uses on the site.

Other employment generating uses beyond those described above will only be acceptable where the proposed use can be shown to be clearly ancillary to existing uses on the site.

Non-employment generating proposals will not be acceptable in IEEA.

Part 1 and Part 2 Note: See the same note in Policy S28, which equally applies to this policy.

Policy S31: Local Employment Areas (LEA)

Local Employment Areas (LEA) are defined as sites sized 0.5ha or more, at least 2,500sqm of existing floor space and with 3 or more units occupied by separate businesses, within Tiers 1-6 of the Settlement Hierarchy as defined in Policy S1 (Small Villages and above).

Part 1:

Proposals for employment generating uses including B2, B8 and E(g) Use Classes within or adjacent to a LEA will be supported, provided that the proposal will not:

- a) Compromise the function of the existing LEA; and
- b) Conflict with neighbouring land uses; and
- c) Harm the character of the locality and/or the amenities of neighbouring occupiers; and
- d) Impact unacceptably on the local and/or strategic highway network; and

In the case of a proposed extension to a LEA, will not:

- e) Be disproportionate in scale to the existing LEA; and
- f) Detract from the role of any SES or IEEA within the same settlement; and
- g) Result in a poorly defined boundary to the LEA.

Where the proposal is for business development under E(g) Use Class (i.e. offices, research and development, or other industrial processes), the local planning authority may seek to apply conditions limiting the ability to change use to other uses within Use Class E without the need for planning permission.

Where permission is required, development of or changes of use to other uses under E Use Classes beyond E(g) will only be acceptable where the sequential test against the network and hierarchy of town centres as defined in Policy S34 is passed or where the proposed use can be shown to be clearly ancillary to existing uses on the site.

Other employment generating uses beyond those described above will only be acceptable where the proposed use can be shown to be clearly ancillary to existing uses on the site.

Non-employment generating proposals will not be acceptable in LEA.

Part 2:

Where permission is required, proposals that will result in the loss of uses under B2, B8 or E(g) Use Classes in a LEA will be acceptable where the proposed use:

- a) Will generate a commensurate level of employment to the most recent use of the premises to which they relate; and
- b) Either alone or in combination with other uses will not adversely affect the role of the LEA; and
- c) Will not introduce conflict with uses on the LEA or with other neighbouring uses; and
- d) Will not impact unacceptably on the local and/or strategic highway network; and
- e) Evidence is provided clearly demonstrating that the site has been appropriately marketed for a continuous period of 6 months or more without successful conclusion on terms that reflect the lawful use and condition of the premises – this evidence will be considered in the context of local market conditions and the state of the wider national economy.

Proposals for the loss of business uses under B2, B8 or E(g) Use Classes where the proposed use will not generate employment will be considered on their merits against bullets a-e of Part 2 above and in relation to the anticipated impacts of the loss of employment use on the community it serves and the suitability of the site for the proposed use in accordance with other policies in this plan.

Part 1 and Part 2 Note: See the same note in Policy S28, which equally applies to this policy.

Policy S32: Non-designated Employment Proposals within Identified Settlements

Part 1:

Other employment proposals not within SES, IEEA, SUE and not defined as a LEA, but that are within a settlement named in the Settlement Hierarchy in Policy S1, will be supported, provided:

- a) There is a clear demonstration that there are no other suitable appropriate sites or buildings within designated employment areas or LEA within the same settlement or within 5km of the site; and
- b) the scale of the proposal is commensurate with the scale and character of the existing settlement; and
- c) there is no significant adverse impact on the character and appearance of the area, and/or the amenity of neighbouring occupiers; and
- d) there are no significant adverse impacts on the local highway network; and
- e) there is no significant adverse impact on the viability of delivering any allocated employment site; and
- f) the proposals maximise opportunities for modal shift away from the private car.

Part 2:

Proposals that will result in the loss of non-designated employment will be supported providing that:

- a) the loss of land or buildings will not adversely and significantly affect the employment opportunities or services available in the area that the site or building would likely serve; and
- b) the proposal will not harm the character of the locality and/or the amenities of neighbouring occupiers; and

- c) the proposal will not impact unacceptably on the local and/or strategic highway network.

Policy S33: Non-designated Employment Proposals in the Countryside

In locations outside of the settlements named in the Settlement Hierarchy in Policy S1, proposals for employment generating development will be limited to the expansion of an existing employment use and development proposals that support the growth of the agri-food sector or other land-based rural businesses and buildings in accordance with relevant parts of Policy S5, and only where the following criteria are satisfied:

- a) It would be consistent in scale with its rural location, without unacceptable environmental and/or visual impacts; and
- b) It would not adversely affect existing local community services and facilities; and
- c) It is designed to be compatible with the landscape in which it would be situated; and
- d) It would not cause undue harm to the open nature of the countryside or any site protected for its natural or heritage qualities, including designated and non-designated sites; and
- e) It will not impact unacceptably on the local and/or strategic highway network; and
- f) If it would involve the construction of a new building in the countryside, the development is supported by a robust business plan that demonstrates;
 - i. the demand for the development; and
 - ii. that the facilities to be provided would constitute a viable business proposition on a long-term basis; and
- g) In the case of a conversion, the building is not in such a state of dereliction or disrepair that a significant reconstruction would be required.

6. Retail: City and Town Centres, and District, Local and Village Centres

6.1. Retail in Central Lincolnshire

- 6.1.1. City, town and local centres are at the heart of communities, providing accessible shops and services, employment and leisure facilities. Vital and viable centres not only provide economic and social benefits, such as reducing social isolation and health inequalities, and improving community resilience, but areas of niche and independent retailing and distinctive historic retail premises also help to foster civic pride and promote local identity. However, our town centres and high streets are facing substantial challenges from the shrinking ‘front facing’ retail sector which has been exacerbated by the Covid-19 pandemic. As such many centres need to reinvent themselves to compete and thrive.
- 6.1.2. The most recent Central Lincolnshire City and Town Centres Study (2012) and update (2015) shows that, 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. The study and update conclude that:
- Lincoln is the principal centre and is a popular and well-performing retail and leisure destination, its historic core 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 for the local area and its performance has improved since the opening of Marshall’s Yard in 2007. There is, however, a distinct contrast between the new development and the older parts of the town centre in terms of vitality and viability.
 - Sleaford is a popular local retail destination, however its comparison goods offer is relatively weak for a town of its size and catchment and is subject to significant leakage.
 - Market Rasen has a more localised role than Gainsborough, Lincoln and Sleaford and it suffers from leakage to other, 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 provision of leisure services.
- 6.1.3. The roles of these centres remain largely the same in 2020, however, the challenges facing the retail sector, principally from online retailers, has grown substantially with many familiar retail names being lost in recent years. City and town centres must now focus on developing as a destination and meeting place to continue to attract footfall with an even greater reliance on food and drink establishments, leisure uses and visitor attractions. This is supported in the Economic Needs Assessment (2020) which highlighted that whilst jobs in the retail sector are anticipated to reduce overall in Central Lincolnshire, job growth in the accommodation and food services sector and the arts, entertainment, recreation and other services sector would increase substantially.
- 6.1.4. In September 2020 Government introduced changes to the Use Classes Order which brought together a range of “Commercial, Business and Service” uses under one Use Class (E). That new E Use Class is broadly compatible with the NPPF definition of Main Town Centre Uses, though not precisely.

6.1.5. The aim of the new E Use Class is to allow units in town centres to change to other uses that are suitable in town centres without the need for planning permission. With the exception of isolated village shops, which are exempt from this ability to change use without first seeking planning permission, this means that town centres should no longer be viewed in just ‘retail terms’. That said, in order to implement wider policies in the NPPF (such as the sequential test for retail proposals), it remains necessary for the Local Plan (and associated Policies Map) to identify ‘Primary Shopping Areas’.

6.2. A Network and Hierarchy of Centres

6.2.1. The Central Lincolnshire City and Town Centres Study and update also provides evidence of a hierarchy of centres in Lincoln, Gainsborough, Sleaford, and the market towns of Market Rasen and Caistor, with smaller settlements sitting below these. Policy S34 sets out the hierarchy in detail and the geographic extent of these centres are shown on the Policies Map.

6.2.2. The NPPF requires local plans to define a network and hierarchy of centres and where development proposals are made for town centre uses outside of town centres and which are not in accordance with an up-to-date Local Plan a sequential test should be applied with town centres coming first, then edge of centre sites, and only if suitable sites are not available (or are not expected to become available) in these locations should out of centre sites be considered.

6.2.3. The NPPF also stipulates that proposals for town centre uses outside town centres should provide an impact assessment. The default threshold whereby such assessments apply is 2,500m² of gross floorspace. The City and Town Centres Study advises against having a blanket threshold for all types of centre across Central Lincolnshire, as a store of 500 m² (e.g. a small, basket-based, supermarket) would be likely to have a greater impact on a lower tier centre than on, for example, Lincoln City Centre. A tiered approach is therefore taken within this policy to reflect the role and function of a centre within its sphere of influence.

6.2.4. The hierarchy of town centres is made up of 4 tiers:

Lincoln City Centre	Largest centre within Central Lincolnshire, having an extensive catchment and a sub-regional role, providing a wide range of town centre uses.
Town Centres	Centres providing a range of facilities and services for a wider catchment area within the main towns and market towns.
District Centres	Centres serving particular areas within the main settlements, typically including a range of services, restaurants, library and usually at least one supermarket.
Local and Village Centres	Centres that serve their locality, typically including a convenience store or a small supermarket and a limited range of other local shops and services such as a pharmacy, sub-Post Office, newsagent, hot food takeaway.

6.2.5. Outside of existing centres, local or district centres will also be delivered at the heart of new communities at the Sustainable Urban Extensions (SUEs). These centres will be limited in their scale, and local in character to ensure that they serve the new communities being

formed, but without capturing footfall from the main city and town centres. Policies S68-S70 set out the details of what will be delivered at each SUE.

- 6.2.6. Whilst the City and Town Centres Study update (2015) identifies the quantitative need for additional retail floorspace in each of the four main centres over the Plan period, the subsequent challenges to the retail sector means that this additional floorspace is no longer needed. Instead, in an effort to ensure that our high streets are not diluted by sparsely occupied frontages the boundaries of the town centres have been reduced to focus on the areas occupied by the town centre uses.
- 6.2.7. Masterplans have been drawn up for Lincoln, Gainsborough and Sleaford in recent years to help ensure their future survival and to put them in the best position to thrive and these may be updated to attract investment, to further strengthen the role of and guide the future direction of the centres. Work is also currently underway on a heritage-led masterplan for Market Rasen, and work by the neighbourhood planning groups in many areas seek to support the role of the local town or village centre.

Policy S34: Network and Hierarchy of Centres

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 planning applications for retail and other town centre uses (as defined in the NPPF):

Tier 1: Lincoln City Centre	
Lincoln City Centre	
Tier 2: Town Centres	
Gainsborough Sleaford	Caistor Market Rasen
Tier 3: District Centres	
Birchwood, Lincoln Nettleham Road, Lincoln Wragby Road/ The Carlton Centre, Lincoln	The Forum, North Hykeham Hykeham Green, North Hykeham
Tier 4: Local and Village Centres	
<u>Local Centres in urban areas:</u> Brant Road, Lincoln Burton Road, Lincoln Junction of Queen Elizabeth Road/ Trelawney Crescent, Lincoln Junction of Boultham Park Road and Skellingthorpe Road, Lincoln Junction of Lamb Gardens and Macauley Drive, Lincoln Junction of Rookery Lane and Newark Road, Lincoln Junction of Woodhall Drive and Sudbrooke Drive, Lincoln Manor Farm, North Hykeham Moorland Avenue, Lincoln Newark Road, Bracebridge, Lincoln Newark Road Crossroads, North Hykeham	<u>Village Centres:</u> Bardney village centre Billinghay village centre Bracebridge Heath village centre Branston Beech Road Branston Station Road Burton Waters village centre Cherry Willingham village centre Heckington village centre Keelby village centre Keelby, Yarborough Road/South Street Metheringham village centre Navenby village centre Nettleham village centre Ruskington village centre Saxilby village centre Scotter village centre

<p>Newport, Lincoln Redwood Drive, Lincoln Corringham Road, Gainsborough Heapham Road, Gainsborough Queensway, Gainsborough Grantham Road, Sleaford Lincoln Road, Sleaford</p>	<p>Sturton by Stow village centre Waddington village centre Washingborough village centre Welton village centre Witham St Hughs village centre</p>
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The boundaries of Tier 1 to 4 centres referred to in this table, together with Primary Shopping Areas within Lincoln City Centre, and in Gainsborough, Sleaford and Market Rasen town centres are defined on the Policies Map and will be the focus for comparison shopping in Central Lincolnshire. For all other centres the Primary Shopping Areas are the same as the centre boundaries as shown on the Policies Map.

In addition to these identified centres, new district and local centres will be delivered at the SUEs as detailed in Policies S68-S70. 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 their vitality and viability.

Development proposals for retail and/or other town centre uses will be directed to the Tier 1 to 4 centres identified 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 retail hierarchy as a whole. Within local and village centres in Tier 4 of the hierarchy, the scale of provision should be proportionate and strengthen their roles in providing mainly convenience shopping and local services to meet local needs.

Within the Primary Shopping Areas, development proposals for town centre uses as defined in the NPPF should wherever possible maintain an active frontage. Where an active frontage would not be appropriate or otherwise cannot be achieved, care should be taken to ensure that the frontage provides visual interest and would not be to the detriment of the character of the centre or to maintaining or enhancing footfall in the Primary Shopping Area. Proposals that would result in lengthy ‘dead frontages’ within a Primary Shopping Area will not normally be acceptable.

Development proposals for main town centre uses in out-of-centre and edge-of-centre locations will be required to demonstrate their suitability through a sequential site test in line with the NPPF.

In addition, a robust assessment of impact on nearby centres will be required for any edge-of-centre or out-of-centre proposal for retail and leisure use that is located:

- a) within 1km of the Lincoln, Gainsborough or Sleaford primary shopping area and is greater than 2,500m²; or
- b) within 500m of the boundary of a District Centre and is greater than 300m² gross;
- c) within 500m of the boundary of a Local Centre and is greater than 200m² gross; or
- d) in any other location not covered by a-c above and is greater than 500m².

6.3. Lincoln City Centre

6.3.1. Lincoln City Centre is the main centre in Central Lincolnshire providing an extensive range of facilities and services including shopping, employment, leisure, arts, tourism, public services and higher education. The City Centre has a lively evening economy based on its

restaurants, hotels, bars and cultural venues such as the Drill Hall, Engine Shed and Theatre Royal.

- 6.3.2. The City Centre has seen many changes in recent years, most significantly in and around the Brayford Pool including hotels, restaurants, a cinema and the further development of the University of Lincoln Campus, development of a Cultural Quarter based around the Collection/ Usher Gallery, significant investment in the Waterside Shopping Centre and the mixed use redevelopment of the Cornhill Quarter.
- 6.3.3. The redevelopment of the bus station in 2018 to form a transport hub now provides visitors with a multi-modal access point which is linked directly in with the City Centre. In 2019 London North Eastern Railway started the operation of direct trains to and from London Kings Cross, greatly enhancing the ease of accessing Lincoln from the capital and vice versa. The East-West Link Road which was completed in 2016 has enhanced access across the city for road users.
- 6.3.4. As Central Lincolnshire grows, the City Centre will need to continue to evolve to ensure that Lincoln's role as a regional attractor is maintained and enhanced to meet the needs of shoppers, residents, businesses and visitors.
- 6.3.5. Lincoln City Centre benefits from a broad retail offer that currently sustains it as a thriving shopping centre. As well as the larger national retailers, it has the diverse/ niche shops of the historic Uphill area and the vibrant entrepreneurial small business market in South High Street.
- 6.3.6. The Lincoln Investment Plan (October 2020) outlines a number of key challenges for the City Centre including the need to support a greater mix of uses in the City Centre, to maximise opportunities to improve the public realm and the townscape, delivering high quality and viable redevelopment of a number of key sites, enhance the use of digital technology to enhance visitor experience and connectivity, and the delivery of high quality events and activities. It also highlights four key opportunities including the growing population of the city supporting its vibrancy and long term growth, the value of the heritage assets in the city and opportunities to restore and promote these assets, the regeneration of key brownfield sites and heritage sites, and the strong public and private centre partnership.
- 6.3.7. Perhaps the biggest challenge for Lincoln, as it is in all major cities, is the difficulties facing retailers, hospitality industry and the heritage and cultural industry resulting from the dramatic reduction in footfall in the City Centre as a result of the Covid-19 pandemic. This global challenge has exacerbated the existing threat to 'front-facing' retailers from online shopping and a number of national retailers have, or are, collapsing as a result. Whilst the plan has limited scope to address these issues, having a positive strategy which seeks to protect the uses which make the City Centre a destination and which will foster investment to strengthen its role will be important for the City's future.
- 6.3.8. The City Centre has a primary role in attracting and maintaining a wide range of activities and services which draws in a large number of visitors. It is therefore intended to encourage a wide range of mutually supporting uses.
- 6.3.9. The City Centre can be divided into a number of distinct areas including: the historic and cultural quarter in the uphill and Bailgate Area; the Primary Shopping Area which runs down from the upper High Street, Central Market, and Cornhill Quarter and stretching down to St

Marks and the middle High Street around the level crossing; the Brayford Pool; the University area; and the Civic area around the City and County Council buildings. These distinctive areas provide a wide range of services and physical surroundings that makes Lincoln special and a key destination for residents and visitors.

6.3.10. The Primary Shopping Area contains the core shopping area for the city where ground floor uses will typically be shops and other uses such as banks and building societies, cafés and restaurants which people would expect to visit as part of a shopping trip and providing an active frontage wherever possible. Other key retail areas along the High Street to South Park roundabout and up Steep Hill along Bailgate to the Westgate Junction are also identified as Secondary Shopping Frontages on the Policies Map.

Policy S35: Lincoln's City Centre and Primary Shopping Area

Part one: Primary Shopping Area

Where planning permission is required within the Primary Shopping area, as defined on the Policies Map, proposals for non-retail use on ground floors will only be supported if they:

- a) are a recognised main town centre use under E Use Class;
- b) would not result in the over concentration of non-retail uses or 'dead' frontages that would undermine the primary shopping area's overall retail function and character;
- c) would have no demonstrable impact on the vitality and viability of the centre as a whole
- d) are of high quality design, responding to their surroundings and contributing positively to the streetscene and character of the City Centre; and
- e) enhance connectivity within, through and around the City Centre wherever possible.

Proposals that do not positively contribute to the vitality and viability of the City Centre by satisfying the criteria in part one a)-e), will not be supported.

Development proposals not under E Use Class will be considered on their merits subject to satisfying the criteria in part one b)-e) and providing that they will:

- f) not result in large gaps between town centre uses in frontages;
- g) not detract from or otherwise harm town centre uses; and
- h) be compatible with the goal of maintaining or enhancing Lincoln City Centre as a regional destination.

Development proposals for residential or commercial development above town centre uses will be supported providing that the proposed use would not be likely to introduce conflict with existing town centre uses.

Part two: Lincoln City Centre

Within Lincoln City Centre area as defined on the Policies Map the following uses will be supported in principle:

- i) Town Centre Uses (E Class) including, but not limited to, shops, offices, restaurants, financial and professional services, and indoor sport and leisure activities
- j) Pubs, drinking establishments (*sui generis*)
- k) Houses and flats (C3)
- l) Residential Institutions (C2)
- m) Hotels (C1)
- n) Student halls of residence
- o) Theatres, cinemas, museums or other similar leisure uses or visitor attractions (*sui generis*)

- p) Transport facilities including public car, powered two wheeler and cycle parking which is in accordance with the Local Plan's transport Policies S46, S47 and S48 and the latest Lincoln Transport Strategy.

The in-principle support in i)-p) is subject to:

- q) the development not detracting from the vitality and viability of the City Centre as defined on the Policies Map;
- r) the development complementing the City Centre character and the character of the vicinity of the proposal;
- s) the development not harming the local environment or the amenities which occupiers of nearby properties may reasonably expect to enjoy, such as causing unacceptable levels of disturbance, noise, smell, fumes, dust, grit or other pollution, or reducing daylight, outlook or privacy to an unacceptable degree;
- t) the development not resulting in levels of traffic or on-street parking which would cause either road safety or amenity problems; and
- u) dwelling houses or other homes not being lost to non-residential uses unless:
 - i. The level of amenity available in any particular instance is already so poor that continued residential use is not desirable and there is no realistic prospect of the problem(s) being remedied; or
 - ii. The overall development will maintain or produce a net numerical gain in the number of dwellings on the site.

Part 1 and Part 2 note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those classified as Town Centre Uses by the NPPF will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced.

6.4. Gainsborough Town Centre

- 6.4.1. Gainsborough is the main service centre for West Lindsey, the host for a range of civic and public administration services and is the main retail and employment location in the District. It has a rich history as an inland port and industrial centre, servicing the wider agricultural area. To this day, Gainsborough acts as a hub for many rural settlements in the area.
- 6.4.2. In 2007 the flagship retail development – Marshall's Yard – was opened in the former listed Britannia Works, which has raised the profile of Gainsborough as a shopping and leisure destination. This provides a strong catalyst for additional retail and leisure growth and, through improved linkages into the historic town centre, the riverside and to important heritage assets, there is an opportunity to develop a new and modern shopping and leisure experience in Gainsborough.
- 6.4.3. The riverside area and buildings such as the Old Hall and All Saints Church, together with several high quality historic buildings across the core areas of the town represent significant assets for the town. New public realm works to improve the layout and multi-functional use of the historic Market Place have been completed as the first stage of enhancing the built environment in the town centre, setting the scene for further rejuvenation.
- 6.4.4. The town centre area for Gainsborough as defined on the Policies Map reflects the priority growth areas associated with the continued use, planned growth and regeneration of the main retail, employment and leisure locations. Within the Primary Shopping Area (which has a tighter boundary than the town centre boundary) retail will continue to be the

predominant land use and will be protected to retain and enhance the retail base established in the town centre. For Gainsborough, both the town centre boundary and Primary Shopping Area have been rationalised and the town centre extent has been reduced slightly compared to the extent in the previous adopted Local Plan. This reflects the need for a focused area for retail and leisure as a destination in response to the challenges faced by the sector.

- 6.4.5. Whilst the value of residential and office uses in town centres is recognised, these are only likely to be appropriate in upper floors in the Primary Shopping Area, given the importance of maintaining active frontages and a critical mass of retail units in this area, or on the periphery of the town centre as part of a mixed use scheme.
- 6.4.6. West Lindsey District has been actively investing in the regeneration of the town centre through an ambitious programme which seeks to overcome some of the challenges facing it. This includes the INVEST Programme, launched in 2016 to promote development opportunities across the town, the Gainsborough Town Centre Heritage Masterplan (2017), as well as a number of physical initiatives which have helped to deliver a hotel and restaurant complex, shop-front improvements, the restoration of key historic buildings, and enhancements to the public realm. Substantial efforts are also being made to improve the usage of space over retail units through the Living Over The Shop (LOTS) scheme.
- 6.4.7. The Local Plan seeks to enable the further enhancement of the whole of the town centre, including enabling a series of interventions that will create a clear role for the town centre.
- 6.4.8. Key issues and opportunities include:
- To build on the success of Marshall's Yard by identifying and maximising development opportunities associated with the Market Place, Riverside and Gainsborough Old Hall areas to enhance the town's growing role as a sub-regional retail and leisure destination;
 - Integration and enhanced linkages between Marshall's Yard, the historic town centre core and the riverfront;
 - Securing a vibrant and dynamic town centre with a sustainable mix of uses which will strengthen and complement the existing offer, including retail, leisure, offices, health, housing and a quality public realm;
 - Enhancement of the evening economy.

Policy S36: Gainsborough Town Centre and Primary Shopping Area

Primary Shopping Area

Within the Primary Shopping Area, identified on the Policies Map, proposals for non-retail use on ground floors will only be supported if they:

- a) are a recognised main town centre use under E Use Class; and
- b) would not result in the over concentration of non-retail uses or 'dead' frontages that would undermine the primary shopping area's overall retail function and character; and
- c) would have no demonstrable impact on the vitality and viability of the centre as a whole.

Gainsborough Town Centre

Where planning permission is required, proposals for main town centre uses under E Use Class, or for the development of cultural, social or leisure facilities suitable for a town centre location

will be supported in principle within Gainsborough Town Centre, as identified on the Policies Map, where they:

- d) are of high quality design, responding to their surroundings and contributing positively to the streetscene; and
- e) enhance connectivity within, through and around the town centre wherever possible.

Proposals that do not positively contribute to the vitality and viability of the town centre by satisfying the criteria in a)-e) will not be supported.

Development proposals within Gainsborough Town Centre, not in E Use Class will be considered on their merits subject to satisfying the criteria in a)-e) where relevant and providing that they will:

- f) not result in large gaps between town centre uses in frontages;
- g) not detract from or otherwise harm or conflict with town centre uses; and
- h) be compatible with maintaining or enhancing Gainsborough Town Centre as a sub-regional shopping destination.

Proposals for residential or commercial development above town centre uses will be supported providing that the proposed use would not be likely to introduce conflict with existing uses.

Where possible and relevant, development proposals in Gainsborough Town Centre will assist in meeting wider regeneration and investment objectives for Gainsborough, including the most up to date Gainsborough Masterplan and in the Gainsborough Neighbourhood Plan, this can include:

- i) enhancing linkages between Marshall's Yard, Market Place, Market Street, and the Riverside;
- j) strengthening the existing retail area of the town centre, through increased and/or improved retail offer, together with some complementary uses as appropriate; and
- k) delivering improved public transport facilities and connections.

Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those classified as Town Centre Uses by the NPPF will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced.

6.5. Sleaford Town Centre

6.5.1. Sleaford has an attractive and historic town centre with a number of retail, leisure, cultural and historic attractions. Sleaford performs as a hub for the rural hinterland of North Kesteven stretching into parts of South Kesteven, Boston, East Lindsey and South Holland. Sleaford is located between a number of towns including Grantham, Boston, Spalding, Stamford and Newark as well the major centres of Lincoln, Peterborough and Nottingham and as a result faces substantial competition from these centres. In the Sleaford Town Centre Visioning Report (July 2015) it was identified that Sleaford is not fulfilling its full potential and needs to attract further national and independent retailers to the town along with broadening its leisure uses.

6.5.2. Since the Visioning Report was published the national retail picture has changed considerably, however, many of the objectives of the report remain relevant in maintaining and enhancing Sleaford as a service centre and destination.

- 6.5.3. Building on the Visioning Report and in an effort to bring together findings from a number of linked studies and reports¹⁴ the Sleaford Strategic Delivery Plan was published in 2018. This identified 40 actions to deliver the vision under five key headings:
- Supporting the town centre and its regeneration;
 - Encouraging sustainable travel including enhancing walking and cycling experiences and making alternative transport modes more attractive;
 - Encouraging edge of town centre parking to release the town centre of traffic and improving the car parking experience for all users;
 - Investing in the existing strategic infrastructure to create capacity for growth whilst utilising the existing town centre infrastructure more efficiently and effectively to support regeneration; and
 - Improving the town centre environment through enhanced public realm, better signage and reduced congestion.
- 6.5.4. A key barrier to enhancing the town centre's retail core is the constant circulation of vehicle traffic around the one-way traffic management system. This has many negative impacts upon the town centre including delays to public transport, problems for deliveries to local businesses and contributes to the poor environment for pedestrians and cyclists. There is a need to improve connections to primary routes, develop linkages with surrounding settlements, improve the efficiency and movement of vehicles throughout the town centre and promote a shift from private vehicles to walking, cycling and public transport options.
- 6.5.5. The retail offer is also constrained in part due to the town centre's heritage and charm. Sleaford has a tight urban grain, with small premises. Whilst this generates an attractive built environment it results in a shortage of modern larger retail premises historically desired by the retail sector, particularly national multiples, and for the sale of comparison goods. Larger and a more varied range of premises would help broaden the town centre offer.
- 6.5.6. The Policies Map defines the extent of the town centre and Primary Shopping Area. For Sleaford, both the town centre boundary and Primary Shopping Area have been rationalised and reduced slightly from the extent in the previous adopted Local Plan. This reflects the need for a focused area for retail and leisure as a destination in response to the challenges faced by the sector.
- 6.5.7. Within the Primary Shopping Area, retail will continue to be the predominant land use with other town centre uses complementing this. Whilst the value of residential and office uses in town centres is recognised, these are only likely to be appropriate in upper floors in the Primary Shopping Area, given the importance of maintaining active frontages and a critical mass of retail units in this area, or on the periphery of the town centre as part of a mixed use scheme.
- 6.5.8. Policy S37 seeks to maintain the main shopping function of the Primary Shopping Area whilst ensuring an appropriate balance between retail and non-retail uses where possible.

¹⁴ Including the Sleaford Masterplan, Sleaford Transport Study, A Vision for Sleaford, Sleaford Urban Design Study, and Sleaford Town Centre Vision amongst others.

Policy S37: Sleaford Town Centre and Primary Shopping Area

Primary Shopping Area

Within the Primary Shopping Area, identified on the Policies Map, proposals for non-retail use on ground floors will only be supported if they:

- a) are a recognised main town centre use under E Use Class; and
- b) would not result in the over concentration of non-retail uses or 'dead' frontages that would undermine the primary shopping area's overall retail function and character; and
- c) would have no demonstrable impact on the vitality and viability of the centre as a whole.

Sleaford Town Centre

Where planning permission is required, proposals for main town centre uses under E Use Class will be supported in principle within Sleaford Town Centre, as identified on the Policies Map, where they:

- d) are of high quality design, responding to their surroundings and contributing positively to the streetscene;
- e) make the most of opportunities to improve connectivity within, through and around the town centre; and
- f) would not result in an unacceptable impact on highway safety or would not have a severe impact on the road network.

Proposals that do not positively contribute to the vitality and viability of the town centre by satisfying the criteria in a)-f) where relevant will not be supported.

Development proposals not in E Use Class will be considered on their merits subject to satisfying the criteria in a)-f) as appropriate and providing that they will:

- g) not result in large gaps between town centre uses in frontages;
- h) not detract from or otherwise harm or conflict with town centre uses; and
- i) be compatible with maintaining or enhancing Sleaford Town Centre as a sub-regional shopping destination.

Proposals for residential or commercial development above town centre uses will be supported providing that the proposed use would not be likely to introduce conflict with existing uses.

Where possible and relevant, development proposals in Sleaford Town Centre should assist in meeting wider regeneration and investment objectives for Sleaford, including the most up to date Sleaford Masterplan, this can include:

- j) improving traffic circulation and reducing the number of vehicle movements in and around the town centre, including supporting the necessary highway infrastructure to deliver regeneration objectives for the town;
- k) opportunities, as identified in the Sleaford Masterplan, to deliver additional perimeter car parking which facilitates pedestrian access into the town centre;
- l) supporting projects associated with the implementation of the Sleaford Transport Strategy and the Sleaford Masterplan. Enhancements to connections for pedestrians and cyclists between the town centre and surrounding residential communities are particularly important, as well as through the town centre;
- m) supporting the development of the Sleaford East West Leisure Link as the key component of the Sleaford Urban Green Grid in accordance with the Sleaford Masterplan and Central Lincolnshire Green Infrastructure Study.

Heart of Sleaford

The heart of Sleaford is an area to the south of Market Place and which includes Money's Yard and Bristol Arcade. Development proposals in the Heart of Sleaford should take into account the following principles:

- Contribute to the creation of the Heart of Sleaford as a destination within the town centre.
- Maintain, or where possible enhance, connectivity along the East West Leisure Link identified in the Sleaford Masterplan
- Where relevant proposals should explore, wherever possible help deliver, and not prevent:
 - the redevelopment of Money's Yard as a visitor attraction;
 - the creation of public open space beside the River Sleas;
 - the delivery of a footbridge to connect Money's Yard to Market Place; and
 - the redevelopment of 18/19 Market Place and land to the rear and the historic Buttermarket with potential pedestrian links to Southgate via Market Place and Bristol Arcade.

Riverside Retail Precinct

The Riverside Retail Precinct is located to the west of Southgate. Development Proposals in the precinct should take into account the following principles:

- Explore opportunities to bring forward schemes that help strengthen and diversify the town's retail base and include provision for residential use, potentially live/work use, of the site;
- Support proposals that make a positive contribution to and restore the river frontage and its setting;
- Improve and upgrade pedestrian links to the main shopping street via Watergate and Riverside Shopping Centre; and
- Make provision for any proposed development to be capable of mitigating any relevant flood risk.

Southern Southgate

Southern Southgate is the area around Sleaford Railway Station and up to the western end of Boston Road. Development proposals in this area should take into account the following principles:

- Support improvements to Sleaford railway station, including proposals to improve the appearance and function of the transport hub and effective integration with the wider town;
- Improve and upgrade pedestrian links from Station Road to the town centre;
- Support initiatives and proposals to enhance the physical setting of the Handley Monument, by reducing the impact of vehicles on this space and taking advantage of the existing built heritage to formalise new public space.

26 Southgate

26 Southgate, located at the centre of the Primary Shopping Area, has an extant permission for a mixed use scheme including retail, office and residential uses and has recently been used as a temporary car park. The redevelopment of this site is an opportunity to enhance the town centre's offer. Proposals to develop this site for uses within E Use Class, for residential development or for a mix of uses suitable for the town centre will be appropriate with the design, scale and massing of any development proposal making best use of the town centre location whilst being sensitive to its location within the conservation area and nearby Listed Buildings.

Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those classified as Town Centre Uses by the NPPF will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced.

6.6. Market Rasen and Caistor Town Centres

- 6.6.1. Market Rasen and Caistor are historic market towns that act as service hubs for rural north eastern parts of West Lindsey. Both centres have a number of shops, leisure, services and other town centre uses that create a destination, allowing people to service the majority of their needs without having to travel farther to larger centres like Lincoln, Grimsby or Louth. However, Caistor and Market Rasen Town Centres do suffer significant leakage to these and other towns in the area.
- 6.6.2. Both towns are joined by the A46 which runs from Lincoln to Grimsby with a number of bus services serving the towns via many rural villages. Market Rasen is also located on the railway line between Lincoln and Grimsby providing additional connectivity to the wider region and is home to the race course which brings in some additional footfall on race days. Both settlements are located at the edge of the Lincolnshire Wolds AONB offering some draw from tourists.
- 6.6.3. The role of the Town Centres, both for the residents of the towns and also the wider rural hinterland is of great importance to maintaining a sustainable Central Lincolnshire and this local plan seeks to maintain and enhance their role as a multi-service hub and local destination with the retention of a focus for town centre uses.

Policy S38: Market Rasen and Caistor Town Centres

Where planning permission is required, proposals for main town centre uses under E Use Class will be supported in principle within the town centres of Market Rasen and Caistor, as identified on the Policies Map, where they:

- a) are of high quality design, responding to their surroundings and contributing positively to the streetscene; and
- b) make the most of opportunities to improve connectivity within, through and around the town centre.

Proposals that do not positively contribute to the vitality and viability of the town centre by satisfying the criteria in part one a)-b) will not be supported.

Development proposals not for E Use Class will be considered on their merits subject to satisfying the criteria in part one a)-b) and providing that they will:

- c) not result in large gaps between town centre uses in frontages;
- d) not detract from or otherwise harm town centre uses; and
- e) be compatible with maintaining or enhancing the centres as a shopping destination and service hub.

Proposals for residential or commercial development above town centre uses will be supported providing that the proposed use would not be likely to introduce conflict with existing uses and provided adequate off-street parking can be provided.

Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those classified as Town Centre Uses by the NPPF will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced.

6.7. District, Local and Village Centres

- 6.7.1. Beyond the city and town centres in Central Lincolnshire, people rely on smaller centres that are geographically closer to them for everyday shops, services and other facilities. The availability of these services in local and rural centres is vital for many communities and is essential in reducing the need to travel. The scale of these centres means that they clearly complement the strategic role of the larger town centres rather than competing directly with them.
- 6.7.2. These district, local and village centres, identified in Policy S34, are intended to meet local needs and form an important part of the retail hierarchy. To be effective in terms of reducing journey lengths and in order to be 'self-supporting', these centres include more than just shops, although shops are a vital component. New district and local centres will also be an integral part of the Sustainable Urban Extensions (SUEs) as detailed in Policies S68-S70.

Policy S39: District, Local and Village Centres

Development proposals for town centre uses under E Use Class including retail, leisure and/or office development in or on the edge of a district, local or village centre as defined on the Policies Map will be supported in principle where it:

- a. contributes to the vitality and mix of uses in the centre and is compatible with the role of the centre;
- b. is appropriate in scale for the centre and the development is of an appropriate design relating well to the character of the setting;
- c. prioritises and promotes access by walking, cycling and public transport wherever possible;
- d. will not result in road safety issues from on-street parking; and
- e. will not harm the amenity which occupiers of nearby properties may reasonably expect to enjoy.

Proposals for non-town centre uses under E Use Class within a district, local or village centre will not normally be supported unless it can be satisfactorily demonstrated through a thorough and proportionate marketing exercise lasting not less than 12 months that the existing use is no longer viable and that other uses under E Class are also likely to prove unviable. Proposals which would harm the role of the centre will not be acceptable.

Where a proposal will result in the loss of a shop of under 280sqm selling essential goods, including food, and is located farther than 1km from a similar shop, defined as a local community use under F2 Use Class, permission will not normally be granted unless a suitable alternative provision of a similar shop is included within the proposal or where evidence is provided clearly demonstrating that the shop has been appropriately marketed for a continuous period of 12 months or more without successful conclusion on terms that reflect the lawful use and condition of the premises – this evidence will be considered in the context of local market conditions and the state of the wider national economy

Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those classified as Town Centre Uses by the NPPF will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced.

6.8. City and Town Centre Frontages

- 6.8.1. Shop and business frontages make an important contribution to the character of centres and shopping streets. Great care is necessary to ensure that new frontages or the alteration and replacement of existing frontages in centres not only adds visual interest to the street scene, but also reflects the architectural style of the buildings to which they relate and the character of the area. A good frontage can contribute significantly to the experience of visitors and, conversely, a poorly designed frontage can have a lasting negative experience for users.
- 6.8.2. It is not just the design and appearance of frontages within town centres that have an impact on their character but also security shutters. Whilst the security of shops and other commercial premises is important, shuttering of display windows can produce an intimidating street scene, particularly at night, and can detract from the vitality of a shopping street or centre.
- 6.8.3. Internal security shutters which are transparent or perforated to an extent that the area behind is highly visible are preferred over external shutters (permission is not required for internal shutters). However, where external shutters are proposed, the preference is for transparent or heavily perforated shutters rather than solid shutters, as they allow visibility into the premises, are less visually intrusive and create a more welcoming environment.

Policy NS40: City and Town Centre Frontages

This policy applies to all proposals for town centre uses within defined city and town centres including shops, banks, restaurants, leisure uses or all uses within areas identified as Primary Shopping Areas in tiers 1 and 2 of the retail hierarchy in Policy S34.

Proposals for new frontages or alterations to existing frontages within an identified centre will be permitted provided the proposal:

- a. is of a high quality design and is sympathetic in scale, proportion and appearance to the building of which it forms part, and to the character of the surrounding street scene; and
- b. protects, and where possible enhances, traditional or original frontage or features that are of architectural or historic interest, particularly if the building is listed or within a conservation area; and
- c. is designed to allow equal access for all users.

Where a proposal includes the provision of external security shutters, permission will only be granted where:

- d. it is demonstrated that there is a persistent problem of crime or vandalism affecting the property which cannot be satisfactorily and reasonably addressed by an alternative measure; and
- e. the property is not a listed building or situated in a conservation area; and

- f. the security shutter is transparent or heavily perforated to an extent that the area behind is highly visible; and
- g. the shutter is designed to a high standard and is in keeping with the character and appearance of the building and its surroundings.

7. Tourism and Visitor Economy

7.0.1. Central Lincolnshire, with historic Lincoln at its core, has a thriving, growing, visitor economy with visitors arriving for education, business and leisure purposes. Alongside historic Lincoln and its cathedral and castle, there are a number of significant visitor economy assets within the city, including its annual Christmas Market. Central Lincolnshire also has a draw for its aviation history, access to the open countryside (including the Lincolnshire Wolds Area of Outstanding Natural Beauty) and the Lincolnshire Showground. The Employment Needs Assessment (ENA) (2020) sets out that between 2012 and 2018 the number of people employed in 'Accommodation and Food Service' jobs has risen by 36%. Linked to this as a sector that attracts visitors to the area, jobs in the 'arts, entertainment, recreation and other services' have increased by 47%. Further growth is also predicted within the ENA for both jobs sectors.

7.1. Sustainable Urban Tourism

- 7.1.1. The Greater Lincolnshire Local Economic Partnership (GLLEP) draft Local Industrial Strategy Evidence Base (November 2019) shows that visitor economy based jobs are distributed across Greater Lincolnshire, with concentrations in Lincoln, Louth (the Wolds) and on the coast at Cleethorpes and north of Skegness. This concentration around Lincoln totals around 6,200 jobs across restaurants, cafes, pubs, bars, hotels and attractions themselves. It is clear that there are also other pockets or concentrations of visitor economy jobs across the Central Lincolnshire area.
- 7.1.2. Lincoln is one of England's key heritage cities, and the principal visitor destination in Central Lincolnshire. It attracts over 3 million visitors a year, generating over £190 million and supporting 2,000 jobs. Lincoln's Cathedral and Cultural Quarters, along with the High Street and Brayford Waterfront provide a variety of visitor attractions within a relatively compact area. These range from the Castle and Cathedral, to art galleries and lesser known attractions such as the Cheese Society and Arboretum.
- 7.1.3. Lincoln is not a seasonal destination, it is busy all year round, with visitor accommodation, especially hotels, enjoying year round occupancy. The continuing growth in population, investment by businesses, fast growing universities and investment in and rejuvenation of tourist destinations will continue to attract increasing numbers of visitors to the area. Within Lincoln room occupancy rates are very high (80%) with hotels frequently full and turning business away.
- 7.1.4. Outside of Lincoln, within Gainsborough, Sleaford and the Market Towns, there are also a number, albeit generally smaller, visitor attractions such as Market Rasen Racecourse, Gainsborough Old Hall, and the Hub (the National Centre for Craft and Design) and Cogglesford Mill at Sleaford.
- 7.1.5. The Hotel Fact File prepared on behalf of the GLLEP identifies that while the most significant supply of hotels is in Lincoln, Sleaford and Gainsborough have a very limited provision. The report identifies that priority for hotel development within Lincoln is the development of luxury boutique hotels to complement the existing and planned budget, 3 and 4 star hotels, and to provide comparable accommodation to that available in similar heritage city destinations. Within Sleaford and Gainsborough, it is identified that there is potential for hotel developments to take place as part of wider development and

regeneration. The provision of a sufficient level and range of holiday accommodation is essential for supporting the contribution made by the tourism sector to the local economy.

7.1.6. Policy S41 aims to encourage sustainable growth in the urban visitor economy.

Policy S41: Sustainable Urban Tourism

Within the urban areas of Lincoln, Gainsborough, Sleaford and the Market Towns development and activities that will deliver high quality sustainable visitor facilities such as culture and leisure facilities, sporting attractions and visitor accommodation, including proposals for temporary permission in support of the promotion of events and festivals, will be supported. Such development and activities should be designed so that they:

- a) contribute to the local economy;
- b) benefit both local communities and visitors;
- c) respect the intrinsic natural and built environmental qualities of the area; and
- d) are appropriate for the character of the local environment in scale and nature.

Development proposals which result in the loss of facilities or attractions that support the visitor economy, including hotels and guesthouses, will not be permitted unless:

- e) there are overriding sustainability and regeneration benefits from the proposal; or
- f) the existing use is demonstrated to be unviable and with no reasonable prospect of becoming viable; or
- g) the facility has been appropriately marketed for a continuous period of 12 months or more without successful conclusion on terms that reflect the lawful use and condition of the premises – this evidence will be considered in the context of the local market conditions and state of the wider national economy.

Lincoln

Within Lincoln the focus of tourism developments should be on the Cathedral and Cultural Quarters and the High Street and Brayford Waterfront areas in order to complement and support existing attractions. Proposals in other parts of the Lincoln Urban Area that satisfies criteria a)-d) above and will not detract from or otherwise harm existing tourism offer of the city will be supported.

7.2. Sustainable Rural Tourism

7.2.1. Tourism naturally extends beyond the urban areas of Lincoln, Gainsborough, Sleaford and the market towns. Rural Central Lincolnshire also makes a significant contribution to the visitor economy. Many visitors are attracted to the waterways, walking and cycling routes, the many aviation and other attractions across the area. In addition, a number of key road routes to the East Coast run through Central Lincolnshire, providing the opportunity for additional visitor spend from through traffic stopping within the area.

7.2.2. The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) is a popular visitor destination for walkers. The AONB extends into Central Lincolnshire between Market Rasen and Caistor, and is surrounded by a locally designated Area of Great Landscape Value (AGLV).

7.2.3. Visitor pressure is not evenly spread across Central Lincolnshire, and this is particularly the case across the rural area, with some areas being distinct 'honey pots'. Within the

rural area intensive tourism and leisure uses, including static caravans, will typically be discouraged, in order to protect the countryside from inappropriate development, in accordance with other policies in this plan. Regard will also be given to the cumulative impacts of tourism and recreation proposals on landscape character, nature conservation value and local transport movements.

- 7.2.4. Small-scale development of new visitor facilities and accommodation appropriate to their surroundings will be supported within the villages. These settlements already provide many services used by residents and visitors and together with their access by public transport make them more sustainable locations for tourism developments, and less likely to have impacts on the landscape and natural beauty of the area.
- 7.2.5. Ecotourism, defined as visiting fragile, pristine and relatively undisturbed natural areas, has seen an increase globally in recent years. It is intended as a low impact and often small scale alternative to mass tourism. Ecotourism involves responsible travel to natural areas, conserving the environment and improving the well-being of local people. Proposals for tourism development that will result in improved biodiversity and green infrastructure, will be particularly welcomed. Wildlife activities or 'Nature Tourism' will be encouraged and supported, in principle, in both rural and urban areas.
- 7.2.6. Rural Central Lincolnshire has a range of tourist accommodation in the form of Bed & Breakfasts, self-catering cottages, lodges, and caravan, camping and glamping sites. In order to protect the rural area, the central Lincolnshire authorities would not wish to see a prevalence of any particular type of visitor accommodation in any one area.
- 7.2.7. While seeking to ensure that a diverse range of accommodation is available across the area to cater for demand from visitors, it will also be necessary to ensure that it is in the most appropriate locations that do not detract from the natural beauty of the rural area. It will also be necessary to ensure that accommodation remains available in the future for visitors and does not become occupied for full-time residential use. Planning conditions or legal agreements will be used to ensure that occupation of new self-catering accommodation is limited, and registers of lettings (to include names and addresses of all occupants of units for each letting) will be required to be kept and made available on request to the Local Planning Authority.
- 7.2.8. Developments that, while tourism related, are clearly farm diversification projects will be considered against Policy S5: Development in the Countryside.

Policy S42: Sustainable Rural Tourism

Development proposals within villages named in the Settlement Hierarchy in Policy S1 that will deliver high quality sustainable visitor facilities including (but not limited to) visitor accommodation, sporting attractions, and also including proposals for temporary permission in support of the promotion of events and festivals, will be supported where they:

- a) contribute to the local economy;
- b) benefit both local communities and visitors;
- c) respect the intrinsic natural and built environmental qualities of the area;
- d) are appropriate for the character of the local environment in scale, nature and appearance; and
- e) would not result in highway safety or severe traffic impacts.

Development proposals for tourism uses, wildlife related tourism and visitor accommodation in the countryside will only be supported where it has been demonstrated that:

- f) part E of Policy S5 has been satisfied; or
- g) locations within settlements are unsuitable for the scale and nature of the proposal or there is an overriding benefit to the local, or wider, economy and/or community and/or environment for locating away from such built up areas and the proposal will not result in harm when considered against other policies in the plan; or
- h) it relates to an existing visitor facility which is seeking redevelopment or expansion.

New visitor accommodation in the countryside may be restricted by means of planning conditions or a legal agreement which permits holiday use only.

The conversion or redevelopment of hotels and guest houses to permanent residential accommodation will be resisted unless it can be demonstrated that the existing tourism use is no longer viable through a thorough and proportionate marketing exercise lasting not less than 12 months.

7.3. Lincolnshire Showground

7.3.1. The Lincolnshire Showground is an important asset not only to Central Lincolnshire but the County as a whole, attracting large numbers of visitors at certain times of the year. Development to complement the principle use of the site for shows could help to:

- sustain the showground as one of the key agricultural show venues in the UK;
- augment the range of events and services leading to increased overnight stays in the area that will benefit the local visitor economy; and
- contribute to the GLLEP vision of doubling the economic value of the agri-food sector in Greater Lincolnshire by 2030.

7.3.2. The Lincolnshire Showground (together with the Hemswell Cliff Business Park) was identified in 2015 as a strategic site to support the development of a food and farming Enterprise Zone. It lies adjacent to the A15, which forms the main North / South road corridor between Lincoln, Scunthorpe and the Humber Bridge.

7.3.3. Due to the strategic importance of the Showground, and the wider implications of any development on the site, it is considered appropriate for this Local Plan to both identify the site on the Policies Map, and set out in policy, below, the strategic proposals for the site.

Policy S43: Lincolnshire Showground

The following development within the Lincolnshire Showground area, as defined on the Policies Map, will be supported in principle:

- Facilities directly related to the functioning of shows on the showground itself;
- Conference facilities (E Use Class) (up to 4,000 sqm);
- Expansion of Agricultural College functions (C2 Use Class) (up to 8,000 sqm);
- Employment related development (E Use Class) (up to 3,500 sqm);
- A hotel (C1 Use Class) (up to 100 beds);
- Other minor ancillary development linked to the above uses.

All such proposals should demonstrate their compatibility to the main showground use. Proposals which would negatively impact on the scale of shows which could be accommodated on the showground will be refused.

Particular attention should be given to:

- a) ensuring the proposals have no detrimental impact on the functioning of infrastructure;
- b) the careful design, layout, scale and height of buildings, taking account of the otherwise rural character in which the showground area is located; and
- c) improving linkages, by sustainable means, to the Lincoln urban area.

A masterplan prepared in advance of any significant proposals would be welcomed and, if approved by West Lindsey District Council, it would become a material consideration in the determination of future planning applications.

8. Transport and Infrastructure

8.0. Strategic Infrastructure Requirements

- 8.0.1. Growth and expansion in Central Lincolnshire will be supported by necessary infrastructure such as roads, schools, and health and community facilities to ensure that our communities have access to essential facilities.
- 8.0.2. The Central Lincolnshire Infrastructure Development Plan (IDP) has been prepared alongside this Local Plan and will be regularly updated. The IDP is produced to identify the range of infrastructure types and projects required to support growth and it identifies likely funding sources, delivery agents, timescales and priorities. Such projects include:
- Water and Drainage – water supply, waste water, flood risk management and resilience and water quality;
 - Energy – electricity, gas and district heating systems;
 - Communications Infrastructure – improved broadband coverage and provision;
 - Leisure and green infrastructure – sport, open space and community facilities;
 - Education – nursery and pre-school, primary, secondary, further education and higher education;
 - Health – hospitals, health centres, GP surgeries, public health and preventative health care;
 - Transport – highways, cycle and pedestrian facilities, rail, bus, park and ride, travel management, waterways and car parking.
- 8.0.3. The infrastructure necessary to support growth in Central Lincolnshire will be delivered by a variety of partners including the Councils, Government departments, public agencies, and utility service providers, all of which will have their own investment plans in place. The role of the IDP is to ensure that all the service providers' strategies and investment plans are developed alongside and align with the Local Plan to ensure the timely delivery of infrastructure.
- 8.0.4. The delivery of infrastructure to support growth will rely on collaborative working in order to establish and align funding sources and also ensure that works achieve best value. Contributions to infrastructure may be made in a variety of ways including direct provision and commuted sums from developments.

Education Facilities

- 8.0.5. Within Central Lincolnshire, a number of primary schools have capacity issues and are oversubscribed in many instances. Based on current pupil projections Lincoln, Gainsborough and Sleaford are projected to have limited capacity during the plan period as well as in some rural primary schools.
- 8.0.6. Recent growth in primary school age children is now starting to impact upon capacity within secondary schools. Within secondary schools, there is limited capacity to accommodate growth in pupil numbers in a number of locations including in the Lincoln area and at Sleaford, Welbourn, Welton and Market Rasen.

- 8.0.7. The Building Communities of Specialist Provision Strategy has been developed to address the provision of school places for Special Educational Needs (SEN) pupils. Through implementation of the Strategy, there will be a modest increase in SEN school places, of 2%. The primary aim, though, is to create an integrated and sustainable school system which will enable children to attend their nearest special school confident that their health and educational needs can be met.
- 8.0.8. It is therefore likely that new primary, secondary and SEN school provision across Central Lincolnshire will be needed to accommodate increased demand arising from development across the plan period. How new provision is provided will vary, however, it is anticipated that the SUEs in Lincoln, Gainsborough and Sleaford will provide on-site facilities, while other sites will provide financial contributions.

Health Facilities

- 8.0.9. The level of healthcare provision within Central Lincolnshire is currently adequate to serve the existing population of the area. However, future developments will have an impact on health provision and put additional pressures on resources. The NHS Long Term Plan seeks to modernise the way in which services are provided, focussing on Primary care supported by community care, therefore reducing reliance on hospital based services. The need for, type and location of additional healthcare facilities over the Plan period will depend on the location, amount and type of housing being developed, and the resultant population demographic.
- 8.0.10. There will, therefore, be a need for new healthcare facilities as a result of the housing development proposed within this plan. These needs will vary across Central Lincolnshire, as will the appropriate response for meeting needs. It is anticipated that the SUEs in Lincoln, Gainsborough and Sleaford will provide on-site facilities or possibly contributions to existing facilities where appropriate, whilst other development sites will provide financial contributions towards the provision of new or the expansion of existing facilities where these are identified as being necessary by NHS England.

Delivery of Infrastructure

- 8.0.11. While every effort will be made to ensure the timely provision of infrastructure, the following policy will be used to restrict development from commencing or, in certain cases, from being permitted, in the absence of proven infrastructure capacity or acceptable mitigation.
- 8.0.12. Where there is a major development proposal which requires its own (on-site and/or off-site) infrastructure, and the proposal is subject to Environmental Impact Assessment (EIA) and/or project level Appropriate Assessment under the Habitats Regulations, the Councils will require the developer to consider the likely effects of the development and all of its supporting infrastructure as a whole, so that potential in-combination effects can be fully assessed before any decisions are taken.
- 8.0.13. Policy S44 below sets out the overarching framework for delivering infrastructure to support growth, however, other policies within the plan set out more specific requirements on matters such as health, transport, water, community facilities and open space/ green infrastructure.

Policy S44: Strategic Infrastructure Requirements

New Development should be supported by, and have a good access to, infrastructure.

Infrastructure

Planning permission will only be granted if it can be demonstrated that there is, or will be, sufficient infrastructure capacity to support and meet all the necessary requirements arising from the proposed development. Development proposals must consider all of the infrastructure implications of a scheme; not just those on the site or its immediate vicinity. Conditions or planning obligations, as part of a package or combination of infrastructure delivery measures, are likely to be required for many proposals to ensure that new development meets this principle.

Consideration must be given to the likely timing of infrastructure provision. As such, development may need to be phased. Conditions or a planning obligation may be used to secure this phasing arrangement.

Healthcare Facilities

Proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be easily accessible to all sectors of the community. Proposals which utilise opportunities for the multi-use and co-location of health facilities with other services and facilities, and thus co-ordinate local care and provide convenience for the community, will be particularly supported.

Education Provision

Proposals for new or extended school facilities will be expected to relate well to the population that they are to serve, ensuring that they are easily accessible for all. Conditions or planning obligations are likely to require education provision where there is a demonstrated shortfall in capacity, either currently or as a result of the proposed development.

Development Contributions

Developers will be expected to contribute towards the delivery of relevant infrastructure, either through direct provision or contribution towards the provision of local and strategic infrastructure to meet the needs arising from the development either alone or cumulatively with other developments.

8.1. Safeguarded Land

- 8.1.1. Sometimes infrastructure which may not currently be anticipated to be delivered in the short term or indeed necessary to support short-term needs is likely to be crucial to support development over the longer term. This may lead to, on a fairly exceptional basis, the need to 'safeguard' land from development that would impact directly on its deliverability in order to protect it for future infrastructure needs.
- 8.1.2. A new North Hykeham Relief Road would link the Eastern Bypass (at the A15 Sleaford Road) with the existing A46 Western Bypass (at its junction with Newark Road), creating a complete Lincoln ring road. The authorities see this as part of the solution to the city's transportation challenges and the proposal is identified as a primary infrastructure intervention in the Lincoln Transport Strategy.
- 8.1.3. A Preferred Route has been identified, as indicated on the Policies Map, and delivery mechanisms and funding is starting to be secured.

Policy S45: Safeguarded Land for Future Key Infrastructure

Development proposals on or near to the preferred route of the North Hykeham Relief Road, as indicated on the Policies Map, which will prejudice the efficient and effective delivery of the project will be refused.

8.2. Accessibility and Transport

- 8.2.1. The NPPF sets out the importance of sustainability in relation to transport, in particular the need to ensure that developments that generate significant movements are located where the need to travel will be minimised and the use of sustainable travel can be maximised.
- 8.2.2. As a predominantly rural area, there is a heavy reliance on car use across large parts of Central Lincolnshire. This can have a significant impact on the elderly, children, young people and those without access to a private car who can become isolated and find it difficult to access health, social and educational facilities. In the larger urban areas, there are different transport issues with Lincoln, and to a lesser extent Gainsborough and Sleaford, experiencing congestion at peak times.
- 8.2.3. Across Lincolnshire as a whole there are no motorways and only approximately 40 miles of dual carriageway. The key roads in Central Lincolnshire, including the A15, A17, A46, A158, A159 and A631 are essential for connecting communities and important routes for businesses, including local agricultural and food industries that use the network to move goods and freight to, from and across Central Lincolnshire.
- 8.2.4. Within the Lincoln area, the bus network is relatively good with most services operating commercially, whilst fully accessible “Into Town” services operate in Gainsborough and Sleaford. Across the rural areas, “InterConnect” services run on the key inter-urban corridors (e.g. Lincoln – Gainsborough – Scunthorpe), with demand responsive “CallConnect” services providing pre-bookable, flexible feeder services to local centres and to onward connections to the larger urban centres. Although progress has been made in expanding the bus network in recent years, outside of Lincoln services typically remain very limited in the evenings and at weekends.
- 8.2.5. The Great Northern Great Eastern Rail (GNGE) line runs through Central Lincolnshire, with stations at: Gainsborough Lea Road, Saxilby, Lincoln, Metheringham, Ruskington and Sleaford. Lincoln and Sleaford are the principal rail hubs, providing connections to the East Coast Main Line and destinations beyond. The GNGE line has recently been upgraded to provide increased freight capacity in order to take freight traffic away from the East Coast Main Line. These improvements should also offer the opportunity for improved passenger services. There is also a number of direct services from Lincoln to London via the East Coast Main Line. East Midlands Trains (EMT) run from Leicester, Nottingham and other parts of the East Midlands via Lincoln to Grimsby with stations at: Swinderby, Hykeham, Lincoln and Market Rasen. EMT also provide wider connections to Grantham, Boston and Skegness in Lincolnshire. In addition, Northern Rail operate an hourly service between Lincoln and Sheffield which has been strengthened by the new Northern franchise. Investment in the parking and station facilities at North Hykeham station sought to encourage greater use of the rail service both into Lincoln and to Newark and Nottingham. Investment has also been made at Swinderby Station, with the construction of a new car park. However, the large number of level crossings in Central Lincolnshire

has an impact on rail capacity as well as having an impact on other parts of the transport network with increased rail use, especially by freight services, increasing waiting times for road users and pedestrians. However, new footbridge provision over the railway in Lincoln city centre has eased the delays caused by the level crossing barrier downtime.

- 8.2.6. Central Lincolnshire's navigable rivers and canals were originally built to transport goods around the country and although many are now largely used for recreation and leisure there continues to be a role for freight movement by water. The River Trent runs through the North Midlands to Newark and along the edge of Central Lincolnshire, through Gainsborough and on to the Humber and is identified as a major freight waterway which can take large barges of several hundred tons. In recent years the focus has been on the movement of aggregates, containers, waste and recycling but interest has been growing as fuel costs have risen and awareness of the environmental benefits of moving freight by water, such as relieving road congestion and reducing exhaust emissions, has increased. The Fossdyke and Witham navigations are broad waterways which run through Lincoln and connect with the Trent and the sea via Boston. Potential also exists to expand the existing use of towpaths and river banks as useful routes for cycle and footpaths enhancing connectivity and providing a recreational resource.
- 8.2.7. The Local Transport Plan (LTP) sets out the overall strategy and delivery arrangements for transport across the whole of Lincolnshire, including supporting growth, tackling congestion, improving accessibility, creating safer roads and supporting the larger settlements. The LTP reflects the objectives of the latest Local Plan, and vice-versa, with each updated version aiming to complement one another. The objectives contained within the current strategy 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.
- 8.2.8. The 4th Lincolnshire Local Transport Plan (LTP4) covering the period 2013/14- 2022/23 includes the following objectives:
- assist the sustainable economic growth of Lincolnshire, and the wider region, through improvements to the transport network;
 - improve access to employment and key services by widening travel choices, especially for those without access to a car;
 - make travel for all modes safer and, in particular, reduce the number and severity of road casualties;
 - maintain the transport system to standards which allow safe and efficient movement of people and goods;
 - protect and enhance the built and natural environment of the county by reducing the adverse impacts of traffic, including HGVs;
 - improve the quality of public spaces for residents, workers and visitors by creating a safe, attractive and accessible environment;
 - improve the quality of life and health of residents and visitors by encouraging active travel and tackling air quality and noise problems; and
 - minimise carbon emissions from transport across the county.
- 8.2.9. At the time of writing Lincolnshire County Council are commencing the review of the Local Transport Plan (LTP5).

- 8.2.10. Transport Strategies for Lincoln, Gainsborough and Sleaford set out a range of local proposals to help tackle congestion and improve transport options in the main urban areas.
- 8.2.11. To demonstrate how accessibility, mobility and transport related matters have been considered and taken into account in the development of proposals, one or more of the following should be submitted with planning applications, with the precise need dependent on the scale and nature of development:
- a design and access statement (all proposals); and/ or
 - a transport statement (typically required for developments of 50 - 80 dwellings); and/ or
 - a transport assessment and travel plan (typically required for developments over 80 dwellings).
- 8.2.12. Advice on the level of detail required should be confirmed through early discussion with the local planning or highway authority.

Policy S46: Accessibility and Transport

Development proposals which contribute towards an efficient and safe transport network that offers a range of transport choices for the movement of people and goods will be supported.

All developments should demonstrate, where appropriate, that they have had regard to the following criteria:

- a) Located where travel can be minimised and the use of sustainable transport modes maximised;
- b) Minimise additional travel demand through the use of measures such as travel planning, safe and convenient public transport, car clubs, walking and cycling links and integration with existing infrastructure;
- c) Making allowance for low and ultra-low emission vehicle refuelling infrastructure.

Delivering Transport Related Infrastructure

All development proposals should have regard to the IDP, and, where necessary contribute to the delivery of the following transport objectives, either directly where appropriate (such as the provision of infrastructure or through the contribution of land to enable a scheme to occur) or indirectly (such as through developer contributions as set out in Policy S44).

For Strategic Transport Infrastructure:

- d) Improve and manage the strategic highway infrastructure for a range of users and increased capacity where appropriate and viable;
- e) Improve and manage the wider road infrastructure to benefit local communities including through the use of traffic management and calming initiatives where appropriate on rural roads, and key transport links in the towns and villages;
- f) Improve, extend and manage the strategic cycling network for a range of users;
- g) Support the enhancement of existing or proposed transport interchanges;
- h) Explore opportunities to utilise waterways for transport, particularly freight.

For Public and Community Transport Infrastructure and Services:

- i) Assist in the implementation of infrastructure which will help all communities in Central Lincolnshire, including people living in villages and small settlements, to have opportunities to travel without a car for essential journeys;
- j) Improve the integration, efficiency, accessibility, safety, convenience and comfort of public transport stations, including both rail and buses;

- k) Deliver flexible transport services that combine public and community transport, ensuring that locally based approaches are delivered to meet the needs of communities;
- l) Assist in bringing forward one or more mobility hubs in the Lincoln area.

To demonstrate that developers have considered and taken into account the requirements of this policy, an appropriate Transport Statement/ Assessment and/ or Travel Plan should be submitted with proposals, with the precise form dependent on the scale and nature of development and agreed through early discussion with the local planning or highway authority.

Any development that has severe transport implications will not be granted planning permission unless deliverable mitigation measures have been identified, and arrangements secured for their implementation, which will make the development acceptable in transport terms.

8.3. Walking and Cycling

- 8.3.1. Walking and cycling can have wide ranging benefits, from reducing congestion and pollution from exhaust emissions, to contributing to the improved health and physical fitness of the population. Walking and cycling can also play an important role in multi-modal journeys in combination with other sustainable travel modes, such as bus and rail services.
- 8.3.2. Improvements in the bus network continue to be made in the Lincoln area and bus operators were closely involved in the delivery of the Lincoln Transport Hub which now offers a significantly enhanced experience for users. The changes to the St Marys Street area of Lincoln City Centre as a part of the Transport Hub works have made a significant improvement to the pedestrian environment for those arriving by bus or rail, making multi modal journeys into the city centre more attractive. A number of other sustainable travel initiatives have, and are, being delivered by Central Lincolnshire partners. Significant work was undertaken, through the Access LN6 project, to improve sustainable transport options and achieve modal in the LN6 area of the Lincoln and North Hykeham. This work, encouraging walking, cycling and public transport use as well as car sharing has since been continued by Access Lincoln.
- 8.3.3. The Lincoln Eastern By-pass has been designed and constructed to include dedicated walking and cycling provision along and across its route, maintaining connectivity with the city for those communities to the east of the new road.
- 8.3.4. The 2020 Lincoln Transport Strategy (LTS) identifies that the number of walking trips made is in decline, with almost a quarter of adults indicating that they do not walk for any purpose at all. The LTS also states that the cycle network in Lincoln is not comprehensive and is disjointed within the city centre, with provision limited in rural areas. The LTS aims to put a focus on walking and cycling for short journeys. With an objective to rebalance movement towards walking and cycling and multi-occupancy, shared mobility and passenger transport. A further objective states that the LTS will seek to enhance the health and wellbeing of communities through improved air quality, increased physical activity and safety.
- 8.3.5. Both the Sleaford Transport Strategy (2014) and Gainsborough Transport Strategy (2010) also identify that cycle route networks are disjointed and poorly connected with each other. As with the LTS, both the Sleaford and Gainsborough Transport Strategies place a

focus on walking and cycling for short journeys and the improvements to the network that are needed to make walking and cycling easier and more attractive options.

- 8.3.6. The COVID-19 pandemic provided a number of opportunities for sustainable travel, in particular walking and cycling. Lockdowns, and the need to distance from one another, resulted in an increase in active sustainable travel among those unable to work from home and also a notable increase in walking and cycling for leisure. In particular, sales of bicycles throughout the lockdown period increased significantly as those still required to travel to work sought to avoid public transport, and others took to cycling for their daily allowed exercise. Through a bid to the Emergency Active Travel Fund, Lincolnshire County Council sought to build upon previously implemented active travel schemes. Schemes implemented with Emergency Active Travel funding have been located in Lincoln and Sleaford within Central Lincolnshire as well as other towns, in the wider county. The projects implemented have included the installation of temporary cycle lanes, road closures to vehicles, installation of additional cycle storage and new and widened pedestrian crossings.
- 8.3.7. The ability to travel using sustainable forms of transport must be integrated into the design of new developments and connectivity to and from the development and existing built up area should be a key component for the layout of development. Consideration must be given to the quality of the walking and cycling environments to ensure routes are safe, legible and attractive, connecting well into the existing network and to facilities such as bus stops. Development layouts must be fully accessible and be designed to encourage walking and cycling by providing direct routes following future and existing desire lines. Proposals should take account of points of conflict with vehicular traffic, severance issues and the need for other pedestrian and cyclist accessibility improvements, providing end to end consideration of journeys for all users.

Policy S47: Walking and Cycling Infrastructure

Development proposals should facilitate active travel by incorporating measures suitable for the scheme from the design stage. Plans and evidence accompanying applications will demonstrate how the ability to travel by foot or cycle will be actively encouraged by the delivery of well designed, safe and convenient access for all both into and through the site. Priority should be given to the needs of pedestrians, cyclists, people with impaired mobility and users of public transport by providing a network of high quality pedestrian and cycle routes and green corridors, linking to existing routes where opportunities exist, that give easy access and permeability to adjacent areas.

Proposals will:

- a) protect, maintain and improve existing infrastructure, including closing gaps or deficiencies in the network;
- b) provide high quality attractive routes that are safe, direct, legible and pleasant and are integrated into the wider network;
- c) ensure the provision of appropriate information, including signposting and way-finding to encourage the safe use of the network;
- d) encourage the use of supporting facilities, especially along principle cycle routes;
- e) make provision for secure cycle parking facilities in new developments and in areas with high visitor numbers across Central Lincolnshire; and
- f) consider the needs of all users through inclusive design.

8.4. Parking Standards

- 8.4.1. Central Lincolnshire, as a predominantly rural area, has a higher than average reliance on the private car. This means that residential development, in particular, faces pressure in respect of car parking and the impact on highway safety. An over-provision of car parking can lead to unattractive, car dominated environments that are unsafe for non-car users, whilst an under-provision can lead to unsuitable or unsafe on-street parking.
- 8.4.2. All development, not just residential development, should carefully assess its parking needs taking into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; the existing available car parking provision close to the development site and an overall need to reduce the use of high-emission vehicles, as stated in the NPPF.
- 8.4.3. All Development should consider user's needs, impact on neighbouring users and the safe and efficient use of the highway network for all users including pedestrians, cyclists and those with limited mobility. Developers should consider imaginative solutions for car share facilities, powered two wheeler and cycle parking, and enabling domestic electric vehicle charging points. Unallocated cycle parking for residents should be secure and covered, located in easily accessible locations throughout the development. The Manual for Streets (2007) and Manual for Streets 2 (2010) provide guidance on the principles that should normally be followed. All development should justify the level of parking provided and the design of such parking.
- 8.4.4. The City of Lincoln Council have prepared an SPD to address the specific residential, and other, parking issues that arise with in the City area. This SPD provides additional detail in support of the policy and reflects the outcomes of the Lincoln Transport Strategy.
- 8.4.5. Where prepared, parking provision should be informed by the outcomes of the transport statement or transport assessment and the travel plan (where required). The rationale for the final parking scheme should then be set out in a parking statement or within the design and access statement.

Policy S48: Parking Provision

Part A: Lincoln City Centre and Edge of Centre

Within 300m of Lincoln City Centre, as defined on the Policies Map, applications for residential development will be considered on a case by case basis, reflecting the varied nature of residential areas within the City. Considerations will take into account the proposal, its location, connectivity and parking issues in the surrounding area.

For all other types of development, proposals will be required to make use of existing public car parks before the provision of additional car parking spaces will be considered. The council will only allow additional on-site or off-site spaces if the applicant has provided a full justification for such a need (for example on the basis of essential operational requirements which cannot be met by the use of existing spaces off-site).

Within the area identified as the city centre on the Policies Map, all development proposals must demonstrate that careful consideration has been given to:

- prioritising access for pedestrians;
- improving accessibility for those with mobility issues;

- encouraging cyclists to access the city centre;
- reducing the need for vehicles to enter the city centre and particularly the city core policy area, with retail and other commercial development service vehicles being carefully controlled to minimise unnecessary disturbance to the public.

Further details will be provided in a Lincoln City specific Parking Standards SPD.

Part B: All Other Locations

Parking Provision in Residential Development

Outside of areas covered by Part A, planning permission for new residential development will only be granted if the proposal makes appropriate and deliverable parking provision in accordance with the standards in Appendix 2.

For all other development, the number and nature of spaces provided, and their location and access, should have regard to surrounding conditions and cumulative impact and set out clear reasoning in a note submitted with the application (whether that be in a Design and Access Statement / Transport Statement / Transport Assessment and/ or Travel Plan as appropriate, depending on the nature and scale of development proposed).

Infrastructure relating to electric charging points should be included within garages and other appropriate locations in accordance with Policy S17.

Wherever possible, parking provision should be provided 'on plot'. Parking court style provision not associated with flatted development will only be acceptable in exceptional circumstances.

Proposals must ensure that appropriate vehicle, powered two wheeler, cycle parking and disabled parking provision is made for residents, visitors, employees, customers, deliveries and for people with impaired mobility.

Parking Provision Non-Residential Development

All other types of development should incorporate a level of car parking that is suitable for the proposed development taking into account its location, its size and its proposed use, including the expected number of employees, customers or visitors.

Infrastructure relating to electric vehicle charging points should be provided in accordance with Policy S17.

Other considerations

In areas where there is a made Neighbourhood Plan containing residential parking standards, these will take precedent over the standards contained in Appendix 2.

8.5. Community Facilities

8.5.1. Certain types of services and facilities help create supportive communities by meeting the day-to-day needs of residents and businesses. Known as 'Community Facilities' they are essential to the delivery of integrated, inclusive and sustainable development because they:

- Encourage community cohesion and social interaction;
- Improve the 'liveability' of places;
- Encourage healthy lifestyles;
- Make a positive contribution to social wellbeing;

- Can provide employment opportunities.

8.5.2. There are many existing facilities embedded within our settlements that provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community. Some of these serve a local community, while some serve a wider catchment area or serve a group or cluster of interdependent settlements. It is important to seek to preserve these existing community facilities. However, it is recognised that there may be instances where facilities become demonstrably no longer fit for purpose and it can be demonstrated that there is no longer an existing or future community need for the facility, either in situ or elsewhere. Where the policy refers to 'redevelopment' this also includes proposals for the demolition, change of use and other forms of development that would result in the loss of an existing community facility.

Policy S49: Community Facilities

All development proposals should recognise that community facilities such as leisure facilities, libraries, public houses, places of worship and community halls, or any registered asset of community value, are an integral component in achieving and maintaining sustainable, well integrated and inclusive development.

Existing facilities

The redevelopment or expansion of an existing facility to extend or diversify the level of service provided will be supported.

In most instances, the loss of an existing community facility will not be supported.

The loss, via redevelopment, of an existing community facility to provide an alternative land use which is not that of a community facility will only be permitted if it is demonstrated that:

- a) The facility is demonstrably no longer fit for purpose and the site is not viable to be redeveloped for a new community facility; or
- b) The service provided by the facility is met by alternative provision that exists within reasonable proximity: what is deemed as reasonable proximity will depend on the nature of the facility and its associated catchment area; or
- c) The proposal includes the provision of a new community facility of similar nature and of a similar or greater size in a suitable on or offsite location.

New stand-alone facilities

Proposals for new community facilities will be supported in principle, and should:

- d) Prioritise and promote access by walking, cycling and public transport. Community facilities may have a local or wider catchment area: access should be considered proportionately relative to their purpose, scale and catchment area;
- e) Be accessible for all members of society;
- f) Be designed so that they are adaptable and can be easily altered to respond to future demands if necessary;
- g) Where applicable, be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.

New facilities as part of wider development proposals

Where new community facilities are deemed necessary as part of a wider development proposal (such as a residential development scheme which generates demand for new facilities), and acceptable within the guidance set out in Policy S44, then developers will be expected to

provide such relevant facilities either directly on-site and/or off site, through a financial contribution, either alone or cumulatively with other developments.

Opportunities to incorporate community facilities within or adjacent to the development site should be sought in the first instance. Offsite provision may be acceptable as an alternative if:

- h) There is insufficient space available onsite/ adjacent to the site; or
- i) Incorporation of the facility onsite/ adjacent would not be financially viable; or
- j) It would be more appropriate to contribute (in whole or part) to the establishment or expansion of a facility elsewhere in order to meet wider demand or combine facilities.

Whether on or off-site, community facilities required as part of wider development proposals should, in addition to criteria (d) – (g) above:

- k) Be implemented, as appropriate, at an early stage of the phasing of development;
- l) Have a robust business plan and governance arrangements in place, prepared by the applicant, including any funding arrangement, to ensure the facility is financially sustainable in the longer term.

8.6. Open Space Standards in New Development

- 8.6.1. Accessible, good quality open spaces, sport and leisure facilities make a significant contribution to the quality of life of people living in Central Lincolnshire. Such provision includes allotments, amenity greenspaces, children’s play areas, parks, sports pitches and facilities and natural greenspaces.
- 8.6.2. Accessible public open space is vital to the physical and mental health and wellbeing of individuals and communities. However, these spaces have wider benefits. They can contribute to the perception of an area as an attractive place to live, work and visit and provide opportunities to broaden the area’s tourism offer. They can also support biodiversity, providing valuable habitat and links within the existing green infrastructure network, allowing wildlife to migrate and better adapt to our changing climate. Open spaces play a key role in regulating water quality and flood risk management, and are key elements to developing successful Sustainable Drainage systems. Planning for open space, sport and leisure is therefore a key part of the wider approach to green infrastructure set out in *Policy S58 Green Infrastructure Network*.
- 8.6.3. As the population of Central Lincolnshire continues to grow, new residential development will create additional demand and pressure on existing open spaces and facilities. Therefore, new residential developments will be required to include a level of new open space, sport and leisure provision to meet the development’s needs.
- 8.6.4. The Central Lincolnshire Authorities will apply the open space standards set out in Appendix 3 to secure adequate provision of open space and playing pitches with the capacity to meet the additional need and demand arising from new residential development. The standards relate to the quantity, quality and accessibility of each type of open space and have been informed by the Central Lincolnshire Open Space Audit and Assessment Update 2021. The Councils will apply the standards to proposals for residential development of 10 or more dwellings.

- 8.6.5. The Open Space Audit and Assessment identifies those areas within Central Lincolnshire deficient in different types of open space in terms of quantity and accessibility. It also highlighted those areas in Central Lincolnshire in the top 10% in the country for multiple deprivation which were also deficient in natural and semi-natural greenspace. These areas will be used by the Councils as a starting point for identifying where on-site open space provision should be prioritised.
- 8.6.6. The preference is always for on-site provision where possible. However, where on-site provision cannot be achieved or where it is considered that the creation and or improvement of off-site open space is more appropriate, a commuted sum may be accepted. In making this judgement, the Council will have regard to the overall size of the development proposal, location and whether the area has sufficient provision of good quality accessible open space.
- 8.6.7. Demand for sport and leisure facilities is expected to rise as the population of Central Lincolnshire increases. These facilities deliver physical activity opportunities which help to address key health issues, including the rising level of children and adults that are considered obese or overweight and the cases of heart related disease which is above the regional average. With an increasing population greater pressure will be placed on sport and leisure facilities in Central Lincolnshire. An assessment of quantity of sports facilities undertaken for each of the Central Lincolnshire authorities highlights a need for additional sports facilities and playing pitches.
- 8.6.8. The process by which applicants can determine their open space, sport and leisure facility requirements is outlined in Appendix 3 and set out in greater detail in the Central Lincolnshire Developer Contributions SPD. The open space requirements for specific development proposals will be based on the application of the standards, taking into account current average household size, the type and size of dwellings proposed in the development and any particular needs identified in neighbourhood plans for the areas in which the development would take place.

Policy S50: Creation of New Open Space, Sports and Leisure Facilities

The Central Lincolnshire Authorities will seek to:

- a) reduce deficiency in publicly accessible open space, sports and leisure facilities;
- b) ensure new development provides an appropriate amount of new open space, sports and leisure facilities to meet need; and
- c) improve the quality of, and access to, existing open spaces, sports and leisure facilities.

Part A New Open Space

In all new residential developments of 10 dwellings or more, development proposals will be required to provide new or enhanced publicly accessible open space, sports and leisure facilities to meet the needs of their occupiers in accordance with this policy, the standards set out in Appendix 3, and in compliance with the latest Central Lincolnshire Developer Contributions SPD (or similar subsequent document).

On-site Provision

The preference is for on-site provision in a suitable location where this is practicable and would be the most effective way of meeting the needs generated by the development.

The precise type of on-site provision that is required will depend on the nature and location of the proposal and the quantity and type of open space needed in the local area. This should ideally be the subject of discussion and negotiation with the Council at the pre-application stage.

New open space, sports and leisure provision created on-site as part of the development should:

- d) be of an appropriate size and quality in accordance with the standards in Appendix 3;
- e) be designed to be safe and accessible to all potential users;
- f) be designed to maximise green infrastructure benefits and functions, and in particular, take opportunities to link into the wider green infrastructure network and deliver a biodiversity net gain (see Policy S58 and S60);
- g) consider the context of any existing provision and maximise any opportunities for improvement within the wider area where these are relevant to the development of the site;
- h) have a clear funding strategy and appropriate mechanisms secured which will ensure the future satisfactory maintenance and management of the site.

Off-Site Provision

In certain circumstances, as directed by Appendix 3, the criteria set out in the Central Lincolnshire Developer Contributions SPD and subject to legislation, it may be acceptable for a developer to make a financial or in-kind contribution towards open space provision off-site. Such proposals, which should ideally be agreed at pre-application stage, will only be considered if:

- i) the provision of open space on-site is not feasible or suitable due to the nature of the proposed development, by virtue of its size and/or other site specific constraints; and/or
- j) the open space needs of the proposed residential development can be met more appropriately by providing either new or enhanced provision off-site.

Part B Playing Pitches

To secure the level of playing pitch provision and associated changing rooms required to meet the scale of additional demand generated from development, contributions will be based on calculations using the Sport England Playing Pitch Calculator. The most up-to-date published cost at the point of an application's determination will be used.

8.7. Universities and Colleges

- 8.7.1. The important role that the universities and colleges in Lincoln play in the local economy and in raising skills levels is acknowledged and supported. The higher education student population contributes to the social vibrancy of the City and to the local economy. The role and further development of the University of Lincoln, Bishop Grosseteste University and Lincoln College are pivotal. Already an important driver of the local economy, it is important that their growth is supported and appropriately managed in order that they can fulfil their full potential and thereby help the City to grow and prosper.

Policy S51: Universities and Colleges

In principle, development proposals will be supported where they support the ongoing development of higher and further education establishments in Lincoln, provided that these are well integrated with and contribute positively to their surroundings.

University / College related development proposals will be supported in principle if the development would facilitate their continued growth and assist in maximising the economic benefits the Universities / Colleges bring to Central Lincolnshire. Support will be given to deliver more efficient and flexible academic buildings and high-quality urban design on the existing Brayford Pool Campus in accordance with Lincoln University's adopted masterplan.

In respect of the University Campus at Riseholme, as identified on the Policies Map, proposals for education, teaching and research buildings and other associated uses will be supported in principle (subject to wider planning policies, including detailed policy requirements for the Campus in any Made Neighbourhood Plan for Riseholme).

9. Design and Amenity

9.0. Delivering Good Design

- 9.0.1. To design successful places, all development should meet the aspiration for quality and sustainability in their design and layout. In short, good design is inseparable from good planning and should be at the heart of every development.
- 9.0.2. High quality sustainable design is design that is of a notable standard, which, by its nature, features and usability, will sustain over the longer term as it is fit for purpose, is adaptable to changing needs, and enables occupiers / users to live more sustainably.
- 9.0.3. A fundamental part of achieving high quality sustainable design, and ultimately high quality sustainable places, is the need to develop a thorough understanding of the local character and the qualities which contribute to local distinctiveness.
- 9.0.4. Central Lincolnshire is made up of many locally distinctive places including high streets, market squares, industrial estates, urban neighbourhoods, rural villages, historic environments and landscapes, which, in combination with a variety of natural forms and features, contribute to the rich and varied character. The scale of Central Lincolnshire means that villages vary greatly from one another, as do larger settlements due to the differing roles and periods of growth experienced in our settlements. The Central Lincolnshire Local Plan is a strategic document and so is not the appropriate mechanism to undertake a detailed assessment of the character and heritage of every settlement, instead the Local Plan should provide a framework for applicants, decision makers and communities to undertake such assessments and deliver the right responses for the local context.
- 9.0.5. All development must make a positive contribution to the character and appearance of the environment within which it is located, having regard to its local context, without harming the amenity experienced by neighbours.
- 9.0.6. The Government promotes good design through the publication of its National Design Guide and National Model Design Code in January 2021 which are aimed at ensuring that the requirement for good design is embedded in planning policy and ultimately is delivered through the development being built and the places being created. The National Design Guide sets out the characteristics of well-designed places under ten themes:
- Context
 - Identity
 - Built form
 - Movement
 - Nature
 - Public spaces
 - Uses
 - Homes and buildings
 - Resources
 - Lifespan
- 9.0.7. Policy S52 provides a clear set of standards and considerations under these ten themes that need to be deliberated when designing and making decisions on all schemes across Central Lincolnshire and it provides a framework for the development of local design guides or codes by communities, applicants or individual District Councils in the future.
- 9.0.8. Good design is not only about the way a building looks, but it is also about the way a place functions, how it makes users feel, how it lasts and how it adapts. Policy S52 pulls

together design specific requirements for all schemes but other policies throughout this plan, including, but not limited to, Policy S6 and S7 (Reducing Energy Consumption), S19 (Resilient and Adaptable Buildings), Policy S53 (Health and Wellbeing) and Policy S56 (The Historic Environment) also set out requirements which are intrinsically linked to good design.

- 9.0.9. Developers will be expected to demonstrate how their proposal is good design, telling the story behind the scheme and explaining how the policy matters below have been addressed within their development proposals in supporting evidence such as in the Design and Access Statement submitted with their planning application. Development should be bespoke and respond positively to and be informed by local context and vernacular but without stifling innovation and new technologies which sympathetically complement or contrast with the local architectural style. 'Standard' house types or the repetition of layouts, development densities, and the use of construction materials mimicking schemes elsewhere (whether within or outside Central Lincolnshire) will seldom be acceptable.
- 9.0.10. To provide assessment and support to ensure high standards of design are achieved, the Central Lincolnshire authorities may use the design review services offered by Design:Midlands, the regional Design Review Panel as necessary, and, when appropriate, refer major projects for national design review by the Design Council.

Policy S52: Design and Amenity

All development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.

Good design will be at the centre of every development proposal and this will be required to be demonstrated through evidence supporting planning applications to a degree proportionate to the proposal.

Development proposals will be assessed against, and will be expected to meet the following relevant design and amenity criteria. All development proposals will:

1. Context

- a) Be based on a sound understanding of the context, integrating into the surroundings and responding to local history, culture and heritage;
- b) Relate well to the site, its local and wider context and existing characteristics including the retention of existing natural and historic features wherever possible and including appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area;
- c) Protect any important local views into, out of or through the site;

2. Identity

- a) Contribute positively to the sense of place, reflecting and enhancing existing character and distinctiveness;
- b) Reflect or improve on the original architectural style of the local surroundings, or embrace opportunities for innovative design and new technologies which sympathetically complement or contrast with the local architectural style;
- c) Use appropriate, high quality materials which reinforce or enhance local distinctiveness;

- d) Not result in the visual or physical coalescence with any neighbouring settlement nor ribbon development;

3. Built Form

- a) Make effective and efficient use of land that contribute to the achievement of compact, walkable neighbourhoods;
- b) Be appropriate for its context and its future use in terms of its building types, street layout, development block type and size, siting, height, scale, massing, form, rhythm, plot widths, gaps between buildings, and the ratio of developed to undeveloped space both within a plot and within a scheme;
- c) Achieve a density not only appropriate for its context but also taking into account its accessibility;
- d) Have a layout and form that delivers efficient and adaptable homes in accordance with Policy S6 and Policy S19.

4. Movement

- a) Form part of a well-designed and connected travel network with consideration for all modes of transport offering genuine choices for non-car travel and prioritising active travel and where relevant demonstrate this through evidence clearly showing connectivity for all modes and a hierarchy of routes (also see Policy S46 and Policy S47);
- b) Maximise pedestrian and cycle permeability and avoid barriers to movement through careful consideration of street layouts and access routes both within the site and in the wider context contributing to the delivery of walkable and cyclable neighbourhoods in accordance with Policy S47;
- c) Ensure areas are accessible, safe and legible for all including people with physical accessibility difficulties and people with conditions such as dementia or sight impairment for example;
- d) Deliver well-considered parking, including suitable electric vehicle charging points, with appropriate landscaping provided in accordance with the parking standards set out in Policy S17 and Policy S48;
- e) Deliver suitable access solutions for servicing and utilities;

5. Nature

- a) Incorporate and retain as far as possible existing natural features including hedgerows, trees, and waterbodies particularly where these features offer a valuable habitat to support biodiversity, aligned with policies in the Natural Environment chapter of the Local Plan;
- b) Incorporate appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area, maximising opportunities to deliver diverse ecosystems and biodiverse habitats, strengthening wildlife corridors and green infrastructure networks, and helping to achieve wider goals for climate change mitigation and adaptation and water management;

6. Public Spaces

- a) Ensure public spaces are accessible to all, are safe and secure and will be easy to maintain with clear definition of public and private spaces;
- b) Form part of a hierarchy of spaces where relevant to offer a range of spaces available for the community and to support a variety of activities and encourage social interaction;
- c) Be carefully planned and integrated into the wider community to ensure spaces feel safe and are safe through natural surveillance, being flanked by active uses and by promoting activity within the space;

- d) Maximise opportunities for delivering additional trees and biodiversity gains through the creation of new habitats and the strengthening or extending wildlife corridors and the green infrastructure network in accordance with policies in the Natural Environment chapter;

7. Uses

- a) Create or contribute to a variety of complementary uses that meet the needs of the community;
- b) Be compatible with neighbouring land uses and not result in likely conflict with existing 'bad neighbour' uses unless it can be satisfactorily demonstrated that both the ongoing use of the neighbouring site will not be compromised, and that the amenity of occupiers of the new development will be satisfactory with the ongoing normal use of the neighbouring site;
- c) Not result in adverse noise and vibration taking into account surrounding uses nor result in adverse impacts upon air quality from odour, fumes, smoke, dust and other sources;

8. Homes and Buildings

- a) Provide homes with good quality internal environments with adequate space for users and good access to private, shared or public spaces;
- b) Be adaptable and resilient to climate change and be compatible with achieving a net zero carbon Central Lincolnshire as required by Policies S6 and S7;
- c) Be capable of adapting to changing needs of future occupants and be cost effective to run by achieving the standards set out in Policy S19;
- d) Not result in harm to people's amenity either within the proposed development or neighbouring it through overlooking, overshadowing, loss of light or increase in artificial light or glare;
- e) Provide adequate storage, waste, servicing and utilities for the use proposed;

9. Resources

- a) Minimise the need for resources both in construction and operation of buildings and be easily adaptable to avoid unnecessary waste in accordance with Policies S9 and S10;
- b) Use high quality materials which are not only suitable for the context but that are durable and resilient to impacts of climate change in accordance with the requirements of Policy S19;

10. Lifespan

- a) Use high quality materials which are durable and ensure buildings and spaces are adaptive; and
- b) Encourage the creation of a sense of ownership for users and the wider community with a clear strategy for ongoing management and stewardship.

Development proposals will be expected to satisfy requirements of any adopted local design guide or design code where relevant to the proposal.

9.1. Health and Wellbeing

- 9.1.1. The vital role of planning in creating and supporting strong, vibrant and healthy communities, in terms of physical and mental health, is well recognised and is a key element in delivering sustainable development.

- 9.1.2. Central Lincolnshire's health priorities and issues are set out in the latest Joint Health and Well Being Strategy for Lincolnshire; Joint Strategic Needs Assessment; and Public Health England Local Authority Health Profiles for Lincoln, North Kesteven and West Lindsey. The most significant issues include low levels of physical activity, rising levels of obesity (in both adults and children), poor mental health, high rates of road traffic injuries and deaths, excess winter deaths and poor access to primary care services in the rural areas, particularly for older people and those without access to a car.
- 9.1.3. In addressing these priorities and issues, it is essential that community needs are supported through appropriate physical and social infrastructure, and by other facilities and key services which contribute to improving physical and mental health and wellbeing, and the overall quality of life experienced by residents.
- 9.1.4. Active Design, developed by Sport England and supported by Public Health England, provides a set of principles that promote activity, health and stronger communities through the way we design buildings, streets, neighbourhoods, towns and cities. The Active Design guidance¹⁵, which provides further details for each of the principles along with a set of case studies, can be found on Sport England's website. Developers may find it helpful to consider the guidance as the principles are cross cutting across other policy areas within this Local Plan.
- 9.1.5. Helping communities' experience a high quality of life is a key theme that cuts across many policies in this Local Plan.
- 9.1.6. The impacts of proposed development on health should be assessed and considered by the applicant at the earliest stage of the design process, to avoid negative health impacts and ensure positive health outcomes for the community as a whole. This includes developers consulting with health care commissioners at an early stage to identify the need for new or enhanced health care infrastructure. Guidance on preparing Health Impact Assessments is published on the Central Lincolnshire website.

Policy S53: Health and Wellbeing

The potential for achieving positive mental and physical health outcomes will be taken into account when considering all development proposals. Where any potential adverse health impacts are identified, the applicant will be expected to demonstrate how these will be addressed and mitigated.

The Central Lincolnshire authorities will expect development proposals to promote, support and enhance physical and mental health and wellbeing, and thus contribute to reducing health inequalities. This will be achieved by:

- a) Seeking, in line with the Central Lincolnshire Developer Contributions SPD, developer contributions towards new or enhanced health facilities from developers where development results in a shortfall or worsening of provision, as informed by the outcome of consultation with health care commissioners;
- b) In the case of development of 150 dwellings or more, or 5ha or more for other development, developers submitting a fit for purpose Health Impact Assessment (HIA) as part of the application or master planning stage where applicable, and demonstrating

¹⁵ Available at <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design>

- how the conclusions of the HIA have been taken into account in the design of the scheme. The HIA should be commensurate with the size of the development;
- c) Development schemes safeguarding and, where appropriate, creating or enhancing the role of allotments, orchards, gardens and food markets in providing access to healthy, fresh and locally produced food.

Proposals for new health care facilities

Proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be easily accessible to all sectors of the community. Proposals which utilise opportunities for the multi-use and co-location of health facilities with other services and facilities, and thus co-ordinate local care and provide convenience for the community, will be particularly supported.

9.2. Advertisements

- 9.2.1. The display of advertisements is subject to a separate consent within the planning system under the Advertisement Regulations¹⁶. External advertising plays an important role in the built environment and for commercial activity, helping to identify uses and occupiers within a building or area and to advertise the goods and services they provide. However, advertising can look unattractive if poorly sited and designed. It can also clutter the street scene and detract from the character and local distinctiveness of an area. A balance needs to be met between commercial requirements and the impact on the environment, public safety and amenity. The amenity impacts and safety implications of advertisements requiring consent will be carefully considered, taking into account any cumulative impact on a specific area.

Policy NS54: Advertisements

All proposals for the display of advertisements must comply with relevant national regulations and guidance. Where advertisement consent is required, such consent will be permitted if the proposal respects the interests of public safety and amenity, subject to the following criteria:

- a) The design (including any associated lighting and illumination), materials, size and location of the advertisement respects the scale and character of the building on which it is situated and the surrounding area, especially in the case of a listed building or within a conservation area; and
- b) The proposal would not result in a cluttered street scene, excessive signage, or a proliferation of signs advertising a single site or enterprise; and
- c) The proposal would not cause a hazard to pedestrians or road users; and
- d) The proposal would not impede on any surveillance equipment and would contribute positively to public perceptions of security.

9.3. Contaminated Land

- 9.3.1. Contamination in or on land can present risks to human health and the wider environment. Contamination can originate from polluting industrial processes, landfill, some agricultural activities or naturally occurring sources (e.g. radon gas from underlying rock).

¹⁶ Town and Country Planning (Control of Advertisements) (England) Regulations 2007 as amended.

- 9.3.2. Where pollution issues or risks from landfill gas are likely to arise or where land contamination may be reasonably suspected, developers should hold pre-application discussions with the appropriate Central Lincolnshire Authority, the relevant pollution control authority and any stakeholders with a legitimate interest.
- 9.3.3. All investigations should be carried out in accordance with 'Land Contamination Risk Management' (LCRM) which was published by Government in October 2020, or any subsequent updated advice.

Policy S55: Development on Land Affected by Contamination

Development proposals must take into account the potential environmental impacts on people, biodiversity, buildings, land, air and water arising from the development itself and any former use of the site, including, in particular, adverse effects arising from pollution.

Where development is proposed on a site which is known to be or has the potential to be affected by contamination, a preliminary risk assessment should be undertaken by the developer and submitted to the relevant Central Lincolnshire Authority as the first stage in assessing the risk of contamination.

Proposals will only be permitted if it can be demonstrated that the site is suitable for its proposed use, with layout and drainage taking account of ground conditions, contamination and gas risks arising from previous uses and any proposals for land remediation, with no significant impacts on future users, neighbouring users, groundwater or surface water.

10. Built Environment

10.0. Historic Environment

- 10.0.1. Central Lincolnshire has a rich historic environment. The rural countryside and historic towns and villages are attractive aspects of Central Lincolnshire as a whole, while within Lincoln's historic core are aspects of national and wider importance. The notable historic environment positively contributes to Central Lincolnshire's character, the quality of life experienced by residents, and its appeal as a destination for visitors and tourists. Within the area there are: over 2,300 listed buildings, more than 70 conservation areas, almost 200 scheduled ancient monuments, 13 national registered parks and gardens of special historic interest, and a wealth of nationally and locally significant archaeological remains. In addition, there are numerous other heritage assets that, whilst not designated, are considered to be nationally, regionally or locally significant.
- 10.0.2. Central Lincolnshire's local character is heavily influenced by Lincoln, a world class Cathedral City, which lies at its heart and, in part, by its roots in agriculture which resulted in the development of market towns. The landscape form has intrinsically influenced the area's development, from the Wolds and the Fens, to the development of settlements along the Lincolnshire Edge (and Lincoln Cliff). Transport infrastructure, both natural and man-made also provides an important legacy. This includes transport infrastructure dating from Roman times through to the 18th and 19th century developments of the roads and railways associated with the development of industry within the more major settlements. A more recent influence on Central Lincolnshire's character and development has been the 20th century development of the area for military operations.
- 10.0.3. Central Lincolnshire's heritage assets¹⁷ and their settings, including the significant historic building stock and archaeological resource, are irreplaceable and require careful management as the area evolves and undergoes significant growth and regeneration.
- 10.0.4. The opportunities to retain, enhance and improve Central Lincolnshire's historic environment include:
- Using the income generated from the growing local tourism economy to invest in the maintenance and upkeep of historic assets;
 - Ensuring development schemes enhance the setting of heritage assets and do not detract from their character and the appearance of the area;
 - Supporting proposals for heritage led regeneration, ensuring that heritage assets are conserved, enhanced and their future secured.
- 10.0.5. Our positive strategy for the historic environment will be achieved through the implementation of Policy S56 and through:
- the preparation and maintenance of a local list of buildings, structures and other heritage assets of local importance, including those identified in local plans, the Lincolnshire Historic Environment Record (HER) and as part of the decision-making process on planning applications;
 - safeguarding heritage assets at risk and taking steps to reduce the number of heritage assets in Central Lincolnshire: on the national Heritage at Risk Register, the

¹⁷ Refer to the National Planning Policy Framework (2019) for definition of 'heritage assets' and 'non-designated heritage assets'.

Lincolnshire Heritage at Risk Register and Grade II listed buildings at risk as identified by the local planning authority;

- encouraging the sympathetic maintenance and restoration of listed buildings, scheduled monuments (both structural and archaeological), historic shop fronts and historic parks, gardens and landscapes, based on thorough historical research;
- strengthening the distinctive character of Central Lincolnshire's settlements, through the application of high quality design and architecture that responds to this character and the setting of heritage assets, including the historic evolution of those settlements as identified through local heritage strategies and studies;
- the preparation of conservation area appraisals and neighbourhood plans which identify non-designated heritage assets.

Scheduled Monuments

- 10.0.6. Scheduled Monuments are of national importance. Application for Scheduled Monument Consent (SMC) must be made to the Secretary of State for Digital, Culture, Media and Sport before any work can be carried out which may affect a monument, either above or below ground level.

Listed Buildings and their setting

- 10.0.7. A proposal to demolish a listed building, or to alter or extend it in a way that would affect its special character, requires Listed Building Consent. If the proposal also involves 'development', planning permission is required and, in that case, the Local Planning Authority will wish to consider applications for Listed Building Consent and planning applications concurrently.
- 10.0.8. Proposals to alter or extend any Listed Building will be assessed against the need to conserve the special architectural or historic interest which led to the building being listed. There is a general presumption in favour of the conservation of Listed Buildings, and consent to demolish or partly demolish such buildings will only be granted in exceptional circumstances.
- 10.0.9. The setting of a Listed Building may be affected by development. It is important that applications for planning permission for development affecting Listed Buildings, or their settings, include full details of the proposal so that an informed decision can be reached.

Conservation Areas

- 10.0.10. The effect of a proposed development on the character or appearance of a Conservation Area is always a material consideration in the determination of planning applications. All development should conserve or enhance the special character or appearance of the designated area and its setting. It is also important that the spaces around and within the conservation area are retained, where they add to its character.
- 10.0.11. Development within Conservation Areas and their setting must respect the local character through careful design and consideration of scale, height, massing, alignment, and use of appropriate materials. Keeping valued historic buildings in active and viable use is important for both the maintenance of the building concerned and the overall character of the Conservation Area. Proposals to change the use of a building might therefore be supported, where features essential to the special interest of the individual building are not lost or altered to facilitate the change of use.
- 10.0.12. Demolition within a Conservation Area should only be allowed in exceptional circumstances, and will normally be permitted only if the Council is satisfied that the

proposal for redevelopment is acceptable and there is an undertaking to implement it within a specified period.

- 10.0.13. Conservation Areas are reviewed from time to time to provide more detailed information about the designated area. Conservation area appraisals and management plans have been prepared for many of the Conservation Areas and may be reviewed and updated as appropriate.

Registered Historic Parks and Gardens

- 10.0.14. Historic parks and gardens are an important historic, cultural and environmental asset within Central Lincolnshire. This plan aims to protect them from development that would harm their character. Historic England is responsible for compiling and maintaining the 'Register of Parks and Gardens of Special Historic Interest in England'. Registration of a site means that its significance must be taken into account when considering any proposed development that may affect the site or its setting.

Non-Designated Heritage Assets

- 10.0.15. Non-designated heritage assets cover a wide range of asset types, such as buildings and structures, but may also include parks, gardens, cemeteries, landscapes or known archaeological monuments or sites. They are not formally designated, but are identified locally as having a degree of significance because of their heritage, architectural or artistic interest. The Lincolnshire HER, the Local Heritage Listing campaign, conservation area appraisals and neighbourhood plans are important sources of information regarding non-designated heritage assets in Central Lincolnshire.

Archaeology

- 10.0.16. Local Planning Authorities may require developers to assess the potential impacts of their proposal on archaeological remains in order to reach a decision on a development proposal. Where archaeological impacts are indicated, developers are expected to work with the local planning authority to devise a scheme for mitigating such impacts, which may form part of a planning condition or a planning obligation. Such conditions are designed to ensure that such remains are either preserved in situ wherever possible, or recorded.
- 10.0.17. All archaeological work should be based on a thorough understanding of the available evidence, and of the local, regional and national contribution it makes. The known and potential archaeological heritage of the area is recorded by the Lincolnshire Historic Environment Record and, in Lincoln, by the Lincoln Heritage Database and the Lincoln Archaeological Research Assessment. These and other sources, such as Lincoln's online heritage information management system, ARCADE, the Lincolnshire Archives, The Lincolnshire Archaeological Handbook, the Lincolnshire Historic Landscape Characterisation and the Lincolnshire Extensive Urban Survey should be used to inform all proposals and decisions.

Policy S56: The Historic Environment

Development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire.

In instances where a development proposal would affect the significance of a heritage asset (whether designated or non-designated), including any contribution made by its setting, the applicant will be required to undertake and provide the following, in a manner proportionate to the asset's significance:

- a) describe and assess the significance of the asset, including its setting, to determine its architectural, historical or archaeological interest; and
- b) identify the impact of the proposed works on the significance and special character of the asset, including its setting; and
- c) provide a clear justification for the works, especially if these would harm the significance of the asset, including its setting, so that the harm can be weighed against public benefits.

Development proposals will be supported where they:

- d) protect the significance of heritage assets (including where relevant their setting) by protecting and enhancing architectural and historic character, historical associations, landscape and townscape features and through consideration of scale, design, materials, siting, layout, mass, use, and views and vistas both from and towards the asset;
- e) promote opportunities to better reveal significance of heritage assets, where possible;
- f) take into account the desirability of sustaining and enhancing non-designated heritage assets and their setting.

Proposals to alter or to change the use of a heritage asset, or proposals that would affect the setting of a heritage asset, will be supported provided:

- g) the proposed use is compatible with the significance of the heritage asset, including its fabric, character, appearance, setting and, for listed buildings, interior; and
- h) such a change of use will demonstrably assist in the maintenance or enhancement of the heritage asset; and
- i) features essential to the special interest of the individual heritage asset are not harmed to facilitate the change of use.

Development proposals that will result in substantial harm to, or the total loss of, a designated heritage asset will only be granted permission where it is necessary to achieve substantial public benefits that outweigh the harm or loss, and the following criteria can be satisfied:

- j) the nature of the heritage asset prevents all reasonable uses of the site; and
- k) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- l) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- m) the harm or loss is outweighed by the benefit of bringing the site back into use

Where a development proposal would result in less than substantial harm to a designated heritage asset, permission will only be granted where the public benefits, including, where appropriate, securing its optimum viable use, outweigh the harm.

Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention, though regard will be had to the scale of any harm or loss and the significance of the heritage asset. Any special features which contribute to an asset's significance should be retained and reinstated, where possible.

Listed Buildings

Permission to change the use of a Listed Building or to alter or extend such a building will be granted where the local planning authority is satisfied that the proposal is in the interest of the building's conservation and does not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.

Development proposals that affect the setting of a Listed Building will, in principle, be supported where they make a positive contribution to, or better reveal the significance of the Listed Building.

Conservation Areas

Significant weight will be given to the protection and enhancement of Conservation Areas (as defined on the Policies Map).

Development within, affecting the setting of, or affecting views into or out of, a Conservation Area should conserve, or where appropriate enhance, features that contribute positively to the area's special character, appearance and setting, including as identified in any adopted Conservation Area appraisal. Proposals should:

- n) retain buildings/groups of buildings, existing street patterns, historic building lines and ground surfaces and architectural details that contribute to the character and appearance of the area;
- o) where relevant and practical, remove features which have a negative impact on the character and appearance of the Conservation Area;
- p) retain and reinforce local distinctiveness with reference to height, massing, scale, form, materials and plot widths of the existing built environment;
- q) assess, and mitigate against, any negative impact the proposal might have on the townscape, roofscape, skyline and landscape; and
- r) aim to protect trees, or where losses are proposed, demonstrate how such losses are appropriately mitigated against.

Archaeology

Development affecting archaeological remains, whether known or potential, designated or undesignated, should take every practical and reasonable step to protect and, where possible, enhance their significance.

Planning applications for such development should be accompanied by an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.

If initial assessment does not provide sufficient information, developers will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.

Wherever possible and appropriate, mitigation strategies should ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted by the developer and approved by the planning authority.

Any work undertaken as part of the planning process must be appropriately archived in a way agreed with the local planning authority.

10.1. Protecting Setting, Character and Views

- 10.1.1. The character and setting of settlements are made up of a variety of individual elements which combine together to create a distinctive place. This can include key views; street patterns; townscapes; roofscapes; how the settlement has evolved and what triggered key changes and when; design, materials, orientation and uses of buildings; and the presence of and relationship to green and blue spaces.
- 10.1.2. General design requirements for maintaining character can be found in Policy S52, this section deals with some key characteristics which are present in the three main urban locations – Lincoln, Gainsborough and Sleaford – and which need to be considered and addressed in development proposals in these locations.

Lincoln Area

- 10.1.3. Lincoln Cathedral is one of the most important medieval buildings in Europe and its prominent, visually dominating position on the edge of the Witham Gap along the Lincoln Cliff makes it one of the country's finest sights. Lincoln's natural and historic environment and the relationship between the City and surrounding villages is a key element to the visitor economy and the Cathedral towering over the city is an important symbol for the area.
- 10.1.4. Lincoln's special character arises in large part from its unique setting, with important views in and out of the City, principally to and from the Lincoln Ridge, which supports spectacular views of the cathedral, castle and uphill Lincoln. This character has evolved in part from the alignment of roman roads, location and nature of common land and physical restrictions of flood risk and ground conditions. Potential impacts can include views being blocked by development, poor design and insensitive positioning. Views across and along open spaces are closely linked to the Green Wedges around the City and will be an important consideration particularly for development around the edge of Lincoln where there is currently a clear separation between the City and its satellite villages which retain their character as individual settlements. Green Wedges have been retained within this Local Plan as a key planning tool for shaping the growth and expansion of Lincoln and its relationship to the surrounding countryside and villages.
- 10.1.5. Green Wedges are one part of a wider network of multi-functional open spaces or Green Infrastructure which serve the Lincoln area, as identified by the Central Lincolnshire Green Infrastructure Study 2011. Substantial linear open spaces are protected, safeguarding views of the Lincoln Edge and the historic City, providing land for formal and casual recreation as well as maintaining linkages between sites of known nature conservation interest through a network of Strategic Green Corridors, Strategic Green Access Links, Lincoln Urban Green Grid and Local Green Links.
- 10.1.6. The Brayford Pool and the waterways around Lincoln have been an important feature of the City for centuries. In recent years the Brayford Pool has grown in importance as the focus for boating and boating activities, with direct waterway connections to the River Trent to the west and to the sea at Boston. The Brayford Pool and the banks of Lincoln's waterways have also recently provided the focus for cultural, leisure and educational development. The revival of the area is to be welcomed, but unchecked over-development spilling out from the banks into the Pool and waterways is in danger of causing them to lose their essential open character. It is therefore proposed to protect the openness of the Pool and waterways as valuable public, ecological and townscape assets for the City.

- 10.1.7. The strategy for Lincoln recognises that a high quality public environment can have a significant impact on the economic life of urban centres and is an essential part of any regeneration strategy, such as improvements to former churchyards and new and existing squares.
- 10.1.8. Lincoln and its surrounding area has a particularly rich and diverse natural and built environment including a varied landscape at the meeting point of five National Character Areas; a rich and varied biodiversity reflecting the range of geological and ecological conditions that form one of Central Lincolnshire's biodiversity 'hotspots'; a rich townscape with a large number of listed buildings and conservation areas and archaeology of international significance. It is crucial that this heritage is conserved as part of the growth of Lincoln and that development helps to protect and enhance these environmental assets. The Lincoln Townscape Assessment (now incorporated into the City of Lincoln's online heritage management system – ARCADE) describes the local context for defining distinctiveness and as a means of assessing the impact of proposals on Lincoln's setting and character.

Gainsborough Area

- 10.1.9. Gainsborough is located on the eastern banks of the River Trent, extending its urban area eastwards into an undulating and often wooded landscape. Gainsborough's historic core is protected by three conservation areas, namely the Britannia Conservation Area, Riverside Conservation Area and Gainsborough Town Conservation Area.
- 10.1.10. Gainsborough benefits from a number of buildings of architectural and historical merit. Historic street patterns and passageways can still be identified within the traditional town centre area, connecting the existing town to its vibrant past. Parts of the riverside, from Chapel Staithe to the Old Hall have unique significance to the town's medieval heritage, with mill and warehouse buildings a reminder of Gainsborough's later role as an important inland trading port. Integrating these assets into regeneration proposals is vital to ensure that the town's rich history is conserved and enhanced, and forms a prominent part of the development proposals that will cement Gainsborough's future.
- 10.1.11. The town centre also has a number of special assets and visitor attractions, including the Gainsborough Old Hall, the Trinity Arts Centre, The Old Nick Theatre, Gainsborough Model Railway as well as various art and music venues. These assets lie within the four key areas that make up the town centre: Market Place; Marshall's Yard; Church Street; and Trinity Street. However, these places and assets, as well as the major asset of the River Trent, are poorly connected and their settings are undervalued.
- 10.1.12. The growth of Gainsborough over the next 20 years will bring opportunities to improve the quality of the townscape by revitalising the urban fabric, reducing the number of heritage assets on the Lincolnshire Heritage at Risk Register and making the best use of key landmarks, social and heritage assets. At the same time, there will be a need to protect the town's wider setting in the landscape.

Sleaford Area

- 10.1.13. Sleaford's historic centre and land alongside the River Slea are covered by a Conservation Area. The town centre has a number of heritage and townscape assets and visitor attractions, particularly on Northgate and in and around the Market Place, which help to create a sense of place and a special identity. However in some cases, these are hidden and difficult to access, including the River Slea, Money's Mill, Castle Field and The

Hub (The National Centre for Craft and Design). In others, their settings are undervalued. The growth of Sleaford over the next 20 years will bring opportunities to improve the quality of the townscape by revitalising the urban fabric including through funding interventions through the Heritage Grant Scheme and the Sleaford Partnership Scheme in Conservation Areas, reducing the number of heritage assets on the Lincolnshire Heritage at Risk Register and making the best use of key landmarks, social and heritage assets.

- 10.1.14. The Sleaford Masterplan identified that there was a need to focus on public realm improvements within Sleaford to create better links for pedestrians and improved settings for key attractions and heritage assets. The Masterplan concluded that the main areas that could benefit from improved public realm are: Southgate, Eastgate, Boston Road, Carre Street, Bristol Arcade, Nags Head Passage and the link to the National Centre for Craft and Design.
- 10.1.15. There are a number of key local views of Sleaford, both within and outside of the town, that have been identified in the Sleaford Masterplan and adopted Sleaford Conservation Appraisal. Perhaps one of the most dominant views in the Sleaford area is of the Bass Maltings complex just off Mareham Lane, which includes the largest group of malt houses in England. The site is listed as Grade II* on Historic England's National Heritage List for England and Heritage at Risk Register. Any development should not detrimentally affect important local views.
- 10.1.16. The Central Lincolnshire Green Infrastructure Study identifies a deficiency in natural green space sites in the Sleaford area, particularly to the east and west of the town. The Sleaford Masterplan proposes an East West Leisure Link running east to west along the River Slea through the town centre and connecting the urban area to the countryside and surrounding villages. This provides a range of opportunities to improve the Green Infrastructure network, leisure and tourism offer, including improved pedestrian and cycle movement and access, and habitat creation. Lincolnshire Rivers Trust have produced an Urban Opportunities Study of the water environment in Sleaford. The study identifies opportunities to enhance the habitat along the River Slea and its tributaries in and around Sleaford.

Policy S57: Protecting Lincoln, Gainsborough and Sleaford's Setting and Character

All development proposals should contribute to the realisation of the following key principles:

Lincoln

- a) Protect the dominance and approach views of Lincoln Cathedral, Lincoln Castle and uphill Lincoln on the skyline;
- b) Protect Lincoln's distinct built heritage and townscape character as set out in the Lincoln Townscape Character Assessment;
- c) Respect Lincoln's unique character and setting and relationship with surrounding villages by maintaining and enhancing a strategic green infrastructure network around and into the City, including Green Wedges (see Policy S62) to protect the City's green character and to maintain the setting and integrity of surrounding villages;
- d) Proposals within, adjoining or affecting the setting of the 11 Conservation Areas and 3 historic parks and gardens within the built up area of Lincoln, should preserve and enhance their special character, setting, appearance and respect their special historic and architectural context;

- e) Support the development of art, cultural and leisure assets and facilities, such as the Collection, the Theatre Royal, the Engine Shed, Arboretum and Whisby Nature Park, and improve access to such assets and facilities; and
- f) Do not detract from the open character of Lincoln's Brayford Pool and waterways, protecting and enhancing them as a major focal points in and through the City.

Gainsborough

- g) Take into account the Gainsborough Town Centre Conservation Area Appraisal and Gainsborough Town Centre Heritage Masterplan;
- h) Protect and enhance the landscape character and setting of Gainsborough and the surrounding villages by ensuring key gateways are landscaped to enhance the setting of the town, minimise impact upon the open character of the countryside and to maintain the setting and integrity of surrounding villages.

Sleaford

- i) Take into account the Sleaford Masterplan, Sleaford Town Centre Conservation Area Appraisal, Sleaford Town Centre Regeneration SPD and any subsequent guidance;
- j) Protect, conserve and, where appropriate, enhance the Castle Site, Market Place, the Bass Maltings, Money's Mill and Yard, Handley Monument and Northgate, through sensitive development and environmental improvement;
- k) Protect important local views of Sleaford, including the Bass Maltings complex and its setting, from both within and outside the town;
- l) Support the development of art, cultural and leisure assets and facilities within or close to the town centre, and improve access to such assets and facilities, such as The Hub (the National Centre for Craft and Design);
- m) Protect and enhance the River Slea Navigation Corridor as a major focal point for the town, optimising its use and value for recreation, tourism and biodiversity, and taking into account the opportunities identified in the Sleaford Urban Opportunities Study;
- n) Support the development of the Sleaford East West Leisure Link as the key component of the Sleaford Urban Green Grid in accordance with the Sleaford Masterplan and Central Lincolnshire Green Infrastructure Study and take opportunities to deliver improvements to the wider Green Infrastructure network.

11. Natural Environment

11.0. Green Infrastructure

- 11.0.1. Green Infrastructure can be defined as a strategically planned and delivered network of multifunctional, green and blue (water) spaces, and the connections between them, in both urban and rural areas, which is capable of delivering a range of environmental, economic, health and quality of life benefits for local communities. The green infrastructure network may comprise of spaces in public or private ownership, with or without public access.
- 11.0.2. The types of green infrastructure assets to be found in Central Lincolnshire are wide ranging and include, but are not limited to:
- Allotments, community gardens and orchards;
 - Amenity greenspaces - including play areas, urban commons, communal spaces within housing areas, and village greens;
 - Cemeteries, churchyards and disused burial grounds;
 - Green corridors – including rivers and canals, main drains, rail corridors, hedgerows, ditches, cycle routes, pedestrian paths and rights of way;
 - Natural and semi-natural greenspaces – including woodland, scrub, grassland, wetlands, open water, bare rock habitats, existing sites of national and local biodiversity importance;
 - Parks and gardens – including urban parks and gardens and country parks;
 - Domestic gardens and street trees;
 - Green roofs and walls;
 - Functional green space, such as SuDS and flood storage areas;
 - Historic environmental assets – including listed buildings, conservation areas, scheduled monuments and historic parks and gardens;
 - Predominantly undeveloped natural floodplains and fens; and
 - Previously developed land that is wildlife rich, such as restored mineral sites and open mosaic habitats.
- 11.0.3. Well planned, designed and managed green infrastructure has the potential to deliver a wide range of direct and indirect benefits for people and the environment, including:
- opportunities to mitigate and adapt the natural and built environment to climate change;
 - improving air quality and water quality;
 - reducing and managing flood risk and drought;
 - improving quality of place;
 - supporting people’s physical and mental health and social wellbeing;
 - encouraging active and more sustainable travel;
 - sustaining economic growth, attracting investment, promoting employment and skills improvement;
 - protecting and enhancing existing habitats and providing opportunities to create a more joined-up and resilient ecological network;
 - providing opportunities for local, sustainable food production; and
 - conserving and enhancing landscape character, local distinctiveness and the setting of heritage assets.

- 11.0.4. These benefits have been termed 'ecosystem services'. The extent to which green infrastructure provides these benefits depends on how it is designed and maintained. Individual elements of the green infrastructure network can serve a useful purpose without being connected. However, connectivity between different green infrastructure assets can help maximise the benefits that they generate and reduces fragmentation and severance. For example, well-connected green infrastructure assets create a network that allows and encourages movement by people and wildlife, helping to maximise the benefits and support adaptation and resilient to a changing climate, such as potentially dramatic increases in rainfall.
- 11.0.5. The overarching aim is to establish a comprehensive, high quality network of green infrastructure throughout Central Lincolnshire. In 2011, a partnership of local organisations produced the Central Lincolnshire Green Infrastructure Study, which sets out a green infrastructure network and strategy for Central Lincolnshire. The strategy defines specific priority areas where targeting investment in green infrastructure is most likely to deliver multiple benefits. Detailed descriptions of each of the priority areas are contained within the Study and are summarised below.

Central Lincolnshire Green Infrastructure Network Priority Areas

Priority Area	Explanation
Strategic Green Corridors	7 priority landscape-scale areas for strategic GI enhancement, linkage and creation
Strategic Green Access Links	16 priority routes within and connecting the Strategic Green Corridors intended to provide for multi-user, predominantly off road access routes for pedestrians and cyclists. Also offer opportunities as wildlife corridors.
Urban Green Grids	3 priority areas with key opportunities for greening the built environment for Lincoln, Gainsborough and Sleaford.
Green Infrastructure Zones	30 areas with opportunities for targeted green infrastructure improvements in the wider countryside.

- 11.0.6. The Gainsborough Open Space and Green Infrastructure Strategy (LUC, 2019) describes the current green infrastructure provision across Gainsborough, sets out a vision and core principles that all green infrastructure should follow, and identifies potential projects to deliver improved existing and provide new high quality, multi-functional green spaces and environmental features for Gainsborough.
- 11.0.7. In 2019, the Greater Lincolnshire Nature Partnership (GLNP) produced a baseline GI Map for Central Lincolnshire. This highlights areas of existing priority habitats, designated sites and other areas of green or blue space and updates the baseline GI maps in the 2011 GI Study.
- 11.0.8. The Central Lincolnshire green infrastructure network can be viewed on the Central Lincolnshire Interactive Map and within Green Infrastructure Strategies and Green Infrastructure Profile and Opportunity Plans for Lincoln, Gainsborough and Sleaford, available on the Central Lincolnshire website.
- 11.0.9. Green infrastructure is integral to place-making, significantly contributing towards places where people want to live, work and invest. As Central Lincolnshire continues to grow and develop, the green infrastructure network is likely to come under increasing pressure from new development, particularly within and around the main urban settlements. However,

development brings opportunities to enhance the network and deliver new green infrastructure of all types.

- 11.0.10. New development should contribute to the extension of the green infrastructure network, helping to address deficiencies in provision and providing good quality connections to the network and throughout the development. Developer contributions will be sought proportionate to the scale of the proposed development to provide, or contribute towards, the cost of providing new or improved existing green infrastructure, where this is required as a consequence of the development, on its own, or as a result of the cumulative impact of a development in the area.
- 11.0.11. Green infrastructure principles should be considered and incorporated into a scheme from the earliest stages of the design process, at every scale (from a single building to a new settlement), and be capable of delivering a wide range of environmental, health and quality of life benefits for local communities. Developers should appraise the site context for green infrastructure functions and take opportunities to achieve multi-functionality by bringing green infrastructure functions together.
- 11.0.12. In developing proposals, the green infrastructure network for Central Lincolnshire should be viewed and considered alongside other relevant policies in this Local Plan to identify opportunities for protecting, enhancing and connecting green infrastructure assets as part of new development.

Policy S58: Green Infrastructure Network

The Central Lincolnshire Authorities will safeguard green infrastructure in Central Lincolnshire from inappropriate development and work actively with partners to maintain and improve the quantity, quality, accessibility and management of the green infrastructure network.

Proposals that cause loss or harm to the green infrastructure network will not be supported unless the need for and benefits of the development demonstrably outweigh any adverse impacts. Where adverse impacts on green infrastructure are unavoidable, development will only be supported if suitable mitigation measures for the network are provided.

Development proposals should ensure that existing and new green infrastructure is considered and integrated into the scheme design from the outset. Where new green infrastructure is proposed, the design and layout should take opportunities to incorporate a range of green infrastructure to maximise the delivery of multi-functionality and ecosystem services, support climate change adaptation and encourage healthy and active lifestyles.

Development proposals must protect the linear features of the green infrastructure network that provide connectivity between green infrastructure assets, including public rights of way, bridleways, cycleways and waterways, and take opportunities to improve and expand such features.

Development will be expected to make a contribution proportionate to their scale towards the establishment, enhancement and on-going management of green infrastructure by contributing to the development of the strategic green infrastructure network within Central Lincolnshire, in accordance with the Developer Contributions SPD.

11.1. Biodiversity and Geodiversity

- 11.1.1. The abundance and distribution of the UK's species has declined rapidly since the 1970's¹⁸. There is now an urgent need to reverse the net loss of biodiversity, as this trend is not just a significant problem for wildlife. It has serious implications for the physical environment (air, soil, water) the ability of the natural environment to provide natural resources (such as food and construction materials), our ability to respond to the climate emergency and for our physical and mental health and well-being.
- 11.1.2. The Central Lincolnshire authorities have a duty to protect and enhance biodiversity. They will work collaboratively and across administrative boundaries with other Local Planning Authorities, public bodies and local stakeholders, in order to support the delivery of strategic ambitions and priorities for nature, such as those set out in the Local Nature Recovery Strategy.
- 11.1.3. Central Lincolnshire has many areas which are noted for their natural beauty and biodiversity value. These areas also support a wide variety of species and habitats, and form an important part of the network of biodiversity sites within the wider environment. Wildlife sites and habitats that are, as at 2020, recognised as being of national, regional and local importance within or partly within Central Lincolnshire include: Bardney Limewoods National Nature Reserve (NNR), over 20 Sites of Special Scientific Interest (SSSI), 383 Local Wildlife Sites (LWS), 17 Local Geological Sites (LGS), and 7 Local Nature Reserves (LNR). These sites support important natural assets, such as ancient woodland, heathland, acid grassland and wetland.

Designated Sites

- 11.1.4. Designated sites for nature conservation importance are classified into a hierarchy according to their status and the level of protection they should be afforded. International sites form the top tier of the hierarchy with the highest level of protection, followed by national and then locally designated sites. This policy seeks to ensure that appropriate weight is given to their importance and the contribution that they make to the wider ecological network. The table below sets out the hierarchy of designated sites that can be found in Central Lincolnshire, and National and Local sites are shown on the Policies Map.

Hierarchy of Protected Designated Sites in Central Lincolnshire

International Sites	None within Central Lincolnshire
National Sites	Sites of Special Scientific Interest (SSSI) National Nature Reserves (NNR)
Local Sites	Local Nature Reserves (LNR) Local Wildlife Sites (LWS) Local Geological Sites (LGS)

- 11.1.5. Nationally designated sites are of national importance for biodiversity or geodiversity and are designated under UK legislation. Development that is likely to have an adverse effect on such sites, alone or in combination with other developments, will only be supported in exceptional circumstances, in accordance with the NPPF.

¹⁸ NBN (2019) State of Nature 2019

- 11.1.6. Locally designated sites are non-statutory, but none the less are valuable components of the local ecological network, make an important contribution to nature's recovery, and provide benefits for both people and wildlife. On-going surveys can reveal new areas that warrant such protection. Policy S59 will be applied to any new sites or extensions to existing sites following the adoption of this Local Plan.
- 11.1.7. Irreplaceable habitats are defined in the NPPF glossary. Their significance is derived from age, uniqueness, species diversity or rarity. Development resulting in the loss or deterioration of irreplaceable habitats will be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists.

Biodiversity Outside of Designated Sites

- 11.1.8. Landscape and habitat features that lie outside of designated sites can also provide valuable spaces and corridors for habitats and species, including protected species. Waterways, for example, can be valuable for biodiversity, providing green and blue corridors that link habitats and wildlife sites. Maintaining and enhancing a network of habitats, species and wildlife sites, and linkages between them, is important to achieving the vision and aims of the Greater Lincolnshire Local Nature Recovery Strategy.
- 11.1.9. The Nature Recovery Network is a major commitment in the UK Government's 25-Year Environment Plan and intends to improve, expand and connect habitats to address wildlife decline and provide wider environmental benefits for people. This approach will build on the work of previous national initiatives, such as Nature Improvement Areas (NIAs). NIAs are landscape-scale initiatives that aim to ensure land is used sustainably to achieve multiple benefits for people, wildlife and the local economy. The Humberhead Levels is a nationally selected NIA that spans the administrative boundaries of North Lincolnshire and West Lindsey District Councils.

Mitigation Hierarchy

- 11.1.10. The mitigation hierarchy is an approach to limiting the negative impacts of development on biodiversity and is set out in the NPPF. It requires that if significant harm to biodiversity resulting from development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused. Avoidance of adverse impacts to biodiversity as a direct or indirect result of development must be the first consideration. Avoidance measures may include either locating development on an alternative site with less harmful impact, or locating development within the site to avoid damaging a particular habitat feature. Compensation will only be considered after all other options have been explored and strictly as a last resort.

Species and Habitats of Principal Importance

- 11.1.11. Some species benefit from statutory protection under a range of legislative provisions (such as the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017). There are also a range of Priority Habitats and Priority Species in England that are listed as habitats or species of principal importance under Section 41 of the Natural Environment and Rural Communities Act (2006). The current national list (August 2010) contains 56 habitats of principal importance and 943 species of principal importance.
- 11.1.12. Developers will be expected to submit sufficient, suitable and robust information with their application to demonstrate a comprehensive understanding of habitats and species associated with their site, and to enable the likely effects on biodiversity to be assessed.

This may include a desk study, a completed biodiversity checklist or toolkit, Phase 1 habitat survey, or other appropriate ecological survey, where there is a reasonable likelihood of the presence of important habitats or species. This will help to avoid potentially costly delays at a later date and allow a planning decision to be made in a timely manner.

- 11.1.13. The Lincolnshire Environmental Records Centre holds data on statutory and non-statutory designated sites, habitats and species and is therefore a useful source of biodiversity information.
- 11.1.14. The Partnership for Biodiversity in Planning has created a free online tool, the Wildlife Assessment Check¹⁹, to help applicants identify whether there is a need to conduct ecological appraisals before submitting a planning application.

Policy S59: Protecting Biodiversity and Geodiversity

All development should:

- a) protect, manage and enhance the ecological network of habitats, species and sites of international, national and local importance (statutory and non-statutory), including sites that meet the criteria for selection as a Local Site;
- b) minimise impacts on biodiversity and features of geodiversity value;
- c) deliver measurable and proportionate net gains in biodiversity; and
- d) protect and enhance the aquatic environment within or adjoining the site, including water quality and habitat.

Part One: Designated Sites

The following hierarchy of sites will apply in the consideration of development proposals:

1. International Sites

The highest level of protection will be afforded to internationally protected sites. Development proposals that will have an adverse impact on the integrity of such areas, will not be supported other than in exceptional circumstances, in accordance with the NPPF.

Development proposals that are likely to result in a significant adverse effect, either alone or in combination, on any internationally designated site, must satisfy the requirements of the Habitats Regulations (or any superseding similar UK legislation). Development requiring Appropriate Assessment will only be allowed where it can be determined, taking into account mitigation, that the proposal would not result in significant adverse effects on the site's integrity.

2. National Sites (NNRs and SSSIs as shown on the Policies Map)

Development proposals should avoid impact on these nationally protected sites. Development proposals within or outside a national site, likely to have an adverse effect, either individually or in combination with other developments, will not normally be supported unless the benefits of the development, at this site clearly outweigh both the adverse impacts on the features of the site and any adverse impacts on the wider network of nationally protected sites.

¹⁹ <https://www.biodiversityinplanning.org/wildlife-assessment-check/>

3. Irreplaceable Habitats

Planning permission will be refused for development resulting in the loss, deterioration or fragmentation of irreplaceable habitats, including ancient woodland and aged or veteran trees, unless there are wholly exceptional reasons and a suitable compensation strategy will be delivered.

4. Local Sites (LNR, LWS and LGS as shown on the Policies Map)

Development likely to have an adverse effect on locally designated sites, their features or their function as part of the ecological network, will only be supported where the need and benefits of the development clearly outweigh the loss, and the coherence of the local ecological network is maintained. Where significant harm cannot be avoided, the mitigation hierarchy should be followed.

Part Two: Species and Habitats of Principal Importance

All development proposals will be considered in the context of the relevant Local Authority's duty to promote the protection and recovery of priority species and habitats.

Development should seek to preserve, restore and re-create priority habitats, ecological networks and the protection and recovery of priority species set out in the Natural Environment and Rural Communities Act 2006, Lincolnshire Biodiversity Action Plan, Lincolnshire Geodiversity Strategy and Local Nature Recovery Strategy.

Where adverse impacts are likely, development will only be supported where the need for and benefits of the development clearly outweigh these impacts. In such cases, appropriate mitigation or compensatory measures will be required.

Part Three: Mitigation of Potential Adverse Impacts

Development should avoid adverse impact on existing biodiversity and geodiversity features as a first principle, in line with the mitigation hierarchy. Where adverse impacts are unavoidable they must be adequately and proportionately mitigated. If full mitigation cannot be provided, compensation will be required as a last resort where there is no alternative.

Development will only be supported where the proposed measures for mitigation and/or compensation along with details of net gain are acceptable to the Local Planning Authority in terms of design and location, and are secured for the lifetime of the development with appropriate funding mechanisms that are capable of being secured by condition and/or legal agreement.

If significant harm to biodiversity resulting from development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission will be refused.

11.2. Biodiversity Opportunity and Net Gain

- 11.2.1. National planning policy states that development should deliver a net gain in biodiversity. In December 2018, the Government published a consultation on the option set out in the 25 Year Environment Plan to mandate the delivery of net gain. The emerging Environment Bill sets out what is intended, including a 'biodiversity gain plan' which must be approved as part of a development proposal before development can proceed, and a requirement for a minimum 10% net gain. At the time of writing The Environment Bill has yet to receive Royal Assent, however, whilst it is not currently known when this will take

place, it provides a clear guide as to how Government intends to progress biodiversity net gain. As the Local Plan progresses, this supporting text and Policy S60 Biodiversity Opportunity and Delivering Measurable Net Gains may need to be updated to reflect the latest position.

- 11.2.2. Biodiversity net gain means leaving the natural environment in a measurably better state than before, and is central to delivering nature's recovery and increasing stocks of natural capital. Net gain should deliver genuine additional improvements for biodiversity by creating or enhancing habitats in association with development. Such improvements should go beyond any required mitigation and/or compensation measures following the application of the mitigation hierarchy. As part of delivering net gains for nature, development proposals will be expected to protect, provide and extend green infrastructure in accordance with Policy S58 Green Infrastructure Network.
- 11.2.3. Biodiversity net gain can be achieved on-site, off-site or through a combination of on-site and off-site measures. Development proposals can, for example, provide a net gain in biodiversity on-site through the enhancement of the existing features of the site, the creation of additional habitats or the linking of existing habitats to reduce fragmentation in the local ecological network. The Central Lincolnshire Authorities' preference is for biodiversity net gain to be delivered on, or adjacent to, the development site, and only in exceptional circumstances and in the interests of biodiversity, will biodiversity offsetting schemes be considered acceptable. An example of an exceptional circumstance could be where there is opportunity to create, restore or enhance habitats off site that form part of the wider Nature Recovery Network and where this is considered the best outcome for biodiversity.
- 11.2.4. Net gains in biodiversity can be delivered by almost all development, by following the principles of the mitigation hierarchy and understanding the ecological constraints and opportunities from the early stages of design. Biodiversity enhancements could include, but are not limited to:
- Bird and bat boxes/bricks integrated into the structure of existing and/or new buildings
 - Wildlife friendly sustainable urban drainage (SuDs)
 - Wildlife tunnels under paths and roads
 - Wildlife friendly ponds
 - Living roofs and walls
 - Bug hotels
 - Using native plants in landscaping
 - Setting aside space within a development to create new habitat, such as woodland, wetland or wildflower meadows
- 11.2.5. The proposals for enhancement of biodiversity will depend on the nature and scale of the development, however a development with limited or no impacts on biodiversity should still seek to demonstrate a net gain. Small-scale development proposals form a significant proportion of the planning applications received by the Central Lincolnshire Authorities and therefore collectively, could make a notable contribution to biodiversity net gain and the wider Nature Recovery Network. The Local Planning Authority will use planning conditions to require that a planning permission provides for works that will measurably increase biodiversity.

- 11.2.6. A suitable biodiversity metric should be used to demonstrate that a ‘measurable biodiversity net gain’ has been achieved. The preferred metric for calculating biodiversity net losses and gains is the Defra biodiversity metric. Using the metric, a baseline, pre-development biodiversity score for the site can be calculated.
- 11.2.7. Local Ecological Network²⁰, Biodiversity Opportunity and Green Infrastructure Mapping has been prepared for Central Lincolnshire by the GLNP. These maps identify the known existing areas of high biodiversity value and areas of local biodiversity priority where it is considered most important and feasible to target habitat creation, extension and restoration. To complement these maps, a set of principles has been prepared (see Appendix 4 of this Local Plan), to guide development proposals that fall within or overlap the biodiversity opportunity areas. Development proposals should have regard to the above evidence and to the biodiversity opportunity area principles.
- 11.2.8. A Supplementary Planning Document is currently being prepared to provide further guidance on providing biodiversity net gain through development proposals.
- 11.2.9. Major and large scale development schemes²¹ should deliver wider environmental net gain wherever possible, reflecting the opportunities identified in the Central Lincolnshire Biodiversity Opportunity and GI Mapping, Central Lincolnshire Green Infrastructure Strategy and Local Nature Recovery Strategy (or any subsequent replacements). Seeking to achieve wider environmental net gain should reduce pressure on, and achieve overall improvements in, natural capital and ecosystem services and the benefits that they deliver.
- 11.2.10. The baseline data on habitats and species that underpin local biodiversity strategy, the local ecological network, biodiversity, and green infrastructure opportunities, will be kept up to date by the GLNP through the management of the Lincolnshire Environmental Record Centre.

Policy S60: Biodiversity Opportunity and Delivering Measurable Net Gains

Following application of the mitigation hierarchy, development proposals should ensure opportunities are taken to retain, protect and enhance biodiversity and geodiversity features proportionate to their scale, through site layout, design of new buildings and proposals for existing buildings.

Development proposals should create new habitats, and links between habitats, in line with Central Lincolnshire Biodiversity Opportunity and Green Infrastructure Mapping evidence, the biodiversity opportunity area principles set out in Appendix 4 to this Plan and the Local Nature Recovery Strategy, to maintain a network of wildlife sites and corridors, to minimise habitat fragmentation and provide opportunities for species to respond and adapt to climate change.

Proposals for major and large scale development should seek to deliver wider environmental net gains where feasible.

All development proposals must deliver, as a minimum, a 10% measurable biodiversity net gain attributable to the development. The net gain for biodiversity should be calculated using DEFRA’s biodiversity metric.

²⁰ The components of the ecological network within Central Lincolnshire have been mapped and are available to view on the Central Lincolnshire website on the Interactive Map. This will be updated annually incorporating data supplied by the GLNP.

²¹ As defined in the Glossary

Biodiversity net gain should be provided on-site wherever possible. Biodiversity offsetting schemes should only be used in exceptional circumstances, where net gain cannot be achieved within the site boundary.

All development proposals must provide clear and robust evidence for biodiversity net gains and losses in the form of a Biodiversity Gain Plan, which should be submitted with the planning application, setting out:

- a) information about the steps to be taken to minimise the adverse effect of the development on the biodiversity of the onsite habitat and any other habitat;
- b) the pre-development biodiversity value of the onsite habitat;
- c) the post-development biodiversity value of the onsite habitat following implementation of the proposed ecological enhancements/interventions;
- d) the ongoing management strategy for any proposals;
- e) any registered off-site gain allocated to the development and the biodiversity value of that gain in relation to the development; and
- f) exceptionally any biodiversity credits purchased for the development through a recognised and deliverable offsetting scheme.

Demonstrating the value of the habitat (pre and post-development) will be the responsibility of the applicant. Proposals which do not demonstrate that the post-development biodiversity value will not exceed the pre-development value of the onsite habitat will be refused.

Ongoing management of any new or improved habitats together with monitoring and reporting will need to be planned and funded for 30 years.

11.3. Responding to Landscape Character

- 11.3.1. Central Lincolnshire is a predominantly rural landscape interspersed by the City of Lincoln, market towns and smaller settlements and characterised by its contrasting chalk and limestone uplands, low lying vales and fenland landscapes. The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) is a nationally designated area with the highest status of protection, and the Lincoln Hillside is recognised as one of the most historic townscapes in the East Midlands.
- 11.3.2. In addition, landscape character assessments developed for previous Local Plans have identified locally designated Areas of Great Landscape Value (AGLV) which are considered to be of high landscape value to the local areas with strong distinctive characteristics which make them particularly sensitive to development. The primary objective is the conservation and enhancement of their landscape quality and individual character.
- 11.3.3. Key views within the landscape, as well as in to and out of settlements, are valued by the local community, contribute to the distinctive local identity of a place and assist in way finding.
- 11.3.4. The Central Lincolnshire authorities are committed to ensuring that development protects, and wherever possible enhances, the intrinsic value of our landscape whilst enabling

strategic, sustainable growth which is necessary for Central Lincolnshire’s communities and economies to thrive.

Policy S61: Area of Outstanding Natural Beauty and Areas of Great Landscape Value

The Lincolnshire Wolds Area of Outstanding Natural Beauty

The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) is a nationally designated landscape and has the highest level of protection. Great weight should be given to conserving and enhancing the landscape and scenic beauty in this area. All development proposals within, or within the setting of, the AONB shall:

- a) be compatible with the special character of the area and have had regard to conserving and enhancing the special quality and scenic beauty of the landscape; and
- b) respect the landscape character, topography, and context in relation to the siting, design, scale and extent of development; and
- c) protect and enhance important views into, out of and within the AONB; and
- d) retain and enhance existing natural and historic features that contribute to the special quality of the landscape.

Proposals which will result in an adverse impact on the AONB or which fail to demonstrate that they will not have an adverse impact will not be supported.

Areas of Great Landscape Value

Areas of Great Landscape Value (AGLV) are locally designated landscape areas recognised for their intrinsic character and beauty and their natural, historic and cultural importance. A high level of protection will be afforded to AGLV reflecting their locally important high scenic quality, special landscape features and sensitivity.

Development proposals within, or within the setting of, AGLV shall:

- e) conserve and enhance the qualities, character and distinctiveness of locally important landscapes; and
- f) protect, and where possible enhance, specific landscape, wildlife and historic features which contribute to local character and landscape quality; and
- g) maintain landscape quality and minimise adverse visual impacts through high quality building and landscape design; and
- h) demonstrate how proposals have responded positively to the landscape character in relation to siting, design, scale and massing and where appropriate have retained or enhanced important views, and natural and historic features of the landscape; and
- i) where appropriate, restore positive landscape character and quality.

Where a proposal may result in adverse impacts, it may exceptionally be supported if the overriding benefits of the development demonstrably outweigh the harm – in such circumstances the harm should be minimised and mitigated through design and landscaping.

11.4. Green Wedges

- 11.4.1. Green Wedges (previously known in some parts as settlement breaks) are open areas around and between parts of a settlement, or settlements, which maintain the distinction between the countryside and built up area, and which also provide recreational and

wildlife protection and enhancement opportunities as part of the green infrastructure and ecological network.

- 11.4.2. Green Wedges are an important part of the Central Lincolnshire landscape, are a longstanding element of local planning policy and are valued by local communities.
- 11.4.3. In general, there has been limited built development within the Green Wedges, however in recent years, some parts of the Green Wedge network have come under growing development pressure due to their proximity to the built up area. The Central Lincolnshire Authorities are committed to the principle of Green Wedges and resisting harmful development through planning policy and development management decisions.
- 11.4.4. Whilst the purpose of Green Wedges is to protect the open and undeveloped character of areas within them, it is not intended that they should operate as an absolute restriction on all development proposals. Due to their multi-functional role, there are also various 'non-open space' uses that already exist. As such, certain types of development may be acceptable, so long as they are not detrimental to the character, role and function of the Green Wedge within which they are situated. This is provided for under part a) of the policy and may include agricultural and forestry related development, green space, outdoor sport and recreation uses, the reuse of rural buildings and extensions or alterations to existing dwellings.
- 11.4.5. There may also be instances where it is essential for a certain type of development to be located in a Green Wedge. For the purposes of part b) of the policy this may include development required by a public or private utility to fulfil their statutory obligations, or the provision of strategic transport infrastructure, provided that other relevant Local Plan policies are satisfied.

Policy S62: Green Wedges

Green Wedges, as identified on the Policies Map, have been identified to fulfil one or more of the following functions and policy aims:

- Prevention of the physical merging of settlements, preserving their separate identity, local character and historic character;
- Creation of a multi-functional 'green lung' to offer communities a direct and continuous link to the open countryside beyond the urban area;
- Provision of an accessible recreational resource, with both formal and informal opportunities, close to where people live, where public access is maximised without compromising the integrity of the Green Wedge;
- Conservation and enhancement of local wildlife and protection of links between wildlife sites to support wildlife corridors.

Within the Green Wedges planning permission will not be granted for any form of development, including changes of use, unless:

- a) it can be demonstrated that the development is not contrary or detrimental to the above functions and aims; or
- b) it is essential for the proposed development to be located within the Green Wedge, and the benefits of which override the potential impact on the Green Wedge.

Development proposals within a Green Wedge will be expected to have regard to:

- c) the need to retain the open and undeveloped character of the Green Wedge, physical separation between settlements, historic environment character and green infrastructure value;
- d) the maintenance and enhancement of the network of footpaths, cycleways and bridleways, and their links to the countryside, to retain and enhance public access, where appropriate to the role and function of the Green Wedge; and
- e) opportunities to improve the quality and function of green infrastructure within the Green Wedge with regard to the Central Lincolnshire Green Infrastructure network and Biodiversity Opportunity Mapping.

Development proposals adjacent to the Green Wedges will be expected to demonstrate that:

- f) they do not adversely impact on the function of the Green Wedge, taking into account scale, siting, layout, design, materials and landscape treatment; and
- g) they have considered linkages to and enhancements of the adjacent Green Wedge.

11.5. Local Green Space

11.5.1. Local Green Space (LGS) is a national designation, as referenced in the NPPF, which aims to protect green areas or spaces which are demonstrably special to a local community and hold a particular local significance. LGS designation can be used where the green space is:

- in reasonably close proximity to the community it serves; and
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including playing fields), tranquillity or richness of its wildlife; and
- local in character and is not an extensive tract of land.

11.5.2. Planning permission will only be granted for development proposals in very special circumstances. These exceptions are set out in the NPPF and align with Green Belt status.

Policy S63: Local Green Space

An area identified as a Local Green Space on the Policies Map or within an adopted Neighbourhood Plan will be protected from development in line with the NPPF, which rules out development on these sites other than in very special circumstances.

11.6. Important Open Space

11.6.1. In addition to Local Green Space (LGS) designations, this Local Plan also protects other existing Important Open Spaces (IOS). These open spaces are different to LGSs, in that LGSs have been identified by local communities, whereas IOSs have been identified by the Central Lincolnshire Authorities as open spaces important to the settlement in which they are located.

11.6.2. Central Lincolnshire has a wide variety of IOS that do not benefit from statutory designations. These spaces perform a range of functions and deliver a wealth of benefits to local people and wildlife. Parks and gardens, amenity space, play space for

children/teenagers, outdoor sports facilities and allotments are all examples of publicly accessible IOS valued for their recreational and social functions, but they also contribute to the visual amenity and character of a settlement, providing relief from the built up area.

- 11.6.3. It is also important to note that public or private open spaces with limited or no public access can also perform an important role in contributing to the local community and quality of life. Open undeveloped spaces within a settlement are as important as the buildings in giving a settlement its unique character and form. Some open spaces, especially towards the edge of a settlement, are important in preserving the setting of a settlement. Other open spaces, including those not publicly accessible, provide breaks in the street scene and may allow views of the surrounding countryside to be enjoyed from within the settlement.
- 11.6.4. A number of areas within Central Lincolnshire have prepared Neighbourhood Plans, some of these contain designations for Important Open Space or an equivalent. These open spaces have not been duplicated as part of this policy, as they have their own protection through the Neighbourhood Plan in which they are designated.

Policy S64: Important Open Space

An area identified as an Important Open Space on the Policies Map is safeguarded from development unless it can be demonstrated that:

- a. there are no significant detrimental impacts on the character and appearance of the surrounding area, ecology and any heritage assets; and
- b. in the case of publicly accessible open space, there is an identified over provision of that particular type of open space in the community area and the site is not required for alternative recreational uses or suitable alternative open space can be provided on a replacement site or by enhancing existing open space serving the community area.

Some areas of Important Open Space are protected by their type, and are not shown in the Policies Map. These Important Open Spaces are:

- Churchyards;
- Cemeteries;
- School Playing Fields (in use as such);
- Sports Centres/Recreation Grounds;
- Local Authority owned allotments;

They will be safeguarded from development, and any proposal for their loss will be considered against the criteria above.

11.7. Trees, Woodland and Hedgerows

- 11.7.1. The Central Lincolnshire Authorities have a statutory duty (s197 of the Town and Country Planning Act 1990) to consider the protection and planting of trees when granting planning permission for proposed development. The potential effect of development on trees is a material consideration that must be taken into account in dealing with planning applications.

- 11.7.2. Trees, and hedgerows, contribute enormously to the character of many parts of the Central Lincolnshire area – they are very important visual elements in the landscape, since they are attractive in themselves, soften and give a context to development, provide focal points and screen unsightly areas from view. However, the amenity value of trees is not confined only to their contribution to visual character, trees, woodland and hedgerows are important components of Central Lincolnshire’s green infrastructure network. They can also help to reduce noise and prove beneficial in terms of atmospheric pollution, modifying microclimates and flood mitigation through storm water attenuation. Furthermore, they provide habitats for wild creatures, help to stabilise soil against erosion, and play a role in reducing climate change by locking up carbon dioxide. As a result, they are highly valued, and the relative scarcity of tree cover particularly in the southern half of the Central Lincolnshire area (North Kesteven District) gives them an added importance.
- 11.7.3. Trees and woodlands take many years to mature, ancient woodlands and aged or veteran trees in particular are irreplaceable. Aged and veteran trees are those which, because of their great age, size or condition are of exceptional wildlife, landscape or cultural value.
- 11.7.4. Mature trees, woodlands and hedgerows are sensitive to the impacts of development, either directly through their removal or indirectly through the impacts of construction or the future use of the site. Due to the length of time and the cost taken to replace mature features, and the contribution they can make to the quality of development, they should be retained and protected wherever possible.
- 11.7.5. The Central Lincolnshire Authorities will look to prevent the loss or damage of good quality trees, woodlands or hedgerows, especially those which are protected such as ancient woodlands, or have a high public amenity value. Policy S65 ensures that trees are not considered in isolation and that they are integral to the overall design of a scheme and contribute to the wider objectives of securing biodiversity and green infrastructure on new developments.
- 11.7.6. Where trees are present on a development site, a British Standard 5837 Tree Survey ‘Trees in relation to Construction survey’, a Tree Constraints Plan, an Arboricultural Impact Assessment and any other related survey information, should be submitted along with an application for planning permission. This will ensure it is clear that a proper consideration of all trees and woodlands has taken place and been taken into account in the preparation of proposals for a site. To ensure that tree cover and habitat is retained, it is important that both the short term and long term impacts that a development may have on trees is evaluated at the earliest opportunity. In addition, an Arboricultural Method Statement and associated Tree/Hedgerow Protection Plan will also be required where there is a likely adverse impact on the health and wellbeing of the trees, either through the pressure to prune or fell or through excavation works which could harm the root systems. The Statement should set out the measures that will need to be taken to protect the health of the trees during the construction period and afterwards.
- 11.7.7. Consideration also needs to be given to the growth potential and management requirements of trees and hedgerows. Where the loss of trees and hedges is unavoidable they should be replaced with suitable new planting either within the site or in the locality if this is more appropriate. In the case of hedges, the renovation of existing hedges in the wider area can be an appropriate form of mitigation. Development can make a positive contribution to the tree resource in the area through on or off site planting.

- 11.7.8. The preference will be to incorporate existing natural features into the development. However, there may be instances where the loss of important natural features is unavoidable, for example to enable a scheme to fulfil important objectives such as economic development or the provision of housing. Where the loss of such features is demonstrably unavoidable, adequate replacement provision, preferably by native British species, of the same or greater value will be sought. The proposal will also be required to demonstrate:
- That the development could not equally well go ahead elsewhere, where no harm to trees would be involved;
 - That the proposed development scheme could not be modified to retain the tree; and
 - That the amenity value of the tree is outweighed by the benefits to the community of the development proposal.
- 11.7.9. Proposals that either directly or indirectly result in the loss or deterioration of ancient woodland will not be supported unless the need for and benefits of the development at that location clearly outweigh the loss. When considering the planning balance in these cases compensation proposals must not be considered as part of the benefits resulting from a development.
- 11.7.10. In terms of mitigation where loss of trees and woodland is proposed (and where it is deemed acceptable for such tree(s) to be lost, taking account of the status of the tree), then suitable proposals for mitigation, via compensation, should be provided. The tree compensation standard set out in this policy provides a suitable mechanism to determine the appropriate level of mitigation. The Council's first preference is for on-site replacement at suitable locations within the curtilage of the development. In exceptional circumstances, where planting cannot be achieved on-site without compromising the achievement of good design, new tree planting proposals may be considered off site (including on public land) to mitigate. Where trees are to be provided off-site, planning obligations will be sought to cover replacement trees, their planting and their future maintenance.
- 11.7.11. Where new tree planting is proposed (irrespective of whether this is to compensate for losses on site), then the quantity, location and species selection of new trees will be expected to take practicable opportunities to meet the following six Tree Planting Principles:
1. Create habitat and, if possible, connect the development site to the Strategic Green Infrastructure Network; and
 2. Assist in reducing or mitigating run-off and flood risk on the development site; and
 3. Assist in providing shade and shelter to address urban cooling, and in turn assist in mitigating against the effects of climate change; and
 4. Create a strong landscaping framework to either (a) enclose or mitigate the visual impact of a development or (b) create new and enhanced landscape;
 5. Be of an appropriate species for the site; and
 6. Avoid tree planting where it has potential to cause harm, such as to important habitats, peat soils, property or infrastructure.

Policy S65: Trees, Woodland and Hedgerows

Development proposals should be prepared based on the overriding principle that:

- the existing tree and woodland cover is maintained, improved and expanded; and
- opportunities for expanding woodland are actively considered, and implemented where practical and appropriate to do so.

Existing Trees and Woodland

Planning permission will only be granted if the proposal provides evidence that it has been subject to adequate consideration of the impact of the development on any existing trees and woodland found on-site (and off-site, if there are any trees near the site, with 'near' defined as the distance comprising 12 times the stem diameter of the off-site tree). If any trees exist on or near the development site, 'adequate consideration' is likely to mean the completion of a British Standard 5837 Tree Survey and, if applicable, an Arboricultural Method Statement.

Where the proposal will result in the loss or deterioration of:

- a) ancient woodland; and/or
- b) the loss of aged or veteran trees found outside ancient woodland,

permission will be refused, unless and on an exceptional basis the need for, and benefits of, the development in that location clearly outweigh the loss.

Where the proposal will result in the loss or deterioration of a tree protected by a Tree Preservation Order or a tree within a Conservation Area, then permission will be refused unless:

- c) there is no net loss of amenity value which arises as a result of the development; or
- d) the need for, and benefits of, the development in that location clearly outweigh the loss.

Where the proposal will result in the loss of any other tree or woodland not covered by the above, then the Council will expect the proposal to retain those trees that make a significant contribution to the landscape or biodiversity value of the area, provided this can be done without compromising the achievement of good design for the site.

Mitigating for loss of Trees and Woodland

Where it is appropriate for higher value tree(s) (category A or B trees (BS5837)) and/or woodland to be lost as part of a development proposal, then appropriate mitigation, via compensatory tree planting, will be required. Such tree planting should be on-site wherever possible and should:

- e) take all opportunities to meet the five Tree Planting Principles (see supporting text); and
- f) unless demonstrably impractical or inappropriate, provide the following specific quantity of compensatory trees:

Trunk diameter(mm) at 1.5m above ground of tree lost to development	Number of replacement trees required, per tree lost*
75 - 200	1
210 - 400	4
410 - 600	6
610 - 800	9
810 - 1000	10
1000+	11

* replacement based on selected standards 10/12 cm girth at 1m

New Trees and Woodland

Where appropriate and practical, opportunities for new tree planting should be explored as part of all development proposals (in addition to, if applicable, any necessary compensatory tree provision). Where new trees are proposed, they should be done so on the basis of the five Tree

Planting Principles. Proposals which fail to provide practical opportunities for new tree planting will be refused.

Planting schemes should include provision to replace any plant failures within five years after the date of planting. Planting of trees must be considered in the context of wider plans for nature recovery which seeks to increase biodiversity and green infrastructure generally, not simply planting of trees, and protecting / enhancing soils, particularly peat soils. Tree planting should only be carried out in appropriate locations that will not impact on existing ecology or opportunities to create alternative habitats that could deliver better enhancements for people and wildlife, including carbon storage. Where woodland habitat creation is appropriate, consideration should be given to the economic and ecological benefits that can be achieved through natural regeneration. Any tree planting should use native and local provenance tree species suitable for the location.

Management and Maintenance

In instances where new trees and/or woodlands are proposed, it may be necessary for the council to require appropriate developer contributions to be provided, to ensure provision is made for appropriate management and maintenance of the new trees and/or woodland.

Hedgerows

Proposals for new development will be expected to retain existing hedgerows where appropriate and integrate them fully into the design having regard to their management requirements.

Proposals for new development will not be supported that would result in the loss of hedges of high landscape, heritage, amenity or biodiversity value unless the need for, and benefits of, the development clearly outweigh the loss and this loss can be clearly demonstrated to be unavoidable.

Development requiring the loss of a hedgerow protected under The Hedgerow Regulations will only be supported where it would allow for a substantially improved overall approach to the design and landscaping of the development that would outweigh the loss of the hedgerow. Where any hedges are lost, suitable replacement planting or restoration of existing hedges, will be required within the site or the locality, including appropriate provision for maintenance and management.

11.8. Best and Most Versatile Agricultural Land

- 11.8.1. Agriculture is a significant land use across Central Lincolnshire, and the wider Lincolnshire area and generates a significant proportion of the national food production. Therefore the protection of the best and most versatile land is key to ensure that food production is not negatively impacted by development. The Agricultural Land Classification (ALC) mapping shows that with the exception of a few relatively small areas of Grade 1 land, the majority of agricultural land within Central Lincolnshire is either Grade 2 or Grade 3, with approximately 50% of the area classified as Grade 3.
- 11.8.2. Development of the best and most versatile agricultural land will only be supported where it can be demonstrated that the need for the development, its benefits and/or sustainability considerations outweigh the need to protect such land taking into account the economic and other benefits of the best and most versatile agricultural land.

- 11.8.3. Proposals for development on unallocated sites which would individually or cumulatively result in a significant loss (1 hectare or more) of best and most versatile agricultural land will also need to demonstrate that there are no other suitable alternative sites which could accommodate either all or part of the development on either previously developed land, or land within the built up area of existing adjacent or nearby settlements, or on poorer quality agricultural land. All proposals over one hectare which would have the potential to involve the loss of best and most versatile agricultural land will be expected to be accompanied by an agricultural land classification statement.

Policy S66: Best and Most Versatile Agricultural Land

Proposals should protect the best and most versatile agricultural land so as to protect opportunities for food production and the continuance of the agricultural economy.

With the exception of allocated sites, development resulting in the loss of the best and most versatile agricultural land will only be supported if:

- a) The need for the proposed development has been clearly established and there is insufficient lower grade land available at that settlement (unless development of such lower grade land would be inconsistent with other sustainability considerations); and
- b) The benefits and/or sustainability considerations outweigh the need to protect such land, when taking into account the economic and other benefits of the best and most versatile agricultural land; and
- c) The impacts of the proposal upon ongoing agricultural operations have been minimised through the use of appropriate design solutions; and
- d) Where feasible, once any development which is supported has ceased its useful life the land will be restored to its former use (this condition will be secured by planning condition where appropriate).

Where proposals are for sites of 1 hectare or larger, which would result in the loss of best and most versatile agricultural land, an agricultural land classification report should be submitted, setting out the justification for such a loss and how criterion b has been met.

12. SUEs, Regeneration Areas and Opportunity Areas

12.0. Sustainable Urban Extensions

- 12.0.1. Sustainable Urban Extensions (SUEs) form an integral part of the local plan strategy, delivering more than half of the housing requirement in the plan period. But it is not only housing that will be delivered on these SUEs – by focusing a substantial amount of growth at these locations it will also see the delivery of key infrastructure to support the growing population.
- 12.0.2. Urban extensions must be developed as sustainable places, coordinating the planning of residential opportunities, employment opportunities and the services and facilities that will enable residents to meet their day to day needs locally. They must be designed to integrate with the existing built and natural environment, integrate with existing communities, and maximise travel by sustainable travel modes, so that they do not result in a physically and socially segregated community. They present an opportunity to deliver a wide range of sustainable development principles that often cannot be achieved at a smaller scale.
- 12.0.3. The eight SUEs located around Lincoln and at Gainsborough and Sleaford were allocated in the 2017 Local Plan and substantial efforts from the Central Lincolnshire Districts and site promoters and developers has gone into making progress with these SUEs. As a result many of the SUEs have already had masterplans or broad concept plans produced for them, achieved outline permission, detailed permission or even started delivery and this progress is expected to continue.
- 12.0.4. Policy S67, is the overarching policy for all urban extensions with subsequent policies providing specific requirements for each SUE. In the 2017 Local Plan a requirement was included for SUEs to deliver some Gypsy and Traveller pitches. We still consider SUEs as a suitable means to deliver Gypsy and Traveller pitches, though it is acknowledged that doing so can be challenging especially so with the increased demands of this new local plan in relation to net zero carbon. Consequently this Local Plan no longer requires any Gypsy and Traveller provision on SUEs

Policy S67: Sustainable Urban Extensions

The spatial strategy for Central Lincolnshire includes the allocation of sustainable urban extensions at Lincoln, Gainsborough and Sleaford.

Development of an urban extension must be planned and implemented in a coordinated way, through an agreed broad concept plan that is linked to the timely delivery of key infrastructure. With the exception of inconsequential development, proposals for development within the identified extensions which come forward prior to the production of, and agreement on, a broad concept plan will be refused.

Working with the Central Lincolnshire authorities and other relevant stakeholders, a broad concept plan should be prepared for each urban extension (in its entirety) and should clearly evidence the support of all significant landowners: the concept plan should be submitted to the Council for approval. If one or more landowners are not supportive of the concept plan, it will need to be demonstrated that the development of the considerable majority of the urban extension can be delivered without their involvement. The concept plan could be submitted alongside an outline application for the urban extension.

Whilst phasing may be agreed, the local planning authority will need to be satisfied that the key aspects of the concept plan will be delivered. Therefore, to prevent the provision of appropriate infrastructure being either delayed or never materialising, appropriate safeguards will be put in place, normally through a Section 106 agreement, which ensure that specific aspects of the scheme are delivered when an appropriate trigger point is reached.

Alongside the timely delivery of necessary infrastructure, key to the sustainable delivery of the urban extensions will be the requirement to minimise the need to travel, whilst maximising sustainable transport modes. This will be achieved by locating key facilities such as schools and local shops within easy walking and cycling distance of most properties, incorporating high quality walking and cycling networks linking to the wider area, and providing access to high quality public transport services and facilities, including bus priority corridors and, where appropriate, park and ride.

In addition to the above, each new urban extension proposal must, where applicable:

- a) demonstrate availability and deliverability of the proposed scheme;
- b) provide a broad range of housing choice in terms of size and design;
- c) contribute to the provision of a wide range of local employment opportunities that offer a range of jobs in different sectors of the economy;
- d) incorporate appropriate pre-school(s), primary school(s), and a secondary school (potentially incorporating sixth-form provision), if the scale of the urban extension justifies any of these on-site, or, if not, contribute to provision offsite in order to meet the needs generated by the urban extension (subject to national regulations governing such contributions);
- e) make provision for an appropriate level of retail without having an unacceptable impact on the vitality and viability of existing retail centres;
- f) consider the Agricultural Land Classification of the site, and where higher quality agricultural land exists on one part of the site compared with another, then, if possible, utilise such land (or part of such land) for productive use, such as community orchards and allotments; and
- g) demonstrate that the unnecessary sterilisation of minerals has been avoided.

12.1. Lincoln Sustainable Urban Extensions

Western Growth Corridor SUE (WGC)

12.1.1. The Western Growth Corridor (WGC) is a site of approximately 390 hectares in total of which approximately 122 hectares will be developed for a mixed-use development. The WGC is situated to the west of Lincoln and is bounded by the railway to the east, the A46 bypass to the west and Skellingthorpe Road to the south. The site has a number of advantages including its proximity to the city centre (which is only 1.5 km distant), physical setting and character that provide an excellent opportunity to create a sustainable urban extension to Lincoln.

12.1.2. Key features of this development include:

- 3,200 homes plus 20 ha of mixed employment (B Classes) and leisure (D2 Class) opportunities;
- Taking advantage of the close proximity to Lincoln City Centre, connecting both new residents and existing neighbourhoods such as Birchwood and Skellingthorpe to the City;

- A clear approach to mitigating and managing flood risk for the site and wider area through continued partnership working with key stakeholders;
- Provision of a range of facilities including a Local Centre providing shops, a community centre and education facilities;
- Potential for a regional leisure centre;
- Informal open space and other recreation uses, in addition to green infrastructure and public open space to serve future residents;
- Remediation of the former landfill site on the eastern edge of the site to be undertaken.
- This is a tremendous opportunity to reclaim land and bring forward development while at the same time undertake environmental improvement of this area.

South East Quadrant SUE (SEQ) Canwick Heath

12.1.3. SEQ lies on the limestone plateau of the Lincoln Heath between the villages of Canwick and Bracebridge Heath. At its closest, the SUE is within 1 mile (1.6 km) of Lincoln City Centre, with the escarpment of the Lincoln Edge, including Lincoln's South Common, forming an important open area between the development and the edge of the city's existing built-up area. The SUE benefits from an adopted SPD which provides a framework for the development of the entire allocation through a Broad Concept Plan and a set of Design Codes that combine to ensure that the development exploits its close proximity to Lincoln and the City Centre through appropriate linkages whilst also forming a distinctive new community of neighbourhoods that has its own facilities including shops, schools and employment.

12.1.4. Key features of this development and the adopted SPD include:

- High quality character and physical identity that complements the settlements of Bracebridge Heath and Canwick;
- Approximately 3,500 new homes by 2040 (with further potential beyond that date to deliver a total of 6,000 dwellings);
- A range of facilities including the development of a District Centre, a Local Centre, schools and mobility hub(s);
- 7ha of flexible new employment/commercial development to provide job opportunities;
- Delivery co-ordinated with the provision of local transport infrastructure. Direct access from the Eastern Bypass will not be provided for cars;
- Structural green space will provide a range of functions including recreation, health and well-being, biodiversity and ecology and movement corridors;
- Protection, and where appropriate enhancement, of existing natural and historic environmental assets;
- Respect for the character, biodiversity and landscape/ townscape contribution of the South Common and adjacent Bomber Command Centre memorial, and the integrity and character of Canwick and Bracebridge Heath as distinct and separate villages.

North East Quadrant SUE (NEQ) – Greetwell Area

12.1.5. NEQ lies on the north eastern edge of Lincoln between the existing residential area of Bunkers Hill and the predominantly industrial area at Allenby Road. Sitting within the Lincoln Eastern Bypass, it forms a natural urban extension to Lincoln. At its closest, the SUE is within 1.5 miles (2.4 km) of Lincoln City Centre. The area is dominated by the former Greetwell Quarry that has been used for both quarrying and mining until relatively recently. Previous ironstone mining will present some challenges and the quarry face has been designated as a Site of Special Scientific Interest (SSSI) on account of its geological make up, so any new development would be expected to maintain and enhance this feature.

12.1.6. In late 2015, part of the NEQ was granted outline consent for up to 500 homes with detailed permission being approved for the first phase in 2019 with development commencing on the site. With the Lincoln Eastern Bypass having been completed the remainder of the site can now come forward too.

12.1.7. Key features of this development include:

- A distinctive new community of one or more defined neighbourhoods that have their own facilities including shops and employment;
- 1,400 new homes and approximately 5 ha of employment land;
- On-site primary school (two form entry);
- A new centre serving local needs. The scale of provision of such facilities should complement rather than compete with existing centres, including the Carlton Centre;
- Direct access from the Eastern Bypass will not be provided and the main road access points will be from Greetwell Road, Carlton Boulevard and St. Augustine Road;
- Protection, and where appropriate enhancement, of existing natural and historic environmental assets within or near the site, including appropriate management arrangements for visitor access where required. Identified assets include:
 - i. Greetwell Hollow Critical Natural Assets;
 - ii. The geological SSSI of the Greetwell Quarry;
 - iii. Greetwell Quarry Local Wildlife Site; and
 - iv. Archaeological remains including a prehistoric triple ditch boundary, industrial archaeology associated with former ironstone mining in the area, and potential Roman remains.

South West Quadrant SUE (SWQ) – Land at Grange Farm, Hykeham

12.1.8. SWQ lies to the south west of the City of Lincoln to the south of the existing built up area of North Hykeham and to the east and north of South Hykeham Fosseway and South Hykeham Village, well located for access to Lincoln and the A46. It is close to employment opportunities at Teal Park, St Modwen Park (formerly Network 46), North Hykeham and Lincoln City Centre. Some local services are available close to parts of the development with a wider range of facilities available in the centre of North Hykeham and into the City of Lincoln.

12.1.9. SWQ will be a masterplanned SUE with an agreed Broad Concept Plan. It will be developed up to the existing North Hykeham settlement boundary and down to the line of the proposed North Hykeham Relief Road, whilst respecting the setting and character of South Hykeham Village. This will be achieved by ensuring a physical separation is maintained between the SUE and the village with open space running east west along the line of the existing beck.

12.1.10. Key features of this development include:

- Approximately 2,000 homes (with the majority being delivered in the plan period) linked to delivery of the first phase of the North Hykeham Relief Road. Development will not prejudice the potential to deliver the remainder of the bypass or to dual the bypass in the future;
- Approximately 5ha of additional employment land to compliment and expand the existing provision at the Boundary Lane Enterprise Park;

- Community facilities in a Local Centre which will include an appropriate level of retail, new primary school, formal sports pitches and open space that complement and enhance existing provision.

Policy S68: Lincoln Sustainable Urban Extensions

In addition to the generic requirements for Sustainable Urban Extensions in Policy S67, development at the following strategic sites will be required to meet the following locally specific requirements:

Western Growth Corridor SUE (WGC) – Land at Swanpool, Fen Farm and Decoy Farm

Proposals for the WGC area, as identified on the Policies Map, should provide:

- Approximately 3,200 houses;
- Approximately 20 ha of land for mixed employment (B Use Classes) and leisure (D2 Use Class) serving the wider Lincoln area for significant local growth and inward investment of strategic importance complimentary to that on the adjacent Lincoln Science and Innovation Park;
- A distinctive place to live that has its own identity and respects its local surroundings including key views and vistas of and from Lincoln Cathedral and the historic core of the City and the setting of Decoy Farm scheduled monument and Hartsholme Registered Park;
- Comprehensive solutions to drainage and flood risk, guided by an agreed flood risk assessment and water management plan;
- A direct route incorporating priority for public transport linking Skellingthorpe Road through to the city centre via the Bevor Street area with connection onto the A46 if required;
- Transport infrastructure, such as measures to encourage walking, cycling and use of public transport (which might include park and ride facilities) in order to maximise opportunities for sustainable modes of travel, in line with the aims of the Lincoln Integrated Transport Strategy;
- A wide range of community facilities including a new Local Centre;
- A wide range of open space, recreation and leisure uses, together with consideration of the provision of a regional leisure complex;
- A development that maximises the opportunities for low carbon and sustainable design including, if feasible, use of the heat from the Energy from Waste plant at North Hykeham;
- Comprehensive solutions to reclaim and remediate the former tip on the eastern part of the site; and
- Improved linkages, enhancement and support of green wedges and other green infrastructure.

South East Quadrant SUE (SEQ) – Land at Canwick Heath

Proposals for the SEQ area, as identified on the Policies Map, and which form part of the adopted Broad Concept Plan and Design Code SPD (2020) should provide:

- Approximately 6,000 houses in total, of which around 3,500 anticipated to be delivered within the plan period to 2040;
- A distinctive place to live that has its own character and physical identity and respects its local surroundings, including key views and vistas of and from Lincoln Cathedral and the historic core of the City, and across the Witham Valley including views of Lincoln from Heighington Road. It will contain different character areas and will have regard to the

- need to provide appropriate landscape setting for the existing villages of Bracebridge Heath and Canwick, together with the open area of South Common to the north;
- c) A development that protects and enhances the existing important open spaces within and adjacent to the site, as shown on an agreed concept plan, providing an appropriate buffer zone between the South Common and the International Bomber Command Centre memorial and the development;
 - d) Extension of the existing green infrastructure network into multi-functional movement networks linking land uses, facilities and amenities which avoids the coalescence of the new community with Bracebridge Heath and Canwick villages;
 - e) Transport infrastructure, such as measures to encourage walking, cycling and use of public transport (which might include park and ride facilities or mobility hubs) in order to maximise opportunities for sustainable modes of travel, in line with the aims of the Lincoln Integrated Transport Strategy (2020);
 - f) Strong connectivity within the development and to the City Centre and adjacent communities through high quality, safe and effective pedestrian and cycling links;
 - g) Introduction of bus priority measures from the site to the City Centre, which could be achieved through technological and/or physical infrastructure measures;
 - h) No direct access onto the Lincoln Eastern Bypass for motor vehicles and does not prejudice its dualling, with the main road access points from the existing A15, the B1188 and B1131;
 - i) A wide range of community / social facilities including a new District Centre which will provide shops, a community centre, and other uses such as a health centre, post office, banking facilities and places of worship, located towards the east of the SUE adjacent to Canwick Avenue;
 - j) Development of a Local Centre towards the west of the SUE, close to and complementing the facilities of Bracebridge Heath;
 - k) Approximately 7ha of land to provide a wide range of flexible employment opportunities (any job creating Use Classes), provided on-site at appropriate location(s) serving local employment needs to be agreed with the local planning authority;
 - l) Development to take account of the relationship between the site and the Lincoln Eastern Bypass, including the provision of gateway features at key access points as well as ensuring that proposed residents are protected from noise, drainage and air quality issues that may be associated with the bypass; and
 - m) Improved linkages, enhancement and support of green wedges and other green infrastructure.

North East Quadrant SUE (NEQ) – Land at the Greetwell Area

Proposals for the NEQ area, as identified on the Policies Map, should provide:

- a) Approximately 1,400 dwellings;
- b) A distinctive place to live that has its own identity and respects its local surroundings including protecting and creating view corridors of and from Lincoln Cathedral and other important buildings on the north escarpment that are integrated into the development as a contribution to its identity and form part of the design context;
- c) Development that protects and enhances the existing important open spaces within and adjacent to the site (including Greetwell Hollow) or provides adequate compensatory open space for any loss and which provides an appropriate buffer zone between the development and Greetwell Hollow and satisfactorily addresses access and any visitor management issues arising from the development;
- d) Development that protects and enhances the setting of the designated heritage assets at Greetwell and the designated SSSI at Greetwell Quarry and which ensures where practicable that the archaeology of ironstone mining is retained with appropriate interpretive material on site;
- e) Development which addresses the geotechnical issues such as ground stability and mining voids relating to the site and its development;

- f) Transport infrastructure, such as measures to encourage walking, cycling and use of public transport (which might include park and ride facilities) in order to maximise opportunities for sustainable modes of travel, in line with the aims of the Lincoln Integrated Transport Strategy;
- g) High quality, safe and effective pedestrian and cycling links both within and adjoining the development, including links to the National Cycle Route 1 and Sustrans Local Routes;
- h) No direct access onto the Lincoln Eastern Bypass and does not prejudice its dualling;
- i) Make provision for an access point to the south via a new junction onto the improved Greetwell Road and to the north via accesses onto Carlton Boulevard and St Augustine Road;
- j) A range of community / social facilities including a local centre that complements and does not compete with the nearby Carlton Centre;
- k) Approximately 5 ha of land to provide a wide range of flexible employment opportunities (any job creating Use Classes), provided on-site at appropriate location(s) serving local needs to be agreed with the local planning authority;
- l) Development to ensure that proposed residents are protected from noise, drainage and air quality issues that may be associated with the Lincoln Eastern Bypass; and
- m) Improved linkages, enhancement and support of green wedges and other green infrastructure.

South West Quadrant SUE (SWQ) – Land at Grange Farm, Hykeham

Proposals for the SWQ area, as identified on the Policies Map, should provide:

- a) Approximately 2,000 dwellings;
- b) A distinctive place to live that has its own identity and respects its local surroundings while providing a distinctive gateway into the City with high quality urban design standards;
- c) A development that protects and enhances the existing important open spaces within and adjacent to the site and extends the existing green infrastructure into multi-functional movement networks linking land uses, facilities and amenities including the protection of the setting and identity of South Hykeham village;
- d) The first phase of the North Hykeham Relief Road initially connecting the A46 at its Newark Road Junction to the site's primary access road. The primary access road will connect to Meadow Lane to the north east of the site with construction of the next phase of the Southern Bypass from South Hykeham Road to Brant Road, if required, as development progresses informed by the transport assessment and traffic modelling;
- e) Transport infrastructure, such as measures to encourage walking, cycling and use of public transport (which might include mobility hub facilities) in order to maximise opportunities for sustainable modes of travel, in line with the aims of the Lincoln Integrated Transport Strategy;
- f) A wide range of community facilities within a local centre;
- g) Approximately 5 ha of land for employment (B and E Use Classes) expanding the Boundary Lane Enterprise Park linking with Roman Way; and
- h) Undertake a detailed odour assessment to demonstrate no adverse impact on future residents.

12.2. Gainsborough Sustainable Urban Extensions

- 12.2.1. In addition to development within the existing built up area, two large scale Sustainable Urban Extensions (SUEs) have been identified for the long term sustainable growth of Gainsborough.

12.2.2. These SUEs (Southern and Northern) will commence delivery in the plan period and continue to deliver throughout the plan period. A third site (Eastern) is identified as a 'broad location' for future growth post 2040, but is not expected to commence within the plan period.

12.2.3. The following policy provides further site detail and requirements for development within the SUEs.

Gainsborough Southern Neighbourhood SUE

12.2.4. This area of land is south of the existing built up area of the town. Outline planning consent for development of this SUE was granted in 2011 and reserved matters for phase one was approved in 2020 with work having started on this site.

12.2.5. The works being undertaken include the provision of key infrastructure which will open up subsequent phases of the site.

Gainsborough Northern Neighbourhood SUE

12.2.6. This area is to the north of Gainsborough, and received outline planning permission in September 2020.

Policy S69: Gainsborough Sustainable Urban Extensions

In addition to the generic requirements for SUEs in Policy S67, development will be required to meet the following specific requirements:

Gainsborough Southern Neighbourhood SUE

The Gainsborough Southern Neighbourhood SUE, as identified on the Policies Map, is allocated for approximately 2,500 dwellings.

Development of this SUE is likely to come forward in accordance with the planning consents issued. However, should an alternative permission be sought for the site then in addition to the generic requirements for SUEs in Policy S67, development will be required to meet the following specific requirements:

- a) Approximately 4ha of land for employment (E(g)/B2 Use Classes) to accommodate uses such as small offices, start-up business premises and other small scale industry compatible with a residential area and the location;
- b) Open Space and 'green corridors' to integrate the development with the surrounding countryside and woodland to enhance connectivity and reduce habitat fragmentation of Warren Wood, Lee Wood and Bass/Park Springs Wood Ancient Woodlands;
- c) A new Local Centre of an appropriate scale and nature, providing for retail uses, community uses and services, including for health and community policing; and
- d) Additional retail provision is of a very limited scale and at a maximum of two further locations within the SUE.

Gainsborough Northern Neighbourhood SUE

The Gainsborough Northern Neighbourhood SUE, as identified on the Policies Map, is allocated for approximately 2,500 dwellings. In addition to the generic requirements for SUEs in Policy S67, development will be required to meet the following specific requirements:

- a) Approximately 7ha of land for employment (E(g)/B2/B8 Use Classes). Employment premises provided must include start-up and small business premises, and an overall emphasis on E(g) uses;

- b) Open Space and 'green corridors' to integrate the development with the surrounding countryside and woodland to enhance connectivity and reduce habitat fragmentation of Blybro Spring Woods, Birch Woods and Wharton Woods Ancient Woodlands; and
- c) A new Local Centre of an appropriate scale, providing for retail, services and community uses of a local nature.

12.3. Sleaford Sustainable Urban Extensions

12.3.1. Sleaford is identified to accommodate around 12% of Central Lincolnshire's growth in new homes and employment land over the plan period. Most of the growth will be focused in two large scale Sustainable Urban Extensions (SUEs) to the existing built up area of Sleaford, known as Sleaford South Quadrant (now known as Handley Chase) and Sleaford West Quadrant that can be masterplanned with appropriate infrastructure, a range of facilities and fully integrated with Sleaford.

Sleaford South Quadrant (Handley Chase)

12.3.2. Handley Chase will be a natural expansion to the main built up area to the South of the town and should be fully integrated with existing communities and provide for much needed services in this part of Sleaford. Whilst the site is not considered to be appropriate for large scale employment uses due to impacts on the highway network, it has the potential for small scale employment work space.

Sleaford West Quadrant

12.3.3. Sleaford West Quadrant is located west of the town in close proximity to the A15. The site offers an opportunity to diversify the existing employment offer of the town through the provision of high quality employment integrated into an attractive residential environment, benefitting from a prominent position and access to the A15. The development should include a minimum of 3 ha of employment land adjacent to the A15 targeted towards knowledge intensive enterprise (E(g) use class). This will add to the diversity of employment opportunities available in the town. It will also accommodate land for a new health care facilities and secondary school facility to meet the educational needs of Sleaford's growing population.

Policy S70: Sleaford Sustainable Urban Extensions

The growth and regeneration of the Sleaford area will be delivered through a co-ordinated and sustainable approach to planning and development, linking housing and economic growth with infrastructure improvements, whilst protecting and enhancing Sleaford's natural environment, heritage assets and local distinctiveness.

In addition to the generic requirements for Sustainable Urban Extensions in Policy S67, development at the following strategic sites will be required to meet the following specific requirements:

Sleaford South Quadrant SUE (Handley Chase)

Development at Handley Chase, as identified on the Policies Map, should result in the creation of a comprehensively planned, new sustainable neighbourhood to the South of Sleaford, comprising around 1,450 dwellings. The first phase of development should take place on the

land immediately adjoining the existing built up area of Sleaford and include the provision of the new Local Centre.

Development of this SUE is likely to come forward in accordance with the outline planning permission granted for the site in 2015. However, should an alternative permission be sought for the site, then in addition to the requirements for SUEs in Policy S67, proposals for this area should:

- a) Deliver a new Local Centre of a sufficient scale to meet the day-to-day needs of the Sleaford South new community and nearby residents, and to include:
 - i. a community centre;
 - ii. retail units;
 - iii. a public house;
 - iv. a care home site; and
 - v. provision for small start-up offices.
- b) provide vehicular access via London Road only, but incorporate cycle and pedestrian connections into the adjoining Southfields Estate;
- c) provide appropriate transport mitigation measures, having particular regard to measures to mitigate any adverse transport impacts on Holdingham Roundabout, Silk Willoughby, Quarrington, King Edward Street and Castle Causeway, the junction between London Road and Grantham Road and minor roads linking London Road to Grantham Road;
- d) deliver an extension of a shared footpath and cycleway along London Road;
- e) maximise the opportunities associated with the proximity of the site to the Sleaford Railway Station and include measures to encourage rail travel;
- f) provide on-site a network of green infrastructure and public open space which links into the wider green infrastructure network for the Sleaford area, maximising the potential (and mitigates the impacts) associated with Moor Drain, and which achieves strong, though carefully planned, connections to Mareham Pastures Local Nature Reserve;
- g) provide on-site sports pitches, a site for a pavilion/changing facility and allotments.

Sleaford West Quadrant SUE (Land to the west of Drove Lane and to the east of the A15)

Development at Sleaford West Quadrant, as identified on the Policies Map, will result in the creation of comprehensively planned, new sustainable neighbourhood to the West of Sleaford of 1,400 dwellings. The first phases of development are likely to include the provision of an appropriate, limited scale (informed by traffic modelling) of residential development served from Covell Road, Stokes Drive and St Deny's Avenue. The provision of a new roundabout off the A15 will be required to deliver subsequent phases of the development. In addition to the requirements for SUEs in Policy S67, proposals for this area should:

- a) deliver a new local centre to meet the day-to-day needs of Sleaford West Quadrant new community and nearby residents, incorporating provision of local retail facilities, services and community uses;
- b) provide a new healthcare facility adjoining the local centre;
- c) provide approximately 3ha of mainly use class E(g) employment land including a range of premises to complement the existing employment offer in the Sleaford area;
- d) support the delivery of the Sleaford East West Leisure Link to connect the town centre to adjacent green spaces and improve connectivity, as identified in the Sleaford Masterplan;
- e) ensure access is provided via The Drove for pedestrians, cyclists, buses, existing residents and businesses, allotment holders and a limited number of new dwellings;
- f) provide, in line with the aims of the Sleaford Transport Strategy, primary vehicular access for the development via a new junction with the A15 with secondary accesses to be provided from Covell Road, Stokes Drive, St Deny's Avenue and The Drove;
- g) prevent vehicular access to the A15 from or through the development via routes other than those set out in f and g above;

- h) provide, in line with the aims of the Sleaford Transport Strategy, appropriate transport infrastructure measures to encourage walking, cycling and use of public transport in order to maximise opportunities for sustainable modes of travel, with a particular emphasis on maximising opportunities associated with the proximity to the River Slea and connections to the Town Centre and provide appropriate mitigation of impact on the Holdingham Roundabout;
- i) provide on-site green infrastructure and public open space, which links into the wider green infrastructure network for the Sleaford area and includes multifunctional, dual use of the school playing fields;
- j) ensure that the development is safe from flooding from the River Slea through the application of the sequential approach to inform the site layout, ensuring that vulnerable land uses are, where possible, directed to lower areas of risk or are appropriately mitigated;
- k) preserve the setting of the historic settlement of Holdingham;
- l) incorporate a site for the provision of a secondary school facility to meet the needs of Sleaford's growing population.

12.4. Regeneration and opportunity areas

- 12.4.1. There are a number of areas within Central Lincolnshire where development or redevelopment is either sought or expected and where a planning policy framework would help to ensure that the future of the site or area is sustainable. The reason for needing such a framework depends on the pressure for change and the context of each site and the inclusion of an area in this section should be seen as an in-principle support for change, providing it is consistent with the ambitions for the site.
- 12.4.2. Given the varying levels of uncertainty for each site and the different specific reason for wanting to manage growth in each location, some policies are more or less flexible than others. Relevant development proposals in all locations should be subject to the corresponding policy and other policies in this plan.
- 12.4.3. The relevant District Councils may seek to progress a masterplan, design code, or other site specific guidance.

Lincoln Regeneration and Opportunity Areas

- 12.4.4. There are a number of locations near to Lincoln City Centre which contribute significantly to the overall offer of the city or where there are substantial opportunities for regeneration.

Policy NS71: Lincoln Regeneration and Opportunity Areas

Development proposals that come forward within the Regeneration Opportunity Areas, as identified on the Policies Map, should take into account the following principles:

ROA1 – Tentercroft Street

Within the area identified on the Policies Map as ROA1 proposals for major development will preferably be progressed through a masterplan prior to, or alongside a planning application. Development proposals should recognise the edge of centre position of this site and proximity to the transport hub and primary shopping centre making the most of opportunities to strengthen the offer of the City Centre, whilst not undermining the role of the City Centre.

ROA2 – Waterside North/Spa Road

Within the area identified on the Polices Map as ROA2 proposals for major development will preferably be progressed through a masterplan prior to, or alongside a planning application. Particular support will be given to residential redevelopment either solely or as part of a mixed use scheme with E Class Uses or other uses that are appropriate in this edge of centre location.

Any major development proposal shall take full advantage of the opportunities afforded by the riverside frontage and provide or contribute proportionately to the upgrading of Waterside North to incorporate footway/ cycleway provision to and from the City Centre.

ROA3 – East of Canwick Road

Within the area identified on the Polices Map as ROA3 proposals for major development will preferably be progressed through a masterplan prior to, or alongside a planning application. Particular support will be given to residential redevelopment either solely or as part of a mixed use scheme with E Class Uses or other uses appropriate for the location.

Any development shall contribute proportionately to the upgrading of footway/ cycleway provision to encourage a modal shift for the short journeys to and from the City Centre.

ROA4 – Firth Road

Within the area identified on the Polices Map as ROA4 proposals for major development will preferably be progressed through a masterplan prior to, or alongside a planning application. Particular support will be given to residential redevelopment on the site either solely or as part of a mixed use scheme with E Class Uses or other uses appropriate for the location.

Any development shall contribute proportionately to the upgrading of footway/ cycleway provision to encourage a modal shift for the short journeys to and from the City Centre.

ROA5 – High Street South Mixed Use Area

Within the area identified on the Polices Map as ROA5 development proposals for the following uses will be supported in principle:

- Shops, financial and professional services, cafes and restaurants, offices, clinics, health centres and leisure uses falling under E Use Class;
- Residential uses including dwellings, residential institutions and student accommodation;
- Hotels or other visitor accommodation; and
- Other community, leisure or recreation uses.

The above in principle support on ROA5 is subject to:

- a) The development not resulting in the area in which it is located losing its mixed use character;
- b) Major developments including, or contributing to, a mixture of uses sufficient to add to the overall vitality of the area and to create a purpose and presence extending beyond normal shopping hours;
- c) The development not harming the local environment or the amenities which occupiers of nearby properties may reasonably expect to enjoy, such as causing unacceptable levels of disturbance, noise, smell, fumes, dust, grit or other pollution, or reducing daylight, outlook or privacy to an unacceptable degree;
- d) The development not resulting in levels of traffic or on-street parking which would cause either road safety or amenity problems; and
- e) Dwelling houses or other homes not being lost to non-residential uses unless:
 - i. The level of amenity available in any particular instance is already so poor that continued residential use is not desirable and there is no realistic prospect of the problem(s) being remedied; or

- ii. The overall development will maintain or produce a net numerical gain in the number of dwellings on the site.

Gainsborough Regeneration and Opportunity Areas

- 12.4.5. Gainsborough has a steep history linking it with the River Trent dating back to the Middle Ages but with significant growth taking place following the industrial revolution and the character of the riverside area is strongly influenced by the development that took place at that time.
- 12.4.6. The Gainsborough Riverside Conservation Area adjoins the Town Centre Conservation Area at the junction of Silver Street and Caskgate Street and forms a linear pattern along Bridge Street and Lea Road. Forming the key view from the west into the Town, the Riverside forms a dramatic, distinctive and impressive landscape.
- 12.4.7. Whittons Gardens were established after the introduction of Casketgate Street in the 1970's and are sandwiched between the highway and the Trent. The space is a priority area for improvement and regeneration and should be considered as part of integrated approach to the renewal of the riverside.
- 12.4.8. The redevelopment of the Riverside provides the opportunity to deliver high quality development which draws upon the rich industrial and historical heritage of the town. As the western anchor to the town centre, the riverside would become a destination and focal point for investment. To enhance the towns current offer, a mix of uses would be appropriate, which could include office, leisure and residential.

Policy NS72: Gainsborough Riverside Regeneration Area

ROA6 – Gainsborough Riverside

Development proposals within the Gainsborough Riverside Regeneration Area, shown on the Policies Map as ROA6, will be supported in principle. Proposals will be viewed particularly favourably where they:

- a) Protect, enhance or restore the historic identity of the town;
- b) Strengthen the connection between the River and the town;
- c) Make the most of the riverside location enhancing;
- d) Deliver innovative design or design excellence which provides visual interest;
- e) Contribute positively to the Conservation Area;
- f) Expand leisure opportunities related to the riverside; and/or
- g) Enhance public spaces and green infrastructure.

Sleaford Regeneration and Opportunity Areas

- 12.4.9. There are a number of areas which present opportunities for regeneration or renewal in the Sleaford area, many of which are included in the Sleaford Masterplan. Each of these areas have the potential to contribute substantially to Sleaford's offer.

Policy NS73: Sleaford Regeneration and Opportunity Areas

Development proposals that come forward within the Regeneration Opportunity Areas, as identified on the Policies Map, should take into account the following principles:

ROA7 – Advanta Seeds Site

Within the area identified on the Policies Map as ROA7 development proposals will be supported in principle where:

- a) It is for mixed use development, potentially including residential development;
- b) It creates a strong physical and functional link with Southgate and the town centre;
- c) The access to the site for motorised vehicles is from a new junction with Boston Road;
- d) Pedestrian and cyclist access is provided to Southgate; and
- e) It makes a reasonable and proportionate provision for a replacement sporting facility for the existing bowls club within the development unless it can be demonstrably shown that such a facility is no longer required.

ROA8 – Former Bass Maltings Site

Within the area identified on the Policies Map as ROA8 the sensitive redevelopment of the site is supported where it:

- a) Will preserve, enhance and secure the future of all the buildings at the former Bass Maltings complex through an appropriate residential-led mixed use scheme;
- b) Preserves and enhances the special setting of the buildings, emphasising their historic connection to the neighbouring agricultural land;
- c) Demonstrates that the proposals represent a viable use through a supporting viability assessment; and
- d) Ensures that any proposal that requires a form and scale of enabling development is fully justified having regard to the operative guidance at the time.

ROA9 - Greylees

Within the area identified on the Policies Map as ROA9 the sensitive residential-led mixed use redevelopment of the site is supported where it:

- a) Will retain and convert all the important buildings that form an important setting to the designated Rauceby Hospital Conservation Area including the Admin Block, all the 6 ward blocks, the nurses’ quarters and conservatory;
- b) Improves connections to the adjacent areas of Greylees through delivering pedestrian and cycle links and the upgrade of Hine Avenue;
- c) Preserves and enhances the character, setting and significance of the Rauceby Hospital Conservation Area and Grade II Listed Registered Park and Garden; and
- d) Protects and enhances existing green infrastructure within and adjacent to the site.

RAF Scampton Opportunity Area

12.4.10. RAF Scampton originated as a First World War training aerodrome for the Royal Flying Corps and Home Defence Flight Station, but this closed within two years of the end of the First World War. It was then reactivated in the 1930s, with squadrons in action from the first day of the Second World War. As a Bomber Command airfield, Scampton was the base for 617 Squadron – “The Dambusters”. During the Cold War, Scampton was one of only two V-bomber airfields and was also the location of the Blue Steel 'standoff 'missile from 1962.

12.4.11. Scampton has been the home of the RAF aerobatic team the Red Arrows since 1983, except for a period between 1995 and 2000 when the base was temporarily closed.

- 12.4.12. The base comprises a number of military buildings, including four large aircraft hangars within a substantial wider site of about 480ha. It is located approximately 5 km north of the City of Lincoln at the top of the Lincoln Cliff, adjacent to the A15 within open countryside.
- 12.4.13. At the current time it is expected that the airbase will be decommissioned by the end of 2022. It is also expected that the Red Arrows will continue to use airspace over Scampton as a main practice and training space, but with their ground operations being relocated to RAF Waddington. However the final decision and timescales are yet to be finalised.
- 12.4.14. Scampton's RAF heritage is deeply ingrained in the site including the buildings, streets, spaces, trees and landscaping and therefore what remains when the RAF moves out of Scampton will continue to be influenced by its military past.
- 12.4.15. There is already a community at RAF Scampton and this will continue to be the case once the RAF departs. It is vital that the future of the community is well managed to ensure a sustainable future for current and future residents. Therefore this Local Plan will look to ensure that the impacts of this change are well managed to deliver the best possible outcomes for the community through future joint working between the District Council, Ministry of Defence and other involved partners, whilst also delivering value for money from the site disposal.
- 12.4.16. Due to the uncertainty which surrounds the future of the base, the primary role of this policy is to safeguard the future of RAF Scampton, supporting measures that will enhance and protect the area, whilst remaining adaptive and responsive to future decisions on the disposal and development of the site.
- 12.4.17. Key issues include:
- The potential ongoing need to use airspace above the site for activities related to RAF aerobatic team and the related constraints this would have for any redevelopment or repurposing of the site.
 - Protection, promotion and enhancement of existing heritage assets in recognition of the important role RAF Scampton has played both in terms of military and social history.
 - The isolated nature of the site and challenges in relation to integration and improved access both across the site itself and to other settlements, supporting connectivity and future sustainability.
 - Fragmented and inconsistent management and maintenance of infrastructure across the site and challenges around infrastructure specification and standard affecting opportunities for future public authority adoption.
 - The prominent position at the top of the Lincoln Cliff and potential for landscape impacts from new development.
 - The sparse nature of the buildings currently on site and visual impacts from additional and different development on the site.
 - Continued support of the existing wide-range of community facilities on the base during and after the base is decommissioned.
 - Retention and development of existing employment opportunities outside of those related to the current RAF operations.
- 12.4.18. It is essential that these key challenges are carefully managed to ensure that RAF Scampton continues to contribute positively to Central Lincolnshire and to ensure the community can continue to flourish. This will be achieved through joint working,

community engagement and through the agreement of a comprehensive masterplan detailing how the site will look, feel, operate, prosper and endure.

Policy S74: RAF Scampton

RAF Scampton is identified as an opportunity area and is defined on the Policies Map as ROA10. This policy is in place to safeguard RAF Scampton in the event that the Ministry of Defence withdraw from the site and to provide a framework to help ensure any redevelopment is sustainable and holistically planned.

The preparation of a masterplan in conjunction with, and for approval by, the District Council will be required prior to a planning application being submitted. Major development proposals on the site not detailed in a masterplan, or any proposals that will result in a conflict between uses, safety concerns in connection with the ongoing use of the site or the airspace, or which delivers substandard development will not be supported.

The site masterplan will be expected to:

- a) Set out the layout, mix of uses, relationship with existing and where residential development is proposed the mix of house sizes and types;
- b) Establish design parameters in relation to building heights, materials, landscaping, circulation, key features and views, and the navigation and connectivity through the site
- c) Assess impacts on the landscape and views and proposed mitigation to make any impacts acceptable;
- d) Detail the delivery of an adequate amount and range of infrastructure to support the community on the site to be delivered in tandem with or ahead of development;
- e) Provide a detailed transport assessment including the delivery of sustainable transport and active travel to be incorporated in the scheme linking the new settlement with other key settlements including Lincoln, that will ensure that reliance on the private car is minimised on the site;
- f) Assess the value of an impact on heritage assets from the proposal and detail how any impacts will be managed and mitigated to ensure they are acceptable;
- g) Demonstrate how the scheme will deliver a net zero carbon development including the offsetting of existing homes on the site;
- h) Detail the engagement that has taken place with the community and necessary infrastructure providers and how any necessary mitigation identified has been incorporated in the masterplan;
- i) Demonstrate that adequate utilities provision can be achieved to support the scale of development proposed;
- j) Identify how the scheme will integrate with the existing community;
- k) Demonstrate any ongoing Ministry of Defence use or operation at the site or in the airspace and provide a full assessment of how this use will be compatible with the proposals and will not hinder its deliverability or sustainability or result in any safety concerns.
- l) Set out details of phasing of development and infrastructure and construction management plans including assessment of the impact of the community; and
- m) Provide a clear demonstration that the proposed scheme will be deliverable and viable; and
- n) Detail how the scheme will satisfy the policies of the Development Plan.

Development proposals on the site that are consistent with the approved masterplan will be supported.

13. Site Allocations

13.0.1. The following section identifies the sites being allocated to deliver the Local Plan requirement for 23,320 to 29,150 new dwellings between 2018 and 2040 and other sites which are identified as likely to undergo some change during the plan period.

13.0.2. Sites being allocated in this plan have been assessed against a site selection process which is set out in the supporting Evidence Report, which explains the detailed methodology and site selection criteria.

13.1. Housing Trajectory

13.1.1. Details of the geographic distribution and planning status of sites making up the supply are provided in Table 1.

13.1.2. In Table 1, column (a) presents the approximate dwellings requirement figure based on the growth and distribution targets set out in Policy S2, for which provision must be made over the period 1 April 2018 to 31 March 2040, broken down according to the location in the first column.

13.1.3. Column (b) provides details of the net dwellings completed between 1 April 2018 and 31 March 2020 – the latest available monitoring date.

13.1.4. Column (c) provides details of sites with permission for fewer than 10 dwellings at 31 March 2020. This Local Plan does not allocate sites for fewer than 10 dwellings.

13.1.5. Column (d) provides details of sites with permission for 10 or more dwellings at 31 March 2020. This includes sites allocated in the 2017 Local Plan. Sites with extant permission for 10 or more dwellings are included as allocations in Policies S75-S81.

13.1.6. Column (e) provides details of the number of homes on allocated sites in this plan that did not have planning permission at 31 March 2020. This includes allocated sites in the 2017 Local Plan which are being carried forward into this plan.

13.1.7. Column (f) identifies the number of dwellings expected to come forward through windfall development on small sites in Lincoln. At present no allowance is made for any additional dwellings on other sites outside of Lincoln, although the plan provides a flexible framework for such sites to come forward.

13.1.8. Column (g) shows the number of dwellings that are expected to come forward during the plan period from all of the sources in columns (b) to (f) for each area of distribution and for all of Central Lincolnshire. It is important to note that some SUEs are expected to continue to deliver beyond the plan period – this additional long term development is not included in this table.

13.1.9. Column (h) then shows the relationship between the expected delivery in column (g) against the strategic distribution in column (a). This shows that overall there is a surplus against the requirement of 8,495 dwellings against the lower end of the housing requirement range, and a surplus of 2,665 dwellings against the higher end of the housing requirement range, across Central Lincolnshire. Such a buffer is useful and appropriate for a plan with a 20 year time period, as it allows for a degree of flexibility in the plan,

including any losses (demolition) which may occur or any sites which do not deliver as much or as quickly as expected.

- 13.1.10. In addition to the geographic distribution and planning status of allocated sites, information about the expected timescales for delivery of each of the site allocations in this plan is provided to show the chronological distribution of housing throughout the plan period – this is known as a housing trajectory. To inform this trajectory an estimate has been made as to when each site will actually deliver units on the ground. These estimates are then combined to create an overall trajectory of all sites for Central Lincolnshire. The trajectory is provided in Table 2 and Figure 1.

Distribution of housing and site status break down

Table 1: Geographic Distribution and Planning Status of Housing Supply in Central Lincolnshire 2018-2040

	(a)		(b)	(c)	(d)	(e)	(f)	(g)	(h)
	Local Plan Strategic Distribution 2018-2040		Completions 2018-2020	Small sites with permission at 31 March 2020	Allocations and other large sites with permission at 31 March 2020	Allocations without permission at 31 March 2020	Growth assumptions from windfall	Total during plan period 2018-2040	Difference from Local Plan Strategic Distribution
Lincoln Strategy Area	18,656	64%	2,079	688	6,305	10,022	1,350	20,444	1,788
Gainsborough	3,498	12%	186	31	1,660	1,297	-	3,174	-324
Sleaford	3,498	12%	276	32	1,966	1,254	-	3,528	30
Elsewhere	3,498	12%	448	769	1,835	1,617	-	4,669	1,171
Total	29,150	100%	2,989	1,520	11,766	14,190	1,350	31,815	2,665

The location of new dwellings 2018 to 2040 considered against the distribution in Policy S2

- (a) – see Local Plan Policy S2 for details of housing requirement and distribution
- (b) – dwelling completions from 1 April 2018 to 31 March 2020
- (c) – dwellings on sites with permission at 31 March 2020 for fewer than 10 dwellings
- (d) – dwellings on sites with permission at 31 March 2020 for 10 or more dwellings
- (e) – dwellings on sites allocated in Local Plan Policies S75-S81 without permission at 31 March 2020.
- (f) – dwellings anticipated from small sites in Lincoln urban area
- (g) – total number of dwellings expected in geographic area in the plan period of 2018-2040
- (h) – amount over or under the strategic distribution figure in column (a)

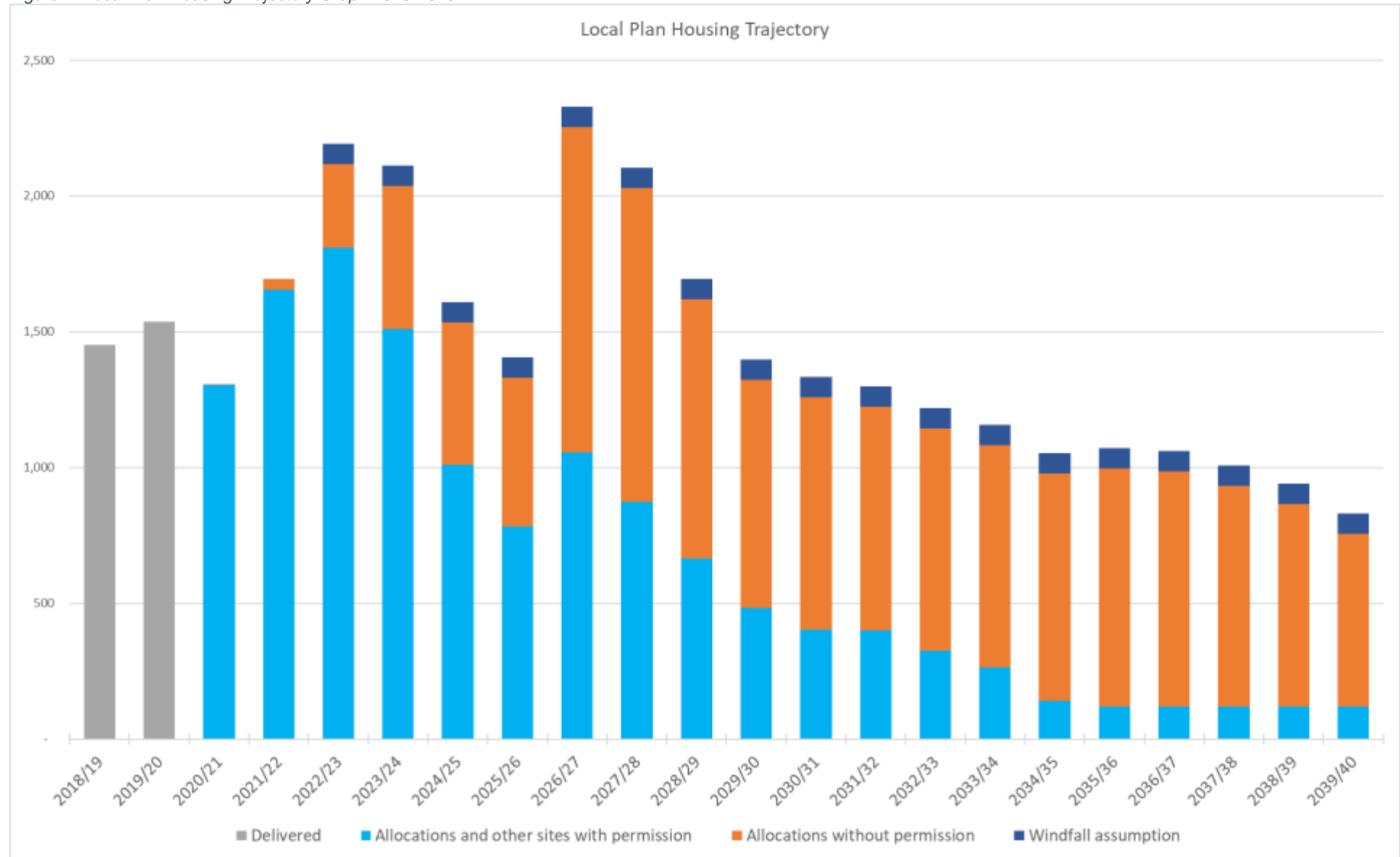
Local Plan Housing Trajectory Table

Table 2: Housing Trajectory Table for Central Lincolnshire 2018-2040

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	2038/39	2039/40
Year of plan period	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Yr8	Yr9	Yr10	Yr11	Yr12	Yr13	Yr14	Yr15	Yr16	Yr17	Yr18	Yr 19	Yr20	Yr21	Yr22
Delivered	1,451	1,538																				
Allocations and other sites with permission			1,305	1,656	1,810	1,511	1,011	782	1,056	873	665	484	402	401	325	265	140	120	120	120	120	120
Allocations without permission			2	40	308	525	524	549	1,198	1,157	954	839	857	824	820	818	839	876	865	812	746	637
Windfall assumption					75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75
Total	1,451	1,538	1,307	1,696	2,193	2,111	1,610	1,406	2,329	2,105	1,694	1,398	1,334	1,300	1,220	1,158	1,054	1,071	1,060	1,007	941	832

Local Plan Housing Trajectory Graph

Figure 1: Local Plan Housing Trajectory Graph 2018-2040



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13.2. Residential Site Allocations

- 13.2.1. Policies S75-S81 provide details of sites being allocated for residential development. With the exception of Policy S75 which deals with the residential development expected at SUEs, the sites are separated out by position in the Settlement Hierarchy as is set out in Policy S1.
- 13.2.2. In Policies S76-S81, each site allocated for residential development has a figure in the column headed 'Indicative dwellings during plan period 2018-2040'. For sites with permission the figure is the total number of dwellings with planning permission on the site or, if the site is already under construction, is the remaining number of dwellings (as at 1 April 2020) still to be completed in accordance with the permission. Where the site is without planning permission, the figure is in most cases an estimate based on the size of the site, an assumption about the net developable area, and an assumption about the net residential density which would be appropriate for the area in which the site is located. However, there are a few exceptions to this where information in pending applications, or in design-led schemes that have been submitted to a district for example, has been agreed as being more appropriate than the density assumptions. There is a full explanation of the assumptions made in the published Evidence Report.
- 13.2.3. The indicative numbers of dwellings are used to demonstrate how the Local Plan requirement can be met. It is emphasised that they are only 'indicative', and do not represent a fixed policy target for each individual site.
- 13.2.4. Developers are encouraged to produce the most appropriate design-led solution, taking all national policies and other Local Plan policies into account, in arriving at a total dwelling figure for their site, and they need not be constrained by the figure that appears in the column headed 'indicative dwelling figure'.
- 13.2.5. The site allocations policies are separated out to distinguish between SUEs and then by tier of the Settlement Hierarchy and within each policy sites are sorted alphabetically by settlement name.

Residential Development from Sustainable Urban Extensions (SUEs)

- 13.2.6. Policy S75 relating to the SUEs should be read in conjunction with the overall SUEs Policies S68-S70.

Policy S75: Residential Development on Sustainable Urban Extensions

The following sites, as identified on the Policies Map, are allocated as SUEs for mixed use development in accordance with the SUEs Policies in Chapter 12.

Ref	Site name/address	Area (ha)	Expected dwellings during plan period 2018-2040	Indicative total dwellings
COL/ABB/001	North East Quadrant, Land at Greetwell area, Lincoln	82.9	1,400	1,400
COL/BOU/001	Western Growth Corridor	355	Up to 3,200	3,200
NK/CAN/003	South East Quadrant Canwick Heath	463.5	Up to 3,400	6,000

NK/NHYK/001	South West Quadrant, Land at Grange Farm, Lincoln	133.5	1,000	2,000
WL/GAIN/001	Gainsborough Northern Neighbourhood SUE	128.9	750	2,500
WL/GAIN/015	Gainsborough Southern Neighbourhood SUE	143	750	2,500
NK/SLEA/014	Sleaford South Quadrant ("Handley Chase")	59.8	Up to 1,450	1,450
NK/SLEA/015	Sleaford West Quadrant, The Drove	72.9	850	1,450
Total			13,250	18,000

Residential Site Allocations

- 13.2.7. Within the following policies S76-S81 the final column also includes some site specific policy requirements for the delivery of some sites in addition to other policy requirements. These are included where it is necessary to make the delivery of the site acceptable in principle. Where this is empty for a site, the policies of the development plan should be applied.

Policy S76: Housing Sites in the Lincoln Urban Area

The following sites, as identified on the Policies Map, are allocated primarily for residential development within the Lincoln Urban Area:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018 - 2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
COL/ABB/002	Former Main Hospital Complex, St Anne's Road, Lincoln	0.98	50	
COL/BIRCH/001	Land to the rear of Birchwood Centre	3.21	62	
COL/BOU/002	Monson Arms Skellingthorpe Road Lincoln	0.27	10	
COL/BOU/003	Former Victory Public House, Boultham Park Road, Lincoln	0.27	14*	
COL/CAR/004	Church at Long Leys Road, Lincoln	0.46	10	
COL/CAR/005	128-130 Carholme Road, Lincoln	0.08	14*	
COL/CAS/001	Land North of Ermine West (Queen Elizabeth Road)	13.52	325	
COL/CAS/002	Land at Yarborough Leisure Centre, Lincoln	1.16		Potentially to come forward as student accommodation
COL/GLE/001	Land off Wolsey Way, Lincoln	1.08	14	
COL/MIN/001	Roman Gate 2, Land off Flavian Road, Lincoln	2.17	60	

COL/MIN/003	Romangate Development, land at Nettleham Road, Lincoln	6.36	134	
COL/MIN/005	Land at Cathedral Quarry, Riseholme Road, Lincoln	2.74	40	<ul style="list-style-type: none"> • A scheme for the retention and maintenance of bunds and the retention and maintenance of trees will be required. • A scheme for the retention / enhancement of biodiversity on site will be required • Development of the site will need to assess drainage and surface water flood risk on the site • Contaminated land assessment required • Separate access required, access via development to north unsuitable • Any planning application will be required to satisfy the requirements of the County Council mineral planning conditions.
COL/MIN/006	Land at Nettleham Road, (Junction with Searby Road), Lincoln	1.14	39	
COL/MOOR/001	Land North of Hainton Road, Lincoln (known as Rookery Lane site)	1.14	44	
COL/PAR/024	Land rear of Newark Road, Lincoln	1.14	150	
NK/AUB/001A	Land at Thorpe Lane, South Hykeham	5.2	144	
NK/AUB/002	Land north of 48 Thorpe Lane, South Hykeham	1.14	30	
NK/WAD/004a	Land south of Station Road, Waddington	12.5	375	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site • A Transport Assessment and Travel Plan will be required. A contribution to the Lincoln Southern bypass will be required. • Development to be sensitive to views into/out of/across the AGLV to CA in Waddington Cliff. • Development will be required to address any additional infrastructure requirements including primary school and health care.
NK/WAD/025	Land off Palm Road, Brant Road, Lincoln	1.06	20	

NK/WAD/026	Land to the rear of 117-123c Station Road, Waddington	1.82	42	
WL/NHAM/001	Land West of Nettleham Road, Lincoln Fringe (Romangate)	3.78	83	
WL/NHAM/033	Land off Wolsey Way (Nettleham Fields)	16.66	213	
WL/RISE/001	Land off Millbeck Drive, Lincoln	1.34	46	

Policy S77: Housing Sites in the Main Towns

The following sites, as identified on the Policies Map, are allocated primarily for residential development within the Main Towns:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018-2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
Gainsborough				
WL/GAIN/003	Land south of the Belt Road, Gainsborough, DN21 1HN	3.39	80	
WL/GAIN/005	Riverside North Housing Zone, Japan Road, Gainsborough	4.29	245	
WL/GAIN/007	Land west of The Avenue, Gainsborough	2.87	49	
WL/GAIN/008	Land west of Horsley Road, Gainsborough	2.03	53	
WL/GAIN/013	Former Middlefield School, Middlefield Road, Gainsborough	7.26	190	
WL/GAIN/014	Former Environment Agency Office, Corringham Road, Gainsborough	1.15	34	<ul style="list-style-type: none"> Development of the site will need to assess drainage and surface water flood risk on the site
WL/GAIN/019	Gateway Riverside Housing Zone	6.12	220	
WL/GAIN/020	AMP Rose Housing Zone, Gainsborough	2.28	78	
WL/GAIN/021	Former Castle Hills Community College Site	7.64	173	
WL/GAIN/022	Former Ropery Inn, 202 Ropery Road, Gainsborough	0.11	14	
WL/GAIN/023	The Maltings, 2b Lea Road, Gainsborough	0.16	15	
WL/GAIN/024	Land to the rear of 227 - 257 Lea Road, Gainsborough	0.52	16	

WL/GAIN/025	The Beckett School, Whites Wood Lane	0.65	25	
WL/GAIN/026	Land at Marshalls Rise, off Spring Gardens, Gainsborough	0.66	39	
Sleaford				
NK/KIRK/004	The Hoplands Depot, Boston Road, Sleaford	1.84	63	
NK/SLEA/002	Land to the East of CL1013, Poplar Farm, South of A17, Sleaford (Part A)	25.5	351	
NK/SLEA/016	Land west of London Road, Sleaford	1.09	204	
NK/SLEA/017	Land off Grantham Road, Sleaford	14.84	187	
NK/SLEA/018	Land to the rear of Grantham Road car park, Grantham Road, Sleaford	0.51	12	

Policy S78: Housing Sites in the Market Towns

The following sites, as identified on the Policies Map, are allocated primarily for residential development within the Market Towns:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018-2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
Caistor				
WL/CAI/001	Land to the South of North Kelsey Road	5.9	135	
WL/CAI/002	Land at Sunnyside, west of Tennyson Close, Caistor, LN7 6NZ	2.7	60	
WL/CAI/007	Caistor Hospital Site, North Kelsey Road	5.48	88	
WL/CAI/008	Land adjacent and to the rear of Roman Ridge on Brigg Road	2.21	69	
WL/CAI/009	Land North of North Street	1.1	28	
Market Rasen				
WL/MARK/001	Land adjacent to Davens Court, Legsby Road, Market Rasen	1.84	54	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site • Development will be required to provide frontage pedestrian footway with cross over points

				to link to existing footway on Legsby Road. <ul style="list-style-type: none"> Development to address low voltage power lines across the site
WL/MARK/002	Land off Linwood Road & The Ridings, Market Rasen	5.91	150	
WL/MARK/003	Land to the east of Gordon Field & south of Chapel Street, adjoining Market Rasen Railway Station	1.39	36	
WL/MARK/007	Land at Highfield, Linwood Road, Market Rasen	0.91	27	
WL/MARK/008A	Land north of Willingham Road, south-west of Glebe Farm, Market Rasen	4.42	48	
WL/MARK/009	Land east of Caistor Road, Market Rasen	16.67	300	
WL/MARK/010	Field between properties known as "Mayfield" & "Wodelyn Cottage", Linwood Road	1.82	47	
WL/MARK/011	Land west of Linwood Road, Market Rasen	1.14	19	
WL/MIDR/016	Land north of Gallamore Lane, Market Rasen	3.45	77	
WL/MIDR/017	The Close, land off Gallamore Lane, Market Rasen	0.79	16	

Policy S79: Housing Sites in Large Villages

The following sites, as identified on the Policies Map, are allocated primarily for residential development within Large Villages:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018-2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
NK/BBH/003	Land South of Bracebridge Heath	11.82	241	
NK/BIL/002	Land To The East Of Mill Lane, Billingham	2.88	56	<ul style="list-style-type: none"> Development to provide pedestrian and cycle connectivity routes across BIL/003, 004, 005 and 006.
NK/BIL/003	Billingham Field, Mill Lane, Billingham	6.86	154	<ul style="list-style-type: none"> Development to provide pedestrian and cycle

				connectivity routes across BIL/002, 004, 005 and 006.
NK/BIL/004	Land to the south of the Whyche, Billingham	4.35	98	<ul style="list-style-type: none"> Development to provide pedestrian and cycle connectivity routes across BIL/003, 004, 005 and 006.
NK/BIL/005	Land off Park Lane, Billingham	2.9	65	<ul style="list-style-type: none"> Development to provide pedestrian and cycle connectivity routes across BIL/002, 003, 004 and 006.
NK/BIL/006a	Land to the rear of 79 & 79a Walcott Road, Billingham	1.52	33	<ul style="list-style-type: none"> Design to be low density and in keeping with the local vernacular of the area Access preferred via adjoining allocations to the west and south (BIL/002/BIL/003) Development of the site will need to assess drainage and surface water flood risk on the site Development to provide pedestrian and cycle connectivity routes across BIL/002, 003, 004, 005 and 006.
NK/BIL/007	Land To The Rear And South Of 27-45 High Street, Billingham, Lincolnshire	2.07	33	
NK/BIL/012	Land off West Street, Billingham	5.03	132	
NK/BIL/017	Land west of Walcott Road, Billingham	0.78	10	
NK/BIL/018	Site Of Former Lafford High School, Fen Road, Billingham Lincolnshire	0.98	16	
NK/BRAN/007	Land to the west of Station Road and north of Nettleton Close, Branston	1.64	35	<ul style="list-style-type: none"> Site to be accessed via adjoining adjacent allocation to the south and east (BRAN/012) Public Right of Way to be retained Design to be low density and in keeping with the local vernacular of the area
NK/BRAN/012	Land To West Of Station Road Branston	4.56	91	
NK/HEC/004	Land off Sleaford Road, Heckington	2.05	38	<ul style="list-style-type: none"> Design to be low density and in keeping with the local vernacular of the area. Development of the site will need to assess drainage and surface water flood risk on the site. Provide pedestrian footway connecting to existing footway opposite.

				<ul style="list-style-type: none"> Sewer pipe crossing through, improvements to treatment capacity may be required.
NK/HEC/007	Land east of Kyme Road, Heckington	1.06	33	<ul style="list-style-type: none"> Planning permission 20/0741/FUL granted Oct 2020 for 33 affordable homes. Design to be low density and in keeping with the local vernacular of the area. Development of the site will need to assess drainage and surface water flood risk on the site Access preferred via Welchman Way, no direct access to public highway.
NK/HEC/009	Land North Of Boston Road, Heckington	14.17	49	
NK/MET/003	Land Northwest of village, Metheringham	15.33	276	
NK/NAV/001	Land adjoining Medical Centre, Grantham Road, Navenby	3.29	62	<ul style="list-style-type: none"> Development of the site to be for extra care provision Frontage to retain views of mill
NK/NAV/005	Land at Winton Road, Navenby	1.54	42	
NK/NAV/006	Land off High Dyke, Navenby	1.99	36	
NK/NAV/007	Land At Top Farm Green Man Road, Navenby	5	66	
NK/RUSK/005	Field 8, Lincoln Road, Ruskington	3.78	83	
NK/RUSK/006	Land off Lincoln Road, Ruskington	3.46	78	
NK/RUSK/007	Land North of Ruskington	7.63	172	
NK/RUSK/008	Land off Leasingham Lane, south of Moor Park, Ruskington	4.33	56	<ul style="list-style-type: none"> Design to be low density and in keeping with the local vernacular of the area. Development to address electricity lines on the site (one low voltage, one high voltage). Development to be concentrated to east of site. Open space required to west of site. Reduced indicative numbers to reflect power line constraints on the site. Development of the site will need to assess drainage and surface water flood risk on the site Highway improvements required, including investigation into any impacts and improvements required on B1188 junction.

NK/RUSK/018	Land North of Whitehouse Road Ruskington Sleaford Lincolnshire	3.24	73	
NK/SKEL/001	Land south of Woodbank, Skellingthorpe	4.23	79	
NK/SKEL/007	Land east of Lincoln Road, Skellingthorpe	10.52	280	
NK/SKEL/015	Manor Farm, Church Road, Skellingthorpe	1.5	51	
NK/SKEL/016	Land South of Ferry Lane, Skellingthorpe	4.64	68	
NK/WAD/014	Land off Grantham Road, South of Millers Road	3.03	57	
NK/WAD/015	Land east of Grantham Road, Waddington	4.39	82	<ul style="list-style-type: none"> • Pedestrian links required • Design to be low density and in keeping with the local vernacular of the area. • Scheme to be designed with RAF/MOD safety requirements – MOD to be consulted on any SUDs/open space/open water in relation to bird strike risk; to be of conventional brick and tile construction; noise buffer to be included (tree heights limited on eastern part of site); heights to eastern boundary limited to 6m; removal of permitted development rights for photovoltaic panels to two storey dwellings on eastern part of site.
NK/WAD/023	Land off Grantham Road/High Dike, north of Waddington	6.22	179	
NK/WAD/024	Land To The East Of Grantham Road Waddington Lincoln Lincolnshire	9.3	101	
NK WASH/003	Land off Pitt Road and Church Hill, Washingborough	4.45	56	
NK/WASH/006	Land South Of Fen Road Washingborough	8.6	185	
NK/WSH/002	Land to the north of Witham St. Hughs (Phase 3)	69.1	1,250	
WL/BARD/012A	Land to the north of Abbey Road and Wragby Road, Bardney	2.88	54	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site

				<ul style="list-style-type: none"> Potential to provide additional community facilities as part of development
WL/BARD/020	Land at Field Lane, East of Wragby Road	3.44	73	
WL/BARD/021	Phase Three, Manor Farm Development, Horncastle Road and south of Station Road	7	123	
WL/CW/001	Land North of Rudgard Avenue, Cherry Willingham	5.17	40	<ul style="list-style-type: none"> Development to be completed as Phase 1 Development to provide pedestrian and cycle connectivity routes across CW/002 and 003.
WL/CW/002	Land East of Rudgard Avenue, Cherry Willingham	5.93	133	<ul style="list-style-type: none"> Development to be completed as Phase 2 once Phase 1 completed. Development to provide pedestrian and cycle connectivity routes across CW/001 and 003.
WL/CW/003	Land East of Thornton Way, Cherry Willingham	8.87	200	<ul style="list-style-type: none"> Development to be completed as Phase 3 once Phase 1 and 2 completed. Development to provide pedestrian and cycle connectivity routes across CW/001 and 002.
WL/CW/009	"Land at Eastfield Rise Farm", Fiskerton Road, Cherry Willingham, Lincoln, Lincolnshire	29.25	155	<ul style="list-style-type: none"> A scheme of housing development on the site shall only be for the purposes of enabling the adjoining marina development, cycle bridge, public open space and footways. An archaeology assessment will be required. Development of the site will need to assess drainage and surface water flood risk on the site
WL/DUNH/010	Land south of Honeyholes Lane, north of Waltham House, Dunholme	3.38	63	<ul style="list-style-type: none"> Provide pedestrian footway connecting to existing footway on Honeyholes Lane. Design to be low density and in keeping with the local vernacular of the area
WL/DUNH/011	Land North of Honeyholes Lane	3.3	64	
WL/DUNH/012	Land to the South Honeyholes Lane (Lincoln Road)	8.56	228	
WL/KEE/001	Land south of Stallingborough Road, Keelby	3.83	90	

WL/KEE/003	Land at Church Lane, Keelby	4.45	100	
WL/NHAM/010	Land off Larch Avenue (rear of 67 Sudbrooke Lane), Nettleham	2.44	46	<ul style="list-style-type: none"> • Development to address proximity of sewage treatment works and provide mitigation. • Development of the site will need to assess drainage and surface water flood risk on the site
WL/NHAM/011	East of Brookfield Avenue, Nettleham, Lincoln	3.04	57	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site • Development to avoid areas within Flood Zone 3 • Access to be provided via adjoining adjacent allocation to the south. • Development to provide pedestrian and cycle connectivity routes across NHAM/018.
WL/NHAM/018	Neighbourhood Plan Allocation C - East of Brookfield Avenue, North of The Hawthorns	2.79	52	
WL/NHAM/024a	Land north of Lechler Close, Nettleham	3.84	72	<ul style="list-style-type: none"> • Provide pedestrian footway connecting to existing footway on Scothern Road
WL/NHAM/032	Linelands, Neighbourhood Plan Allocation D - All Saints Lane, Nettleham	0.38	30	
WL/NHAM/034	Land to the rear of 72 Scothern Road	15.06	68	
WL/NHAM/036	Neighbourhood Plan Allocation A - Land at Deepdale Lane	3.77	15	
WL/SAXI/004	Land off Sykes Lane, Saxilby, Lincoln	7.17	134	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site • Provide frontage footway connecting to existing footway on Sykes Lane. • Access to be provided at south-east corner or if access is to be provided via Sykes Lane it will require widening and may require footpath provision. • Design to be low density and in keeping with the local vernacular of the area.
WL/SAXI/007	Land west of Rutherglen Park, Saxilby	0.82	17	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and

				<p>surface water flood risk on the site</p> <ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area.
WL/SAXI/013	Land off Church Lane	10.05	142	
WL/SAXI/014	Land off Sturton Road, Saxilby	5.74	89	
WL/SCO/011	North Moor Road	2.05	51	
WL/WELT/001A	Prebend Lane, Welton, Lincoln, LN2 3JR	10.38	195	<ul style="list-style-type: none"> • Access preferred from Heath Lane • Development of the site will need to address drainage and surface water flood risk on the site
WL/WELT/003	Land at The Hardings, Welton	2.26	42	
WL/WELT/007	Land east of Prebend Lane, Welton	4.88	104	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area • Access preferred from existing allocation to south • Development of the site will need to assess drainage and surface water flood risk on the site
WL/WELT/008A	Land north of 77 Eastfield Lane, Welton	5.82	109	<ul style="list-style-type: none"> • Site to be phased back after WELT/001A and 007 • Access preferred via development at adjoining allocation to the west. If access has to be achieved through Eastfield Lane adequate visibility splays will be required and road widening and footway provision may be required. • Design to be low density and in keeping with the local vernacular of the area • Development of the site will need to address drainage and surface water flood risk on the site
WL/WELT/011	Land to East of Prebend Lane	28.69	350	
WL/WELT/012	Land south of Cliff Road	3.15	63	

Policy S80: Housing Sites in Medium Villages

The following sites, as identified on the Policies Map, are allocated primarily for residential development within Medium Villages:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018-2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
NK/BAS/007	Land south of Torgate Road and east of Carlton Road	2.68	24	<ul style="list-style-type: none"> Neighbourhood plan reserve site – in accordance with the adopted Bassingham Neighbourhood Plan only to be delivered from 2025 if BAS/010 doesn't deliver Design to be low density and in keeping with the local vernacular of the area Local Plan allocation status subject to retention in neighbourhood plan
NK/BAS/010	Land At Whites Lane Bassingham Lincoln	1.77	35	<ul style="list-style-type: none"> Neighbourhood plan allocation – in accordance with the adopted Bassingham Neighbourhood Plan Design to be low density and in keeping with the local vernacular of the area Development of the site will need to assess drainage and surface water flood risk on the site. If development not delivered by 2025, BAS/007 to be preferred. Local Plan allocation status subject to retention in neighbourhood plan
NK/CRA/002	Land off Sycamore Drive, Cranwell	0.93	29	
NK/DIG/001	Land North of Station Road, Digby	3.08	46	<ul style="list-style-type: none"> Development of the site will need to assess drainage and surface water flood risk on the site Development to address electricity line within the site Provide improvements to pedestrian footway.
NK/DIG/006	Land off Station Road, Digby	1.23	17	
NK/DUNS/001	Land off Fen Lane, Dunston	1.49	25	<ul style="list-style-type: none"> Development of the site will need to assess drainage and surface water flood risk on the site Public Right of Way to be retained Design to be linear/frontage of a low density and in keeping with the local vernacular of the area. Provide pedestrian footway connecting to the existing footway on Fen Lane.

NK/EAG/005	Land at Back Lane, Eagle	0.94	16	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Development to be sensitive to the setting of Grade II Listed Village Farmhouse and Grade II Listed Ford Cottage to the west of the site and to the wider setting of other Listed Buildings. • Highways slight concern over achieving suitable access opposite Fledgling Close.
NK/GHAL/002	Land at Hall Farm, Great Hale	1.10	19	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site.
NK/GREY/001	Orchard House Rauceby Hospital Grantham Road South, Greylees	1.96	40	<ul style="list-style-type: none"> • Development scheme to include the retention and maintenance of orchards
NK/LEAS/001	Land off Meadow Lane, Leasingham	2.01	25	<ul style="list-style-type: none"> • Development to avoid areas within Flood Zone 2 and 3. • Development of the site will need to assess drainage and surface water flood risk on the site. • Access to be via Deepdale Drive. If access has to be achieved via Meadow Lane improvements required including widening, street lighting and provision of pedestrian footpath links. • Scheme to include mitigation of sewage works. • Design to be low density and in keeping with the local vernacular of the area.
NK/LEAS/006	Land north of Moor Lane, Leasingham	5.22	78	<ul style="list-style-type: none"> • Development to avoid areas within Flood Zone 2 and 3 • Development of the site will need to assess drainage and surface water flood risk on the site • Provide pedestrian footway and cycleway connections to existing footway.
NK/POT/007	Land At Station Road & Cross Street, Potterhanworth	0.57	18	
NK/WELB/006	Borfa-Wen Farm, Hall Orchard Lane, Welbourn	0.5	14	
NK/WELL/002A	Land at Highcliffe, Wellingore	0.99	17	<ul style="list-style-type: none"> • Development to be sensitive to the setting of Grade II Listed Village Cross, Grade II Listed

				<p>Greystones, Grade II Listed Rovistan House, Grade II Listed Home Farm Cottages and wider setting of other Listed Buildings, Conservation Area and Area of Great Landscape Value.</p> <ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Note: 002a also includes the southern section of the site which has extant pp under /73/0520/79.
NK/WELL/004	Land at Walnut Tree Field, Off Memorial Hall Drive, Wellingore	1.56	13	
WL/BLYT/006	Land to south of Rowan Drive	4.15	51	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site • Improvements to highway/access required, including maintaining/enhancing the public right of way and maintaining pedestrian access to Martin's Close. • Retain and enhance the allotments
WL/FISK/001A	Land North of Corn Close, Fiskerton	8.13	122	<ul style="list-style-type: none"> • Development to address low voltage power lines along southern boundary • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site • Public Right of Ways to be retained • Access via Corn Close and Hall Lane with improvements and possible footway provision and speed limit extension. • Requirement to engage with local community
WL/HEMC/001	Land south of A631, Hemswell Cliff	7.56	180	
WL/HEMC/006	Land north of A631 and east of Minden Place, Hemswell Cliff	6.87	103	
WL/HEMC/007	Lancaster Green, Hemswell Court, Hemswell Cliff	1.08	38	

WL/ING/006	The Old Scrapyrd, Stow Lane	1.8	35	
WL/ING/007	Land east of Lincoln Road, Ingham	1.32	47	
WL/LEA/003	Land south of Willingham Road, Lea, Gainsborough	3.04	62	
WL/MAR/016	Land of Stow Park Road, Marton	4.37	39	<ul style="list-style-type: none"> • Pylons to be addressed • Scheme to provide car parking for school and provision of a pedestrian crossing
WL/MIDR/002	Gainsborough Road, Middle Rasen (North & West of the Nags Head Public House)	1.21	21	<ul style="list-style-type: none"> • Public Right of Way to be retained • Development of the site will need to assess drainage and surface water flood risk on the site
WL/SC/003	Land to the southwest of Main Street, Scothern	3.07	53	<ul style="list-style-type: none"> • Site to be delivered after SC/004A has completed
WL/SC/004A	Land off Jupiter Drive, Scothern	2.72	41	<ul style="list-style-type: none"> • Development of the site will need to assess drainage and surface water flood risk on the site • Design to be low density and in keeping with the local vernacular of the area.
WL/STUR/003	Land at High Street, south of School Lane, Sturton by Stow	1.76	30	<ul style="list-style-type: none"> • Allocated at the point the existing use ceases or finds alternative site • Design to be low density and in keeping with the local vernacular of the area. • Surface water/flood risk to be assessed
WL/STUR/006a	Land south of Gilberts Farm, Saxilby Road and Tillbridge Lane, Sturton by Stow	2.62	39	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site
WL/STUR/007	Land adj. Obam Lift Services Ltd, Tillbridge Lane, Sturton by Stow	0.7	10	
WL/SUD/002	Sudbrooke Farm, Sudbrooke	20.93	154	
WL/WAD/007	Land west and north of 4 Kirton Road, Waddingham	2.28	34	<ul style="list-style-type: none"> • Development to address low voltage lines • Uniform row of trees to be retained • Design to be low density and in keeping with the local vernacular of the area.
WL/WAD/008	Land south of Kirton Road, Waddingham	0.91	15	<ul style="list-style-type: none"> • Public right of way to be retained • Design to be low density and in keeping with the local vernacular of the area.

Policy S81: Housing Sites in Small Villages

The following sites, as identified on the Policies Map, are allocated primarily for residential development within Small Villages:

Ref	Site name/address	Site Area (ha)	Indicative dwellings during plan period (2018-2040)	Site specific requirements (e.g. what is needed to be achieved on the site to make it acceptable – may be left blank on some sites)
NK/ANW/001	Land at Anwick Manor, 80 Main Road, Anwick	0.65	12	
NK/KIRK/003	Land off Ewerby Road, Kirkby la Thorpe	0.91	15	<ul style="list-style-type: none"> • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site
NK/LEAD/001	Station Yard, Cliff Road, Leadenham	1.31	22	<ul style="list-style-type: none"> • Development to be sensitive to the setting of the Grade II Listed Station House to the south-west of the site. • Development to be sensitive to the setting of the Area of Great Landscape Value to the east. • Design to be low density and in keeping with the local vernacular of the area. • Development of the site will need to assess drainage and surface water flood risk on the site • Retention of mature trees to eastern part of site.
NK/LEAD/002	Land off Main Road, Leadenham	1.08	25	
NK/MART/001	Land at 114 High Street, Martin, Lincoln, LN4 3QT	1.08	18	<ul style="list-style-type: none"> • Design to be low density and keeping with the vernacular of the area • Development to be sensitive to the setting of the conservation area
NK/MART/008	Land off Mill Lane, Martin	0.69	14	
NK/OSB/008	Land south of The Drove, Osbournby, Sleaford	0.69	16	
NK/SKYM/006	Home Farm, 73 High Street, South Kyme, Lincolnshire	0.79	10	

NK/SWI/006	Produce World Ltd, Moor Lane, Swinderby	8.3	140	<ul style="list-style-type: none"> Proposed development brought forward in connection with community support through the terms of planning application 17/0603/OUT, which promoted a mixed use scheme including up to 120 dwellings, 20 units of senior retirement accommodation, 1,500 sqm of commercial space, communal play/recreation space, community car park and shop. The proposals are further supported by draft Design Codes and a draft Regulation Plan, upon which community support was contingent. Any detailed proposals for the site need to either be in substantial accordance with the approved scheme or be supported by further evidence of community support for any substantive variations to that scheme
NK/TOTH/001C	Land off Middle Lane, Thorpe on the Hill	1.60	23	
WL/BARL/002	Land at Barlings Lane, Langworth	2.33	20	<ul style="list-style-type: none"> Scheme to include retention of hedgerow
WL/BARL/003	George Hotel, 15 Main Road, Langworth	2.03	36	
WL/BUR/005	Land north of Leisure Centre, Burton Waters	4.42	100	<ul style="list-style-type: none"> Scheme to provide extra care accommodation.
WL/COR/002A	Land north of High Street, Corringham	1.77	20	<ul style="list-style-type: none"> Development to address low voltage power lines Design to be low density and in keeping with the local vernacular of the area. Development of the site will need to address drainage and surface water flood risk on the site
WL/GLH/009	The Willows Garden Centre, Gainsborough Road, Glentham	1.37	19	
WL/SCAM/006	West of Manor Farm, High Street, Scampton	1.04	18	

14. Gypsies and Travellers and Travelling Showpeople

- 14.1.1. The national Planning Policy for Traveller Sites (PPTS) published in 2015 sets out requirements for how Local Authorities should assess the need for Gypsy and Traveller accommodation.
- 14.1.2. A Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken in 2020 to review the needs Gypsy and Traveller Accommodation across Central Lincolnshire between 2019 and 2040. This GTAA identified an overall need, based on the PPTS definition, of 32 additional pitches between 2019 and 2040 and this need was broken down into 5 year periods identifying that the need to 2024 had been met with 4 surplus pitches provided. Beyond this a further 10 pitches are required from 2024-2029, 11 from 2029-2034, and 15 from 2034-2040.
- 14.1.3. The GTAA went beyond looking solely at the amount of need and considered what the site preferences were and where the need stemmed from. It concluded that a high proportion of the need stems from households with children needing separate accommodation in the next five years and a preference for smaller family-sized sites existed. As such, it can be concluded that the extension or intensification of existing sites has the greatest potential to meet much of the need in the most appropriate and deliverable manner.
- 14.1.4. An additional investigation was undertaken into how the need for Gypsy and Traveller pitches can be met. This Meeting the Accommodation Needs of Gypsies and Travellers Report identified that:
- Since the GTAA was published, permission was granted for an additional 5 pitches;
 - There is potential for an additional 25 pitches to be delivered through intensification or reconfiguration of existing sites;
 - The authorisation of a current unauthorised, but tolerated, Gypsy and Traveller development; and
 - There is potential (subject to site specific constraints) for Local Authority land to be used to provide up to 27 additional pitches through extensions to existing sites in Lincoln and Gainsborough.

This provision is in addition to the two allocations being carried forward from the 2017 Local Plan which have yet to be developed.

- 14.1.5. Consultants are also working with the Local Planning Authorities and households looking to deliver additional pitches to assist in this delivery. Whilst it is shown that the identified need for 32 dwellings can be met it is also important to plan positively for meeting additional need as it emerges and provide a policy framework for considering applications that may be submitted for sites.
- 14.1.6. The GTAA also highlighted that there was no need for Travelling Showpeople accommodation in the plan period.
- 14.1.7. The GTAA not only looked into permanent accommodation but reviewed the need for transit provision, concluding that negotiated stopping places to allow caravans to be sited

at suitable location for a period of time with provision of services such as waste disposal and toilets.

- 14.1.8. The Central Lincolnshire authorities are committed to meeting the needs, with specific allocations and policy considerations set out in Policy S82.

Policy S82: Gypsy and Traveller and Travelling Showpeople Accommodation

Part One: Existing Sites

Proposals that result in the loss of an authorised and permanent site for residential use by Gypsies, Travellers and Travelling Showpeople will not be permitted unless:

- a) suitable alternative provision is made for the use on a site which satisfies the criteria in part three of this policy; or
- b) it has been determined that the site is no longer needed for this use.

Appropriate, detailed and robust evidence will be required to satisfy the above criteria. Planning conditions or legal obligations may be necessary to ensure that any replacement sites are provided. Any replacement site should be available before the original site is lost.

Proposals to extend existing sites or to provide additional pitches within an existing site will be supported in principle, provided that, when considered against the criteria in part three of this policy, the proposal will not result in unsafe or unsustainable development.

Part Two: Allocated Sites

The following sites are identified on the Policies Map for the provision of Gypsy and Traveller pitches and are safeguarded for such use:

Ref	Site name/address	Indicative no. of pitches	Comments or specific requirements
COL/GT/001	Washingborough Road, Lincoln	5	Only land within flood zone 1 should be developed. Proposals should avoid significant adverse impact on the Cow Paddle East, Cow Paddle Railway Embankment, and Canwick Road and St Swithin's Cemetery Local Wildlife Sites. To be developed with consideration for existing Washingborough Road site – site should be delivered without compromising the amenities of the occupants of the existing site.
WL/GT/001	Trent Port Road, Marton	3-6	

Development of these sites for Gypsy and Traveller use will be supported where they satisfy the criteria in Part Three of this policy.

Part Three: New Sites

Proposals for new sites for Gypsies, Travellers or Travelling Showpeople will be considered on their merits against the following criteria:

- a) The proposal should not conflict with other local or national policies relating to flood risk, contamination, landscape character, protection of the natural and built environment, heritage assets or agricultural land quality; and

- b) The proposal must have adequate and safe vehicular access including for emergency vehicles, other large vehicles and towed loads likely to frequent the site; and
- c) The proposal must have sufficient space for vehicle manoeuvring and parking within the site; and
- d) The proposal should provide an acceptable standard of amenity for the site's occupants, and not have an unacceptable impact on the amenity of nearby residents (in accordance with Policy S52); and
- e) The proposal should be adequately serviced, or capable of being adequately serviced, preferably by mains connections; and
- f) For non-allocated sites, the proposal should be located within reasonable travelling distance to both primary health care facilities and schools, preferably by walking, cycling or public transport.

In addition to a)-f) above, proposals for new sites for Travelling Showpeople will be considered on their merits against the following supplementary criteria:

- g) The proposal should make adequate provision for the storage of vehicles, trailers, plant and other equipment sufficient to meet the occupants' needs; and
- h) The proposal should be located with good access to the primary road network.

15. Ministry of Defence Establishments

- 15.1.1. The Ministry of Defence (MOD) is one of the largest land owners in the UK, with an estate consisting of a wide range of facilities such as barracks, depots and airfields. Large areas of Central Lincolnshire have been used for MOD purposes throughout the last century and the military presence has brought, and continues to bring, many benefits, particularly to the economy. Many of these sites are also essential for maintaining the defence and security of the country and so are of national importance.
- 15.1.2. The areas currently in MOD use are:
- Beckingham Training Area;
 - RAF Cranwell;
 - RAF Digby;
 - RAF Scampton; and
 - RAF Waddington.
- 15.1.3. It is important that the role and the ongoing use of these establishments is protected and able to adapt in accordance with MOD operational plans.
- 15.1.4. The MOD is committed to making the most efficient use of its existing estate by maximising the utilisation of sites, identifying sites which can be released and consolidating on fewer, larger sites where resources can be better deployed. One site identified to be released within the plan period is RAF Scampton with its functions being relocated elsewhere, including RAF Waddington.
- 15.1.5. The re-use of suitably located MOD sites which are surplus to MOD operational purposes presents a significant opportunity for new housing, economic development and/or regeneration when such opportunities arise.
- 15.1.6. The following policy will assist in determining such proposals. Policy S83 will only apply to the MOD establishments listed above and development at any former military establishments or installations not listed will be subject to other policies in the plan (including but not limited to Policy S5: Development in the Countryside) and in line with the policy for the relevant tier of the Settlement Hierarchy in Policy S1.

Policy S83: Ministry of Defence Establishments

Part One: Development related to operational purposes

Defence related non-residential development within or adjoining an operational MOD site that is required for operational purposes will be supported in principle.

Development for housing or communal accommodation for MOD personnel connected to an operational MOD site will be supported provided that it satisfies relevant policy requirements in the Local Plan including but not limited to *Policy S52 Design and Amenity*, *Policy S20 Flood Risk and Water Resources*, and *Policy S46 Accessibility and Transport*.

Part Two: Development affecting MOD establishments

Development will not be supported where it would adversely affect military operations or capability unless those impacts can be appropriately mitigated in agreement with the MOD.

Part Three: Development of MOD land and assets surplus to Defence requirements

The redevelopment of RAF Scampton is addressed in Policy S74.

The redevelopment or change of use of any other operational MOD land and facilities which are surplus to MOD requirements, whether for the whole or part of the MOD landholding in that area, will be supported provided that:

- a. Where feasible the majority of the proposal is on brownfield land;
- b. Any increase in traffic likely to arise as a result of the development can be safely accommodated on the local road infrastructure;
- c. The proposal would not conflict with the existing land uses on neighbouring land;
- d. In cases where large scale redevelopment of a site is planned, a comprehensive masterplan is prepared which demonstrates how the site will be redeveloped to ensure the holistic planning of the site and avoid piecemeal development.

Where the proposal is to create a civilian community, proposals must also:

- e. include appropriate infrastructure and community facilities; and
- f. demonstrate that the new community is sustainably located with reasonable access to essential services such as jobs, education, leisure, retail and culture either within the development or at other nearby settlement(s) by sustainable modes of travel; and
- g. through satisfying the above criteria a-f clearly demonstrate how the proposal supports the spatial strategy of the Local Plan.

Further to Policy S55, an Unexploded Ordnance Certificate and Land Quality Assessment (LQA) may be required (where relevant) as part of a proposal, or required through condition to a grant of permission, in order to assess and identify the necessary remedial action for defence specific contaminants.

Appendix 1: Housing Requirement for Neighbourhood Plans

As required in paragraph 65 of the NPPF this appendix sets out the housing requirement for all neighbourhood areas in Central Lincolnshire. Table A1.1. provides a requirement for all parishes and Table A1.2. provides a requirement for all currently designated neighbourhood areas in non-parish areas where neighbourhood forums will bring forward a neighbourhood plan.

These housing requirements are based on:

- a) allocations in this plan; and
- b) extant planning permissions as at 1 April 2020 (this will be updated when the monitoring data for 2020-21 is available).

Should a neighbourhood area be proposed that is not listed below, either because it is within a non-parish area, or because it is an area smaller than a parish council area, a housing requirement will be provided upon request based on the above taking into account the latest monitoring of planning permissions.

Table A1.1. Housing Requirements for Parishes

Parish	Requirement	Parish	Requirement
Aisthorpe	0	Metheringham	291
Anwick	13	Middle Rasen	447
Apley	0	Morton	6
Asgarby and Howell	1	Navenby	140
Ashby De La Launde and Bloxholm	4	Nettleham	654
Aswarby and Swarby	2	Nettleton	37
Aubourn with Haddington	156	Newball	0
Aunsby and Dembleby	2	Newton and Haceby	0
Bardney	205	Newton on Trent	4
Barlings	43	Nocton	3
Bassingham	41	Normanby By Spital	0
Beckingham	0	Normanby Le Wold	0
Bigby	8	North Carlton	0
Billinghay	615	North Hykeham	1,654
Bishop Norton	6	North Kelsey	27
Blankney	2	North Kyme	0
Blyborough	0	North Rauceby	4
Blyton	73	North Scarle	18
Boothby Graffoe	7	North Willingham	6
Bracebridge Heath	375 ²²	Northorpe	8
Brampton	0	Norton Disney	6
Branston and Mere	243	Osournby	19
Brant Broughton and Stragglethorpe	7	Osgodby	16
Brattleby	1	Owersby	19
Broadholme	0	Owmbly-by-Spital	8
Brocklesby	0	Pilham	0
Brookenby	12	Potterhanworth	33

²² In Bracebridge Heath Parish, additional development will take place on the South East Quadrant SUE, which also straddles the parish boundary into Canwick. The exact amount expected from the SUE within Bracebridge Heath Parish is unknown at this time. For the avoidance of doubt, the strategic housing requirement for Bracebridge Heath outside of the SUE for the purposes of neighbourhood planning is 375.

Parish	Requirement	Parish	Requirement
Broxholme	0	Rand	0
Bullington	1	Reepham	10
Burton	107	Riby	2
Burton Pedwardine	1	Riseholme	46
Buslingthorpe	0	Rothwell	7
Cabourne	1	Rowston	0
Caenby	6	Roxholm	1
Caistor	421	Ruskington	476
Cammeringham	0	Saxby	3
Canwick	0 ²³	Saxilby with Ingleby	436
Carlton-le-Moorland	6	Scampton	20
Cherry Willingham	562	Scopwick	10
Claxby	2	Scothern	78
Cold Hanworth	0	Scotter	69
Coleby	3	Scotton	9
Corringham	602	Scredington	0
Cranwell, Brauncewell and Byard's Leap	33	Searby cum Owmbly	2
Culverthorpe and Kelby	0	Silk Willoughby	4
Digby	55	Sixhills	0
Doddington and Whisby	13	Skellingthorpe	508
Dogdyke	0	Sleaford	3,246
Dorrington	17	Snarford	0
Dunholme	363	Snelland	0
Dunston	27	Snitterby	7
Eagle and Swinethorpe	22	Somerby	2
East Ferry	0	South Carlton	0
East Stockwith	0	South Hykeham	38
Ewerby and Evedon	4	South Kelsey	17
Faldingworth	2	South Kyme	16
Fenton	8	South Rauceby	3
Fillingham	7	Spridlington	0
Fiskerton	129	Springthorpe	4
Friesthorpe	0	Stainfield	2
Fulnetby	0	Stainton By Langworth	0
Gainsborough	2,347	Stainton Le Vale	2
Gate Burton	9	Stapleford	1
Glentham	29	Stow	14
Glentworth	6	Sturton By Stow	116
Golto	3	Sudbrooke	170
Grange De Lings	0	Swallow	0
Grasby	5	Swaton	3
Grayingham	0	Swinderby	122
Great Hale	14	Swinhope	0
Great Limber	0	Tealby	9
Greetwell	512	Temple Bruer with Temple High Grange	5
Hackthorn	109	Thonock	0

²³ In Canwick Parish, additional development will take place on the South East Quadrant SUE, which also straddles the parish boundary into Bracebridge Heath. The exact amount expected from the SUE within Canwick Parish is unknown at this time. For the avoidance of doubt, the strategic housing requirement for Canwick outside of the SUE for the purposes of neighbourhood planning is 0.

Parish	Requirement	Parish	Requirement
Hardwick	0	Thoresway	1
Harmston	1	Thorganby	0
Harpwell	1	Thorpe in the Fallows	0
Heapham	1	Thorpe on the Hill	51
Heckington	109	Threekingham	2
Heighington	7	Thurlby	2
Helpringham	21	Timberland	17
Hemswell Cliff	321	Toft Newton	1
Hemswell	7	Torksey	1
Holton cum Beckering	2	Upton	18
Holton Le Moor	0	Waddingham	60
Ingham	70	Waddington	716
Keelby	195	Walcot Near Folkingham	3
Kettlethorpe	0	Walcott	10
Kexby	1	Walesby	11
Kirkby La Thorpe	83	Walkerith	1
Kirmond Le Mire	0	Washingborough	141
Knaith	5	Welbourn	15
Laughton	0	Wellingore	33
Lea	62	Welton	703
Leadenham	65	West Firsby	0
Leasingham	106	West Rasen	1
Legsby	3	Wickenby	4
Linwood	3	Wildsworth	0
Lissington	2	Willingham	8
Little Hale	3	Willoughton	0
Market Rasen	426	Wilsford	0
Martin	34	Witham St. Hughs	1,275
Marton	45		

Table A1.2. Housing Requirements for Designated Neighbourhood Areas in non-parish areas

Neighbourhood Area	Requirement
Long Leys Neighbourhood Area, Lincoln	18

Appendix 2: Car Parking Standards

The Standards set out in Table A2.1. will be applied in Central Lincolnshire.

Table A2.1. Car parking standards in Central Lincolnshire

Accommodation type / size	Lincoln City Centre	Other Urban and Suburban Areas (including wider Lincoln urban area, main towns and market towns)	Villages and Rural Area
1 bed dwelling (C3)	No standards, each application considered on a case by case basis (with further detail provided in a Lincoln City specific SPD)	1	1
2 bed dwelling (C3)		2	2
3 bed dwelling (C3)		2	3
4 bed dwelling (C3)		2	3
5+ bed dwelling (C3)		3	3
Flatted Development		1 plus visitor allowance	1 plus visitor allowance
C4 Houses in Multiple Occupation		1 per bedroom	1 per bedroom
Sheltered Housing Category 1		1 space per unit, plus 1 per warden, plus 1 per 5 dwellings visitor spaces, plus 1 in 10 spaces to be disabled spaces. *	
Sheltered Housing Category 2			
Extra Care			
Residential care homes for elderly		1 space per FTE staff, plus 1 space per 5 beds for visitors, and 1 in 20 spaces to be disabled spaces*	1 space per FTE staff, plus 1 space per 3 beds for visitors, and 1 in 20 to be disabled spaces*
Residential institutions		1 space per FTE staff, plus 1 per 5 beds visitor spaces*	1 space per FTE staff, plus 1 space per 3 beds for visitors*
Halls of Residence		To be agreed on a case by case basis, 1 space per 40 beds as a starting point	

* Adequate circulation space for ambulances should also be provided.

Appendix 3: Open Space Standards

Part A: New Open Space

The standards, shown in Table A3.1. relate to the quantity, quality and accessibility of each type of open space and comprise of:

- **Quantity standards** – the area of open space required for every 1,000 people
- **Access standards** – how far people travel from their home to reach a particular type of open space
- **Quality standards** – a level of standard that all open spaces should strive to attain

Table A3.1. Standards for Open Space Provision in Central Lincolnshire

Type of Open Space	Quantity Standard	Access Standard	Quality Standard
<p>Allotments and Community Growing Spaces</p> <p>Areas of land that provide opportunities for growing fruit, vegetables and other plants, either in individual allotments or as a community activity</p>	0.31 ha per 1,000 population	1,600m walking distance	Good and above as defined by any locally agreed quality criteria
<p>Amenity Greenspace</p> <p>Open spaces that are normally predominantly mown grass, but may also include areas of trees and landscaping. They may be used for a variety of informal recreational or social activities close to home or work, such as walking, sitting and passive recreation.</p>	0.66 ha per 1,000 population	400m walking distance	Good and above as defined by Green Flag standard or any locally agreed quality criteria
<p>Provision for Children and Young People</p> <p>Equipped children's play areas (LAPs, LEAP and NEAPs)</p> <p>Outdoor youth provision (MUGAs and skateboard parks)</p>	0.12 ha per 1,000 population	LAP/LEAP - 400m walking distance NEAP – 1,200m walking distance	Good and above as defined by Fields in Trust standards or any locally agreed quality criteria.
<p>Local and Neighbourhood Parks and Gardens</p> <p>Areas of multi-functional open space, the majority of which is publicly accessible, normally enclosed, designed, constructed, managed and maintained as a public park, garden or recreation ground.</p> <p>Parks should provide for a range of recreational activities that may include outdoor sports facilities and playing fields, children's play for different age groups and informal recreational pursuits including sitting out and walking.</p>	0.38ha per 1,000 population	Local – 400m walking distance Neighbourhood - 1,200m walking distance	Good and above as defined by Green Flag standard or any locally agreed quality criteria

Type of Open Space	Quantity Standard	Access Standard	Quality Standard
<p>Strategic Park and Garden</p> <p>Large areas of multi-functional open space, the majority of which is publicly accessible, normally enclosed, designed, constructed, managed and maintained as a public park, garden or recreation ground. Likely to attract visitors for more than one hour.</p> <p>Parks should provide for a range of recreational activities that may include outdoor sports facilities and playing fields, children's play for different age groups and informal recreational pursuits including sitting out and walking. May also include visitor facilities such as car park, toilets and a café.</p>	No standard – provision should be opportunity or design led	Within 15km or a 15 minute drive time	Good and above as defined by Green Flag standard or any locally agreed quality criteria
<p>Outdoor Sports Facilities (Public)</p> <p>Outdoor sports facilities consist of natural or artificial surfaces used for sport and recreation, including playing pitches, tennis courts, bowling greens, athletics tracks and other outdoor sports areas.</p>	1.09ha per 1,000 population	1,200m walking distance	Good and above as defined by Sport England governing body standards or any locally agreed quality criteria
<p>Natural and Semi-Natural Greenspace</p> <p>Natural and semi-natural open space which have been planted or colonised by vegetation and wildlife, including woodland and wetland areas, and where the public have legal or permissive access.</p>	1 ha per 1,000 population (which ideally meets the criteria for LNR designation in Lincoln and West Lindsey)	<p>400m walking distance to an accessible natural greenspace of at least 2 ha</p> <p>2km from home to an accessible natural greenspace 20ha in size</p> <p>5km from home to an accessible natural greenspace 100ha in size</p> <p>10km from home to an accessible natural greenspace 500ha in size</p>	<p>Good and above as defined by any locally agreed quality criteria.</p> <p>Areas of natural and semi-natural greenspace should support local biodiversity and take opportunities to link to the green infrastructure network</p>

These requirements take account of the anticipated pressure resulting from developments of different sizes in accordance with the open space standards detailed in the Open Space Audit and Assessment Update 2021. Standards should not be simply added together to generate a total requirement for open space. This is because it may be possible to provide some open space types within the boundary of another. For example, a neighbourhood park may be multi-functional and contain one or a number of the other open space types.

The most up to date Open Space Audit and Assessment, Playing Pitch Strategy and Green Infrastructure Strategy documents provide a useful starting point to identify the type of open space required, but early discussion with the local planning authority is also recommended.

The following thresholds provide clarity as to what should be delivered on and off-site on development proposals of a variety of sizes.

Table A3.2. Thresholds for On-Site and Off-Site Open Space Provision

Type of Open Space	Development Scheme Thresholds for Open Space Provision				
	<10 dwellings*	10-49	50-99	100 -499	500+ Sustainable Urban Extension
Allotments and Community Growing Spaces	No requirement	Off-site	On-site or off-site	On-site or off-site	On site
Amenity Greenspace	No requirement	On-site or off-site	On-site or off-site	On-site or off-site	On site
Provision for Children and Young People	No requirement	On-site or off-site	On-site or off-site	On-site or off-site	On site
Outdoor Sports Facilities (Public)	No requirement	Off site	On-site or off-site	On-site or off-site	On site
Natural and Semi-Natural Greenspace	No requirement	On site or off site	On site	On site	On site

* Smaller developments may be required to make a contribution where the development creates or exacerbates a deficiency of open space in the area.

Development population should be calculated using the average occupancy levels set out in Table A3.3. below. Where the number of bedrooms is not known, the average occupancy rate for the District should be used (ONS, Census 2011).

Table A3.3. Average Occupancy Levels for Calculating Development Population

Number of bedrooms	Lincoln	North Kesteven	West Lindsey
1	1.3	1.3	1.3
2	1.9	1.7	1.7
3	2.4	2.3	2.3
4	2.9	2.9	2.8
5 or more	3.5	3.2	3.1
District average occupancy rate	2.2	2.3	2.3

The calculation below sets out how much open space will be required using an average occupancy rate of 2.3 people.

Table A3.4. Open Space Requirements Using Average Occupancy Rate of 2.3 People

Type of Open Space	Requirement per dwelling
Allotments and Community Growing Spaces	7.1m ² /dwelling
Amenity Greenspace	15.2m ² /dwelling
Provision for Children and Young People	2.76m ² /dwelling
Local and Neighbourhood Parks and Gardens	8.76m ² /dwelling
Outdoor Sports Facilities (Public)	2.32m ² /dwelling
Natural and Semi-Natural Greenspace	2.30m ² /dwelling

Part B: Playing Pitches

A playing pitch is a marked out area of 0.2 hectares or more and which is used for football, American football, rugby, cricket, hockey, lacrosse, rounders, baseball, softball, Australian football, Gaelic football, shinty, hurling, polo or cycle polo.²⁴ A playing pitch may have a natural or artificial surface.

As a guide, the expected quantity standard for playing pitches is 1.1ha/1,000 population.

The type of playing pitch/pitches to be provided will be negotiated on a case by case basis, taking account of current local provision and community aspirations, as well as the latest Central Lincolnshire Playing Pitch Strategy.

²⁴ The Town and Country Planning (Development Management Procedure) (England) Order 2015

Appendix 4: Principles for Development within Biodiversity Opportunity Areas

The following guidance provides a set of development principles which should be used when considering site allocations and determining planning applications in the context of the Central Lincolnshire Biodiversity Opportunity Mapping (BOM) and the ecological network it alludes to. These principles are to be used in conjunction with policy S60 within this Local Plan.

Ecological networks are key to creating a more robust natural environment which will be resilient to future pressures²⁵. They will play an integral role in the creation of Nature Recovery Networks and likely act as the basis of any local work towards a national strategy, for example Local Nature Recovery Strategies.

Central Lincolnshire Biodiversity Opportunity Mapping Categories

Dark Green: Ecological network - high quality

Consists of Priority habitat, these are the core areas of an ecological network and are of high value in terms of distinctiveness. These may require management to either maintain or improve their current condition.

Light Green: Ecological network - opportunity for management

These areas are not currently Priority habitat, but are important for biodiversity and the functionality of the ecological network of which they are part. They provide an opportunity for their quality to be improved through management, with positive results for biodiversity.

Dark Brown: Opportunity for creation - more joined up

These are not currently part of an ecological network, but provide opportunities to connect together two or more ecological networks through habitat creation.

Light Brown: Opportunity for creation

These areas are not currently part of an ecological network, but provide opportunities for increasing the size of an ecological network through habitat creation.

Guidance regarding site allocations and planning permission applications in a Biodiversity Opportunity Mapping context.

Biodiversity opportunity mapping developed by the Greater Lincolnshire Nature Partnership highlights both the existing ecological network and where the best opportunities lie for improvement in regards to the extent of habitat in the network, the condition or distinctiveness of said habitat and overall connectivity of the network. All policy and decisions should take into account the impact of development to these networks and where possible avoid permitting proposals which may negatively affect the existing network. Where this is not possible, or where development is planned on areas identified as an opportunity for creation, principles should call for quality design which will protect and enhance the existing network.

Biodiversity net gain should prioritise onsite habitat creation and management over offsite. Where land earmarked for development contains, either partially or entirely, any areas highlighted by the BOM, these should be seen as opportunities to contribute to onsite biodiversity net gain requirements in a way that will also conserve, restore and enhance ecological connectivity. However, it should be recognised that **Ecological network - opportunity for management areas**

²⁵ Ministry of Housing, Communities and Local Government (2019) National Planning Policy Framework.

and **Opportunity for creation areas** identified by the BOM, which are not part of a development area, are well placed as locations for habitat creation or management. Doing so contributes towards any required offsite biodiversity net gain commitments for development. Additionally, habitat created in an ecologically desirable location or in an area identified for biodiversity by a local strategy are valued more highly by Defra's biodiversity net gain metric. Any sites recognised by the BOM which apply to be included on the register of biodiversity gain sites should be given due regard in planning for their importance to enhancing ecological networks.

Notes on Development Principles

- For the purpose of ecological networks "habitat creation" refers to semi natural or natural habitats.
- Any habitat created should fit with the existing ecological network and be either the same habitat type or related habitat. A related habitat refers to habitats often found in association as part of a dynamic complex.²⁶
- Ecological advice should be sought in the preservation and enhancement of ecological networks and achievement of biodiversity net gain.

Development Principles

Where allocated sites or sites submitted for planning permission contain or overlap with any **Ecological network – high quality area**, the following principles should apply:

1. **High quality ecological network areas** consist of Priority habitat and contain the most valuable habitats. It should not be built on and should be buffered against impacts of development. Where development is permitted on land containing areas of **high quality ecological network**, the development layout should use the principles of the Mitigation Hierarchy and be designed in such a way as to avoid damage to these areas.
2. **High quality ecological network areas** should be recognised as a potential opportunity to achieve biodiversity net gain requirements by improving condition through sensitive management.

Where allocated sites or sites submitted for planning permission contain or overlap with any **Ecological network – opportunity for management area**, the following development principles should apply:

1. Proposals should avoid development on **Ecological network – opportunity for management areas** where possible.
2. Where this is not possible, the development layout should ensure that connectivity of the network is maintained. This can be achieved through quality design, for example by leaving strategically important habitat in place to create wildlife corridors or the use of green/brown roofing to act as stepping stones between larger areas of habitat; or through the effective creation of new habitat as part of a landscaping scheme which allows for the migration and dispersal of species.
3. Proposals should fulfil onsite net gain requirements through creation and sensitive management of habitats, in a way that will enhance the ecological network either by ensuring connectivity or improving condition.

²⁶ Natural England (2019) The Biodiversity Metric 2.0: Technical Supplement

Where allocated sites or sites submitted for planning permission contain or overlap with any mapped **Opportunity for creation areas**, the following development principles should apply:

1. Where development takes place on **Opportunity for creation areas**, applications should include information clearly demonstrating how opportunities to maintain or enhance the ecological network (in regards to the extent of habitat in the network, the condition or distinctiveness of said habitat) and overall connectivity in the network, have or will be taken. It should include aspects of quality design; for example, by leaving strategically important habitat in place where possible to create wildlife corridors or the use of green/brown roofing to act as stepping stones between larger areas of habitat. It should also take any opportunities for effective habitat creation as part of a landscaping scheme which ensures connectivity between habitats for the species which utilise them.
2. Proposals should prioritise any **Opportunity for creation areas** within the development site for habitat creation. This will ensure that requirements for both biodiversity net gain and the enhancement of ecological networks are achieved in an effective way. Habitat creation onsite should maximise the potential for the ecological network in regards to: the extent of habitat in the network, the condition or distinctiveness of said habitat and the overall connectivity of the network. Additionally, habitat created onsite in an ecologically desirable location or in an area identified by a local strategy, are valued more highly by Defra's biodiversity net gain metric.

Glossary

<p>Affordable Housing</p>	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.</p> <p>Affordable home ownership is included within the definition as discounted market housing provided arrangements are put in place for the discount to remain for future eligible households.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes. The above definition was derived from the definition set out in the NPPF published in 2019.</p>
<p>Amenity</p>	<p>A general term used to describe the tangible and intangible benefits or features associated with a property or location that contribute to its character, comfort, convenience or attractiveness.</p>
<p>Ancient Woodland</p>	<p>Any wooded area that has been wooded continuously since at least 1600AD.</p> <p>It includes: ‘ancient semi-natural woodland’ – mainly made up of trees and shrubs native to the site, usually arising from natural regeneration; and, ‘plantations on ancient woodland sites’ – areas of ancient woodland where the former native tree cover has been felled and replaced by planted trees, usually of species not native to the site.</p>
<p>Appropriate Locations</p>	<p>Appropriate locations means a location which does not conflict, when taken as a whole, with national policy or policies in this Local Plan. In addition, to qualify as an ‘appropriate location’, the site, if developed, would:</p> <ul style="list-style-type: none"> • retain the core shape and form of the settlement; • not significantly harm the settlement’s character and appearance; and • not significantly harm the character and appearance of the surrounding countryside or the rural setting of the settlement.
<p>Best and most versatile agricultural land</p>	<p>Land in grades 1, 2 and 3a of the Agricultural Land Classification.</p>
<p>Biodiversity</p>	<p>The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.</p>
<p>BREEAM</p>	<p>BREEAM is the world’s leading sustainability assessment method for master planning projects, infrastructure and buildings.</p> <p>Assets are assessed through third party certification, using standards developed by BRE (The Building Research Establishment).</p>

Brownfield land / Previously Developed Land	Land that has been previously developed.
Catchment Flood Management Plans (CFMPs)	Produced by the Environment Agency, CFMPs give an overview of the flood risk across each river catchment. They recommend ways of managing those risks now and over the next 50-100 years.
Central Lincolnshire Joint Strategic Planning Committee (CLJSPC)	The Central Lincolnshire Joint Strategic Planning Committee (CLJSPC) was established in October 2009. It contains representatives from the four constituent authorities, namely City of Lincoln Council, North Kesteven District Council, West Lindsey District Council, and Lincolnshire County Council.
Community Infrastructure	Facilities available for use by all the community, such as church or village halls, doctor's surgeries and hospitals, even public houses. Community facilities could also include children's playgrounds and sports facilities.
Conservation Area	A formally designated area of special historic or architectural interest whose character must be preserved or enhanced.
Developed Footprint	Developed footprint of a settlement is defined as the continuous built form of the settlement and excludes: <ul style="list-style-type: none"> • individual buildings or groups of dispersed buildings which are clearly detached from the continuous built up area of the settlement; • gardens, paddocks and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to the surrounding countryside than to the built up area of the settlement; • agricultural buildings and associated land on the edge of the settlement; and • outdoor sports and recreation facilities and other formal open spaces on the edge of the settlement.
Economic Needs Assessment	An evidence report examining the economic needs of Central Lincolnshire which projects the economic growth and job growth in Central Lincolnshire to 2040.
Ecosystem Services Approach	An approach which integrates the management of land, water and living resources to reach a balance between: conservation of biodiversity; its sustainable use; and achieving the maximum benefit from natural resource use.
Examination	A form of independent public inquiry into the soundness of a submitted Local Plan, which is chaired by an Inspector appointed by the Secretary of State. After the examination has ended the Inspector produces a report with recommendations which, in simple terms, are binding on the Council.
First Homes	A specific kind of discounted market sale housing, being prioritised by Government which will account for at least 25% of all affordable housing being delivered through planning obligations, which: <ul style="list-style-type: none"> a) must be discounted by at least 30% against market value; b) are sold to persons meeting set First Homes eligibility criteria;

	<p>c) on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; and</p> <p>d) after the discount has been applied, the first sale must be at a price no higher than £140,000 (locally set price).</p>
Food Enterprise Zone	Food Enterprise Zones are based on local development orders and streamline planning procedures for businesses that meet the zone's criteria, making it cheaper and simpler for them to expand. They also make it easier for new businesses to set up, attracting investment and boosting the rural economy.
Full Time Equivalent (FTE)	The hours worked by one employee on a full-time basis.
Geodiversity	The range of rocks, minerals, fossils, soils and landforms.
Greater Lincolnshire Local Enterprise Partnership (GLLEP)	<p>The GLLEP works with the public and private sector to deliver sustainable economic growth.</p> <p>The purpose of the GLLEP is to drive economic growth and to be the voice of the local business community, ensuring that the economic interests of the area are properly represented.</p>
Greenfield Land	Land which has not been previously developed.
Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own family's or dependents' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
Health Impact Assessment (HIA)	A method of considering the positive and negative impacts of development upon human health.
Historic Environment Record (HER)	HERs are an important starting point for anyone interested in the archaeology, built heritage, and history of an area. They can provide information on a wide variety of buildings and sites and are a primary source of information for planning, development-control work, and land management.
Important Established Employment Areas (IEEA)	Well established employment areas which include some plots available for development, offering choice and flexibility to the market through intensification or redevelopment.
Important Open Spaces	Existing open spaces that are protected under Policy S64.
Infill	Development of a site between existing buildings. A collective term which relates to essential services, including road and transport facilities; education and medical facilities; and open space.
Infrastructure Delivery Plan (IDP)	The Central Lincolnshire Infrastructure Development Plan (IDP) has been prepared alongside this Local Plan and will be regularly updated. The IDP is produced to identify the range of infrastructure types and projects required to support growth and it identifies likely funding sources, delivery agents, timescales and priorities.
Infrastructure Integrated Impact Assessment	See 'Sustainability Appraisal'

Lead Local Flood Authority (LLFA)	LLFAs are county councils and unitary authorities. They lead in managing local flood risks (i.e. risks of flooding from surface water, ground water and ordinary (smaller) watercourses).
Joint Strategic Needs Assessment	The means by which Primary Care Trusts and local authorities describe the future health care and wellbeing needs of the local population and to identify the strategic direction of service delivery to meet those needs.
Local Green Space	<p>Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.</p> <p>Local Green Space can be designated through a Local Plan or Neighbourhood Plan.</p> <p>The National Planning Policy Framework and National Planning Practice Guidance set out criteria and guidance for the designation of Local Green Space.</p>
Local Industrial Strategy (LIS)	<p>The Local Industrial Strategy is the Government’s long term plan to boost the productivity and earning power of people throughout the UK. Published in November 2017, it sets out five “foundations of productivity” as the building blocks for a transformed economy: ideas; people; infrastructure; business environment; and places.</p> <p>The Greater Lincolnshire LIS is led by the GLLEP.</p>
Local Plan	A Development Plan Document (DPD) which contains the spatial vision, main objectives and policies for managing the future development of the area.
Local Transport Plan (LTP)	The LTP sets out the overall strategy and delivery arrangements for transport across the whole of Lincolnshire, including supporting growth, tackling congestion, improving accessibility, creating safer roads and supporting the larger settlements. The LTP reflects the objectives of the latest Local Plan, and vice-versa, with each updated version aiming to complement one another.
Local Planning Authority (LPA)	The local authority which has duties and powers under the planning legislation.
Major Development	<p>Where the phrase ‘major development’ is used in this Local Plan, it means major development as defined by national legislation at the time. At the time of writing this Local Plan, the phrase is defined in The Town and Country Planning (Development Management Procedure) (England) Order 2010 as follows:</p> <p>“major development” means development involving any one or more of the following—</p> <p>(a) the winning and working of minerals or the use of land for mineral-working deposits;</p> <p>(b) waste development;</p> <p>(c) the provision of dwellinghouses where —</p> <p>(i) the number of dwellinghouses to be provided is 10 or more; or</p>

	<p>(ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i);</p> <p>(d) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or</p> <p>(e) development carried out on a site having an area of 1ha or more.</p>
Ministry of Defence (MOD)	The Ministry of Defence is the British government department responsible for implementing the defence policy set by Her Majesty's Government, and is the headquarters of the British Armed Forces.
Minor Development	Any development which is not major development.
National Planning Policy Framework (NPPF)	Sets out planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications.
National Planning Practice Guidance (NPPG)	Provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications. The guidance is categorised into subject categories.
Objectively Assessed Need (OAN)	The identified housing need to meet the needs of the local authority area over the plan period.
Park Home	A residential mobile home, similar to a bungalow or caravan in style, installed as a dedicated site or 'home park'. They are designed to be lived in permanently, and provide opportunity for residents to own a home, but pay rent to the owner of the site.
Pitch	A pitch on a "gypsy and traveller" site
Plot (when relating to Policy S82)	A pitch on a "travelling showpeople" site (often called a yard)
Permitted Development	Permission to carry out certain limited forms of development without the need to make a planning application to a local planning authority.
Planning Obligations/ Section 106 Agreements	Legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken. For example, the provision of highways. Sometimes called "Section 106" agreements.
Policies Map	A map on an Ordnance Survey base map which shows where Local Plan policies apply.
Primary Shopping Area	An area where retailing and the number of shops in a town centre is most concentrated. The extent of this area is defined on the Policies Map.
Primary Shopping Frontages	A Shopping Frontage where a high proportion of retail uses (A1) is located. Defined on the Policies Map.
Proposed Submission Documents	Defined by The Town and Country Planning (Local Planning) (England) Regulations 2012 as: (a) the local plan which the local planning authority propose to submit to the Secretary of State,

	<p>(b) if the adoption of the local plan would result in changes to the adopted policies map, a submission policies map,</p> <p>(c) the sustainability appraisal report of the local plan,</p> <p>(d) a statement setting out—</p> <p>(i) which bodies and persons were invited to make representations under regulation 18,</p> <p>(ii) how those bodies and persons were invited to make such representations,</p> <p>(iii) a summary of the main issues raised by those representations, and</p> <p>(iv) how those main issues have been addressed in the development plan document, and</p> <p>(e) such supporting documents as in the opinion of the local planning authority are relevant to the preparation of the local plan.</p>
Sequential Approach	<p>An approach to planning decisions which may require certain sites or locations to be fully considered for development before the consideration moves on to other sites or locations. The approach could apply to issues such as retail development, the use of previously developed land or the use of land at risk from flooding.</p>
Strategic Flood Risk Assessment (SFRA)	<p>A Strategic Flood Risk Assessment, or SFRA, is part of the evidence base for the Local Plan and collates information on all known sources of flooding that may affect existing or future development within the Central Lincolnshire area. Such sources include tidal, river, surface water (local drainage), sewers and groundwater.</p> <p>In collecting this information, the SFRA identifies and maps areas that have a ‘low’, ‘medium’ and ‘high’ probability of flooding, in accordance with national policy.</p> <p>Within the flood affected areas, the SFRA recommends appropriate land uses that will not unduly place people or property at risk of flooding. Where flood risk has been identified as a potential constraint to future development, the SFRA recommends possible flood mitigation solutions that may be integrated into the design (by the developer) to minimise the risk to property and life should a flood occur.</p>
Strategic Housing Market Assessment (SHMA)	<p>An assessment of housing need in the housing market area, including the scale and mix of housing and the range of tenures that is likely to be needed over the plan period.</p>
Supplementary Planning Document (SPD)	<p>SPDs expand on policies or provide further detail to policies contained in a Local Plan. At the time of writing, The Town and Country Planning (Local Planning) (England) Regulations 2012 set out what an SPD can cover.</p>
Sustainability Appraisal (SA)	<p>A formal, systematic process to assess the environmental, economic and social effects of strategies and policies from the start of preparation onwards. The process includes the production of reports to explain the outcomes of the appraisal. In the case of this Central Lincolnshire Local Plan, an Integrated Impact Assessment (IIA) has been undertaken which incorporates sustainability appraisal.</p>

Sustainable Development	Usually referred to as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland, 1987). See also the NPPF.
Sustainable Drainage Systems (SuDS)	A sequence of water management practices and facilities designed to drain surface water in a manner that will provide a more sustainable approach than what has been the conventional practice of routing run-off through a pipe to a watercourse.
Sustainable Urban Extensions	SUEs are urban extensions developed in sustainable locations. SUEs coordinate the planning of residential opportunities, employment opportunities and the services and facilities that will enable residents to meet their day to day needs locally. They must be designed to integrate with the existing built and natural environment, integrate with existing communities, and maximise travel by sustainable travel modes, so that they do not result in a physically and socially segregated community. They present an opportunity to deliver a wide range of sustainable development principles that often cannot be achieved at a smaller scale.
Urban Grain	The pattern and arrangement of the blocks, streets, green infrastructure and plots in a settlement.
Use Class	A Use Class is something that falls under the General Use Classes Order. The General Use Classes Order is a piece of national secondary legislation which groups types of use of premises into classes, so that no development is involved if a building is changed from one use to another within the same class. Changing the use of a building from one class to another constitutes development, and needs planning permission, but in certain circumstances this may be automatically permitted without the need to submit a planning application.
Water Framework Directive	The Water Framework Directive introduced a comprehensive river basin management planning system to help protect and improve the ecological health of our rivers, lakes, estuaries and coastal and groundwaters. The Water Framework Directive (WFD) originates from the EU but has been retained in UK law following the UK's exit from Europe.
Windfall Development	Development on a site which is not allocated for development in the Local Plan. Windfall developments are typically small scale (1-9 units); infill; change of use; or unexpected large sites (e.g. brownfield site)



Central Lincolnshire **LOCAL PLAN**

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SUBJECT: LINCOLN CENTRAL MARKET

DIRECTORATE: MAJOR DEVELOPMENTS

REPORT AUTHOR: JO WALKER, ASSISTANT DIRECTOR – GROWTH & DEVELOPMENT

1. Purpose of Report

- 1.1** To provide a detailed update in respect of proposals to restore and regenerate Central Market & City Square as a key project within the Lincoln Town Deal Programme.
- 1.2** To present the full business case for this project, including the proposed funding strategy and operational arrangements, and to endorse its submission for consideration under the Town Deal governance arrangements, for a final decision in respect of Town Funding.
- 1.3** To seek agreement to delegate final approval of the delivery and contracting arrangements for this project to the Section 151 Officer and the Director of Major Developments. This approval will be subject to securing Towns Fund and a final scheme cost that can be financed and delivered viably.

2. Executive Summary

- 2.1** Central Market is a Grade II Listed Building, of special architectural and historic interest. It was built in 1937 to the design of the architect Robert Atkinson and incorporates the relocated front of the earlier 1737 Butter Market.
- 2.2** Despite the quality of the facing materials (ashlar stone and clay roof tiles) and the design of the principal facades, the condition of the building is poor and the windowless nature of the northern elevation is uninviting to the shopper, undermining the vitality of the adjacent public space.
- 2.3** Despite the Council's long-standing ambition to restore and regenerate the market, a lack of funding, coupled with the marginal viability of the operation, has limited any significant investment to date. The combination of Towns Fund and Heritage Action Zone (HAZ) support now provides an opportunity for major investment to create a sustainable future for the asset, which will in turn support the diversification and recovery of the High Street.
- 2.4** Accelerated Town Fund and Heritage Action Zone (HAZ) funds have enabled work to proceed to the detailed design stage and planning consent was granted for the scheme on 30th June 2021.
- 2.5** The proposed scheme is for a major regeneration of the Central Market building, including opening up the blind arches on the north and east elevations, a new

mezzanine floor, replacement roofing and glazed lantern, demolition of the extension to the south and the construction of a new two storey extension to accommodate a new commercial unit with balcony. It is also proposed to repave and enhance external areas immediately adjacent to the building at City Square and Sincil Street.

2.6 The vision is to stem the decline in footfall, occupancy and turnover by reinventing the market to create a hybrid offer which combines food and non-food retailing, with expanded food & beverage and communal dining. The addition of the mezzanine level will allow for seating and flexible uses, including for events. The creation of the standalone restaurant unit within the new two storey extension, will create a further 'destination' dining space as well as supporting the commercial viability of the proposal.

2.7 The total cost of the capital works to both the Central Market building and adjacent public realm (including fees and management) is estimated to be approximately £8.5m, to be funded through a combination of Town Fund, HAZ, Council reserves and borrowing.

2.8 The design has been developed in consultation with key stakeholders including Historic England and with input from commercial agents, Banks Long and specialist market operator, Quarterbridge. Advice has also been provided in respect of the relocation of existing traders and future operational strategy. In respect of the existing traders, the focus is on providing support to relocate to enable the works to proceed. In respect of the future operations, a dedicated service is proposed to ensure that the market can operate successfully, maximising benefits and commerciality. Additional services would also be procured to ensure professional management, in a similar style to other successful markets and shopping centres.

2.9 This report provides an overview of the business case for the market now that the project has been selected as part of the final Town Deal programme to proceed to Stage 2. Subject to Executive approval, the business case will be submitted for consideration and approval under the Town Deal governance arrangements. Subject to approval of the business case, agreement on final scheme costs and a strategy for relocation, the project could commence in early 2022.

3. Background

3.1 Lincoln Central Market is identified as a key project within the Town Deal Programme to support the economic recovery of the High Street and to contribute towards the long-term vibrancy of the City Centre, providing a 'hub' to nurture the growth of small business.

3.2 The need to revitalise and invest in the market is clear. The Market is located to the east of the main High Street, within the Cornhill Quarter – an area which has benefitted from major investment and regeneration creating over 400 new jobs. In contrast, the Central Market building and adjacent spaces present an outdated appearance and are currently underutilised and under trading. Income has been on a downward trajectory for a number of years and the surplus has been maintained largely as a result of cost-savings.

3.3 The need for investment and diversification has become more pressing as the change in retail patterns and decline in traditional retailing has accelerated as a result

of Covid-19. There is a need to stem this decline by repositioning and repurposing this important city centre anchor and historic asset that is at risk of rapid degradation.

- 3.4** As a listed building, the starting point for investment was to establish the current condition of the building and the options for restoration and reconfiguration to serve a diversified/change of use. A comprehensive options appraisal for the restoration of the market building was undertaken, informed by a full Condition Survey, Heritage Impact Assessment, reference to best practice examples, the evidence of need and demand and wider commercial input. A total of 7 options were considered, ranging from a do nothing/emergency repairs only to major structural alterations.
- 3.5** From this work, it has been established that the level of investment required just to safeguard the existing fabric is approximately £1.5m. This will not however enable a diversification of use to support a future vibrant high street. Taking into account the declining popularity of the market as a commercial enterprise and the limited viability in its current form, it is considered necessary to “re-invent” the space in order to bring greater opportunity for a variety of traders and to respond to local need and demand, ensuring that Lincoln has appropriate enterprise infrastructure to support business growth.
- 3.6** Investment in the wider public realm is also considered essential in order to maximise opportunities for spill-over activities such as pavement cafes (of increasing importance), events, outdoor trading and to provide quality public space for residents to enjoy.
- 3.7** The proposed redevelopment of the building, and City Square located north of the building, has the potential to deliver a vibrant, attractive and welcoming “place of destination” in its own right producing a market offer which meets current day shopping demands presenting a shopping experience as well as catering for the early evening economy.
- 3.8** There are a number of precedents for this type of change from a more traditional market to a specialised or diversified offer. Successful restoration examples which have informed the brief for Lincoln include, Altrincham, Scarborough, Doncaster and Leeds, which have all moved away from a traditional market to a more food orientated offer, with opportunities for casual dining, entertainment and leisure, combined with strong branding, promotion and online trading options – all with a focus on showcasing local produce. The proposals for Lincoln have now been refined with reference to these examples and with specialist input to try to optimise commercial viability whilst striking a balance between upgraded market retailing and food and beverage. These proposals are considered key to attracting a greater variety of traders and opportunities to the market, with the potential for uplift in revenue over the longer-term to support delivery and viability of the operation.
- 3.9** The rationale for investment in a transformational market project is summarised as follows:

 - The Market occupies a prominent and prime location in the city centre which has been significantly enhanced by the delivery of the Cornhill Quarter and transport hub projects.

- The better and more diverse mix of uses provided within the central retail area will give the wider City a competitive edge over its equivalent and perhaps historically more dominant competing regional town and city centres.
- There is only one Market in Lincoln. A top-quality Market offering therefore has the potential to draw from a wide trader profile and further extend the catchment reach of the city.
- The Market has the potential to create a destination in its own right. Successful Markets across the country have demonstrated the significant positive impacts which the creation of a destination Market offer can bring to a town centre. As a local comparator, the regeneration of the first floor former Corn Exchange trading area now occupied by the Cosy Club within the Cornhill Quarter scheme, has created a destination in its own right and attracted interest from an expanded range of prospective operators not currently represented in Lincoln.
- The Market has the potential to generate significant additional footfall – some reports suggest increases of around 25% (source – Institute of Place Management).
- A repositioned and “re-invented” Market offer will respond to the pre- and post Covid trends of increasing demand from quality independent traders and act as an incubator for new businesses.
- A successful Market will provide opportunities to support and nurture local business, creating jobs and opportunities for the local community and providing opportunities to showcase local creatives and producers.

4 Regeneration Proposals

- 4.1** Feasibility, detailed design and pre-construction work has been progressed with funding secured through the Heritage Action Zone (HAZ) and ring-fenced reserves (to support Cornhill and Market).
- 4.2** The designs for the market building have been carefully developed in conjunction with advice from Banks Long & Co commercial and letting agents, Lincolnshire County Highways, Conservation Officer, Historic England and a full project design team in partnership with Willmott Dixon who have been procured by the Council via the Procurement Hub Framework. The vision has been to design a building of destination; an attractive and modern retailing and leisure space, offering a mix of stalls and delivering a place where people want to visit and dwell rather than simply pass by en route to the High Street or the Transport links in the city.
- 4.3** Consideration has been taken in trying to achieve a mix of uses which is viable over the med-long-term whilst maintaining a recognisable market offer which supports city centre vibrancy. The proposals offer the potential to retain a retail offer whilst also introducing new facilities into the market to attract a wider F&B offer alongside the potential for other uses to promote footfall.
- 4.4** The proposed changes to the market hall, which now have the benefit of planning consent and are now developed to RIBA Stage 4, include:
- Interior refurbishment and mezzanine floor to the western end of the market hall
 - Opening the principal facades to the north and east elevations through the removal of the “blind” arches and insertion of new full height glazing, with

associated internal alterations to relocate stalls away from the glazing (considered essential in improving visibility and footfall to the building).

- New heating and lighting with a more sympathetic design.
- Interior finishes repaired or renewed with decoration of the exposed steel roof structure, plastered walls, exposed woodwork and the replacement of the original terrazzo tiled floor covering.
- The introduction of new freestanding island stalls to the interior spaces, these would be of a contemporary minimal design to avoid conflict with the historic fabric. An area would be created within the centre (and potentially using the mezzanine) to accommodate seating for the associated food outlets within the stalls.
- The introduction of new perimeter market stalls to the western end of the Market Hall to replicate the existing 1938 stalls located to the eastern end of the Market Hall.
- New toilets, including disabled and baby changing facilities as an integral part of the market offer, accessed internally from the Market Hall.
- Creation of new ground and first floor commercial space where the existing butchers and fishmonger stalls are located providing an opportunity for a standalone F&B operator, with balcony at first floor.
- Provision of fresh food stalls within the main Market Hall, below the mezzanine, incorporating its own glazed entrance.
- Public realm improvements to City Square to create an extension to the market building which will provide a flexible space for events as well as for the public and visitors, incorporating seating and greenery and a place for people to dwell and meet as well as a place where people can enjoy a meal or drink by the market building as well as the riverside.



- 4.5** The design process has taken account of feedback from existing traders, wider stakeholders and the wider public during the pre-planning stage and as part of the wider Town Deal engagement programme. Overall, the response to the proposals has been positive, with strong support from stakeholders such as Historic England:

Historic England supports the proposed scheme for the Central Market which will clearly deliver a strategic uplift for the city and significant public benefits. It would represent high quality heritage-led regeneration for Lincoln. (Planning Consultee Response, 16th April 2021).

- 4.6** The cost of the proposed capital project is approximately £8.5m, to be funded through a combination of Town Fund, HAZ and City Council reserves and borrowing. Costs and the indicative funding package for the proposed capital project are set out within the business case.

4.7. Although the income that can be generated by the new scheme over the predicted lifetime of the building is significant, operational cashflow projections indicate that there is insufficient value in the scheme to enable capital expenditure requirements to be financed commercially. This is borne out by research into other market regeneration projects and operating models all of which demonstrate a need for initial capital or long-term financing model to enable a viable operation. The requirement for Town Funding is therefore essential to underpin the commercial viability of this scheme. The operational model, cash-flow projects and funding strategy is discussed in more detail below.

5. Operational Proposals & Commercial Case

5.1 Profit & loss figures based on the current market operation have been analysed to provide a baseline for future operating proposals and to inform the funding strategy and commercial case. Since the 2016/17 financial year the income generated by the market has dropped by £60,580, representing a fall in income of 23.8% over the five-year period. The declining revenue provided by the market has been mitigated by cost savings to maintain a positive outcome to date.

5.2 Income and expenditure figures are projected to increase over the next 5-years, but it is difficult to see how the market will achieve the projected income targets without any investment in the building, given the downward trajectory to date.

5.3 Market research has been undertaken to assess the occupancy and revenue potential of the new scheme and enable refinement of designs. Rental levels within the new market hall must be pitched at a level to ensure trading opportunities are accessible to new, small and growing firms and to ensure maximum occupancy. Securing a strong mix and a high-quality offer is also key. Specialist advice suggests that in order to optimise the revenue from the Lincoln scheme, then the focus of the project should move towards a predominantly food and beverage offer.

5.4 Taking this into account, whilst also considering the local context, it is felt that there is an opportunity to deliver a hybrid market scheme which seeks to bring together the food and beverage offer and traditional market stalls under one roof. This is in view of the timing for delivery, which follows the significant multi-million pound regeneration works which have occurred around the railway station, new bus station, 1,000 space pay-as-you-leave car park and the well-publicised success of the Cornhill Quarter development. Future proposals for the next phase of Cornhill development will also support the proposal.

5.5 The design team has worked with the commercial agents and agreed on a final layout which seeks to future-proof the scheme by installing mechanical extraction ventilation, drainage and water supplies to a number of stalls to allow as much flexibility as possible to cater for demand from food and beverage operators. The proposal will therefore accommodate the following target occupiers, with a focus on quality, sustainability and supporting local producers and suppliers:

- Market retailers (food and non-food)
- Food Hall vendors and casual dining

- Self-contained food and beverage operator, to replace the existing Butcher's Alley. This unit will be accessed via a separate entrance from Sincil Street and include a first-floor area with balcony.

5.6 Revenue projections, based on applying the above mix to the proposed layout, have been informed by specialist commercial advice. This is included within the business case.

5.7 From a cost perspective, operational costs have been calculated based on a dedicated in-house team with increased staffing and other resources. The proposed costs and assumptions are detailed within the business case.

5.8 At full occupancy, the revenue generated from the new market is anticipated to cover the proposed operational costs, with the potential for growth and surplus. Full occupancy is considered possible with a 12-18 month construction phase for marketing, however the cash-flow analysis put forward to accompany the business case has been carried out based on a conservative build-up of occupancy from 75% at year 1 rising to 95% by year 9, with 95% occupancy sustained thereafter. Based on these assumptions, the overall operation will sustain a loss for the first 5 years, paying back by year 6.

6. Existing Traders

6.1 In order to deliver the capital works, it will be necessary for the existing traders to vacate the market and to relocate. A number of options for relocation and trading have been explored. These options have been informed by early engagement with the traders, advice from commercial agents, specialist market operators and other local authorities. The options are detailed within the business case.

7. Management Case – Future Operational Options

7.1 The existing market service is managed by a cross-departmental team within DCE and DMD (Business Services). Market management is in addition to a range of other duties carried out by these staff, with the exception of the Market Supervisor.

7.2 Specialist advice has been provided in respect of a future operational model and a range of options are set out within the business case. A key requirement is the importance of a clear decision-making structure with clear lines of definition between maintaining the day to day quality of the Market environment but also focussing on continually driving and seeking out new ways to improve the quality of the customer experience which in itself will drive rental growth. Recommendations arising from the options report are set out within the business case.

8. Strategic Priorities

8.1 Let's drive inclusive economic growth

This is a key project within the economic portfolio as part of the Town Deal programme.

8.2 Let's reduce all kinds of inequality

Proposals for the market will deliver quality, affordable commercial space for new and growing businesses. The venue will be open and accessible to the whole community and will provide a range of services within a sustainable City Centre location. The project is part of a wider programme which aims to regenerate and support the vibrancy of the City with a focus on inclusive and sustainable growth.

8.3 Let's deliver quality housing

Whilst the funds have an economic focus, indirectly, by driving economic recovery the programme will have a positive impact on the delivery of quality housing by supporting city vibrancy which will in turn support market demand and viability.

8.4 Let's enhance our remarkable place

The proposals will support business activity within the City and promote economic vibrancy which will in turn help to sustain and safeguard the place.

8.5 Let's address the challenge of climate change

The proposals will support the regeneration of a heritage asset such that it can become more sustainable. It will also provide a sustainable location to support business growth, including through digitalisation and wider adaptations that also align with the net zero objective. Supporting a vibrant City Centre also aligns with our sustainable growth objectives.

9. Organisational Impacts

9.1 Finance (including whole life costs where applicable)

Financial modelling contained within the business case, indicates that the market will make a cumulative surplus from year 6 onwards, however with the current financial pressures facing the Council and the ongoing challenges following the impact of the pandemic it is important to consider the impact of the initial loss on the existing MTFS, which currently assumes a surplus will be made from 2022/23.

The total impact on the current MTFS is an anticipated deficit of £182,920, for which funding will need to be identified. The Vision 2025 earmarked reserve currently has an unallocated balance of £772,410 and could be used to offset this deficit.

The above costs do not include the cost of any additional staffing resources ahead of the first year of operation. As set out in the business case this would be an additional cost and would be funded through a combination of the capital budget and/or in year revenue resources.

9.2 Legal Implications including Procurement Rules

All contracting and procurement activity will be undertaken in accordance with the Council's Contract Procedure Rules and ultimately Public Contract Regulations 2015 and all other relevant legislation.

Initial specialist advice has been procured in respect of powers and subsidy control, to be presented to Executive on 26th July 2021.

Current tenancy arrangements are being addressed.

9.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

An Equalities Impact Assessment is included as part of the business case for this project. Some specific examples of promoting inclusive growth are summarised below.

As identified in the Greater Lincolnshire Recovery Plan, significant increases in unemployment can be expected short term as a result of the Covid-19 pandemic. The proposals for Central Market will support employment by providing the right infrastructure for business growth. In meeting the requirement of local business during this challenging period, the investment in Central Market is seeking to address local needs and create opportunities for all. The overriding objective being to ensure growth is both inclusive and sustainable.

Inclusivity was considered as part of the project's design and access statement:

Accessibility to the existing market building remains unchanged, the existing entrance doors to the north and east elevations are retained. The entrance doors to the north façade have a stepped approach whilst the entrance door to the east façade has previously had the external levels raised to enable a level threshold. Accepting the limitations around the Listed status of the building it is proposed that the existing doors to the level threshold entrance off Sincil Street are enhanced by fitting automated door gearing.

Internally floor levels are consistent throughout the market areas and the proposed unisex toilet facility provides both fully accessible, ambulant and standard WC cubicles in addition to a baby changing facility. Lift access is provided to the mezzanine floor level from within the market together with an ambulant staircase in compliance with Building Regulations. External pavings are selected to enable wheelchair access across all areas, further details of which are provided within the separate Re-Form Design and Access Statement.

9.4 Human Resources

The implications in respect of the future management proposals are set out within the business case.

9.5 Land, Property and Accommodation

The proposals will support local businesses occupying land and property. In this regard the proposals will help to safeguard these assets and support economic recovery/city vibrancy.

Requirements in respect of the current tenancy arrangements are set out in the business case.

9.6 Significant Community Impact

The Central Market is considered to be an important asset for the City, borne out by the popular response to the recent survey. This scheme has taken account of public consultation and will continue to be refined to address these findings.

9.7 Corporate Health and Safety implications

Corporate Health & Safety Requirements will be considered in full as part of the contracting and delivery arrangements for the capital project and future operational model. This will be subject to approval of the final business case and full funding strategy.

10. Risk Implications

10.1 (i) Options Explored

A full options appraisal for the regeneration and operational proposals is included within the business case and summarised in the report.

10.2 (ii) Key risks associated with the preferred approach

A risk register is appended to the full business case. Key risks and mitigating actions include:

Funding Strategy – the project is dependent on Towns Fund and a wider package of funding from HAZ, reserves and borrowing. Towns Fund will require approval under the Town Deal governance arrangements/by government.

Mitigation – project has been developed to detailed design stage; full business case informed by specialist advice and wide-ranging consultation; funds are ring-fenced within the town deal programme and full financial modelling carried out to inform the funding strategy.

Project Costs – risk that costs will be greater than budget.

Mitigation – detailed designs are being developed to achieve cost-certainty prior to entering into contract, with appropriate contingencies; experienced PM/QS to oversee project and ensure value is achieved throughout.

Commercial viability – risk that occupancy targets will not be achieved, impacting revenue assumptions.

Mitigation – commercial and specialist advice has informed revenue/cash-flow assumptions; early marketing and dedicated management to be in place during construction phase to allow for lead-in; specialist support to be provided during this stage; design is flexible so that the market can accommodate retail/F&B and respond to demand.

Outputs/Outcomes – risk that the project will not deliver on outputs/outcomes which may impact funding.

Mitigation – specialist advice to inform appropriate quantification and monitoring of outputs; sensitivity built in and regular monitoring to review. Town Deal is the key funder and decisions in respect of this funding ultimately rest with the accountable body, City of Lincoln Council.

Timescales – risk that the project will not deliver within the proposed timescales for Town Deal.

Mitigation – Town Deal programme extends to 2025/26; current forecasting for this scheme, subject to a number of dependencies, is to complete during 2023/24 allowing for contingency within the programme.

11. Recommendation

- 11.1** To acknowledge the update in respect of proposals to restore and regenerate Central Market & City Square as a key project within the Lincoln Town Deal Programme.
- 11.2** To approve the submission of the full business case for this project for consideration under the Town Deal governance arrangements, for a final decision in respect of Town Funding.
- 11.3** To agree to delegate the final approval of the delivery and contracting arrangements for this project to the Section 151 Officer and Director of Major Developments, this being subject to securing Towns Fund and to a final scheme cost that can be financed and delivered viably.
- 11.4** To approve the proposals in respect of the existing traders and to authorise Officers to proceed to notify traders of these proposals, which will be provisional upon securing the full funding package.
- 11.5** To agree the inclusion of a £8.439m capital estimate in the General Investment Programme, with associated funding including new prudential borrowing of a maximum of £1.732m (subject to Towns Funding being awarded).
- 11.6** To delegate the approval of the final revenue estimates to the Director of Major Developments and Chief Finance Officer dependent on the final of the delivery and contracting arrangements, this to include the resourcing of any upfront staffing costs. With any revenue shortfall against the MTFS to be funded from the Vision 2025 earmarked reserve to a maximum of £0.183m.

Is this a key decision? Yes

Do the exempt information categories apply? Yes

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? 0

List of Background Papers: None

Lead Officer: Jo Walker, Assistant Director – Growth & Development
Email address: jo.walker@lincoln.gov.uk

SUBJECT: REVIEW OF CODE OF CORPORATE GOVERNANCE 2021

DIRECTORATE: CHIEF EXECUTIVE AND TOWN CLERK

REPORT AUTHOR: PAT JUKES, BUSINESS MANAGER CORPORATE POLICY

1 Purpose of Report

- 1.1 To inform Executive of the outcome of the annual review of the Code of Corporate Governance conducted during March and May 2021.

2 Executive Summary

- 2.1 City of Lincoln Council adopted a new Code of Corporate Governance in March 2017, agreeing to review this annually to ensure it remains current.
- 2.2 A decision was taken to simplify the format of the code whilst still being able to provide all of the information, but in an easier and accessible format.

3 Main Body of Report

- 3.1 City of Lincoln Council must ensure that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded, and used economically, efficiently and effectively. It also has a duty under the Local Government Act 1999 to secure continuous improvement in the way our functions are exercised, having regard to economy, efficiency and effectiveness.
- 3.2 In discharging this overall responsibility, the council must put in place proper governance arrangements for our affairs.
- 3.3 A new code consistent with the CIPFA/SOLACE Framework Delivering Good Governance in Local Government was approved by Executive Committee in March 2017, with an agreed annual review.
- 3.4 Internal Audit and Corporate Policy undertook a full assessment of the council's governance framework commencing March 2020/21 through a review of the Council's Code of Corporate Governance (policies and processes) and its use in the review process to develop the AGS to identify any significant issues, or other areas that may require monitoring.
Changes identified this year were:
- A full review of all policy and strategy documents detailed to ensure they have correct titles and have review dates where applicable
 - A review of key actions taken to mitigate the effect of COVID-19 whilst maintaining good governance (these are summarised in the AGS)
 - A reformat of the Code of Corporate Governance in order to meet web accessibility requirements, and remove duplication whilst improving overall clarity; reducing the original size from 37 to 14 pages

- The inclusion of the new CIPFA Financial Management Code – effective from 21/22 (a separate section is included in the AGS itself)

3.5 These changes have now been incorporated into the code as part of the review (see **Appendix A**). No further changes are recommended at this time and it is proposed the next review should commence in February 2022.

4 **Strategic Priorities**

4.1. Vision 2025 and the vision, priorities and core values contained within it form a part of the Code of Corporate Governance.

5 **Organisational Impacts**

5.1 **Finance (including whole life costs where applicable)**

The Code identifies procedures in place to ensure compliance with legislation and reduce risk as well as adhere to the Financial Management Code.

5.2 **Legal Implications including Procurement Rules**

The Code of Corporate Governance identifies processes in place to ensure compliance with legislation and reduce risk.

5.3 **Equality, Diversity & Human Rights**

The Code of Corporate Governance identifies processes in place to ensure compliance with legislation and reduce risk.

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

6 **Recommendation**

6.1 That Executive notes the amendments made, including the reformatted structure.

Is this a key decision?	No
Do the exempt information categories apply?	No
Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?	No
How many appendices does the report contain?	One – Appendix A
List of Background Papers:	None

Lead Officer: Pat Jukes, Business Manager, Corporate Policy

City of Lincoln Council Code of Corporate Governance

To February 2022

Document Control

Organisation	City of Lincoln Council
Title	Code of Corporate Governance
Author – name and title	Heather Grover, Principal Policy Officer
Owner – name and title	Business Manager, Corporate Policy
Date	February 2018
Approval date (by Council/ Executive)	13 th February 2018
Filename	COLC Code of Corporate Governance – Updated on to new template 2019
Version (V0.1 is draft and then to V.02 V1.0 is the final version)	V1.4
Next Review Date	(From February 2022) completing July 2022 Audit approval

Document Amendment History

Revision	Originator of change	Date of change	Change description
V0.1	Heather Grover	01/8/17	Initial draft
V1	Heather Grover	20/8/17	Final Version
V1.1	Heather Grover	14/9/17	Single Data Set changed to read Single Data List, Customer Access Strategy changed to read Customer Experience Strategy and six monthly Strategic Plan delivery monitoring changed to Quarterly Strategic Plan/Vision 2020 delivery monitoring
V1.2	Scott Lea	18/12/18	Updated and moved on to the new document control template.
V1.3	Pat Jukes	15.04.19	Updated to include minor wording changes and addition of Modern Slavery process and Statement
V1.4	Heather Grover/Pat Jukes	8/3/21	Full review to ensure documents referred to are up to date considering any changes made as a result of Covid-19 and any externally required changes and reformat to meet web accessibility requirements

Introduction

City of Lincoln Council must ensure that its business is conducted in accordance with the law and proper standards, that public money is safeguarded, and used in accordance with our duty under the Local Government Act 1999 to secure continuous improvement in the way our functions are exercised, having regard to economy, efficiency and effectiveness.

In discharging this overall responsibility, we must put in place proper governance arrangements for our affairs. This document is our code of corporate governance. It is consistent with the CIPFA/SOLACE Framework *Delivering Good Governance in Local Government*. A copy of our Code is on our website at www.lincoln.gov.uk

The purpose of this Code

Governance is about how we ensure that we are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest, and accountable manner.

This Code of Corporate Governance sets out the documentation, systems, and processes by which the authority transparently controls its activities. It enables us to monitor the achievement of our strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money.

The code is based on the set of seven core principles of Delivering Good Governance in Local Government Framework (CIPFA/Solace 2016):

- Core Principle A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law
- Core Principle B: Ensuring openness and comprehensive stakeholder engagement
- Core Principle C: Defining outcomes in terms of sustainable economic, social, and environmental benefits
- Core Principle D: Determining the interventions necessary to optimise the achievement of the intended outcomes
- Core Principle E: Developing the entity's capacity, including the capability of its leadership and the individuals within it
- Core Principle F: Managing risks and performance through robust internal control and strong public financial management
- Core Principle G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

Each principle is considered and in the following section documentation, systems and processes are identified under four categories; Regulatory, Finance, Human Resources and Corporate, demonstrating good governance in practice.

In 2020-21 some policies have had to be amended to include specific action to be taken in relation to mitigation measures to manage the Covid-19 pandemic – e.g. many HR policies have been updated to reflect the way that staff work from home as this is expected to become a feature of the future. Other policies have had temporary measures appended - e.g. remote committee meetings allowed by law for a defined period; consultation to be on-line only whilst working from home

Corporate Governance Framework – Documents and processes

<p>Principle A</p> <ul style="list-style-type: none"> Behaving with integrity Demonstrating strong commitment to ethical values Respecting the rule of law 	<p>Principle B</p> <ul style="list-style-type: none"> Openness Engaging comprehensively with institutional stakeholders Engaging with individual citizens and service users effectively 	<p>Principle C</p> <ul style="list-style-type: none"> Defining outcomes Sustainable economic, social and environmental impacts 	<p>Principle D</p> <ul style="list-style-type: none"> Determine interventions Plan interventions Optimise achievement of intended outcomes 	<p>Principle E</p> <ul style="list-style-type: none"> Develop the entity's capacity The capability of the entity's leadership and individuals are developed 	<p>Principle F</p> <ul style="list-style-type: none"> Manage risk Manage performance Robust internal control Manage data Strong public financial management 	<p>Principle G</p> <ul style="list-style-type: none"> Good practice in transparency Good practice in reporting Assurance and effective accountability
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Regulatory						
Appointment of statutory officers – Chief Executive (Head of Paid Service), Section 151 Officer (Chief Finance Officer) and Monitoring Officer (City Solicitor)	A				E	F G
Audit Committee	A		C		E	F G
Committee Report Template		B	C	D		F
Constitution (including contract procedure rules) and regular review	A	B	C	D	E	F G
Ethics & Engagement Committee	A				E	G
Executive Committee	A					G
Executive work Programme	A	B	C			
Freedom of Information Policy	A	B	C	D	E	F G
Member training programme & records	A	B	C	D	E	
Pre-meets with Committee Chairs		B				
Procedures for Part 'B' (Confidential) reports		B				
Publication scheme					E	
Scrutiny Committees	A		C			G
Annual Vision priority reports to Scrutiny & Executive		B	C		E	
Regular liaison meetings between statutory officers and external audit	A					F
Fortnightly Councillor Briefing	A	B				G

Finance						
Annual Audit Plan						F
Annual budget cycle						F G
Annual Governance Statement						F G
Annual Statement of Accounts						F G
Counter Fraud and Anti-Corruption Policy/Strategy, Tenancy Fraud Strategy and Fraud Response Plan	A					F
Budget Holder Manual			C			
Business Support Grant Service			C			
External Audit Value for Money conclusion						F
Financial Code self-assessment						G
Financial management arrangements conform to CIPFA Statement on Role of Chief Financial Officer in Local Government (2010)	A		C			G
Housing Revenue Account 20 Year Business Plan				D	E	
Medium Term Financial Strategy			C	D		
Monthly financial monitoring with budget holders	A		C			F
Procurement through dedicated experienced internal resource	A		C	D	E	
Revenues and Benefits Shared Service Delegation Agreement					E	
Quarterly performance & finance reporting		B	C	D	E	G
Transformation programme				D		
Treasury Management Strategy			C			
Value for Money statement						F
Compliance with the CIPFA Financial Management Code						F G
Internal Audit External Quality Assessment						F G
Internal Audit Manager compliance with CIPFA Head of Internal Audit Requirements 2019						F G
Compliance with CIPFA Prudential Code for Capital Finance						F G

HR						
Health and Safety Policy	A					
HR Policy Handbook - terms and conditions	A	B	C		E	F G
HR Health & well-being champion					E	
Job descriptions					E	
Joint Consultative Committee (with unions)					E	
Online staff training programmes					E	
People Strategy	A	B			E	G
Programme of management development					E	
Recruitment & selection procedures & processes	A	B			E	
Regular staff briefings					E	G
Staff appraisal system and one to ones	A	B			E	
Staff induction process					E	
Risk management training						F

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Principle A	Principle B	Principle C	Principle D	Principle E	Principle F	Principle G
<ul style="list-style-type: none"> Behaving with integrity Demonstrating strong commitment to ethical values Respecting the rule of law 	<ul style="list-style-type: none"> Openness Engaging comprehensively with institutional stakeholders Engaging with individual citizens and service users effectively 	<ul style="list-style-type: none"> Defining outcomes Sustainable economic, social and environmental impacts 	<ul style="list-style-type: none"> Determine interventions Plan interventions Optimise achievement of intended outcomes 	<ul style="list-style-type: none"> Develop the entity's capacity The capability of the entity's leadership and individuals are developed 	<ul style="list-style-type: none"> Manage risk Manage performance Robust internal control Manage data Strong public financial management 	<ul style="list-style-type: none"> Good practice in transparency Good practice in reporting Assurance and effective accountability

Corporate							
Vision 2025 (Strategic Plan) - setting out vision, priorities & core values	A	B	C	D	E	F	G
Vision 2025 Review Document		B	C	D		F	G
Vision 2025 Priority Theme Groups with regular delivery monitoring	A	B	C	D	E		G
One Council Programme	A	B	C	D			
Asset Management Plan			C				
Consultation & Engagement Strategy		B	C	D			
IT Security Policy	A					F	
Modern Slavery Act Transparency Statement & Charter against Modern Slavery	A						
Safeguarding & Domestic Abuse Policies		B					
Risk Management Strategy, Corporate Risk Management Toolkit and Strategic (& departmental) risk register	A		C	D		F	
Customer Experience Strategy		B	C				
Data Protection Policy, Data processing agreements and Data Sharing Protocols	A					F	
NET Consent - ensuring key documents are read and updated (quarterly review of Strategy and Policy register)	A				E		
Data transparency monitoring		B					G
Retention & Disposal Guidelines	A					F	
Central Lincolnshire Joint Strategic Planning Committee & Local Plan			C		E		
City Centre Master Plan			C				
City Centre Recovery Group			C				
Growth Conference		B					
Local Performance Management Framework		B	C			F	
Performance & Information Management System (PIMS)				D			
Benchmarking (e.g. CIPFA & LG Inform) through Lincoln City Profile			C		E	F	
Compliance with National Single Data List			C				
Data Quality Policy						F	
Partnership Policy and Guidance	A	B		D	E		G
Partnership & Service Level Agreements							G
CX meetings with leadership & opposition leader and regular Portfolio Holder/senior officer meetings	A	B	C	D	E	F	G
Corporate Management Team (CX & Directors - CMT), Corporate Leadership Team (Assistant Directors & CMT), Directorate Management Teams, Service Managers Forum & Team Meetings	A	B	C	D	E	F	G
Monthly summary of emerging government policy & guidance considered by CLT/CMT	A						
Service planning			C	D			
LGA Peer Review, service area external peer assessment and internal review	A				E		G
Neighbourhood Working in defined areas			C	D			
Equality and Diversity Policy	A	B	C	D			
Equality objectives, action plan and annual journal monitored through Equality & Diversity Advisory Panel	A	B	C	D			
Equality Analyses	A	B	C	D		F	
Intranet	A	B	C		E		
Website (e.g. Councillor complaints, code of conduct and register of interests, data transparency)	A	B	C	D	E	F	
Public Consultation (e.g. through Citizens Panel, On-line, 'Your Lincoln' online residents magazine and 'Home' tenants magazine)		B	C	D	E		

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Core Principle A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

The Council is responsible for using public resources to provide services for our citizens. We are accountable for how much we spend and for the way we use the resources with which we have been entrusted. In addition, we have an overarching mission to serve the public interest, by adhering to the requirements of legislation and government policies.

Ethical values and standards are defined in the Council's Constitution and should form the basis for all our policies, procedures and actions as well as the behaviour of our Members and staff.

Council officers are often involved with interpreting laws and this demands a high standard of conduct to prevent the council being brought into disrepute. We must demonstrate a strong commitment to the rule of law as well as compliance with all relevant laws.

It is therefore essential that we can demonstrate the integrity of all our actions and that we have mechanisms in place that encourage and enforce a strong commitment to ethical values and legal compliance at all levels.

1. The Council will maintain shared values including leadership values (openness, support and respect) both for the Council and its officers. These are defined in the constitution and reflect public expectations about the conduct and behaviour of individuals.
2. We use shared values as a guide for decision making and as a basis for developing positive and trusting relationships within the Council. We demonstrate this by adhering to the constitution.
3. We have adopted formal codes of conduct setting out standards of personal behaviour for Members and Officers.
4. We have an Audit Committee to raise awareness and take the lead in ensuring high standards of conduct are embedded within the Council's culture.
5. We have put in place arrangements to ensure that Members and staff of the Council are not influenced by prejudice, bias or conflicts of interest when engaging and making decisions with different stakeholders. Appropriate processes are in place to ensure that these arrangements are workable, including declaration of interests and anti-corruption policies.
6. We ensure that systems and processes for financial administration and control, together with protection of the Council's resources and assets, comply with ethical standards and are subject to monitoring of their effectiveness.
7. We will ensure availability of professional advice on matters that have legal or financial implications and this is recorded in advance of decision making if appropriate.
8. Officers will actively recognise the limits of lawful activity placed on them but at the same time work to utilise their powers to the full benefit of their communities.
9. Officers must observe all specific legislative requirements placed upon the Council, including any temporary or longer term requirements brought in as a result of the COVID-19 epidemic, as well as the requirements of general law, and

in particular integrate the key principles of administrative law into procedures and decision making.

10. We have put in place effective systems to protect the rights of staff. We ensure that policies for whistle-blowing are in place and are accessible to staff and those contracting with the Council, as well as arrangements for the support of whistle-blowers.
11. We will publish an Annual Governance Statement, signed by the Chief Executive and the Leader of Council to confirm that we are satisfied that we have effective governance arrangements in place.

Core Principle B: Ensuring openness and comprehensive stakeholder engagement

The council operates for the public good, and we make sure partners, in the private, public and voluntary sector as well individual citizens and service users are engaged in and have full access to information relating to decisions made. We therefore expect reports to decision makers to be open, provide all the necessary material to ensure informed decisions in the best interests of everyone in the city, and to have engaged stakeholders and service users in arriving at proposals under consideration. We must demonstrate that we act in the public interest at all times to maintain public trust and confidence. We will demonstrate clear reasoning for decision making and ensure that this is formally recorded for retrospective public scrutiny.

1. Vision 2025, which includes the council's vision, strategic direction, priorities, core values and annual action plan, has been through a robust development process, as well as consultation with key stakeholders, and is widely promoted. We will ensure that the Council's vision, strategic plans, priorities and aims are developed through robust mechanisms, and in consultation with the local community and other key stakeholders, and that they are clearly articulated and disseminated.
2. We will maintain a culture of accountability so that Members and Officers understand to whom they are accountable and for what.
3. We will strive to engage with stakeholders on an individual and collective basis to demonstrate that we deliver services and outcomes that meet the needs and expectations of the public. These arrangements will recognise that different sections of the community have different priorities and establish robust processes for dealing with these competing demands.
4. We will publish reports providing progress on Vision 2025 during the period of the plan.
5. An annual summary of financial statements, performance and the Annual Governance Statement will be published.
6. We will deliver effective scrutiny of the Council's business as appropriate and produce an annual report on the activities of scrutiny function.
7. We will ensure that the Council as a whole is open and accessible to the community, service users and staff and we are committed to openness and transparency in all dealings. We will attempt to publish all committee agenda items under "Part A" unless there is the need to preserve confidentiality where it is proper and appropriate to do so, when we will make use of "Part B".

Core Principle C: Defining outcome in terms of sustainable economic, social, and environmental benefits

Vision 2025 is a five year strategy and delivery plan, developed following wide consultation, and has an inclusive vision to deliver Lincoln's ambitious future. Progress towards achieving the vision, aligned with the key priorities, will be reported to and monitored by senior management and elected members. Service areas within directorates, and under the guidance of assistant directors, will be responsible for delivering individual projects to agreed timescales and budgets, with consideration for economic, social and environmental benefits which collectively will achieve our priorities. Reprofiting of the delivery plan has been started following the COVID-19 pandemic to focus on those areas of greatest need, whilst ensuring we achieve our vision in the longer term.

We also have in place the One Council approach, which is a programme of projects being undertaken to transform the way the council works ensuring we have the right tools, the right people and the right ways of working in place.

In addition, the council produces a Medium Term Financial Plan which is a financial representation of the Council's Vision and supports the priorities and a People Strategy which demonstrates how we will develop the capability and capacity to deliver the priorities. These will be reviewed on a regular basis to ensure they continue to reflect the vision of the Council and any significant changes caused as a result of COVID-19 pandemic.

1. We have made a clear statement of the Council's purpose and vision and use it as a basis for corporate and service planning.
2. We will publish a report each time we update the Vision to communicate the Council's activities and achievements, its financial position and performance.
3. We will ensure that those making decisions are provided with financial and non-financial information that is fit for the purpose – relevant, timely and gives clear explanations of technical issues and their implications.
4. We will identify and monitor service performance indicators which demonstrate how the quality of service for users is to be measured. This will include a phased introduction of an effective data collection system for all priority services.
5. We maintain a prudential financial framework, balance commitments with available resources; and monitor income and expenditure levels to ensure this balance is achieved.
6. We ensure compliance with the CIPFA codes regarding a Prudential Framework for Capital Finance and Treasury Management.

Core Principle D: Determining the interventions necessary to optimise the achievement of the intended outcomes

The Council clearly defines its priorities and plans which are aimed at delivering the outcomes that the Council intends. These will focus on delivering effective and efficient services for the residents. We assess the risks of not achieving those outcomes and ensure that there are mitigating actions in place to support the

achievement of intended outcomes. The Council's financial management arrangements ensure that there is adequate resource available to deliver those outcomes. The Council reviews progress against delivering those outcomes through its performance management arrangements.

1. We have made a clear statement of the Council's purpose and vision and use it as a basis for corporate and service planning.
2. We have risk management arrangements in place including mitigating actions to support the achievement of the Council's intended outcomes.
3. We have a local performance management framework in place which provides effective arrangements to monitor service delivery.
4. We will put in place effective arrangements to deal with a failure in service delivery and explore options for improving service delivery and outcomes for our residents.
5. We have prepared contingency arrangements including a disaster recovery plan, business continuity plans and arrangements for delivering services during specific emergency situations.
6. We provide senior managers and Members with timely financial and performance information.
7. We ensure that budget calculations are robust and reserves are adequate.
8. The Lincoln Project Management Model provides a framework for effective management of all projects.

Core Principle E: Developing the entity's capacity, including the capability of its leadership and the individuals within it

The council has a programme of review, linked to its financial sustainability programme aiming to ensure continual improvement. It also benchmarks, both at strategic and service level to ensure services operate efficiently and effectively.

As part of the One Council work – the Organisational Development Pillar will ensure the workforce have the necessary skills and behaviours to deliver the vision for the city and are effectively engaged to champion the council's priorities.

The Council will develop and retain a management structure that provides leadership and creates the opportunity for staff to work effectively and efficiently to achieve the Council objectives. We will provide training and support to enable staff to develop their skills so they can achieve their full potential.

1. Through the constitution we have set out a clear statement of the respective roles and responsibilities of the Council's Executive Committee and individual Members.
2. We have set out a clear statement of the respective roles and responsibilities of all other committees and senior officers.
3. We have developed protocols to ensure effective communication between Council Members and officers in their respective roles.
4. We have developed protocols to ensure that the Leader and Chief Executive negotiate their respective roles early in their relationship and that a shared understanding of roles and objectives is maintained.

5. We have set out the terms and conditions for remuneration of Members and officers and publish an Annual Pay policy statement in accordance with the requirements of the Localism Act 2011.
6. We have determined a scheme of delegated and reserved powers within the constitution and ensure that the scheme is monitored and updated when required.
7. We will ensure that effective management arrangements are in place at the top of the organisation.
8. The Chief Executive is responsible and accountable to the Council for all aspects of operational management.
9. The Chief Finance Officer is the Section 151 Officer and is responsible to the Council for ensuring that appropriate advice is given on all financial matters, for keeping proper financial records and accounts, and for maintaining an effective system of internal financial control.
10. The Chief Finance Officer will lead the promotion and delivery of good financial management, safeguarding public money and ensuring appropriate, economic, efficient and effective use of funds, together with professional accountability for finance staff throughout the Council
11. The City Solicitor is the council's Monitoring Officer and responsible to the Council for ensuring that the constitution is adhered to.
12. We will assess the skills required by Members including the understanding of financial systems. We will agree a personal development plan to develop skills and address any training gaps, to enable roles to be carried out effectively.
13. We will assess the skills required by officers through the appraisal process and address any training gaps, to enable roles to be carried out effectively.
14. We will develop skills on a continuing basis to improve performance, including the ability to scrutinise and challenge and to recognise when outside expert advice is needed.
15. We will ensure that the statutory officers have the skills, resources and support necessary to effectively perform in their roles and that these roles are properly understood throughout the Council.
16. We will ensure policies are kept up to date and refresher training is provided and taken up by staff where appropriate.
17. We ensure compliance with the CIPFA code for Financial Management

Core Principle F: Managing risks and performance through robust internal control and strong public financial management

The Council recognises the need to implement an effective performance management system that will allow us to deliver services effectively and efficiently. We understand that risk management, internal control and strong financial management are essential for us to achieve our objectives and we have put appropriate arrangements in place.

1. We will maintain an effective Audit Committee which is independent of the executive and scrutiny functions.
2. We will enable the Chief Finance Officer to bring influence to bear on all material decisions and provide advice on the levels of reserves and balances to be retained.

3. We will ensure that risk management is embedded into the culture of the Council, with Members and managers at all levels recognising that risk management is part of their job. The council has a risk management strategy, a Strategic Risk Register, directorate risk registers in place and all managers have received risk management training.
4. Internal control in the form of anti-fraud and whistle blowing policies as well as robust ICT security measures are in place. The council also has data management and data sharing policies and ensures compliance with the Local Government Transparency Code.
5. Performance is managed in accordance with the Local Performance Management Framework which has a 'golden thread' linking through from strategic to individual performance.
6. The council has an effective scrutiny function with three scrutiny committees (Performance, Community Leadership and Policy) and an overarching co-ordinating group, in addition to a separate Audit Committee. Members scrutinise both internal decisions and external matters of concern in the community.
7. We will ensure our arrangements for financial and internal control and management of risk are formally addressed within the annual governance reports.
8. We will ensure effective internal control arrangements exist for sound financial management systems and processes.
9. We ensure compliance with the CIPFA code for Financial Management

Core Principle G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

The Council recognises that effective accountability is concerned not only with reporting on actions completed but ensuring stakeholders are able to understand and respond as the Council plans and carries out its activities in an open, transparent and proportionate manner.

1. We comply with the local government transparency code and publish all required information in a timely manner.
2. We have established a medium term business and financial planning process in order to deliver - a financial strategy ensuring sustainable finances, a robust annual budget process ensuring financial balance and an adequate monitoring process, all of which are subject to regular review.
3. We have put in place effective transparent and accessible arrangements for dealing with complaints.
4. We will maintain an effective, scrutiny function which encourages constructive challenge and enhances the Council's performance overall.
5. We will maintain an effective Audit Committee which is independent of the Executive and Scrutiny committees.
6. We will ensure an effective internal audit function is resourced and maintained.
7. We will maintain open and effective mechanisms for documenting evidence for decisions and recording the criteria, rationale and considerations on which decisions are based.
8. We will attempt to publish all committee agenda items under "part A" unless there is the need to preserve confidentiality where it is proper and appropriate to do so.

9. We will put in place arrangements for whistle-blowing to which staff and all those contracting with the Council have access.
10. We will produce clear, timely, complete and accurate information for budget holders and senior officers relating to the budgetary and financial performance of the Council.
11. We will maintain effective arrangements for determining the remuneration of senior staff and publish an Annual Pay Policy statement in accordance with the requirements of the Localism Act 2011.

Annual Review of Corporate Governance

At the end of each financial year, the Council formally reviews the governance arrangements in place and produces an Annual Governance Statement.

The statement addresses any actions arising from the previous years' Annual Governance Statement and highlights any actions arising from the year under review. It also assesses the effectiveness and application of the Local Code of Governance and identifies any necessary changes and makes any relevant recommendations to the Council.

The review of effectiveness is a comprehensive piece of work and is informed by a range of sources of information including:

- Internal and External Audit Reports
- Council's performance in managing risk
- The council's overall performance management
- Assurances from third parties such as inspections
- The views of the Head of Internal Audit
- Individual views of senior management including CFO and CS
- Complaints received
- Ethics and standards issues

Appendix 1 and 2 below illustrate the full range of information sources that are utilised in that review. Appendix 2 also incorporates the quality assurance process the Annual Governance Statement passes through prior to adoption.

As part of the Audit Committee's governance role, the formal annual review will be undertaken by the Audit Committee on behalf of the Council.

The Annual Governance Statement is signed by the Leader of Council and the Chief Executive and is published with the Council's annual Statement of Accounts.

Further information on the operation of this code is available from:

Chief Finance Officer
Chief Executive's Dept.
City Hall, Beaumont Fee
Lincoln, LN1 1DD
Tel: 01522 873258

Email: Jaclyn.gibson@lincoln.gov.uk

1. Establish principal obligations and organisational obligations and organisational objectives

Mechanism established to identify statutory obligations and establish organisational objectives. Corporate governance arrangements are embedded within the authority. Performance management arrangements are in place.

2. Identify principle risks to achievement of objectives

Authority has robust systems and processes in place for identification and management of strategic and operational risk

These are the seven principles as set out in this Local Code of Corporate Governance.

3. Identify and evaluate key controls to manage principle risks

Authority has robust system of internal control including systems and procedures to mitigate principle risks.

4. Obtain assurance on effectiveness of key controls

Authority has identified appropriate sources of assurance and appropriate Insurance statements are received from designated internal and external assurance providers.

5. Evaluate assurances and identify gaps in control/assurances

Authority has made adequate arrangements to evaluate reports from defined internal and external assurance providers to identify areas of weakness in controls

6. Action plan to address weakness and assure continuous improvements of the system of corporate governance

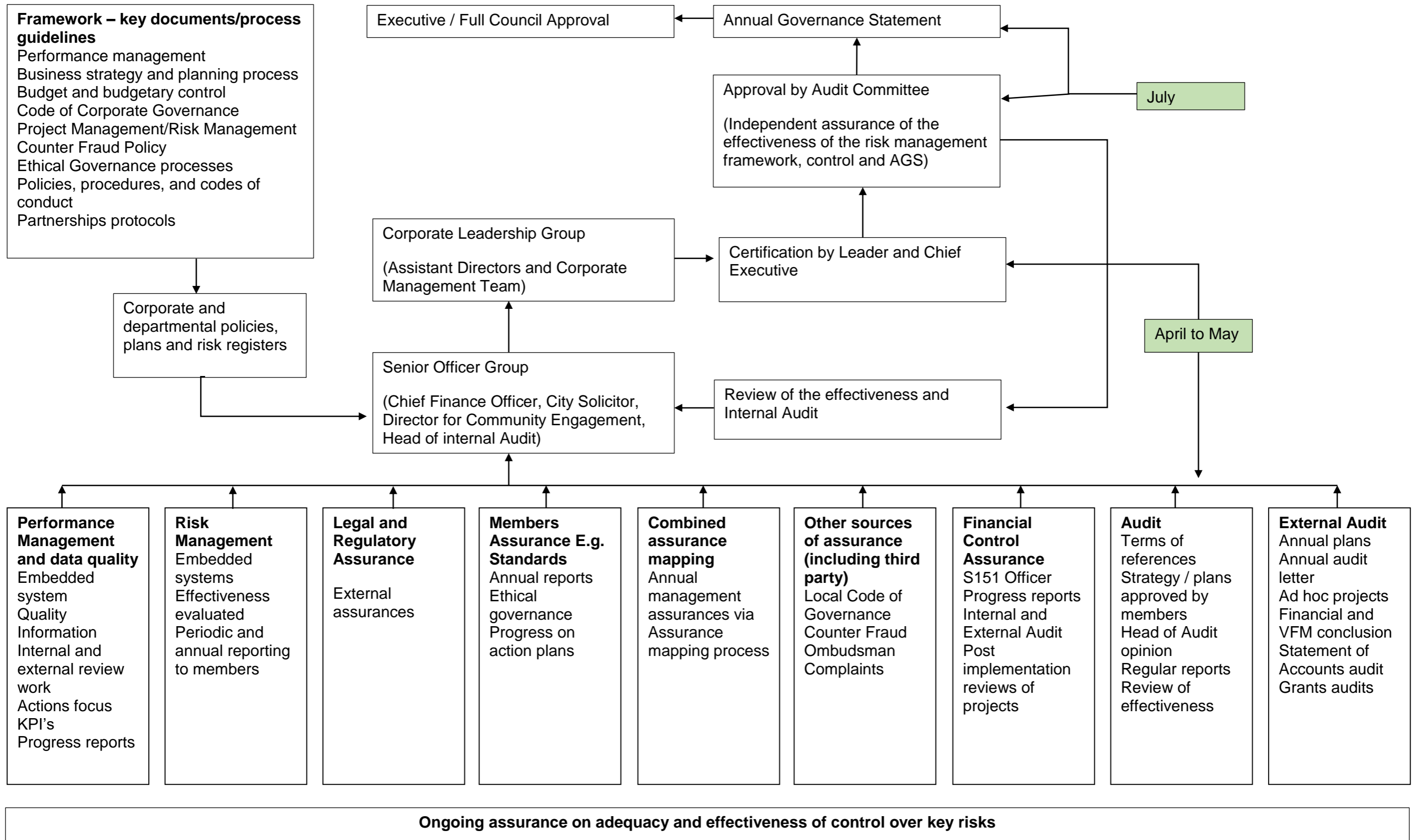
A robust mechanism exists to ensure that an appropriate action plan is agreed to address identified control weaknesses and is implemented and monitored

7. Annual Governance Statement

An annual governance statement has been drafted in accordance with statutory requirements and timetable set and is in accordance with CIPFA guidance

8. Report to Audit and Executive Committee

Annual report on the Annual Governance Statement is presented in accordance with the CIPFA pro-forma



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SUBJECT: COUNTER FRAUD POLICY/STRATEGY

DIRECTORATE: CHIEF EXECUTIVE AND TOWN CLERK

REPORT AUTHOR: JOHN SCOTT, AUDIT MANAGER

1. Purpose of Report

- 1.1 To present to an updated corporate Counter Fraud Policy/Strategy and action plan for 2021/22 for approval.

2. Executive Summary

- 2.1 The Council's Counter Fraud Policy/Strategy was last updated in 2018. The 2021 version takes account of the latest best practice guidance and updates the fraud action plan.

3. Background

- 3.1 The Council has a range of Counter fraud policies, procedures and guidance. The Corporate policy/Strategy aims to provide the high-level framework and direction which guides activity and other policy areas.
- 3.2 Fighting Fraud and Corruption Locally 2020 is the updated counter fraud and corruption strategy for local government. It provides a blueprint for a coordinated response to fraud and corruption perpetrated against local authorities with the support of those at the top.
- 3.3 By using the Fighting Fraud and Corruption Locally 2020 as a blueprint for the Council's local policy/strategy the aim is to:
- develop and maintain a culture in which fraud and corruption are unacceptable
 - understand the harm that fraud can do in the community
 - understand fraud risk
 - prevent fraud more effectively
 - use technology to improve response
 - share information and resources more effectively
 - better detect fraud loss
 - bring fraudsters to account more quickly and efficiently
 - improve the recovery of losses
 - protect those at risk.

4. Changes to the policy/strategy

- 4.1 In the main, the Council's updated policy/strategy is similar to the previous one. This version recognises the increased risks to victims and the local community.

There is more emphasis on tackling cross-boundary and organised fraud and corruption attempts, as well as addressing new risks such as social care fraud and cyber issues.

4.2 The new approach covers the following strands: Govern: Acknowledge: Prevent: Pursue and Protect. There is additional focus on 'govern' and 'protect'. It continues to incorporate 6 'C' considerations. Protect focus is on recognising the harm that fraud can cause in the community – it is about protecting the Local Authority and its' residents from fraud.

4.3 There is also greater emphasis on economic crime – referred to as "a broad category of activity involving money, finance or assets, the purpose of which is to unlawfully obtain a profit or advantage for the perpetrator or cause loss to others"

4.4 **The key strands:**

- **Govern** Having robust arrangements and executive support to ensure anti-fraud, bribery and corruption measures are embedded throughout the organisation. Having a holistic approach to tackling fraud is part of good governance.
- **Acknowledge** Acknowledging and understanding fraud risks and committing support and resource to tackling fraud in order to maintain a robust anti-fraud response.
- **Prevent** Preventing and detecting more fraud by making better use of information and technology, enhancing fraud controls and processes and developing a more effective anti-fraud culture.
- **Pursue** Punishing fraudsters and recovering losses by prioritising the use of civil sanctions, developing capability and capacity to investigate fraudsters and developing a more collaborative and supportive local enforcement response. Local authorities have achieved success by following this approach; however, they now need to respond to an increased threat and protect themselves and the community.
- **Protect** Protecting against serious and organised crime, protecting individuals from becoming victims of crime and protecting against the harm that fraud can do to the community. For a local authority this will also cover protecting public funds, protecting its organisation from fraud and cybercrime and also protecting itself from future frauds.

4.5 Local authorities can ensure that their counter fraud response is comprehensive and effective by considering their performance against each of the six themes – the six Cs covered by the current FFL are:

- Culture
- Capability
- Competence
- Capacity

- Communication
- Collaboration

- 4.6 There is a greater emphasis on collaboration with a need for collaboration across sectors, local law enforcement and with suppliers and external organisations.

There is greater reference about protecting the vulnerable from fraud.

The strategy will continue to review where there is a business case to invest in counter fraud activity – in order to generate savings by preventing and recovering losses. This together with continued emphasis on the benefits of a pro-active approach with prevention measures and projects being undertaken using data analytics where possible.

- 4.7 In terms of implementing the policy/strategy there is a programme of work, as attached at Appendix B) to ensure a strong counter fraud culture across the Council led by officers with counter fraud responsibility. This annual counter fraud action plan is agreed by Corporate Management Team and the, and reflects resources available. The action plan is linked to fraud risks. Outcomes from the plan are reported as part of the half yearly fraud reports to the Audit Committee.

5. Strategic Priorities

- 5.1 Adopting an appropriate Counter Fraud Policy will contribute to all of the Council's strategic priorities by enhancing the robustness of the control environment and governance mechanisms that directly or indirectly support the priorities.

6. Organisational Impacts

- 6.1 Finance (including whole life costs where applicable)

There are no direct financial implications arising from this report. However, the application of approved anti-fraud policies is intended to protect the Council against loss through fraud and corruption.

- 6.2 Legal Implications including Procurement Rules

There are no direct legal implications arising from this report.

- 6.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

7. Risk Implications

- 7.1 Whilst Internal Audit assist in the implementation of the Counter Fraud Policy, and officers within service areas undertake specific counter fraud activities, capacity across the organisation remains limited (as is recognised in the combined assurance assessment).

The Council continues to work with local partners to make the best use of combined resource and will continue to seek additional funding for dedicated one-off fraud related activities if it becomes available.

By updating the fraud risk register, developing work plans and seeking support of partners through the LCFP, the Council aims to maintain focus on counter fraud.

8. Recommendation

- 8.1 That the updated corporate Counter Fraud Policy/Strategy and action plan for 2021/22 be approved.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? Two

List of Background Papers: None

Lead Officer: John Scott, Internal Audit Manager
Telephone (01522) 873321

COUNTER FRAUD and ANTI-CORRUPTION POLICY/STRATEGY

CONTROL

Owner / Policy Lead Officer: Chief Finance Officer / Audit Manager

Location: City Hall, Beaumont Fee, Lincoln

Consultation/Approval Audit Committee / Executive

Date: June 2021 Previous review December 2018

Review Arrangements: Every two years (Owner/Policy Lead Officer and Audit Committee)

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2. Scope
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 - b. Acknowledge,
 - c. Prevent and detect
 - d. Pursue and
 - e. Protect.
5. Training
6. Compliance with legislation, regulations and procedures
7. Outcomes
8. Risks
9. Further Information

1.INTRODUCTION

Fraud affects the UK across all sectors and causes significant harm.

The City of Lincoln Council takes a zero-tolerance stance to all forms of fraud, corruption and theft, both from within the Authority and from external sources. We recognise fraud can impact on our organisational and strategic objectives and:

- undermine the standards of public service that the Council is attempting to achieve
- reduce the level of resources and services available for the residents of Lincoln
- result in major consequences which reduce public confidence in the Council

The Council's Policy Statement:

The Council is opposed to any form of fraud or malpractice. The Council is committed to operating in an open and honest way in order to:-

- ***Prevent , deter and detect fraud and malpractice;***
- ***Allow scrutiny and investigation to take place, both internally and externally***
- ***Allow rigorous enforcement to take place; and***
- ***Reinforce good practice and prevent reoccurrence***

This policy is supported by senior management and elected members The aim is to ensure that we have a clear counter fraud and corruption culture, which is part of daily business, which links to our strategy of Govern, Acknowledge, Prevent, Pursue and Protect.

2.SCOPE

This Policy/Strategy applies to:

- All City Council employees and Councillors
- Staff and Committee members of council funded organisations
- The City Council's partners
- The City Council's suppliers, contractors, and consultants
- City of Lincoln residents, businesses, and other stakeholders/third parties

Fraud Descriptions

What is Fraud?

The Fraud Act 2006 details the legal definitions of fraud and is used for the criminal prosecution of fraud offences. The Council also deals with fraud in non-criminal disciplinary matters.

Fraud is a deception which is deliberate and intended to provide a direct or indirect personal gain. The term "fraud" can include criminal deception, forgery, blackmail, corruption, theft conspiracy or the covering up of material facts and collusion. By using deception a fraudster can obtain an advantage, avoid an obligation or cause loss to another party. The Fraud Act 2006 has the following criminal offences:

- False representation
- Failure to disclose information
- Abuse of position
- Obtaining services dishonestly and of possessing,
- Making and supplying articles for use in fraud

What is Corruption?

Corruption is the offering or acceptance of inducements for direct or indirect personal gain designed to influence official action or decision making. These inducements can take many forms.

Bribery Act 2010

The Bribery Act 2010 reforms the criminal law to provide a new, modern and comprehensive scheme of bribery offences that will enable courts and prosecutors to respond more effectively to bribery at home or abroad.

Bribery - 'the offering, promising, giving, soliciting, agreement to accept or acceptance of a financial or other advantage which may induce or reward a person to perform improperly a relevant function under 'The Bribery Act 2010.'

Bribery Act Offences

The Act creates the following offences relevant to the Council:

- Offences of bribing another person,
- Offences relating to being bribed; and
- Offences relating to the bribery of foreign public officials.

See the Councils separate Anti-bribery policy

What is Theft?

Theft is stealing any property belonging to the Council or which has been entrusted to it (i.e. client funds), including cash, equipment, vehicles and data. A person is guilty of theft if he or she dishonestly takes property belonging to someone else and has no intention of returning it. Theft does not necessarily require fraud to be committed.

What is Money Laundering?

Money laundering is the process by which criminals attempt to 'recycle' the proceeds of their criminal activities in order to conceal its origins and ownership and which leaves them with money that cannot be traced back. Detailed guidance is set out in the Council's Anti-Money Laundering Policy.

3. AIMS AND OBJECTIVES

We aim to:

- Reduce fraud and loss to an absolute minimum
- Protect the Council's valuable resources and reputation by ensuring they are not lost through fraud but are used for improved services to Lincoln residents
- Create a Counter Fraud culture which in beating fraud and corruption is part of daily business and highlights the Council's zero tolerance of fraud, corruption and theft, which defines roles and responsibilities and actively engages everyone – the public, staff, managers and policy makers
- Provide the best counter fraud service which will
 - Proactively deter, prevent and detect fraud, corruption and theft
 - Investigate suspected or detected fraud, corruption or theft
 - Enable the Council to apply appropriate sanctions and recover all losses
 - Provide recommendations to inform policy, system and control improvements, thereby reducing the Council's exposure to fraudulent activity.

Effective counter fraud and anti-corruption arrangements are part of good governance and the wider governance framework of the Council (the Council's "Code of Corporate Governance"). The Council recognises the importance of developing a culture that is resilient to these threats.

Where possible, we will look at opportunities to improve resilience and also achieve financial savings from fraud work.

A number of specific measures have been set to measure counter fraud outcomes (Section 7).

4. STRATEGY

This strategy draws on best practice from the 2020 Fighting Fraud and Corruption Locally Strategy

Our strategy is based upon five key principles: Govern, Acknowledge, Prevent, Pursue and Protect.



Accompanying the five principles are six overarching themes to assist the organisation ensure that our counter fraud response is comprehensive and effective. These are often referred to as the six Cs.

Culture

Create a culture in which beating fraud and corruption is part of normal business

Capability

Ensuring that the range of counter fraud measures deployed is appropriate to the fraud risks

Capacity

Deploying the right level of resources to deal with the level of fraud risk

Competence

Having the right skills and standards in place

Communication

Raising awareness, deterring fraudsters sharing information and celebrating success

Collaboration

Working together across internal and external boundaries with colleagues and other agencies, sharing resources, information skills and learning

4.1.Govern

The pillar of 'govern' sits before 'acknowledge'. It is about ensuring the right tone from the top and having arrangements in place that are designed to promote and ensure probity and propriety in the conduct of the Council's business.

The Council will ensure there are robust arrangements and executive support to ensure antifraud, bribery and corruption measures are embedded throughout the organisation. This is further outlined in the roles and responsibilities section below.

The internal arrangements that are put in place will be communicated throughout the organisation and be publicly available to demonstrate the culture and commitment to preventing fraud. That will include the Counter Fraud and Corruption Policy/Strategy, other counter fraud policies and the counter fraud action plan.

The Council will communicate its' activity and successes.

The Council has a zero-tolerance policy approach to fraud and corruption, which will be monitored and included within update reports.

This counter fraud and corruption policy/strategy and the annual counter fraud action plan applies to all aspects of the local authority's business. It will be communicated throughout the Council and acknowledged by those charged with governance (CMT, Audit Committee, Executive)

The Council has put in place arrangements to prevent and detect fraud and corruption in line with this strategy and the effectiveness of these arrangements is reported to Audit Committee within half yearly reports.

Programme of work (the counter fraud and corruption annual plan)

There is a programme of work to ensure a strong counter fraud culture across the Council led by officers with counter fraud responsibility.

The annual counter fraud action plan is agreed by Corporate Management Team and the Audit Committee, and also reflects resources available. The action plan is mapped to fraud risks.

Outcomes from the plan are reported as part of the half yearly fraud reports. Statistics are collated by relevant sections/teams and included.

The plan covers all areas of the local authority's business and may include activities undertaken by contractors and other third parties. The plan includes proactive counter fraud work which covers risks identified in the fraud risk assessment (the fraud risk register).

Fraud projects may be undertaken using data analytics where possible.

Where appropriate the fraud response plan / counter fraud action plan is linked to the internal audit plan (there may be some specific internal audits being undertaken)

The Lincolnshire Counter Fraud Partnership is a key element of the action plan.

Collaboration and benchmarking

Officers with counter fraud responsibility work jointly with other agencies as appropriate.

The Council collaborates through the Lincolnshire Counter Fraud partnership, a collaboration of Lincolnshire Councils, led by Lincolnshire County Council.

The Council may share data across its own Directorates and between other agencies, in line with data protection laws.

BENCHMARKING AND PARTNERSHIPS

The Council will participate in County wide (and other) partnerships where these can add value to existing arrangements, such as the Lincolnshire Counter Fraud Partnership. To help evaluate the experience of fraud and effectiveness of fraud risk management the council will participate in comparative or benchmarking activities (e.g. CIPFA)

The County Finance Officers group has a role in reviewing proposed fraud projects, particularly those which involve collaboration across the different Councils of Lincolnshire.

Other current partnerships include DWP/SFIS for housing benefit

Where there are counter fraud activities conducted collaboratively or where there is sharing of fraud resources, these arrangements will be set out in appropriate agreements in terms of the arrangements and responsibilities

The Council also aims to ensure that its counter fraud arrangements meet best practice – from CIPFA and the Government – the Council will seek support of LCFP to help review its self-assessment.

COUNTER FRAUD STRATEGY ROLES

The Chief Executive

Ensures the right tone from the top

Ensures that the authority is measuring itself against best practice

Ensures there is trained counter fraud resource in the organisation or the council access to one

Ultimately accountable for the effectiveness of the Council's arrangements for countering fraud and corruption

CMT (Corporate Management Team)

CMT collectively own and support the Counter fraud policy/strategy and have a responsibility to help improve awareness and promote appropriate behaviours.

CMT will review the fraud risk register alongside the strategic risk register at least annually or on a six monthly basis (by exception). CMT will periodically review fraud outcomes, fraud work plan and resources. CMT will review and approve any changes to the Counter fraud policy/strategy.

Assistant Directors, Managers, Team Leaders

The AD group will monitor the policy/strategy, fraud risk register (annually or six monthly), and action plan with the CFO.

AD's and Service managers will promote staff awareness, refer all suspected fraud and apply the policy of zero tolerance (the opposition to any form of fraud or malpractice). They will assess the risk of fraud, corruption and theft in their service areas, help maintain the corporate fraud risk register, and reduce these risks by implementing strong internal controls. They will take ownership of actions within their service area.

The Section 151 officer/CFO

The S151 officer, assesses resources and capability, including internal audit and other service areas where there is a counter fraud response.

Where appropriate officers have sufficient access to carry out their work.

Ensuring a Portfolio Holder has counter-fraud within their remit.

Activity is reported upon, including success and future plans

Officers are independent of process, as far as possible.

Working with other colleagues / LCFP to horizon scan future fraud risks.

The Chief Finance Officer will be the accountable person to lead the organisation's approach and implement the policy. The CFO will work closely with the Chief Executive, CMT and Assistant Directors, City Solicitor as well as Internal Audit and partners to ensure the Council has adequately resourced and effective counter fraud arrangements. The CFO will monitor the risk register and fraud work plan with AD group

Internal Audit

To assist in the development and implementation of the Counter Fraud Policy and fraud risk assessment; investigate cases of suspected fraud where appropriate. To consider fraud risk and to make recommendations to improve controls and reduce the risk of fraud in the future.

To participate in counter fraud partnerships.

The Assurance Lincolnshire partnership provides access to a dedicated counter fraud team.

Reviews whistleblowing communications, alongside statutory officers and the HR Manager

Officers leading on counter fraud and corruption

Across the Council there are a range of officers with responsibility for counter fraud activity, as part of regular service-based activity or specific projects.

The Monitoring Officer

Members, audit committee and portfolio leads are aware of counter fraud activity and counter fraud training is available to them.

To advise Councillors and Officers on ethical issues, standards and powers to ensure the Council operates within the law and statutory Codes of Practice. To adopt responsibilities set out in relevant counter fraud policies. To liaise with officers responsible for Counter fraud delivery

The Audit Committee

Receives a report at least once a year (usually two reports) on the counter fraud activity, and risk assessment, which includes proactive and reactive work and how resources are being allocated. The external auditor is also aware.

The audit committee support proactive counter fraud activity and this is included within their terms of reference. The audit committee can provide challenge to the level of activity to ensure it is appropriate in terms of fraud risk and resources.

The Audit Committee will be made aware of what counter fraud activity can be undertaken and link with the various national reviews of public audit and accountability. The relevant portfolio holder is also up to date and understands the activity being undertaken to counter fraud and corruption.

To monitor the Council's counter fraud and corruption policies / strategies and consider the effectiveness of the whistle blowing and counter fraud and corruption arrangements including reviewing and monitoring the counter fraud work plan and actions.

The Portfolio Lead

Receives a regular report that includes information, progress and barriers on fraud risk and mitigation

Human Resources

Are responsible for providing advice in cases involving disciplinary investigations and disciplinary action.

Ethics and Engagement Committee

Promoting and maintaining high standards of conduct by elected Members and co-opted Members

Councillors

To support and promote the development of a strong counter fraud culture

External Audit

The external auditor has a responsibility to review the authority's arrangements to prevent and detect fraud and corruption and seek appropriate assurances

Employees

To comply with Council policies and procedures, to be aware of the possibility of fraud, corruption, theft and to report any genuine concerns

Lincolnshire County Finance Officer Group

This group has a role in working together on counter fraud and considering initiatives linked to specific fraud risks; it also acts as a liaison point for the LCFP

Lincolnshire Counter Fraud Partnership (LCFP)

The LCFP is a partnership involving all the 8 Councils of Lincolnshire. It helps co-ordinate counter fraud projects, identify risks and improve awareness and training.

4.2. Acknowledge

The Council assesses and understands its key fraud risks. The risks of fraud and corruption are considered as part of the Council's overall risk management strategy.

We acknowledge that we must respond to ever increasing and sophisticated threats.

In order to create an appropriate counter fraud response the Council must acknowledge and understand its fraud risks. It then commits the right support and appropriate resource to tackle fraud.

Some examples include housing benefit/ council tax support, tenancy fraud, council tax fraud, cyber fraud.

We communicate the risks to those charged with Governance, including the Corporate management team and the Audit Committee

The risk assessment ensures a proper assessment of its fraud and corruption risks, and this feeds into the fraud and corruption action plan (the fraud response) to deal with them.

Fraud loss estimates (local and national) are used to help assess the risk of fraud where these are available.

Mitigation actions which are relevant to reduce the risk level are included within the register. These include internal control measures which will be used to prevent fraud occurring or aid early detection.

The fraud risk register will be reviewed and monitored by CMT and Audit Committee (at least annually) including actions. Detailed monitoring will take place by the CFO and AD group. This will include monitoring any actions in response to the risks of fraud and corruption.

Where there are significant or increasing fraud risks these will be brought to the attention of management.

Service Managers will escalate fraud risk concerns to their Assistant Director and CFO where appropriate and discuss mitigation.

Fraud risk assessment will be undertaken for significant new operations or changes in processes.

This strategy recognises the increase in Economic crime which refers to a broad category of activity involving money, finance or assets, the purpose of which is to unlawfully obtain a profit or advantage for the perpetrator or cause loss to others. This can include fraud against the individual, private sector and public sector, terrorist financing, sanctions contravention, market abuse, corruption and bribery, the laundering of proceeds of all crimes.

Resource

The Council assesses the risks (and potential future risks) and commits proportionately the right level of support and resources. This assessment includes the understanding of the harm that fraud may do in the community (see the Protect strand to this strategy).

Not every local authority requires a large team; the Council assesses the current fraud risk levels and tailors the action plan accordingly. This includes access to resources with the right capabilities and skills. This could be existing staff, bought in resource, or a mix of the two. The Council can also draw on expertise within the Lincolnshire Counter fraud partnership.

Investigations will comply with appropriate regulations and procedures.

The Council has registered with the FFCL Knowledge Hub, so it has access to directories and other tools.

Where appropriate staff will be professionally trained and accredited, or this resource will be bought in. The Council has access through partnerships/ other local authorities/ or funds to buy in for specialist staff for example surveillance, computer forensics, asset recovery, financial investigations. Officers involved within Counter fraud activity have adequate knowledge and skills.

Fraud officers have unfettered access to premises and documents for the purposes of counter fraud investigation.

The Council will aim to benchmark fraud resources, with the LCFP, which supports counter fraud activity and the work plan.

Resources are already used to

- Facilitate the CoIC/DWP/SFIS partnerships
- Manage and investigate NFI cases
- Liaise with the LCFP
- Deliver linked projects / Fraud action plan
- Implementing the tenancy fraud strategy
- Assessing and managing fraud risks
- Investigating fraud cases
- Receive and monitor whistleblowing cases
- Develop and deliver fraud training
- Receive and communicate current fraud risks/threats

4.3. Prevent (and Detect)

It is nearly always more cost-effective to prevent fraud than to suffer the losses or investigate after the event. This is key to developing a more effective anti-fraud culture.

The Council will make the best use of information and technology to help prevent and detect fraud.

Fraud controls and processes where possible will be enhanced. This is an ongoing process and is also part of the fraud risk register review alongside other review work. Where possible the Council will set in place controls to prevent fraudsters from accessing services.

For example the technology to establish identity, check documents and cross-check records is becoming cheaper and more widely used and should be applied internally and externally for example to potential employees as well as service users.

Prevention measures and projects are undertaken using data analytics where possible.

Audit and other staff are consulted to fraudproof new policies, strategies and initiatives across departments. This forms part of the report to committee.

Internal audit, management and third parties will carry out work in high risk areas

Internally some key areas of prevention include:

- monitoring compliance with standards of conduct across the local authority covering codes of conduct including behaviour for counter fraud, anti-bribery and corruption, register of interests, register of gifts and hospitality. Members and staff are aware of the need to make appropriate disclosures of gifts, hospitality and business. This is checked and reported to committee.

- The local authority undertakes recruitment vetting of staff prior to employment by risk assessing posts and undertaking appropriate checks

Whistleblowing

There is an independent and up-to-date whistleblowing policy which is monitored for take-up and can show that suspicions have been acted upon without internal pressure. These arrangements ensure that staff and the public have access to fraud and corruption whistle-blowing communications channels such as a helpline, and are kept under review.

Contractors and third parties may be sign-posted to the whistleblowing policy. There is no discrimination against whistle-blowers.

Arrangements should meet best practice

4.4. Pursue

The Council will prioritise fraud recovery and the use of civil sanctions / penalties where appropriate. Asset recovery and civil recovery are considered.

We will apply realistic and effective sanctions for individuals or organisations where an investigation reveals fraudulent activity. This may include legal, criminal and disciplinary action where appropriate

Sanctions and redress will vary between fraud risk areas and respective policies. The “further information” section below provides more details of current policies and strategies.

A crucial element of our response to tackling fraud is recovering any assets or money lost through fraud – this is an important part of our strategy and will be rigorously pursued where appropriate

We may recover expenses incurred in the cost of the investigation as well as any direct loss. For significant risk areas this will be set out in relevant policies (see further information)

We will develop capability and capacity to investigate and pursue/punish fraudsters

We will develop a collaborative and supportive enforcement response on sanctions where possible. This may include collaborating across geographical and sectoral boundaries, with local law enforcement and with suppliers and external organisations.

All allegations of fraud and corruption are risk assessed as part of response. See the Fraud Response document Appendix A

We will learn lessons and close the gaps if we are subject to fraud and learn lessons from others that have been subject to fraud. Weaknesses revealed by instances of proven fraud and corruption are scrutinised carefully and fed back to fraud-proof systems.

Successful cases of proven fraud/corruption will be publicised internally and externally to raise awareness.

We will actively review where there is a “business case” to invest in counter fraud activity –in order to generate savings by preventing and recovering losses.

4.5. Protect

The Council recognises the increased risks to victims and the local community.

This includes protecting against serious and organised crime, protecting individuals from becoming victims of crime and protecting against the harm that fraud can do to the community.

We undertake initiatives locally and will work with our partners to reduce the risks to the local community. For example, the Council is part of the “Friends against scams” initiative and we have links through the Lincolnshire Counter Fraud partnership to the local Community Safety Strategy/Partnership.

For the Council this will also cover protecting public funds, protecting the organisation from fraud and cyber-crime and also protecting itself from future frauds. This theme lies across all the pillars of this strategy.

5. TRAINING

It is important to have the right skills and standards to address the fraud risks identified and to investigate and conduct investigations. The work plan will identify any skills training required. There are resource limitations (for example accredited investigators) and options will need to be considered where they are required.

We recognise that general fraud awareness training is appropriate for all staff and members and will be delivered. Counter fraud awareness is part of the wider training requirements covering ethical conduct.

6. COMPLIANCE WITH LEGISLATION, REGULATION, PROCEDURES

All relevant legislation and other requirements will be adhered to as part of any counter fraud work

This will include:

- Data matching
- NFI
- Information sharing
- RIPA

When undertaking data matching appropriate data protection notices, data sharing protocols and impact assessments are put in place in accordance with agreed protocols.

7. OUTCOMES

Investigation itself does not represent the outcomes of counter fraud work. We recognise that by preventing fraud we will reduce losses and the delivery of our counter fraud work plan will improve overall outcomes and achieve the aims and objectives of the policy. We will measure the effectiveness of our counter fraud arrangements by focussing on such outcomes as;

- Delivery of pro-active counter fraud work (the action plan)
- Ensuring high levels of fraud awareness (internally and externally)
- Zero tolerance to fraud (number of referrals / ensuring suspicions reported and action taken)
- Successful engagement with partners

We will monitor these outcomes and will include within update reports

There are number of fraud areas where we will capture statistical information (See 9.4.1)

8. RISKS TO THE POLICY/STRATEGY

There is limited capacity in the organisation in some areas to support counter fraud activities due to the focus being on other priorities, such as maintaining key services and meeting budget savings.

Investigators have transferred to DWP – SFIS and there are limited budgets to train staff post SFIS. Some authorities retained skilled investigators and we will work with local partners to make the best use of our combined resources. Where there are opportunities for additional funding, this may be directed at training and / or new resources to investigate fraud.

By updating the fraud risk register, developing a new work plans and seeking support of partners through the LCFP, the Council aims to maintain focus on counter fraud. The Council has in the past been successful with partners in securing dedicated one–off fraud related funds and will continue to seek additional funding when and if it becomes available.

Other risk areas include lack of incentives, data sharing, information sharing risks and powers.

9. FURTHER INFORMATION

Information on counter fraud and policies is available on the Council's website

9.1.List of Council Fraud Related Policies and Guidance

- Counter Fraud and anti-corruption policy/strategy (this policy)
- Anti-Money laundering policy
- Anti-Bribery policy
- Benefit fraud, sanctions and prosecutions policy
- RIPA policy
- Whistleblowing policy
- Tenancy Fraud Strategy
- Counter Fraud risk register
- Fraud awareness course

Further information and guidance:

- Website - fraud information page
- Counter fraud leaflet
- Financial and contract procedure rules
- Codes of conduct
- Gifts and hospitality register
- Register of interests
- IT security policy
- Data protection policy
- Data transparency

9.2.Crime Prevention Organisations and Partnerships:

National Crime Agency (NCA) leads work against serious and organised crime. Regional Organised Crime Units provide high end specialist capability, including regional fraud teams to local forces tackling the threat from serious and organised crime in their region. Organised crime can affect local authorities including money laundering, identity crime, intellectual property crime and theft of assets.

Action fraud is the UK's national central reporting centre for fraud and cyber crime . Action fraud is run by the City of London Police.

Local Police liaison

There are regular local Police liaison meetings between senior Council officers and senior Police Officers.

There are links to the local economic crime unit.

Safer Lincolnshire Partnership

The Safer Lincolnshire Partnership is the single multi-agency forum for addressing community safety issues across Lincolnshire.

The Safer Lincolnshire Partnership aims to:

- Reduce crime and disorder and increase the safety of individuals and communities across Lincolnshire

- Ensure those living, working or visiting Lincolnshire feel safe and are equipped to cope with any hazards or threats they may encounter SLP Handbook 2018-2021
- Improve communication, coordination and cooperation between agencies allowing them to work together more efficiently and effectively

Lincolnshire Counter Fraud Partnership

Partnerships covering the Councils of Lincolnshire to deliver joint projects and provide local support to counter fraud

Citizens Advice

How you report the scam to Citizens Advice depends on the type of scam it is
Victims of fraud can receive support from Victim Lincs at their website [Victim Lincs](#)

Single Fraud Investigation Service (SFIS)

The Single Fraud Investigation Service (SFIS) is a partnership between DWP Fraud Investigation Service, HMRC and local authorities

National Anti-fraud Fraud Network (NAFN)

NAFN Data and Intelligence Services are a public sector organisation which exists to support members in protecting the public interest. We are one of the largest shared services in the country. The aim is to be the most effective and efficient point of contact through which members can acquire data, intelligence and knowledge to support their investigations, protecting the public purse and safeguarding the community.

National Investigation Service (NATIS)

Tackling serious organised crime, bribery and corruption affecting the public sector in the United Kingdom

9.3. Counter Fraud Good Practice:

Cifas is the current secretariat for Fighting Fraud and Corruption Locally (FFCL)

CIPFA Protecting your supply chain from fraud, an accessible reminder of the continuing risks to supply chains posed by fraud and corruption, many of which are exacerbated by emergency circumstances.

CIPFA's Counter Fraud and Corruption Tracker (CFaCT) survey is the annual survey of the fraud and corruption detected in local authorities across the UK. It gives a national picture of fraud, bribery and corruption across UK local authorities and the actions being taken to prevent it.

9.4. The Transparency Code/ data

DCLG published the transparency code to strengthen transparency within local government. The Code legally requires local authorities to publish annually details of their counter fraud work. Key areas cover employees, amount spend and number of fraud cases.

Transparency Data

- Number of occasions they use powers under the Prevention of Social Housing Fraud (Power to Require Information) (England) Regulations 201432, or similar powers
- Total number (absolute and full time equivalent) of employees undertaking investigations and prosecutions of fraud
- Total number (absolute and full time equivalent) of professionally accredited counter fraud specialists
- Total amount spent by the authority on the investigation and prosecution of fraud
- Total number of fraud cases investigated

General Data

Fraud Areas subject to monitoring (where appropriate inclusion in the six monthly annual report to Audit Committee) – number of cases, value of fraud

- Procurement
- Insurance (Fraud) Claims
- Investments
- Economic & Voluntary Sector Support
- Debt
- Expenses
- Payroll
- Recruitment
- Pensions
- Mandate Fraud
- Manipulation of Data (financial and non-financial)
- Other Fraud
- No Recourse to Public Funds
- Ctax CTR
- Ctax SPD
- Ctax other
- Business rates
- Housing benefit
- Housing right to buy
- Housing sub letting
- Housing other

Appendix A

FRAUD RESPONSE

Referral and Investigation

Note that there are separate response processes and policy linked to the fraud response for housing benefit, council tax support, tenancy fraud etc.

In accordance with its objective of deterring fraud and dishonesty, the Council will pursue any remedies at its disposal, including prosecuting and recovering its losses from those responsible, and (in the case of employees) taking disciplinary action.

Where there are fraud concerns identified (or reasonable grounds for believing that a criminal offence has been committed), whether by a Councillor, employee or member of the public, the matter will (usually) initially be investigated and assessed by the Council's Internal Audit Section. If there is insufficient evidence to proceed a record of the decision will be made and appropriate feedback provided to the referrer.

Where there is believed to be sufficient evidence to proceed, a strategy meeting will be held with the Chief Finance Officer, the relevant Director (or Assistant Director), City Solicitor or Legal Services Manager, Human Resources Manager. Consultation will of course depend on the nature and scope of the case. Internal Audit will present its findings.

The purpose of the strategy meeting will be to identify the type of investigation required:

- a) Management investigation
- b) Internal Audit investigation
- c) Police investigation

Officers will be clear, open, consistent and action taken will be proportionate. When deciding whether to refer a matter to the Police, or consider other sanctions, officers will make a decision at the most appropriate time using the best available information. It is possible that a Management or Audit investigation could run concurrently with a Police investigation.

Where the fraud is proven the matter will be taken forward by the Police for prosecution.

Where the fraud is proven there will be a management decision whether to try and recover losses, and whether disciplinary action is appropriate.

Where matters are referred to the Police, Council officers having any involvement in it will be expected to give the police their full co-operation, and must take care not to do anything to prejudice the investigation.

On completion of their investigations, the Police and/or the Crown Prosecution Service will decide whether or not to prosecute, having regard to the Code for Crown Prosecutors.

The Code lays down a two stage test. The first stage is to consider whether there is sufficient evidence to prove the offence beyond reasonable doubt. The second stage is to consider whether a prosecution would be in the public interest.

Recovery of Losses

Wherever possible, the Council will take any steps it can to recover any losses resulting from fraud or dishonesty from those responsible. This may include asking the Police to apply for a compensation order, where the person responsible is prosecuted, taking proceedings in the civil courts, deducting any losses from sums owing to the person responsible, so far as the law allows. Investigation costs may be added.

We will recover any overpayments in relation to employees.

Good practice:

Don't delay – report the matter quickly

Don't alert, approach or accuse individuals

Don't tell other people about your concerns

Don't – investigate yourself

Do – write down your suspicions

Do – keep any evidence safe

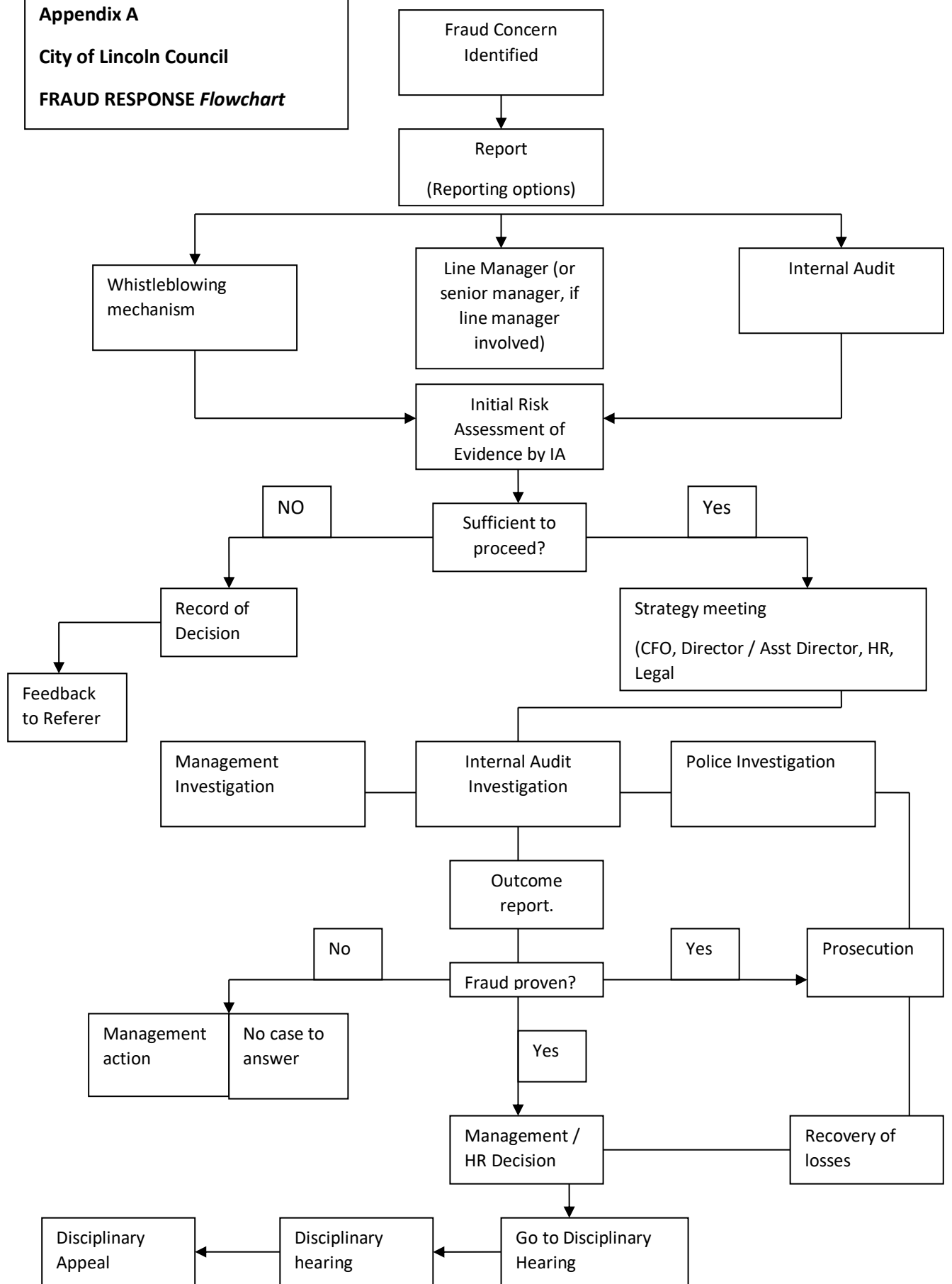
Do – tell us who you are

Do – keep calm

Further details and information of safeguarding your confidentiality can be found in the Council's whistle blowing policy

The fraud response flowchart is attached at Annex A

Appendix A
City of Lincoln Council
FRAUD RESPONSE *Flowchart*



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City of Lincoln Council - Counter Fraud Strategy

2021-22 Action Plan

Reference	Activity	Target Dates	Roles/Responsibility
1.	LCFP/CoIC : SPD Bulk Review (managed service review)	Q1/2	<p>Head of Shared Revenues and Benefits</p> <p>LCFP: Oversight Delivery (specific areas)</p> <p>Set up and completion of the SPD bulk review using Datatank (April to December 2021).</p>
2.	LCFP/CoIC : SPD Continuous Rolling Review	TBC	<p>Head of Shared Revenues and Benefits</p> <p>LCFP: Developing business requirements Procurement involvement Resource implications / recruitment Oversight Delivery</p> <p>Refresh business case (based on 2018 information) for moving from a bulk to a continuous rolling SPD review including working fraud referrals. Approval considerations. Work includes: finalising procurement arrangements: resource requirements</p>

3.1	<p>LCFP/CoIC: Covid 19 grants - fraud cases and post assurance</p> <p>CoIC: Case Review Report (as required) NFI – 1/2 Acting on Intelligence sharing Liaison – national frauds Returns (eg HMRC)</p> <p>Post Assurance Test and Trace</p>	Q2/3	<p>Head of Shared Revenues and Benefits Assistant Director – Major Developments Internal Audit Manager</p> <p>LCFP: Business requirements Data sharing Operational</p> <p>Development of approach including collaborative working with Internal Audit to deliver a joined-up approach</p> <p>Liaison with relevant agencies about data sharing e.g. HMRC and National Fraud Initiative</p> <p>Establish data sharing agreements with relevant parties</p> <p>Data analysis</p> <p>Results monitoring</p>
4.1	<p>LCFP/CoIC : Joined up communications approach / fraud awareness working group</p> <p>LCFP Comms plan</p> <p>Fraud Newsletter (District Version)</p>	Q2/3	<p>Internal Audit Manager Communications Manager Head of Shared Revenues and Benefits</p> <p>LCFP: Input and development as well as communication oversight / delivery within their district</p>

	Whistleblowing comms (See 4.3)		<p>Provide a focus relating to fraud against councils Share LCC Communication Plan: key themes and messages / supporting items. Work with districts (if required) to tailor messages. Lead on county wide 'public' fraud communications e.g. SPD outcomes / whistleblowing awareness Signpost key contacts for communications relating to fraud against individuals / businesses Develop e-learning content and supporting items (tailored versions cover: LCC: schools and districts).</p> <p>Develop district relevant version of LCC publication (2 p.a) To include relevant articles / fraud cases / fraud information to support raising fraud awareness</p>
4.2.	<p>ColC: Scam Awareness</p> <p>Building on existing partnership and comms</p> <p>Joint working with Citizens Advice – scam awareness week June 21</p>	Q1/Q2	<p>Internal Audit Manager Communications Manager Head of Shared Revenues and Benefits Customer Services Manager</p>
4..3	LCFP/ColC Whistleblowing communications	Q2/3	CFO/CS/LCFP/HR Manager
5.1	<p>LCFP/ColC : Fraud risk consideration</p> <p>LCFP support and facilitation Top 5 risk comparison</p>	Q2/3	<p>District 'LCFP fraud' representative Service areas</p> <p>Business requirements Approach development Adapting relevant information Workshop delivery / facilitation Fraud risk register development Fraud risk reporting</p>

			TBC – scope to be developed for fraud risk register development / support. Identification / sharing of district top 5 risks
5.2.	CoIC: Counter Fraud risk register update	Q2	CFO Internal Audit CoIC Managers
6	LCFP/CoIC : Counter fraud training Update existing training for staff and members	Q2	Internal Audit Manager CFO Head of Shared Revenues and Benefits Customer Services Manager LCFP: Business requirements Delivery / support Adaptation of supporting information LCFP representatives to consider training requirements (members / Audit Committee / leadership/ directorates). Support requirements to be agreed.
7.1	LCFP/CoIC: Fraud policy development	Q1-4	CFO Internal Audit Manager Head of Shared Revenues and Benefits LCFP : Development Approval Dissemination

			LCC to share relevant policies (LCC Counter Fraud Policy (reflects Fighting Fraud Locally for 2020's) to be updated November 2021
7.2.	CoIC: Counter fraud policy review (w/b, bribery, M/L)	Q3	CoIC – CFO Internal Audit Manager City Solicitor
8	LCFP/CoIC : Sharing local and national fraud intelligence and alerts	Q1-4	Internal Audit Manager CFO Head of Shared Revenues and Benefits LCFP: Dissemination LCFP has established links with various sources including NAFN (National Anti-Fraud Network): National fraud Intelligence Bureau (NFIB) and Midland Fraud Group.
9	LCFP/CoIC : Horizon scanning: providing fraud risk information to prevent and detect fraud	Q1-4	Internal Audit Manager CFO Head of Shared Revenues and Benefits LCFP: Dissemination Share relevant information / briefing, as appropriate

10	LCFP/ColC : Sharing counter fraud guidance and best practice	Q1-4	Internal Audit Manager CFO Head of Shared Revenues and Benefits LCFP: Dissmeniation
11.1	LCFP/ColC : Business rates –LCFP could support fraud / avoidance initiative by providing national fraud intelligence and best practice.	Q1-4	
11.2	ColC : Business rates avoidance (ongoing) Small Business Rates Relief (SBRR) is being reviewed through a third party, to cross check against other authorities as to whether a business is in receipt of SBRR.	Q1-4	Head of Shared Revenues and Benefits
12.1	LCFP/ColC: Housing tenancy fraud – fraud awareness support / red flags and warning signs	Q1-4	ColC -Tenancy Services Manager/AD LCFP Fraud awareness support / red flags and warning signs
12.2.	ColC: Tenancy Fraud Strategy	Q3	ColC -Tenancy Services Manager/AD
12.3.	ColC : Housing tenancy fraud – tenancy verification project - final review and data deletion Consideration of further exercise 2022-23	Q2-3	ColC -Tenancy Services Manager/AD

12.4.	ColC: Ongoing tenancy counter fraud work – sub-letting/non-occupation/abandonment/ etc NFI	Q1-4	ColC -Tenancy Services Manager/AD
13	LCFP/ColC : Cybercrime – pro-active work to develop knowledge and awareness. This is a rapidly evolving risk where we need to develop an effective response.	Q1-4	Internal Audit Manager Head of Shared Revenues and Benefits Customer Services Manager BDIT LCFP pro-active work to develop knowledge and awareness
14	ColC: NFI (General)	Q1-4	Internal Audit Manager NFI leads Managers
15	ColC: Money Laundering - completion of risk assess	Q2	Internal Audit
16	ColC: Annual Fraud report	Q1	Internal Audit
17	ColC: Interim Fraud report	Q3	Internal Audit
18	LCFP/ColC: Whistleblowing referrals – ongoing review	Q1-4	Internal Audit / HR Manager Revenues and Benefits/Tenancy LCFP Providing and managing a single point of contact across Lincolnshire for the Confidential Reporting Line including reporting
19	ColC: Reactive work / investigations	Q1-4	Internal audit / other
20.1		Q1-4	Revenues and Benefits

	ColC: Revenues and Benefits Ongoing counter fraud/error work NFI SFIS VEP HBMS HBAA		
20.2.	ColC Council Tax Empty property review project	Q2/3	Head of Shared Revenues and Benefits <i>Subject to agreement of contract</i>
21	Lincolnshire Finance Officers Group.	Q1-4	LCFP Prepare Lincolnshire Counter Fraud Partnership briefings / reports and Plan for Lincolnshire Finance Officers Group. Share relevant papers with LCFP representatives for Audit Committee reporting
22	Fraud benchmarking	Q1-4	Internal Audit
23	Compliance with Strategy	Q1-4	To form part of fraud reporting across the 5 strands

10. Counter Fraud Policy/ Strategy

John Scott, Audit Manager

- a. presented the revised Counter Fraud and Anti-Corruption policy/ strategy for comment prior to referral to Executive.
- b. advised that the Council's counter Fraud Policy/Strategy was updated in 2018. The 2021 version took into account the latest best practice guidance and updated the fraud action plan.
- c. explained that in the main, the Council's updated policy/strategy was similar to the previous one. This version recognised the increased risks to victims and the local community. There was more emphasis on tackling cross-boundary and organised fraud and corruption attempts, as well as addressing new risks such as social care fraud and cyber issues.
- d. advised that the new approach highlighted the key strands as detailed at paragraph 4.4 of the report:
 - i. Govern
 - ii. Acknowledge
 - iii. Prevent
 - iv. Pursue
 - v. Protect
- e. explained that there was a greater emphasis on economic crime – referred to as “a broad category of activity involving money, finance, assets the purpose of which was to unlawfully obtain a profit or advantage for the perpetrator or cause loss to others”
- f. advised that local authorities could ensure that their counter fraud response was comprehensive and effective by considering their performance against each of the six themes as detailed at paragraph 4 of the report.
- g. referred to the work programme at Appendix B of the report and advised how the policy/strategy would be implemented.
- h. invited members comments and questions

Question: Referred to table 11.2 of Appendix A of the report and asked for details regarding the Small Business Rates Relief?

Response: A third party was used to cross check with other authorities to identify small businesses that were claiming Small Business Rate Relief. This was a way to identify businesses that were not entitled to the relief before it was granted.

Question: Referred to table 12.3 of Appendix A of the report and asked what Audit would look at to combat Housing Tenancy Fraud?

Response: There were different ways to review possible tenancy fraud including Tenancy Verification which uses a third party to undertake data matching and identify any anomalies (such as possible sub-letting) for the Council to review. There is also the National Fraud Initiative. Matches are currently being reviewed. In the past this had not identified any significant levels of fraud or error. Housing investigate cases of suspected sub-letting or non-occupation.

RESOLVED that the revised Counter Fraud Policy/ Strategy be referred to Executive for approval.

SUBJECT:	ANNUAL GOVERNANCE STATEMENT 2020/21
DIRECTORATE:	CHIEF EXECUTIVES
REPORT AUTHOR:	PAT JUKES, BUSINESS MANAGER, CORPORATE POLICY

1. Purpose of Report

1.1 To inform Executive that the Annual Governance Statement (AGS) has been completed and signed off by Leadership (**APPENDIX A**).

2 Executive summary

Senior officers have undertaken a thorough investigation of how the council is applying its Code of Corporate Governance to its activities, including necessary staff and service changes resulting from the pandemic.

Following this investigation officers have concluded that two of the three significant governance issues from 2019/20 need to remain in the 2020/21 AGS; although both had made significant progress during 2020, they will now need a revised focus as a direct result of the impacts of the Covid-19 pandemic:

- 1. The Disaster Recovery plan in place for IT arrangements
- 2. Vision 2025 needs to be re-profiled and communicated to a wider audience in the light of COVID-19 effects

One of the 2019/20 significant issues is now deemed as mitigated to the extent that it is now no longer a significant issue :

- Review of impact of Coronavirus on the council’s service delivery and embedding new ways of working for staff

There were no further significant issues identified

3. Process of identifying significant governance issues

3.1 The AGS is completed annually, with a retrospective look back at how we complied to our own Code of Corporate Governance in the previous year, in this case 2020/21, and whether any significant governance issues were identified as a result of the review.

The AGS was initially due for completion in May, but as an extension has been granted to the Statement of Accounts, the timescale is now end of June 2021.

3.2 Senior officers consisting of CFO, CS , Audit Manager and Business Manager, Corporate Policy reviewed the levels of governance assurance provided for services and projects, looking at a range of considerations.

3.3 **PROCESS**

The review was conducted in four stages:

1. Audit and Policy gathered documented information from across the council, from a mix of audits, assurances, key summaries, performance results and risk registers.
2. Corporate Policy Unit then undertook individual interviews with all CMT members, the CFO and the CS to gain their input
3. A group of senior officers then reviewed a summary of these findings and discussed each in detail, producing initial draft recommendations to be reviewed at CMT.
4. CX and the Leader signed the AGS as accurate, for inclusion in the annual Statement of Accounts at the end of June

3.4 The AGS goes through each of the core principles for good governance, setting out a range of things that the council has completed /achieved in 2019/20 as well as some key activities that it intends to pursue during 2020/21.

However, this year, because of the significant impact of Covid-19 on the council there is a separate initial section, set out in the same way, entitled 'Impact of COVID-19 and maintaining good governance'. These sections have been completed with the assistance of Directors as well as input from other officers.

3.5 **SIGNIFICANT ISSUES**

For 2020/21, two of the previous year's three significant governance issues have been identified as needing to remain on the AGS significant issues list, although there will be changes to the overall aims and action plans of each to reflect the changing external environment. Significant progress had been made on each of these during 2020, however, the impact of Covid-19 has meant that whilst we need to retain these, it will be with a revised focus to meet the new challenges.

There were no new issues to be added to these two.

The significant governance issues proposed for 2020/21 are:

1. The Disaster Recovery plan in place for IT arrangements

It is agreed that on the initial issue of aligning the IT DR arrangements with Business Continuity (BC) plans and developing a separate site with facilities to use as a recovery data centre at least for a temporary period, there has been significant progress. The HH site is now functioning with only minimal extra changes needed and a review of BC plans raised a number of issues most of which have been addressed.

However, the changes in the external environment caused by the COVID-19 pandemic are so substantial that there is a strong need to review the IT Disaster Recovery Plan and then align this with the revised Business Continuity plans –

which will be reviewed during the year in the light of changes in processes and ways of working.

2. Vision 2025 needs to be re-profiled and communicated to a wider audience in the light of COVID-19 effects

Plans for the roll out of the Vision 2025 and its Year 1 action plan (for 2020/21) were deferred due to the pandemic onset. Vision 2025 is published on the web, but there has been no formal launch, media communications or agreement to the draft Year 2 Annual Delivery Plan.

In addition, as a consequence of the pandemic, CMT has requested a reflection of where and how Vision 2025 offers support in the areas relating to 'Health' to the people of Lincoln, and how is it contributing to the recovery of the city. This may lead to a further review of the Vision or to an addendum before bringing the Vision forward. This will need to be completed before any external communication can be commenced.

For the reasons outlined above it is felt that both of these areas should remain on the significant issues list until enough mitigating steps have been taken to reduce their risk. A new monitoring report will be drawn up with the relevant owners to bring to Audit Committee, for monitoring on a quarterly basis.

3.6 The following documents are attached as appendices with this report:

1. Appendix A - The Draft AGS itself, signed by the CX and the Leader
2. Appendix B – Glossary of terms used in the AGS

4. Strategic Priorities

This report supports the effective running and governance relating to ALL strategic priorities as it ensures our business will be conducted in accordance with the law and proper standards, in an open, honest and accountable manner.

5. Organisational Impacts

5.1 Finance (including whole life costs where applicable) – n/a

5.2 Legal Implications including Procurement Rules – The report is aimed at ensuring our business will be conducted in accordance with the law and proper standards, in an open, honest and accountable manner.

5.3 Equality, Diversity & Human Rights (including the outcome of the EA attached, if required) There are no additional implications on E&D or Human Rights from this report.

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

6. Risk Implications

6.1 (i) Options Explored – n/a

6.2 (ii) Key risks associated with the preferred approach n/a

7. Recommendation

7.1 Executive is asked to review and note the contents of the Final Annual Governance Statement for 2020/21.

Monitoring progress on the significant issues identified over the coming year will be completed by Audit Committee, with issues reported by exception to Executive.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? Two (A, B)

List of Background Papers: None

Lead Officer: Pat Jukes, Business Manager, Corporate Policy Unit
Pat.jukes@lincoln.gov.uk

1 The council's responsibility for sound governance

1.1 Scope of responsibility

City of Lincoln Council must ensure that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and used economically, efficiently and effectively. The council also has a duty under the Local Government Act 1999 to secure continuous improvement in the way in which its functions are exercised.

Governance is about how we ensure that we are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner. In discharging this overall responsibility, we must put in place proper governance arrangements to manage our affairs. The council must ensure that there is a sound system of governance (incorporating the system of internal control) and based on the principles of the "Delivering Good Governance in Local Government Framework 2016"

How we are meeting these defined responsibilities is detailed in the City of Lincoln's Code of Corporate Governance, which is found on our website under your council/information policies & publications/corporate publications. www.lincoln.gov.uk

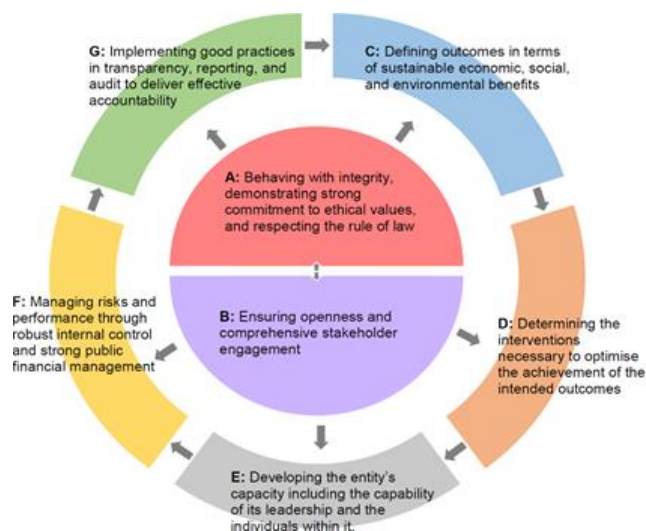
The council's Code of Corporate Governance, comprehensively reviewed in 2017, is updated annually. A further comprehensive review was completed in April 2021, considering the impact of COVID-19.

This Annual Governance Statement details how the city council has complied with its own Code of Corporate Governance over the last year and meets the statutory requirements for all relevant bodies to prepare such a statement. It also includes a new section on the impact on the council, and actions taken as a result, of the COVID-19 pandemic.

For a glossary of terms used – see Appendix B

- 1.2 The Code of Corporate Governance sets out the documentation, systems and processes by which the authority transparently controls its activities and defines its cultures and values. It enables us to monitor achievement of our strategic objectives and to consider whether these have led to the delivery of appropriate value for money services.

The code is based on a set of seven core principles:



1.3 Responsibility rests within a range of areas – the key ones are detailed in the table below:

KEY ELEMENTS OF COUNCIL’S GOVERNANCE FRAMEWORK Key elements of the governance framework at City of Lincoln Council are summarised below:		
<p>Council, Executive, Leader</p> <ul style="list-style-type: none"> ❖ Provide leadership; set, develop and implement policy ❖ Ensure the Vision 2025 strategies are taken forward ❖ Develop, adopt and implement the budget framework ❖ Support the city’s diverse communities and neighbourhoods to thrive 	<p>Leadership and decision making</p> <ul style="list-style-type: none"> ❖ All decision meetings held in public (except those identified as ‘part B’) ❖ Decisions recorded on the council’s public website ❖ Resources directed according to priorities as set out in Vision 2025 	<p>Risk management</p> <ul style="list-style-type: none"> ❖ Risk registers identify both operational and strategic risks ❖ Strategic risks are considered by CMT and Executive every quarter ❖ Internal audit provides independent objective assurance ❖ Council’s arrangements comply with the requirements of the CIPFA Statement on the Role of the Head of Internal Audit
<p>Scrutiny and review</p> <ul style="list-style-type: none"> ❖ Scrutiny committees review council policy and can challenge decisions to hold Executive to account ❖ Audit and Performance committees review governance, costs vs budget, risk, internal control and delivery of agreed plans ❖ Ethics and Engagement Committee and/or Monitoring Officer deals with complaints about, or suspected breaches of member conduct ❖ Any two members can hold the Executive to account outside of scrutiny and review by requesting Call-In and reconsideration of an Executive decision 	<p>Corporate Management Team (CMT)</p> <ul style="list-style-type: none"> ❖ The CX is the Head of Paid Service and is responsible for all council staff and for leading an effective Corporate Management Team (CMT) ❖ CMT ensures there is clear accountability for the use of resources in achieving desired outcomes for service users and the community ❖ The Chief Finance Officer (CFO) is the council’s Section 151 Officer and is responsible for safeguarding the council’s financial position and securing value for money. The council’s financial management arrangements comply with the governance requirements of the CIPFA Statement on the role of Chief Financial Officer in Local Government ❖ The City Solicitor is the council’s Monitoring Officer and is responsible for ensuring legality, good governance and promoting high standards of conduct 	

1.4 In the following sections the AGS considers whether the Code has been applied effectively providing commentary on how the framework itself has operated over the last 12 months. The first of these sections covers how the council has maintained good governance during the COVID-19 pandemic – some of the activities mentioned are also mentioned under the core principles.

1.5 Impact of COVID-19 and maintaining good governance

As with all councils the COVID-19 pandemic caused major disruption to the day to day work of the council, including cancellation of some committee meetings, and changing priorities to protect our most vulnerable residents and local businesses. This meant there was a need to initiate business continuity procedures as well as introducing new or varied governance arrangement in some areas.

Actions taken to address the impact of the COVID-19 pandemic in 2020/21:

- Co-ordinated response to the pandemic working with Lincolnshire Local Resilience Forum
- Review of governance arrangements following introduction of the Coronavirus Act 2020, including introduction of virtual council and other key meetings
- Prioritisation of resources to ensure ongoing provision of key services
- Development of a Befriending and Community Helpline service to support the most vulnerable, including council tax support discounts.
- Reallocation of teams to support COVID-19 response, e.g. Civic, Audit and Policy Teams
- Support for local businesses in applying for business rate-payers discounts and business grants payments
- Initial response to the pandemic in terms of delivery of critical services, protection of staff, support for community and vulnerable persons, impact on the local economy and financial impacts on the council
- Some key meeting such as DMTs were temporarily suspended, until it was practical to restart them
- Several HR interim procedures and checklists for managers were introduced to support employees working from home and support their health and wellbeing
- Development of activities to support the city and high street, including leading on multi-agency partnership to support high street recovery.
- One Council – under the Organisational Development pillar we are putting processes in place and revising policies as required in response to COVID-19, particularly around work styles and support for staff and members to ensure we have the governance in place to make sure these new ways of working and new activities are fit for purpose
- Implementation of ongoing support for the community and vulnerable persons through working with partner organisations
- Re-establishment of committee meetings via electronic means to ensure democratic responsibility
- Development of policies and procedures to enable delivery of services, including critical services, whilst ensuring protection of staff and customers.
- Transfer of Befriending service to voluntary sector organisations for those requiring it
- Ensure processes in place to enable businesses in the city to access support, e.g. Environmental Health Officer utilising legal powers to manage re-opening of businesses under COVID-19
- Management of the financial impacts of COVID-19, including an MTFS review
- Performance reporting adapted to identify the impact of the pandemic across all council services and show how individual service areas have responded to changes in demand.
- Q4 19/20 Performance report was a review of 19/20 including initial COVID-19 response
- A combined Q1 and Q2 2020/21 Performance report to help assess impact of COVID-19
- A Q3 2020/21 review of service responses to the ongoing pandemic and recovery plans
- Q4 2020-21 returned to performance measure format
- Reprofiling of Vision 2025 Delivery Action Plan to reprioritise projects
- Progressing of access to various central funding pots to support High Street recovery

Proposed activity for the coming year:

- Evidenced review of the longer-term effects of Covid on the city (especially health) and any changes in priorities that may be required
- Confirmation of reprofiled Vision 2025 and final Year 2 Delivery Action Plan
- Review of actions taken, and lessons learned from response to the COVID-19 pandemic
- Review of Business Continuity plans in the light of lessons learned
- Many of these actions are covered under the key principles below and further activities will be identified once the council emerges from the current recovery stage
- Protecting Vulnerable People (PVP) Group will include the impact from Covid on PVP/ safeguarding into an internal audit we have scheduled for 2021

1.6 CORE PRINCIPLE A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

Ethical values, standards and formal codes of conduct are defined in the council's constitution and form the basis for developing our policies, procedures and actions as well as for the behaviour of our members and staff. We have appropriate processes in place to ensure that members and staff are not influenced by prejudice, bias or conflicts of interest when engaging and making decisions with stakeholders, as well as effective systems to protect the staff rights. All council decisions consider legal and equality implications with support from Legal Services.

Our Audit Committee (which includes an independent member) provides assurance on the adequacy of the internal control environment, by ensuring high standards of conduct are embedded within the council's culture, monitoring governance issues raised and overseeing internal and external audit arrangements.

Activity within Principle A in 2020/21:

- Modern Slavery Charter and Statement reviewed
- Communications plan in place for Protecting Vulnerable People (PVP) (social media)
- PVP – children's safeguarding internal audit completed – response July 2021
- A full review of the Code of Corporate Governance was conducted
- Regular portfolio holder meetings re-established following COVID-19 effects
- Revised audit plan developed due to COVID-19. Taken to the Audit Committee in Sept 20
- Regular attendance at both CLT and Service Managers meeting by the Data Protection Officer who provides clear information on any changes of regulations, risks or procedures

Proposed activity for the coming year:

- Annual update Code of Corporate Governance
- Update member code of conduct in accordance with government guidelines
- Internal audit on protecting vulnerable people – safeguarding audit
- Review of needs to meet the proposed Subsidy Control Bill
- Review of needs to meet the Electoral Integrity Bill
- Follow up on the feedback from the Children's safeguarding audit
- Adults safeguarding Audit – 2021
- Review proposals for a peer review on Children's safeguarding in 2022
- Review Domestic Abuse bill – the Victims Bill - summer 2021
- Review proposals in the new Planning Bill
- An External Quality Assessment of Internal Audit is scheduled for 2021/22

1.7 CORE PRINCIPLE B: Ensuring openness and comprehensive stakeholder engagement

The council makes sure our partners, in the private, public and voluntary sector as well individual citizens and service users are engaged in and have full access to information relating to decisions made. We expect reports to decision makers to be open, provide all the necessary material to ensure informed decisions in the best interests of the city and communities, and to have engaged stakeholders and service users in arriving at proposals under consideration.

Activity within Principle B in 2020/21:

- Daily staff briefings during initial COVID-19 emergency, weekly on resumption of services
- Consultation with Befriending Service users prior to transfer to alternative providers
- Consultation with service users ahead of changes to service delivery (e.g. public toilets, Central Market, Town Deal)
- Consultation with partner organisations ahead of changes to funding arrangements (Drill Hall, Dial a ride and Citizens Advice)





- Review of Consultation and Engagement Strategy commenced with member workshop

Proposed activity for the coming year:

- Complete the review of the Consultation and Engagement Strategy
- Citizen Panel consultation regarding High Street recovery to inform action plan
- Consultation with service users relating to Climate Change
- Undertake consultation in respect of repurposing of Vision 2025

1.8 CORE PRINCIPLE C: Defining outcome in terms of sustainable economic, social, and environmental benefits

Vision 2025 is the council's vision for the five years to 2025 and forms the second phase of our Vision from 2017 to 2030. As with previous strategic plans, Vision 2025 was developed using a robust evidence base including information gained through consultation with local residents and businesses, and evidence from the Lincoln City Profile. The priorities in Vision 2025 remain broadly similar, but with the addition of a priority to address the challenges of climate change:

- | | | | |
|---|---|---|--------------------------------------|
|  | Let's drive inclusive economic growth |  | Let's reduce all kinds of inequality |
|  | Let's deliver quality housing |  | Let's enhance our remarkable place |
|  | Let's address the challenge of climate change | | |

Although the plan was adopted in February 2020, little progress was made during 2020/21 due to the pandemic, although a number of key large projects did continue as soon as restrictions allowed. (e.g. Boultham Park restoration; De Wint Court build). Those projects that continued were monitored through their respective MEGA Boards. Progress towards achieving projects has been included in Quarterly performance reports alongside recovery information.

In the latter part of the year the plan was reprofiled to take account of changing priorities brought about by Covid-19 and associated budget pressures. In addition every directorate identified any key priorities necessary to bring services back to the new normal.

Activity within Principle C in 2020/21:

- Approval of the MTFS which is a financial representation of the council's Vision 2025
- Ongoing development for embedding sustainability over the next 3 to 5 years
- Repurpose Vision 2025 to support the recovery of the city and council economically and ensure community support
- Plans agreed to improve Lincoln Crematorium facilities and sustainability
- One Council programme development in the IT areas, accelerated as a result of Covid-19
- Participant in Business and Economy recovery cell for Greater Lincolnshire and Rutland with six-month economic recovery plan developed.
- Review the delivery plan for Vision 2025 to take account of the health impact on the council and residents of COVID-19.
- Worked closely with Lincolnshire Resilience Forum partners to support recovery
- Lead on implementation of Business and Economy Recovery Cell short term forward plan for construction sector and place marketing.
- Key partner in Infrastructure Recovery Cell covering Lincolnshire, which includes housing, to ensure infrastructure is in place enabling growth plans to be implemented
- Signed up to civic university agreement with BGU and Lincoln University

Proposed activity for the coming year:

- Re-energised implementation on the place strategy for Park Ward/Sincil Bank, highlighted as an area for regeneration following delay as a result of Covid-19.
- Develop 5-year recovery plan linked to Town Investment Plan for the City.

- Further evidence-based review of the Vision 2025 following new data release
- Review of whether the health of our residents is actively considered at an appropriate level throughout the vision
- Public communication of the year 2 Vision 2025 Delivery Plan

1.9 CORE PRINCIPLE D: Determining the interventions necessary to optimise the achievement of the intended outcomes

The council clearly defines its priorities and plans which are aimed at delivering the outcomes it intends. Whilst service plans for 2020/21 were not completed work is ongoing to ensure robust service management during the recovery stage. All projects are subject to the Lincoln Project Management Model (LPMM), through which we continuously assess the risks of not fully delivering plans and ensure that there are mitigating actions in place to support the achievement of intended outcomes.

The council's financial management arrangements ensure that there is adequate resource available to deliver plans. The council reviews progress against delivering those outcomes through its performance management framework.

Activity within Principle D in 2020/21:

- The TFS programme Team has worked on the phase 7 programme to meet the increased MTFS savings target
- Development of One Council through the four pillars – Organisational Development, Value Processes, Use of Assets and Technology
- Pilot of Office 365 has been extended
- Pilot of desktop refresh
- Technology introduced to adapt to COVID-19
- Review of workstyles to understand technology required
- Refreshed infrastructure platform
- Conducted a PIR on implementation of the revised Lincoln Project Management Model
- Housing repairs online pilot commenced – to enable booking of repairs online.

Proposed activity for the coming year:

- Reprofiled Vision 2025 with Year 2 delivery plan
- Complete roll out of Office 365 by September 2021
- Complete desktop refresh
- Look at investment in IT required to support new ways of working
- Establish micro-sites for key services, e.g. Christmas Market, Building Control, Visitor services.
- Identify top 10 interactions with customers and move to online forms where possible to take pressure off contact centre.
- Review of my-info.

1.10 CORE PRINCIPLE E: Developing the entity's capacity, including the capability of its leadership and the individuals within it

The council ensures a management structure that provides leadership and creates the opportunity for staff to work effectively and efficiently to achieve the council objectives. We have a programme in place under the organisational development pillar of our One Council approach which will ensure the workforce has the necessary skills and behaviours to deliver the vision for the city and is effectively engaged to champion the council's priorities. Partnership working

extends the capacity for key projects beyond the council's own resource and is embedded within the Vision 2025 objectives.

Activity within Principle E in 2020/21:

- HR policies relating to home working have been reviewed with training delivered to managers and team leaders
- Continued regular HR line management briefings
- Daily briefings from Chief Executive during COVID-19 emergency, reducing to weekly by the end of 2020/21
- Ongoing implementation of the People Strategy
- Development of One Council pillars – Organisational Development and Create Value Processes, including piloting Office 365 and remote working and introduction of Microsoft Teams for all staff on a planned roll out basis
- Review of space at City hall and Hamilton House to support new ways of working
- Visitor information centre successfully brought back in house

Proposed activity for the coming year:

- Needs analysis to be completed on Leadership Development
- Ongoing weekly briefings by Chief Executive
- Ongoing review of space at City Hall and Hamilton House following COVID-19. This will also include community centres and other buildings
- Look at ways to increase and strengthen City hall as a public sector hub
- One Council organisational Pillar to review whether any new issues arise from Covid-19 that need to be addressed either temporarily or more permanently

1.11 CORE PRINCIPLE F: Managing risks and performance through robust internal control and strong public financial management

The council recognises the need to implement an effective performance management system that will allow us to deliver services effectively and efficiently. We understand that risk management, internal control and strong financial management are essential for us to achieve our objectives and we have put appropriate arrangements in place.

Activity within Principle F in 2020/21:

- A successful two-phase savings and income generation programme was developed and the first phase (TFS 7a) implemented to address reductions in central government funding.
- Development of One Council activities – the Creating Value Processes programme
- The External auditor issued an unqualified opinion on the authority's final statement of accounts and Value for Money conclusion
- Developed the council's response to the financial situation caused by covid-19 including, ensuring strong financial management to make sure that we manage public funds correctly, e.g. revised budget estimates, enhanced TFS programme, open MARS offer to staff, expenditure control budget review process.
- Review of the Value for Money Statement
- Introduction of the new CIPFA Financial Management Code

Proposed activity for the coming year:

- A key piece of work will be to review control systems to ensure they continue to be fit for purpose with the new ways of working
- Development of measures by Priority Theme Groups to report progress on Vision 2025
- Reinstatement of monthly Vision Priority meetings
- A review of the Corporate Procurement Bill to accommodate the new procurement green paper, which is going through the legal/parliamentary process

- Implementation of agreed action plan to ensure compliance with the CIPFA Financial Management Code
- Review of value for money arrangements to ensure requirements of the new external audit VFM assessment are met

1.12 CORE PRINCIPLE G: Implementing good practices in transparency, reporting, and audit to deliver effective accountability

The council recognises that effective accountability is concerned not only with reporting on actions completed but ensuring stakeholders are able to understand and respond as the council plans and carries out its activities in an open, transparent and proportionate manner. Performance is managed under the principles of the Performance Management Framework

Activity within Principle G in 2020/21:

- Due to COVID-19 a revised audit plan was developed and presented to the Audit Committee in September 2020
- A review of the Code of Corporate Governance has been conducted in March 2021
- For those periods in 2020/21 when performance data could not be collected due to covid-19, an alternative report was produced giving members full updates on which services were active, at what level and including additional specific short-term activities
- Despite effects of covid-19, data transparency requirements were met for the year
- A review of the Data transparency website page was conducted to improve visibility

Proposed activity for the coming year:

- Further development of the performance management system
- Review of Lincoln Performance Management Framework
- Reinstatement of monthly Vision Priority meetings and thus the annual reports to committee
- CMT to consider the option for a follow up Peer Review
- Completion of the updated partnerships register, identifying the key partnerships for the council

2 Review of effectiveness of the governance framework

We undertook an assessment of the council's governance framework during 2020/21 through a review of the Council's Code of Corporate Governance (policies and processes) and the review process to develop the AGS and identify any significant issues, or other areas that may require monitoring. We took account of relevant governance audits, third party assurances, combined assurance work, committee reports, risk management, performance management, projects and partnership governance, Vision 2025/One Council, financial management, interviews with senior management and statutory officers.

The Head of Internal Audit is required annually to give an opinion on the overall adequacy of and effectiveness of the Council's governance, risk and control framework and therefore the extent to which the Council can rely on it. For 2020/21 the Council was performing adequately across all areas. The audit plan was reduced in 2020/21 due to Covid, however audits completed included governance, risk, financial control, ICT, Covid 19 risks, Projects as well as Combined Assurance. Internal audit was involved in supporting Covid grants during 2020/21 and to help mitigate this there are external assurances in this area through central government, NFI data matching and external audit.

Supporting this assessment is the detailed work undertaken by Internal Audit during the course of the year as part of the Internal Audit plan and Combined Assurance work.

Whilst this identified some agreed actions none were considered significant enough to highlight as potential AGS significant governance issues.

There were two areas of combined assurance assessed as red; however, these risks are being managed – these were not considered significant governance issues. There were several Amber areas; one of these areas - IT DR was a 19/20 significant issue.

As at March 2021 there were a number of high priority audit recommendations both made and outstanding. Outstanding agreed actions were in respect IT security, risk management, information governance, service-related actions. Progress towards addressing these recommendations will be monitored through existing monitoring arrangements and as part of the review of the AGS none were considered significant governance issues.

The introduction of the CIPFA Financial Management Code 2019 (FM Code)

The CIPFA FM Code is applicable in shadow form during 20/21 with compliance expected from 21/22.

An assessment against the FM Code has been completed and the CFO reported the findings to Executive 17 March 2021 and Audit committee 23 March 2021. Some actions have been identified, most of which were already planned in for action during 2020/21:

- Continue to support professional development
- Review Financial Procedure Rules (FPR)
- Review Contract Procedure Rules (CPR)
- Review the Code of Corporate Governance
- External quality assessment of IA
- Implement Finance Business Partnership approach
- MTFS to include reference to scenario testing
- Assess implications of changes to the Prudential Code
- Consider use of Citizens Panel for budget consultation
- Annual reporting of key partnerships to Audit committee
- Consider if other major balance sheet items can be made more visible in quarterly reporting

Progress will be monitored through the Audit committee.

3 Level of assurance provided

We can provide a high level of assurance that the governance arrangements operating at City of Lincoln Council, in line with our Code of Corporate Governance are appropriate, fit for purpose and working well in practice.

4 Status of significant governance issues monitored from 2019/20

The council has regularly monitored its 2019/20 significant governance issues through senior management and the Audit Committee during 2020/21. Three issues were identified for monitoring:

- **The Disaster Recovery plan in place for IT arrangements:** during 2019/20 significant progress was made towards alignment with the Business Continuity plans that are in place for restoring key services in terms of IT needs. Overall, all but one action had been completed. Also the introduction of an alternative site at Hamilton House for data security has been implemented. However, COVID-19 has made such an impact to both the short and possibly long term working arrangements of the council, that it is felt that this issue should not be removed from the list of significant issues – but instead should remain with a revised focus on what the required outcome needs to be, including a review of the expectations of our IT recovery and resource needs to meet the agreed BC plan needs

THIS ISSUE WILL REMAIN – but with a revised aim and action plan

- **Review of impact of Coronavirus on the council’s service delivery and embedding new ways of working for staff.** COVID-19 has had a significant impact on the council’s budget resulting in the need to undertake a comprehensive review of how and what services are delivered ensuring our statutory requirements are met. The council was already undertaking a pilot to enable more agile working, and with the lockdown intervention the council fast tracked this approach and as a part of this specifically reviewed the effectiveness of working conditions for staff and members, now and in the future. Steps have been taken throughout the latter part of 2020/21 to ensure that as the council develops its different approaches to service delivery and new ways of working, that governance is at its heart, recognising that governance arrangements may still need to adapt and change in order that they remain fit for purpose in the future.

THIS ISSUE TO BE REMOVED – initial steps have been taken and it is now part of business as usual activity

- **Vision 2025 needs to be re-profiled and communicated to a wider audience in the light of COVID-19.** The strategy was adopted but there was no formal public launch was held due to COVID-19 impact. The council’s response to the pandemic was to proactively divert resources to tackle the emergency, and all projects and programmes that could be paused/had not already commenced were stopped in a planned way. Tackling the emergency situation and resulting recovery phase has been a long process due to the prevalence of COVID-19 nationally and there is now a need to reflect on how Vision 2025 supports the health of the people of Lincoln and also the health of the city. This may lead to some changes which will be decided before wider communication commences

THIS ISSUE WILL REMAIN – but with a revised aim and action plan

5 Significant governance issues identified from 2020/21

New significant issues identified from 2020/21

There were no NEW significant issues identified, but as noted above, there will be a revised focus on two of the previous year’s issues. A new action/monitoring plan will be drawn up for monitoring purposes.

7 Conclusion

The council’s governance arrangements are under continual review and refinement. The council will monitor improvement plans for its significant governance issues quarterly and report progress in the next annual review.

Signed



Leader:

Date: 8 June 2021



Chief Executive:

Date: 6 June 2021

GLOSSARY OF TERMS USED

AGS	Annual Governance Statement
AD	Assistant Director
CPG	Capital Programme Group
CFO	Chief Finance Officer
CLT	Corporate Leadership Team
CMT	Corporate Management Team
CPR	Contract Procedure Rules
CS	City Solicitor
CX	Chief Executive
DCLG	Department for Communities and Local Government
DfT	Department for Transport
DR	Disaster Recovery
FPR	Financial Procedure Rules
GDPR	General Data Protection Regulation
GLLEP	Greater Lincolnshire Local Enterprise Partnership
H&S	Health & Safety
HB	Housing Benefit
HPS	High Performing Services
HR	Human Resources
ICT	Information, Communication Technology
IMPS	Information Management & Performance System
LGA	Local Government Authority
LPMM	Lincoln Project Management Model
MTFS	Medium Term Financial Strategy
PIR	Post Implementation Review
PVP	Protecting Vulnerable People (group)
RO	Responsible Officer
RSG	Revenue Support Grant
SPIT	Strategic Plan Implementation Team
TFS	Towards Financial Sustainability
SM	Service Manager
VFM	Value for Money

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SUBJECT: ROUGH SLEEPING ACCOMMODATION PROGRAMME

DIRECTORATE: HOUSING AND INVESTMENT

**REPORT AUTHOR: MELANIE HOLLAND, HOUSING STRATEGY INVESTMENT
MANAGER AND ANDREA RIPLEY, HOUSING STRATEGY
OFFICER (REGENERATION)**

1. Purpose of Report

- 1.1 To provide an update on the delivery of round one of the Rough Sleeping Accommodation Programme (RSAP) and to recommend the acceptance of further capital and associated revenue funding to deliver round two of the Programme.

2. Background

- 2.1 On 18 July 2020 the Ministry of Housing, Communities and Local Government (MHCLG) launched the Next Steps Accommodation Programme (NSAP). A key element of this programme was the provision of capital and revenue funding to facilitate move-on accommodation for rough sleepers who were being housed in emergency temporary accommodation following the “Everyone In” Initiative. City of Lincoln Council submitted a capital and revenue funding bid and since 22 December 2020 has been under contract to deliver 15 no. units of dispersed accommodation using a purchase and repair model. 8 no. dwellings have been practically completed, with the remaining 7 no. due to practically complete by the end of August 2021. The anticipated total capital scheme cost is £1.6m, which includes grant of £0.8m, this is slightly above the initial estimated total scheme cost of £1.5m but is within a 7% threshold. The main reason for the increase in costs has been due to the lack of suitable one-bedroom dwellings; seven of the 15 acquisitions are two-bedroom dwellings, therefore, have comparatively higher acquisition, works and furnishing costs.
- 2.2 Since the launch of NSAP, the programme has been renamed the Rough Sleeping Accommodation Programme (RSAP). In November 2020 MHCLG stated that the experiences of Housing First pilots were the impetus behind RSAP. The Housing First pilots referred to were launched in 2018 and were in the three combined authorities of Greater Manchester, Liverpool City Region and West Midlands. Housing First is based on seven key principles: people have a right to a home; flexible support is provided for as long as it is needed; housing and support are separated; individuals have choice and control; an active engagement approach is used; the service is based on people’s strengths, goals and aspirations; and a harm reduction approach is used. Housing First is not limited to rough sleepers, but a Housing First model for rough sleepers departs from the traditional “staircase” or “treatment first” approaches by leapfrogging hostels and other temporary accommodation (for example bed and breakfast) and housing people directly into independent long-term settled housing with personalised, non-time limited support.

- 2.3 RSAP is a Housing First hybrid, in that it provides a portfolio of self-contained dwellings with wraparound support, but accommodation is for up to two years - allowing dwellings to be “re-used” for other former rough sleepers or those at risk of rough sleeping. Therefore, the accommodation not only meets the needs of rough sleepers and those at risk of rough sleeping, but it relieves the pressure on existing services, most importantly bed and breakfast accommodation.
- 2.4 Vision 2025 contains the aspirations “Let’s work together to tackle homelessness in Lincoln” and “Let’s provide help to the most vulnerable in our city”. RSAP can help to tackle rough sleeping (albeit this is only one form of homelessness), rough sleepers being some of the most vulnerable people in Lincoln, by providing move-on accommodation to former rough sleepers or those at risk of rough sleeping.
- 2.5 On 18 March 2021 MHCLG launched the RSAP prospectus for 2021-24 (round two of RSAP). £140.9m capital and £70.7m revenue funding was made available to deliver over 2,700 units of move-on accommodation¹ for rough sleepers, those with a history of rough sleeping currently in emergency accommodation or those at risk of rough sleeping and homelessness.
- 2.6 Most of the capital funding was made available in the financial year 2021-22, with a small amount available to deliver homes in the first part of 2022-23. Revenue funding for support services for capital funded schemes was only made available over the period 2021-24. Bids were to be submitted by either 29 April, 1 July, or 2 September 2021. Early submissions were advised as funding was to be allocated on a first-come, first-served basis.
- 2.7 Bids are assessed in terms of deliverability and value for money, with the emphasis upon the accommodation being a “home” as opposed to short-term temporary accommodation. Therefore, dispersed, self-contained schemes are prioritised for funding.
- 2.8 As is the case for round one RSAP schemes, the accommodation is to be available for the occupant for a maximum period of two or three years. Councils are to let accommodation on either flexible (periodic) tenancies or non-secure tenancies (the latter is being used for the Council’s existing scheme). In line with existing arrangements, the accommodation is required to remain as move-on accommodation for former rough sleepers or those at risk of rough sleeping. Therefore, to allow the occupant to remain in the accommodation as a secure tenant, the capital grant either needs to be repaid or recycled into the acquisition of a replacement unit.

3. Round two bid

- 3.1 As stated above the Council is currently completing the delivery of a round one RSAP scheme of 15 no. units of dispersed accommodation. In order to ensure there is sufficient move-on accommodation for rough sleepers, including those currently in emergency accommodation (including bed and breakfast accommodation) and others at risk of rough sleeping, in April 2021 the Council submitted a round two bid for capital and revenue funds to deliver a further 15 no. dispersed units during 2021-22. On 7 June 2021 the Council was informed by Homes England, who administer the programme on

¹ Supported accommodation which forms part of a pathway to settled accommodation, providing a genuine home with support that will help prepare former rough sleepers for fully independent housing within two years where possible.

behalf of MHCLG that it had been successful in accessing capital funding of £735,000 and revenue of £192,823 to fund 2.5 FTE support workers over the period 2021-24.

- 3.2 As is the case for round one, the accommodation would be acquired in areas of the city close to services and transport links, ensuring the tenants can become reintegrated into society and can feel part of their neighbourhood. Once acquired properties would be improved to meet the Decent Homes Standard and be fully furnished. Although the aim is to acquire one-bedroom dwellings, suitable two-bedroom dwellings would also be considered.
- 3.3 The Council's Rough Sleeping team would allocate and manage the accommodation. Support will include mental health support, help to tackle substance misuse, and financial and other life skills needed for independent living.

4. Strategic Priorities

4.1 Let's drive economic growth

Through the provision of move-on accommodation former rough sleepers can be re-integrated back into society, undertake training and education, and eventually be able to access employment opportunities and support the economy.

4.2 Let's reduce inequality

In addition to financial inequality and the inability to be able to fully participate in society, rough sleepers are likely to suffer from high levels of mental and physical health inequality. The provision of move-on accommodation for former rough sleepers and those at risk of rough sleeping seeks to break the cycle of homelessness and enable people to be able to re-integrate into society.

4.3 Let's deliver quality housing

The proposed scheme seeks to provide 15 no. units of self-contained furnished accommodation which meet the Decent Homes Standard and aspire to meet Nationally Described Space Standards.

4.4 High performing services

The provision of move-on accommodation seeks to break the cycle of rough sleeping and ensure that former rough sleepers have the life skills to be able to sustain a secure council or private sector tenancy. Therefore, move-on accommodation should reduce the level of rough sleeping and tenancy failure.

5. Organisational Impacts

5.1 Finance

Capital

Capital grant allocation	£735,000
Borrowing / other capital funding	£884,250
Total scheme cost	£1,619,250

Revenue grant allocation

2021-22	2022-23	2023-24	Total
£20,865	£85,128	£86,830	£192,823

5.2 Legal Implications including Procurement Rules

Properties will let using non-secure tenancy agreements, provided under Part 7 of the Housing Act 1996 (paragraph 4, schedule 1, Housing Act 1985). All required works will be undertaken in accordance with the Council's Contract Procedure Rules and ultimately Public Contract Regulations 2015. The Council is mindful of the new subsidy control system (formerly the EU state aid regime) which came into force on 1 January 2021, and the position with regard to any aid/subsidy is being considered, however it is likely not to apply or be covered by an exemption. Therefore, this will be kept under review, as more definitive guidance on the new subsidy control becomes available.

5.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

The proposed scheme to provide move-on accommodation for people re-covering from rough sleeping or at risk of rough sleeping seeks to advance equality of opportunity and foster good relations between different people. Dwellings will be acquired in suitable locations and allocated in line with housing and support needs; this includes taking into consideration disabilities, and the provision of aids and adaptations when required.

5.4 Human Resources

Subject to it being agreed to accept the capital and revenue funding, additional support workers would be recruited on fixed term contracts. If a contract of employment ends after two years and where an employee is continuously employed on a fixed-term contract for two years or more, they would have a right to redundancy pay.

6. Risk Implications

6.1 (i) Options

1. To accept the capital and associated revenue grant funding and to progress to contract to deliver 15 no. units of dispersed, supported accommodation using a purchase and repair model.
2. To accept a reduced proportion of the capital and associated revenue grant funding to deliver a smaller number of units, and to request to contract on this basis. For example, 12 units and 2 FTE support workers; 9 units and 1.5 FTE support workers; or 6 units and 1 FTE support worker.

3. To decide not to pursue a scheme.

6.2 (ii) Key risks associated with the preferred approach

The preferred option is for the Council to agree to accept the capital and revenue funding to seek to deliver additional units of move-on accommodation. The main risks are (a) the availability of suitable potential acquisitions; and (b) the risks surrounding the availability revenue funding post 2023-24.

7. Recommendation

7.1 That the Executive agrees to the Council accepting further capital and associated revenue funding to deliver round two of the Rough Sleepers Accommodation Programme.

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SUBJECT:	CHELMSFORD STREET & ARCHER STREET
DIRECTORATE:	HOUSING AND INVESTMENT/COMMUNITIES AND ENVIRONMENT
REPORT AUTHOR:	PAUL CARRICK, NEIGHBOURHOOD MANAGER (CENTRAL) AND CAROLINE BIRD, COMMUNITY SERVICES MANAGER

1. Purpose of Report

- 1.1 To inform Executive of proposals from two organisations to lease land in the Sincil Bank area. Bridge Church have submitted a proposal to lease the former play area on Archer Street and the adjacent area directly underneath Pelham Bridge and Sincil Community Land Trust (CLT) propose to lease an area of land located on Chelmsford Street.

Approval is sought to proceed with preparing a lease, subject to all the terms outlined in this report being met, for the use of these sites as community social space.

2. Executive Summary

- 2.1 Officers have been approached by Sincil CLT who wish to lease an area of land on Chelmsford Street (see Appendix 1 for site plan). This land was formerly occupied by a pair of semi-detached houses (2 and 4 Chelmsford Street) that became unfit and were demolished many years ago and the site has been used as a small green/open space although it is used by the local community to store bins. This area is often blighted by litter and fly tipping. This area is maintained as part of the Council's contract with Continental Landscapes.
- 2.2 Bridge Church have approached officers requesting the lease of an area of land on Archer Street (see Appendix 2 for site plan). This land was previously a play area but for a number of years has been a redundant site, with the play equipment removed. The site is maintained as part of the Council's contract with Continental Landscapes.
- 2.3 Bridge Church have also requested inclusion in any lease of the Archer Street former play area of an adjoining area located directly underneath Pelham Bridge (see Appendix 3 for site plan). This adjoining land was previously leased to the owners of the Pelham Centre from which side the land had been accessed for purposes of overflow customer car parking, however this arrangement surplus to the tenant's requirements and came to an end in 2017. This land does not have an independent access but can

be made accessible and used in conjunction with the Archer Street former play area having direct frontage to Archer Street.

- 2.4 The recommendation is that, subject to no objections being raised as part of necessary public notice of the intended lease disposal of open space as outlined below, the request to lease all three sites be approved, on the basis outlined in sections 4 and 5 of this report.

Should any objections be received in response in either case to the aforesaid public notices, these to be reported for consideration and decision on whether or not to proceed.

3. Background

- 3.1 The Place Shaping Strategy highlights the need to transform the limited public spaces within the neighbourhood. These sites have been debated by thematic working groups in the area and there is a desire to enhance these open spaces.

- 3.2 Sincil CLT have approached the CoLC to request a lease for a small area of land on Chelmsford Street opposite Palmer Street garage site for a 25 year term to enhance the land as a green space to assist in strengthening the community in the area.

- 3.3 The site is located between houses located on St Andrews Street and Charles Street. The site is largely paved with a number of shrubs, the site is not enclosed and is approximately 123sqm. Photographs of the site have been provided in appendix 4.

- 3.4 The site is currently not viewed by the community as an asset. Alongside regular fly tipping, the site is used to store the wheelie bins of the properties in the area.

- 3.5 Sincil Community Land Trust was formed in June 2018 and in March 2019 was registered by the Financial Conduct Authority under Co-operative and Community Benefit Societies Act 2014 as a Community Benefit Society. Registration number: 8080. Sincil CLT are therefore incorporated as a legal entity and are able to take a lease in their own name so as to be responsible under the lease terms including taking appropriate insurance and providing indemnities. The group is chaired by a Governor of Bishop King Primary School and consists of local residents, City and County Councillors for Park Ward and a Community Organiser from Lincoln City Foundation. The group work closely with the CoLC Neighbourhood Team and provide regular updates to the Sincil Bank Community Partnership.

Sincil Community Land Trust were awarded the lease of Council owned land on St Andrews Close in 2019 and this has been transformed into a Pocket Park following the award of funding from the Ministry of Housing, Communities and Local Government.

- 3.6 The aim of Sincil Community Land Trust is to bring this site back into use as an important open space that can assist with community cohesion. The initial phase will see intensive local engagement and concept designs developed, this will include identifying alternative solutions to the storing of bins in the area. This exercise will provide the evidence to attract further funding to regenerate this site. This project will be an important intervention within the regeneration of Sincil Bank.
- 3.7 Bridge Church have approached the CoLC to request a lease for a small area of land on Archer Street and the area adjacent to it for a 25 year term to use the land as a pocket park to provide a social space to assist in strengthening the community in the area.

Bridge Church are a key organisation providing support within the Sincil Bank area. Bridge moved into their premises on Portland Street in 2018. This site is developing as a community hub providing many services to meet community need. Their site is not able to provide any open space.

- 3.8 The aim of Bridge Church is to bring this site back into use as an important open space that can assist with community cohesion. The initial phase will see intensive local engagement and concept designs developed. This exercise will provide the evidence to attract further funding to regenerate this site. This project will be an important intervention within the regeneration of Sincil Bank.

4. Sincil CLT proposal for the use of the Chelmsford Street open space

- 4.1 Sincil CLT plan to carry out engagement with the local community to create a sense of ownership. This engagement will influence what people would like to see and how they envisage using the space. From initial conversations it is envisaged that the space will be used as:-

- A safe and secure space for younger children to play
- A quiet, tranquil green space for people to sit.
- An opportunity to enhance local biodiversity.

- 4.2 Sincil CLT will work closely with a recognised partner to develop concept designs influenced by the community. These designs will be used to apply for funding to deliver these ideas. In developing these plans, consideration will be need to be given to the storage of the existing wheelie bins

With a 25 year lease in place the Sincil CLT will be able to continue with ongoing community consultation to identify a long term programme of improvement works to the site and access funding to achieve the communities ambitions for the site.

Bridge proposal for the use of the Archer Street sites

Bridge have an aspiration to develop this space as an open space for use by the community. The initial ideas are to transform this area into a community garden, with an area for children to play and for organised activities to take place.

Bridge plan to work with partner organisations to deliver sessions to engage with local families. Concept designs will be produced by the School of Architecture.

With a 25 year lease in place, Bridge Church will be able to attract external investment to turn these designs into reality.

5. CoLC obligations to enable lease disposal of these sites

- 5.1 The Council's Policy for Open Space and Tree Management states that the Council "will not sell or dispose of public open space except in exceptional circumstances where such a transaction would bring direct benefit to the immediate community adjacent to the area".
- 5.2 Section 123 (2A) Local Government Act 1972 states that a council may not dispose of any land consisting or forming part of an open space unless before disposing of the land they cause notice of their intention to do so, specifying the land in question, to be advertised in two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed disposal which may be made to them.
- 5.3 Sincil CLT and Bridge Church have requested the lease of these sites on a rent free basis. Given the location and characteristics of the land, the designated status as Important Open Space in the CL Local Plan which precludes commercial or development purposes, and given the proposed duration and terms of lease – essentially for continued use as community/open spaces, officers consider them to have nominal market rental value for such purposed noting that this will not be tested on the open market.
- 5.4 However, the Local Government Act: General Disposal Consent (England) 2003 gives general consent for disposal of a site at an undervalue in circumstances where the council considers that the purpose for which the site is to be disposed is likely to contribute to the achievement of any one or more of the promotion or improvement of economic, social or environmental well-being in its area.
- 5.5 The Council's Policy for Open Space and Tree Management states that the Council "will not sell or dispose of public open space except in exceptional circumstances where such a transaction would bring direct benefit to the immediate community adjacent to the area". Whilst this land is currently not designated as public open space, in view of the site currently being

inaccessible to the public, in practical terms and in the spirit of the Policy it could be argued that leasing the land out would bring direct benefit to the local community bringing in to use as an open space accessible to the community, where currently it is not.

6. Public Notice arrangements

Should approval be given in principle to lease disposal a public notice will be placed in the local newspaper in accordance with Section 123 (2A) of the Local Government Act outlined in 5.2 and a suitable notice placed on site. It is recommended that in the event of no objections being received officers are to be instructed to proceed to finalise the terms and conclude the lease formalities.

In the event of objections being received these will be reported back for consideration and decision on whether or not to proceed with a lease of both or either sites.

7. Lease arrangements

7.1 In accordance with the Local Government Act outlined in 5.3 Officers recommend that Executive give approval for the site to be offered to Sincil CLT & Bridge Church for a nominal rent of £1 per annum on the basis that the proposed use is expected to contribute to the promotion of social and environmental well-being in the Sincil Bank area.

7.2 Heads of Lease Terms will include the following:

- Lease term of 25 years
- Rent of £1.00 per annum, if and when demanded
- Tenant to pay any and all outgoings
- Tenant to take as found
- Tenant to put and keep in good repair, order and condition.
- Tenant to keep tidy and free of litter and overgrowth
- Tenant to insure including £10m Public Liability Insurance
- Tenant to indemnify the Council against any actions, costs etc.
- Tenant to obtain any planning permissions required and to comply with all statutory standards and requirements
- Permitted use for the creation and management of public open space to be available to the whole community during daylight hours and free of charge.
- No buildings save minimal structures incidental to open space use.
- No assignment, parting with possession or sub-letting permitted.
- Landlord right of re-entry in the event of tenant material default.
- The Council to have the separate right to serve three months notice of termination after twelve months of signing the lease if within that timeframe the tenant cannot demonstrate a sustainable plan that evidences how their proposals will be delivered.
- Reverter clause so that the land automatically reverts to the Council with vacant possession should the Tenant entity be dissolved, wound-up or otherwise cease to operate/exist.

A Management Agreement will also be incorporated or imported to the main lease terms to be reviewed and consulted upon by the parties from time to time to allow the Council more detailed influence beyond normal lease terms and the flexibility for changes without disturbing the main lease. For example, Tenant to carry out improvement works and maintenance works to a plan and specification approved by CoLC; dealing with specific requirements and hours of public access; Tenant to consult/engage with the local community as to how the site is used; Tenant to report issues anti-social behaviour to the CoLC PPASB team and Police etc.

8. Strategic Priorities

8.1 Let's deliver quality housing

This will be the second project delivered by Sincil CLT, the group's longer term aims are to work with the CoLC to bring empty properties in Sincil Bank back into use.

8.2 Let's enhance our remarkable place

This is a key project in the provision of accessible open spaces within Sincil Bank.

9. Organisational Impacts

9.1 Finance (including whole life costs where applicable)

Current maintenance costs are minimal, this includes the maintenance of the shrub beds. This responsibility will be handed over to Bridge and Sincil CLT. The Council would not incur additional costs as a result of this proposal. It is suggested that the rent payable be a nominal rent of £1 per annum.

9.2 Legal Implications including Procurement Rules

In accordance with the Council's Policy for Open Space and Tree Management, the Council will not dispose of public land except in exceptional circumstances where such a transaction would bring direct benefit to the immediate community adjacent to the area.

Officers believe that the proposed transfer of the site would bring a direct benefit to the local community. The land would be in use as a public open space accessible to the community and will enable ongoing community engagement to determine how the space will be used.

The Lease terms would be vital in ensuring the removal of risk to the authority in terms of liabilities, insurance and indemnities; in ensuring the satisfactory management of the land whilst tenanted and the terms under which it would revert to the Council's possession.

9.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

As both Bridge and Sincil CLT will be carrying out further consultation with the community to decide how the site will be used they will be expected as tenants to consider equality and diversity as part of any decision on the use of the grounds.

The Neighbourhood Team will support this consultation phase to ensure that the voices of the many groups that we connect with are heard and can influence these proposals. Our range of engagement includes groups that support a diverse range of ages and groups that support residents who do not originate from the U.K, for example a group that supports member of the Bulgarian community.

9.4 Land, Property and Accommodation

A positive response to Sincil CLT & Bridge Church would mean that these areas of open space could be brought back to more beneficial public use.

Planning permission would not be required for use of the land as a community space. Permission may be required if structures were later proposed, however it is not expected that this will be the case.

Proposed lease terms as set out in the report, subject to requirement for notice of intention for leasehold disposal of open spaces and decision to proceed, or not, in light of any objections received.

9.5 Significant Community Impact

This is a key project in the Revitalisation of Sincil Bank. The strategy highlights the need to enhance open spaces in the area.

10. Risk Implications

10.1 Key risks associated with the preferred approach

The proposed lease terms would devolve responsibilities for the sites to the respective Tenants. In the event of the Community space failing, the land

would be returned to its current state at no cost to the Council and the land would revert to being a redundant site.

11. Recommendation

- 11.1 Officers to arrange public notices of an intention for leasehold disposal of the open spaces as Archer Street and Chelmsford Street
- 11.2 If no objections received, officers to finalise lease terms and complete lease formalities with Sincil CLT for the Chelmsford Street site.
- 11.3 If no objections received officers to finalise lease terms and complete lease formalities with Bridge Church for the Archer Street site (including the adjoining area beneath Pelham Bridge).
- 11.4 Should any objections be received in either case in response to the public notices, these to be reported back for consideration and decision on whether or not to proceed.

Is this a key decision? No

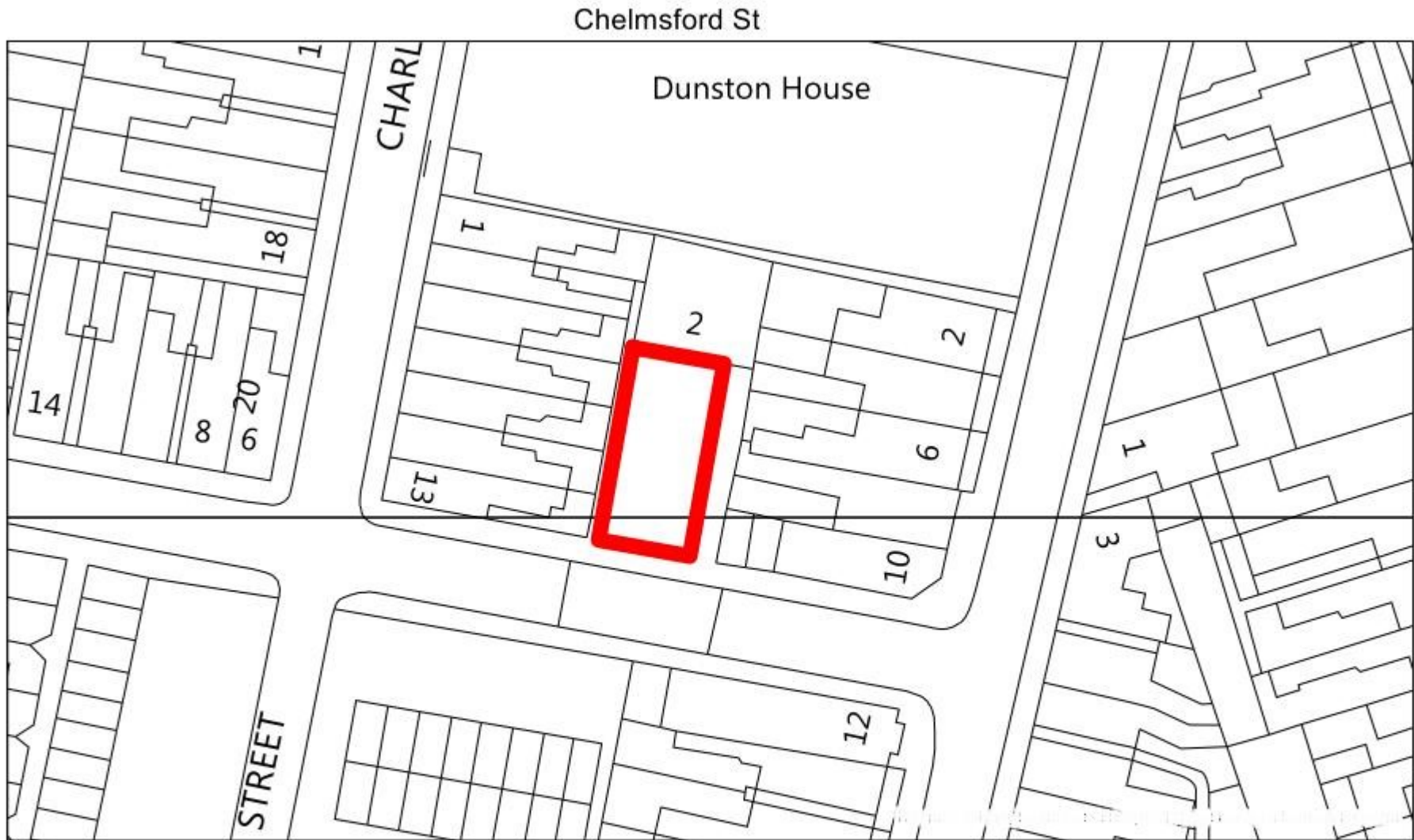
Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? 3

List of Background Papers: None

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SUBJECT:	EXCLUSION OF THE PRESS & PUBLIC
DIRECTORATE:	CHIEF EXECUTIVE & TOWN CLERK
REPORT AUTHOR:	CAROLYN WHEATER, MONITORING OFFICER

1. Purpose of Report

1.1 To advise members that any agenda items following this report are considered to contain exempt or confidential information for the reasons specified on the front page of the agenda for this meeting.

2. Recommendation

2.1 It is recommended that the press and public be excluded from the meeting at this point as it is likely that if members of the press or public were present there would be disclosure to them of exempt or confidential information.

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