

Chapter 1: Key Aims And Strategies

A City of Contrasts

- 1.1 Lincoln is a city set amongst fields - an urban place in a rural county. It is an historic city of international significance, yet it also has to provide for the modern needs of well over 100,000 people (living in Lincoln and a wide area round about). It is both a cathedral city and an industrial city: wonderful old buildings and streets sit alongside large tracts of derelict and under-used land. Lincoln is, in short, a city of strong contrasts, offering many advantages as a place to live and work, but also having some very serious problems to overcome.
- 1.2 Allied to other strategies, this Local Plan provides a framework for reconciling the wide range of demands and needs which spring directly from all those contrasting characteristics. The City Council will use this Plan to help it:
 - tackle problems;
 - create new opportunities - and seize them;
 - look after the features of this City, and its life, that people value.

The Public Interest - Today and Tomorrow

- 1.3 The purpose of our planning system is to allow local authorities (and Central Government) to regulate development and the use of land so that the public interest is taken properly into account. Within that system, Local Plans play a particularly important part. They explain what types of development will be allowed where, what general form those developments should take and how they should relate to transport and other infrastructure. As the most detailed part of what is known as the "Development Plan", the Local Plan's policies should be followed when decisions are made on planning applications, unless there are very strong reasons for doing otherwise. A Local Plan is rather like an outline planning permission for the future development of a whole district.

Sustainable Development

- 1.4 This Local Plan will guide development in Lincoln as we move into the 21st Century. If it is successful it will help to produce a city which is more attractive, efficient and healthy in 2011 than in 1998 - a more "liveable" city. The Plan sets out to achieve those improvements by blending strategies for conservation, regeneration and growth, all rooted in principles of "sustainable development". The definition of sustainable development used in producing this Plan is:

development that meets our current local needs in ways which

- *reduce and minimise pollution and waste;*
 - *make the most efficient use of non-renewable resources (like fuel, building materials, land and natural habitats), and,*
 - *safeguard and enhance both the natural environment and the historic built environment, so that the physical, social and economic well-being of future generations (and people living in other parts of the world) is not threatened.*
- 1.5 The concept of sustainability has to be applied to all aspects of life if it is to be achievable. Environmental sustainability must be married to social and economic sustainability. People need jobs and houses within a healthy environment but, in providing for those needs, we have to accept that the environment's capacity to support healthy life is not endless. Technology has not yet produced means of meeting all our economic and social expectations in fully sustainable ways. But, some of the environmental problems we are already experiencing appear to be increasingly health-threatening. So, action is needed now, and is already being initiated at international, national and local levels. At present, most of that action is being directed towards measures which will reduce and slow down the rate of damage. In effect, we are trying to "buy time" to

develop technological solutions or for economic and social expectations to change - probably a combination of the two. Sustainable development cannot, however, be regarded as an optional extra - a luxury we can sort out once other problems have been dealt with. It is the very serious and urgent business of establishing life-sustaining, rather than life-threatening, development practices.

1.6 In producing this Local Plan, Lincoln City Council makes no pretence that it will have achieved an entirely sustainable city by the year 2011, nor that every development carried out during the period the Plan covers will itself be sustainable. Its ambition is the rather more modest one that by 2011 Lincoln should be a significantly more sustainable city than in 1998 and that development in the intervening period should take the most sustainable form achievable at the time. The effectiveness of the Plan will be monitored closely, and it will be reviewed at regular intervals. This will enable further understanding of what sustainable development involves to be fed into the Plan as it emerges. Ultimately the success of the Plan will be judged by tomorrow's public, whose interest it seeks to protect alongside today's. The City Council will not succeed by working on its own. Improvement can only be achieved through partnership, with Lincoln's citizens, other public authorities and bodies, private businesses and voluntary organisations all working towards common aims.

1.7 Although Sustainable Development is a central theme, it is not the Plan's only concern. It also aims to extend opportunities more evenly across the community - opportunities for education and employment, housing opportunities; business opportunities; opportunities to use leisure facilities and shops, and, opportunities to enjoy a pleasant environment. The Plan will help to spread such opportunities by measures such as:

- making sure land is available for necessary developments;
- making sure that the facilities most people need or want to use are in places where everyone can reach them (regardless of whether they own or use a car);
- encouraging patterns of development that support public transport;
- protecting our built and natural heritage throughout the City for everyone to enjoy;
- encouraging developers to contribute to better social and community provision (such as affordable housing and open spaces).

1.8 If by pursuing this Local Plan alongside other City Council Strategies, like the Balanced Transport Strategy, the Economic Development Strategy, the Recycling Strategy and Housing Initiatives, we help to bring about the changes outlined in the "Statement from the Year 2011" at the front of this Plan, Lincoln will not only be a more environmentally sustainable city but it will also be a more equitable city.

Key Aims

1.9 **Through this Local Plan, and working closely with partners throughout the local community and beyond, the City Council aims to:**

- **improve the quality of the local environment and the physical, social and economic health of the local community;**
- **protect and reinforce Lincoln's special identity as development, change and renewal take place;**
- **manage change with care, working towards a more sustainable, energy efficient city which offers improved quality of life and expanding opportunities for present and future generations.**

1.10 Progress towards a more sustainable city is to be achieved by pursuing strategies designed to improve Lincoln's environmental, economic and social well-being; three inter-dependent components of a healthy and sustainable city.

Environmental Strategy

1.11 The strategy for environmental well-being aims to:

- promote land use distributions and transport systems which reduce pollution, conserve energy and maintain Lincoln's rich heritage and biodiversity;
- ensure that decisions made locally take full account of both local and global environmental needs and limitations;
- create a healthy, safe, efficient and pleasant environment within which present and future generations can live, learn, work and play;
- ensure that the present generation maintains Lincoln's rich heritage of natural and man made features, and adds to it.

1.12 The Government White Paper "This Common Inheritance" states that "we must not sacrifice our future well-being for short term gains, or pile up environmental debts which will burden our children". It also explains that "we must put a proper value on the natural world" and that it is "our responsibility to future generations to preserve and enhance the environment of our country and our planet".

1.13 If the words of the White Paper are to be translated into action, international, national and local communities, as well as individuals, will all have to start taking the problems seriously - and co-operate to avoid possible catastrophes.

1.14 One of the purposes of this Local Plan is to explain measures which the City Council intends to take, in its role as local planning authority, to protect and improve the local environment whilst contributing to the action necessary to protect the global environment. Some things can be achieved by the local community itself; others, however, will need the co-operation of those with wider responsibilities.

Development and Transport

1.15 In its advice to Local Planning Authorities set out in *Planning Policy Guidance Note 12 - "Development Plans and Regional Planning Guidance"*, the Government has highlighted the need for action to reduce environmental pollution and conserve energy. It explains that through development plans (and decisions taken in accordance with those plans) Local Planning Authorities can improve energy conservation and reduce pollution by ensuring that those factors are taken into account in the location of new development.

1.16 The City Council will endeavour to bring about improved energy conservation and reduced pollution through its planning decisions, and it will also encourage other authorities, organisations and individuals to take full account of those factors. *Planning Policy Guidance Note 12* advises local authorities to use the following "check list" to make sure that their planning decisions encourage:

- 1) "development that makes full and effective use of land within existing urban areas without amounting to "town cramming";
- 2) development that is closely related to public transport networks - for example, near existing railway stations with spare capacity;
- 3) location of new development types that attract trips (for example, office employment, shopping, higher education, and leisure) at points such as town centres which are capable of acting as nodes for public transport networks to avoid encouraging substantial increase in car use; and where there may be advantages in enabling one journey to serve several purposes,
- 4) housing (which by contrast to (3) generates trips) that is located in such a way as to minimise car use for journeys to work, school and to other local facilities;

- 5) limitations (by capacity or price) on town centre parking, whether public or as part of other developments, provided that does not encourage development in more energy-inefficient locations elsewhere;
- 6) appropriate interchange opportunities between major public transport networks, and
- 7) positive encouragement of facilities to assist walking and cycling".

The policies and proposals in this Local Plan have been designed to follow that "check list" closely. Decisions made in accordance with The Plan should, therefore, produce environmental benefits across the City and beyond (see Chapter 13 - Environmental Appraisal). A city in which energy conservation is improved and pollution reduced will also be more efficient, bringing economic and social benefits in parallel with the environmental improvements.

- 1.17 Over-dependence on private cars and Heavy Goods Vehicles is creating ever increasing problems for the local environment - air and noise pollution, dangerous road conditions, damage to buildings, poor health and stress and a general reduction in people's opportunities to enjoy their local environment. Compare, for example, the experience of shopping in a pedestrianised street with that of a street blocked almost solid with vehicles. Tackling our transport and access problems in ways which reduce harm to the environment is, therefore, one of the main objectives of this Plan.

Heritage

- 1.18 Those of us who live in Lincoln are fortunate in our environmental inheritance from previous generations and from nature. As a community and as individuals we have a clear duty to look after that inheritance and pass it on in good (and preferably, improved) condition. We also need to make sure that the benefits of our inheritance are spread as widely as possible across the community. However, for various reasons, some people are currently much better placed to enjoy their environment than others. A pleasant living environment should be available to everyone and it is the Council's aim that, as resources allow, necessary environmental improvements should be made right across the City for the benefit of all Lincoln's citizens. Some of the most problematic areas are targeted as first priorities in this Plan, and if the approach being taken proves successful it can be spread to other areas.

Tomorrow's Heritage

- 1.19 Just as we have inherited valuable features from our predecessors, it is incumbent upon us to add new features which our successors may value. For the City Council, one of the more pleasing inferences to be drawn from the response to the "Planning Our Future" questionnaire (see the Preface to this Local Plan) was that most of the people who replied were satisfied with the appearance of recent new buildings. It is important to secure the best quality of design as each new building is proposed and to learn from each case in an attempt to keep design quality improving.

Open Space and Regeneration

- 1.20 Similarly, the value of open spaces (whether "hard" or "soft") and the contribution of wildlife and natural features are increasingly appreciated and efforts are being made to add more to both the quality and extent of these elements of our heritage. While some "greenfield" sites will have to be built upon, a sizeable part of Lincoln's housing need can be met by re-cycling redundant land and buildings. Most of the opportunities to do so occur within or adjacent to the City Centre and realising them will contribute to a more sustainable land-use distribution by reducing individuals' needs to drive to work or to central area services. All housing allocations have been assessed in terms of their relationship to existing public transport, cycle, and footway networks. "Greenfield" sites have additionally been tested against their contribution to urban form. Consolidation of the urban area has been favoured over peripheral extension.

Monitoring

- 1.21 We need to be able to see whether the policies in this Plan (and other measures to reduce environmental damage) are being successful. "Indicators" of environmental health - such as pollution levels, traffic

congestion and the health of individuals - are, therefore, to be monitored closely throughout the period of the Plan and will be important factors in reviewing it.

Economic Strategy

1.22 The strategy for economic well-being aims to:

- allocate land for new commercial, retail, industrial and other development in ways which increase economic efficiency (by minimising congestion and pollution, and conserving energy and resources) and contribute to the overall vitality and viability of the City;
- protect and enhance Lincoln's environmental quality as a major asset in attracting new investment;
- promote a diverse, healthy and efficient economy both by supporting existing businesses that are located so as to meet other objectives in the Local Plan and by encouraging a greater diversity of economic activity;
- meet the varying requirements of different types of businesses in the location of land for development and the range of site sizes, where these requirements are consistent with other objectives of the plan;
- support and create new opportunities for small businesses, (especially within mixed-use developments);
- explore and provide opportunities to maximise the environmental benefits of telecommunications technology.

1.23 The Council is conscious of the planning system's responsibility to assist the promotion of economic growth as one means of meeting the economic and social needs of the community, starkly portrayed by current levels of unemployment (see "Social Strategy"). PPG4: "Industrial and Commercial Development and Small Firms" states:

"There is no contradiction in arguing both for economic growth and for environmental good sense. The challenge is to integrate the two".

The City Council takes the view that the quality of Lincoln's environment is a principal factor in it retaining established businesses and attracting inward investment from new businesses. Planning for sustainable development will help to ensure that the contribution "quality of environment" makes to Lincoln's economic well-being is maintained and enhanced.

A Centre for Employment

1.24 There are about 45,500 jobs in Lincoln and nearly half of them (45%) are taken by people who live beyond the City boundary. Most of Lincoln's jobs are located within or adjacent to the City Centre, so that, even living within the City, people can have appreciable distances to travel to work (and for other central area services). The result has been the familiar tidal movement of people commuting into and out of the City Centre during "the rush hour" - and the accompanying costs of congestion, pollution and energy wastage.

1.25 While the number of "commuters" to the City and City Centre has been increasing steadily, the manner in which they travel has changed more radically. Far more people (half as many again) now travel to work by car than did ten years ago. The use of buses has halved, travel by train remains insignificant and walking and cycling to work have also declined. The relationship between where people live and where they work is a main issue to be addressed by this Local Plan with its key objective of promoting sustainable development. The concentration of service provision and job opportunities in and around the City Centre and District Centres is seen as the "model" which would best serve a city becoming more reliant on sustainable means of travel - i.e. public transport, cycling and walking.

1.26 The City Council also wishes to explore and help promote other ways of reducing journeys to and associated with work, such as telecommuting, car sharing and employment practices which make more effective use of road capacity, such as flextime and staggered hours working.

Diversification and Regeneration

- 1.27 Up to 20 years ago over 35% of Lincoln's workforce were employed in manufacturing. That sector was dominated by heavy and mechanical engineering. Since then, jobs in the sector have more than halved; the major employers have either diminished (as employers) or disappeared. Less than 20% of the City's workforce are now engaged in manufacturing.
- 1.28 The physical consequences for the City have been a series of redundant sites and buildings along the lines of the railways and canalised waterways which serviced Lincoln's industrial revolution. The re-use of these sites and buildings is an important opportunity for the "sustainable" approach to the planning of Lincoln, not only because it would fulfil the principle of "recycling" land and buildings, but because these sites are mostly adjacent to the central area - a key location in furthering sustainable land use distributions. Policies and proposals dealing with the regeneration of this part of the City are a crucial element of this Local Plan.
- 1.29 While manufacturing has declined as an employer, it is still a major element in the City's economy. Diversification of Lincoln's economic base, including the range of manufacturing industry has long been seen as one means of reducing the local impact of cyclical downturns in the national economy. Lincoln needs a range of sites, readily available and capable of meeting the needs of bespoke and speculative development.
- 1.30 The City Council's Economic Development Strategy points to key shortcomings in Lincoln's stock of industrial, commercial and warehousing development opportunities. It highlights a continuing deterioration in the range of site sizes available in Lincoln, especially larger sites (in excess of 2 hectares) and a lack of sites of a quality necessary to attract developers and users in the 'hi-tech', Research and Development, prestige office, hotel and leisure industries. The strategy also looks to the generation of 700 to 800 jobs (net) each year. To meet that target it is estimated that 25 to 37 hectares of new allocations will be needed in addition to the use of presently under-developed allocations, an expanding City Centre service sector and redevelopment schemes.

Services and Expansion

- 1.31 Despite the long term decline of manufacturing as an employer the number of jobs in Lincoln has continued to grow - by about 13% between 1981 and 1991. As nationally and regionally, this net increase has been generated by the service sector.
- Overall, service sector employment in Lincoln grew by almost 28% and from 65% of total employment in 1981 to 74% in 1991. There are now more women employees working in Lincoln than men. That, too, is explained by jobs created in the service sector - most of which have been part time.
- 1.32 Service sector employment locally seems set to continue growing. Expansion schemes for Higher and Further Education should provide a major stimulus, as should the City's growing tourism industry. The key here is to forge more effective links between Lincoln's historic centre and its commercial centre. If that can be achieved, surveys suggest major benefits for Lincoln's retail sector, while growth in tourism generally should benefit most industries in the service sector.
- 1.33 Service sector employment pervades the City, but is concentrated in the Central Area. That concentration has much to do with the vitality and viability of the City Centre and, as established earlier, is part of a land use distribution model which would best serve a city becoming more reliant on "sustainable" means of travel. The expansion of the central area, which a strategy of concentrating service employment implies, will need to be carefully guided to ensure that it also contributes to conservation and regeneration objectives.
- 1.34 Much of the expansion of the local service sector and diversification of its manufacturing sector has been achieved via small businesses. The Local Plan aims to increase opportunities for small businesses by ensuring land is available for business development and by allowing a broad range of uses in mixed-use areas.

Social Strategy

1.35 **The Strategy for social well-being aims to:**

- **meet the needs of Lincoln's existing and future households whilst maintaining the quality of the natural and the built environment;**
- **achieve the employment targets in the City Council's Economic Development Strategy whilst maintaining a healthy environment;**
- **ensure that all members of the community can benefit from a safe, pleasant and healthy environment in which to live, learn, work and play;**
- **safeguard the City's cultural heritage;**
- **ensure that facilities intended to serve the community are as widely and easily accessible as possible to the City's population as a whole;**
- **promote strong District and Local Centres, accommodating a broad range of uses and activities as the focus for local communities;**
- **promote easy access to open space for all residents, without relying on the use of cars and without damaging the City's ecology and biodiversity.**

Homes

- 1.36 The presently approved Structure Plan requires the construction of 4,800 new dwellings in Lincoln between 1st January 1988 and 31st December 2000. Past housing completions left 2,638 dwellings to be constructed by 31st December 2000, if the approved Structure Plan housing requirement is to be met. The County Structure Plan is currently being reviewed (Deposit Draft issued in January 1998) and has proposed that 5,400 new dwellings be constructed in the City between 1st January 1991 and 31st December 2010. That figure was determined by the capacity of Lincoln to accept new development, bearing in mind other requirements, notably the need for land identified by the City's Economic Development Strategy and the retention of valued open space. New housing will help cater for the effect of the continuing reduction in average household size, as well as a net in-migration to the City. Reducing household size is the product of established demographic trends, such as young single people setting up home earlier in life, marriage/partnership breakdown and increasing numbers of single, elderly persons.
- 1.37 A large proportion of Lincoln's households cannot afford market prices and rents for accommodation. At present, over 30% of them receive state benefit towards their housing costs. It is a proportion which has fluctuated with the unemployment rate, but which, even in the 'boom' years of the mid to late 1980s, did not fall below 25% of the City's households. An inability to afford market prices and rents correlates strongly with household type - with single person and lone parent households disproportionately more likely to be in receipt of benefit. These are the very household types which are projected to increase their numbers significantly over this Plan period. They are also the household types most likely to be in competition with students' demand for accommodation arising from the expansion of higher and further education. The planning system can help secure affordable housing, indirectly through means such as density policy and encouraging mixed-use developments and changes of use to bring redundant buildings or space within buildings into residential use and, more directly, through planning conditions and obligations, backed up by local plan policies which identify developers' willingness to provide affordable housing as a "material consideration" to be taken into account in the determination of planning applications.
- 1.38 A key land-use relationship, which must be conserved if a more "sustainable" city is to be realised, is that between the City Centre and the older, pre-1920, housing areas which encircle it and extend for some distance along the main radial routes from the centre. This belt of high density, low rise housing enables the concentration of a significant proportion of the population close to the City Centre, reducing the need to use or own a car. It is also a main source of accommodation for younger people entering the housing market and for those dependent on private rented accommodation. Looking after these areas so that people want to live in them will help protect the environment as a whole.
- 1.39 The Local Plan also has a part to play in ensuring the adequacy of accommodation. While issues such as overcrowding, lack of basic amenities etc., fall to the Authority's housing and public health functions,

planning has a contribution to make, especially in safeguarding amenity, not only in new development but also where proposals to intensify residential use or to mix it with other uses are involved.

Jobs

- 1.40 Unemployment in Lincoln and its Travel to Work Area (TTWA) has been consistently above the national rate and (with few monthly exceptions), above that for the East Midlands Region. Long term unemployment presents a particular problem, accounting for a third of the unemployed.
- 1.41 The City's unemployment rate is somewhat higher than that of the TTWA. In July 1995, Lincoln's unemployment rate was 11.9% compared to 11.2% for the TTWA. The overall Lincoln rate hides significant variations at Ward level with a rate of 18.1% in the worst case. Long term unemployment in Lincoln is 40% of the total, peaking at 45% at Ward level.
- 1.42 The Census of Population 1991 (which uses a different definition of unemployment to the analyses above) revealed male unemployment rates of up to 50% in a few city neighbourhoods.
- 1.43 Statistics only convey part of the picture. What are not seen are the personal losses - loss of income, lost confidence and security, loss of self esteem, lost health. The effects can prove devastating for individuals and families and the social consequences affect the whole community. To combat these losses and their far-reaching consequences, the City Council's Economic Development Strategy sets a target of creating 700 to 800 jobs (net) each year and reducing unemployment to 5% by 2001. The Strategy has three main elements:
- job creation initiatives;
 - training initiatives;
 - measures to alleviate unemployment.

This Local Plan's main contributions are:

- to allocate sufficient quantity and quality of sites for employment-creating development;
- to allow for central area expansion;
- to help expand tourism;
- to make sure that the potential employment benefits of development proposals are taken fully into account when planning applications are being decided.

Neighbourhood

- 1.44 Lincoln people clearly identify with their City. But, many residents also identify with their neighbourhood. Although "neighbourhood" cannot readily be defined on the ground and individuals' perception of it vary and change, it is important.
- 1.45 The City Council has tried to encourage a sense of neighbourhood directly through the provision of six community centres (since 1983) and indirectly through planning policies aimed at supporting existing local centres and creating such centres in new development. These are intended to complement the retail and other services found in the City Centre and to provide a focus for local services such as schools, doctors, dentists, banks etc. For the future, the District Centre should have an increasingly important role to play in the move towards a more sustainable city. Provision of local services will help reduce reliance on the private car and should offer more localised employment opportunities.

Security and Safety

- 1.46 Crime and fear of crime can blight our enjoyment of the environment. Several cities have been participating for some years in a project known as "Safer Cities" and some valuable lessons and ideas have emerged. One approach is to change the "after hours" character of the City Centre, shifting the emphasis away from just pubs and clubs, to bring in a wider section of the community and to "crowd out crime". Introducing more housing (including converting empty space above shops and offices to flats) could help to bring about a real change in the character of the City Centre and District Centres. Coupled with other improvements such as better public transport facilities, better lighting and supervision of potential trouble spots, and improved car-park design, the overall result should be a much safer and more pleasant city. Lincoln is now running its own "Safer Cities" project.
- 1.47 "Designing-out crime" aims to make sure that when new developments are being planned, features which might facilitate crime are avoided and those which could help to deter it are "built-in" from the outset. For example, housing layouts can be designed in such a way as to foster a sense of neighbourhood identity and help people to be aware of what is going on in the area around their homes. Footpaths and children's play areas can be designed in ways that encourage supervision by people living nearby.
- 1.48 Other ideas to improve road safety are increasingly accepted and supported by Government and Highway Authorities. The introduction of 20 m.p.h. traffic zones and traffic-calming measures have an important role to play in reducing the severity of accidents. These and similar initiatives have been taken on board by this Local Plan.

Accessibility

- 1.49 To live as a society or community, people need to communicate with each other. Face-to-face communication often necessitates moving from one place to another. Work, education, leisure, entertainment, shopping - all these aspects of everyday life have a social element. If people are unable to take part it weakens their ability to contribute to the community and to benefit from the facilities which are available.
- 1.50 Some people find themselves unable to participate because they cannot move around. Some are physically disabled, others are economically disabled (i.e. they cannot afford to travel). The effects are exacerbated by the degree to which society has come to rely on the private car. Those who, for whatever reason, do not have access to a car, often find that they are effectively denied access to a wide range of facilities. Job possibilities may be limited, there may be little choice of places to shop and most recreation and leisure facilities may be too far away.
- 1.51 The 1991 Census showed that although levels of car-ownership have been rising, 38% of the City's households did not own cars. Ownership levels vary considerably across the City. In some parts over 75% of households do not have access to a car.
- 1.52 Moving towards a sustainable city will mean that new facilities intended to serve the needs of the local community are located in places where they are accessible to people who do not have access to a private car or would prefer to use other means of transport. The same principle will be applied to privately owned or managed facilities as well as those provided by public authorities and, in particular, it will apply to commercial facilities, such as shops, to employment-creating developments and to leisure facilities.
- 1.53 It is particularly important that people across the City should have areas of open space close to their homes to provide recreation opportunities, allow them to enjoy the City's wildlife and simply to provide relief within the built-up area.

Special Needs

- 1.54 At some time in our lives all of us have special needs. As babies, for instance, we need to be moved from place to place in prams and pushchairs. Disabled people (and those who care for disabled people) experience a wide range of difficulties in moving from one place to another. Many other people find that mobility becomes more of a problem as they get older. At any one time, a relatively large proportion of the community has special needs which should be borne in mind when changes and new developments are being planned. Without that consideration the ability of large numbers of people to play a full role within the local community may be greatly reduced. The City Council recognises that disabled people, whatever the

origin and nature of their disabilities, have special needs and it will, therefore, endeavour to ensure that those needs are taken into account in the location and design of new buildings and in other developments. The requirements of other people, such as adults in need of community care services and children in need (including those looked after by the County Council) will also be taken into account.

Building a Healthy City

1.55 **By combining strategies for environmental, economic and social well-being this Local Plan sets out to make Lincoln a more sustainable and liveable city with:**

- **an attractive, lively and safe City Centre, which is readily accessible (especially by public transport) and offers most of the shops, services, leisure, cultural, social and other facilities required by the wider community;**
- **a city centre with a 24 hour purpose and a large number of homes (adding security and enabling many people to live close to City-wide facilities as well as more local ones);**
- **residential districts beyond the City Centre, each with its own range of local facilities so that people can work, learn, shop, play and carry out day-to-day activities close to their homes;**
- **major employment areas close to residential districts and the City Centre, so that people may choose to live within walking or cycling distance of their places of work;**
- **derelict and neglected areas "recycled" and revived to provide homes, employment, leisure and other facilities;**
- **concentration of major new development alongside a "Greenway" (a strategic route combining space for public transport, cycleways and footpaths alongside a road) providing a direct link to the City Centre ("The Western Growth Corridor");**
- **a ring of Park and Ride sites;**
- **an efficient and accessible local rail network;**
- **maximum opportunities for convenient, safe and "environment-friendly" travel throughout the City;**
- **open spaces for recreation and enjoyment and natural areas for wildlife throughout the City, with particular emphasis on accessible "Green Wedges", linking the built-up area to the countryside.**

Reviewing The Local Plan

1.56 This Local Plan has been prepared at a time when far-reaching changes are taking place locally, nationally and globally. Inevitably, this means that there are uncertainties surrounding some of the issues and topics the Plan seeks to address. Some of the more obvious examples include:

- **understanding "sustainable development" and how to achieve it;**
- **achieving a switch from car-dependence to more widespread use of other, more environment-friendly means of transport and communication;**
- **achieving satisfactory mixtures of uses and activities in close proximity to each other;**
- **reinvigorating the City Centre.**

1.57 The Plan deals with such issues on the basis of the best information and understanding available at present. However, it is very important that the evolving nature of our understanding of problems and solutions is recognised and allowed for. This is where the process of monitoring and reviewing the Plan becomes crucial. A clear programme of continuous monitoring and regular review is essential if this Plan is to function as a dynamic and constantly relevant development plan, rather than simply a rapidly outdated statement of how things are seen at one particular point in time.

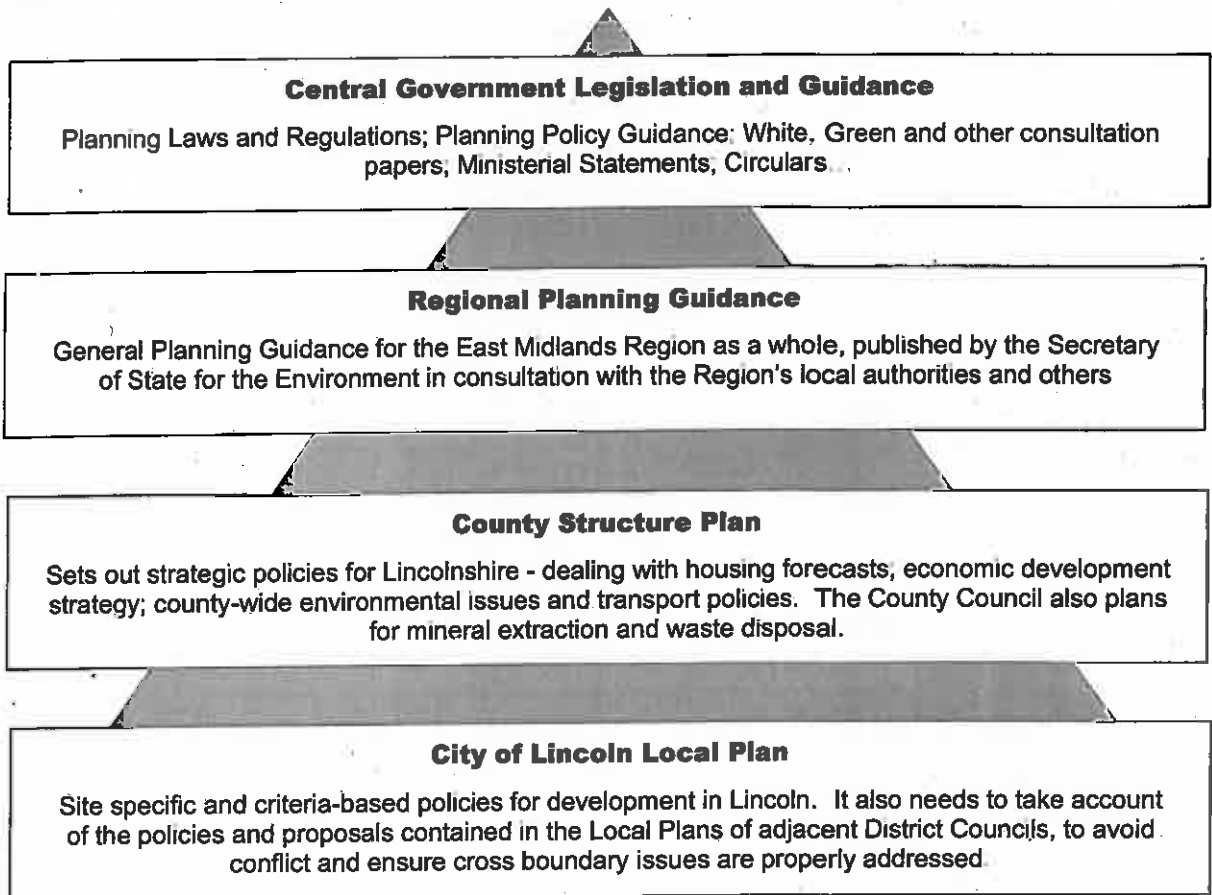
The Programme for Review of the City of Lincoln Local Plan is set out below:

| | |
|----------------|---|
| 1998 | Adoption of the City of Lincoln Local Plan |
| 1998/9 | Post-adoption Review and Alteration (concentrating on issues identified through the plan preparation process, but not sufficiently advanced for inclusion in the Plan by the time of its adoption) |
| 2000/01 | First Full Review and Alteration |
| 2005/6 | Second Full Review and Alteration |
| 2010/11 | 15 Year Review and Alteration or Replacement |

The performance of the Local Plan will be monitored constantly and an annual Monitoring and Review Statement will be prepared and published.

Chapter 2: The Local Plan in Context

- 2.1 Local Plans are probably the most important cog in the British planning system, because they have the most direct effect on people's immediate surroundings. However, they are only one part of a larger system of legislation, policies, advice and plans.
- 2.2 This Local Plan takes its place in what appears a simple hierarchy:



Coming at the foot of the pyramid, the Local Plan has to deal in detail with a very wide range of issues.

- 2.3 Legislation requires that Structure Plans should have regard to national planning policies and Regional Planning Guidance. Local Plans are required to be in general conformity with the County Structure Plan.
- 2.4 A considerable amount of consultation takes place between the various tiers in the system. The City Council, for example, is asked for its views about draft national and regional guidance, as well as about the Structure Plan, amendments to it and other Local Plans. The hierarchy is not, however, a fixed sequential process. Much of the detailed planning legislation and national planning policy is directed to the City and District Planning Authorities, rather than being "passed down" through Regional Planning Guidance and the Structure Plan.
- 2.5 International organisations of various kinds are also increasingly influential in ways which affect planning requirements, although they do not have a specified position in the "planning pyramid", because their influence is generally brought to bear on national governments. Nevertheless, it is that international level which needs to be explained first to set the context for this Local Plan.

The Global Context

- 2.6 In 1992, the United Nations Conference on Environment and Development (**the Earth Summit**) was held in Rio de Janeiro in response to mounting scientific evidence that the ability of the World's environment to continue sustaining life is being put at risk by some of man's activities. The summit produced some important commitments and agreements, although inevitably, it also left many questions unanswered. Perhaps, the four most important products were:
- **"Agenda 21"** : a programme of action which has to be taken across the planet to achieve a more sustainable pattern of development for the next century,
 - **"The Climate Change Convention"** : an international agreement concerning action to reduce the risks of global warming, based on limiting the emission of "greenhouse gases";
 - **"The Biodiversity Convention"** : an international agreement about protecting the diversity of the World's species and habitats;
 - **A Statement of Principles** for the management, conservation and sustainable development of all the World's forests.
- 2.7 Several Commissions and Conventions have been established through the United Nations to pursue these agreements and carry out further work. The Summit also recommended that each country should establish strategies and action plans, with clear commitments and targets, so that it can play its part in meeting the international agreements.
- 2.8 The Earth Summit called on each local authority across the World to help in the preparation of a **Local Agenda 21** - a programme of local action to protect the environment. Lincoln City Council, all the Lincolnshire District Councils and the County Council have all signed-up to the **"United Kingdom Local Government Declaration on Sustainable Development"**, and are working towards a Local Agenda 21 in partnership with other local organisations and individuals. The City Council hopes that this Local Plan will itself make a significant contribution to **Local Agenda 21 in Lincoln and the Biodiversity Action Plan** currently being prepared for the City.

The European and National Context

- 2.9 In September 1990 the Government published Britain's first Environmental Strategy, **"This Common Inheritance"**. It took the form of a White Paper, examining a wide range of environmental issues ("the Greenhouse Effect", energy, transport, towns and cities, wildlife, countryside, heritage, pollution ...) and started to sketch out the type of action necessary to tackle some of the problems.
- 2.10 In January 1994, the Government published a series of documents in response to the commitments and agreements arising from the Earth Summit:
- **Sustainable Development : The U.K. Strategy;**
 - **Climate Change : The U.K. Action Programme;**
 - **Biodiversity : The U.K. Action Plan;**
 - **Sustainable Forestry : The U.K. Programme.**

All of those documents have implications for land-use planning and a wide range of other activities. The Strategy for Sustainable Development has particularly important implications for planning and transport decisions. It reiterates, expands and develops principles which had been emerging through Government guidance since 1990 and it has had a strong influence on guidance which has subsequently been issued by the Government.

- 2.11 Most of the Government's guidance on planning matters is set out in **Planning Policy Guidance Notes (PPGs) and Circulars**. Local Authorities have to take the advice contained in those documents into account when preparing development plans and making decisions about planning applications and enforcement matters. At the time of preparing this Local Plan, the following Planning Policy Guidance notes were available and have been taken into account:

| | |
|--------|---|
| PPG.1 | General Policies and Principles |
| PPG.2 | Green Belts |
| PPG.3 | Housing |
| PPG.4 | Industrial and Commercial Development and Small Firms |
| PPG.5 | Simplified Planning Zones |
| PPG.6 | Town Centres and Retail Developments |
| PPG.7 | The Countryside and the Rural Economy |
| PPG.8 | Telecommunications |
| PPG.9 | Nature Conservation |
| PPG.12 | Development Plans and Regional Planning Guidance |
| PPG.13 | Transport |
| PPG.14 | Development of Unstable Land |
| PPG.15 | Planning and the Historic Environment |
| PPG.16 | Archaeology and Planning |
| PPG.17 | Sport and Recreation |
| PPG.18 | Enforcing Planning Control |
| PPG.19 | Outdoor Advertisement Control |
| PPG.21 | Tourism |
| PPG.22 | Renewable Energy |
| PPG.23 | Planning and Pollution Control |
| PPG.24 | Planning and Noise |

- 2.12 The extent to which the principles of sustainable development are now becoming central to the work of local planning authorities emerges particularly clearly in the more recent (or recently revised) PPGs such as *PPG 12: "Development Plans and Regional Planning Guidance"*, *PPG 6: "Town Centres and Retail Developments"*, *PPG 13: "Transport"* and *PPG 15: "Planning and the Historic Environment"*. These and other recent PPGs stress that the need for development and the need to protect our environment have to be reconciled and they offer guidance on how this might be achieved.
- 2.13 Circulars are the other main media for central government advice on planning matters. They generally deal more with procedural matters than policy advice, the latter being increasingly concentrated in the PPGs. A notable recent exception to that general rule is *DoE Circular 5/94: "Planning Out Crime"*. That Circular and others which are relevant have been taken into account in preparing this Local Plan.

The Regional and Local Context (see Diagram 1)

The East Midlands

- 2.14 As well as issuing Planning Policy Guidance for the whole Country, the Secretary of State for the Environment also provides Regional Planning Guidance for each of the English regions. This is intended to add a regional dimension to existing policy statements, complementing the PPGs rather than superseding or varying them.
- 2.15 Authorities preparing structure plans (e.g. Lincolnshire County Council) have to take the Regional Planning Guidance into account when formulating the strategic proposals and policies for their Counties. Local Plans must conform with structure plans and should also take direct account of Regional Planning Guidance where appropriate. The way that the Regional Planning Guidance for the East Midlands is being taken directly into account in preparing the new Local Plan for Lincoln is explained below.
- 2.16 Regional Planning Guidance for the East Midlands (Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire) was issued in March 1994 (*RPG8*). "The primary aim of the guidance is to guide the pattern of development in the Region to provide a framework for the updating of Structure plans within the Region up to the year 2011" (*RPG 8 Para. 1.2*). As explained later in this Chapter, the current Structure Plan for Lincolnshire covers the period up to 2001. As the City of Lincoln Local Plan

looks forward to 2011 aspects of the more recent Regional Planning Guidance are more relevant and up-to-date than some elements of the Structure Plan (which is now to be reviewed in the light of the RPG). The City Council has, therefore, looked directly to the Regional Planning Guidance, whilst ensuring that the City of Lincoln Local Plan also conforms generally with the Lincolnshire Structure Plan.

- 2.17 The Regional Planning Guidance sets sustainable development as its chief guiding principle, (*Para. 3.2*) stating that:

"Consistent with the objectives of sustainable development, development plans in the Region should provide land use policies aimed at achieving four broad objectives:

- a) to meet the basic needs of all the Region's inhabitants;
- b) to secure and stimulate economic prosperity in all parts of the Region;
- c) to conserve, and where possible to enhance the Region's environment;
- d) to maintain a high quality of life throughout the whole region".

- 2.18 It is explained that, amongst other things, sustainable development involves encouraging "urban growth in towns and cities rather than as suburban sprawl or as sporadic development in the countryside" (*RPG8, Para. 3.1*). Elaborating on this, the RPG states that "some parts of the Region should be regarded as natural and cultural assets which are vitally important and irreplaceable and where any loss or damage would be extremely serious". These include various classes of protected countryside and wildlife habitats, listed buildings, scheduled ancient monuments and conservation areas, "particularly in historic towns such as Stamford, Lincoln and Buxton", where "care should be taken to safeguard the special characteristics that are so highly valued" (*RPG8, Para. 3.4*). "Elsewhere there will be a need to maintain the overall character and quality of the environment though not necessarily its exact current make-up. Trading off between environmental considerations and the needs of social and economic development may be acceptable, though a genuine balance of environmental resources should be maintained through appropriate compensatory measures" (*RPG8, Para 3.5*). The City of Lincoln Local Plan aims to reconcile social and economic needs with the need to protect the environment, and to encourage development in Lincoln as the largest urban area in the County and, therefore, the one with the greatest scope for growth consistent with sustainable development. The principle of maintaining "a genuine balance of environmental resources" underpins the whole Local Plan.

- 2.19 The following extracts are particularly relevant as they demonstrate how closely the principles adopted in the Regional Planning Guidance and those underlying the proposed City of Lincoln Local Plan converge:

VI. "New development of all kinds, including housing and economic development, should be concentrated in, or adjacent to, existing urban areas and the fullest possible use should be made of opportunities for the redevelopment and recycling of urban land. The aim should be to secure development and recycling of urban land. The aim should be to secure development and urban regeneration while improving the urban environment and reducing the need to take greenfield sites for development. It is important also to ensure that urban areas provide a good living environment and that development does not result in the loss of valuable urban open space.

VII. Land use planning and the planning of transport policies and infrastructure should be co-ordinated to maintain and improve communications with other regions, to provide a better relationship between homes, workplace and other activities so as to minimise the need to travel, to encourage the use of energy efficient modes of transport and to facilitate environmental improvement at both a local level and in the wider global context. These principles are detailed in *PPG13: "Transport"* to which local authorities should have regard when drawing up development plan policies".

Lincolnshire - The Structure Plan

- 2.20 The current Structure Plan for Lincolnshire was originally approved in 1981 but has been updated by a series of alterations based on specific topics:

Alteration No. 1 - Housing and Settlement (adopted 1991)

Alteration No. 2 - Employment and Shopping (adopted 1994)

Alteration No. 3 - Environment, Conservation, Recreation, Rural Economy, Tourism, the Coast, Waste Disposal, Minerals (Draft only).

The County Council is now undertaking a complete review of the Structure Plan (Draft on deposit January 1998). The main thrust of the current Structure Plan can be summarised through a few extracts.

- 2.21 "... the County Council has resolved to continue a growth strategy to help guide development in the County up to the year 2001. The County Council considers that there are considerable social and economic benefits to be gained from new development, and population growth is to be encouraged as is the associated housing development". (*Alteration No. 1, Para. 4.1*)
- 2.22 "In adopting a growth strategy, it is not the intention to put at risk the very characteristics that are making the County so popular. Lincolnshire is justifiably famous for its open skies, extensive countryside, attractive villages and quiet, unhurried lifestyle". (*Alteration No. 1, Para. 4.2*)
- 2.23 "Lincolnshire is being opened up to a variety of new development, and the County Council wishes to maximise its advantages consistent with the need to protect all that is best about the County environment". (*Alteration No. 2, Para. 4.1*)
- 2.24 "The strategy embodied in the revised policies is essentially promotional ... The County Council is not only concerned to stimulate economic development in or adjacent to the larger urban areas, which are the major employment centres, but is also keen to help the diversification of the rural economy". (*Alteration No. 2, Para. 4.5*).
- 2.25 "Growth in the tourist industry is regarded as an important aspect of the overall strategy". (*Alteration No. 2, Para. 4.5*).
- 2.26 "In updating the policies for shopping, the County Council's basic strategy remains to ensure that existing towns continue to be the main focus of the social and economic life of the community. Policies are generally aimed at increasing the vitality and diversity of these towns and also at making them more attractive to residents and tourists alike. ... It may not always be possible to reconcile the large scale requirements of certain types of new shopping development with the historic character and street pattern of some parts of these towns". (*Alteration No. 2, Para. 4.7*)
- 2.27 With regard to the final sentence of that last extract, the new Local Plan will show how shopping requirements are to be reconciled with the protection and enhancement of Lincoln's environment. The City Council looks to the County Council and the Councils of the adjacent districts for support in pursuing its strategy, which is consistent with the aims of the Structure Plan, the Regional Planning Guidance and PPG6: "Town Centres and Retail Developments" and PPG13: "Transport".
- 2.28 The growth-orientated aims of the Structure Plan can only be achieved in a sustainable form if growth is concentrated on existing settlements and relates to efficient infrastructure provision (including public transport). As the County's largest settlement, Lincoln therefore, offers the greatest concentration of opportunities for sustainable growth. In simple terms development in Lincoln is generally more likely to be sustainable than development in a more remote area of the County. The task for this Local Plan is therefore to achieve the most efficient patterns of development and transport within Lincoln so that the City can accommodate sustainable growth, and to reconcile this with the need to protect the local environment (built and natural) to make sure that Lincoln is an attractive place to live, work and visit.

- 2.29 The City Council does not believe that a plan for a more sustainable city can realistically cover a period of less than 15 years, so this Local Plan's "end date" is 2011 not 2001 which is the last year of the period covered by the current Structure Plan. As the Structure Plan is itself being reviewed to cover the same period, this should ensure that the two plans complement each other to the greatest possible extent.
- 2.30 The only part of the current Structure Plan which requires any specific amount of land to be provided for development in Lincoln is *Alteration No. 1 - Housing and Settlement*. This requires sufficient land to be "allocated" for house-building for 4,800 additional dwellings to be provided in Lincoln between 1988 and 2001. There are limits to Lincoln's capacity to absorb new house-building without losing important areas of open space, reducing the quality of the urban environment and harming the City's overall landscape and townscape character. At the same time, land is also required for other forms of development and cannot all be given over to house-building. The County Council has, therefore, already agreed with the City Council that decisions about the amount of land to be allocated for housing in Lincoln itself should relate increasingly to capacity. This being the case, it is logical that the detailed examination of development opportunities against environmental and other considerations, which this Local Plan for Lincoln has entailed, should now inform the further development of housing and settlement strategy in the Structure Plan for Lincoln.

Lincolnshire - Lincoln and the adjacent Districts

- 2.31 Two districts adjoin the City of Lincoln - West Lindsey and North Kesteven. Although the Councils for the City and those two districts may have different objectives in some respects - an essential ingredient of local democracy - it is important that their plans take account of each other and complement each other as far as possible. The need for all local plans to conform generally with the Structure Plan helps to achieve this, as does the wider context offered by the Regional Planning Guidance. At a more detailed level this is reinforced by co-operation and regular consultation between the district and City councils to safeguard the interests of the wider local community.
- 2.32 The particular importance of co-operation and co-ordination as far as transport planning is concerned has led to the formation of the Greater Lincoln Transport Forum, involving all the local authorities responsible for the mainly urban area based on Lincoln (see *Paragraph 3.14*). The authorities also liaise on other planning matters and, in particular, are pursuing closely co-ordinated strategies for economic development and the development of "strategic" sites for business and industry.
- 2.33 Both District Councils have prepared Local Plans and the City Council has made its views known following consultation. In general, the City Council considers that the Plans for West Lindsey and North Kesteven complement the proposals for the City of Lincoln Local Plan and vice versa, and the City Council will support the District Councils in the general implementation of those Plans.
- 2.34 The relationship between the City of Lincoln Local Plan and the North Kesteven District Local Plan is particularly important because a substantial part of the built-up area falls within North Kesteven District. In particular, the City Council recognises the distinct identity of North Hykeham and hopes that it will be able to co-operate with North Kesteven District Council and North Hykeham Town Council to ensure that the local community's desire for improved shopping, leisure and other facilities can be met in ways that complement such provision within the City of Lincoln.
- 2.35 The City Council and North Kesteven District Council are working closely on the development of Business Park and other employment opportunities in both Districts. Co-ordination of plans relating to the Western Growth Corridor (Brayford - Skewbridge - Decoy Farm) is particularly important.
- 2.36 The relationship between the City and West Lindsey is rather different because here only a small part of the built-up area extends beyond the City boundary. However, the generally open nature of the countryside around the City is of great importance, both to Lincoln's overall setting and to the individual identity of surrounding villages. Inappropriate development in the open countryside would not only blur the distinction between the City and those villages, but could also undermine efforts to achieve more sustainable patterns of development.
- 2.37 Landscape features in both North Kesteven and West Lindsey extend into the City (e.g. the Witham Valley and the Areas of Great Landscape Value along the Lincoln Edge), and these have been taken into account

in the City's Green Wedges strategy. Co-ordination between authorities will help to enhance the value of such features for the benefit of the wider community.

2.38 The City Council is committed to close co-operation with other local authorities, government agencies and other service providers and voluntary organisations with interests and responsibilities affecting the Lincoln area. Such organisations influence or are responsible for a wide range of matters, including transport, health, mains services, drainage, environmental protection and local heritage. The City Council will take full account of these bodies' plans and proposals, bearing in mind that:

- the individual identities of Lincoln and the surrounding settlements should be protected and strengthened;
- the close relationships between Lincoln and the surrounding settlements should be recognised and development, especially in transport systems and networks;
- Lincoln's role as the focus of a wider community - and its main centre for shopping, employment, services, entertainments and further/higher education - should be recognised in plans for the City and the surrounding settlements, so that they are able to support each other in a sustainable way.

The Transport Package for the Greater Lincoln Area

2.39 The Balanced Transport Strategy and the complementary policies and proposals in this Local Plan are consistent with the Transport Package for the Greater Lincoln Area which was initially approved by the Government in December 1996, and is subject to a process of annual review. That Transport Package forms part of the Transport Policies and Programme for Lincolnshire. The area covered by the Transport Package is largely based on the Lincoln Travel-to-Work Area, with the addition of railway stations at Gainsborough, Market Rasen, Ruskington and Sleaford. Since its introduction in 1993, the objective of the Transport Package approach has been to promote a co-ordinated approach to transport planning and funding (encompassing all travel modes), making it easier for people to transfer between different modes of transport. This is intended to encourage travel choices which minimise environmental harm whilst maximising economic and social benefits. To achieve this, close integration of transport and land-use plans is essential.

2.40 The development of the Transport Package has been undertaken by the Greater Lincoln Transport Forum which includes:

Lincolnshire County Council
Lincoln City Council
North Kesteven District Council
West Lindsey District Council
Lincolnshire and Humber Chamber of Commerce
Confederation of Passenger Transport
Central Trains
Railtrack

Chapter 3: Access, Transport and Communications Part One

Objectives

The Access, Transport and Communications policies and proposals in this Local Plan complement a Balanced Transport Strategy for Lincoln and the approved Transport Package for the Greater Lincoln Area (See Paragraphs 2.39 and 2.40). They are designed to:

- reduce dependence on cars and promote the wider use of other means of transport, by influencing the location, design and layout of developments so that people can move conveniently between the various places they visit in their day-to-day lives (e.g. home, school, work, shops, leisure facilities) by foot, bicycle or public transport, and not only by using cars;
- add to the vitality, viability and commercial competitiveness of the City Centre by maximising accessibility within the context of an attractive, safe, clean and healthy environment in which a wide range of uses and activities can thrive and the harmful impact of motor vehicles is minimised;
- improve safety, the health of the environment and the quality of people's lives, by promoting schemes to reduce traffic speeds and remove through-traffic (especially from residential and mixed-use areas);
- promote the construction of an eastern by-pass as soon as possible so that full environmental, social and economic benefits may be gained from complementary measures to enhance public transport, reduce the volume and speed of traffic passing through the built-up area and improve the accessibility of areas in need of regeneration;
- influence the volume and patterns of car travel to:
 - * reduce the harmful impact of motor vehicles; and
 - * enhance the vitality and viability of the City Centre,by managing the supply, location and use of public and private car parks in accordance with the Parking Strategy for Lincoln (as set out in paragraphs 3.30 to 3.35 of this Local Plan).
- Reduce congestion and pollution by developing cycling and walking facilities, by promoting improved public transport (bus and rail) and by developing Park and Ride services, making sure that developers play their part in achieving this;
- give pedestrians, cyclists and public transport users priority over the car in the layout and design of new developments;
- ensure that the needs of people with impaired or reduced mobility or vision are catered for appropriately in new developments and improvements to local transport infrastructure;
- support the provision of new transport routes and complementary traffic management measures which provide a transport infrastructure that both supports the City's economic and social well-being and protects the environment;
- promote the transport of freight by rail by reserving strategic land alongside railways for businesses which are able to make use of rail transport;
- promote opportunities to use telecommunications technology as a means of reducing the need to travel.

- 3.1 Ease of travelling from one place to another is an important consideration when planning any city's future, but at the same time we have to find ways of minimising the environmental, social and economic costs of travel. Many people regard the car as a tool of personal freedom. However, the increasing environmental costs of further unrestrained traffic growth are so great that the personal freedom to travel may be restricted if alternatives cannot be developed. The problems we are already experiencing require action now: "do

nothing" is not an option. A change in our whole approach to transport is required if we are to maintain and improve the quality of our environment whilst maintaining accessibility for all.

Strategic Principles

3.2 The City Council's objectives and policies for Access, Transport and Communications are based on three guiding principles:

- people living in, working in or visiting Lincoln should have convenient access to the facilities they require, provided the impact of transport on the environment is kept to an acceptable minimum;
- planning decisions should help to make it as easy as possible for people to choose the more "environment-friendly" forms of transport, like public transport, cycling and walking, rather than those forms which damage the environment more, like cars;
- every effort should be made to make sure that means of moving around the City are safe, efficient and reliable.

The Wider Context

3.3 The need for strategies which place increased emphasis on public transport, cycling and walking has been advocated in many recent statements from Central Government (particularly *PPG13: "Transport"*) and from such eminent bodies as The Royal Commission on Environmental Pollution (*see Appendix A - for a summary of the Royal Commission's findings*). The changed emphasis comes as a response to two main concerns:

i Environmental Pollution

Growing evidence of global and local environmental damage and associated health risks has led our government and others into international commitments to stabilise and then reduce the emission of certain pollutants from transport and other sources (particularly the so-called "greenhouse gases"). Global warming, the "Greenhouse Effect", acid rain and rising incidences of asthma are all connected with this type of environmental pollution.

ii Traffic Congestion

The rapid growth of car ownership and use over the past thirty years or so has now resulted in major congestion problems both within and between urban areas. Forecasts of the continuing growth of traffic for the period 1995 to 2025 (increases ranging from 55% to 89%) have highlighted the virtual impossibility of keeping up with traffic growth simply by building more roads. Concerns about the environmental impact of individual road building and road improvement schemes have now combined with concerns about the tendency for more (or 'better') roads to generate still more traffic and congestion, forcing a major re-think on the conventional approach to transport and road planning. The environmental, economic and social costs of congestion are now all being viewed with increasing concern.

3.4 Government has recognised that land-use planning and transport planning have to be fully co-ordinated because transport influences patterns of land use and patterns of land use influence transport. With increasing availability and use of cars, settlement patterns have become more and more dispersed. Based on the assumption that most people will make most of their journeys by car, ease of access to the road network and space for parking cars have been for many years two of the main criteria for deciding what development can go where - length of journey and mode of travel have not been major issues until recently. This has led to a self-perpetuating dependence on cars, because so many developments have been located with access by car as the main consideration that in many cases there are no realistic alternatives available to most people. The loss of employment opportunities in inner urban areas and poor environmental quality have been linked in some areas to transport problems. Inadequate transport infrastructure and the growing dispersal of major developments over the past twenty years have together played a significant role in the decline of some inner urban areas. A successful regeneration of inner areas of major towns and cities can be achieved only if priority is given to improving accessibility and limiting further dispersal. Concerns about

pollution and social and economic problems are now dictating a different approach, according to which travel distances should be minimised and accessibility by other forms of transport should be maximised.

3.5 The Planning system has several roles to play in changing the balance of our transport system, including:

i Location of Development

This Local Plan sets out land-use "allocations" and policies. In some cases, it "allocates" sites for specific land uses and it also sets out locational criteria against which planning applications can be assessed. Making sure that most new developments are accessible by means of transport other than private cars has to be one of the planning system's main contributions to reducing car-dependence. Planning Policy Guidance from Central Government emphasises the need for local planning authorities to take this into account in their forward planning and development control decisions.

ii Transport infrastructure

Most major new transport infrastructure (e.g. roads, railways, bus and rail stations) requires planning permission. Again, the Local Plan has to identify sites, and set out locational criteria. A more sustainable approach to transport requires that the Plan should make particular provisions for improved public transport, cycling and pedestrian facilities and should promote new road building only where it is necessary to achieve environmental improvements or to provide access to necessary developments.

iii Environmental assessment

The planning system provides a means of assessing the environmental (and social and economic) implications of new developments and new infrastructure proposals in a comprehensive way.

The Local Picture

- 3.6 Locally the situation is certainly no better than it is nationally. Traffic growth within Lincoln is set to increase dramatically if alternatives are not put in place. This is typified by Lincolnshire County Council's traffic predictions for Pelham Bridge, which see the number of vehicles using the bridge each day rising from 37,400 in 1995 to 50,400 by the year 2000 (an increase of 35% in just 5 years).
- 3.7 The built heritage and overall environmental quality of historic towns and cities like Lincoln are now seriously threatened by pollution, vibration and noise arising from traffic and congestion. Locally, the Cathedral and other Listed Buildings are suffering structural deterioration and the fabric, character and "liveability" of some of our Conservation Areas are already being harmed by current levels of traffic. Indeed, the quality of the local environment in many parts of Lincoln is now being damaged severely by traffic congestion and pollution.
- 3.8 A glimpse of local feelings about Lincoln's traffic problems emerged from responses to the "Planning our Future" questionnaire in 1991/92. When people were asked if they thought Lincoln was being spoilt by any particular problems, 68% said "traffic". Asked more specifically whether they considered traffic congestion to be a problem in Lincoln, 88% said "yes". People were then presented with a list of possible solutions, ranging from new roads to river buses. Top of the list of answers (58%) came "better facilities for cyclists", followed closely (56%) by better public transport and "park and ride" (48%) and "safer walking" (pedestrian crossings, pedestrianised streets etc.). New roads were seen as the solution by only 30%, but further traffic restrictions were favoured by 40%. So, many people seem to recognise the need to change their ways of travelling to solve the problem, but they need help to do so. It is up to local authorities, Central Government and public transport operators to enable people to make more environmentally responsible transport choices by ensuring that good alternatives to the private car are available wherever possible.
- 3.9 Transport is a *means* not an *end* in itself. The primary objective is *accessibility*. This is important, because it brings together a range of social, economic and environmental objectives. For example, 38% of this City's households do not have cars. Those people are dependent on other means of access to the facilities they require. Owning a car does not mean that use of it is always available to all members of the household: so the number of people dependent on other forms of transport at any one time is even greater. As developments have been located more and more with car users in mind, those without cars have become

increasingly disadvantaged. At the same time public transport has had to rely increasingly on the less advantaged sectors of the community for its income, with wealthier people using cars for more and more of their journeys. So, a spiral of disadvantage has now become well-established and can only be reversed by changes in planning and investment decisions.

A Balanced Transport Strategy for Lincoln

3.10 "Planning our Future" first highlighted the need for a Balanced Transport Strategy for Lincoln. The concept has since been developed as policy by both the City and the County Councils, and it now provides the foundations for the Access and Transport policies of this Local Plan. Through the Balanced Transport Strategy the City Council intends to reduce the use of cars and the degree of dependence upon them. This will, if sustained, help to reduce the harmful effects of pollution and congestion both on people and the wider environment. Achieving that should offer the benefits of reducing:

- the incidence of poor air quality, its impact on those with respiratory disease and the apparent increase in such problems among the young;
- traffic accidents;
- stress,
- damage to the fabric of buildings from pollution and vibration,
- the impact of traffic noise on amenity.

Successful implementation of the Strategy will offer a safer environment for cycling and walking and opportunities to assist the movement of public transport vehicles.

3.11 **Why "Balanced"?**

"Sitting on the fence", not jumping one way or the other, is a form of balancing, but is rarely constructive in the long run. The Balanced Transport Strategy is not based on indecisive fence-sitting. It is a strategy for changing the balance rather than maintaining the status quo. It recognises that at present our transport "system" is unbalanced. With at least seven means of transport potentially available for the journeys people need to make locally (cars, buses, trains, bicycles, walking, motor-cycles or even boats), the degree to which so many people rely on private cars for so many journeys, suggests that at present the balance is weighted too heavily towards what is currently one of the most polluting, congesting and fuel-consuming forms of transport - the car.

3.12 **So, is the Balanced Transport Strategy an "anti-car" strategy?**

No: it is a strategy to promote the use of other means of transport so as to reduce *dependence* on cars. However, it will require elements of constraint on some aspects of car use if it is to be effective and fair. The emphasis from Central Government is on giving people the ability to choose environment-friendly rather than environment-damaging transport whenever possible. It would be naive, however, to assume that people will make that choice purely from a sense of altruism without greater incentives to use one form of transport and disincentives to use another.

3.13 **Can people really be expected to make less journeys by car?**

Yes, but this is a particularly difficult issue in a city like Lincoln which is situated within a predominantly rural area where people rely heavily on cars. There are obvious practical and economic difficulties in operating effective public transport services in rural areas. This means that a large proportion of the people coming into Lincoln to work, shop or whatever currently have little option but to use cars. So, even though people living within the urban area may reasonably be expected to use public transport, bicycles or their feet for more of their journeys, Lincoln's roads and environment will still be under pressure from people bringing in cars from the surrounding rural areas. The Balanced Transport Strategy for Lincoln is attempting to come to grips with this difficult problem.

Co-operation

- 3.14 Solving problems as difficult as those now facing us requires close co-operation between all the organisations and individuals involved in transport and access matters. Ultimately, this means almost everyone, but as a starting point the City Council has joined the County Council, the neighbouring District Councils, the Lincoln Chamber of Commerce and representatives of the public transport operators (both bus and rail) to form the Greater Lincoln Transport Forum. The Forum aims to develop a comprehensive package of proposals to reduce the environmental, social and economic costs of travel and transport. That package will form the basis of bids for Government support through the Transport Policies and Programmes (T.P.Ps) produced each year by the County Council. If successful, those bids will secure the funding and commitment necessary to put important parts of the Balanced Transport Strategy into practice.

Thinking it through - Making it Work

- 3.15 The Balanced Transport Strategy described in this Chapter is designed to encourage people to change their travel behaviours - to choose the more environmentally friendly modes of transport for more of their journeys. Its success depends on every organisation, every individual, every developer playing a part. Much of the "infrastructure" has to be put in place by public authorities and public transport operators, but developers will be expected to help in providing it and nothing will be achieved unless individuals choose to use it.

To help the Council to consider the access implications and requirements of development proposals, and to help prospective developers to think about the contributions they can make to reducing the environmental, social and economic problems associated with travel and transport, applicants for planning permission may be required to submit clear statements - Access Statements and Commuter Plans - when certain types of development are proposed. Developments which, when completed, will attract or serve large numbers of people, or at which large numbers of people will be employed, should comply with Policies 1 and 2 respectively. The submission of Access Statements and Commuter Plans will help the Council to decide whether any particular development proposal complies with the relevant policy and what conditions should be imposed or commitments sought by other means. A similar approach is to be applied in relation to developments for schools and places of further and higher education. Planning permission will not normally be granted for the types of development covered by these policies unless the Council is satisfied that adequate steps are being taken to encourage people who will travel to the development to use alternatives to the car.

Features of the Strategy

- 3.16 The main features of the Balanced Transport Strategy for Lincoln are described below. The planning policies and proposals necessary to support this Strategy are set out in Part Two of this Chapter.

Public Transport

- 3.17 Although the City Council currently has little direct involvement in the provision of public transport, it proposes to support public transport operators and encourage greater use of public transport by:
- ensuring that accessibility by public transport is an important consideration when making decisions on planning applications;
 - improving bus station facilities and promoting the development of a bus/rail interchange in the vicinity of the Central Railway Station;
 - encouraging operators to co-ordinate public transport services and timetables;
 - investigating new public transport opportunities and markets and supporting initiatives to encourage people to switch from cars to public transport for more of their journeys;
 - investigating opportunities to maximise the use of the railway system within Lincoln (including the development of suburban rail halts - see Diagram 2) and between Lincoln and other settlements;
 - promoting bus priority measures (e.g. bus-only lanes and streets and bus-activated traffic signals) so that buses can avoid queues and delays;

- promoting permanent and comprehensive Park and Ride facilities as part of a planned and co-ordinated urban transport system (see Policies 7A, 7B and 7C for details);
- encouraging bus and rail operators to make it as easy as possible for people with impaired mobility to use public transport (including stations and other fixed facilities);
- supporting the 'Dial-a-Ride' service (which provides for people with impaired mobility who find it difficult to use other public transport) and seeking to expand the "Shopmobility" (wheelchair loan) scheme.

Cycling

3.18 Cycling is a quick and healthy mode of transport for short journeys and cycles require minimum parking space. Cyclists are, however, at greater risk from injury than car or bus users when involved in traffic accidents. They are also at the mercy of the weather and cannot carry heavy loads. The City Council has therefore devised a Cycling Strategy for Lincoln, identifying an extensive network of routes, which is already under development. These will provide safe routes (some using dedicated cycleways, others using shared road-space) between residential, employment and other areas and between those areas and the City Centre. To increase people's willingness to carry out more of their journeys by cycle, secure cycle parking facilities are also being provided (more people are likely to cycle if they can be confident that their bikes will still be there when they return for them!)

3.19 The Council will expect those carrying out new developments to provide links to the evolving Cycling Network and to help in its development where suitable opportunities arise. Developers will also be expected to include facilities to encourage people to use cycles (e.g. cycleways and secure parking places) within new developments. Employers will be encouraged to provide good facilities for cyclists at workplaces (e.g. secure cycle parking places, lockers and showers) and schools, colleges and universities will be encouraged to do the same.

Walking

3.20 Most people (even motorists) are pedestrians for at least part of each day. Measures to improve facilities for pedestrians include:

- improving the network of footpaths within the City and the links to areas beyond (concentrating particularly on the Green Wedges);
- planning for a good range of local shopping, community and other facilities to be provided within walking distance of most people's homes;
- improving the environment for pedestrians and extending pedestrian-priority areas within the City Centre, as opportunities arise, with the Brayford Area, South High Street (especially the area from the north side of St. Mary's Street to the south side of St. Mark Street), Silver Street, St. Swithin's Square/Bank Street/Free School Lane and St. Martin's Square identified as opportunities during the period of this Local Plan;
- further and improved pedestrian crossings and 'refuges' on heavily trafficked routes;
- improving facilities for people with impaired mobility and disabilities.

Traffic Calming

3.21 Segregating pedestrians and cyclists from motor vehicles is neither possible nor desirable in all cases. A safer, more pleasant, civilised city depends at least as much upon motorists recognising their responsibilities towards other, more vulnerable, road users at all times and in all places. Traffic calming measures can help to instil such a responsible attitude. The City Council will, therefore, work with the County Council to:

- identify locations and areas for traffic calming schemes and implement them in ways that are sympathetic to local environments. Measures may include altered road layouts; reduced speed limits and 20 m.p.h. zones; specially designed street furniture; road humps and "speed tables"; varied road surfaces;

- ensure that major new housing and mixed-use developments are designed to the standards required for 20 m.p.h. zones and incorporate comprehensive traffic-calming features from the outset;
- in conjunction with pedestrian priority and other traffic management measures, create a substantially traffic-calmed City Centre.

New Transport Routes

3.22 Close examination of transport problems in Lincoln suggests that they arise from a combination of factors including:

- the volume of cars and goods vehicles using the roads;
- the relative under-development of public transport and facilities to encourage cycling and walking;
- the physical unsuitability of Lincoln's historic street pattern to cope with the types and volumes of traffic now using it.

3.23 Because we do not wish to destroy the best from our past, to cope with the worst from our present, the Balanced Transport Strategy includes the construction of some new and improved transport routes, alongside measures to shift the emphasis away from cars to other forms of transport. New cycleways and footpaths have already been outlined. Some schemes involving new roads are also proposed. In view of the concerns about the consequences of further road building outlined earlier in this Chapter a full explanation of the Council's reasons for supporting particular road building schemes is required.

3.24 In general, the City Council sees restrictive traffic management and the promotion of alternatives to the private car as the ultimate answer to the problems caused by current and projected levels of traffic - tackling the causes and not just the symptoms. It will take some time for the benefits to be felt to any great extent and much will depend on a combination of Central Government action and public education. In the meantime, we shall have to continue living with the car as the means of transport chosen for a large proportion of journeys. In the City Council's view, some new road building is necessary to cope with both the private and the public transport problems now needing to be dealt with in Lincoln, so that a healthier local environment can be created. However, the Council's support for further road building will be limited to schemes falling into the following categories:

- a) **"Missing Links"** - schemes which may involve the construction of new roads or more road space and which will reduce traffic congestion and pollution or take traffic away from more sensitive areas (e.g. residential areas, the Historic Core, the City Centre). Where such schemes involve the construction of more road space they can only be justified if they will benefit public transport, cyclists and pedestrians, as well as motorists, and will not encourage more, or longer, journeys by car overall;
- b) **Diversion Schemes** to improve the environmental quality of particular areas or to improve the overall efficiency of the road network without perpetuating dependence on private motor vehicles in the longer term;
- c) **Access Roads** to serve new development or regeneration schemes

3.25 The "missing link" schemes supported in this Local Plan are described below:

- a) **The Lincoln Eastern By-pass** - This scheme is shown in Diagram 3. It will provide a complete ring road, enabling:
 - through-traffic (particularly heavy goods traffic) to be removed from the City Centre and residential and mixed-use areas adjacent to radial routes;
 - the reduction of environmental damage caused by excessive traffic, especially in historic streets and other sensitive areas;

- improved access to the commercial and industrial areas on the east side of the City, thus stimulating regeneration and economic development;
- the removal of through traffic from the upper High Street area, thereby strengthening retail and other links between the Historic Core, the Top-of-High Street and the Central Shopping Core.

Only a very small section of the proposed Eastern By-pass will be within the City boundary, but the City Council supports the construction of the whole By-pass as soon as possible. The TPP for Lincolnshire indicates that construction of the Eastern By-pass is due to commence between 2002 and 2004, subject to the availability of suitable funding.

b) **The Western Gateway** - This scheme will provide a strategic link between the Lincoln Relief Road (Western By-pass) and the City Centre, via the Skewbridge area. Its main features are to be:

- a new junction with the Relief Road (beyond the City boundary);
- a major Park and Ride site close to the Relief Road;
- "The Greenway" - a bus-way, with cycleways and footpaths, connecting the Park and Ride site, the Birchwood area and the new Skewbridge Urban Village with the City Centre (via a new bridge and junction with Tritton Road);
- increased roadspace in Tritton Road, with an emphasis on priority measures for buses.

The scheme will bring major transport and environmental benefits, including:

- access to the City Centre from the new residential and business development in the Skewbridge Urban Village - with the emphasis on public and non-motorised transport;
- enhancement of public transport links between the City Centre and Birchwood and Skellingthorpe;
- provision of a public transport link to a new Park and Ride site which will be well related to the Relief Road;
- reduced volumes of traffic in residential areas (especially Skellingthorpe Road).

The Western Gateway scheme has also included the creation of the Ropewalk/Carholme Road Link (completed in 1997). That road provides a new route bridging the railway. It has helped to relieve congestion associated with the level crossings on High Street and Brayford Wharf East, thus helping to secure the benefits of a centrally located railway station without the associated road traffic problems. This part of the scheme will also assist with the extension of pedestrian priority within the City Centre and the strengthening of links between the 'uphill' and 'downhill' areas.

The various Schemes which will form part of the Western Gateway are to be constructed in conjunction with the development of the Skewbridge Area. The development of this area is expected to commence in 1998/99 and to continue up to 2011, and perhaps beyond. As the Western Gateway schemes form essential infrastructure for that development, as well as performing a crucial strategic role, the intention is that they should be completed as early as possible i.e. between 1998 and 2005.

3.26 Both the Eastern By-pass and the Western Gateway schemes provide opportunities to make the proposed Park and Ride system work effectively, thus reducing the number and lengths of journeys undertaken by car within the built-up area. In the case of the Eastern By-pass, the completion of the ring will allow easy access to Park and Ride sites from all the main roads which will join it. The Western Link will provide direct access between a potential Park and Ride site and the City Centre. In both cases, the potential to access the railway network may also provide significant opportunities.

New Road East of Canwick Road

3.27 A further major road scheme is proposed; the construction of a new road running from the junction of South Park Avenue and Canwick Road, around the eastern side of the commercial and industrial premises in the Dunford Road area and then under Pelham Bridge into the area at the east end of Tentercroft Street. This road will follow (approximately) the route of a railway line which was abandoned in the 1980s. In doing so, it crosses the 'Cow Paddle', east of Canwick Road, which is part of the Lincoln Commons. This is an environmentally sensitive area and a full assessment of the environmental impact of the proposed scheme will be undertaken before any final commitment is given to its construction. The benefits of the scheme include:

- improved access to the Great Northern Terrace industrial area, avoiding the residential area to the west of Canwick Road and Pelham Bridge;
- improved access to the Tentercroft Street and Kesteven Street areas allowing for redevelopment of underused and derelict land and buildings in these areas;
- improved access to the car park on Tentercroft Street and to the south side of the Central Railway Station, providing further opportunities in relation to the proposed bus/rail interchange (see Para 3.17).

3.28 This scheme does not form part of the Highway Authority's current programme since it is expected that funding will be primarily by means of developer contributions. This being the case, it is not possible to be precise as far as the timescale for the implementation of the scheme is concerned, but it is expected that opportunities will arise around the middle of the Local Plan period.

An Uphill/Downhill Link

3.29 A fourth new transport route is also proposed, but unlike the three described above, it does not involve new road construction. The possibility of a fixed uphill/downhill transport link (possibly a funicular railway) was first put forward for discussion in 'Planning our Future'.

The hill upon which the Cathedral stands divides the City Centre into two quite distinct areas. Whilst this is undoubtedly part of Lincoln's character and appeal, it is also a problem. It has, for instance, limited the integration of tourism (mainly uphill) and shopping (mainly downhill). It also deters many local people from making regular use of the whole of their City Centre (uphill and downhill).

Opportunities for car parking in the uphill part of the City Centre are limited and it is neither possible nor desirable to extend car parking facilities in this area. Visitors to the uphill area will increasingly have to use downhill car parks and the Park and Ride service: an efficient transport link between the two parts of the City Centre will overcome many of the problems this could otherwise cause.

A full feasibility study is proposed and this will include comprehensive environmental and economic appraisal.

Parking Strategy

3.30 Responses to "Planning our Future" suggested considerable dissatisfaction with parking provision in Lincoln. However, an analysis of car parking statistics has shown that the number of spaces available in the City Centre consistently and significantly exceeds demand except for a few weeks prior to Christmas each year. Local concerns about traffic congestion and pollution parallel the concerns about parking provision, so simply building more car parks to encourage more people to bring cars into the City Centre cannot be the solution.

3.31 In August 1995, the City Council's Transportation Committee adopted a Parking Strategy, as part of the Balanced Transport Strategy for Lincoln. The report considered by the Transportation Committee is reproduced as Appendix B(i) and is summarised below.

3.32 The Strategy takes on board the recommendations of the Government's Planning Policy Guidance, especially that proposed in its consultation draft for the revision of PPG 6: "Town Centres and Retail Development". In summary, this urges that:

- Local Plans should have a comprehensive strategy and policies for the provision and management of parking aimed at reinforcing the attractiveness and competitiveness of the City Centre,
- there should be agreement at a strategic level on the parking standards to be adopted across the City, to avoid excessive out-of-centre provision detracting from city centre provision, (standards should be expressed as maxima),
- within the City Centre the emphasis should be on multi-purpose parking rather than the exclusive use of a building occupier (Authorities should encourage provision which is shared between shoppers and others with short term parking needs);
- the availability of City Centre parking can affect peak traffic levels which may harm environmental quality, so Authorities should seek to influence that by adopting policies which favour short term parking at the expense of long term parking,
- to compete effectively with out-of-centre developments, city centres must remain attractive to people who need to use cars by providing an adequate level of good quality parking (that will also help retain the confidence of investors and retailers);
- quality of provision is also very important - pedestrian access, security, lighting, management and maintenance are all issues to be addressed.

3.33 Studies of the situation in Lincoln have shown that:

- there are already more than enough parking spaces in the City Centre to meet demand for most of the year;
- many of the spaces which would be most convenient for shoppers and other short stay visitors to use are regularly occupied by long stay commuters who do not really need to have their cars so close to their place of work and whose journeys contribute to peak-time congestion and associated pollution and excessive energy consumption;
- the poor quality, security and accessibility of several of the multi-storey car parks deter people from using them fully;
- many people who commute by car park on residential streets close to the City Centre causing traffic and environmental problems for people living in those areas.

Those facts have been taken into account in devising the Parking Strategy described below.

3.34 The objectives of the Parking Strategy are integral components of this Plan's wider strategy for Access, Transport and Communications: they both complement a Balance Transport Strategy for the Greater Lincoln Area. The implementation of each measure will be carefully phased and co-ordinated so that the economic well-being of the City and, in particular, the vitality and viability of the City Centre are not threatened. Accessibility will be improved whilst car-dependence, congestion, pollution and other forms of environmental degradation are reduced. In consequence, the whole City, and particularly the City Centre, will become more pleasant and attractive to live, work and shop in and to visit for a growing variety of attractions, activities and amenities. To achieve this, the following objectives must be met:

- reduce the number of people commuting into the City Centre by car, by providing Park and Ride services and promoting improved public transport and cycling facilities, whilst restricting the availability of long stay parking spaces (e.g. over 4 hours) in and around the City Centre;
- maintain conveniently situated parking spaces in the City Centre for people who are dependent on cars either for carrying out their jobs (as distinct from travelling to and from work) or because of impaired mobility;

- maintain sufficient good quality car parking space for shoppers and other 'short stay' visitors to the City Centre, whilst also promoting alternative means of transport to attract an increasing proportion of shoppers and visitors;
- minimise the extent of surface car parking in places where it degrades the local environment or takes land which could be developed for more beneficial purposes;
- improve the quality, security, signage, accessibility and appearance of appropriately sited decked and multi-storey car parks so that people feel happier using them;
- make sure that any further car parks are sited only in places where they will maximise the vitality and viability of the City Centre whilst minimising congestion and pollution;
- seek to ensure that all car parks are managed in ways that are consistent with this Plan's objectives for Access, Transport and Communications.

3.35 To achieve the objectives set out above (and to complement a wider Balanced Transport Strategy), the Parking Strategy includes the following actions, all of which will be carefully phased so as to improve the City Centre's vitality and viability whilst reducing levels of congestion and pollution and improving the environment for residents, visitors and businesses:

- the establishment of a Park and Ride system, involving co-operation between authorities to promote Park and Ride sites in suitable locations to attract drivers using the most heavily trafficked routes (e.g. Skewbridge and Canwick Hill have already been identified as opportunities);
- exploration of the potential for rail-based commuter links (including Park and Ride and Bike and Ride);
- reviewing pricing and management regimes for City Council car parks so as to maximise the use of Park and Ride facilities and public transport, whilst supporting the vitality and viability of the City Centre by ensuring that central car parks cater for shoppers and other shorter stay visitors;
- improvements will include better advance signing and improved access and egress arrangements (where necessary) to the existing decked and multi-storey car parks to make them more secure and user friendly (with early emphasis on Broadgate and Lucy Tower Street, which are to be managed as interim commuter car parks prior to the introduction of the Park and Ride service);
- seeking agreements relating to privately owned/developed car parks with a view to them being managed in harmony with the City Council's Strategy;
- extending Residents-only Parking Schemes, where appropriate, to control on-street parking and promote the shift to public transport and Park and Ride;
- encouraging owners of Private Non-Residential car parks to liaise with the City Council to ensure their use is compatible with the Council's Strategies;
- only allowing temporary car parks in exceptional circumstances, if all the following requirements can be met:
 - * the size, location and management regime of the car park would be consistent with the objectives for Access, Transport and Communications (including the Parking Strategy);
 - * the car park will make a significant and positive contribution to the vitality and viability of the City Centre;
 - * the temporary use of the site as a car park will not impede its redevelopment;
- requiring the payment of "commuted sums" by developers in cases where the provision of on-site car parking would not be consistent with this Parking Strategy or the aims of the objectives for Access, Transport and Communications as a whole (the commuted sums will be used as a

contribution towards the provision of public car parking on suitable sites - including Park and Ride - or the provision of other infrastructure or services which would provide access to the City Centre as a whole);

- continuing to apply the parking standards set out in Appendix B(ii) (as maxima), but reviewing them at the earliest possible date (i.e. as part of the Post-Adoption Review of the Local Plan) to reduce the amount of parking space to be provided for cars, in accordance with the objectives for Access, Transport and Communications.

Commuter Plans

- 3.36 The Parking Strategy seeks, amongst other objectives, to reduce the number of car journeys which people carry out to commute to and from work. It does so by introducing controls on the volume, location and management of car parking spaces. To complement this, the Council will be seeking co-operation from employers and will be asking them to produce Commuter Plans - strategies and measures for encouraging employees to travel to and from work by foot, bicycle or public transport or by other means which will significantly reduce the number/length of car journeys.

Examples of measures which could feature in a Commuter Plan include:

- providing convenient and secure bicycle parking facilities and changing rooms, showers and lockers for use by cyclists;
- making arrangements for public transport to serve the development;
- contributing to the provision of suitable Park and Ride facilities;
- providing incentives to encourage employees to share cars rather than travelling one per car;
- providing "pools" of cars for use by employees who may need a car to carry out their work, but would often leave their cars in the car park most the day;
- using telecommunications and information technology to enable staff to do some of their work at home.

In the case of new development proposals, the Council will require information of this type so that it can determine planning applications. Employers in existing premises will also be encouraged to prepare Commuter Plans. The City Council is already preparing a Commuter Plan for City Hall.

Water Transport

- 3.37 Rivers, canals, drains and lakes are characteristic features of the landscape of downhill Lincoln. The rivers and canals also provide transport routes which could be used to much greater effect than at present. As regeneration of the Waterfront areas gathers momentum it is expected that opportunities may arise to develop riverbus services along the Fosdyke/Brayford/Witham waterway. One of the benefits of a Park and Ride site close to the Grandstand on Carholme Road may be its proximity to the Fosdyke Navigation along which a riverbus could provide a short, pleasant and uncongested journey to the City Centre. It is thought that a service like this may prove particularly popular with visitors to Lincoln. It is not inconceivable that a riverbus service could also be developed on the southern stretch of the River Witham which flows towards Brayford Pool alongside large residential areas and past St. Marks. The City Council will be pleased to discuss ideas for riverbus services on any of these waterways with companies or individuals who may wish to develop them. Particular attention must be paid to measures to prevent pollution of the water and harm to wildlife. (There is little advantage in simply swapping road pollution for water pollution.)

Heavy Goods Vehicles

- 3.38 Heavy Goods Vehicles (HGVs) are particularly unsuited to the streets of a historic city and, in places, are a serious threat to Lincoln's fabric. They travel through Lincoln in large numbers. Some are delivering to or collecting from businesses in Lincoln, others have to pass through because the Lincoln Relief Road, to the west of the City does not provide a suitable link in the route they are following. The construction of the Eastern By-pass will help greatly to reduce the number of HGVs which need to come through the City.

Rail Freight

- 3.39 Transferring more freight movements from road to rail nationally would help to reduce reliance on HGVs and the environmental damage they can cause.
- 3.40 With railway lines running close to its major industrial areas, Lincoln should be in a good position for improved rail freight opportunities. However, any significant shift is only likely to come about if national transport policy makes it economic for businesses to make greater use of the railways. Anticipating that such a shift may be achieved during the period of this Local Plan, rail routes are being safeguarded from other forms of development and an area on the east side of the City (beyond Spa Road) has been earmarked for future development for businesses which will use the railway system to move goods. Detailed discussions with the railway operators will continue so that any new opportunities to encourage an increase in rail freight use can be seized.

Making Life Easier

- 3.41 Many people have more difficulty in moving about than the average, fit young man, who sometimes seems to have been the only person the designer or planner has had in mind. It is important that the needs of people with impaired mobility are taken into account. Poor planning and design can place unnecessary barriers in their way. Good planning and design works to remove the barriers to give everyone access to a wide range of facilities.
- 3.42 It is a nonsense to try to place arbitrary cut off points between "the disabled" and the "able bodied". To do so ignores all those in the middle such as those with, say, bronchitis, heart conditions or asthma, or parents with young children, all of whom may have restricted mobility but would not necessarily define themselves as "disabled".
- 3.43 Detailed consideration will be given to accessible design in housing, shopping, leisure, business and community developments. However, the spaces between the home and the destination - the "public realm" - also require careful consideration. These spaces often present barriers, traps and difficulties, many of which are unnecessary and can be resolved easily. There is certainly no excuse for new schemes which would perpetuate the old problems and attention must be focused on items such as:
- **slippery paving;**
 - **high kerbs (and badly constructed dropped kerbs);**
 - **siting of street furniture;**
 - **projections from buildings and outside displays which obstruct routes, causing particular problems for people who are blind or cannot see very well;**
 - **poorly designed car parking;**
 - **steep ramps and steps.**
- 3.44 Transport is a further key to the quality of life. How you can get from "A to B", and whether you go out at all will be determined by the facilities available to you. A disabled person with a car is dependent on parking space being available close to the destination. For those who cannot drive to their destination, conventional public transport can be used if the bus happens to go close enough to the chosen destination and if they can physically get on to the bus, otherwise the journey often cannot be made.
- 3.45 The access needs of disabled people and others whose mobility is restricted, for whatever reason, must be taken properly into account in the design of new buildings and other developments and in planning for transport.

Telecommunications

- 3.46 A chapter dealing mainly with access and transport may seem a strange place to find a section headed "Telecommunications". There is, however, an obvious and growing relationship. Many of the journeys that people make are simply to allow them to communicate with other people. Advances in telecommunications and information technology have already provided alternative ways of communicating which reduce the need for such journeys. Further advances are set to reduce that need even more. Potentially, this could play a significant part in reducing the pollution, congestion and other problems associated with our current high level of dependence on cars. Already, more people are able to carry out more of their work at or from home, keeping in touch with colleagues via a range of telecommunication and information technology links. Similarly businesses and other organisations are making increasingly imaginative use of the fast-evolving technology to communicate with each other. In Lincoln, the University of Lincolnshire and Humberside is placing great emphasis on the use of information technology networks to make higher education accessible within a relatively sparsely populated county. The rapid development of systems with enormous potential (such as the "Inter-net") is likely to affect more and more people's way of working and associated travel patterns. It is entirely conceivable that advances like these will, in due course, lead to a substantial reduction in the number and length of journeys necessary for business, education and other communication. Whilst the social and individual health problems of this will need to be considered very carefully, the benefits for the local and global environment are enormous.
- 3.47 Where possible, the planning system should be used to encourage the effective development and use of telecommunications and information technology networks. National guidance on such development is set out in PPG 8: "Telecommunications". In the past there has sometimes been a degree of conflict with other planning objectives, brought about by the visual impact of telecommunications transmitting and receiving equipment. Aerials, antennae and dishes have often been regarded as obtrusive and alien features, particularly in the countryside, in historic areas and to a lesser extent in some residential areas. More recently the impact of cable installation has caused concern. Technological advances have now produced equipment which is generally smaller and less noticeable, increasing the opportunities to assimilate it satisfactorily in more sensitive environments. However, as use spreads, the number of individual items of equipment may also spread and, potentially, this could create a very cluttered appearance if not controlled and catered for in a co-ordinated way.
- 3.48 Having concluded that there are significant benefits for the wider environment associated with increased use of telecommunications and information technology, the appropriate planning response must be to manage and minimise any impact on the more local environment by seeking the co-operation of equipment operators, manufacturers and suppliers. Therefore, Supplementary Planning Guidance is to be prepared, in full consultation with the telecommunications and information technology industries, to provide up to date advice on measures necessary to promote the use and development of these forms of communication without harming the appearance of the historic environment or reducing local amenity generally. Measures such as the shared use of equipment and masts will be advocated.

Policies And Proposals

POLICY 1: Location of Developments attracting large numbers of people

- a) Developments which will serve or attract large numbers of people from a city-wide (or wider) catchment area will be permitted in places which most potential users could reach conveniently by public transport.
- b) Developments which will serve or attract large numbers of people mainly from a particular part of the City (rather than a wider area) will be permitted in places which most potential users will be able to reach conveniently by foot, bicycle or local public transport.
- c) Planning permission will not be granted for developments which will serve or attract large numbers of people in places where travelling by car is likely to be the only viable option for most potential users, unless the Local Planning Authority is satisfied that:
 - i) overall distances travelled by car by most users will be reduced significantly because of the development and its location; and,
 - ii) there will be other significant environmental benefits resulting from the development; and,
 - iii) there is no other suitable site available (or likely to become available within a reasonable period of time) which would be more readily accessible by public transport, bicycle or foot for most potential users.

Explanation

This policy applies to major developments, such as shops, leisure facilities, places of work, and educational establishments, which large numbers of people are likely to use or visit. The term "large numbers of people" is unavoidably rather imprecise, but as a general guide would include attendance or visits by an average of 100 people or more each operating day.

Part a) of the policy applies to major developments attracting people from a wide catchment area. The term "reach conveniently by public transport" means either served directly by public transport from most areas of the City or within convenient walking distance of such services (say, 400 metres). In many cases this requirement can most readily be met close to a public transport 'node' such as the City Centre bus and railway stations. The inconvenience of having to change buses or other public transport services during a journey must be minimised if people are to be encouraged to use public transport. Locations which would necessitate a large proportion of users having to use more than one public transport service will be regarded as less accessible than those which most people can reach via one direct public transport journey. Preference will be given to the most accessible location achievable in each case.

Part b) of the policy applies to developments attracting people from a more localised area or neighbourhood. The term "reach conveniently by foot or bicycle" must be interpreted by reference to the sort of distance most people are likely to be prepared to walk or cycle to attend or use the type of development proposed.

Part c) of the policy recognises that at this stage in the progress towards more sustainable forms of development and travel, there may, exceptionally, be a case for permitting a development which is likely to serve or attract large numbers of people in a place which does not meet the requirements of parts a) and b). The criteria set out as items i), ii) and iii) are intended to ensure that such developments are permitted only exceptionally, and if other more suitable sites are unlikely to be available, and then only if they are still making some significant contribution towards the reduction of pollution and congestion. A development facilitating the establishment of Park and Ride facilities in accordance with the Balanced Transport Strategy might be an example.

Where sites proposed for development do not meet the criteria relating to accessibility by public transport, it is open to developers to put forward schemes for extending public transport services and systems so as to meet those requirements. Any

such proposal, will, of course, need to be capable of being secured by a suitable legal obligation if it is to be treated as a material consideration in the determination of a planning application.

To help it assess the extent to which it is satisfied that any particular proposal meets the requirements of Policy 1, the Local Planning Authority will, where appropriate and necessary, require the applicant to submit an explanatory Access Statement. Prior discussion of major development proposals with the Council's officers can help to identify at an early stage cases in which Access Statements will be required.

An Access Statement should explain matters such as:

- how access by public transport, bicycle and foot is to be provided for and encouraged;
- what effect the proposed development will have on distances and numbers of journeys carried out by car;
- what effect the proposal will have on environmental pollution related to travel and transport.

The need for an Access Statement, and its scope, will depend on the location, type and scale of each development proposal. Any Access Statement must be sufficiently detailed for the Council to judge whether the arrangements being proposed will result in the development being conveniently accessible to most people likely to visit or use it, by means other than the private car. If necessary, legal obligations (e.g. Section 106 Obligations) may be sought to ensure that the requirements of Policy 1 are met.

Justification for Policy 1

See Paragraphs 1.15 - 1.17, 3.15, 3.16, 3.17 and 3.19

Policy 1 will be implemented by:

making appropriate decisions on planning applications and seeking legal obligations and agreements as necessary

POLICY 2: Commuter Plans

Developments which, when completed, will provide employment for 50 people or more will be permitted, provided the Local Planning Authority is satisfied that adequate measures are to be taken to encourage people employed at or in the completed development to travel to and from work by foot, bicycle or public transport or by other means which will significantly reduce the number/length of car journeys which would otherwise be made by employees.

Explanation

To enable it to assess the extent to which it is satisfied that the provisions of this Policy are met by any particular proposal, the Local Planning Authority will normally require applicants for planning permission to submit an explanatory statement, in the form of a Commuter Plan, for consideration alongside the application. Where this is not feasible (for example, where the occupier/user of the development is not known at the time of the application being made and the details of the Commuter Plan will depend mainly on the practices adopted by the occupier/user), the Local Planning Authority may impose a condition upon any permission which is granted requiring that a Commuter Plan be submitted and approved before the development is first brought into use. In either case, legal obligations (e.g. Section 106 obligations) may be sought, where necessary, to ensure that suitable provision will be made.

Note: Policy 89B applies a similar policy to schools and places of further and higher education.

Justification for Policy 2

See Paragraphs 1.24 - 1.26 and 3.15

This policy aims to promote greater use of the least environment-damaging modes of transport by people travelling to and from work, in accordance with the Balanced Transport Strategy.

Policy 2 will be implemented by:

requiring the Commuter Plan to be submitted and then considering the application in that light (imposing conditions or seeking legal obligations as necessary).

POLICY 3: Secure Bicycle Parking Facilities at large developments

Planning permission will not be granted for developments which do not make adequate provision for the secure parking of bicycles, either in accordance with the Parking Standards set out in Appendix B(II) or in accordance with an approved Commuter Plan relating to the proposed development. Such provision should be made on site unless the Local Planning Authority is satisfied that adequate alternative provision is available (or is to be made available) in a convenient location elsewhere.

Explanation

This policy applies to developments such as groups of shops, large offices visited by the general public, leisure developments, educational establishments and other developments normally visited by large numbers of people.

Justification for Policy 3

See Paragraphs 3.18 and 3.19

Policy 3 will be implemented by:

requiring developers to provide the facilities or, if more suitable, providing them on a communal basis (using commuted sums paid to the Council for that purpose if necessary). Planning conditions and legal obligations may be necessary to secure the necessary provision

POLICY 4: Footpaths and Cycleways in new housing areas

Within areas of new housing developments, safe, user-friendly facilities should be provided for both pedestrians and cyclists and, wherever possible, these should be linked directly with the local or City-wide networks of footpaths and cycleways or should contribute to the development of those networks.

Explanation

The safety and convenience of pedestrians and cyclists may be achieved by providing separate routes or by designing roads to be safe for all users. Detailed advice is set out in the Lincolnshire Design Guide for Residential Areas, published by Lincolnshire County Council and adopted by the City Council as Supplementary Planning Guidance. The proposed network for the City is described in detail in the City Council's Cycling Strategy, which is published separately and provides Supplementary Planning Guidance on this subject.

Justification for Policy 4

See Paragraphs 3.18 - 3.21

Policy 4 will be implemented by:

Development Control procedures and/or legal obligations as necessary

POLICY 5: Strategic Network of Cycleways, Footpaths and Bridleways

Planning permission will not be granted for any development which would hinder the completion of the Strategic Network of Cycleways, Footpaths and Bridleways shown on the Proposals Map, unless the Local Planning Authority is satisfied that satisfactory, alternative provision is to be made as part of (or in association with) the proposed development.

Where developments will benefit from connection to the network, planning permission will not be granted unless the Local Planning Authority is satisfied that suitable provision will be made for stretches of cycleways, footpaths or bridleways to connect with or complete parts of the network relating to the particular development.

Explanation

Where it is appropriate and relates to the proposed development, developers will be asked to contribute to the completion of the network and to incorporate suitable connections to it. Such contributions will be secured by condition or by seeking planning obligations.

Justification for Policy 5

See Paragraph 3.18 - 3.21

Policy 5 will be implemented by:

Development Control procedures, including legal obligations where necessary.

POLICY 6: Public Transport Facilities

Planning permission will be granted for development required to improve the integration, efficiency, accessibility, safety, convenience and comfort of public transport stations in the City Centre and other public transport facilities throughout the City, subject to compliance with policies relating to Urban Regeneration, the Built Environment and Open Space.

Explanation

This policy applies to all 'fixed' public transport facilities ranging from bus stops, through new rail halts, to a new City Centre public transport interchange (bus/rail).

Justification for Policy 6

See Paragraph 3.17

Policy 6 will be implemented by:

Development Control procedures

POLICY 7A: Grandstand Park and Ride Site

Planning Permission will be granted for the development of Park and Ride facilities at the Carholme Grandstand (A57). Existing buildings will be used to provide visitor information services, public toilets and other facilities for Park and Ride users and a coach park will also be provided. The site must be landscaped to minimise the visual impact of the scheme and additional land is to be added to the West Common to "compensate" for land being used for this development.

Explanation

a) The development of this site will only proceed if a suitable amendment is made to the Act of Parliament relating to the Lincoln Commons.

b) If the Park and Ride facility is developed at the Grandstand, as proposed, further land will be added to the West Common. That additional land (which is substantially larger than the area required for the Park and Ride facility) will be laid out so that it adds to the interest, and amenity value and landscape qualities of the West Common as a whole.

Justification for Policy 7A

The establishment of Park and Ride services is a key component of the Balanced Transport Strategy (See Paragraphs 3.17 and 3.35).

This site (which is indicated on the Proposals Map) has been chosen because it is likely to attract car-borne commuters and visitors travelling towards central Lincoln on the A57 - one of the busiest routes at peak times. Buses will be able to gain early

access to the City Centre from this site. Other sites are also being investigated to cater for other routes - these include sites beyond the City boundary being investigated by other members of the Greater Lincoln Transport Forum.

The Grandstand site also offers the following benefits:

- i it will provide additional use for the Grandstand itself, thereby helping to maintain it (a listed building),
- ii it uses land which is already used in part for parking
- iii it will provide additional parking to serve the West Common playing fields and golf course outside peak Park and Ride times,
- v there is potential to use the Fosdyke Navigation to provide a Park and Sail service from this site.

Policy 7A will be implemented by:

seeking the necessary amendment to the Lincoln Commons Act, 1985

granting planning permission.

seeking financial support through bids associated with the County Council's Transport Policies and Programme (T.P.P.).

POLICY 7B: Criteria for Park and Ride Sites

If required in order to achieve this Plan's objectives for Access, Transport and Communications, "Park and Ride" car parks (and ancillary facilities and buildings) will be permitted on sites which meet the following requirements:

- 1) the site must be adjacent to the Relief Road/By-pass or close to the point at which a main radial route enters the built-up area;
- 2) it must be possible to integrate the development satisfactorily in the local landscape;
- 3) the amenities enjoyed by local residents must be safeguarded;
- 4) sites offering a potential choice of transport links to the City Centre (bus/train/boat) will be preferred.

Justification for Policy 7B

The establishment of Park and Ride services is a key component of the Balanced Transport Strategy (See Paragraphs 3.17 and 3.35 -3.37)

Policy 7B will be implemented by:

granting planning permission for the development of suitable sites.

seeking financial support through the T.P.P. or other means.

POLICY 7C: Park and Ride Site - Eastern Gateway

Planning permission will be granted for the development of Park and Ride facilities on land to the east of The Tower Works, subject to the Local Planning Authority being satisfied that the site will be satisfactorily integrated in the landscape.

Justification for Policy 7C

This site features in the approved Transport Package for the Greater Lincoln Area.

Policy 7C will be implemented by:

granting planning permission for the development of suitable sites.

seeking financial support through the TPP or other means.

POLICY 8A: Car parking in connection with developments

Car parking provision for new development will be limited to no more than that required by the Local Planning Authority's Parking Standards as set out in Appendix B(II).

Explanation

The standards applied by Lincolnshire County Council and published in that authority's Guide to Parking Provision have been accepted by the City Council, as Local Planning Authority, for development control purposes. They are to be kept under review and adjusted to support the Balanced Transport Strategy. The Local Planning Authority, in consultation with the Highway Authority, is reviewing current parking standards so that they accord with advice in PPG13. The current standards will be revised in line with PPG13, brought forward for public comment and subsequently proposed as an alteration to the Local Plan.

Justification for Policy 8A

*Parking provision influences demand for travel by car
See Paragraphs 3.30 - 3.35*

Policy 8A will be implemented by:

Development Control procedures.

POLICY 8B: Parking and Servicing Provision in Central Lincoln

- 1) Within the Central Lincoln Parking Zone, planning permission will only be granted for developments involving the provision of public or non-operational car parking spaces if such provision is entirely consistent with this Plan's objectives for Access, Transport and Communications, and will not harm the character, appearance or amenity of the locality. Where developments do not meet those requirements, but they would otherwise generate a requirement for non-operational car parking spaces (if the site were located outside the Central Lincoln Parking Zone), planning permission will only be granted if the Local Planning Authority is satisfied that equivalent alternative provision is to be made for parking or other access infrastructure of a type and in a location which does meet the objectives for Access, Transport and Communications.
- 2) Developers will normally be expected to make provision on site for operational servicing and parking space, unless the location or characteristics of a particular development site make such on-site provision undesirable because of the effect it would have on road safety, the safety and amenity of the pedestrian environment, townscape or other aspects of local amenity or because the proposal would be incompatible with this Plan's objectives for Access, Transport and Communications. In cases where such considerations make on-site provision unacceptable, planning permission will not be granted unless the Local Planning Authority is satisfied that:
 - the particular development does not require additional operational servicing and parking provision; or,
 - existing off-site provision is adequate; or,
 - alternative off-site provision is to be made in a form which meets the requirements set out above.

Explanation

The terms operational and "non-operational" parking space are explained in the introduction to Appendix B(ii).

The term "equivalent, alternative provision" means provision which meets the objectives for Access, Transport and Communications (which may include provision or contributions to Park and Ride facilities, public transport facilities, cycling facilities or appropriate public car parking facilities), the appropriate level of such provision or contributions being related to the number of spaces which would have been required for the particular type of development, had it been located outside the Central Lincoln Parking Zone. Where "commuted payments" are to be made towards the provision of communal facilities, the appropriate level of payment will be the average cost of providing that number of parking spaces on an unconstrained site.

Justification for Policy 8B

Proliferation of car parks for customers or staff of individual businesses (and other organisations) is a major source of traffic congestion. This policy enables parking provision to be organised in the public interest.

Policy 8B will be implemented by:

Development Control procedures.

Conclusion of obligations under S.106 of the Planning Act if necessary to secure commuted payments or other proposals.

POLICY 8C: Management Schemes for publicly available car parks

Planning permission will be granted for car parks (for use by customers, staff, visitors or the general public) which are in accordance with the requirements of Part 1 of Policy 8B, provided that the Local Planning Authority is satisfied that a management regime which is consistent with this Plan's Parking Strategy will be operated.

Explanation

A Management Scheme will include details of:

- *hours of operation,*
- *pricing policy,*
- *duration of stay;*
- *means of supervision.*

Justification for Policy 8C

To ensure that all car parks developed during the period of the Local Plan are managed in ways that are consistent with the aims of the Balanced Transport Strategy (see especially Paragraphs 3.30 - 3.35).

Policy 8C will be implemented by:

Development Control procedures.

Legal obligations, as necessary.

POLICY 9A: Temporary Car Parks

Planning permission will not be granted for temporary car parks. Exceptionally they may be approved where:

- **they are required as a condition of an approved temporary use; or,**
- **they service stages of a phased development which, when complete, will incorporate permanent parking provision; or,**

- the City Council is satisfied that they offer a use of land which will be of benefit to the community as a whole; and,
- the permission is subject to conditions and/or planning obligations which ensure that the management of the car park is consistent with the aims of the Balanced Transport Strategy.

Explanation

See Policy 8C for details of Management Schemes

Justification for Policy 9A

Temporary car parks can undermine efforts to manage car parking provision in accordance with the Balanced Transport Strategy

See Paragraphs 3.30 - 3.35.

Policy 9A will be implemented by:

Development Control procedures.

Seeking legal obligations, as necessary.

POLICY 9B: Redevelopment of temporary car parks

Subject to compliance with Policies 18 and 19A-G (where applicable), planning permission will be granted for the redevelopment of the following temporary car parks for other purposes as and when progress towards meeting this Plan's objectives for Access, Transport and Communications allows them to be redeveloped without harming the vitality and viability of adjacent commercial areas:

Hungate;
Flaxengate;
Grantham Street;
St. Rumbold Street.

Justification for Policy 9B

These are long-standing temporary car parks and their redevelopment will aid both urban regeneration and the implementation of the Balanced Transport Strategy.

Policy 9B will be implemented by:

Development Control procedures.

POLICY 10: Uphill/Downhill Link

The Council will promote the development of a transport system to link Uphill and Downhill parts of Central Lincoln, subject to full environmental assessment of proposals and compliance with environmental policies elsewhere in the Local Plan.

Explanation

Examples of "rail-based transport systems" include:

- *funicular railways;*
- *rack and pinion railways;*
- *trams;*
- *monorails.*

A full feasibility study and environmental/economic appraisal must be undertaken before planning permission can be granted.

Justification for Policy 10

See Paragraph 3.29

Policy 10 will be implemented by:

Granting planning permission for a suitable scheme.

Seeking funding (e.g. from the Millennium Commission, Central Government, The European Union or private business)

POLICY 11: Railway Halts

Subject to satisfactory design, amenity and access considerations, planning permission will be granted for the development of stations and halts to enable people to make greater use of the railway system within Lincoln.

Explanation

Sites within the industrial/business/commercial areas alongside Tritton Road may be particularly suitable for this type of development.

Justification for Policy 11

See Paragraph 3.17

Policy 11 will be implemented by:

Development Control procedures and liaison with the railway operators.

POLICY 12: Protection of routes of railway lines

Permission will not be granted for the redevelopment for purposes other than transport of any railway line identified on the Proposals Map unless the City Council is satisfied that the route will be unsuitable for further transport use.

Justification for Policy 12

In the past railway lines have been closed and the land built upon. This denies opportunities to use the routes of closed railways for other forms of transport.

Policy 12 will be implemented by:

Development Control procedures.

POLICY 13: Western Link/Tritton Road "Greenway"

Land will be reserved for the development of a dedicated busway, together with cycleways and footpaths, running through the Skewbridge Area and linking the Western Gateway Park and Ride site to the City Centre via Tritton Road. Planning permission will not be granted for any development which would interrupt that route or hinder the system's completion.

Explanation

The "Greenway" route is indicated on the Proposals Map. Developers of land which can be accessed via the "Greenway" will be expected to contribute either by constructing parts of it or contributing finance towards its construction. An indication of the anticipated timescale for the construction of this "Greenway" route is included in the explanatory text.

Justification for Policy 13

See Paragraph 3.25.

Policy 13 will be implemented by:

Development Control procedures.

Seeking legal obligations (including financial obligations where appropriate).

Seeking other sources of finance.

POLICY 14: Strategic and Major Road Proposals

Land required for the construction of the Eastern By-pass will be safeguarded and planning permission will not be granted for any development which would hinder the construction of that road.

Explanation

"Safeguarding" means not granting planning permission for development which would hinder the construction of these roads

Justification for Policy 14

See Paragraphs 3.24 - 3.26.

Policy 14 will be implemented by:

Development Control procedures.

POLICY 15A: New Road East of Canwick Road

Subject to full environmental and economic assessment, and the availability of funding, a new access road will be constructed from a point close to the junction between South Park Avenue and Canwick Road, around the east side of properties on Dunford Road and under Pelham Bridge towards the east end of Tentercroft Street, that route will be safeguarded from other development.

Explanation

This road will allow access to the south side of the Central Railway Station and the Tentercroft Street car park area from both east (via the new road) and west (via the High Street). However, direct linkage between those two roads may not be possible because of the impact this would have on traffic on the High Street and its junction with Tentercroft Street and St. Mark Street. The new road will connect with Great Northern Terrace.

*"Safeguarded" has the same meaning as that defined in the explanation to Policy 14.
Funding of this road is expected to be reliant in part upon private sector/developer contributions.*

Justification for Policy 15A

See Paragraph 3.27.

Policy 15A will be implemented by:

Development Control procedures.

Seeking financial contributions for developers, supported by legal obligations as necessary.

POLICY 15B: Greetwell Hollow Road Improvement

The length of Greetwell Road between the proposed Eastern By-pass and Allenby Road will be improved as indicated on the Proposals Map. The scheme will provide for a link between Greetwell Hollow and the open countryside to the south.

Justification for Policy 15B

This scheme will ease traffic movements and improve highway safety when the Eastern By-pass is open. It will also make provision for an additional access into the Allenby Road Industrial Estate from Greetwell Road which is currently limited to a single, unsatisfactory access from Allenby Road. It is anticipated that the funding for this highway improvement will be sought as part of the Eastern By-pass scheme, which is identified in the Highway Authority's Transport Package for the Greater Lincoln Area for commencement in 2002-2004.

Policy 15B will be implemented by:

*the Highway Authority's road construction/improvement programme
Development Control procedures.*

POLICY 16: Traffic Management Schemes - Central Lincoln

The following major traffic management/pedestrian priority schemes will be implemented as changes in traffic flows, levels and priorities allow:

- a) Traffic management to improve pedestrian priority on Mint Street and Silver Street (west of Free School Lane) and Bank Street;
- b) Alterations involving High Street, St. Mark Street, Brayford Wharf East and Wigford Way enabling improvements to make all these streets safer, more pleasant and more convenient for pedestrians to use.

Planning permission will not be granted for development which would hinder the implementation of those schemes.

Explanation

The streets affected are indicated on the Proposals Map.

Justification for Policy 16

Both these schemes are intended to reduce traffic problems and improve the environment for pedestrians in the City Centre. Scheme (b) will enable St. Marks to be linked more effectively with the primary shopping street north of St. Mary's Street. The Highway Authority's Transport Package for the Greater Lincoln Area includes the Mint Street / Silver Street / Bank Street scheme for commencement within years 5 to 7 of the programme (i.e. 2002 - 2004). The Brayford Wharf East/Wigford Way/High Street and St. Mark Street scheme commenced in January 1998.

Policy 16 will be implemented by:

*Traffic Management Orders.
Development Control procedures.*

POLICY 17 : Telecommunications Installations

Planning permission will be granted for the installation of external apparatus necessary for the transmission or receipt of telecommunications, provided the Local Planning Authority is satisfied, having due regard to technological requirements and limitations, that:

- 1) the siting and appearance of apparatus, including any location or landscaping requirements, have been designed to minimise the impact of such apparatus on amenity, and in particular, to ensure that the development does not harm the character or appearance of a conservation area, or a listed building (or its setting);
- 2) so far as is practicable, installations will be sited so as to minimise their effect on the external appearance of the building on which they are installed;
- 3) applicants for permission to erect large masts have shown that they have explored the possibility of erecting antennas on an existing building, mast or other structure;
- 4) where relevant, applicants who propose to install a mast have considered the need to include additional structural capacity to take account of the growing demands for network development, including that of other operators.

Determinations as to whether approval of the siting and appearance of apparatus proposed by licensed telecommunications operators will be made in the light of the same criteria.

Explanation

The City Council will consult the telecommunications industry with a view to identifying buildings and locations which are suitable for the installation of external equipment, so that shared locations can be used wherever technically possible.

Justification for Policy 17

See Paragraphs 3.46 - 3.48.

Policy 17 will be implemented by:

Development Control procedures.

Objectives

The Urban Regeneration policies and proposals in this plan are designed to:

- promote opportunities for investment and development in places where this will improve the local environment, produce the greatest social and economic benefits for local people and fit best with the principles of sustainable development;
- give priority to bringing derelict land and redundant buildings back into use, through reclamation, refurbishment and redevelopment, as appropriate;
- make sure that the City Centre and other suitable areas are able to support a broad mixture of uses, giving many people opportunities to live within walking distance of many of the facilities and amenities they use most frequently;
- help the public sector, private businesses, voluntary organisations and local people to work in partnerships to revive areas of Lincoln which are struggling against environmental, social or economic problems (particularly areas that can accommodate lively, self-sustaining mixtures of uses);
- make sure that established residential and mixed-use areas (including the City Centre) provide a pleasant and healthy environment for people's homes.

4.1 Regeneration is one of the keys to efficient and sustainable urban development. Places have to adapt to social, economic and technological changes, and they have to accommodate growth. Whilst regeneration is sometimes a spontaneous response to those changes and pressures, that is not always the case. Parts of a city may be virtually abandoned as new forms of development take place elsewhere. To avoid this, positive efforts are needed to stimulate and to control development pressures, guiding investment to those areas where it can achieve the greatest good and, if necessary, restraining development in other areas. This Chapter focuses on positive measures to regenerate areas which have important roles to play in the sustainable development of Lincoln. It guides the approach adopted in many of the other Chapters because 'urban regeneration' is not something that can be achieved in one or two places in isolation: it is an integral part of the process of sustainable development and depends on a comprehensive, consistent approach right across the City - and, preferably, beyond.

Lincoln at the Crossroads

- 4.2 In the 1990s Lincoln has arrived at an evolutionary crossroads. Taking the right road now will enable the City to move into the Twenty-first Century with confidence that its social, economic and physical well-being is underpinned by planned and co-ordinated public and private investment. Choosing the wrong direction, however, could bring about a series of missed opportunities with a deterioration of the local environment, economy and quality of life.
- 4.3 The "crossroads" analogy also has a particular physical relevance in Lincoln. The strategy for Urban Regeneration focuses on a central cross: one axis runs east/west, the other north/south, crossing in the heart of the City (see Diagram 4).
- 4.4 The east/west axis is dominated by a broad band of older industrial premises and land, which follows the line of the waterways and railways through Central Lincoln. It contains the roots of Lincoln's heavy engineering heritage. Whilst there are still several engineering and heavy industrial businesses operating successfully within the area, there are also large amounts of derelict and under-used land and buildings.
- 4.5 The north/south axis follows the line of the High Street. Its problems are different from the east/west axis, but none the less real. High Street itself forms a shopping street well over a mile in length. The pedestrianised section between the railway and the Stonebow is the City's prime retail area, but the northern and southern sections have been experiencing difficulties over many years. Either side of the thin High

Street veneer are several areas, some quite extensive, where the urban fabric has deteriorated, the local environment has been degraded and a sense of purpose has been lost.

4.6 So, why is regeneration of those particular areas so important? The answer is to be found in the twin concepts of efficiency and sustainability and can be summarised in a few key points.

- the City Centre is the single most accessible part of Lincoln - the part that most people can reach easily (even without a car);
- development in and around the City Centre offers the greatest scope for improved accessibility and reduced dependence on cars;
- land and buildings in and around the City Centre are therefore extremely valuable urban resources which should not be wasted either by remaining unused or by being used inefficiently;
- an unattractive local environment discourages the most efficient use of such valuable assets, so improving the local environment is an essential step towards greater efficiency - if people do not want to invest, live, work, play, learn or whatever in these areas because the local environment is poor, regeneration will never be sustainable.

4.7 The remainder of this Chapter outlines a Planning Strategy for Urban Regeneration. Whilst the central "crossroads" will be the main focus of regeneration activity it does not include all the areas needing positive action to bring about regeneration. In particular, there are several outlying housing estates and other areas of older housing which are in need of concerted regeneration efforts. A city-wide perspective is needed and this Chapter attempts to provide that, in terms of both the scope of regeneration initiatives and the relationship between regeneration and other topics and issues.

Strategic Principles

4.8 The Strategy for Urban Regeneration in this plan is based on two main principles:

- **If Urban Regeneration is to be a priority, decisions about the use and development of land and buildings throughout the City have to be taken in that light. Development is the "fuel" of urban regeneration: it must be used in the places where it will bring most benefits and not be spilt wastefully elsewhere;**
- **For Urban Regeneration initiatives to bring lasting benefits (i.e. to be sustainable) they need to be supported by the community as a whole and they depend to a large degree on community involvement at each stage.**

"Green Field" or "Brown Field"?

4.9 Whilst it is inevitable that some "Green Field" sites will have to be developed to meet the requirements for planned growth and development, the City Council is committed to the re-use of previously developed land (often called "Brown Field" land) wherever possible, practicable and desirable. Maximising the use of Brown Field land reduces the need to build on more green fields.

4.10 Although the City is a fairly compact urban area, it contains substantial areas of derelict land. The 1993 survey of derelict land showed that as much as 158 hectares of land within the City could be classified as "derelict" within the Department of the Environment's definition of:

"Land so damaged by industrial or other development that it is incapable of beneficial use without treatment"

This dereliction is wasteful and causes social, environmental and economic problems. However, seeing derelict land simply as a problem will never produce the necessary improvements. It must be regarded as a major resource which, wherever possible, should be released from its constraints and made available for developments and uses which will benefit the community.

4.11 The City Council's Economic Development Strategy aims to strengthen the local economy and create jobs. To achieve those aims there must be sites that are readily available for industrial and business development. A large proportion of the potential development land within the City is seriously constrained by problems

associated with dereliction. Rationalisation and decline of the traditional engineering industries, coupled with economic recessions, have led to the concentration of derelict land and obsolete buildings in a central band east and west of the City Centre. The development of the University of Lincolnshire and Humberside's campus on redundant railway land within that area shows just how valuable this land is as far as physical, social and economic regeneration is concerned - it also illustrates the degree of commitment necessary to overcome the problems.

Incentives to Regenerate

- 4.12 With the aid of Derelict Land Grant the City Council has been pursuing a Land Reclamation Programme providing sites for job-creating developments, and also space for recreational uses. Grant aid has also been used to finance surveys of derelict and contaminated sites so that the level of constraints, costs of the reclamation works and development options are known before further decisions are taken on "ground works". Allocating land or buildings for particular types of development in a plan achieves nothing if no-one is able or willing to develop those sites. Previously developed sites may involve particular development problems which can lead to costs which may make those sites less attractive to developers. It is in those cases that grant-aid can make a real difference.
- 4.13 Addressing the constraints and problems associated with privately owned sites requires innovative working relationships involving public sector agencies, the private sector and local community groups. One example is "Investors in Lincoln", a company which includes representatives of local development and construction companies, The Lincolnshire Training and Enterprise Council, the Chamber of Commerce, Lincoln Co-operative Society, East Midlands Electricity and the City Council. This partnership company aims to achieve urban regeneration on the ground. A Groundwork Trust has also been established to involve the wider community in the environmental improvements necessary to sustain regeneration (*see Para 4.18*).
- 4.14 Grants and other forms of Government incentive to encourage urban regeneration schemes are handled through the Single Regeneration Budget administered by the Government's Regional Offices. In addition, the national urban regeneration agency, English Partnerships, now plays a more direct role in specific urban regeneration schemes, including land reclamation, through its Investment Fund and Local Authority Partnership Strategies.
- 4.15 Having established a successful track record in the use of Derelict Land Grant and having already attracted a major Single Regeneration Budget allocation for a six year programme of works, the City Council is keen to continue its successful partnership arrangements with other organisations and, wherever possible, extend them. The University of Lincolnshire Economic Development Strategy and the University District Development Framework, produced for English Partnerships in 1994, have been particularly beneficial in focusing attention on the "spin-off" potential of that major scheme. Many of the study's recommendations have now been incorporated in this Local Plan. One of the recommendations was that the Beever Street industrial area (south of the university campus on Brayford) should be improved in accordance with a comprehensive scheme of infrastructure and environment enhancements. That recommendation is now being pursued through a scheme for the Beever Street Industrial Improvement Area (*see also Chapters 5 and 12*).

Preventing Future Dereliction

- 4.16 One lesson to be learned from the problems now being experienced in bringing derelict land back into use is that we should make every effort to prevent further land becoming derelict. In the light of greater awareness of the longer term environmental problems which can arise from contaminative uses of land, the City Council will continue to work in association with other bodies, such as the Waste Disposal Authority, to ensure that today's uses will not further burden the environment, and future generations, with land reclamation difficulties. Stricter controls, with comprehensive restoration conditions, will help to prevent future dereliction.
- 4.17 Land left in an untidy state encourages dereliction through fly-tipping etc. It is therefore important that early action is taken to ensure that in instances where amenity is being harmed by the untidy state of land, the land owner is forced to rectify the situation. Section 215 of the Town and Country Planning Act 1990 empowers the local authority to take the necessary action to resolve such problems.

- 4.18 The Groundwork Trust now working in Lincoln provides a new, community-based mechanism for upgrading the local environment. It is expected that Groundwork will make a major contribution to regeneration across the City.

Safeguarding Nature Conservation Interest

- 4.19 Not all the land identified as derelict requires reclamation. Lincoln accommodates some derelict sites which are recognised as important sanctuaries for wildlife in their unreclaimed state. Some also have landscape value, but others may require landscape enhancement works.

Regeneration through Conservation

- 4.20 Redeveloping derelict or previously developed land is only one part of the picture. Existing buildings represent another valuable resource - doubly valuable in an historic city like Lincoln where buildings inherited from previous generations contribute so much to local character and sense of place. Many of the policies and other measures to carry forward and strengthen the City Council's long-established commitment to the conservation of our built heritage are explained in Chapter 5 - The Built Environment. However, in an historic city, with eleven Conservation Areas and over 400 Listed Buildings, conservation is also an important urban regeneration tool. The City Council is working closely with English Heritage to make sure that grant aid is directed effectively towards the repair of ancient monuments and historic buildings, and works to preserve and enhance the character of Conservation Areas. The Buildings at Risk Register (see Para 5.53) provides a means of monitoring neglected buildings and promoting opportunities to refurbish them.

- 4.21 The "Conservation Area Partnership Scheme" ("CAPS") is a particularly important component of the Strategies for Urban Regeneration. The scheme provides a means of channelling effort and funding from English Heritage and the Local Authorities into programmes of work aimed at the preservation and enhancement of conservation areas. The partnership is intended to provide a framework for appropriate management and development controls, for identifying problems and opportunities and for focusing resources to encourage the necessary remedial works to take place in a co-ordinated way. The Lincoln City scheme, launched in April 1994, is a partnership between English Heritage, Lincoln City Council and Lincolnshire County Council, with the City Council co-ordinating and administering. The scheme coverage will be reviewed throughout its period of operation and amended subject to the success of the scheme. CAPS grants will play an important part in economic regeneration and revival, but will only be truly successful if they are part of a coherent strategy.

- 4.22 In brief, the two other conservation grant systems currently operating in Lincoln are:

Outstanding Historic Buildings Grant - to meet the needs of Grade I and II* Listed Buildings;

Local Authority Grant - to stimulate and assist repair and maintenance of properties in Lincoln's eleven Conservation Areas as well as Listed Buildings outside Conservation Areas.

If you wish to know more about using any of the conservation grant schemes you should contact the Conservation and Landscape Design section of the City Council's Department of Planning.

Mixed-Uses

- 4.23 It has been conventional for those responsible for planning to divide towns and cities into zones for different uses and activities. Historically, this approach was a reaction to the poor conditions which arose with industrialisation, with homes and industry crammed together in heavily polluted areas with little if any open space nearby. Separating industry from housing helped to improve living conditions, but some of the problems we now face stem from too great a separation of different uses and activities, encouraged by the growth of car ownership. It has now led to different forms of pollution and some complex social and economic problems.
- 4.24 Although many industries are now much more compatible with housing, it is not suggested that we should revert to a totally unplanned mixture by allowing all sorts of businesses to set up in established residential areas. On a small-scale some businesses can co-exist very happily with homes (and advances in

technology may change perceptions dramatically in the future), but it would be counter-productive to ignore the benefits of a degree of separation. Accepting that many people like to live in areas that are predominantly residential, opportunities must be taken to make environment-friendly modes of transport attractive for journeys between residential and other areas. We also need to take advantage of the reduced impact of many types of industry and other businesses to allow closer proximity when new developments are planned.

- 4.25 There are, however, many areas in Lincoln where housing is already interspersed with other uses - the mixed-use areas. Because these areas are already established, they can generally continue to accommodate a mixture of residential and other uses quite readily, provided a suitable balance is maintained and changes are controlled through careful planning and other measures. It would be much more difficult to introduce such a mixture of uses into an area that has always been predominantly residential and it may be very difficult to create "artificially" any new areas with so wide a mixture of uses. The established mixed-use areas of Lincoln are, therefore, a valuable resource which should be managed very carefully so that the maximum benefits are obtained.
- 4.26 It is accepted, of course, that mixed-use environments will not appeal to everyone, and that people's requirements differ from one stage in their lives to another. However, the opportunity to live in a lively area where shops, places of work, leisure facilities and other amenities are all available within walking distance is one which many people welcome. At present the down side is that other aspects of the local environment are sometimes not as pleasant as they could be. Mixed-use areas often suffer from traffic and parking problems and a higher proportion of neglected properties. The environment is often perceived to be inferior, with litter and a generally untidy appearance detracting from the advantages of living in such areas. In view of the important part that mixed-use areas can play in achieving a more efficient and sustainable City, it is worth making strenuous efforts to overcome problems like this and invest in those areas so that people find them more attractive places to live.

City Living

- 4.27 There are many opportunities for more people to live in and around the City Centre. For example, new developments should include housing alongside other uses wherever possible. To complement this, both in the City Centre and the other mixed-use areas, efforts are being made to encourage more property owners to convert unused or under-used parts of their premises to flats. Whilst there is considerable scope for this, many of Lincoln's older buildings do not lend themselves easily to conversion. As a result there is often little investment in the parts of buildings which do not realise an obvious revenue and the City's built heritage becomes threatened. English Heritage has identified the dereliction of upper floors as a major threat to our architectural heritage and is keen to encourage their use, and associated investment in the buildings' fabric. "Living Over The Shop" and "Flats Over Shops" are national initiatives which have been promoted by the Department of the Environment and English Heritage. The City Council supports the initiatives, which offer a means of providing attractive homes for a large and varied community. Many people - young, old, single, couples - cannot afford to buy their own houses or may simply not want to. Students, for example, or people working in an area for only a short while will not want to be tied down by home ownership. A variety of house types and tenure will bring people back into the City to live, injecting life after the shops and offices have closed in the evening, reducing crime and vandalism and generally making the City Centre a safer and more inviting place to be. By providing housing as part of mixed-use development schemes, conversions to flats and other residential developments the City Centre will become a safer, more attractive place with a real 24 hour life and purpose.

The Central Lincoln Mixed-Use Area

- 4.28 The Central Lincoln Mixed-Use Area takes in the area normally thought of as the City Centre, together with substantial, surrounding areas. Those areas already accommodate a broad mixture of uses and can reasonably be expected to continue to do so. The policies relating to the Central Mixed-Use Area are intended to promote a lively and attractive environment by:

- encouraging more housing;
- keeping most existing houses in residential use;
- opening-up greater opportunities for businesses (especially small businesses) by encouraging a broad range of business uses;
- improving the quality of the local environment;
- promoting mixed-use development schemes in preference to single-use schemes;
- improving accessibility;
- promoting a better range of leisure, cultural, educational and other facilities for local people and visitors.

4.29 For this type of environment to be attractive as a place to live, it is important that careful control is exercised over change and development, ensuring that conflicts between different uses are reduced to an acceptable minimum. Coupled with investment in the physical environment, this should ensure that people can live, work, learn, shop and enjoy themselves in these areas without the need to make long journeys between different parts of the City. It should also ensure that the various uses and activities support each other - not least, in terms of security and crime deterrence.

4.30 It is an important principle of this Local Plan that development and change should reinforce or promote local identity rather than dilute it. Within the Central Mixed-Use Area, there are many different "quarters", each of which has its own distinctive identity - a combination of the area's physical form and appearance and the range and balance of uses and activities to be found within it. Whilst the Schedule attached to Policy 18 sets out a range of uses which should generally be acceptable within the Central Mixed-Use Area, the uses acceptable in any particular case may, in practice, need to be controlled more carefully to retain the area's physical character or other aspects of its local identity. This is where the Revival Schemes (see *Paras 4.50 to 4.53*) and Conservation Area Character Statements (see *Paras 5.22 to 5.24*) play their parts. Almost every part of the Central Mixed-Use Area falls within either a Revival Area or a Conservation Area, or both. All development proposals are, therefore, to be assessed against the relevant Revival Scheme and the need to preserve or enhance the character or appearance of the relevant Conservation Area. The Revival Schemes also include specific policies and proposals, with which developments should comply. The Conservation Area Character Statements are being published as Supplementary Planning Guidance. The intention of all this is to allow flexibility in the range of uses and activities, whilst promoting the special role, identity and strength of each quarter within the Central Mixed-Use Area.

District Mixed-Use Centres

4.31 The principle of encouraging patterns of land use which reduce the need to travel and promote self-supporting mixtures of uses and activities, has also been applied beyond the central parts of the City. The logical extension of the pattern involves what might best be described as a "core and satellites" approach. The Central Mixed-Use Area is regarded as the "core" - the focus for the Lincoln community as a whole, but people also identify with their own districts within the City and they certainly should not always have to travel to the City Centre to use everyday shops, services and other facilities. The "satellites", then, are District Mixed-Use Centres. These need to provide for local, 'daily' needs, without detracting from the vitality and viability of the City Centre as the focus for the wider community. To be effective in terms of reducing journey lengths and being 'self-supporting', they should include more than just shops although shops must be seen as a vital component. That is why the larger ones are being treated as District Mixed-Use Centres. The intention is that each of the areas identified on the Proposals Map will develop as the focus for a local community in much the same way that the City Centre is the focus for the wider community. The difference will be more one of scale than of overall range of uses and activities. The objective is to achieve a complementary balance between the District Mixed-Use Centres and the Central Mixed-Use Area, recognising the importance of the latter to the community as a whole. The following are designated as District Mixed-Use Centres, and shown on the Proposals Map:

- D1. Birchwood
- D2. Newark Road (Bracebridge)
- D3. Junction of Boultham Park Road and Skellingthorpe Road

- D4 Wragby Road
- D5 Nettleham Road

The equivalent of a District Mixed-Use Centre is also to be developed as an integral part of the Mixed-Use Development at Skewbridge.

- 4.32 The limited range of uses currently accommodated within some of the areas now designated District Mixed-Use Centres, causes problems similar to those being experienced in many town centres. With very few people, if any, living in those areas and, therefore, no natural surveillance, they become particularly prone to crime and vandalism once the shops have closed. Proposals to introduce housing will, therefore, be particularly welcome. This might be achieved by converting upper floors (where they exist), building on vacant land or redeveloping to allow for a wider mixture of uses including housing. One of the District Mixed-Use Centres - Bracebridge - is within a Revival Area (see Para 4.50 onwards) and the Revival Scheme for that area will, therefore, also be taken into account when considering development proposals.
- 4.33 The current extent of District Mixed-Use Centres is intended to meet local needs during the Plan Period, without threatening the vitality and viability of the Central Shopping Core. However, the adequacy of the Proposals Map's allocations for each District Mixed-Use Centre will be the subject of regular review during the Plan Period, so that extensions may be considered in a planned way, involving proper public consultation.

Local Shopping Centres

- 4.34 There are also several smaller local shopping centres which cater for day-to-day needs close to people's homes. These centres are not large enough to accommodate such a wide range of uses without losing their main role as local places to shop. It is still important, however, that opportunities for people to live over the shops are retained or created, providing a constant presence to enhance security.
- 4.35 Further policies and information relating to the District Mixed-Use Centres and Local Shopping Centres can be found in Chapter 9. "Shops"

Regeneration Through Education

- 4.36 The rapid expansion of higher and further education in Lincoln is giving a major boost to the regeneration process. Current and future investment will help to secure both 'arms' of the regeneration crossroads referred to earlier in this Chapter.
- 4.37 The University of Lincolnshire and Humberside's main campus is being developed to the south of the Brayford Pool, for the first intake of students in Autumn 1996. As well as teaching and administrative accommodation, a substantial amount of student housing is to be provided on campus and probably in other parts of Central Lincoln. Investment in both the University and the 'University District' is supported by English Partnerships. A study carried out by consultants for the urban regeneration agency has helped to define a University Development District, based on redevelopment potential, functional roles and linkages to the rest of the City. Those links must be forged if the University is to integrate happily with the host community.
- 4.38 De Montfort University - is rapidly establishing an integrated campus through substantial investment in buildings, and the environment, within the City Centre. The potential for major regeneration of parts of the City, especially areas around the Top-of-High Street Revival Area, is very high.
- 4.39 North Lincolnshire College is also investing substantially in one of the City's priority regeneration areas. Further investment in the College's Cathedral Street campus, off Monks Road, is expected to bring a much needed uplift in the Rosemary Lane and Monks Road Revival Area as well as underpinning investment opportunities in the City Centre.
- 4.40 Bishop Grosseteste College - the City's longest established College in the Higher Education Sector - has a well-defined campus on Newport, to the north of the City Centre. Although less obviously involved in regeneration, the College maintains historic buildings and future expansion plans could usefully assist the redevelopment of land in this part of the City.

- 4.41 If expansion continues as expected, Lincoln may well be the academic home for up to 20,000 students in Higher and Further Education by the end of the plan period. The impact of this upon the local economy is likely to be very significant, creating new employment opportunities across a wide range of activities. At the same time, it is likely to open up new cultural and leisure opportunities and add greatly to the City's vitality. There will, undoubtedly, also be problems to be tackled, but a positive, co-operative approach by all concerned should help to produce major benefits for Lincoln. Further details of the ways in which the further development of these major education establishments is to be planned for are to be found in Chapter 11: "Community and Education".

Housing Renewal

- 4.42 A substantial percentage of the City's housing stock is over 70 years old. Not surprisingly, such properties require regular maintenance if they are to avoid lapsing into a state of disrepair. Further deterioration may lead to such housing adding to the proportion of the City's housing stock (currently 9%) which is classed as unfit. This must be avoided because older housing plays a vitally important role in providing sustainably located homes within the City. Approximately 9000 houses in the City were built before 1919, mostly in densely developed Victorian and Edwardian terraces in and around the City Centre. The retention of this older housing stock and the improvement of the local environment, will maximise opportunities for people to live in places where cars can more easily be dispensed with for many local journeys.
- 4.43 The 'Park Ward Area Renewal Initiative' was established to address some of the environmental problems associated with the concentration of older housing in that part of the City. The initiative aimed to improve the fabric of buildings (through a grant system) and the local environment. The densely terraced housing gives little relief by way of open space and the small amounts of unbuilt land which do exist are at a premium for car parking, (often taken up by people who do not live in the area). A primary aim, therefore, has been to reduce the parking problems and also provide areas of open space and landscaping to lift the area's appearance and make it a more pleasant place in which to live.
- 4.44 An important starting point has been a careful assessment of local priorities. There are examples where Traffic Regulation Orders (which reduce on-street parking) had previously been imposed to enable access by buses and allow for traffic to travel at 30 m.p.h. Reassessment suggested that more might be gained from residents-only car parking and traffic calming measures designed specifically to reduce traffic to a maximum speed of 20 m.p.h. - initiatives which aim to discourage 'outsiders' in favour of an improved local environment for residents.
- 4.45 Moving on from the Park Ward Initiative, a "Neighbourhood Renewal Assessment" and a "Housing Conditions Survey" (partly funded by the City of Lincoln's Single Regeneration Budget Programme), will establish priority areas for Housing Renewal Schemes. There must be close co-operation between local residents and businesses and the City Council if such schemes are to succeed. A 'partnership' approach will provide real benefits for local residents and ensure concentrated efforts to maintain these important stocks of sustainably located housing.

Estates Action

- 4.46 Regeneration has to be seen as City-wide and continuous. Much effort must be focused on the central parts of the City but there are other priorities as well. Problems associated with deprivation are particularly acute within some parts of the City Council's housing estates. Estates Action aims to tackle problems through a partnership between the City Council and residents.
- 4.47 To date, the initiative has been directed to areas within St. Giles and Birchwood where specific environmental and social problems have been identified relating to the condition of the housing itself and the surrounding environment (estate layout, lack of local facilities etc.) The works are being financed through the Housing Investment Programme. They include such items as renewal of damp proof courses, cavity wall insulation, window replacement, roofing, doors, gutters and boundary treatment as well as local environmental improvements such as footpaths, parking areas, play areas and landscaping.
- 4.48 Whilst there will be little argument about the need to repair and modernise individual houses, there may be some disagreement as to the most effective and 'needy' environmental improvements. To succeed in

providing benefits to the local community, there must be effective communication between the residents and the Council. Organised tenants associations and action groups are an effective way for residents to make their views known. To facilitate the formation of such groups the City Council is looking towards funding individual schemes. Not only is this important in establishing a group initially, but it gives continued support by providing the financial backing needed for meeting rooms, newsletters, etc., the lack of which has, in the past, led to the disbanding of groups. Area offices, providing an accessible point of contact for tenants, are also vital to this communication process. A local office can provide the vital ingredients for exercises such as community design of major open spaces and designing out crime.

- 4.49 Whilst specific policies relating to Neighbourhood Renewal and Estates Action are not appropriate for this Local Plan, the schemes may need to be taken into account when development proposals are being considered.

Revival Areas

- 4.50 A key component of this Local Plan's strategy for urban regeneration is the identification of several Revival Areas. These are mixed-use areas in particular need of concerted action to revive their fortunes and their environmental quality. If the revival of these areas is to be achieved and sustained, local communities must be involved throughout. In some cases, those communities include large numbers of local residents, in others they may be made up almost wholly of business people. Whatever the case, the local community's active involvement in the revival of their area is crucial.

The following areas are to be treated as Revival Areas:

- **Top-of-High Street and the Strait**
- **South High Street**
- **Brayford and the Glory Hole**
- **Rosemary Lane and Monks Road**
- **Bracebridge**

They are identified on the Proposals Map.

- 4.51 Each Revival Area has its own character. The Revival Schemes seek to reinforce local identity, developing each area's own particular strengths. Some of the Revival Areas are also in (or partly in) Conservation Areas and the schemes aim to preserve or enhance the special character of these areas as part of their revival. The Revival Areas all have certain things in common:

- they contain a mixture of uses and activities;
- they are all showing signs of environmental, economic and/or social problems;
- they could be much more pleasant, lively and liveable areas than they are at present;
- they are all areas which have a particularly important role to play in the social, economic and environmental well-being of the City as a whole.

- 4.52 A Revival Scheme has been set out for each Area. The Council is seeking the involvement of local businesses and residents, urban designers, property owners, prospective developers and other public agencies in the further development and implementation of the Schemes. Supplementary Planning Guidance, will be prepared for each area to provide more detailed advice on urban design and other expectations. Each Scheme is tailored to the needs and characteristics of the particular Area and has evolved from a local assessment of issues such as community and development needs, opportunities for environmental improvement and transport problems. Urban design quality is important for the future of these Areas and the Council is looking to urban designers working in the private sector to use their expertise and working relationships with potential developers to bring forward well designed and carefully integrated development proposals. The Revival Schemes will also be used to market the vision for each Area, with opportunity sites being identified and included in a comprehensive Opportunity Sites' Register. Putting the Revival Schemes into effect will require co-ordination of a wide range of local authority activities as well as

those of other organisations. Close targeting and prioritising of resources is necessary to tackle the problems of each Area.

- 4.53 The Revival Areas are all, by definition, mixed-use areas. Policy 18 - "Development in Mixed-Use Areas" provides schedules of uses which are generally suitable in the various mixed-use areas, provided certain criteria are met. One of these criteria requires that the development must be consistent with the objectives, policies and proposals of the relevant Revival Scheme. The objectives for each Revival Area are stated at the beginning of each scheme, as published in the explanatory text below. General proposals and commitments for each revival Area are also explained in Part One of this Chapter. Site-specific policies relating to particular sites within the Revival Areas are set out as Policies 19A to 19G in Part Two of this Chapter. Those policies are also part of the Revival Schemes. They incorporate more detailed requirements concerning the intended mixture of uses and other matters for particular sites within the Revival Areas.

Top-of-High Street and the Strait Revival Scheme

Objectives

- 4.54 The main objectives of the Top-of-High Street and The Strait Revival Scheme are to:

- reduce the impact of traffic crossing the Area;
- improve pedestrian links between the Uphill Historic Core, the Central Shopping Core and the Lindum hillside;
- enable and encourage more people to live in the area, in a pleasant and attractive, mixed-use environment;
- create attractive "labyrinths of interest" behind the High Street frontages incorporating active ground floor uses to encourage circulation and exploration;
- develop the area's speciality shopping strengths;
- develop new uses as attractions to the Area;
- create a safe environment with a 24-hour purpose;
- maximise the potential benefits of the De Montfort University development programme at the Greestone campus and elsewhere in the Area;
- improve the appearance and interest of the High Street frontages and the "public realm" (street surfaces, street furniture, open spaces etc.);
- maximise the potential of St. Martin's Square as both a focus and an oasis for the Top-of-High Street Area;
- make the most of the Areas' historic buildings, encouraging restoration of their fabric wherever necessary;
- improve shop fronts and signage, to promote a stronger sense of local identity.

4.55 About the Area

The Top-of-High Street Revival Area sits between the "uphill" area, (which is normally somewhat inaccurately regarded as the "historic core") and the "downhill" commercial centre. It therefore occupies a crucial position in relation to the strategy for bringing tourism and shopping closer together - encouraging more visitors to venture downhill.

The southern entrance to the Top-of-High Street is the Stonebow - a mediaeval gateway above which is the Guildhall. As the entrance to the heart of mediaeval Lincoln, it might be expected that the Stonebow would lead through to a part of the City Centre with a rather more intimate atmosphere than the more "modern" shopping area further south. Unfortunately the scene that immediately greets a person passing northwards through the Stonebow does not currently match that expectation.

Further north towards the Strait, a relatively thin veneer of shops on the High Street frontage is backed up by large areas given over to surface car parks. Alleys lead through to these backland areas, but they promise much more interest than they can currently deliver. Generally, there is a feeling of neglect and lack of purpose, - a feeling that this area is stranded between "uphill" tourism and "downhill" shopping rather than acting as the bridge between the two. One of the main aims of the Revival Scheme is to turn that perception round.

A very significant development is the establishment of De Montfort University at its Greestone Campus on Lindum Road. The formulation of a master plan for the development of the University and its integration within the City Centre coincides with a review of the Usher Gallery and Temple Gardens. Aspirations for the area which includes the Bishops' Old Palace, and a proposal to develop a nationally significant heritage attraction in the Michaelgate area, will extend the Heritage Trail down the hillside. Developments in this location are crucial to the success of the Top-of-High Street area and should act as a ladder between "uphill" and "downhill" Lincoln.

Top-of-High Street should be an area in which people - Lincolnians and visitors - will want to spend time, because of the atmosphere it offers. It could be an area with a vibrant mixture of shops, restaurants, pubs, and homes, and with a life of its own. The archways on the High Street should lead through to a labyrinth of interesting streets and alleyways, based on the mediaeval street pattern which still survives (mostly minus the buildings!). This Revival Scheme aims to create that sort of environment.

"S.W.O.T." Analysis of the Top-of-High Street and the Strait

4.56 Strengths

Location

Top-of-High Street is ideally located - linking the "downhill" shopping core and the "uphill" focus of visitor activity. Potentially, it is a high quality location in which to live and work and to visit.

Townscape

There is a wealth of varying architecture, creating a very interesting streetscape. There is great potential to make full use of the Mediaeval street pattern to recreate a labyrinth of interest, through which people can filter between the University Campus, Usher Gallery, improved car parking and reception facilities, etc., and the High Street.

Atmosphere

Top-of-High Street has a unique atmosphere. A variety of uses, including the Theatre Royal, speciality shops, restaurants, pubs and bars, contribute to creating a pleasant ambience. There is also an attractive open space at St. Martin's square. There is scope to add to this to create a living environment both day and night.

4.57 Weaknesses

Topography

The steepness of Steep Hill discourages people from walking between the "uphill" and "downhill" parts of the City Centre.

Built Environment

The area contains several examples of poor architecture from the 1960s and 1970s. These dominate the Flaxengate/Danesgate area particularly.

Traffic

Two busy roads (Clasketgate and Silver Street) cross the pedestrianised High Street, severing the pedestrian environment.

Inefficient use of land

Surface car parking is often not the most efficient use of valuable City Centre land and it can contribute to a poor local environment.

4.58 Opportunities

Land for development

Provided parking and access requirements can be met in other ways, much of the land currently used for surface car parking could be developed for a broad mixture of uses to create a "labyrinth of interest". Outdated and uninspiring office blocks also offer scope for major refurbishment or redevelopment options (an example of this is the conversion of Danesgate House to student housing).

University

De Montfort University's City Centre campus is being developed adjacent to this Revival Area, presenting major opportunities for improving the physical, economic and social environment, particularly the linkages through the area where the University spills into the rest of the City Centre.

Tourism

Developing the Revival Area's attractions and improving pedestrian links will open up significant opportunities related to tourism such as a new "state of the art" museum attraction, the Usher Gallery, an extended Heritage Trail and opportunities to create a "fine arts quarter" through co-operation between De Montfort University, the Dean & Chapter of Lincoln Cathedral and the local authorities.

Mixed-Uses

The Area already accommodates a fairly broad mixture of uses, but would particularly benefit from more residents. This will greatly add to the vitality and security of the area throughout the day and night.

4.59 Threats

Lack of purpose

A clear vision of the area's future is needed if opportunities are to be seized as they arise.

Lost Trade

New developments in other parts of the City Centre could draw trade (and viability) from the Top-of-High Street unless the Area can develop its own strengths and attractions more effectively - creating a special niche in the market.

Parking problems

Failure to develop alternative parking provision and other ways of improving access to the area may starve businesses of trade and/or make it impossible to develop the surface car parking areas for more beneficial uses.

4.60 **The City Council's Commitment**

To achieve the objectives for this Revival Area the City Council intends to work with the County Council (as Highway Authority) to:

- create an enhanced pedestrian environment along Silver Street between Mint Lane and Free School Lane;
- carry out a traffic calming scheme on Clasketgate to improve the environment for pedestrians and reduce the "barrier" to north/south pedestrian movement;
- develop alternative parking arrangements and promote other measures to improve access to the Top-of-High Street Area (e.g. Park and Ride stops, bus shuttle services) and to enable land in the Grantham Street/Flaxengate area to be released for mixed-use development;
- increase the supply of car parking spaces for shoppers and other short stay visitors (up to 4 hours) at the Flaxengate decked car park; by changing the pricing policy to deter long stay, commuter car parking and investigate the feasibility of increasing its capacity by constructing a further deck;
- carry out improvements to the street surfaces and street furniture in the High Street as funds allow;
- co-operate in environmental improvement of the streets and alleyways in the Area to promote their use as linkages and create a stronger local sense of identity;
- carry out a comprehensive environmental improvement scheme for St. Martin's Square, to facilitate greater use of the hard surfaced area to the east whilst maintaining the softer, quieter atmosphere of the old graveyard area to the west. (Note: this scheme will be subject to full public consultation, and the availability of funds) Uses suggested for the hard surfaced area include outdoor cafes and speciality markets (e.g. crafts). The parking and access requirements of the local community will be given careful consideration;
- in association with the City Centre Manager, allow greater use of the streets for pavement cafes, street vendors and entertainers and similar attractions without causing problems for other people using the streets or other traders;
- explore and promote schemes for easing travel between the "uphill" and "downhill" areas (one possibility being a rail-based, fixed link such as a funicular or rack and pinion tramway);
- promote heritage and visitor attractions in the Area to spread the benefits of tourism "downhill" and provide various attractive alternative routes including an extension to the Heritage Trail incorporating the Lindum hillside;
- prepare a lighting strategy, identifying opportunities to improve the night-time appearance and atmosphere of the Area through the sensitive and co-ordinated use of external lighting of key buildings, illuminated signs and other forms of lighting.

4.61 **Development requirements**

Developers will be required to comply with the objectives stated within this Scheme and the principles listed in Policies 19A and 19B relating to the development of sites at Grantham Street/Flaxengate and the former St. Cuthbert's Nursery School, Michaelgate. Development Briefs will be prepared for those sites setting out further guidance and details.

The aim within the Grantham Street/Flaxengate sites is to recreate the historic street pattern by encouraging the redevelopment of the land currently used for surface car parking for a mixture of small scale uses once adequate alternative car parking and access arrangements are in place. There will be a particular emphasis

on achieving a substantial element of housing within the redevelopment as these sites are considered to be especially suitable for city centre homes. Together with existing alleyways and archways, the recreated street pattern will contribute towards achieving a labyrinth of public streets.

The former St. Cuthbert's Nursery School Site, whilst being within the City Centre, is located slightly further away from the commercial route of Steep Hill and The Strait. Expansion of the commercial 'offer' beyond this route is not considered appropriate as it would dilute the effectiveness of Steep Hill and The Strait as pedestrianised shopping streets, as well as posing more practical difficulties such as servicing. However, the City and County Councils are seeking to develop a major heritage/museum attraction within the City and this site has been identified as suitable for such an attraction. In this central location it would be easily accessible to pedestrians and would also act as an important "stepping stone" to encourage tourists to venture downhill from the traditional uphill attractions of the Cathedral, Castle, etc. Alternatively, the site lends itself to a development providing a substantial number of houses or flats encouraging further growth in the City Centre's resident population which is a fundamental objective of this Plan. In either case, the development of this site will need to be very sensitively designed to contribute to the special appearance and character of the City's hillside. The development will also be required to re-establish the enclosure to Michaelgate whilst maintaining and improving the level of residential amenity enjoyed by existing residents in the immediate area.

Development proposals in this area should be drawn up with an awareness of the Council's objective of providing an automated transport link between the uphill and downhill parts of the City. The St Cuthbert's site on Michaelgate has been identified as part of a possible route between St. Martin's Lane/Garnston Street and the Castle area at Wordsworth Street.

Note: As all of the Top-of-High Street and the Strait Revival Area lies within the Cathedral and City Centre Conservation Area (No.1), prospective developers should be aware of the requirement for developments to preserve or enhance the character or appearance of the Conservation Area as well as complying with the requirements of this Revival Scheme.

4.62 **Opportunities for the Local Community**

Opportunities for the local community to contribute directly to the revival of this Area include:

- improving the condition and appearance of buildings and ensuring their regular maintenance;
- converting disused or under-used upper floors to homes;
- improving the marketing of this Revival Area by the traders, local organisations and the City Centre Manager.

South High Street Revival Scheme

4.63 **Objectives**

The main objectives of the South High Street Revival Scheme are to:

- reduce the dominance of traffic and its harm to the environment and the quality of local life;
- make it safer and more pleasant for people to walk along South High Street and spend time in the Area;

- **Improve the appearance and pedestrian-friendliness of the "gateways" into South High Street;**
- **create a strong, attractive, safe and vibrant pedestrian link between the University campus south of Brayford and the upper part of the South High Street;**
- **increase the number of homes along South High Street through the conversion of upper floors and the development of rear courtyards wherever circumstances allow (using existing examples such as Ashton's Court as models);**
- **highlight and enhance the historic and architectural interest of South High Street and strengthen the Area's sense of local identity;**
- **ensure that uses which will be attractive to a large number of shoppers and visitors from a wide catchment area predominate along the frontages between St. Mary's Street and St. Marks, which play a city centre role, as distinct from the more locally orientated and specialist facilities which are more appropriate to the area further south;**
- **support the provision of shops, services and community facilities for local residents along the frontages south of Tanners Lane/Chaplin Street, particularly the stretches designated as Shopping Streets on the Central Lincoln Inset of the Proposals Map;**
- **create a wider range of opportunities for small businesses and other sources of employment throughout the Area (provided no undue problems are caused to local residents);**
- **enable the area between St Mary's Street and Tanners Lane/Chaplin Street to develop its role as a focus for entertainment and leisure activities (including pubs, restaurants and other food outlets) without creating unpleasant conditions for local residents;**
- **balance the need for improved facilities for public transport, cycling and walking with the aim of providing for sufficient on-street 'shopper' car parking.**

4.64 **About the Area**

Extending from St. Catherine's to St. Mary's Street, South High Street accommodates a broad mixture of commercial, leisure, community, residential and other uses. To both east and west are large areas of Victorian and Edwardian terraced housing. The Revival Area itself, however focuses on a narrower, closely knit band of mixed-uses alongside the lower part of South High Street, broadening out further north to take in large areas either side offering major regeneration opportunities. The former St. Mark's Railway Station, has been redeveloped as a major mixed-use site, stimulating revival of South High Street whilst also providing a crucial link between the Central Shopping Core and the large, edge-of-centre retail park to the west of the River Witham. Other major development opportunities include a site at Anchor Street and the extensive Tentercroft Street/Kesteven Street area to the east.

At heart, South High Street is a classic English High Street. Originating as a roadside suburb of Roman Lincoln, it developed into the mediaeval Parish of Wigford and later lay at the core of the Victorian, industrial city. Today many centuries of Lincoln's evolution are represented in South High Street, endowing it with townscape of a quality and variety rarely found. Unfortunately, however, that townscape quality has, in places, become heavily obscured. The Revival Scheme aims to reveal it again for all to see and enjoy.

Traffic noise and pollution cause some of the greatest harm to the South High Street environment. Both the traffic itself and the signs and other paraphernalia intended to deal with it dominate the street-scene at the expense of the historic townscape, views of Lincoln Edge and the Cathedral, and the quality of local life. Its attraction as a place to live, shop and spend time has diminished as the volume of traffic has grown. Ironically, the area has now come to have a rather more vibrant life at night than during the day, a factor which brings both benefits and its own problems.

South High Street also suffers from unattractive "gateways". Separated from the pedestrianised shopping area by a very busy road junction and a level-crossing, the appearance of some of the most prominent buildings at its northern end does little to attract people into the Street to shop or enjoy its fascinating history.

The entrance from St. Catherines is less intimidating but also could be improved to reinforce the Street's identity.

"S.W.O.T." Analysis of South High Street

4.65 Strengths

Diversity

A wide range of business and retail uses can be found on the High Street frontage. Spread along South High Street are various specialist shops, a range of local shops and services, public houses, cafes, restaurants and take-aways, offices and several prominent places of worship which provide focal points both visually and for local community use. There is a distinctive change in the character of South High Street at Tanners Lane/Chaplin Street, north of which South High Street becomes part of the City Centre whilst to the south its role leans more to local and specialist facilities.

Townscape

South High Street's character reflects its continuous development over many centuries. The buildings are of good quality with a wealth of varying architecture.

Location

South High Street forms one of the main approaches to the City Centre and enjoys the advantages of a central location. Improving the pedestrian environment will make it a more attractive place to visit, with easy access to the City Centre as well as improving the quality of life for the large resident population of this lively part of Central Lincoln.

4.66 Weaknesses

Traffic

Traffic currently dominates South High Street, with evident problems of congestion and associated pollution. The prevalence of traffic reduces the quality of the street scene and generally degrades the character of the Area.

Poor pedestrian environment

There is a need to make life easier, safer and more pleasant for pedestrians and cyclists throughout the South High Street. There is an actual and psychological barrier to crossing from the pedestrianised part of High Street to South High Street due to the road junction (St. Mary's Street/Wigford Way) and, to a lesser extent, the level crossing.

Poor maintenance of buildings and street furniture

Although many of the buildings along the High Street are of good architectural quality, several suffer from inadequate maintenance, poor quality alterations and a high level of vacancy at above ground floor level. The quality of buildings are also compromised by the traffic dominated environment and utilitarian street furniture. Unsympathetic advertising hoardings also do little to enhance the character and appearance of the Area.

4.67 Opportunities

Mixed-Uses

This Area also accommodates a wide variety of uses. There is scope to provide more homes especially above ground floor level, but also within rear yards which may become available for redevelopment. Existing clusters of such housing immediately behind the High Street's mixed-use frontage, such as Ashton's Court, are regarded as model examples of sustainable living and contribute to the Area's sense of local identity.

Traffic

Improved traffic management would benefit people travelling to the Area as well as those working and living within it. Improvements to facilities for pedestrians, public transport and cyclists as well as increased on-street car parking should be brought forward whenever possible. Improved car parking (and access to car parks) should be sought in accordance with the objectives stated in Chapter 3: "Access, Transport and Communications".

Pedestrian environment

Pedestrian crossing points and routes could be improved as well as the quality of street furniture. A pedestrian friendly environment will attract more people to visit the Area and make it a more pleasant place to live and work.

Buildings

Opportunities now exist to improve the quality of buildings. Maintenance and renovations to buildings in this Area have taken on a new priority, with the City Council channelling its efforts through the Conservation Areas Partnership Scheme making grant aid available for repair work.

4.68 Threats

Loss of purpose

A clear vision of the future is required, if opportunities are to be taken. Lack of purpose could result in unco-ordinated change, missed opportunities and a further deterioration of the environment.

Traffic, access and parking

Failure to improve traffic management will result in a further deterioration of the local environment through increased pollution and congestion. This, together with a failure to provide adequate, convenient short stay car parking could result in a further loss of trade for local businesses.

Lack of commitment to the public realm

Failure to invest in the public realm could result in a decline in the quality of both the pedestrian environment and the buildings which frame it, making it a less attractive place to work in and to visit.

Incompatible uses

Over-representation of some uses could produce an environment which would not be pleasant to live in; concentrations of hot food take-aways can have this effect, for example. A well balanced and mutually compatible mixture of uses needs to be achieved.

4.69 The City Council's Commitment

To achieve those objectives, the City Council intends to:

- **explore and seize opportunities (In conjunction with the County Council, as Highway Authority) for a comprehensive scheme to:**

- reduce the overall volume of traffic passing through the Area;
 - introduce traffic calming measures;
 - improve facilities for pedestrians (including facilities for crossing the road) and cyclists;
 - introduce bus-priority measures;
 - improve on-street and off-street parking facilities for residents and customers of local businesses;
 - reduce the clutter of street furniture and traffic signs and improve their appearance in ways that strengthen the Area's identity;
 - improve the appearance of the "public realm";
- **implement (In conjunction with the County Council, as Highway Authority) a traffic management scheme for St. Mark Street, Brayford Wharf East, Wigford Way and the upper section of South High Street, to improve the pedestrian environment and strengthen links within the Central Shopping Core;**
 - **explore and take opportunities to improve the northern and southern "gateways" into South High Street;**
 - **explore with the drainage authorities opportunities to enhance the drains which cross the High Street (Sincil Drain and Great Gowts Drain) and the areas alongside them as important "fingers of green" within this densely developed area;**
 - **assist property owners and developers who wish to carry out works which will enhance the character and appearance of South High Street, by making grants available in suitable cases through the Conservation Areas Partnership Scheme and exploring other opportunities for grant aid or other types of assistance;**
 - **prepare a lighting strategy, identifying opportunities to improve the night-time appearance and atmosphere of South High Street through the sensitive and co-ordinated use of external lighting of key buildings, illuminated signs and other forms of lighting;**
 - **give particular attention to the need to protect the amenities of local residents and preserve the mixed-use character of the Area when considering development proposals which would result in a net increase in the number of food and drink outlets (Use Class A3) along the High Street south of Tanners Lane/Chaplin Street;**
 - **seek the removal of poster hoardings and other advertisements which harm the amenity of the Area, either because of their own appearance and location, or, because of the cluttered appearance they create when viewed with other advertisements nearby;**
 - **examine the opportunities for land owned by the City Council and others in the Tentercroft Street and Kesteven Street areas to be redeveloped.**

4.70 **Development requirements**

Developers will be required to comply with the objectives stated within this Scheme and the principles listed in Policies 19C, 19D and 19E relating to the development of sites at Wigford Yard/ Baker Street/ Albion Yard, Anchor Street and Tentercroft Street/ Kesteven Street areas. Development Briefs will be prepared setting out further guidance and details.

An objective of the redevelopment of the Wigford Yard/ Baker Street/ Albion Yard site is to enable development incorporating a mixture of uses, (including works necessary to rationalise and improve the effectiveness of the existing publishing business), which will create attractive pedestrian routes between the Brayford Area and South High Street and provide improved pedestrian links between the pedestrian areas of High Street and the Brayford area to St. Marks. When taking into account the requirement to retain and refurbish locally listed buildings in Wigford Yard (i.e. The former Pea Factory and Pack Horse Inn), and the former St. Mark's Church Hall (now RSPCA) at Baker Street which is listed Grade II, opportunities for

redevelopment will be expected to include a mixture of small scale uses such as shops, restaurants, pubs/bars, cafes, office/workshops, with residential accommodation above. The Council considers that the formation of a pedestrian 'shopping' route along Baker Street between St. Mark Street and Wigford Yard should make provision for the servicing of new and existing uses.

The site at Anchor Street includes a large area of open land which resulted from the demolition of Victorian factory buildings in the late 1970s. Whilst the site is located within the Central Mixed-Use Area and benefits from an advantageous riverside location, the opportunities for redevelopment are partly constrained by the limitations imposed by vehicular access via the residential streets of Alfred Street and Gaunt Street. Accordingly uses which generate relatively low volumes of traffic such as housing will predominate with office and/or institutional uses forming a 'buffer' to the turbine test beds located on the opposite side of the river, minimising the noise intrusion on residential amenity and introducing a mixture of uses.

Alternatively, the Council is keen to encourage major leisure uses, which will attract customers from the whole of the City and beyond, to locate on sites as close as possible to the City Centre, thereby offering the opportunity to travel by means other than the private car. The Anchor Street site is one of the few remaining substantial areas of land within the Central Mixed-Use Area with such a capability. That capability could only be realised, however, if a proposed development integrated the site effectively with the adjacent St Marks development (including the relocation of the Post Office Sorting Depot) thereby negating the need for separate access arrangements to the High Street which would be undesirable for several reasons. Obviously the development of the site in such a way would require very careful consideration to avoid any adverse effects on existing housing at Gaunt Street.

Another of the remaining sites which is capable of accommodating a major leisure use is the Tentercroft Street/Kesteven Street area, where vacant and underused land allied to rationalised car parking provision could provide a major development opportunity. Such a facility would benefit from the site's proximity to the Central Railway Station and the bus station as well as city centre car parks but, to cater for a Greater Lincoln and possibly a Sub-Regional catchment, would benefit from the new access east of Canwick Road being in place. The development of this site will be required to make provision for the development of an improved public transport "interchange" facility, based on the Central Railway Station. As the area south of Kesteven Street is currently an established housing area, this site is ideally located for additional substantial housing development which should include small scale shopping uses, (possibly including food and drink uses), and business uses to ensure a mixed-use development. The requirement to provide housing on the site may, however, be waived if the Local Planning Authority is satisfied that this would not be compatible with a particular major leisure development.

Note: As much of the South High Street Revival Area lies within or adjacent to Conservation Areas, prospective developers should be aware of the requirement for developments to preserve or enhance the character or appearance of such areas, as well as complying with the requirements of this Revival Scheme.

4.71 **Opportunities for the Local Community**

Opportunities for the local community to contribute directly to the revival of South High Street include:

- improving the condition and appearance of buildings which have not been regularly maintained and ensuring their regular maintenance;
- refurbishing shop fronts (or replacing unattractive ones) and improving signage;
- helping to implement a South High Street Lighting Strategy;
- converting disused or under-used upper floors to flats;
- improved marketing of the area by traders.

Note: In some cases the City Council may be able to assist financially or practically, and it will always be willing to offer advice, as will be the City Centre Manager.

Brayford and the Glory Hole Revival Scheme

4.72 Objectives

The main objectives of the Brayford and Glory Hole Revival Scheme are to:

- create an environment which is attractive, lively, safe and pedestrian friendly;
- promote Brayford as a "cultural" and "festival" area - a focus for the whole City community and its visitors;
- create strong and attractive links on foot and cycle within the Brayford Area and to other parts of the City Centre;
- create a high quality, mixed-use environment which attracts local people and visitors;
- encourage developments which will promote a 24-hour purpose and presence throughout the Area, ensuring that the mixture and location of different uses creates an environment that encourages the development of a large number of homes;
- retain and enhance essential links with the Brayford Area's past (e.g. historic buildings and street patterns);
- create attractive and lively waterfront areas;
- ensure that the historic "grain" of the area is reflected in new development and redevelopment;
- ensure that new development strengthens the special identity of the Brayford Area;
- protect and enhance views from the south and east banks of the Pool towards the Cathedral and hillside;
- secure the maximum environmental quality of the Pool itself to ensure its continued use by wildlife as well as for active, water-related leisure pursuits and the provision of visitor boat moorings.

4.73 About the Area

For centuries a busy inland port, the Brayford Pool has played an important part in the development and expansion of Lincoln since pre-Roman times. The Glory Hole was once the main trade route from the Brayford and leads through to High Bridge, a Norman vaulted bridge supporting a 16th Century timber framed building. Unfortunately, however, the Area has suffered more recently from a loss of purpose, as the commercial use of the Brayford has dwindled.

In the 1970s and 1980s progress was made in clearing derelict boats and moorings, and improving the Area with large and small scale developments (some of which may be viewed as less successful today). More recent developments, including the development of the Lincoln University campus on the South Bank of the Brayford Pool, have created renewed interest and optimism in the area providing an opportunity to reinforce Brayford as an attractive, lively waterfront area and a distinctive mixed-use quarter within the City Centre. Proposals now underway or currently being planned are already providing the impetus for sustained revival of this Area for the benefit of residents and the people of Lincoln and visitors, possibly focused around the creation of a "cultural quarter" which will include theatre, studios, and workshops as well as a location for food and drink related leisure development and housing. This is a natural "festival" area for Lincoln and it

should feature increasingly prominently as a focus for the whole community as we move into the 21st Century.

"S.W.O.T." Analysis of Brayford and the Glory Hole Area

4.74 Strengths

Location

A high quality setting, with great potential to provide a more attractive and lively waterfront area. Centrally located, the Area must be more effectively linked with the pedestrianised High Street and Central Shopping Core.

Desire to Improve

There is already a desire amongst the local community, developers and landowners to improve the Brayford and Glory Hole, and a clear sense of optimism and willingness to develop this Area in an exciting and coherent manner.

Water

The Pool itself is of enormous value and potential in terms of recreation, ecology, transport, townscape and "atmosphere". It is an asset which must be protected and enhanced for the benefit of the community at large.

4.75 Weaknesses

Decades of decline

This has resulted from a loss of traditional uses within the Brayford area and a subsequent decline in the quality of the environment. The challenge, given a strong boost by the development of the Lincoln University campus, is to reverse that decline.

Traffic - pedestrian environment

There is a need to improve pedestrian circulation around the Pool and between the Brayford Wharves and the main shopping areas of High Street and St. Marks, reducing the influence of motor traffic as a barrier to pedestrian movement and activity.

Inefficient use of land

As part of a coherent development strategy for the Brayford and Glory Hole area, there is scope for more imaginative and efficient use of land and buildings, particularly looking to reduce the amount of land used by surface car parking, whilst improving accessibility generally.

Public realm

In reviving the Brayford and Glory Hole Area it is essential that the public realm is improved. Environmental improvements are necessary to produce a high quality pedestrian-friendly environment.

4.76 Opportunities

Mixed-Uses

Intimate mixed-use development would inject further interest and vitality. There is potential to create a close-knit pattern of development throughout the Brayford Wharf North/Newland block maintaining and

creating pedestrian access throughout, which capitalises on the demand for development relating to "cultural industries" and leisure.

University

The University of Lincolnshire and Humberside is raising the profile and development potential of the Brayford area through its development of the Lincoln University campus. The programmed development of this campus has been accelerated, signifying the level of commitment placed on this location by the University.

Single Regeneration Budget

This is providing funds to support public/private sector partnership schemes to improve the quality of the urban environment and to stimulate economic development. Further rounds of applications for such funding will be submitted in order to achieve the maximum development benefits in the Brayford Area.

4.77 Threats

Traffic, access and parking

Failure to create a pedestrian-friendly environment and to deal with the problems of unplanned car parking would make the Brayford a less attractive place to visit and to live and work in.

Lack of shared vision

Without a coherent visionary approach the outcome could be mediocre design and planning thus missing opportunities to create a truly special area for the whole community to enjoy.

4.78 The City Council's Commitment

To achieve these objectives, the City Council intends to work, where necessary, with the Highway Authority to design and implement schemes to:

- improve the pedestrian environment throughout the Area, concentrating particularly on traffic management schemes for Brayford Wharf North and Brayford Wharf East;
- reduce the clutter of street furniture and improve its appearance (developing strong local identity in the process);
- improve the security and appearance of the Lucy Tower Street multi-storey car park, and make it safer, more pleasant and convenient to use - thereby encouraging its maximum use (which in turn will allow a reduction in surface car parking in the area);
- build a new pedestrian bridge linking Brayford Wharf East and Brayford Wharf North;
- improve the pedestrian environment from the Glory Hole under Wigford Way to the Brayford Area;
- improve pedestrian links between Brayford Wharf North and the Newland area;
- in association with British Waterways, the Brayford Trust and the Environment Agency implement environmental improvement works to the Pool and its immediate surrounds;
- create the type of environment within the 'heart' of the Newland/Brayford Wharf North block which will provide the best opportunities to introduce residential accommodation.

4.79 Development requirements

Developers will be required to comply with the objectives stated within this Scheme and the principles listed in Policy 19F relating to development in the Brayford Wharf North/ Newland area. A Development Brief will be prepared to provide further guidance and details.

There is widespread support for the development of a 'cultural quarter' focused around the Brayford Pool, capitalising on the considerable investment being made in the area by the ongoing development of the University and the development of leisure related activity, including food and drink uses, which are compatible with a cultural and festival focus. As part of the University development it is particularly relevant to identify the impact that the new technology and new production facilities will create following the establishment of the Lincoln School of Media, Communications and Art within the Phase II building. Industries associated with cultural activities are big business and there will be undoubted opportunities for creative entrepreneurial people, including graduates from local education institutions to establish small businesses which use digital technology. The objective for developments in the Brayford Area is to create a viable and vibrant quarter focused around the Brayford Pool which will create a substantial number of jobs, a range of entertainment venues and opportunities for housing, small businesses and other uses. Large scale office developments will be restricted to Brayford East where existing planning permissions cater for such a use. Developments in the Brayford Wharf North area will be expected to be mixed-use schemes which contribute to achieving the main objectives, whilst the scarcity of land and floorspace on offer means that it is imperative that developers are required to make maximum use of the space available. Development proposals which would result in an under-use of buildings cannot be tolerated in the face of a demand for studios, galleries and small offices/ workspace to help the creation of new small businesses, and residential accommodation to compliment activities such as a theatre and cinema, cafes, pubs, and restaurants.

The pedestrian environment, circulation and the need for permeability through the Brayford North/ Newland block, is important. The Local Authority will bring forward environmental improvement/ traffic management schemes consistent with the vision for the area, and development proposals within the Brayford Wharf North/ Newland area will be required to show how they will create and/or take account of pedestrian links through that block and contribute to producing a revitalised inner core.

Note: As all of the Brayford and Glory Hole Revival Area lies within either the Cathedral and City Centre Conservation Area (No.1) or the West Parade and Brayford Conservation Area (No.6), prospective developers should be aware of the requirement for developments to preserve or enhance the character or appearance of the relevant Conservation Area(s) as well as complying with the requirements of this Revival Scheme and the Development Brief.

4.80 **Opportunities for the Local Community**

Opportunities for the local community to contribute directly to the revival of the Brayford and Glory Hole area will include:

- landowners bringing forward their land holdings for development with realistic expectations of values;
- owners and operators of existing businesses within the area ensuring that properties are properly maintained;
- owners and operators of the large national stores which back onto the Glory Hole area taking advantage of the opportunities on offer to 'access' the increased pedestrian flows from the Brayford Area;
- owners and operators continuing to contribute to and influence the planning of this area by maintaining an active dialogue with the City Council.

Rosemary Lane and Monks Road Area Revival Scheme

4.81 Objectives

The main objectives of the Rosemary Lane and Monks Road Area Revival Scheme are to:

- provide more homes and create a pleasant place in which to live;
- support the provision of shops, services and community facilities for local residents;
- create conditions which provide opportunities for small businesses throughout the Area, especially upon Monks Road;
- upgrade and make full use of existing buildings;
- improve pedestrian linkages within this Revival Area and to the City Centre;
- provide a safer, more convenient and attractive pedestrian environment;
- provide convenient and attractive short stay visitor parking spaces sufficient to support local businesses and other organisations in the Area;
- take full advantage of investment by the education institutions to improve the local environment.

4.82 About the Area

The Rosemary Lane and Monks Road Revival Area extends eastwards from the Central Shopping Core and main commercial area of the City Centre from which it is separated by Broadgate.

Monks Road has Roman origins and during the Mediaeval period provided the access way to the 13th Century Monks Abbey. The Area was mainly developed for housing in the Victorian era, much of the accommodation being occupied by people employed in the adjacent heavy engineering works which then dominated the City's economy. Today, the Monks Road frontage has a mixture of shops, offices, take-aways and flats. North of Monks Road and bounded by Lindum Road are the further and higher education institutions of North Lincolnshire College and De Montfort University. North Lincolnshire College is a particularly important institution in this area with its entire campus (some 3.75 ha.) within the Revival Area boundary. Further investment in this campus will substantially enhance this part of Monks Road for the benefit of local residents and the City as a whole, as well as providing a far more pleasant environment for N.L.C. students. Rosemary Lane, Friars Lane and Montague Street extend southwards from Monks Road and are characterised by a broad mixture of uses including a large discount retail store, the Lincolnshire Archives, Broadgate multi-storey car park and a veterinary surgery. Interspersed between these units are Victorian (and later) terraced housing, former school buildings and an old burial ground. To the south of St Rumbold's Street and Croft Street the Area is primarily residential. Between this area and Waterside North there are sites offering great potential for development, particularly for housing. The Broadgate frontage includes flats, offices, clubs and pubs as well as a petrol filling station, which offers local convenience goods. Unity Square has become an established and well used pick up point for buses and coaches.

The Rosemary Lane Area has some impressive buildings and interesting open spaces, but suffers from a lack of vitality and coherence, and a decline in its environment. Improved access and ease of movement will be key factors in revitalising this Area. Pedestrian crossing facilities have now been incorporated at the Lindum Road junction as well as various pedestrian refuges along Monks Road but it is important to continue to provide more effective pedestrian links within this Revival Area and to the City Centre.

There is a clear need to breathe new life into this Area by providing the framework for it to develop in a more coherent manner. Improving the quality of life for all through imaginative development schemes and environmental improvements, will help to create a vibrant place in which to live and work, and to visit, and will restore confidence in an area which has much to offer.

"S.W.O.T." Analysis of Rosemary Lane and Monks Road Area

4.83 Strengths

Location

Located close to the City Centre, there is potential to create a thriving mixed-use area.

Developable land and buildings

There are potential development sites, for example at Waterside North, where significant areas of land are currently given over to surface car parking. There are also redundant buildings in the Rosemary Lane and Monks Road Area which could lend themselves to new uses rather than being swept away for new development.

Educational institutions

De Montfort University and North Lincolnshire College are key players in ensuring a successful future for the Area. Upgrading the campuses and integrating these educational institutions more effectively into the local area will help to generate increased demand for local services and homes.

4.84 Weaknesses

The poor maintenance of buildings

There is scope to improve the quality and upkeep of buildings throughout the Area, especially on Monks Road.

Inefficient use of land

There is potential to make better use of redundant buildings, vacant premises (particularly above ground floor level) and areas of land currently used for surface car parking (provided accessibility is improved in other ways).

Pedestrian environment

The provision of more effective pedestrian links within the Rosemary Lane and Monks Road Area and to the City Centre should remain a high priority in creating a more convenient, safe environment for pedestrians.

4.85 Opportunities

Providing homes

Land and buildings are available to provide for more homes, which would contribute greatly to the vitality of the Area.

Improving the public realm

Investing in public areas will provide a more pleasant environment in which to live, work and visit. The old burial ground on Rosemary Lane is an attractive green area which would benefit from further environmental improvements, promoting the wider use of this piece of open space in an area where such a facility is rare. The waterside area is also particularly important.

Buildings

Improving existing buildings, bringing redundant ones back into use and developing new ones will make an important contribution towards creating a pleasant and vibrant environment and instilling new purpose and presence in the Area.

4.86 Threats

Anonymity

A clear strategy is required to breathe new life into the Rosemary Lane and Monks Road Area, to help the local community to prosper, and to establish a clear sense of purpose and identity.

Decline of local services

Without taking measures to stimulate investment and encourage more people to live in the Area through environmental improvements, local services especially those on Monks Road, may continue to decline.

Vacant land and buildings

Failure to make the most efficient use of land and buildings will result in a continued loss of vitality and thereafter further vacancy and dereliction - a vicious circle.

4.87 The City Council's Commitment

To achieve these objectives, the City Council intends to:

- **work with the County Council (as Highways Authority) to implement traffic calming measures, improve pedestrian crossing facilities within the Area and continue to improve and provide safe, convenient links to the City Centre;**
- **consider the following options for the Spa Buildings car park:**
 - a) retain and improve the existing car park at Spa Buildings through surface treatment and landscaping to provide short stay visitor car parking;
 - b) allocate the site for housing development, reinstating a terrace opposite Spa Buildings.

In considering options for change an investigation into the present use of the car park and the need for short stay 'visitor' car parking will be undertaken;

- continue to work closely with the North Lincolnshire College to ensure that, through such co-operative working, funding is attracted to secure the maximum development opportunities and benefits;
- identify opportunities to improve the night-time security, appearance and atmosphere of Monks Road through the Safer Cities and other initiatives within the Urban Challenge Programme;
- implement environmental improvements to the old burial ground at Rosemary Lane (e.g. by providing a footpath, seating, planting and better boundary treatment);
- wherever possible improve the quality of buildings and streets through environmental improvement works, landscaping, boundary treatment and resurfacing schemes;
- identify possible sites for the provision of a play area. There is an acknowledged shortage of play space in the Area for young children;
- take full advantage of the waterfront for the location of uses which will benefit from the opportunities afforded by a riverside location.

4.88 Development requirements

Developers will be required to comply with the objectives stated within this Scheme and the principles listed in Policy in 19G relating to the development of the surface car parking sites on Waterside North. A Development Brief will be prepared setting out further guidance and details.

This site (in fact comprising two sites in different ownerships) is extremely favourably located for a primarily housing development. It has a substantial riverside frontage opposite a Grade II Listed mill complex which itself is being refurbished to provide some 70 flats and yet is effectively within the City Centre. To maximise the opportunities on offer to create a high quality living environment, the development should indicate how vehicular traffic can be accessed from St. Rumbold's Street allowing for the riverside to be landscaped for pedestrian and cycle use only. Whilst the site should be developed mainly for residential purposes there is scope for the development to incorporate small scale shopping and food and drink uses along the riverside frontage. Such uses should be aimed mainly as a service facility for local residents and people who work/study in the area. Business, education and community uses would also be appropriate as a secondary element helping to ensure a mixed-use development.

North Lincolnshire College is a major influence in the area. The continued implementation of planned improvement works to the campus will further improve the image and appearance of the college itself and, therefore, the general appearance of the area. Such works will also provide for the increased student numbers forecast in a coherently developed and secure campus environment.

Note: As parts of the Rosemary Lane and Monks Road Revival Area lie within or adjacent to Conservation Areas, prospective developers should be aware of the requirements for developments to preserve or enhance the character or appearance of such areas, as well as complying with the requirements of this Revival Scheme.

4.89 Opportunities for the Local Community

Opportunities for the local community to contribute directly to the revival of the Rosemary Lane and Monks Road Area include:

- improving the condition and appearance of buildings which have not been regularly maintained;
- refurbishing shop fronts or replacing unattractive ones;
- converting disused or under-used upper floors to active uses particularly flats.

Bracebridge Revival Scheme

4.90 Objectives

The main objectives of the Bracebridge Revival Scheme are to:

- create a pleasant place in which to live, work and visit;
- upgrade and make full use of existing buildings (particularly those which are of significance and value to the local community and its history);
- provide a safer more convenient and attractive pedestrian environment;
- reduce the impact of through traffic, whilst improving access for public transport and cyclists;
- improve traffic circulation throughout the Area, paying particular regard to the access needs of local residents and businesses;
- provide for short stay visitor parking, consistent with the needs of a District Mixed-Use Centre, whilst reducing the impact of forecourt car parking on the Bracebridge townscape;

- encourage improved local shopping and community facilities, supported by a mixture of uses appropriate for a District Mixed-Use Centre;
- promote better access to open spaces for recreational and educational use, whilst protecting and enhancing their ecological value.

4.91 **About the Area**

The Bracebridge Revival Area extends along Newark Road and follows the River Witham from St. Catherines Grove to the Brace Bridge. The Area was once a separate Urban District, extending from Boundary Street to the present day City Boundary. Bracebridge ceased to be an Urban District in 1920 becoming part of the City of Lincoln and since that time has developed extensively with the population almost trebling. Today many people regard Bracebridge as having its own distinctive identity and take pride in its historic buildings and features, including the Bracebridge War Memorial, which contributes to the Area's own sense of place.

Bracebridge's resident community is mostly housed in the narrow band of housing which extends from the River Witham, to the west, to the former Lincoln to Honington railway (now dismantled), to the east. From St. Catherines Grove to Russell Street the frontage of Newark Road is mainly housing punctuated by a few shops and other small businesses. South of Russell Street the frontage hosts a greater variety of uses including shops, offices, pubs, take-aways and community facilities such as the Bracebridge Library and the Bracebridge Community Centre. Bracebridge is also host to the Walker's Snack Foods factory and other smaller industrial units.

Although parts of Bracebridge portray an image of neglect it has an established community and provides a range of local employment, shopping, educational and community facilities. Improving the pedestrian environment and alleviating the problems of traffic are key objectives for the Bracebridge Revival Area. It is equally important to improve residential and recreational amenity and local services and facilities.

"S.W.O.T." analysis of Bracebridge

4.92 **Strengths**

Local community

There is a well established, vibrant community with a clear desire for change in creating a more pleasant place in which to live, visit and work.

Local employment

The Walker's Snack Foods Ltd factory and smaller industrial units off Clumber Street and Clayton Road provide important sources of local employment, which is an important factor in maintaining a stable community. Recent investment in the Walker's Snack Foods factory has helped to underpin confidence in maintaining the Area's primary employer in the long term.

Riverside walk

This is an important and valued recreational resource which allows local people access to the 'countryside' within the river valley.

Countryside views

There are pleasant views which follow the River Witham corridor. Views to the ridge to the east, which extend towards Bracebridge Heath, are particularly important for residents of the many terraced streets running off Newark Road.

4.93 **Weaknesses**

Dominance of traffic

Bracebridge suffers heavily from the impact of traffic. Newark Road is a major approach road into the City and accommodates a high number of heavy good vehicles passing through it.

Traffic circulation

There are several side streets which take access directly from Newark Road and offer no turning facilities requiring vehicles to reverse on to a very busy carriageway.

Public realm

There is a need to improve the quality of the pedestrian environment generally. There are a variety of poster hoardings which are insensitive to the local environment and some of the forecourts fronting Newark Road would benefit from additional landscaping and boundary treatment.

4.94 **Opportunities**

Improved traffic management

Traffic calming measures, properly designed customer and residents parking facilities, environmental improvement works to the footways, with improved street furniture, would help to solve many of the problems experienced in this Area. As the policies and proposals contained in the Access, Transport and Communications Chapter of this Plan begin to take effect for the City as a whole, the area should see a reduction in traffic levels, particularly at peak periods. But this is a longer term solution and, in the mean time, more immediate improvements are required.

Respect for the Area's appearance

There are opportunities to improve the environment generally through the removal of poster hoardings which are unsympathetic and are out of scale with their surroundings and through the improvement of boundary walls and fences.

Riverside walk

Completion of the Riverside Walk along the River Witham's eastern embankment linking up with the Russell Street footbridge would create an attractive and pleasant circular walk.

Community park

In conjunction with riverside improvements there is potential for a community park and wildlife habitat on land adjacent to the River.

Local facilities

Improvement of local facilities available for residents and employees in accordance with the aims of a District Mixed-Use Centre.

4.95 **Threats**

Loss of purpose

Failure to take opportunities as they arise and to provide a clear vision for the future, could result in a loss of purpose, local identity and continued decline in local service provision.

Traffic, access and parking

Failure to improve traffic management will result in a further deterioration to the local environment through increased pollution and congestion. This, together with a failure to provide adequate 'shopper' parking may result in further loss of trade for local businesses.

4.96 The City Council's Commitment

To achieve these objectives the City Council intends to:

- Explore and implement schemes (in conjunction with the County Council, as Highways Authority) to:
 - implement policies and proposals within the Access, Transport and Communications chapter of this Plan;
 - undertake traffic management measures to seek a reduction of through traffic, particularly heavy goods vehicles;
 - minimise the number of streets without usable turning facilities;
 - conduct a programme of works for traffic calming, including new and improvements to existing, crossing facilities;
 - require the removal of poster hoardings which harm the appearance of this Revival Area;
 - implement schemes to complete the Riverside Walk (Eastern Bank) and look towards providing an area of public open space as a community park to the rear of Nos. 290-339 Newark Road;
 - protect the view corridor along the River Witham.

4.97 Development Requirements

Developers will be expected to:

- contribute to improving the riverside walk and creation of a community park;
- protect important view corridors;
- where opportunities arise as part of new developments, improve traffic circulation from side streets (including turning facilities) to Newark Road.

4.98 Opportunities for the Local Community

Opportunities for the Local Community to contribute directly towards the revival of Bracebridge include:

- for existing businesses and homeowners to carry out improvements to their properties and ensure that they are properly maintained;
- the conversion of disused or under-used upper floors to beneficial uses, particularly flats;
- helping to create and maintain a Community Park.

Policies and Proposals**POLICY 18 : Development in Mixed-Use Areas**

A broad range of uses and activities will be encouraged in the Mixed-Use Areas defined on the Proposals Map. The ranges of acceptable uses are set out in Schedules A and B, below. Planning permission will be granted for developments involving those uses providing the following requirements are met:

- 1) The development must be consistent with the objectives, policies and proposals of any Revival Scheme for the area in which it is to take place;
- 2) If the development is to take place within a Conservation Area it must preserve or enhance the character or appearance of that Area;
- 3) Major developments must include, or contribute 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. Opportunities to include significant elements of housing should be taken wherever reasonable and possible;
- 4) Within District Mixed-Use Centres, the nature and scale of development must be compatible with a Centre serving mainly local (rather than City-wide) needs and, in particular, the overall balance of uses must improve or maintain the quantity or range of shopping and similar uses (Use Classes A1, A2 and A3) at ground-floor level and increase (or, at very least, maintain) the number of homes within the Area;
- 5) The development must not detract from the vitality and viability of the Central Shopping Core and must be consistent with the requirements of Policies 72A, 72B, 73A and 73C;
- 6) The development must not result in the area in which it is to be located losing its mixed-use character;
- 7) The development must be generally consistent with other policies in this Local Plan which relate to the particular use or uses involved in that development, the Built Environment and the Natural Environment and Open Space, and must also be consistent with the objectives and policies for Access, Transport and Communications;
- 8) The development must not harm the local environment, or the amenities which occupiers of nearby properties may reasonably expect to enjoy, (for example, by causing unacceptable levels of disturbance, noise, smell, fumes, dust, grit or other pollution, or reducing daylight, outlook or privacy to an unacceptable degree) bearing in mind that all the mixed-use Areas should provide a satisfactory environment for homes;
- 9) The development must not result in levels of traffic or on-street parking which would cause either road safety or amenity problems;
- 10) Dwelling houses and other homes must not be lost to non-residential uses, unless:
 - a) 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,
 - b) the overall development will maintain or produce a net numerical gain in the number of dwellings on the site.

Schedule A - Acceptable uses in the Central Mixed-Use Area

Shops (A1)
Offices used by the public (A2)
Food and drink outlets (A3)
Business (B1)
Houses and Flats (C3)
Residential Institutions (C2)
Hotels (C1)
Student halls of residence
Community facilities (D1)
Leisure and recreation facilities (D2)
Transport facilities (including public car and bicycle parking) which are in accordance with the Plan's objectives for Access Transport and Communications.

The acceptability, or otherwise, of development proposals involving uses not listed above, will be assessed against the requirements listed as Items 1 - 10 of Policy 18.

Schedule B - Acceptable uses in District Mixed-Use Centres

Shops (A1) - up to 500 square metres gross floor area, or where conditioned to food sales up to 2500 square metres (and see also Policy 73A)
Offices used by the public (A2)
Food and drink outlets (A3)
Business (B1)
Houses and flats (C3)
Residential institutions (C2)
Community facilities (D1)
Local leisure and recreation facilities (D2)
Transport facilities (including public car and bicycle parking) which are in accordance with the Plan's objectives for Access, Transport and Communications.

The acceptability, or otherwise, of development proposals involving uses not listed above, will be assessed against the requirements listed as items 1 - 10 of Policy 18.

Explanation

1. In Item 3, as a general guide, the term "major developments" would include developments involving sites of 1500 square metres or larger, or developments producing 2,500 square metres (gross) or more of new or converted floor space.
2. In Schedule B, it should be noted that Policy 73A also allows for "superstores" to be integrated within or attached to District Mixed-Use Centres.

Justification for Policy 18

See Paragraphs 4.23 - 4.33

Policy 18 will be implemented by:

- i Consideration and determination of planning applications
- ii Implementing environmental improvement schemes within the mixed-use areas (including those in the identified Revival Areas)
- iii Actively 'marketing' opportunity sites for mixed-use developments.

POLICY 19A: Top-of-High Street and The Strait Revival Area
Sites at Grantham Street/Flaxengate (Site Ref: TH1 on the Proposals Map)

Planning permission will be granted for the redevelopment of the sites currently used for surface car parking in the Grantham Street/Flaxengate area for a mixture of uses within the following range:

Ground Floor: Housing, small shops (Class A1), restaurants, cafes, pubs/bars (Class A3), financial and professional services (Class A2), business (B1), hotels or guest houses (Class C1);

First Floor and above: Housing, business (Class B1), hotels or guest houses (Class C1)

Provided that:

- at least 50% of the total floor area is used for residential purposes (including houses, residential/nursing homes, hotels and guest houses);
- the historic street pattern is retained/ re-instated within the redevelopment;
- on-site car parking space is only provided in instances where the Local Planning Authority is satisfied that it is essential for the satisfactory operation of businesses which will occupy premises within these sites, or it is for the use of residents of houses developed within these sites, and, in either case, the number of parking spaces is kept to a minimum and the provision of such spaces does not conflict with the aim of creating and maintaining an attractive, safe and pedestrian-dominated environment.
- the development is designed in such a way that it re-establishes a strong sense of enclosure along the western side of Flaxengate providing "gateways" to lead people towards High Street.

Explanation

This Policy forms part of the Revival Scheme for the Top-of-High Street and The Strait Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19A

See Paragraphs 4.54 - 4.62

Policy 19A will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

POLICY 19B: Top-of-High Street and the Strait Revival Area

Former St. Cuthbert's Nursery School site, Michaelgate

(Site Ref: TH2 on the Proposals Map)

Planning permission will be granted for the redevelopment of the former St. Cuthbert's Nursery School site for:

- a) a major city centre heritage/museum attraction (within Class D1); or,
- b) housing.

Provided that:

- The design of the development respects the sensitivity of its setting on the historic hillside and contributes to the special appearance and character of the hillside when viewed from a distance as well as from nearby;
- the design and layout of the development re-establishes the enclosure to Michaelgate whilst maintaining or improving the level of amenity enjoyed by residents of houses in the immediate area;
- on-site car parking space is only provided in instances where the Local Planning Authority is satisfied that it is essential for the satisfactory operation of businesses which will occupy premises within these sites, or it is for the use of residents of houses developed within these sites, and, in either case, the number of parking spaces is kept to a minimum and the provision of such spaces does not conflict with the aim of creating and maintaining an attractive, safe and pedestrian-dominated environment.

Explanation

This Policy forms part of the Revival Scheme for the Top-of-High Street and The Strait Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19B:

See Paragraphs 4.54 - 4.62

Policy 19B will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

POLICY 19C : South High Street Revival Area

Wigford Yard/ Baker Street/Albion Yard (Site Ref. SH1 on the Proposals Map)

Planning permission will be granted for the development of the above sites for a mixture of housing (mostly above ground floor level), small shops, restaurants, cafes, pubs/bars and offices (A2 ground floor/ A1 above), and rationalisation of the adjacent publishing business, provided that the proposals:

- 1) retain the historic street pattern as the basis for the creation of attractive and lively street frontages running through the area;
- 2) retain and sympathetically incorporate buildings within the site which are Listed or identified in the List of Buildings and Structures of Local Importance within the development;
- 3) ensure that all servicing and parking provision allows for an attractive, safe and pedestrian dominated environment, making provision for pedestrian thoroughfares between St. Mark Street and Wigford Yard.

Explanation

This Policy forms part of the Revival Scheme for the South High Street Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19C:

See Paragraphs 4.63 - 4.71

Policy 19C will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

**POLICY 19D : South High Street Revival Area
Anchor Street (Site Ref. SH2 on the Proposals Map).**

Planning permission will be granted for the redevelopment of the Anchor Street site for housing (including purpose-built accommodation for students), either alone or in association with the following secondary uses:

- 1) business uses (Class B1); and/or,
- 2) education and community uses (Class D1),

Provided that:

- a) the lanes linking the site with High Street are retained for pedestrian use and enhanced as part of the development;
- b) the development of the site takes full advantage of the opportunities afforded by the site's riverside frontage and itself enhances the riverside environment;
- c) safe, convenient and attractive pedestrian access is provided between the redeveloped site and the riverside walk on the western riverbank (incorporating the refurbishment of the existing bridge which is of industrial archaeological interest);

Alternatively planning permission will be granted for the development of the site for assembly and leisure development (Class D2), provided that, in addition to a) to c) above:

- i. the development will be satisfactorily integrated with the St. Marks development immediately to the north and,
- ii. alternative means of vehicular access to serve the development can be achieved without harming the amenities enjoyed by occupiers of adjacent properties or reducing highway safety and convenience.

Explanation

This Policy forms part of the Revival Scheme for the South High Street Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19D:

See Paragraphs 4.63 - 4.71

Policy 19D will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

POLICY 19E: South High Street Revival Area**Tentercroft Street/ Kesteven Street Area (Site Ref. SH3 on the Proposals Map).**

Within the Tentercroft Street/Kesteven Street area, planning permission will be granted for development providing a substantial amount of housing, as part of a mixed-use development including small shops (Class A1), and/or food and drink outlets (Class A3), and/or business units (Class B1);

Alternatively, planning permission will be granted for a major leisure development (Class D2), either alone or in association with any of the above uses.

In either case, developments should be designed and implemented so as to provide for:

- access from and to the proposed new road to the east of Canwick Road and entering the Tentercroft Street/Kesteven Street area via a route below Pelham Bridge (see Policy 15A); and,
- the development of a main Public Transport Interchange Facility, based on the Central Railway Station and allied to improved parking facilities for shoppers, visitors and users of the station, with access from both Tentercroft Street/High Street and the proposed new road referred to above.

Explanation

This Policy forms part of the Revival Scheme for the South High Street Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19E:

See Paragraphs 4.63 - 4.71

Policy 19E will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site

POLICY 19F: Brayford and Glory Hole Revival Area**Brayford Wharf North/ Newland Area (Site Ref. BG1 on the Proposals Map).**

Planning permission will be granted for developments creating a mixture of housing, cultural activities and businesses, cafes, pubs/bars, restaurants, small scale retail and office uses and craft workshops, provided that:

- all servicing and parking provision allows for an attractive, safe and pedestrian-dominated environment;
- on site car parking space is only provided in instances where the Local Planning Authority is satisfied that it is essential for the satisfactory operation of businesses which will occupy premises within these sites, or it is for the use of residents of houses developed within these sites, and, in either case, the number of spaces is kept to a minimum, the provision of such spaces does not conflict with the aim of creating and maintaining an attractive, safe, pedestrian-dominated environment, and does not threaten the aim of creating a revitalised "inner core";
- development proposals take into account the requirement to provide new and/or enhance existing pedestrian routes through the area, and the layout reflects the historic north-south grain of the area;
- development proposals include a significant element of residential accommodation, unless, exceptionally, the Local Planning Authority is satisfied that such accommodation is not desirable or practical in a particular case.

Planning permission will not be granted for large scale 'office only' developments which would result in a net gain of floorspace in that use in this area.

Explanation

This Policy forms part of the Revival Scheme for the Brayford and Glory Hole Revival Area. The rest of that Scheme is set out in Part One of this Chapter

Justification for Policy 19F:

See Paragraphs 4.72 - 4.80

Policy 19F will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

POLICY 19G: Rosemary Lane And Monks Road Revival Area Surface Car Parking Sites, Waterside North (Site Ref: RM1 on the Proposals Map).

Planning permission will be granted for the redevelopment of the Waterside North site for housing (including accommodation for students) either alone, or as part of a mixed-use development in association with:

- 1) business uses (Class B1), and/or
- 2) education and community uses (Class D1), and/or
- 3) small shops (Class A1) and food and drink uses (Class A3) on the ground floor along the water front.

Provided that:

- at least 50% of the total floor area is used for residential purposes;
- the development takes full advantage of the opportunities offered by the riverside frontage of the site and itself enhances the riverside environment;
- there will be no vehicular access to the development from Waterside North.

the development proposals include a safe and attractive appropriately landscaped riverside frontage providing, or incorporating, footpath/cycleway access towards the City Centre.

Explanation

This Policy forms part of the Revival Scheme for the Rosemary Lane and Monks Road Revival Area. The rest of that Scheme is set out in Part One of this Chapter.

Justification for Policy 19G:

See Paragraphs 4.81 - 4.89

Policy 19G will be implemented by:

Development Control procedures, including the use of legal obligations where necessary (e.g. to secure an acceptable mixture of mutually compatible uses).

Preparation of Supplementary Planning Guidance for Conservation Areas and Revival Areas including a Development Brief for this site.

POLICY 20 : Living Over the 'Shop'

Planning permission will be granted for the use of upper floors of shops and other commercial premises for living accommodation unless there will, as a result of that use, be:

- significant road safety and/or on-street parking problems; or,
- a detrimental effect on the character or appearance of a listed building, a conservation area or a building of local importance; or,
- insurmountable residential amenity problems affecting adjacent properties, or the proposed dwelling.

Explanation

Specific Planning Permission is not required if only one unit of living accommodation is to be provided

Justification for Policy 20

See Paragraph 4.27

Policy 20 will be implemented by:

Development Control Procedures.

Objectives

The Built Environment Policies in this Local Plan are designed to:-

- protect valued buildings, street scenes, urban spaces, archaeological deposits and buried structures and other man-made features inherited from previous generations;
- ensure that modern developments make their own contribution to the inheritance to be passed on to future generations;
- protect and enhance the quality of the built environment to underpin Lincoln's social and economic well being;
- promote good design in all developments to achieve attractive, safe and healthy environments for living, learning, working and playing;
- promote high standards of accessibility, energy-efficiency, security and amenity throughout the built environment.

5.1 All towns and cities have to adapt to social, economic and technological changes. If they are not allowed to change, they run the risk of stagnating, dying or becoming little more than museums, rather than evolving as living places. In an historic city like Lincoln one of the most difficult planning tasks is to reconcile the need for change and further development with the need to conserve the best of the built environment inherited from previous generations.

5.2 This Chapter deals with a wide range of issues affecting the built environment. It is arranged in a roughly chronological order, starting with the important role of archaeology in preserving and interpreting remnants of Lincoln's earlier phases of development. It then deals with the conservation of other aspects of our built heritage, before setting out guidance on issues relating to the design of new developments - including matters which are important to the protection of the wider environment (such as energy efficiency through design) and matters which are of more local importance (such as crime deterrence). Because they deal with issues relating to the conservation, adaptation and construction of buildings and other elements of the built environment, the policies included in this Chapter will influence a large proportion of the planning decisions which the City Council makes.

Strategic Principles

5.3 "Heritage" is not just about buildings, spaces and archaeological remains, but is concerned with the value placed upon them. It is about recognising the good things in, and from, our past and remembering them when it is time to re-use and renew. A strategy for our built environment must look forward, as well as back; must be positive in intention, not negative, and must establish the principles to guide and influence the way the City grows. The strategy must influence all aspects of development from shopping to transport, from recreation to industry. In the most historic parts of the City it must guide development within the philosophy of conservation and within the framework of an ancient Cathedral city whose people are conscious of its enormous potential. The strategy for the built environment is therefore based on three main principles:

- having inherited many beautiful and interesting buildings, streets, archaeological remains and other features from previous generations, there is a public duty to look after them, make good use of them and pass them on in good order;

- good design in every part of the built environment will underpin the City's environmental, social and economic well-being and will help to attract the investment necessary to maintain a good quality-of-life for Lincoln's citizens;
- development and change should reinforce local identity, rather than dilute it.

5.4 Conservation and a Healthy Economy

Planning Policy Guidance Note 15 "Planning and the Historic Environment" comments that:

"Most historic buildings can still be put to good economic use in, for example, commercial or residential occupation. They are a valuable material resource and can contribute to the prosperity of the economy, provided that they are properly maintained: the avoidable loss of fabric through neglect is a waste of economic as well as environmental resources. In return, economic prosperity can secure the continued vitality of conservation areas, and the continued use and maintenance of historic buildings, provided that there is a sufficiently realistic and imaginative approach to their alteration and change of use, to reflect the needs of a rapidly changing world."

The City Council shares this view of the relationship between conservation and economic considerations and its decisions are made in that light.

Archaeology

- 5.5 Still standing in the City Centre are buildings that chart Lincoln's history - Newport Arch, built by the Romans, the Castle, by the Normans, the Green Dragon by a mediaeval merchant and, crowning it all, the Cathedral. Often they have survived because they were the grander buildings of their periods - retained in use as humbler buildings around them were demolished and redeveloped again and again. They are the most obvious inheritance from previous generations, but much more is hidden below the surface. Archaeology probes further to provide information about the development of civilisation and environmental changes that have taken place over long periods of time. At a local level, it helps understanding of the way the City has developed. It contributes to the quality of life, fostering an awareness of history. National planning policy explains that:

"Archaeological remains should be seen as a finite non renewable resource, in many cases highly fragile and vulnerable to damage and destruction. Management is, therefore, essential to ensure that they survive in good condition. In particular, care must be taken to ensure that archaeological remains are not needlessly or thoughtlessly destroyed. They contain irreplaceable information about our past and the potential for an increase in future knowledge. They are part of our sense of national identity and are valuable for their own sake and for their role in education, leisure and tourism". (PPG 16: "Archaeology and Planning")

- 5.6 Lincoln currently contains 24 Scheduled Ancient Monuments, including a significant part of the area occupied by the walled Roman city (the Colonia). These are part of a schedule of examples of the nation's most important archaeology: Planning Policy Guidance Note 16: "Archaeology" advises that:

"Where nationally important archaeological remains, whether scheduled or not, and their settings are affected by proposed development there should be a presumption in favour of their physical preservation".

That national advice is supported locally by the archaeology policies in this Plan.

- 5.7 The City Council continues to allocate funds towards a programme of repair, consolidation and interpretation of selected ancient monuments for which it is responsible. The City Council will also continue to encourage other owners of Ancient Monuments to maintain them to a high standard of repair.
- 5.8 However, it is not just Scheduled Ancient Monuments which require protection. Within the area of the Roman Colonia there is a strong likelihood of encountering archaeologically important remains. However, because people have lived in and around Lincoln for so many centuries, important archaeological remains are also to be found in many other places across the City. Each time such remains are encountered they add to our understanding of Lincoln's evolution. New developments may damage those remains so that they

are no longer of use as a source of information, but with careful planning, design and construction, such damage can often be avoided or minimised.

- 5.9 The known and potential archaeological heritage of the City should be evaluated in an organised and professional manner, as knowledge develops. Consequently an Urban Archaeological Database has been prepared by the City Council and will be continually updated. This evolving database will be the main source of information when deciding upon the level and form of evaluation, preservation, mitigation and recording required of any particular development proposal. Where the Database suggests that important archaeological remains are likely, prospective developers will be required to play their part in safeguarding and interpreting this valuable resource for the benefit of the wider community.
- 5.10 Where preliminary surveys indicate that the archaeological impact of a proposed development is minimal, then it is likely that the City Council will seek a "watching brief" allowing competent archaeologists to observe whilst the development takes place. This will usually be secured by attaching a condition to the planning permission. Where there is likely to be greater impact, the approach set out in Policies 21 and 22 will be adopted. This involves a staged evaluation of archaeological potential and remains. Wherever possible, remains should be preserved where they are found rather than being moved or destroyed.
- 5.11 Developers should seek professional advice in the assessment of sites and mitigation measures. The City Council can provide a list of such organisations.

Listed Buildings

- 5.12 There are currently about 413 buildings in Lincoln which are listed as being of Special Architectural or Historic Interest (in fact, as some of the entries relate to groups of buildings the total number of buildings is just under 600, or approximately 1% of the City's buildings stock). These buildings are of national importance and, as such, their proper management is imperative.
- 5.13 Proposals to demolish a listed building, or to alter or extend it in a way that would affect its special character, require 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.
- 5.14 Proposals to alter or extend any Listed Building will be assessed against the need to preserve the special architectural or historic interest which led to the building being listed.

Demolition of Listed Buildings

- 5.15 Listed buildings are scarce resources. They should not be demolished (either wholly, or in part) unless there are particularly convincing reasons for doing so. PPG 15. "Planning and the Historic Environment" (Para 3.17) - advises that

"The Secretaries of State would not expect consent to be given for the total or substantial demolition of any listed building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed; that preservation in some form of charitable or community ownership is not possible or suitable; or that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition."

- 5.16 There is a general presumption in favour of the preservation of Listed Buildings, and consent to demolish or partly demolish such buildings will only be granted in the most exceptional circumstances.

Settings

- 5.17 The setting of a Listed Building is also important, and may be affected by development on adjacent land or even some way from the building itself:

"The setting of individual Listed Buildings very often owes its character to the harmony produced by a particular grouping of buildings and to the quality of spaces created between them ... A proposed high or bulky building might also affect the setting of a listed building some distance away, or alter views of an

historic skyline. In some cases, setting can only be defined by a historical assessment of a building's surroundings". (PPG 15, Paras 2-17)

An obvious example of a Listed Building in Lincoln with a very wide setting is the Cathedral. 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. Applications for outline planning permission are unlikely to be suitable in such circumstances.

Locally Important Buildings and Structures

5.18 Many buildings are valued for their contribution to the local scene, or for local historical associations, but may not be of sufficient national importance or interest to warrant their inclusion on the Statutory List. However, the City Council wishes to ensure that the local importance of such buildings is recognised and taken into account in development proposals. It will, therefore:

1) make Article 4 Directions, where necessary, in order to safeguard the character, appearance and setting of Buildings of Local Importance. These Directions will address one or more of the following categories of development:

- alterations to elevations, including doors and windows;
- alterations to roofs and chimneys, including re-roofing;
- extensions and other works within the curtilage of the building;
- demolition;
- painting of exterior walls.

2) ensure that planning decisions for nearby development respect the character, appearance and setting of these locally important buildings.

A List of Buildings and Structures of Local Importance is set out in Appendix F of this Local Plan. The List has been the subject of public consultation and was approved by the City Council in 1995. Grant aid may be available for the repair of such buildings and structures. Their safeguarding will be a material consideration in the determination of planning applications.

The inclusion of a building on the List of Buildings and Structures of Local Importance does not impose the same restrictions as "statutory listing". In particular, it does not give the Local Planning Authority any control over works which do not constitute 'development', such as internal alterations which do not affect the building's external appearance.

Conservation Areas

5.19 The character of a place comes partly from individual buildings, but even more strongly from the combination of groups of buildings and the spaces between them, i.e. streets, squares, gardens etc. The role of Conservation Areas is to safeguard that composite character which contributes so much to local identity.

5.20 Since the introduction of Conservation Areas nationally in 1967, the following eleven have been designated in Lincoln:

- | | |
|-------|----------------------------|
| CA 1 | Cathedral and City Centre |
| CA 2 | St. Peter at Gowts |
| CA 3 | Lindum and Arboretum |
| CA 4 | St. Catherine's |
| CA 5 | Gowt's Bridge |
| CA 6 | West Parade and Brayford |
| CA 7 | Sibthorp |
| CA 8 | Carline |
| CA 9 | Newport and Nettleham Road |
| CA 10 | The Dell |
| CA 11 | Swanpool |

They cover 6.5% of the City's administrative area.

- 5.21 Historic buildings are economic assets (as well as cultural and environmental assets). Their contribution to the local environment attracts investment as well as visitors. Companies are increasingly taking the quality of the local environment into account when deciding where to invest. Lincoln's tourism industry is founded on the City's architectural, archaeological and historic heritage.

Conservation Area Character Statements

- 5.22 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 developments should preserve or enhance that character or appearance. When Lincoln's first Conservation Area was designated in 1968, the Council published a comprehensive document describing its history and character and providing guidance to help in the design of developments. Comprehensive documents were not produced for subsequent Conservation Areas, although it has long been intended that they should be prepared as soon as resources allow.
- 5.23 The production of this Local Plan has provided an opportunity to re-assess the situation. As a result, it has been decided that a Conservation Area Character Statement will be prepared for each Area. Those statements will make it easier for all concerned to assess the context into which new buildings, extensions or alterations must fit and to design them accordingly. The Council will use the Statements when assessing development proposals which are submitted for planning permission.
- 5.24 The primary purpose of Conservation Areas is to preserve and enhance the character and appearance of parts of the City. Lincoln's Conservation Areas have evolved over a considerable period of time and present a range of architectural styles and streetscape. That means it is difficult to identify a common character for each Conservation Area. The City Council proposes to overcome that by sub-dividing Conservation Areas into "Identity Areas". These are to be set out as part of the Conservation Area Character Statements (Supplementary Planning Guidance) and development proposals will be expected to respond to them.

Conservation Areas Review

- 5.25 Under Section 69 of the 1990 Planning Act, local planning authorities have a duty to designate as conservation areas any "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance", and from time to time to review their continuing relevance. For almost thirty years, Conservation Areas have played an important role in protecting and enhancing Lincoln's environmental quality. Some of the original designations may now benefit from rationalisation or reassessment, particularly their boundaries, while further areas may now justify designation. A thorough Conservation Area Review is therefore to be carried out early in the Plan period.
- 5.26 A preliminary study suggests that new conservation area designations should reflect the City's industrial and military heritage and, possibly, post-First World War suburban development. These are important elements of Lincoln's evolution which are not adequately represented in current conservation areas. The following have, therefore, already been identified as potential Conservation Areas:

Waterside South (East of Thorn Bridge) - for its industrial heritage;

Sobraon Barracks (Burton Road) - for its military heritage.

- 5.27 Beevor Street has been suggested as a potential Conservation Area for its industrial heritage. However, although the massive engineering buildings in this area are visually striking examples of Lincoln's industrial architecture, the complexity of the changes now envisaged for this part of the City is such that Conservation Area designation is not appropriate at this stage. Nevertheless the City Council urges that every effort should be made to retain these buildings (and their contribution to the landscape) and, if necessary, find new uses for them in the context of the Beevor Street Industrial Improvement Area Scheme (see also Paragraph 4.15).

- 5.28 The existing Conservation Areas already contain one major example of post-First World War suburban housing - the Swanpool Garden Suburb. Further, later examples suitable for designation may emerge from the Conservation Areas Review process.
- 5.29 Without local support, Conservation Areas are unlikely to be successful. Local communities will, therefore, be consulted on any proposals to designate new Conservation Areas or alter (or re-designate) existing ones. A Character Statement will be prepared for each new or amended Conservation Area and proposals will be put forward for their preservation and enhancement.

Demolition of Buildings in Conservation Areas

- 5.30 PPG 15, Para 4.27 advises that:

"the general presumption should be in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area. The Secretary of State expects that proposals to demolish such buildings should be assessed against the same broad criteria as proposals to demolish listed buildings."

- 5.31 Whilst demolition should be the exception rather than the rule, not all buildings in Conservation Areas make positive contributions to their character or appearance. In particular, replacement of buildings which detract from the character or appearance of a Conservation Area with new buildings of good design may be beneficial. There may also be cases where demolition of such buildings is permitted, for example, to form a new public space as part of a wider development which preserves or enhances the overall character or appearance of the Conservation Area. In either case, demolition 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.
- 5.32 Often, a building which is not itself of any particular interest or merit may contribute to the character or appearance of a Conservation Area by simply being there, completing the street-scene and providing a sense of enclosure. Demolition may be allowed to enable a more suitable replacement building to be erected, but again, only if the Council can be assured that there will not be a gap in the street frontage for a long period.
- 5.33 Because of topography, chimneys and roofscape generally are important to the character of the City's Conservation Areas. The demolition or truncation of chimneys will, therefore, usually be resisted.

Change of Use of Listed Buildings and Buildings within Conservation Areas

- 5.34 The character of such buildings usually reflects the purpose for which they were first built. Therefore, continuing the original use, is often the first preference. However, buildings which are well used are likely to be better maintained than those which are under-used or empty. Keeping valued historic buildings in active and viable use is important for both the maintenance of the building concerned and the overall character and efficiency of the City. A degree of flexibility is, therefore, required. Conservation interests may sometimes best be served by allowing historic buildings to be used for other purposes that are more economically viable and, therefore, more likely to support the long-term maintenance of the building concerned. However, it is important that features essential to the special interest of the individual building are not lost or altered to facilitate the change of use. Some uses may give cause for concern because they would require alterations such as strengthening works, insertion of new floors, changes to improve fire safety and means of escape, ventilation and heating, external services and signs, internal sub divisions and removal of internal features. Imaginative design can often incorporate required changes without altering the character of the building. Successive minor alterations can be equally damaging and applicants will, therefore, be asked to submit all proposals for alteration at the same time, so that the overall effect on the building can be assessed.
- 5.35 In some areas a certain use may predominate, or a particular mix of uses may be an essential part of an area's character. Introducing other uses, may, over time, change the character, to the detriment of the area.

Extensions and Alterations to Listed Buildings and Buildings in Conservation Areas

- 5.36 When considering applications for planning permission and listed building consent for extensions and alterations, the City Council will take careful account of the existing design, any special interest, height, massing and materials of the building or structure. In the interests of visual amenity, and to maintain the existing character of Listed Buildings and Conservation Areas, it is essential that any additions or alterations respect the original. Often it will be appropriate to replicate the architectural style, details, materials and proportions of the original building, but sometimes an argument may be made for an extension or alteration in a modern design, contrasting with the original structure. Such variety often shapes the character of Conservation Areas. Quality of design and materials will be paramount in all cases. Generally, any extension should not dominate the original building, or the character of the building or area may be lost.
- 5.37 It is also important that the spaces around the original building are retained, where they add to its character. For example, construction of a car park to serve a building within a mature landscaped garden, could harm the building's historic setting and character.
- 5.38 It is essential that when applications are submitted the accompanying plans show existing buildings and proposed extensions in detail, so informed decisions can be reached.

New Development in Conservation Areas

- 5.39 The design of new buildings intended to stand alongside historic buildings needs very careful consideration. In general it is better that old buildings are not set apart, but are woven into the fabric of the living and working community. This can be done, provided the new buildings are carefully designed to respect their setting, follow fundamental architectural principles of scale, height, massing and alignment and use appropriate materials. This does not mean that new buildings have to copy their older neighbours in detail. Some of the most interesting streets in our towns and villages include a variety of building styles, materials and forms of construction, of many different periods, but together forming a harmonious group. (PPG 15, Para 2.14)
- 5.40 Different periods have each left their legacy in the built environment. It is difficult, therefore, to generalise about the style appropriate for new development. However, in all cases the character of the surrounding area should be assessed, and new development must be designed accordingly, taking care to respect that local character. The Conservation Area Character Statements and (where they apply) the Revival Area Schemes (see Chapter 4: "Urban Regeneration") provide guidance on these matters.

Shop Fronts in Conservation Areas and on Listed Buildings

- 5.41 The fronts of shops and other commercial premises make an essential contribution to the character of any commercial area. Well designed, well maintained premises are more likely to attract customers than unattractive, poorly maintained premises. One of Lincoln's biggest advantages as a shopping centre is that it offers a range of shops in an attractive historic environment. It has not been necessary to create an artificial heritage as has been done in some major out-of-town shopping centres elsewhere: but it is necessary to maintain Lincoln's real heritage and to ensure that changes complement it rather than detract from it. The quality of shop fronts plays an important role in Lincoln's image as a shopping centre.
- 5.42 Where "original" shop fronts survive and are aesthetically pleasing or interesting they should generally be retained. In some instances, grant-aid may be available to help with the costs of repairing or restoring them. Where original shop fronts which were in character with the rest of the building have been replaced in the past with less harmonious designs, archive photographs can be useful in identifying suitable replacements. The City Council will be pleased to help and advise in this respect, drawing on its own archives for guidance and inspiration.
- 5.43 It also publishes Planning Advice Notes, forming Supplementary Planning Guidance, offering detailed advice on shop front design. These will be taken into account when planning applications are being considered:

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|---------------|---|
| Advice Note 3 | Shop-fronts and Advertisements - Policy Guide-lines |
| Advice Note 4 | Shop-fronts and Advertisements - Design Guidance for Bailgate, Steep Hill and Upper Part of the High Street |

Advertisements on Listed Buildings and Buildings in Conservation Areas

- 5.44 In a commercial area, shops provide the majority of advertising matter. Shop fascias and projecting signs have an important visual impact, and there is a tendency for them to become more uniform as national and international retailers promote their corporate images. It is important, therefore, that in the Conservation Areas particularly, care and attention is paid so that the size and style of signs reflect the scale and character of the buildings on which they are to be displayed and the area in which they are located. Corporate image will not be allowed to diminish local character. These considerations are especially important within the commercial areas of the Uphill Historic Core and the streets leading into that area. Consequently, those parts of the City have been identified as an "Advertisement Restriction Area" on the Proposals Map and are covered by a special policy requirement.
- 5.45 The proposed method of illumination is an important factor in considering a sign's visual acceptability. Box fascia signs are discouraged as they produce a bulky, bright area of even illumination which on wide fascias emphasises their disproportionate scale to the rest of the building. Where internal illumination is proposed and would be acceptable, in principle, individual illuminated letters should be used.
- 5.46 Generally, however, external illumination is preferred (e.g. spot lighting or floodlighting of signs). This is particularly suitable as a method of illumination for signs affixed to historic buildings where the use of internally illuminated signs detracts from their character and appearance. External lighting may have the advantage of highlighting other features of the building. However, care should be taken to ensure that the light does not cause dazzle and any fixing brackets are unobtrusively sited so as not to detract from the appearance of the building during daylight hours.
- 5.47 The Supplementary Planning Guidance mentioned in Paragraph 5.43 also covers advertisements and will be taken into account when proposals are being considered.

Security Grilles and Shutters

- 5.48 To make commercial premises safe at night some businesses install security shutters or grilles. If these are insensitively designed they can have a harmful impact on the appearance of the City, particularly within the City Centre and historic core. The use of "solid" shutters causes particular concern as they tend to obscure interesting features of the shop front and create dead frontages in the evenings and weekends. They create a deserted and rather intimidating appearance which may even encourage crime and vandalism rather than deterring it (sometimes, they can actually hide an intruder from view). Generally, "solid" shutters will not be allowed except where unusual security problems occur.
- 5.49 Planning Advice Note 6: "*Security Grilles and Shutters*" - provides Supplementary Planning Guidance on the approach advocated by the City Council to this type of security.

Article 4 Directions

- 5.50 Results of recent surveys of alterations to residential properties in Conservation Areas have caused some concern. In some areas, over half the properties had roof and window alterations which were not in a style or materials sympathetic to the Conservation Area's character, and often very few properties retained all their original features. Such is the extent of alterations in some areas, that incrementally there has been serious harm to the character and appearance of the Conservation Area.
- 5.51 Many alterations to unlisted properties in Conservation Areas do not require planning permission, - they are classed as "permitted development". The Local Authority may withdraw these permitted development rights, so that any significant change, for example, to the design or materials of roofs, windows and doors would require planning permission. Bringing such matters under the Council's control requires what is known as an Article 4 Direction.
- 5.52 Up until recently the permission of the Secretary of State was required to withdraw permitted development rights, but the Local Authorities now have the power to carry out the procedure, in consultation with local people. Existing Article 4 Directions in Lincoln are to be reviewed and new ones may be proposed. The City

Council hopes that through close public consultation, support can be achieved for this line of action where it will safeguard the character and appearance of local areas. Article 4 Directions may also be appropriate for some other environmentally sensitive areas outside the Conservation Areas - e.g. areas providing the foreground for particularly important views.

Buildings at Risk

- 5.53 Historic buildings are sometimes left vacant for long periods, leading to deterioration due to lack of maintenance. The Council maintains a Buildings at Risk Register, to enable the condition of such buildings to be monitored and remedial action taken when necessary. The Buildings at Risk Register is a valuable source of information, which may be of considerable interest to individuals and businesses interested in historic building refurbishment schemes.

Grants

- 5.54 In order to encourage and help with the costs of repairing and preserving historic buildings the City Council will continue to make finance available via grant aid schemes. More details can be found in Chapter 4: "Urban Regeneration", and from the City Council's Department of Planning.

Significant Views

- 5.55 Views of pleasant or impressive features can add greatly to the quality of people's lives. In Lincoln, views of the Cathedral and historic hillside are particularly important, as are views out to the surrounding countryside. Views into and out of Conservation Areas may make very significant contributions to their character and the most obviously important ones will be identified in the Conservation Area Character Statements. Critical long views of the Cathedral-crowned hillside are identified in Policy 55 (see Chapter 6: "The Natural Environment and Open Space"), which seeks to prevent them being spoilt by poorly located or designed development.
- 5.56 Locally important views occur throughout the City and should always be taken into account when change and development is being considered. Whilst the importance of the various Cathedral views is quite obvious, the significance of other views may be less readily appreciated. Good examples of locally important views which might be threatened by insensitive development are those up to the Lincoln Edge along several of the terraced streets leading off Newark Road in the Bracebridge Area. To a non-resident they may seem unimportant, but to someone living in one of those streets, they may provide an invaluable link with the countryside (see also the *Bracebridge Revival Scheme* in Chapter 4: "Urban Regeneration").
- 5.57 Like pictures, views benefit from being well-framed. So, it is not necessary, or desirable, to preserve every view of the Cathedral, for example. Some classic wide views such as those which can be obtained from the south bank of Brayford Pool do need to be protected intact, but in other places new buildings can create visual pleasure by framing a view in a new way. It is not possible to include in this Plan exhaustive lists of views and viewpoints which must be protected. What is important is recognition of the contribution which views and settings make to local identity. This should always be borne in mind when new buildings, extensions or other developments are being designed and it will be taken into account when planning applications are being considered.

Tomorrow's Heritage

- 5.58 There is, of course, much more to Lincoln's built environment than historic buildings and Conservation Areas. As change is an essential part of urban evolution, new buildings are going up all the time, streets are altered and new ones are made, new spaces are created and others are changed. The City Council's aim is to make sure that all changes to the built environment are well designed and help to support a good quality of life for local people.
- 5.59 Good design is important because it helps to promote a positive image, bolstering social and economic well-being with a pleasant environment. Parts of Lincoln can be described as beautiful, parts as tranquil, other parts are busy and vibrant - some are quite ordinary. Taken as a whole, though, Lincoln's image is positive and this is one of its biggest assets. Companies are conscious of image when they are looking to invest.

Visitors expect a particular environment and residents expect secure and pleasant surroundings. For all these reasons, and more, care must be taken in how the City grows and how new buildings and other developments are designed.

- 5.60 The City Council does not wish to discourage innovative design by imposing unnecessary restrictions; however, it does have a role to play in preventing the worst excesses and in promoting the best in design.
- 5.61 As well as suiting the purpose of the particular development (a house should be designed for living in, a factory for working in, a shop for displaying and selling goods in) design should suit the area in which the development is to take place and it should contribute positively to the built environment, provoking pleasure, interest or even surprise. Particularly important opportunities are available in Lincoln's many waterside areas, and these should not be neglected (see Chapter 6 "The Natural Environment and Open Space"). Wherever appropriate, therefore, applicants for planning permission should demonstrate that they have taken into account the wider setting of new developments, which should respect and not necessarily mimic the character of their surroundings. Particular care should be given to minimising the impact of development in environmentally sensitive areas such as Conservation Areas and areas of Nature Conservation or Landscape Value, where the scale of new development or use of appropriate building materials will often be important.
- 5.62 The appearance of new buildings and their relationship to their surroundings are material considerations in the determination of planning applications. Good design should be the aim of all involved in the development process, and obviously poor designs will be rejected.
- 5.63 Buildings which look pleasant but are unsuitable for their purpose, inefficient or inaccessible are of only limited value. So, functional design considerations have to be examined with just as much care as aesthetics. Key functional design considerations include:

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|---------------------------------------|--|
| Suitability | Each development should be suitable for its intended purpose; |
| Adaptability | Where possible, developments should be designed in ways that make adaptation to other uses feasible, so that buildings can continue to be useful even if circumstances change; |
| Accessibility | Adequate provision will be expected to be made as part of development proposals, to ensure the safety and convenience of disabled people and others whose mobility is impaired (where not required under other legislation). For example, gradients, widths and surfaces of footpaths and public areas, should be capable of accommodating wheelchairs and the needs of others with impaired mobility, tactile surfaces and signs; and the location of street furniture should cater for the visually impaired; parking should be provided for orange badge holders (see Policies 36A and 36B). |
| Energy and Resource Efficiency | In view of the need to achieve more sustainable forms of development, energy efficiency is an increasingly important design consideration. Factors which can make a significant contribution to energy efficiency include the design and orientation of buildings, avoidance of overshadowing to optimise solar gain; increase of volume to surface area ratio to minimise heat loss; use of landscaping and landform to minimise wind-chill and wind tunnel effects. Less directly, energy efficiency can also be improved by using recycled building materials. Not only does this offer savings in the energy used in producing building materials, it also helps to reduce the rate at which finite natural mineral resources are consumed. Where necessary applicants for planning permission will be asked to submit a "Statement of Energy Efficiency through Design" to enable the Local Planning Authority to assess the degree to which energy efficiency has been taken into account. |
| Security | The design and layout of development can either encourage or deter crime. Simple measures which can make a big difference include provision for natural |

surveillance of public areas, lighting, boundary treatment; and the creation of defensible private space.

The Local Planning Authority is to prepare, consult upon and publish Supplementary Planning Guidance dealing with *"Energy and Resource Efficiency through Design"* and *"Better Security through Design"*

Design Guidance for New Residential Areas

- 5.64 Ensuring that Lincoln's residential areas are interesting, efficient and safe will contribute significantly to the achievement of a more sustainable and pleasant environment. It is important that more people should feel happy living in urban surroundings rather than wanting to escape from them. Policy 35 aims to promote a strong sense of local identity and a high standard of design and layout in residential areas and mixed-use areas which include housing. The City Council has worked closely with the Councils of Lincolnshire's other Districts and the County Council in producing the *"Lincolnshire Design Guide for Residential Areas"*, and has adopted it as Supplementary Planning Guidance.

Public Safety and Amenity

- 5.65 The City Council will seek high quality in all development. The criteria it will examine are set out in Policy 34. Where development proposals create areas accessible to significant numbers of the general public, they will be expected to include the provision of lighting, security measures, seating, public toilets, litter bins, public art, signing, landscaping, (including surface treatment) and parking, and to take into account the special needs of disabled people and others with impaired or restricted mobility, for example by attention to gradients, surfacing of footways and pedestrian areas, the need for tactile signs, the design and location of street furniture, parking for orange badge holders and the inclusion of toilets suitable for use by disabled people.

Shop Fronts and Advertisements

- 5.66 Shop fronts make an important contribution to the character of shopping streets. Great care is necessary to ensure that the alteration and replacement of shop fronts not only adds visual interest to shopping and to the street scene, but also reflects the architectural style of the buildings to which they relate, whichever part of the City they are in.
- 5.67 Signs on shops and other business premises are important because they allow businesses to advertise their presence and the goods and services they provide. When well designed, they can also add greatly to the character and appeal of shopping streets. Generally, problems only arise when signs and other types of advertisement are poorly designed, unduly obtrusive or clash with other features of the streetscape to an extent which harms the visual amenities of the area. There can also be problems if a sign is so distracting or badly placed that it may endanger the safety of people using the public highway.
- 5.68 Although the need for care is greatest in the Conservation Areas and on Listed Buildings, the basic principles of good design apply universally. Signs and other advertisements will, therefore, be expected to:
- be in keeping with the scale, architecture and character of the buildings on which they are displayed;
 - blend satisfactorily with the local street scene by day and night,
 - be kept to a scale and number which does not produce a cluttered appearance,
 - be positioned and designed to meet highway safety requirements.
- 5.69 Whilst the Council recognises the importance of corporate image to many businesses, it would not be prepared to allow this to outweigh the wider considerations of local amenity, identity and safety.
- 5.70 Large advertisement hoardings can have a major impact on visual amenity and for this reason are seldom able to be satisfactorily accommodated within built up areas. The temporary use of hoardings to screen

derelict sites or land under development or waiting to be developed may, however, be acceptable, where other measures to improve the appearance of such land are impractical or uneconomic. Smaller, well designed, advertisement displays may also be acceptable in other locations if they form part of a comprehensive scheme of environmental improvements.

Public Art

- 5.71 Works of art which can be enjoyed by the general public add quality to everyday life and help establish a sense of local identity. They also provide an opportunity for commissioning local artists and craftsmen and for local community involvement.
- 5.72 Typical works of art could range, for example, from free-standing sculptures in public areas to specially designed details or features incorporated into the structure of buildings. The Council may also be prepared to accept improvements to the architectural quality of development as a means of meeting these objectives.
- 5.73 The Local Planning Authority will, therefore, encourage the voluntary provision of new works of art as part of major development schemes. A major development scheme is:
- 1) for dwellings, ten or more units, or, where the number of units is not known, a site area of 0.5 hectare or more;
 - 2) for all other development, a gross floorspace of 1000 square metres or more or, where no floorspace is created, a site area of 1.0 hectare or more.

Recycling

- 5.74 Providing waste recycling facilities close to where people live is important if maximum recycling is to be encouraged. Local communities have an important role to play in reducing the burdens imposed on the environment. The City Council has adopted a recycling strategy with the aim of meeting the Government's target of recycling 25% of domestic waste by the year 2000.
- 5.75 The main community based elements of the Strategy include:
- providing a minimum of two recycling centres in each of the 11 Electoral Wards of the City;
 - ensuring that one of the two recycling centres in each Ward will be a multi-material recycling centre collecting glass, paper, textiles and aluminium cans;
 - providing facilities for the colour separation of glass;
 - encouraging greater use of the existing facilities through a publicity programme and by promoting "the four Rs:

Reduce, Reuse, Recycle and Re-educate".

- 5.76 Accessible locations are required for recycling centres and it is considered that Local Shopping Centres, District Mixed-Use Centres and superstores provide suitable locations because materials can easily be deposited in the course of a trip to the shops or other services. This maximises the environmental benefits because it avoids the need for extra journeys.

Environmental Protection

- 5.77 Within any city of Lincoln's age and type there are many natural features or legacies from previous generations which can affect where development can take place and measures necessary to avoid or deal with particular problems. Some of the more important or common ones are described in the following chapters.

5.78 Contaminated Land

The City Council wishes to encourage the re-use of previously used land. Where land has been used for industrial or waste disposal purposes, the possibility of ground and water contamination and its effects on the quality of surface and ground water will need to be addressed and, if necessary, mitigation measures incorporated into development proposals.

5.79 Former Landfill Sites

A 'cordon sanitaire' of 250 metres will be applied to known landfill sites, and developers of sites within such areas will be expected to include a statement explaining the presence of, or potential for, migrating substances such as landfill gas and leachate, as well as what mitigation measures are to be included in their development proposals.

5.80 Unstable Land

Development proposals for the use of potentially unstable land will be expected to include a proper assessment of the physical constraints on the land concerned, and to ensure that they are taken into account at all stages of planning and design. Advice and guidance relating to unstable land, including the causes of instability and sources of information, are given in PPG14. "Development on Unstable Land".

5.81 Environmental Pollution Arising from Development Proposals

This may be generated by either:

- the particular use of the premises, including the attraction of vehicles and machinery to and from the site through residential and other sensitive areas, or,
- in exceptional circumstances, during building and other operations necessary to establish the use, where additional traffic and activity will result in disturbance from noise and other pollution to an extent which is unreasonable to expect neighbouring occupiers to accept.
- pollution of water courses and groundwater from run-off from road and other development.

These and other relevant matters will be expected to be addressed in development proposals and, where necessary, in environmental impact assessments, prior to the determination of planning applications.

Developers should consult the Environment Agency about any discharge they may wish to make and about any mitigation measure they propose to install.

5.82 Greetwell Quarry Workings

The extraction of mineral deposits may require the use of explosives and heavy machinery which can create substantial amounts of noise and dust. In order to protect the amenities of the occupiers of proposed dwellings it is important to ensure that there is a sufficient "buffer zone" between the dwellings and any current or proposed working face of a quarry. The City Council considers a minimum distance of 350 metres to be adequate.

5.83 Flood Risk

The Lincoln Flood Alleviation Scheme is intended to control flood flows from the Upper Witham and the River Till catchments. It is designed to give a 1 in 100 year level of protection (i.e. against a flood with an expected frequency of once in one hundred years). The City Council will ensure that development proposals do not compromise the protection it affords.

5.84 Water Supply

The supply of water to new development is a critical factor. Development in locations where water resources are already scarce may result in less reliable supplies for the existing population and industry, or may result in pressures for further abstraction which could put existing abstractions at risk, and may be detrimental to amenity, water quality, fisheries, inland navigations and nature conservation.

5.85 Sewage Disposal

To minimise the risk of pollution, new development should normally be connected to the public sewerage system and treatment works. Small scale sewage treatment works and other types of discharge direct to watercourses and septic tanks will not normally be acceptable. However, consideration will be given to innovative, sustainable systems (such as discharging effluent from sewage treatment works through reed beds) in consultation with the Environment Agency.

Policies and Proposals

POLICY 21: Archaeological Assessment

Where it is considered that development proposals may affect known or suspected archaeological remains, the local planning authority will require the results of an archaeological assessment to be submitted with any planning application. This will take the form of an initial desk top assessment followed where appropriate by more detailed evaluation, depending on the interest of the site.

Explanation

Records of known or suspected archaeological remains are held on the Urban Archaeological Database for Lincoln and by other sources such as the Sites and Monuments Record for Lincolnshire, the Lincolnshire County Archives, and County Libraries

Justification for Policy 21

See Paragraphs 5.5 - 5.11

Policy 21 will be implemented by:

Development Control Procedures

Seeking legal obligations where appropriate

POLICY 22 : Archaeological Constraints

The local planning authority will seek the preservation of important archaeological remains and their setting when considering development proposals. Where the preferred option of preservation "in situ" is not warranted, taking into account the merit of the remains and other material considerations, planning permission may be granted subject to satisfactory provision being made for excavation, recording and appropriate publication of results.

Explanation

Records of known or suspected archaeological remains are held on the Urban Archaeological Database for Lincoln and by other sources such as the Sites and Monuments Record for Lincolnshire, Lincolnshire Archives and County Libraries

Justification for Policy 22

See Paragraphs 5.5 - 5.11

Policy 22 will be implemented by:

Development Control Procedures

Seeking legal obligations where appropriate

POLICY 23 : Scheduled Ancient Monuments

Development affecting a Scheduled Ancient Monument or its setting will not be permitted unless it can be demonstrated to the satisfaction of the Local Planning Authority that the Scheduled Ancient Monument and its setting will be preserved and not harmed.

Explanation

Works affecting Scheduled Ancient Monuments also require Scheduled Monument Consent from the Secretary of State. This policy applies to applications for planning permission, which are determined by the Local Planning Authority.

Justification for Policy 23

See Paragraphs 5.5 - 5.11

Policy 23 will be implemented by:

Development Control Procedures.

POLICY 24 : Development affecting Listed Buildings

Planning permission will not be granted for developments which fail to preserve a Listed Building or its setting or any features of architectural or historic interest which it possesses.

Explanation

Works affecting the character of Listed Buildings require Listed Building Consent from the Secretary of State. This policy relates to applications for planning permission, which are determined by the Local Planning Authority.

Justification for Policy 24

See Paragraphs 5.12 - 5.14

Policy 24 will be implemented by:

Development Control Procedures

POLICY 25 : Demolition and Part Demolition of Listed Buildings

Consent to demolish or partially demolish any Listed Building will only be granted in exceptional circumstances, where the Local Planning Authority is satisfied that:

- the importance of the building in terms of its special architectural interest and rarity no longer warrants its retention; and,
- the setting of the building and its contribution to the local scene do not warrant its retention; and,
- the merits of alternative proposals for the site, including the extent to which the proposed works would bring benefits for the community override the desirability of its retention; and,
- the condition of the building and the cost of repair and maintenance in relation to its importance and to the value derived from its continued use do not merit its retention; and,
- adequate effort has been made to keep the building in a suitable use.

Justification for Policy 25

See Paragraphs 5.15 - 5.16.

Policy 25 will be implemented by:

Development Control procedures

POLICY 26 : Demolition and Part Demolition of Buildings in Conservation Areas

Consent to demolish or partially demolish a building in a Conservation Area will only be granted where the Local Planning Authority is satisfied that:

- the building is wholly beyond repair; or
- the building is incapable of a beneficial use; or
- the building is of an inappropriate structural design; or
- the merits of alternative proposals for the site, including the extent to which the proposed works would bring benefits for the community override the desirability of its retention; or
- the removal of the building would benefit the appearance or character of the area.

Consent will only be granted for demolition or partial demolition where there are approved detailed plans for redevelopment.

Justification for Policy 26:

See Paragraphs 5.30 - 5.33

Policy 26 will be implemented by:

Development Control procedures.

POLICY 27 : Listed Buildings

Consent 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 proposals are in the interests of the building's preservation and do not involve activities or alterations prejudicial to the special architectural or historic interest of the Listed Building or its setting.

Justification for Policy 27:

See Paragraphs 5.12 to 5.14, 5.17 and 5.34 to 5.38

Policy 27 will be implemented by:

Development Control procedures.

POLICY 28 : Development within or adjoining Conservation Areas

Planning Permission will not be granted for developments (including new buildings, changes of use, alterations and extensions) in or adjoining a Conservation Area, which fail to preserve or enhance the character or appearance of that Conservation Area in terms of size; density; materials; height and massing; siting and building line; architectural detail; historic street patterns; spaces between buildings; mix of uses and landscape features, including views into, out of and within Conservation Areas.

Justification for Policy 28

See Paragraphs 5.19 to 5.29 and 5.34 to 5.40

Policy 28 will be implemented by

Development Control procedures.

POLICY 29 : Shop Fronts

Planning permission will be granted for new shop fronts or alterations to existing shop fronts where they:

- are sympathetic in design and materials with the remainder of the building;
- do not extend above the cill level of first floor windows (unless this is part of, or consistent with, an integral design for the whole building);
- make satisfactory provision in the design for any suitable fascia signs or other advertising material;
- do not involve the loss of a traditional shop front which warrants retention;

and that in the case of Listed Buildings and buildings in Conservation Areas, proposals also respect the age and architectural style of the building and/or character and appearance of the Conservation Area.

Proposals which involve the installation of security grilles and shutters will be permitted provided that they do not obscure interesting features of the shop front or adversely affect the appearance and vitality of a shopping frontage or contribute to an undue fear of crime.

Justification for Policy 29:

See Paragraphs 5.41 to 5.43 and 5.48 and 5.49

Policy 29 will be implemented by:

Development Control procedures

POLICY 30 : Advertisement Control

Advertisement consent will be granted for the display of signs, including fascia signs, on or within the curtilage of buildings, other than dwelling houses, provided they:

- will not be a hazard to pedestrians or drivers; and,
- integrate satisfactorily with the design and appearance of the building; and,
- are not visually intrusive by reason of their size, colour, materials, position or illumination; and,
- will not adversely affect the amenities which nearby residents may reasonably expect to enjoy; and,
- would neither be obtrusive nor create a cluttered appearance when viewed together with existing advertisements on or adjacent to the premises;

and, if they are to be displayed on or adjacent to a Listed Building, or in or adjacent to a Conservation Area, they also:

- respect the special architectural interest of the Listed Building and its setting and/or the character and appearance of the Conservation Area;
- are non illuminated or illuminated externally, within the Advertisement Restriction Area shown on the Proposals Map, and elsewhere are either non-illuminated, illuminated externally, or designed so that only lettering or logos/letters are illuminated internally and the background remains non-illuminated.

Justification for Policy 30:

See Paragraphs 5.44 to 5.47 and 5.66 to 5.70

Policy 30 will be implemented by:

Development Control procedures

POLICY 31 : Development affecting Buildings and Structures of Local Importance

Planning permission will not be granted for development which would harm the appearance, setting, or townscape contribution of a Building or Structure of Local Importance unless the Local Planning Authority is satisfied that there is an overriding economic, social or environmental case why such proposals should be permitted.

Justification for Policy 31

See Paragraph 5 18

Policy 31 will be implemented by:

Development Control procedures

POLICY 32 : Views Important to Conservation Areas

Development which would obstruct or detract from significant views into, out of and within Conservation Areas will not be permitted.

Explanation

*Most of the "significant views" to which this Policy refers will be identified in the Conservation Area Character Statements
See also Policy 55 - Chapter 6 : Natural Environment and Open Space.*

Justification for Policy 32

See Paragraphs 5 55 to 5.57

Policy 32 will be implemented by:

Development Control procedures

POLICY 33 : Waterside Development

Where built development is proposed adjacent to lakes, rivers, canals and other watercourses, the design and layout of the proposed development will be expected to take full advantage of the townscape, landscape and natural habitat opportunities afforded by open water features and their margins. Planning permission will not be granted for development which fails to take advantage of its waterside setting.

Justification for Policy 33

See Paragraphs 5.58 to 5.63

Policy 33 will be implemented by:

Development Control procedures

POLICY 34 : Design and Amenity Standards

Planning permission will be granted for new buildings, extensions, alterations or refurbishment of existing buildings which meet the following requirements:

- the scale, massing, height, design, external appearance and facing materials to be used in the development must complement the architectural style and townscape character of the locality;
- the siting and layout of any new building or extension must ensure a satisfactory physical and functional relationship to adjoining buildings and streetscape;
- the layout and design of the development must take full advantage of any natural features of the site or its surroundings;
- boundary treatment and landscaping must ensure the maintenance of a high standard of visual amenity and an appropriate degree of privacy and should, where practicable, contribute to nature conservation;
- planting schemes should predominantly use local native species of trees and shrubs unless other species are justified for special reasons relating to their ornamental or other qualities and the special contribution this will make to a particular development;
- suitable measures must be taken in the design and layout of the development to maximise energy efficiency and security and the design should address the issues of suitability and adaptability;
- the amenities which occupiers of neighbouring properties may reasonably expect to enjoy must not be harmed by, or as a result of, the development;
- the development should meet the standards for vehicle and cycle parking and servicing as set out in Appendix B(ii), and make satisfactory provision for access by means other than the car.

Explanation

These are basic requirements, some or all of which will apply to most developments involving building or engineering works

Justification for Policy 34

See Paragraphs 5.58 to 5.63

Policy 34 will be implemented by:

Development Control procedures

POLICY 35 : Design of New Residential Areas

Planning permission will be granted for development which will create new, or extend existing, residential areas, provided the Local Planning Authority is satisfied that the environment created will have a strong sense of local identity and will be:

- safe;
- secure;
- pleasant;
- sustainable;
- efficient to live in and move around in;
- efficient and reasonably economical to build and maintain;
- in harmony with its surroundings;
- accessible for all, including people with impaired mobility and vision.

Explanation

for the purposes of this Policy, the term "residential areas" means:

- *groups on estates of houses or other dwellings, and*
- *mixed-use areas incorporating housing.*

Justification

See Paragraph 5.64

Policy 35 will be implemented by:

Development Control procedures

POLICY 36A : Accessibility in New Developments

Planning permission will not be granted for developments which will create publicly accessible open areas but which do not incorporate satisfactory provision within such areas for circulation and access to adjacent buildings by disabled people and others whose mobility is impaired.

Justification for Policy 36A

See Paragraph 5.65

Policy 36A will be implemented by:

Development Control procedures

POLICY 36B : Public Amenity and Safety

Planning permission will be granted for developments which involve the creation of publicly accessible open space areas, provided the Local Planning Authority is satisfied that:

- *adequate measures are to be taken to promote a reasonable level of safety, security, comfort and amenity for all people who can be expected to use or visit those areas; and,*
- *where development proposals involve the demolition or removal of such facilities, adequate replacements are to be provided, or provided for, as necessary.*

Where development proposals involve the demolition of an existing public convenience, developers will be expected to reinstate such provision either as part of their development, or adjacent to it.

Justification for Policy 36B

See Paragraph 5.65

Policy 36B will be implemented by:

Development Control procedures

POLICY 37 : Poster Hoardings

Consent will be granted for poster hoardings only if:

- their primary purpose will be to screen unsightly land, buildings or construction sites and there is no practical alternative form of screening which can be used; and,
- they would not harm visual amenity nor constitute a traffic hazard;

and they are to be removed when the need to screen the site no longer exists.

Justification for Policy 37

See Paragraph 5.70

Policy 37 will be implemented by:

Development Control procedures

POLICY 38A : Contaminated Land

Where it is either known or strongly suspected that contamination may exist on or adjacent to a proposed development site, developers will be required to undertake investigations and provide details of measures to be taken to deal with the contamination, its effect on workers, users/occupiers and the building itself and its effect on the quality of surface and ground water. Planning permission will not be granted unless and until satisfactory details have been provided.

Where there is only a suspicion that land may be contaminated or where evidence suggests there may be only slight contamination, the City Council will attach a condition to planning permissions requiring that development must not start until a site investigation and assessment has been carried out and that the development will incorporate any necessary remedial measures.

Justification for Policy 38A

See Paragraph 5.78

Policy 38A will be implemented by:

Development Control procedures

POLICY 38B : Former Landfill Sites

Development proposals within 250 metres of land which is, (or has, within the last thirty years, been) used for the deposit of refuse or waste, shall incorporate a statement explaining the presence of, or potential for, migrating substances such as landfill gas and what mitigating measures are to be included within those development proposals. Planning Permission will not be granted in the absence of satisfactory details and mitigation proposals.

Justification for Policy 38B

See Paragraph 5.79

Policy 38B will be implemented by:

Development Control procedures

POLICY 38C : Unstable Land

Where planning applications are submitted for development involving building operations on land which is suspected to be unstable, the applicant will be required to submit a report, following an appropriate site investigation and geotechnical appraisal, which explains the works necessary to carry out the development in a manner which will ensure the safety of the future occupiers and neighbours. The development will be required to be undertaken in accordance with such works, and planning permission will not be granted in the absence of satisfactory details and assurances.

Justification for Policy 38C

See Paragraph 5.80

Policy 38C will be implemented by:

Development Control procedures

POLICY 38D : Environmental Pollution arising from Development Proposals

Development proposals which cause environmental pollution by way of noise, dust, smell, fumes, intensity of illumination, or which may adversely affect ground waters or watercourses will not be permitted, unless it can be demonstrated that those effects will be mitigated or controlled to an acceptable level.

Justification for Policy 38D

See Paragraph 5.81

Policy 38D will be implemented by:

Development Control procedures

POLICY 38E : Development adjacent to Greetwell Quarry

Residential development will not be permitted within a distance of 350 metres of any face of Greetwell Quarry which is being actively worked unless the Local Planning Authority is satisfied that any dwellings created will not be occupied until all active quarrying has moved (and will remain) more than 350 metres from those dwellings, or has ceased permanently.

Justification for Policy 38E

See Paragraph 5.82

Policy 38E will be implemented by:

Development Control procedures

Legal agreement between the landowner(s), the housing developer(s), the quarry operator and the City Council.

POLICY 38F : Flood Risk

Planning permission will not be granted for development, including the raising of land, where such development would increase the number of people or properties at risk from flooding, unless, exceptionally, the development includes attenuation or mitigation measures, to the satisfaction of the Local Planning Authority (in consultation with the Environment Agency and the Internal Drainage Board), which will be funded by the developer.

Justification for Policy 38F

See Paragraph 5.83

Policy 38F will be implemented by:

Development Control procedures

Seeking legal obligations from developers

POLICY 39: Water Supply

Planning permission will not be granted for development which increases the requirement for water, unless adequate water resources either already exist or will be provided in time to serve the development, without detriment to existing users.

Justification for Policy 39

See Paragraph 5.84

Policy 39 will be implemented by:

Development Control procedures in consultation with Anglian Water.

Legal obligations may be sought, if necessary, to ensure that this requirement is met.

POLICY 40: Sewage Disposal

Planning permission will not be granted for development unless satisfactory means of treating and disposing of any foul water are or will be available in time to serve the development.

Justification for Policy 40

See Paragraph 5.85

Policy 40 will be implemented by:

Development Control procedures in consultation with Anglian Water.

Legal obligations may be sought, if necessary, to ensure that this requirement is met.

POLICY 41 : Energy Efficiency

Planning permission will not be granted for the development of:

- dwellinghouses or other forms of residential accommodation;
- office buildings;
- industrial or commercial buildings;
- leisure, recreation or entertainment buildings;

unless the Local Planning Authority is satisfied that due account has been taken of the need to achieve energy efficiency through the siting, design, layout, orientation and landscaping of the development and, where appropriate, the use of recycled building materials.

Justification For Policy 41

See Paragraph 5.63.

Policy 41 will be implemented by:

Development Control procedures

POLICY 42 : Security by Design

Planning permission will not be granted for new development, the design, layout and landscaping of which will result in an environment which will be unsafe, particularly for women, children and the elderly, or which will give rise to a high risk of vandalism, unsocial behaviour or criminal activities.

Justification for Policy 42

See Paragraphs 5.63

Policy 42 will be implemented by:

Development Control procedures and adherence to Supplementary Planning Guidance, to be published by the Local Planning Authority

Objectives

The policies and proposals relating to the Natural Environment and Open Space are designed to:

- safeguard Lincoln's special character, identity and environmental quality by protecting the City's landscape features and setting and its diversity of wildlife habitats;
- provide and safeguard sufficient publicly accessible open space to meet people's needs for organised and informal recreation;
- retain trees and woodland, and encourage planting of more;
- protect local identity across the City;
- give people easy access to a range of natural or semi-natural areas close to their homes.

Strategic Principles

- 6.1 The strategy for the Natural Environment and Open Space is based on three guiding principles:
- open spaces valued for their wildlife, landscape or recreational contributions have to be protected, managed and sometimes improved if their value to current and future generations is not to be reduced;
 - to protect Lincoln's special identity, it is important that new developments do not harm the City's landscape characteristics and wildlife, but complement them - adding to local distinctiveness rather than diluting it.
 - a "sustainable" city requires a wide range of easily accessible open spaces.
- 6.2 Sense-of-place is important to people. Natural and man-made features which local people value should not be swept away, distorted or degraded simply because their contribution to local distinctiveness - has not been identified. Particular features may be of even greater value - national or international - and this also needs to be taken into account when decisions are being made.
- 6.3 Although Lincolnshire contains large areas of open space - mostly farmland - Lincoln itself is a tightly contained urban district within which the remaining open spaces are under increasing pressure, having to compete with other land use requirements (such as the need to satisfy housing and employment demands etc.). The importance of safeguarding areas of open countryside and productive agricultural land has meant that much of the land surrounding the City has been unavailable for housing and other development.
- 6.4 The need for more sustainable forms of development now requires further restraint of urban sprawl and dispersal, and redevelopment of previously developed sites, to reduce dereliction and make maximum use of the land which is available within the confines of existing urban areas. These considerations, if accepted in isolation from the other needs and demands of an urban community, would, in time, lead to a city consisting of virtually uninterrupted built development, which would be totally reliant upon the surrounding countryside for its open space needs. This would inevitably result in a very poor urban environment and intolerable pressure on the countryside. It would also have wider environmental impacts. For example, people would have to travel greater distances to reach open space for recreation; the likelihood of them using cars would increase and the associated pollution and consumption of fuel resources would grow. Some of the urban traffic congestion would probably simply be transferred to the countryside, rather than being reduced by changes in modes of travel. Taking the need for a more sustainable approach to development a stage

further, the less attractive, accessible and diverse our urban spaces become, the greater the incentive for people to travel to sensitive countryside further afield to meet their recreational needs.

- 6.5 Nature gives pleasure, inspiration and an escape from the stresses of city living. It also makes a significant contribution to our health and well-being, both physically and mentally. Plants can help to contain the effects of airborne pollution (for instance one urban tree can trap up to a tonne of dust) and ten minutes walking in the local nature area goes a long way to help relieve some of the stresses of modern day living. A surprising amount and diversity of wildlife has survived in the City. However, the fragmented nature of urban habitats leaves them very vulnerable. If a diversity of wildlife is to be enjoyed in the future, it is important that steps are taken now to ensure that this resource survives.

Green Wedges

- 6.6 The backbone of the strategy for Lincoln's natural environment and open space is a series of Green Wedges. For the purposes of this Local Plan, a Green Wedge is an area (usually in a variety of uses) which brings continuous, or closely linked open space into the heart of the City's built up area. The range of uses encompassed may be quite wide, including agricultural land, woodland, parks, cemeteries, playing fields, commons, allotments and water features, as well as seemingly unused land. Parts of it may be public open space and parts of it in private ownership, with no (or restricted) rights of public access (e.g. via footpaths and bridleways).
- 6.7 Similarly, land within any of the Green Wedges may be of particular open space value for a variety of reasons, such as:
- Landscape value - sometimes a subjective judgement, turning on the appreciation of natural beauty or the quality of a view, it can also be more objective, identifying elements of landform and other historically or socially important features, to be conserved as part of the City's setting and cultural heritage;
 - Nature Conservation - involving objective judgements about the rarity of flora and fauna, as well as other features such as those of geological interest. These judgements may already be formalised by designations such as Local Nature Reserve (LNR) or Site of Special Scientific Interest (SSSI), or Site of Regional Geological/Geomorphological Interest (RIGs);
 - Recreational Value - can refer to the unmeasurable benefit of just being able to get away from noise and bustle, as well as the more quantifiable role of meeting specified standards of playing field and other open space provision.
- 6.8 The strategy of protecting and enhancing continuous wedges of open space within a built-up area offers general benefits:
- it allows people living in the built-up area easy access to open space. By minimising the distance to and from open space, it produces an effective land use pattern, both better suited to the needs of the sizeable minority of households without access to a car and also more likely to reduce car use generally and encourage the more sustainable alternatives of cycling, walking and public transport.
 - green wedges are, essentially, linear features. Consequently, while they may consist of a range of open space uses, they also offer direct links to the open countryside and between areas of nature conservation value. The existence of such corridors encourages the movement of wildlife, thus making an important contribution to the diversity of flora and fauna in the urban area.
- 6.9 Generally Lincoln's urban form (particularly "downhill") lends itself to an open space strategy incorporating Green Wedges. Features which make strong contributions include:
- the Witham Valley;
 - the Lincoln Edge;

- the Lincoln Commons;
 - the Fosdyke;
 - the chains of open spaces along the City's western flank from the West Common south to Swanholme Lakes and to Hospital Plantation.
- 6.10 Protecting and enhancing these features will contribute to the better planning of the City, not only because of the general benefits already described above but also because of benefits specific to Lincoln and the surrounding area, such as:
- safeguarding the line and character of many of the important views into and out of the City, particularly those of and from Lincoln's Cathedral-crowned hilltop and historic core;
 - maintaining and strengthening Lincoln's character as a city entwined with its rural setting;
 - helping to prevent coalescence with neighbouring settlements, (e.g. Canwick, Washingborough, and Skellingthorpe) with the Green Wedges linking with designated areas of "Great Landscape Value" following the Lincoln Edge, both north and south of the City (in North Kesteven and West Lindsey districts), and the Skellingthorpe Protection Zone identified in North Kesteven District's Local Plan (see *Diagram 5*);
 - providing attractive, accessible corridors as a basis for developing Lincoln's foot, cycle and bridleways' networks.
- 6.11 Only in "uphill" Lincoln is the opportunity for a strategy for open space based on Green Wedges hindered by existing development patterns. Here, open space in its various forms tends to occur in isolated pockets, with the built-up area forming an almost "solid wall", between Burton and Wragby Roads, severed from the open countryside beyond. Areas of landscape value or nature conservation interest are relatively scarce when compared to "downhill" Lincoln. Consequently, the Local Plan has taken up opportunities to extend open space designations in "uphill" Lincoln, notably around the northern and western fringes of Greetwell Quarry. It also contains proposals to strengthen footpath and cycleway links between areas of open space.

Safeguarding Ecological And Landscape Assets

- 6.12 Planning for sustainable development involves ensuring that development meets present needs without compromising the ability of future generations to enjoy full, healthy and satisfying lives. An important part of that task is to maintain and enhance the quality and diversity of the natural environment.
- 6.13 The policies for safeguarding the natural environment and open spaces are based on a four level approach. Areas and features are categorised as:
- Sites of Special Scientific Interest and other Critical Natural Assets;
 - Basic Natural Stock;
 - Functional Open Space; or,
 - Low Value Sites.
- 6.14 The term "natural" has to be considered in the context of a predominantly built-up area, within which most of the natural features might be more accurately described as "semi-natural" (or, in some cases, simply "not built on"). Features of this kind are likely to have higher value in an urban area than they may in a more rural or wild environment.
- 6.15 The multi-level approach, referred to above, has been adapted to suit an urban context from a method used by English Nature and from work carried out by that organisation for the City Council. It has also been adapted to take account of landscape qualities as well as nature conservation interest. It is described in detail below.

Sites of Special Scientific Interest and other Critical Natural Assets

- 6.16 The ecological or landscape qualities of these areas are so important, unusual or sensitive that:
- i. they are of national, regional or city-wide significance;
 - ii. they could not satisfactorily be replaced or recreated elsewhere; and
 - iii. their loss would seriously diminish Lincoln's ecological diversity or essential landscape character.
- 6.17 Those areas currently regarded as Critical Natural Assets include areas which have been designated Sites of Special Scientific Interest and are, therefore, of national significance (Swanholme Lakes and Greetwell Quarry); Regionally Important Geological and Geomorphological Sites (Cathedral and Cross O'Cliff Old Quarries), and Sites of Importance for Nature Conservation which are of local value and significance (as assessed by the Lincolnshire Trust for Nature Conservation, in consultation with English Nature).
- 6.18 English Nature has recognised that sites which may not warrant statutory designation when assessed against national criteria may take on added significance in the context of a predominantly urban place like Lincoln.
- 6.19 With regard to landscape qualities, the sites classed as Critical Natural Assets include those which could not be lost to development without Lincoln losing a fundamental part of its special identity and environmental quality. Features like the Commons, Burton Cliff and the Witham Valley are critical because they allow us to see the natural canvas upon which the City has been painted by successive generations. Views associated with areas like these may themselves be of critical importance to Lincoln's character (e.g. the view of the Cathedral-crowned hillside across the West Common).
- 6.20 The Critical Natural Assets (including Sites of Special Scientific Interest) identified in this Local Plan are regarded as the absolute minimum which must be protected intact if Lincoln's ecological diversity and its essential landscape characteristics are to be preserved. Development will not normally be allowed in these areas unless it complies with a Management Plan, approved by the Local Planning Authority. Management Plans should be designed to protect the ecological, landscape, geological or other scientific interest and qualities of the area. Management Plans have already been approved for some areas, but they may need to be prepared and approved for others. In cases where the City Council owns or controls the land, it will normally be responsible for preparing the Management Plan. In other cases, land owners or developers may wish to prepare Management Plans, either in connection with development proposals or otherwise. The approval of the Management Plan by the Local Planning Authority will be necessary if a case is to be made for permitting development in accordance with such a Plan.
- 6.21 The sites currently regarded as Lincoln's Critical Natural Assets are identified on the Proposals Map and described in Appendix C, Schedule 1.

Basic Natural Stock

- 6.22 Basic Natural Stock includes areas (in a variety of open space uses) which may have their own, more local ecological interest or landscape value, or may contribute to the interlinking of wildlife habitats or the integrity of valued landscape features (e.g. land alongside railways and watercourses).

It is important that most of the land identified as Basic Natural Stock remains as open space. There may be exceptional instances when development for other purposes can be permitted if:

- it involves only a small proportion of a particular site and, where necessary includes measures to ensure that the development does not significantly detract from its ecological or landscape value, or;
- the ecological or landscape contribution of the site which is proposed for development can be satisfactorily compensated for by, for example, the upgrading of land of lower ecological or landscape value within or adjoining the site, or elsewhere in the City.

- 6.23 The Proposals Map identifies the main components of what is currently regarded as Lincoln's Basic Natural Stock, and the sites are described in Appendix C Schedule 2. However, it is not possible to identify every small area of open space which is of local value and there may, therefore, be occasions when the City Council will require other sites to be afforded similar protection.
- 6.24 Although the areas identified as Critical Natural Assets are individually considered to be of crucial importance to the landscape and nature conservation characteristics of the City, they do not include every feature that is of local ecological or landscape importance e.g. Several of the strips of open land, trees and other planting alongside main approaches to the City (main roads, railways and waterways) fall into the category of Basic Natural Stock, chiefly because of their landscape contribution (although the ones which contribute most to the setting of the City as a whole are classed as Critical Natural Assets).
- 6.25 From a nature conservation point of view, protecting critical habitats is important, but the natural environment would quickly lose its vitality and viability if these sites were the only ones retained as natural or semi-natural areas. They would become isolated and unsustainable, without the support of Basic Natural Stock linking them to each other and the open countryside.
- 6.26 In the case of landscape quality, there are many open areas which might be lost to development without harming the landscape setting of the City when viewed from afar, but which are of immense value to the identity and environmental quality of local areas and are greatly cherished by local people.
- 6.27 When, exceptionally, development of a type which is not ancillary to an open space use is considered to be acceptable within a Basic Natural Stock site, developers may be required to enter into a legal obligation to ensure that an agreed enhancement or compensatory scheme is implemented.

Functional Open Spaces

- 6.28 Playing fields and other outdoor sports areas, children's play areas, agricultural land, allotments and cemeteries are, where they occur outside Green Wedges and Critical Natural Assets, all examples of Functional Open Space valued more for their recreational or social functions than for any intrinsic ecological interest or contribution to wider landscape qualities. Nevertheless, they may also provide habitats for wildlife and contribute to the visual amenities and character of the local neighbourhood. They also provide relief within areas that are otherwise quite densely developed.
- 6.29 This Local Plan contains separate policies relating to most of those uses and the sites which accommodate them. Generally, those sites are to be safeguarded so that they can continue to serve their current purpose.
- 6.30 In some instances, however, there may be a surplus of land for a particular function (either now or in the future). When that situation arises, another open space use will normally be preferred, because this retains the site in an open state so that future changes in the demand for functional open spaces can be accommodated. Alternatively, such a site might be used for a habitat or landscape creation scheme to compensate for the development of land forming part of the Basic Natural Stock. Occasionally it may be better to allow such a site to be developed to meet some other need (especially a social need) but this will only be allowed if the character and amenity of the surrounding area will not be damaged.

Low Value Sites

- 6.31 These are sites of little ecological, landscape, recreational or functional value, to which development should be directed. Alternatively, as with Functional Open Space, a Low Value Site might be used for a habitat or landscape creation scheme to compensate for the development of land forming part of the Basic Natural Stock.
- 6.32 Low Value Sites have not been identified as such on the Proposals Map because, generally, they are the sites which the Local Plan proposes or has earmarked for development. Consequently, it is now possible to identify most of the land which should remain indefinitely as open space within the City's boundary and to use that knowledge in assessing Lincoln's capacity to accommodate further development. That is one of the reasons why this Local Plan places great emphasis on the role of Urban Regeneration schemes - recycling

and redeveloping under-used urban land to meet a large proportion of our development needs (see *Chapter 4: Urban Regeneration*).

Development Adjacent to, or otherwise Impacting upon Designated Areas

6.33 The qualities justifying the designation of "Critical Natural Assets" and "Basic Natural Stock" can be threatened by development elsewhere. These threats may come, more obviously, from development on land abutting the designated areas, but more distant development may also pose threats, such as visual intrusion; the severance of linkages between the City's open spaces and between those open spaces and the open countryside (undermining the ability of flora and fauna to regenerate), air and watercourse pollution; pollution of groundwater and impact on the water table, increased public access inflicting damage by sheer weight of numbers, as well as irresponsible behaviour such as tipping and vandalism.

6.34 National planning policy and guidance is increasingly recognising that the onus may be placed upon applicants to assess and propose remedial measures to deal with the potential impact of their development proposals. Consequently, where these apply, or the City Council is concerned that they would damage, Lincoln's "Critical Natural Assets", prospective developers will be expected to submit a written statement to:

- explain how their proposals will affect the area's ecological and landscape resources;
- describe the measures to be taken to safeguard those assets.

The statements will then be taken into account in deciding planning applications. They will help the Council to consider the need for conditions attached to planning permissions and the negotiation of planning obligations.

6.35 In the case of Sites of Special Scientific Interest, the City Council is required to consult English Nature prior to the determination of an application which contains proposals "likely to affect" an SSSI - even if the application site is outside the designated area.

Protected Species

6.36 Certain plant and animal species and habitats are protected under either the Wildlife and Countryside Act, 1981, or under legislation concerning individual animals (e.g. bats, badgers etc.) or by regulations implementing European Directives (e.g. on the conservation of natural habitats and of wild fauna and flora). The coverage of this legislation and regulations is regularly reviewed.

6.37 The presence of protected species and habitats may be a material consideration in the determination of a planning application. Wherever such species or habitats occur, the City Council will expect them to be protected from harm when development takes place. If insufficient protection is proposed, planning permission will normally be refused. Where sufficient protection can be achieved to allow development to proceed, planning permission will normally be subject to conditions to ensure that protective measures are taken. In some cases it may be necessary for such protection to be secured by legal obligation.

Trees And Other Planting

Why more trees?

6.38 Trees, and plants in general, are essential to life. Vegetation absorbs carbon dioxide, storing carbon and releasing oxygen. One fully grown beech tree produces enough oxygen each year for ten people. It will also "clean" the air by consuming over 2 kg of carbon dioxide per hour. Carbon dioxide is the dominant "greenhouse" gas. While a level of "greenhouse" effect is necessary to sustain life, the build up of these gases due to man's activities now threatens the global environment. Increasing tree and plant cover is one of the more positive actions which can be taken to reduce the problem. The proposals in this Plan to plant woodlands and the policies to protect trees and require planting in connection with development schemes, have been included partly with those benefits in mind.

6.39 Sensitively positioned, trees and other planting also offer a range of local environmental benefits. They can:

- help absorb gas emissions from vehicles;
 - reduce local pollution from airborne particles, such as lead;
 - act as sound barriers;
 - contribute to micro-climatic effects which reduce energy consumption;
 - offer shade from the sun (helping to counter the growing incidence of skin cancer);
 - contribute to traffic calming measures;
 - provide habitats for wildlife, an important reason for using local native species.
- 6.40 Research also indicates that trees and other planting in urban landscapes can have useful psychological effects, helping to reduce stress, and anti-social behaviour and promoting an increased sense of community responsibility and civic pride.

The Tree and Woodland Strategy

- 6.41 About 10% of the United Kingdom's area is woodland. Lincolnshire is one of its more poorly wooded counties (4.6% of its area), with the City little better (5% of its area). National planning policies now fully recognise the importance of increasing woodland cover, especially in native, broad-leaved species. Both the County Council and the City Council are anxious to increase the area covered by trees and woodland.
- 6.42 Lincoln City Council's Tree and Woodland Strategy combines the management of existing City Council woodland with the planting of new woodlands. The emphasis will be on maintaining wildlife value and increasing recreational opportunities.
- 6.43 It would make little sense to promote the planting of new trees without safeguarding the existing stock. The Tree and Woodland Strategy, therefore, also involves protecting important trees and groups of trees through Tree Preservation Orders. The case for making a Tree Preservation Order turns, principally, upon the significance of the contribution a tree or group of trees makes to "amenity". Once confirmed, they prohibit the felling, uprooting, topping, lopping and wilful damage or destruction of trees without the City Council's consent.

The Water Environment

- 6.44 Water is a basic resource. It provides some of the richest and most diverse habitats, especially in the form of linear corridors, which are particularly important to wildlife movement and landscape quality. The integrity of the water environment will be a major consideration in the location of development. Water supply, landscape, conservation, habitat and recreation are all inextricably linked and development should have regard to the needs of all users.
- 6.45 Water courses, lakes and large ponds are notable features of the "downhill" landscape. They contribute greatly to local sense-of-place and also to the City's ecology. Some of them, such as Swanholme Lakes, are of major ecological importance in their own right. Others such as the Brayford Pool and the canalised River Witham in the City Centre, are more obviously valuable for their landscape or townscape contribution. The distinction is, however, rather false in practice, e.g. are the swans in the City Centre more valuable for their ecological interest or the interest they add to the townscape and the contribution they make to local identity?
- 6.46 The important point is that Lincoln would be significantly poorer without its water features and, therefore, every effort should be made to safeguard their biodiversity and ecology by protecting them from pollution, insensitively designed and located developments and other forms of degradation. Taking this principle a stage further, it is very important that waterside developments should take full advantage of the special setting which water provides. Again, the value in terms of townscape interest, local identity and the creation of a pleasant environment for all to enjoy, is incalculable.

Agriculture

- 6.47 Although Lincoln's administrative area is highly urbanised, agriculture still occupies a sizeable part of it.

6.48 When the modern planning system was established in 1947, boosting food production was a post-war imperative and the agricultural industry was afforded wide exemptions from planning controls. Since then, the priority attached to national food production has diminished, especially since entry into the European Union, to the point where, for the first time this century, agricultural land is being taken out of production and farmers encouraged to diversify their activities. Although controls have been tightened over the years, often in response to specific issues (e.g. minimising livestock keeping's impact on amenity), the planning system exercises less control over agricultural development than is generally the case. Consequently, many agricultural buildings and structures can still be put up without specific planning permission. Within these limitations, the City Council must control development to protect amenity, whilst recognising the needs of modern farming.

6.49 Modern agricultural buildings and structures are often large and functional in design. Insensitively sited, they can damage landscape quality and visual amenity. They may dominate natural features in a particular area, or they may block or detract from important views into or out of the City, or, impair its landscape setting. The City Council, therefore, welcomes policies to protect views of Lincoln from areas beyond the City boundary adopted by the adjacent District Councils and by the County Council in its review of the Structure Plan.

Diversification of Agriculture

6.50 National Planning Policy Guidance (PPG7: *"The Countryside and Rural Economy"*) recognises that on-going reform of the European Union's Common Agricultural Policy will have significant ramifications for the economics of agricultural businesses and land use.

"Landowners will need to look at a range of options for the economic use of their land, including expanded woodland planting, recreation and leisure enterprises and the restoration of damaged landscapes and habitats". (PPG7)

6.51 Initiatives to diversify agricultural enterprises may occur throughout the countryside, in response to the reform of agricultural policy. It is likely that many of these schemes will involve locations close to urban areas - if only to take advantage of the concentration of potential customers. Uncontrolled, diversification could introduce unacceptable disturbance into presently quiet areas or damage Lincoln's landscape setting. For instance, many of the celebrated views of Lincoln are across open farmland towards the historic, hill-top City. While the Cathedral and the rest of the historic City may take the eye, the quality of that landscape composition is heavily dependent upon the agricultural foreground within which it sits. In particularly sensitive areas it may be desirable to bring agricultural buildings under local planning control by making Article 4 Directions.

6.52 The main objectives of this Local Plan for agriculture are to ensure that farming needs can be met whilst:

- the open appearance of agricultural land, is safeguarded;
- existing agricultural buildings, which contribute in a positive way to landscape quality, are retained and their character safeguarded (see also Policy 31: *"Development Affecting Buildings and Structures of Local Importance"*),
- the essentially quiet character of these areas is maintained.

6.53 Within these general objectives, a wide range of alternative uses may be suitable for existing agricultural buildings. Extensions and alterations may be acceptable - provided they are needed to achieve the change of use and do not detract from the existing building's character. New, free-standing buildings, may be permitted where they are either ancillary to field based, open air leisure or sporting activities, or are for a farm shop. In order to minimise the impact on visual amenity, new buildings should be grouped, where possible, with existing buildings and their design and materials should be compatible with them.

6.54 The Plan does not define the leisure and sporting activities likely to be approved as part of diversification proposals, primarily because demand for these activities is highly susceptible to fashion and innovation.

Organised Recreation

Playing Fields

6.55 This Local Plan adopts standards recommended by the National Playing Fields Association and the Sports Council. These are as follows:

- The National Playing Fields Association (NPFA): for every 1000 people, between 1.6 and 1.8 hectares should be devoted to sports pitches, greens, courts and miscellaneous items such as athletics' tracks, putting greens and training areas. (This standard excludes provision associated with schools and other educational establishments, unless full dual use is available to the public. It also excludes HM Services grounds, golf courses, indoor facilities, large areas of water and commons and formal parks, apart from where these are marked out and consistently used for sports purposes).
- The Sports Council: a minimum of 1.2 hectares per 1000 people should be set aside for organised competitive games. That equates to the sports' pitches element in the NPFA standard.

This Plan's objective is to meet at least, those minimum standards by 2011. During the intervening period the City Council will keep its assessment of local demand and supply of sports pitches under regular review and consult with local sports organisations to enable it to make informed decisions about the types of additional provision to be made.

6.56 To improve its understanding of the needs of sports pitch provision in Lincoln, the City Council has undertaken an assessment of the demand for and supply of pitches for the more popular games locally (soccer, rugby, hockey and cricket). The method used has been recommended by the Sports Council and is based on a survey of local leagues and clubs. It takes into account not just the demand generated by league matches but also latent demand within clubs to field additional teams, and demand for friendly and casual games.

School and Other Educational Establishment Provision

6.57 Lincoln's schools and other educational campuses include large areas of open space, used as playing fields and sports pitches. These appear to be adequate for educational purposes, although opportunities for dual use (i.e. use by the rest of the population as well) are limited. The growth of Higher and Further Education may well generate additional demand for sports facilities, and Universities and Colleges will be asked to consider opportunities for additional sports facilities which they may provide to be made available to the community at large as well.

Floodlighting

6.58 Floodlighting would help the City address its shortage of playing pitches by ensuring that more use is made of existing facilities. However, floodlighting can also be a contentious issue - particularly through the effects of illumination and the noise and disturbance generated by extended playing hours.

Priorities for Playing Field Provision

6.59 These are:

- to secure and improve existing playing fields and sports pitches, as a base from which to expand provision;
- to safeguard educational establishments' playing fields and sports pitches, to meet educational needs and, explore opportunities for dual-use by the general public.

Additional Provision

6.60 Apart from unpredictable gains which may accrue from the negotiation of dual-use arrangements, opportunities to make additional provision are limited by:

- Lincoln's highly urbanised character (which also restricts the planning system's ability to match provision to population distribution geographically),
- land which might be suitable for playing fields, being subject to difficult or intractable ground conditions caused by previous tipping, other industrial contamination, surface water drainage problems and flood risk;
- the weight attached to competing planning priorities, such as safeguarding existing amenity, landscape character and nature conservation interest.

Having taken the above into account, several sites where additional playing fields and sports pitches could be provided have been identified. Those sites are listed in Policy 48B.

Developers' Contributions to the Provision of Playing Fields and Sports Pitches

- 6.61 *Planning Policy Guidance Note 17: "Sport and Recreation"* - emphasises the role of the planning system in ensuring that adequate provision is made for recreational space to meet the community's need for both organised sport and informal activities. It is a long-standing, accepted principle that new housing development should include provision for public open space, at the developer's expense, and at a standard approved in Development Plans.
- 6.62 While it may be relatively easy to implement that sort of approach in areas such as Skewbridge, where sufficiently large and usable space can be allocated within the development area, the same is not necessarily so in smaller schemes. Nevertheless, virtually all new residential development will generate demand for playing fields and sports pitches.
- 6.63 Therefore, where it is impracticable for developers to contribute in kind to the provision of playing fields in the locations proposed in Policy 48B (PPF1 to PPF8 incl.), or they choose not to do so, contributions will be sought, commensurate with the scale of the development concerned, towards their provision. Contributions will be based on the cost of acquiring land, carrying out groundworks, laying out and equipping sites, including ancillaries such as pavilions, changing rooms and parking (see *Appendix D*).

Golf

- 6.64 Golf is one of the Country's fastest growing participation sports. It reached a peak of actual and proposed course development in the late 1980s. That expansion was driven by a favourable economic climate, a report by the Royal and Ancient Golf Club which called for 700 new golf courses nationally by the end of this century and the reform of agricultural policy which effectively subsidised the establishment of courses by allowing them to be sited on 'set-aside' land.
- 6.65 In common with much else, the growth in golfing facilities has been somewhat curtailed in the 1990s. As and when economic prospects revive sufficiently, the popularity of the game is likely to lead to a resurgence in demand - accentuated by its particular appeal to the middle-aged and retired, the numbers of which are predicted to increase dramatically during the Plan period (i.e. Lincoln's population aged 40+ will increase by about one third between 1996 and 2011). The Government (*PPG 17: "Sport and Recreation"*), the Countryside Commission and English Heritage (each from their particular viewpoints), have issued advice on golf course development in response to the 1980s boom. These identify issues of concern for the planning system, such as:
- the sheer amount of land needed, which can be in the range of 40 to 60 hectares for an 18 hole course;
 - the potential for conflict between course design and present landscape character;
 - the need for adequate access and parking arrangements for what can be a major traffic generator.

Urban fringe locations for courses can be ideal, acting as buffers to development and, in accordance with sustainable development principles, minimising the overall distance people need to travel to them.

- 6.66 The Golf Development Council (now merged with the Sports Council), recommends a rate of provision of 9 holes per 15,000 residents. The following analysis, based on that standard, indicates the scale of shortfall in golf provision in the Lincoln Area.

| Golf Holes | | | |
|--------------------------------------|----------------------------|--------|--------------------------|
| Population in Lincolnshire within | Target to meet Standard | Actual | +or- Against Standard |
| 5km of City Centre | 57 | 47 | -10 |
| 10km | 83 | 65 | -18 |
| 15km | 93 | 83 | -10 |
| 20km | 107 | 152 | +45 |
| 25km | 148 | 224 | +76 |

It reveals a distinct shortage of facilities in and around the urban area and for a distance of up to 15 kilometres from the City Centre. This is only 'remedied' by provision at some distance - in towns such as Gainsborough, Newark and Woodhall Spa and in the Trent Valley at Torksey and Laughterton. The possibility of a new golf course is therefore allowed for in the proposals for the development of the Skewbridge Area.

Noisy And Other Intrusive Sports and Recreational Activities

- 6.67 Some forms of sport and recreational activities generate excessive levels of noise and disturbance. Typically these include car and motorcycle sports, go-karting, power boating, water skiing, model aircraft flying, and shooting; but that list is not intended to be exhaustive, given that new recreational activities are continually being developed.
- 6.68 The City Council accepts that there is an established and growing demand for participation in motorised sport and other recreational activities which may generate noise and disturbance. It would wish to see such sports and activities, where responsibly organised, properly accommodated within Lincoln and its wider area, and acknowledges that they may help divert anti-social behaviour. The City Council is also conscious that the scope for such development may be limited by the City's highly urbanised character and the implications that has for the amenities of others and the safeguarding of landscape and ecological assets.

Allotments

Demand for Allotments

- 6.69 The public's demand for allotments has been in decline since its peak in the inter-war to immediate post war years. That is reflected in the reducing amount of land in Lincoln set aside for allotment purposes.

| Year | Total Area of Allotments | (Ha) per 1000 Population |
|------|--------------------------|--------------------------|
| 1951 | 199 | 2.80 |
| 1994 | 55 | 0.64 |

- 6.70 The main factors behind this decline have been:
- more households living in homes with reasonably-sized gardens;
 - the improved availability and choice of food and relative reduction in price compared with average incomes;
 - the increased variety of leisure pursuits available to people, fuelled by increased personal mobility and by technology;

- the demand for developable land.

- 6.71 Nevertheless, allotments still provide fresh food, recreation and enjoyment for a considerable number of people, particularly retired people and, to a lesser extent, those who are unemployed. About 75% of the 1000 or so plots available to rent from the City Council were tenanted (though not necessarily actively) at the end of 1994.
- 6.72 The City Council wishes to support the unique contribution which allotments can make to the enjoyment of urban living - especially for the older, more densely developed parts of Lincoln, where garden land is at a premium and local allotments remain popular and well used. However, it also accepts that the overall demand for allotments may well continue its decline through the Plan period. If that is the case, managing that decline will be a complex task involving full consultation with allotment tenants, respecting the time and labour they have expended.

Change of Use from Allotment Land

- 6.73 Proposals for the development of allotment land, whether "statutory" or not, should not, therefore, be countenanced until a case for discontinuance has been established and the interests of remaining tenants safeguarded.
- 6.74 Almost three-quarters of Lincoln's allotments are 'statutory' i.e. they occupy land owned by the City Council which was either purchased originally for, or subsequently appropriated to allotment use. Wholly or partly discontinuing these requires the Secretary of State's approval under Section 8 of the Allotments Act, 1925. Its effect is to prevent the taking of 'statutory' allotments for another purpose without adequate provision being made for displaced tenants, unless such provision is unnecessary or is not reasonably practicable.
- 6.75 The other allotments administered by the City Council are classed as 'temporary' and occupy privately owned land which the Authority leases for allotment purposes. Where such arrangements cease the City Council will seek to accommodate displaced tenants on statutory allotment land. Proposals to change the use of privately owned allotment land, whether or not formerly let to the City Council, will be approved only where they conform to Policy 51 and other relevant policies of the Local Plan.
- 6.76 This Plan confirms or includes proposals to discontinue or reduce the size of several allotments. Details are set out in Appendix E and their alternative use indicated on the Proposals Map.

Development Ancillary to Allotments

- 6.77 Buildings on allotments (e.g. tool and storage sheds, greenhouses, shelters and pens for livestock) require planning permission. This will be granted provided the development does not harm local amenities because of its appearance or through smell or other nuisance.

Investment in Allotments

- 6.78 Vandalism and theft are a problem on several allotments; some sites lack a water supply and some have poor land drainage. As and when funds permit, the City Council will, after consultation with its tenants, take steps to address these issues.

Casual Recreation Areas

- 6.79 These areas are a main component of Lincoln's system of Green Wedges although some are free-standing. The term 'Casual recreation' covers a wide range of uses and activities, including angling, walking, dog exercising, horse riding, grazing animals, bird watching, flying kites etc. Some of the areas also accommodate provision for formal recreation - e.g. football and cricket pitches, golf courses and bowling greens on the Commons and touring caravans and camping at Hartsholme Country Park.
- 6.80 Many of the casual recreation areas particularly the larger ones, are safeguarded in their present use either by legislative or physical restrictions, 'official' designation and the fact they are vested in the City Council.

Management Plans have been prepared for some of these areas and others will be prepared as necessary. The major casual recreation areas are listed in Policy 52A (*Major Areas of Informal Open Space*).

- 6.81 Most of these areas also have intrinsic nature conservation and landscape value, in varying degrees, and contribute to Lincoln's Critical Natural Assets and Basic Natural Stock. Their scale and distribution, although largely a product of historical 'accident', established ownership and various, long-standing physical restrictions, are such that they have provided the framework for the Green Wedges strategy. The benefits of these areas include safeguarding 'long' views into and out of the City, maintaining and strengthening Lincoln's landscape character and setting, creating linkages vital to biodiversity, providing attractive corridors for the development of foot, cycleway and bridleway networks and giving people easy access to substantial areas of open space.

Formal Open Space

Parks and Gardens

- 6.82 Parks and gardens of different types, sizes and styles make a valuable contribution to the quality of life in Lincoln. Not only do they provide open space for quiet, informal recreation and form a major component in the City's Green Wedges but they also contribute to landscape value, to the interests of nature conservation, horticulture, arboriculture and silviculture and to the City's heritage, as art forms in their own right and as records of social history.
- 6.83 Three of Lincoln's parks are listed in English Heritage's Register of Historic Parks and Gardens:
- The Arboretum;
 - Boutham Park;
 - Hartsholme Country Park.

All these are listed in the Register as Grade II - i.e. "of special interest which warrants every effort being made to preserve them". Development which could detract from their historic interest and character will not normally be allowed.

Hartsholme Country Park: Natural History Centre

- 6.84 A Natural History Centre is to be developed at Hartsholme Country Park. The scheme will be implemented in phases during the early part of the Local Plan Period and will be an important new amenity for Lincoln. It will reinforce the aims of the Country Park - including nature conservation, public education and recreation - as well as providing an opportunity to interpret the history of the Hartsholme Estate. The latter was originally laid out in the 1860s to the design of Edward Milner. Much of this original concept has been retained as a result of the management philosophy of the present Country Park. The City Council intends to recreate the enclosure provided by the former kitchen garden, as well as other more formal components of Milner's design.

Cemeteries

- 6.85 Lincoln has four main cemeteries - Newport Cemetery, in the "uphill" part of the City, and the Canwick Road Old, Canwick Road New and St. Swithin's Cemeteries, grouped along the northern side of Washingborough Road.
- 6.86 Although cremation is now the preferred means of dealing with the dead, between 200 and 250 burials still take place in the City's cemeteries each year. The City Council expects that rate will be maintained throughout the Plan period, and has planned accordingly by allocating land for the extension of the Canwick Road cemeteries.

Existing Uses Within Green Wedges

- 6.87. There are various "non open-space" uses and activities within Lincoln's Green Wedges, ranging from residential, leisure and commercial uses to the Sewage Treatment Works. This Plan's objective is to ensure that these uses do not develop in a way which harms the character of the Green Wedge within which they are situated. Consequently, proposals to develop these uses further will normally only be permitted where they are contained within the present curtilage and meet the terms of other relevant Plan policies. Exceptionally (i.e. where no practical alternative exists), essential development required by a public or private utility will be permitted beyond a present curtilage, provided other concerns are satisfied.

Important "Long" Views

- 6.88 This Plan includes several policies intended to ensure that development respects the integrity of the Lincoln Edge, the setting of historic Lincoln upon it and the dominance in the skyline of the grouping formed by the Cathedral, the Castle and Blomfield's Water Tower (a Grade II listed building). It is a composition of landform and architectural excellence, rightly regarded as a national, indeed, an international treasure. Historic Lincoln and especially the Cathedral, is visible over considerable distances. "The Parliamentary Gazetteer" (1845-6) noted historical reports of the Minster "forming a conspicuous object from a distance almost incredible; as, for instance, from the hills beyond Buxton, Derbyshire". While that observation may have been made through the clearer air of pre-industrial Britain and when the Cathedral's three towers were crowned with spires, it is still visible from distances of 20 to 30 miles, from points on the Fens, the Lincolnshire and Leicestershire Wolds and from west of the Trent. Within Lincolnshire, these distant views of the historic City are safeguarded by policies in Local and Structure Plans.
- 6.89 Policy 55 is concerned with 'long views' within the City of Lincoln. In essence, these are views towards and from the historic hill top City, of a scale which allows the eye to appreciate Lincoln's landscape setting and encapsulates the composition of landform and architectural excellence referred to earlier. It is not intended to encompass the many attractive views which occur over lesser distances from within the built up area. These are dealt with in Chapter 5: "Built Environment".
- 6.90 There is no shortage of 'long views' in Lincoln, but categorising them and assessing their relative attractiveness is an inevitably subjective exercise. It is especially important that what might be termed 'classic' views and viewpoints are safeguarded and Policy 55 lists those which are considered to be most significant. Nevertheless, the impact of development proposals on the quality of other views including opportunities to enhance existing and create new views may be a material consideration in the determination of planning applications.
- 6.91 Topography dictates that Lincoln's most spectacular long views are to and from the south and west. These take in not only the hill top setting of the historic City, but also the Lincoln Edge's scarp slope and the sharp definition that gives to the Witham Gap. There are also important long views from the east and north, across the dip slope of the Lincoln Edge escarpment, along radial routes from the City Centre and, notably, from the floor of the Witham Gap. These long views fall into two basic categories:
- along the axes of radial routes to and from the City Centre, e.g. Tritton Road; Newark Road/High Street; Sincil Bank; Canwick and Cross O'Cliff Hills; Greetwell Road, Wragby Road; Nettleham Road and Riseholme Road;
 - across open spaces where these provide an attractive contrast of a substantial rural/open space foreground against the urban area and historic City setting - e.g. from the A57 across Bishop Bridge and the West Common; from the A46 Western Relief Road across parts of Decoy and Fen Farms and Skewbridge; from the Catchwater Drain across the Skewbridge Swath; the length of the Witham Valley south of the Brayford and from the top of the South Common.
- 6.92 There are also important views out of the City, principally from the Lincoln Ridge and the historic buildings set on it.
- 6.93 These vistas owe their existence to a combination of historical 'accident' such as the radial alignment of Roman Roads, disposition of common land, and to physical restrictions imposed by flood risk and ground conditions. In the future, some are likely to be subject to development pressures, in various forms, as

demand for land and the needs and capability of technology increase. Their potential impacts will vary from views being blocked by development to the quality of views being compromised by poor design and the insensitive positioning of overhead power lines, masts, aenals, lights, fighting columns and advertisements.

- 6.94 The future of vistas across and along open spaces is closely linked with that of the Green Wedges. The potential impact of development on the quality of views is, therefore, consistently highlighted as a material consideration in this Plan's policies for the various uses found within Green Wedges and for open space, generally. At a larger scale, it is also an issue which informs the alignment of the Skewbridge 'Swath' north from the Catchwater Drain, where substantial linear open spaces have been retained across land proposed for development, to safeguard views of the Lincoln Edge and the historic City, to provide land for formal and casual recreation and to maintain linkages between sites of known nature conservation interest.

Chapter 6: Natural Environment and Open Space Part Two

Policies And Proposals

POLICY 43: Green Wedges and Other Major Open Spaces

Planning permission will not be granted for any form of development on land shown on the Proposals Map as part of a Green Wedge unless such development can be carried out without reducing or harming:

- the contribution which the land makes to the landscape character and setting of the City and local environmental quality;
- areas of nature conservation and/or special scientific and/or geological and geomorphological interest;
- the value of the Green Wedge for formal and informal recreation.

Development proposals will be expected to have particular regard to:

- the maintenance or enhancement of the City's footpath, cycleway and bridleway system and their links beyond the city boundary;
- any approved management plan including or affecting the land.

Explanation

Green wedges contain an agglomeration of uses which bring continuous or closely linked open space from open countryside into the heart of the City.

Justification for Policy 43

See Paragraphs 6.6 to 6.11

Policy 43 will be implemented by:

Development control procedures;

Designation of areas/sites of special landscape value, nature conservation interest and special scientific or geological or geomorphological interest;

The implementation of management plans for individual sites;

The involvement of interest groups (e.g. Lincolnshire Trust for Nature Conservation)

POLICY 44A: Sites of Special Scientific Interest and Other Critical Natural Assets

1. Sites of Special Scientific Interest:

The Local Planning Authority will not grant planning permission for any development which will diminish, or in any other way adversely affect, the interest and importance of a Site of Special Scientific Interest (SSSI).

2. Other Critical Natural Assets:

The Local Planning Authority will only grant planning permission for development within (or adjacent to) other sites defined on the Proposals Map as Critical Natural Assets, if it is satisfied that the proposed

development will not harm the ecological, scientific, geological, geomorphological or landscape qualities and interest of the site and the designated area.

Explanation

The features leading to areas being designated as Critical Natural Assets are outlined in Schedule 1 of Appendix C. Development will not normally be permitted in these areas unless it complies with an approved Management Plan (see paragraph 6.20).

Justification for Policy 44A

See Paragraphs 6.12 to 6.21

Policy 44A will be implemented by:

*Development Control procedures;
Making Tree Preservation Orders;
The use of legal obligations, where necessary*

POLICY 44B: Basic Natural Stock

Within the areas shown on the Proposals Map as Basic Natural Stock, planning permission will be granted for small scale developments incidental to open space uses which can be carried out without harming the ecological, scientific, landscape, recreational or other amenity value or interest of the area.

Planning permission will not be granted for other types of development, unless the Local Planning Authority is satisfied that:

1. the ecological, scientific, landscape, recreational or other amenity value of the site concerned (and its contribution to the wider area in which it is situated) will not be diminished significantly by the development, or is to be compensated for fully by enhancing an adjacent Low Value Site or an adjacent area of Functional Open Space not required for another function; or,
2. it is infrastructure development, essential for the well-being of the community as a whole, which cannot satisfactorily be accommodated on another, Low Value Site; and,
3. adequate measures are incorporated in the development scheme to protect or enhance the ecological, scientific, landscape, recreational or other amenity qualities of the locality;

and;

- a) adequate measures are incorporated in the development scheme to protect or enhance the ecological, scientific, landscape, recreational or other amenity qualities of the locality;
- b) where necessary, developers enter into suitable legal obligations to secure the provision of any items or features necessary to meet the other requirements of this policy;
- c) the development satisfies the design, amenity and access requirements of other policies in this Local Plan;
- d) the development does not conflict with the requirements of other policies in this Local Plan relating to the particular land use(s) involved, or the general locational requirements of Policy 1;
- e) the development is consistent with Policy 43 (Green Wedges).

Explanation

The features leading to areas being designated as Basic Natural Stock are outlined in Schedule 2 of Appendix C. "Low Value Site" is defined in Paragraphs 6.31 - 6.32.

"Functional Open Space" is defined in Paragraphs 6.28 - 6.30;

Where it is necessary, applicants for planning permission may be required to submit a statement explaining how a particular development proposal would affect ecological, landscape, recreational or other amenity qualities and what measures are to be taken to safeguard the area's value or interest.

Justification for Policy 44B

See Paragraphs 6.22 - 6.32

Policy 44B will be implemented by:

*Development Control procedures,
The use of legal obligations, as and when necessary.*

POLICY 44C: Protected Species

Planning permission will not be granted for development which would harm plants or animals protected by law, or their habitats, except where the Local Planning Authority is satisfied that adequate protection will be secured by the use of planning conditions or planning obligations.

Justification for Policy 44C

See Paragraphs 6.36 to 6.37

Policy 44C will be implemented by:

Development Control procedures and any necessary legal obligations

POLICY 45A: Trees and Other Ecological and Landscape Features on Development Sites

The Local Planning Authority will require all new development proposals to have full regard to:

- the retention or enhancement of existing trees, shrubs, hedgerows, water courses, areas of open water or other features of wildlife or geological or geomorphological interest within the site;
- opportunities to introduce areas of semi-natural habitat, suitable species of trees and plants and other features to attract wildlife within landscaping schemes to be carried out as part of the development.

Where it considers it to be necessary to the determination of planning applications, the Local Planning Authority will require developers to provide a professionally prepared assessment of the application site identifying features of landscape and ecological interest and/or amenity value, and the measures which are to be taken to ensure their retention, conservation or enhancement.

Justification for Policy 45A

See Paragraphs 6.12 to 6.35

Policy 45A will be implemented by:

Development Control procedures; Making Tree Preservation Orders; The use of legal obligations, where necessary.

POLICY 45B: Developer Contributions to the Enhancement of Ecological and Landscape Assets

Where the amenity of a proposed development will benefit significantly from its proximity or relationship to land in the form of, or proposed as, publicly accessible open space, the Local Planning Authority will negotiate with developers for contributions towards the enhancement of the enjoyment of those areas by the public.

Justification for Policy 45B

See Paragraphs 6.33 to 6.35

Policy 45B will be implemented by:

Development Control procedures and any necessary legal obligations.

POLICY 46A: Woodland and Other Major Planting Initiatives

As and when resources allow:

- 1) new woodland will be established on City Council owned land at the eastern end of Great Northern Terrace (In such a way that road access to the proposed eastern By-pass is not precluded) and will also be considered as one option for the use of land to the west of Swanpool Wood;
- 2) major planting schemes will be undertaken to provide linear buffers:
 - between the Ermine Estates and the Lincoln Relief Road;
 - along the boundaries of Oak Farm where these abut the Lincoln to Newark railway and the Swanpool Estate, in advance of the proposed development at Skewbridge;
 - along major routes (road, rail and water) into the City Centre.

Justification for Policy 46A

See Paragraphs 6.38 to 6.43

Policy 46A will be implemented by:

Pursuing the Woodland Management Strategy.

POLICY 46B: Protecting the Water Environment

Planning permission will only be granted for development in, under, over or adjacent to lakes, ponds and watercourses if the Local Planning Authority is satisfied that adequate measures will be taken to:

- safeguard the biodiversity and ecology of the area;
- prevent pollution and other degradation of the water environment;
- minimise flood risk;
- mitigate against erosion;
- protect the public;
- safeguard access for maintenance.

Justification for Policy 46B

See Paragraphs 6.44 to 6.46

Policy 46B will be implemented by:

Development control procedures;

Liaison with Environment Agency and Upper Witham Internal Drainage Board

POLICY 46C: Protecting Open Water Features

Planning permission will not be granted for development which would result in the loss of open Water Features (including their margins) shown on the Proposals Map through their culverting or enclosure by other means, except where the Local Planning Authority is satisfied that such works are unavoidable in achieving the satisfactory development of land.

Justification for Policy 46C

See Paragraphs 6.44 to 6.46

Policy 46C will be implemented by:

Development Control procedures.

POLICY 47A: Agricultural Development

Where it is required, planning permission will be granted for agricultural development on agricultural holdings provided:

- development proposals do not conflict with the amenities of adjacent land uses, through the provision or adequacy of access arrangements, traffic generation, noise and other forms of pollution;
- development involving new or expanded accommodation for livestock, including slurry or sewage sludge storage facilities, is not sited within 400 metres of a "protected building";
- the visual impact of development is minimised, wherever possible and reasonable, by siting it next to existing buildings on the holding.

Explanation

Agriculture is defined as "horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, oster land, market gardens and nursery grounds and the use of land for woodlands where it is ancillary to the farming of land for other purposes" (Town and Country Planning Act, 1990)

"Protected building" means "any permanent building which is occupied by people or would be so occupied, if it were in use for which it is apt, but does not include - a building within the agricultural unit or a dwelling or other building on another agriculture unit which is used for or in connection with agriculture" (Town and Country Planning (General Permitted Development) Order, 1995).

Justification for Policy 47A

See Paragraphs 6.47 to 6.49

Policy 47A will be implemented by:

Development Control procedures.

POLICY 47B: Diversification of Agricultural Use

Development proposals intended to help diversify an agricultural holding's economy will be approved for:

- 1) business, industry, leisure or sporting use and mixtures of such uses;
- 2) farm shops (where planning permission is required),

provided that:

- where a change of use of an existing building (including redundant buildings) is involved, and the existing building is considered to be an asset to landscape quality, its character will not be compromised by works to achieve a change of use;
- where new buildings are involved, they are small scale and functionally linked to either a farm shop or to a field based, open air, leisure or sporting activity of a predominantly quiet character, and are, wherever possible and reasonable, grouped with existing buildings.

Justification for Policy 47B

See Paragraphs 6.50 to 6.54

Policy 47B will be implemented by:

Development Control procedures

POLICY 48A: Existing Playing Fields

Planning permission will not be granted for the development for other purposes of land used (or last used) as a playing field unless the Local Planning Authority is satisfied that either:

- the need for the playing field no longer exists, bearing in mind the standard of provision aimed at by this Local Plan - i.e. a minimum of 1.6 to 1.8 hectares per 1000 residents, of which 1.2 hectares should be sports pitches; or,
- alternative provision is to be made of at least an equal scale, quality and convenience to users; or,
- within (or associated with) a school or other education campus, the change of use relates solely to an education use; or,
- sports and recreation facilities can best be retained and enhanced through the redevelopment of a small part of the site,

and that:

- change of use proposals comply, where relevant, with Policy 43 (Green Wedges) or with this Plan's policies for other land uses.

The erection of new buildings, and the change of use or extension of existing buildings within such areas will be approved where the use of the building or the facilities to be provided will be ancillary to the primary use of the land for the playing of outdoor or indoor sports or other similar recreational pursuits or for educational purposes provided that:

- they do not result in a net loss of playing area;
- they do not compromise road safety nor conflict with the amenities of adjacent land uses through the provision or adequacy of access and parking arrangements; traffic generation and other problems of operational disturbance and visual intrusion, including floodlighting;

- the Local Planning Authority is satisfied that the nature and scale of any social facilities to be provided will meet a community need and would be unlikely to conflict with other local plan policies for the protection of the vitality and viability of the City Centre;
- they do not harm the landscape or ecological qualities of the site or its vicinity and do not reduce or harm the visual or other amenities of the locality.

Justification for Policy 48A

See Paragraphs 6.55 to 6.59.

Policy 48A will be implemented by:

Development Control procedures

POLICY 48B: Additional Playing Fields' Provision

In order to meet the standard of provision aimed at by this Local Plan, the following sites have been included on the Proposals Map for playing fields:

| Proposals Map Ref.: | Location |
|---------------------|---|
| PPF1 | King George V Playing Fields (extension). |
| PPF2 | Former Wragby Road Allotments. |
| PPF3 | Land west of the Prison. |
| PPF4 | Land at Skewbridge. |
| PPF5 | Field off Sincil Bank. |
| PPF6 | Skellingthorpe Road Playing Fields (extension). |
| PPF7 | Land at Melbourne Road and adjacent site. |
| PPF8 | Rear of Moorland Avenue. |

Development in these areas (including access and parking arrangements and small scale developments intended to improve the amenity of the playing field use) will be subject to the same detailed criteria applied in Policy 48A.

Where the development of further housing (including additions to housing stock from changes of use) may reasonably be expected to increase the level of demand for playing field facilities, developers will be expected to contribute to the establishment of the additional playing fields listed above, on a *pro rata* basis, in accordance with the method set out in Appendix D, unless satisfactory provision is to be made on-site for playing facilities to meet the additional requirements generated by the development proposed.

Justification for Policy 48B

See Paragraphs 6.60 to 6.63

Policy 48B will be implemented by:

Development Control procedures and legal obligations.

POLICY 49: Floodlighting

Proposals for the floodlighting of areas used or to be used for formal and informal sport or recreation will be permitted provided that the amenities of adjacent areas and the ecological value of adjacent land are safeguarded from noise and disturbance, intensity and spread of illumination and the visual impact of lighting equipment.

Explanation:

Planning conditions will be attached, where necessary to control matters such as intensity of illumination, direction of light-throw and hours of operation.

Justification for Policy 49

See Paragraph 6.58

Policy 49 will be implemented by:

Development Control procedures.

POLICY 50A: Golf Courses

As one of a choice of possible uses (see also Policy 46A), proposals to develop a golf course will be approved on land bounded to the north by the Boutham/Skellingthorpe Main Drain, to the south by the Western Link Greenway, to the east by Swanpool Wood and the B.B.C. radio installation and to the west by the City boundary, provided that:

- 1) access arrangements and other infrastructure servicing the White Cottage are secured;
- 2) access to the course is taken from one of the junctions proposed on the Western Link Greenway and adequate on-site parking is provided;
- 3) landscaping and layout proposals for the course:
 - a) safeguard the amenity of the White Cottage, including from noise, disturbance, loss of privacy and visual intrusion;
 - b) allow for the creation of surface water drainage and balancing systems capable of catering for the needs of new development proposed in the Skewbridge area;
 - c) do not involve the artificial raising of substantial areas of land lying naturally below the 4 metres' contour (O.D.N.) and that where the raising of small areas of such land within the site is proposed this is compensated for by land within the site, lying naturally above the 4 metres' (O.D.N.) being lowered;
 - d) safeguard and enhance existing features such as trees, hedgerows and ditch systems, as well as the nature conservation interest associated with the Main Drain embankment, Swanpool Wood and the surface water drainage system;
 - e) provide substantial buffer strips between the course and both the Western Link Greenway and the Main Drain.

Justification for Policy 50A

See Paragraphs 6.64 to 6.66

Policy 50A will be implemented by:

Development Control procedures

Through the additional control available to the City Council by its ownership of land at Skewbridge.

POLICY 50B: Noisy and Other Intrusive Sports and Recreational Activities

Planning permission will not be granted for buildings or open land or water for motorised or other noisy sports or recreational activities, unless the Local Planning Authority is satisfied they would not cause annoyance or other detriment to occupiers and users of nearby land or buildings, or the ecology or landscape quality of the area.

Justification for Policy 50B

See Paragraphs 6.67 to 6.68

Policy 50B will be implemented by:

Development Control procedures.

POLICY 51: Allotments

Planning permission will not be granted for development involving the change of use of allotment land unless:

- the allotment concerned is substantially under-used, has remained so over a significant period, the prospect of increased demand for plots on it appears unlikely to justify its retention, and arrangements are made for the transfer to other allotments of remaining tenants;

and, subject to the above:

- where the allotment falls within a 'green wedge', the land involved is to be retained in a form of open space use (which may include tree planting schemes) which does not detract from the wedge's ecological interest or landscape value.

Justification for Policy 51

See Paragraphs 6.69 to 6.78

Explanation

In the case of a statutory allotment the Secretary of State's consent (under Section 8 of the Allotments Act, 1925, amended by the Agricultural Land (Utilisation) Act, 1931) must first be obtained for the discontinuance of the allotment

Policy 51 will be implemented by:

Development Control procedures

Through the City Council's ownership of land, management and capital programmes

POLICY 52A: Major Areas of Informal Open Space

The following areas will be devoted primarily to casual or recreational use:

| Proposals Map Ref.: | Location |
|----------------------------|--|
| OP1 | Corner of Nettleham Road and Searby Road |
| OP2 | Whitton's Park |
| OP3 | Hobbler's Hole |
| OP4 | Workhouse Burial Ground (Long Leys Road) |

| | |
|------|--------------------------------------|
| OP5 | West Common |
| OP6 | Former Yarborough Road Allotments |
| OP7 | Parker's Piece |
| OP8 | Cow Paddie |
| OP9 | Skewbridge Swath |
| OP10 | South Common |
| OP11 | Swanpool Wood |
| OP12 | Hartsholme Country Park |
| OP13 | South West of Jasmin Road, Birchwood |
| OP14 | Adjacent to White Bridge, Birchwood |
| OP15 | Birchwood Community Park |
| OP16 | Adjacent to Birchwood Avenue |
| OP17 | Hospital Plantation |
| OP18 | Boultham Moor Wood |
| OP19 | Starmer's Pit |
| OP20 | Uffington Avenue |
| OP21 | Newark Road Parkway |
| OP22 | Land at Greenbank Drive |
| OP23 | River, Drain and Canal Banks |

Planning permission will only be granted for development in these areas where it is small scale and ancillary to the casual or informal recreational use of the area.

Justification for Policy 52A

See Paragraph 6.79 to 6.81

Policy 52A will be implemented by:

Development Control procedures

POLICY 52B: Formal Public Parks, Gardens and Monuments

Development proposals, within or adjacent to the following public parks and gardens:

Proposals Map Ref.:

PG1

PG2

PG3

PG4

PG5

Proposals Map Ref.:

The Lawn

Temple Gardens

Lincoln Arboretum

Hartsholme Country Park

Boultham Park

or which impinge directly or indirectly on the setting of the following public monuments:

- War Memorials
- Statuary

will only be approved where they:

- are necessary for the maintenance of, and/or would facilitate the public's enjoyment of the park, garden or monument; and/or,
- do not detract from the character, appearance, setting, features or purpose of the park, garden or monument.

Justification for Policy 52B

See Paragraphs 6.82 to 6.84

Policy 52B will be implemented by:

Development Control procedures

POLICY 53: Cemeteries

Planning permission will be granted for the use of land to the north of Canwick Road New and St. Swithin's Cemeteries as a cemetery subject to the provisions of Policy 43 and satisfactory details in respect of access, landscape setting (including boundary treatment and the retention of existing features such as trees and hedgerows), cemetery layout (including roadways and paths) facilities for burial parties and visitors and operatives, and surface water drainage.

Justification for Policy 53

See Paragraphs 6.85 to 6.86

Policy 53 will be implemented by:

*Development Control procedures.
City Council's Capital Programme.*

POLICY 54: Existing Uses in Green Wedges

Planning permission will be granted for the further development of existing uses within Lincoln's Green Wedges provided that such proposals:

- conform with the provisions of Policy 34 (Chapter 5: Built Environment) and the other policies in this Chapter of the Local Plan;
- are contained within the existing use's curtilage, (unless, exceptionally, the operational needs of a utility service leave no alternative but to extend);
- do not compromise the value of the Green Wedge, through the generation of traffic, noise and other forms of pollution or visual intrusion.

Justification for Policy 54

See paragraph 6.87

Policy 54 will be implemented by:

Development Control procedures.

POLICY 55: "Long" Views Into and Out of the City

Development proposals will not be permitted where they would obstruct or otherwise impinge upon:

A. Views of the historic hilltop City and/or the Lincoln Edge and Witham gap from:

1. the A57 and the Eastern By-pass (A46), defined by an arc between the Boultham Catchwater Drain and Lowfields Farm;
2. the banks of the Boultham Catchwater Drain where it traverses the Skewbridge Swath;
3. Tritton Road north of its junction with Skellingthorpe Road;
4. the Witham Valley from the City's Southern Boundary north to Marjorie Avenue;
5. the axis of Newark Road (north of the Bracebridge) and the High Street;
6. Sincil Bank;
7. the South Common and Canwick and Cross O'Cliff Hill;
8. the line of the Eastern By-pass where it crosses the floor of the Witham Gap;
9. the City boundary on Greetwell Road;
10. along Wragby Road from the crest of Bunker's Hill;
11. the crest of the King George V playing field and Wolsey Way open space;
12. along Nettleham Road from its junction with Wolsey Way;
13. along Riseholme Road from the City boundary.

B. Viewpoints out from the City from:

14. the Lincoln Edge at Higson Road, Carline Road, Yarborough Road, Lindum Road and Lindum Terrace;
15. the historic City, including the Cathedral's main tower, the Castle's walls and observatory tower and the top of Michaelgate;
16. towards the Trent Valley from the South Common and towards the Lincolnshire Wolds from King George V Playing Fields.

Justification for Policy 55

See Paragraphs 6.88 to 6.94

Policy 55 will be implemented by:

Development Control procedures.

Objectives

The policies and proposals for Homes in the Local Plan are designed to:

- work towards Lincoln and the wider Lincoln Area having a more sustainable land use distribution;
- secure an adequate and continuous supply of land for housing, to fulfil Structure Plan housing requirements to 2001 and its provisional requirements to 2011;
- provide for a choice and range of accommodation, to meet the needs of all sections of the community;
- plan for the consequences for the local housing market of the expansion of further and higher education;
- promote housing development to enhance Lincoln's social and economic health and as an important component of urban regeneration and conservation;
- secure high environmental quality in new housing development and improve the standard of accommodation and environment in existing housing areas.

7.1 Through this Local Plan the City Council has set itself the task of achieving a more sustainable land use distribution across Lincoln.

7.2 In the context of the wider Lincoln area, meeting housing needs by making full and effective use of land within or immediately adjoining the built up area will contribute to meeting that objective. Concentrating new residential development on the urban area offers more opportunity to reduce reliance on the private car, to make public transport viable and to increase the likelihood of people using the alternatives of cycling and walking. Providing more homes in and around the City Centre (in the Central Mixed-Use Area) and in District Mixed-Use Centres, through new building, conversions and changes of use, should also reduce dependence on cars, add to the types of housing available in the City, (through initiatives such as "Living Over the Shop") and help to invigorate Central Lincoln, especially in the evenings. (see Chapter 4: "Urban Regeneration").

7.3 Nevertheless, the amount of land for new housing required by the Structure Plan will also mean the use of certain "greenfield" sites. The Skewbridge area is, by far, the largest of these. By making such allocations, the City Council has sought to fulfil its responsibility to encourage urban based and, therefore, more sustainable development, while retaining its ability to meet other economic and social objectives identified as important to the concept of sustainability. These include safeguarding the interests of future generations by providing land for jobs, community and leisure facilities and open space in all its forms, as well as conserving the best of the past for them to enjoy.

Structure Plan Housing Requirements

a) The Approved Structure Plan (1988 to 2011 inc.).

7.4 While this Local Plan has an end-date of 31st December, 2010, that of the currently approved County Structure Plan and, therefore, of its policies to which this Local Plan must conform, is 31st December, 2000. Generally speaking, the content of the Structure Plan's policies is such that they are not critically tied to an end-date. The exception is that dealing with new housing provision, which includes a house-building requirement for each District.

7.5 Approved Structure Plan housing requirements are important. They are the source of the average annual building rates (after an allowance for completions) used to calculate the five years' supply figure for land available for new housing, which Government (in PPG3: "Housing") advises local planning authorities to maintain, continuously. A failure to do so may contribute to development being allowed, on appeal to the

Secretary of State, in locations originally opposed by the local planning authority. Consequently, in Lincoln's case, where the assessment of this Local Plan is that opportunities for larger scale housing developments are likely to be exhausted in the foreseeable future, it becomes especially important that the Structure Plan's housing requirements are rolled forward (to 2011) and revised to reflect that conclusion.

- 7.6 The presently approved Structure Plan requires the construction of about 4,800 new dwellings in the City between 1st January, 1988 and 31st December, 2000. Progress towards meeting that has been as follows (at 31st March, 1996)

| | | |
|--|-------|-----------|
| A. Initial Requirement | 4,800 | dwellings |
| B. Completions | 2,162 | dwellings |
| C. Residual Requirement | 2,638 | dwellings |
| D. Average Annual Completions to meet Residual Requirement | 555 | dwellings |
| E. PPG3: Housing - 5 Year's Supply Figure | 2,775 | dwellings |

Assuming an average density of 20 dwellings per hectare, (except in the case of H4 and H5 - Land south-west of Woodfield Avenue where the provisions of the Birchwood Local Plan have been assumed, and H9 and H11 where the Council has already committed itself to support higher density developments given their position within the built-up area and/or their proximity to the Nettleham Road District Mixed-Use Centre), the estimated number of dwellings which could be provided as a result of the new housing land allocations set out in Policy 56A are as follows:

| Proposals Map Ref: | Location: | Dwellings: |
|--------------------|--|------------|
| H1 | Skewbridge | 2000 |
| H2 | Land North of Greetwell Quarry | 400 |
| H3 | Land at St. George's Hospital | 300 |
| H4 and H5 | Land south-west of Woodfield Avenue | 250 |
| H6, H7 and H8 | Land in the Witham Valley | 155 |
| H9 | Land north-west of Nettleham Road | 150 |
| H10 | Land South of Long Leys Road | 60 |
| H11 | Land between Goldsmith Walk and Wolsey Way | 80 |

- 7.7 These new allocations, together with extant and lapsed planning permissions, indicated that, at 1st April, 1996, Lincoln had the capacity to accept about 4,299 new dwellings (including those then under construction). At the average annual completion rate to meet the residual requirement (D in the above schedule) these would be used up by 2004.

- 7.8 Of more immediate concern was the City's ability to sustain its 5 years' supply figure (E in the above schedule). The test here is that there is sufficient land -

"Genuinely available, in practical terms, to enable the policies and proposals in approved Structure Plans and adopted Local Plans to be carried forward. This means that sites must not only be free, or readily freed, from planning, physical and ownership constraints, but must also be capable of being developed economically, be in areas where potential housebuyers want to live and be suitable for the wide range of housing types which the housing market requires" (PPG3: Housing)

- 7.9 At 1st April, 1996, Lincoln had a land bank for new housing equivalent to about 2299 dwellings which, in the Local Planning Authority's opinion, met at least the planning and physical constraints set out above. It represented a minimum shortfall of about 500 dwellings against the five years' supply figure derived from the approved Structure Plan's housing requirement. The land bank included all sites subject to an extant or

lapsed planning permission, together with most of the proposed allocations in Policy 56A, but with the important exception of those within the Skewbridge Area (see Special Policy 103).

b) The Structure Plan Review - Provisional Housing Requirement (1991-2011 Inc.)

7.10 Given the recession in the housing market in recent years, the shortfall identified above is not likely to prove critical in the short term. But once development picks up, the situation could change quickly - and to Lincoln's detriment, with the City faced by a rapidly depleting supply of available housing land and an unsustainable five years' housing supply figure derived from the currently approved Structure Plan.

7.11 Consequently, the City Council has pressed for and welcomes the re-assessment of Structure Plan housing requirements as part of the current Structure Plan review. In Lincoln's case, the County Council has accepted that the housing requirement will be determined by the City's physical capacity to accept new development. That is already constrained by the highly urban character of Lincoln's relatively small administrative area and is further limited by its citizens' needs for formal and informal open space, landscape and nature conservation priorities, the land requirements of the City's Economic Development Strategy and safeguards against flood risk (all of which have been taken into account in this Local Plan).

7.12 A figure of 5,400 new dwellings has been provisionally agreed as Lincoln's housing requirement for the period 1st January, 1991 to 31st December, 2010, but remains subject to re-assessment as the current Structure Plan Review proceeds and plans and proposals for some of the allocations listed in Policy 53A are developed. The (provisional) requirement for new housing excludes net additions to accommodation which may result from changes of use, the conversion of redundant buildings and purpose built student accommodation. Similarly, any additions to housing stock accruing from these sources will not be counted towards meeting the Structure Plan's housing requirements.

7.13 Progress towards meeting the Structure Plan Reviews' provisional housing requirement has been as follows. (at 31st March 1996),

| | |
|---|------------------------|
| A. Initial Requirement | 5,400 dwellings |
| B. Completions | 1,196 dwellings |
| C. Residual Requirement | 4,204 dwellings |
| D. Average Annual Completions to meet Residual Requirement | 285 dwellings |
| E. PPG3: Housing - 5 Year's Supply Figure | 1,425 dwellings |

7.14 At 1st April, 1996, Lincoln had a land bank for new housing equivalent to about 2,299 dwellings which, in the Local Planning Authority's opinion was available in terms of the planning and physical constraints cited in PPG3. "Housing" - a figure comfortably in excess of five years' supply figure derived from the Structure Plan Review. The land bank included most of the proposed allocations in Policy 56A (but with the important exception of those within the Skewbridge area) and other sites subject to an extant or lapsed planning permission (the latter regarded as an estimate of possible "windfall" sites).

7.15 The scale of the allocations proposed at Skewbridge (i.e. about 2000 dwellings) enables the Structure Plan Review's provisional housing requirement, and that in Policy 56A, to contemplate provision for at least 5,400 new dwellings. That figure could, eventually, be increased (bearing in mind that an element of extant and lapsed planning permissions and proposed allocations will, inevitably, not be taken up) once more detailed plans and proposals for Skewbridge and the other allocations listed in Policy 56A are forthcoming. That should be reflected in the continuing Structure Plan review and in a subsequent review of this Local Plan. Meanwhile, the prospects for Skewbridge's development should be treated with caution. They depend on the construction of the Greenway (see Policy 13) and upon significant on site works, particularly for surface water drainage and to the Skewbridge tip. The prospects for Skewbridge's development will need to be regularly reviewed and, if necessary, action taken to amend this Local Plan's and the Structure Plan's housing requirements.

Town Cramming

- 7.16 Government advice (*PPG 3: "Housing"*) encourages the "full and effective use" of land within urban areas for new housing, as well as other uses. The objective is to minimise the development of "greenfield" sites, a main principle in achieving more sustainable land use distributions. The same advice, however, warns against "town cramming" and with it the loss of valued open space and general amenity.
- 7.17 This Local Plan's delineation of Mixed-Use Areas (*see Proposals Map*) has as one of its purposes, the re-use of derelict and under-used land and buildings, particularly in and around the City Centre, with an emphasis placed on achieving more residential accommodation. Development in Mixed-Use Areas and infill development generally, will be subject to careful control to ensure "town cramming" is avoided.
- 7.18 Building new homes within large gardens of existing houses is a particular form of infill development which has become increasingly popular - especially in the City's more spacious suburbs. In some cases, it may be possible to sub-divide an existing plot and to develop new housing without detriment to either the character of the wider area or to neighbours' amenities. However, the City Council recognises that private gardens contribute both to amenity and recreational needs. Established housing areas have their own physical character so that even where plot size may indicate sufficient room for new housing, its introduction can disrupt a settled, attractive environment by adding a discordant note through differences in design, materials and other detailing and from overshadowing, impact on outlook and vehicles. The City Council has issued Supplementary Guidance on this matter - *Planning Advice to Applicants - Note 17: "Development of Garden Land for Houses in Suburban Locations"*.

Choice and Range of Dwellings

- 7.19 The development opportunities set out in this Plan should, given the physical and environmental constraints described earlier, enable the City to offer an adequate mix of dwelling types, sizes and tenure to meet the needs of, and give choice of location to, Lincoln's existing and future households.
- 7.20 While the private sector will both lead and seek to respond to demand for different types, sizes, styles and tenure of housing, the City Council is anxious that provision reflects the dwelling size and tenure needs of all households. Current and predicted household formation trends have dramatic implications for both matters.
- 7.21 "Official" household projections predict that almost 70% of the increase in County households, between 1996 and 2011, will be people living alone. That is the product of a variety of interrelated and on-going social and demographic trends. Its effects are likely to be more marked in the County's urban areas, especially in Lincoln, where it will be augmented both by a burgeoning student population and by more localised demographic factors such as Lincoln's propensity to a disproportionate share of lone parent households and households on low incomes containing children. These factors point to a growing need for smaller one and two bedroom homes, both for sale and rent.
- 7.22 Some of that will be in the form of a local need for "affordable" housing. Some of it may well result in a growing market for non-self-contained accommodation, both newly built and from conversions/changes of use, as well as in the form of non-permanent accommodation.

Affordable Housing

- 7.23 There is a continuing and sizeable need for affordable housing in Lincoln. The Council defines that need, in general terms, as the number of City households with incomes insufficient to pay market prices or rents for adequate accommodation. The criterion of "adequate accommodation" is important. A household's present accommodation may be unsatisfactory because of its size (too small or too large) or because it lacks basic amenities, including adequate access and internal arrangements. Such inadequacies are particularly significant where the elderly, disabled or dependent children are involved.
- 7.24 Evidence of the scale, nature and persistence of local need for affordable housing is found in:
- i. the City Council's housing and transfer waiting lists;
 - ii. homelessness cases - especially those in priority need;

- iii. the number of City households in receipt of housing/council tax benefit;
- iv. the City's dominant role in providing rented accommodation and lower priced owner occupied property within the Lincoln Travel to Work Area - a role emphasised by its relative isolation when compared to other major urban centres in England.

7.25 At present the number of households in receipt of housing/council tax benefit is probably the best indicator of the need for affordable housing, insofar as their recipients are, by definition, unable to afford their accommodation. These records show that at any given time between 25% and 35% of the City's households have needed help with living costs. Despite fluctuations within that range, caused by changing levels of unemployment, cyclical factors in the City's demography, greater awareness of entitlement and the impact of one-off events, such as the closure of large mental institutions in the locality - the trend has been towards an increasing proportion of households in receipt of benefit.

7.26 The Council believes that this will continue, primarily because of established socio-demographic trends and their impact upon household types and formation rates. Official Household Projections (to national and County level and, it is assumed, at City and District level) show a burgeoning number of single person households - while Lincoln has a record of having a disproportionate number of lone parent households. Analysis of Housing/Council tax benefit claimants and those on the City Council's housing waiting list, shows that both single person and lone parent households have a distinct propensity to need housing support. Also, the expansion of higher and further education in the City during the Plan period will lead to increasing numbers of students competing in the local housing market. While the impact of that cannot be gauged, at the moment, it could, dependent on the balance of supply and demand, increase costs at the "affordable" end of the market.

7.27 Government guidance about the inclusion of affordable housing policies in Local Plans (*DoE Circular 13/96*) suggests that "authorities should indicate in the plan how many affordable homes need to be provided throughout the plan area". The City Council has concluded that it should set a target for additional affordable housing provision (1996 to 2011 inclusive) of 1000 homes - based on the assumption that the current proportion of City households in receipt of housing/council tax benefit is likely to continue. That target will be reviewed throughout the Plan period.

The same guidance also suggests that local plans should "set indicative targets for specific suitable sites" - bearing in mind site suitability and the economics of provision. Consequently, the City Council has proposed the following indicative targets for affordable housing on the allocations for new housing set out in Policy 56A, as the basis for further negotiation with developers - during which the idiosyncrasies and detailed economic considerations associated with sites may be explored:

| | |
|---|----------------------|
| Land at Skewbridge | 222 dwellings |
| Land North of Greetwell Quarry | 44 dwellings |
| Land at St. George's Hospital | 33 dwellings |
| Land south-west of Woodfield Avenue | 28 dwellings |
| Land in the Witham Valley | 17 dwellings |
| Land north-west of Nettleham Road | 17 dwellings |
| Land South of Long Leys Road | 7 dwellings |
| Land between Goldsmith Walk and Wolsey Way | 9 dwellings |

7.28 In proposing these targets the City Council has taken the view that the size of sites concerned (which meet DoE Circular 13/96 criteria) and their location within the existing/planned contiguous urban area is prima facie evidence of their suitability as locations for affordable housing. That view is supported by both Lincoln's relative isolation from other major urban centres and the settlement and employment patterns within its catchment, which put a particular onus on the relative suitability of the urban area as a location for affordable housing.

7.29 The indicative targets shown for each proposed new housing allocation take general account of market considerations, in that they are based on experience during the last period of major housing development in

Lincoln in the late 1980s. That showed about two thirds of all new housing was first occupied by a household from outside the City - with the remaining third taken by City households. The indicative targets, therefore, discount two thirds of a site's capacity and take a third or the remainder, to equate to the proportion of City households in receipt of housing/council tax benefit.

A similar approach will be applied to proposals for residential development, on any other sites, which meets the guidance on size set out in Policy 57.

Arrangements to provide affordable housing will be secured by conditions attached to planning permissions and/or planning obligations which will seek to ensure that affordable housing achieved remains affordable in perpetuity, and to specify arrangements for the control and management of the housing directly through an agent or by a Housing Association, Housing Trust or other similar body.

Purpose Built Self-Contained Flats and Houses in Multiple Occupation

7.30 This Local Plan distinguishes between self-contained accommodation, including self-contained flats, and not self-contained accommodation, effectively the various forms of housing in multiple occupation (HIMOs)

7.31 The City Council recognises that the anticipated growth of single person households within the indigenous population, together with an expanding student population, will lead to proposals from higher/further education institutions (beyond their campuses) and almost certainly from the private sector for purpose built HIMOs. The planning issues associated with such development will be essentially the same whether it is intended for students, the indigenous population or a mix of both. The City Council intends to limit this type of new development to the Central Mixed-Use Area and Education Development Districts, as shown on the Proposals Map. Its reasons for doing so are:

- to contribute to the regeneration of Central Lincoln (See Chapter 4: "Urban Regeneration"),
- to protect the amenities of areas shown on the Proposals Map as "predominantly residential",
- to ensure that as many students as possible live within cycling and walking distance of their higher education centre, or can rely on public transport.

The Conversion of Housing and other Buildings to Self-Contained Flats and to HIMOS

7.32 Proposals to convert existing buildings, both in residential and other uses, into self-contained flats or forms of multi-occupation (HIMOs) commonly present issues about the maintenance of public health and safety standards (e.g. overcrowding, fire safety), the protection of amenity for both neighbours and the occupiers of the proposed conversion (e.g. noise, disturbance, parking arrangements) and the loss of conventional "family accommodation". The number of houses in non self-contained multi-occupation (HIMOs), in particular, have increased to an estimated 350+ during the 1980s. That has been reflected in a sharp rise in complaints and general public concern about HIMOs.

7.33 This Local Plan's response to what is a vexed matter, is intended to find a reasonable compromise between the demand for conversions and the types of accommodation they provide and the interests of neighbours. Only larger residential properties or other buildings either in other uses, or formerly in other uses and now redundant, will be considered for conversion. In the case of larger residential properties, because there is a limited and reducing supply of such accommodation in Lincoln, the City Council will need to be convinced (and will, through the City Housing, Forum monitor) whether or not there is demand (relative to the circumstances of the local housing market at the time) for such property for conventional family use. In the case of "other buildings", the City Council is convinced that there is considerable scope for conversion of former industrial, warehouse and other commercial properties to residential use. Notable examples of these occur on the Waterside (e.g. Doughty's Mill) as well as back street sites within Victorian and Edwardian terraces. Other examples occur throughout the City. The opportunities for conversions, particularly in central locations, if realised, will help fulfil the Plan's objective of working towards a "sustainable" land use distribution as well as contribute to environmental improvement by bringing redundant buildings back into use and removing the impact on residential amenity of land uses no longer considered compatible with housing.

- 7.34 The City Council wishes to prevent the conversion of all small 2 and 3 bedrooed terraced housing, primarily, but not exclusively from the Victorian and Edwardian eras. While conversion to self-contained flats or multi-occupation of these properties should be resisted for amenity reasons alone, these homes also provide Lincoln with a valuable source of first time buyer and cheaper, family accommodation, which the Authority wishes to see maintained.
- 7.35 The City Council will be prepared to approve the conversion of larger detached, semi-detached and terraced properties to self-contained flats, where the size, amenity and other criteria can be met. It will not approve the conversion or use of larger terraced properties for any form of non self-contained accommodation. The reason for making that distinction is the number and turnover in households such a conversion or use could house and generate, compared to those of the same property converted to self-contained flats. In the City Council's experience, the greater number and turnover in households, typical of non self-contained accommodation, impacts detrimentally on neighbours' amenities, especially from noise and disturbance, lack of repair and maintenance of property and pressure on local parking. For similar reasons, the Authority will not approve the conversion or use of larger semi-detached property for multiple non self-contained accommodation unless the other part of the semi-detached property is in authorised use as multiple non self-contained accommodation and the size, amenity and other criteria, mentioned above, can be met.
- 7.36 A common source of public anxiety and complaint about existing conversions to self-contained flats and, especially, multiple non self-contained accommodation, is their poor state of repair and maintenance. That includes their curtilages, boundary walls and fences etc. It is a problem largely found in the rented sector, and can impact dramatically on the amenity of residential and mixed-use areas. Where the condition of land or buildings is such that it adversely affects the amenity of an area, the City Council will consider serving a Notice under S.215 of the Town & Country Planning Act, 1990, requiring the owner/occupier to remedy the problem.
- 7.37 Planning legislation is not the only means open to the City Council to seek to control and improve standards in HMOs and other residential property. Housing and Public Health legislation, as well as Building Regulations, all have a part to play.
- 7.38 Apart from direct powers, the Local Authority can use its influence in partnership/consultation with others to ensure adequate standards - i.e. through the Student Housing Forum it has initiated and is encouraging the use of student housing accreditation schemes by higher education institutions to influence and monitor the quality of private sector provision.

Purpose Built/Converted Accommodation Solely for Students

- 7.39 Given the ultimate scale of Lincoln's student population, most will have to compete for accommodation within the City's general housing stock. The financial standing of the average student means that that competition will be primarily for space in the various forms of HMO the private sector has shown itself capable of providing.
- 7.40 For these reasons, the City Council is anxious to secure specific provision for students, through purpose built development and conversions both within the grounds of higher education institutions and by them elsewhere within the Central Mixed-Use Area and Education Development Districts (as shown on the Proposals Map). That should not only encourage redevelopment and conversion schemes in those parts of the City where they will help fulfil this Local Plan's regeneration objectives/Revival Area initiatives, but also place concentrations of students in locations where their typically exuberant lifestyles will not only be less likely to disrupt the amenities of others, but also contribute to the vitality and viability of the City Centre. It will also accommodate them in areas within cycling or walking distance of, or on a public transport route to, the majority of higher education establishments. The City Council will continue to work with the Universities and Colleges to find ways of meeting students' housing needs whilst minimising any adverse impacts on other people.

Non Permanent Housing

- 7.41 National Planning Guidance (*PPG 3: "Housing"*) recognises that non-permanent accommodation may have a part to play in providing low cost homes for small households. Local Authorities are asked to take account of demand for it in their forward planning for new housing, as well as to bear in mind the "special needs" of houseboat owners. The Guidance suggests that planning applications for non-permanent accommodation should be considered on their own planning merits, taking into account their visual and other effects on the surrounding area. Where a planning authority is minded to approve such development, it is suggested that planning conditions, in combination with a site licensing system can provide an effective means of both minimising the impact of the site on its surroundings and controlling site conditions and facilities. The Local Planning Authority is to participate in the preparation of a management plan for Lincoln's waterways and their environs.
- 7.42 The 1991 Census provided the last official count of households living in non-permanent accommodation. In Lincoln, just over 0.3% (109 households) did so, in four main groups:
- Fairfax Street Caravan Park
 - Residential moorings on the Brayford and Fosdyke Navigation
 - Gypsy site off Washingborough Road
 - Travelling Showpeople on Malandry Closes
- a) Residential Caravan and Mobile Home Parks**
- 7.43 The Fairfax Street site is the only residential caravan and mobile home park in Lincoln, although there is other provision in the area immediately around the City - e.g. at Metheringham, North Hykeham, Waddington and Welton. The number of units at the Fairfax Street site has increased over the years, from 36 homes in the mid 1970s to 50 in 1994. It now approaches, but does not exceed, the gross density of 50 caravans per hectare recommended in the DoE's Model Standards for Permanent Residential Mobile Home Sites, which the City Council has adopted for site licensing purposes.
- 7.44 There are currently no proposals approved or pending in the City to increase the supply of land for residential caravans and mobile homes. Nor does this Plan promote a particular site(s) for such development, other than to limit a potential developer's area of search to land shown on the Proposals Map as remaining in or to be developed for residential use. The City Council is aware that not only is the sole provision at Fairfax Street nearing capacity but also that its continuing role is threatened following approval of an outline planning permission for housing in 1989, and subsequently renewed. It also recognises that demand for such provision elsewhere may be accentuated by the eventual loss of the Fairfax Street site to permanent accommodation, by household formation trends and their relationship to the affordability of permanent accommodation, and for increase in the local student population.
- 7.45 The visual impact of residential caravan and mobile home parks development (and non-permanent accommodation in general) can be detrimental if sites are not sensitively planned with regard to their location, layout (including boundary treatment), screening and density of occupation. Use of the lie of land, existing landscape features and planned additions to them can all help secure a visually satisfactory development. Similar concerns can also apply within the site, to ensure privacy and adequate amenity space.
- 7.46 The City Council will need to be satisfied that any proposed site's internal arrangements are adequate. When considering these factors, in response to a planning application, site licence application or site licence renewal, the City Council will use as its yardstick the current DoE's "*Model Standards for Permanent Residential Mobile Home Sites*" (last up-dated in 1989) or their equivalent.
- 7.47 Where the Authority is minded to approve proposals for a residential caravan or mobile home park, planning permission will be conditioned to ensure that only residential use and uses ancillary to that main use occur.
- 7.48 Access to and from sites can also be problematic. These will need to satisfy the Highway Authority's standards. Where works beyond the application site are required to enable the implementation of proposals e.g. upgrading roads and junctions, providing mains' services etc., a developer's willingness to enter into

legal agreements to secure such works will be a material consideration in the City Council's determination of the planning application concerned.

b) Gypsies and Travelling Showpeople

7.49 Lincoln has a local authority provided, residential gypsy site at Washingborough Road, with facilities for 30 pitches. A transit facility adjacent to the present residential site is presently blocked up (to avoid dumping of rubbish) but could be made available at reasonably short notice. The following table describes the number and site type location of gypsy caravans in Lincoln during the period 1989/1993:

| Year | Number of Caravans | | | |
|-----------|--------------------|---------|--------------|-------|
| | Site Type | | | |
| | Local Authority | Private | Unauthorised | Total |
| July 1989 | 32 | 0 | 0 | 32 |
| Jan 1990 | 36 | 0 | 5 | 41 |
| July 1990 | 20 | 0 | 0 | 20 |
| Jan 1991 | 37 | 0 | 0 | 37 |
| July 1991 | 29 | 0 | 0 | 29 |
| Jan 1992 | 22 | 0 | 0 | 22 |
| July 1992 | 16 | 0 | 10 | 26 |
| Jan 1993 | 26 | 0 | 1 | 27 |
| July 1993 | 15 | 0 | 5 | 20 |

7.50 These records show a reasonably constant number of gypsy caravans in Lincoln (with some predictable seasonal variations) especially since July, 1991. For that reason, the City Council does not propose to make a specific allocation in this Local Plan for residential or transit gypsy sites over and above that already provided.

7.51 Travelling show and circus people require secure, permanent sites for the storage of equipment and for residential purposes, especially over Winter. Lincoln is the venue for bi-annual fairs and circuses, held on Malandry Closes (South Common), which are controlled by the City Council through the use of ground rules and individual site lettings. Lincoln is a relatively important centre for travelling show and circus people and, although the City does not contain a base for them, enquiries have been made about acquiring land to set up Winter quarters.

7.52 Although gypsies and travelling show and circus people are two distinct groups, it is the City Council's opinion that, for land use planning purposes, their siting requirements, whether for permanent residential or transit purposes, are sufficiently similar to deal with them in the same policy statement (see *Policy 61B*).

7.53 Suitable sites are more likely to be found on the outskirts of the built up area, provided they have reasonable access to local services and facilities. Nevertheless, they should not encroach onto land designated elsewhere in this Plan as being of landscape or nature conservation value and/or for public open space.

7.54 Some separation from existing and allocated areas of residential development will be required, to offset the potential for noise and other disturbance from vehicular movements and on-site business and equipment testing activities. Reasonably flat sites are needed for the secure pitching of caravans and other equipment, while access to and the layout will need to take account of the size of vehicles and trailers used by gypsies and travelling show and circus people.

7.55 Where it is intended that business operations, storage or testing of equipment will take place on the site, conditions delineating such areas within sites will be attached to planning permissions. Acceptable

standards of water supply, drainage, sanitation, washing facilities, refuse disposal and amenity and recreational open space will also be required. Screening, using existing or new planting and/or other features, will help sites blend into their surroundings, give structure and privacy and maintain visual amenity.

Retention of Existing Housing

- 7.56 Apart from where public health or other public safety concerns dictate, the City Council will normally wish to see Lincoln's existing housing stock retained (and, where necessary, rehabilitated), to maximise housing opportunities for the City's existing and potential households.
- 7.57 Safeguarding the existing stock will also help fulfil the Plan's objective of working towards a "sustainable" land use distribution. Maintaining the urban area's capacity to provide housing takes pressure off greenfield sites in the wider Lincoln Area. Maximising the number of people housed in the urban area (consistent with the Plan's other objectives, for open space etc.) should encourage the use of alternatives to the car - i.e. public transport, the viability of which is assisted by concentrating population, and cycling and walking because of the shorter distances involved. Retaining the integrity of predominantly residential areas adjacent to the City Centre, which are generally under the greatest pressure for changes of use from housing is essential. The character of these housing areas, mainly high density Victorian and Edwardian terraces, so close to the City Centre, makes them a key asset in terms of sustainable land use.

a) Changes of Use

- 7.58 The City Council will normally approve a change of use from housing in predominantly residential areas, in the following circumstances, provided that the amenities of neighbouring uses are safeguarded:
- i. to retail use, where the intention is to allow for 'corner shop' facilities to be provided (where local demand can support them) while retaining an element of self-contained residential use on the premises, either in connection with the shop, or as a separate entity,
 - ii. to small scale community services, which may include doctors' and dentists' surgeries, day centre, crèche, branch library, where existing development prevents purpose built provision. Such changes will be limited to detached property, to minimise impact on the amenities of neighbouring uses, and will be expected to retain an element of self-contained residential use on the premises,
 - iii. to a care (or nursing) home, providing the property involved is detached, to minimise impact on the amenities of neighbouring uses. Additionally, when making decisions about proposals for this type of change of use, the City Council will take into account, the inclusion of amenity space for residents within the curtilage of the property concerned;
 - iv. to a primary school or place of worship.

(See also Paragraphs 7.75 and 7.86)

- 7.59 The amenities of immediate neighbours and the wider residential area are considered to include the impact on the character of predominantly residential areas which may accrue from over-representation or concentration of the above uses.
- 7.60 Planning legislation allows changes to be made between various types of care accommodation, nursing homes or hospitals without specific planning approval. The activity patterns of these different types of establishment can vary substantially dependent, for example on the number of clients accommodated, clients' needs and the servicing and visitor requirements they generate - with differing impacts on the amenities of neighbouring uses and the wider area in which they are located. The City Council may, therefore, consider it necessary to control these types of changes by conditions attached to an initial planning approval.

b) Demolition

- 7.61 Experience shows that while the demolition of housing for reasons other than public health or public safety has been rare in the last twenty years, there are instances where this may be desirable, i.e. in connection with proposals which enable a net gain of housing units to the City. These may include:

- demolishing existing housing in a fully developed frontage, to give access to otherwise developable "backland";
- demolishing low density development, e.g. a detached house in its own grounds, and replacing it with a higher density development.

7.62 Providing such schemes meet the amenity and other criteria set out in *Chapter 5. "Built Environment"*, then they can also be regarded as contributing to the key objective of achieving sustainable development, by helping realise the urban area's capacity for development.

7.63 The City Council accepts that the demolition of housing may be necessary in order to improve road and public transport networks and other infrastructure but should be minimised. It also recognises that schemes which provide a local community and/or environmental benefit may justify the demolition of housing. For instance, a significant proportion of the City's housing stock is Victorian and Edwardian terraces. While these densely developed areas are a key component in planning for a sustainable pattern of land use, they are, where especially extensive, deprived of amenity and safe play space.

Householder Developments (i.e. House extensions, domestic garages etc.)

7.64 Many householder developments may be built without the need for specific planning permission. Exercise of this "permitted development right" is conditional upon the size and proposed location of the development and upon whether or not there have been previous extensions to the main property.

7.65 There are parts of the City where some permitted development rights have been removed, either as a condition of the original planning permission for the housing development or, subsequently, by the making of an Article 4 Direction.

7.66 Permitted development rights for domestic extensions, garages etc. within Conservation Areas and in respect of Listed Buildings, irrespective of their location, are less generous than normally applicable elsewhere in the City.

7.67 Subject to the above, where planning permission is required for a householder development, the City Council will take into account amenity, both of neighbours and the wider neighbourhood, and ensure, wherever possible, that the appropriate car parking standards are maintained.

7.68 The amenity issues arising from householder developments tend to be individual to the site concerned. However, the City Council has prepared Supplementary Planning Guidance about this subject, which is available from the Department of Planning (see *Planning Advice Note 19: "Applications for Extensions to Residential Properties - Guidance on Neighbour Amenity Considerations"*).

Self-Contained Extensions (Granny Flats etc.)

7.69 The colloquialism "granny flat" is somewhat of a misnomer. While this type of development often houses a dependent elderly relative(s), they may also house a lone parent and child or a single "adult child", perhaps acting as a carer to the household in the main dwelling.

7.70 The planning system's interest in proposed house extensions lies primarily in their size and location within the curtilage of the main dwelling, and about how these factors impact upon neighbours' amenities, as well as in ensuring that off-street car parking standards are maintained, for road safety and crime prevention reasons. A proposal for a self-contained extension presents the further concern of ensuring its use is and remains closely related to that of the main dwelling, to avoid the additional impact on neighbours' amenity and threat to the maintenance of off-street car parking standards, which would arise were such an extension occupied by a household independent from that in the main dwelling. For these reasons, the City Council will place conditions on the development of self-contained extensions, to ensure:

- a dependent relationship between the household in the extension and that in the main dwelling; and,

- ii. that the extension is not sold or let as a separate entity.

Caravans and Mobile Homes Within the Curtilages of Existing Dwellings

- 7.71 The act of parking a caravan within a dwelling's curtilage does not require planning permission. However, where these are used as a self-contained unit of accommodation, planning permission is required, and the considerations set out in paragraphs 7.69 and 7.70 above will apply.
- 7.72 The City Council takes the view that extensions to dwellings should be permanent works, except where the need for additional accommodation is short term. Consequently, it will usually encourage applicants, to consider a permanent structure.
- 7.73 Caravans, mobile homes etc. are also more likely to introduce a discordant note into the appearance of both the main dwelling and its neighbourhood than would a sympathetically designed, permanent extension. The physical appearance of caravans, mobile homes etc. is also likely to degenerate relatively quickly.
- 7.74 Although amenity considerations in respect of this form of proposed development will normally be the major determinant in planning decisions, where the circumstances of a "special case" have also persuaded the Authority that a temporary planning permission should be granted, that permission will be conditioned, to ensure that once those circumstances no longer apply, the caravan, mobile home etc. will be removed.

Social And Community Provision And Environmental Improvements Within Predominantly Residential Areas

- 7.75 The City Council recognises that the vast majority of the public place considerable store on the amenity of their homes and neighbourhood and that they look to the planning system to safeguard it. Indeed, in the public's eye, it is one of planning's most important tasks.
- 7.76 This Plan aims to fulfil that expectation by proscribing most non-residential uses from predominantly housing areas.
- 7.77 However, the public also rightly expects residential areas to accommodate other built development with uses ancillary to housing, including schools, churches, local shopping and related private and public services and community facilities.
- 7.78 The model aimed at by this Plan is that these uses will be provided in Local Shopping and District Mixed-Use Centres (see *Chapter 4: "Urban Regeneration"*), which have either evolved as Lincoln has grown, or especially over the last 30 years, been purpose built as part of development. (N.B. Places of worship and primary school provision may be an exception, as the numbers needed exceed that of Local Shopping and District Mixed-Use Centres). The grouping of facilities and services in these centres is likely to add to the viability and range of individual businesses and services available. Uses such as hot food take-aways and public houses are also more likely to be acceptable. Such centres, with a good range of services and facilities, help produce a sustainable land use pattern, by encouraging less reliance on the car and creating nodes as the basis of a more effective public transport system. They also benefit those households without access to a car or with other mobility problems.
- 7.79 Policy 65A recognises that for many parts of the City, the model described above cannot be applied. i.e. in some areas of Victorian and Edwardian terraces and in some peripheral, private estate developments, ancillary services are either dispersed or not present and where provision for them is made, it cannot always be attached to a Local Shopping or District Mixed-Use Centre.
- 7.80 The public also expects residential areas to include children's play provision and amenity open space. Government planning guidance (*PPG 17: "Sport and Recreation"*) emphasises the role of the planning system in ensuring that adequate provision is made for recreational space to meet the community's needs for both organised space and informal and informal activities, as well as amenity open space. It is a long-standing principle that new housing development should include provision for public open space, at the developer's expense, and at a standard approved in Development Plans. Provision may be on site or by

means of a contribution to communal provision elsewhere. The term provision includes acquisition/ dedication of land and ground works, as well as the laying out, equipping and establishment of sites.

- 7.81 The objective of the contribution system referred to by Policy 65B is to ensure that all developers adding to Lincoln's dwelling stock contribute to the provision of children's play and amenity open space, pro rata to the need for additional provision generated by their developments.
- 7.82 Details of the contribution system and its application are set out in **Supplementary Planning Guidance**.

Care and Nursing Homes

- 7.83 Care and nursing homes have consistently been seen as an acceptable part of predominantly residential areas.
- 7.84 The introduction of "Care in the Community" policies have increased their incidence quite sharply in recent years. Demographic trends point to a growing need and demand for care and nursing homes, especially as the number of elderly people (and especially those aged 75+) is projected to increase at a rate significantly greater than the population as a whole.
- 7.85 Government advice is, and the City Council concurs, that these care and nursing homes should continue to be assimilated into predominantly residential areas, to enable people to live as normally as possible in touch with their local community. Purpose built development for these homes will, therefore, normally be approved within areas predominantly for residential use, subject to them meeting the criteria set out in Policy 34, (*Chapter 5: "Built Environment"*).
- 7.86 Planning legislation allows changes to be made between the various types of care accommodation, nursing homes or hospitals, without specific planning approval. The activity patterns of these different types of establishment can vary substantially, dependent, for example, on the number of clients accommodated, clients' needs and the servicing and visitor requirements they generate - with differing impacts on the amenities of neighbouring uses and the wider area in which they are located. The City Council may, therefore, consider it necessary to control those types of changes by conditions attached to an initial planning approval.

Other Works

- 7.87 Where it is required, planning permission will be granted for works which maintain and enhance the amenity of existing residential areas. These may include schemes or elements of schemes, drawn up as part of Housing Renewal Areas (designated under the *Local Government and Housing Act, 1989*) and the "Revival Areas" identified in *Chapter 4: "Urban Regeneration"* of this Plan.
- 7.88 In a similar vein, the City Council will encourage other Authorities, statutory and other undertakers to carry out their capital and maintenance programmes in ways which benefit the environment and amenities of existing residential areas. Key bodies under the heading include Lincolnshire County Council as Highway Authority, the Environment Agency, Anglian Water, Internal Drainage Boards, East Midlands Gas, East Midlands Electricity and British Telecommunications.

POLICY 56A: New Housing (self-contained)

Planning permission will be granted for new, self-contained housing:

1) on the following major allocations:

| Proposals Map Ref: | Location: |
|--------------------|--|
| H1 | Skewbridge |
| H2 | Land North of Greetwell Quarry |
| H3 | Land at St. George's Hospital |
| H4 and H5 | Land south-west of Woodfield Avenue |
| H6, H7 and H8 | Land in The Witham Valley |
| H9 | Land North West of Nettleham Road |
| H10 | Land South of Long Leys Road Allotments |
| H11 | Land between Goldsmith Walk and Wolsey Way |

and,

2) on sites within areas shown on the Proposals Map as being:

- predominantly for residential use or;
- for mixed-use, provided the development can be accommodated with other uses, bearing in mind residential amenity, accessibility, safety and the security of associated uses.

Explanation

The allocations at St. George's Hospital and South of Long Leys Road Allotments form part of the 'Long Leys Urban Village' - see Chapter 12: Special Policy Areas and Zones

'Self contained accommodation' is that occupied by a single household and where the household has the exclusive use of living, dining and sleeping space, kitchen facilities, a w.c. and a bath or shower, all behind its own private door

'A Household' is either the person living alone, or a group of people who may or may not be related, living, or staying temporarily, at the same address, with common housekeeping

Justification for Policy 56A

See Paragraphs 7.4 to 7.15

Policy 56A will be implemented by:

Development control procedures and legal obligations, as necessary.

POLICY 56B: New Housing (not self contained)

Planning permission will be granted for new residential accommodation which is not self-contained within the Central Mixed-Use Area and District Mixed-Use Centres, provided:

The proposal is supported by details which show how the amenities of occupants, immediate neighbours and the wider area are to be safeguarded, with particular reference to internal arrangements, soundproofing, safety measures, privacy and provision of external communal areas and facilities.

Explanation

'Not self-contained housing' is that occupied by a single household and where the household does not have the exclusive use of one or more of living, dining and sleeping space, kitchen facilities or a bath or shower, behind its own private door.

'A household' is either one person living alone, or a group of people, who may or may not be related, living, or staying temporarily, at the same address, with common housekeeping.

Justification for Policy 56B

See Paragraphs 7.30 to 7.31

Policy 56B will be implemented by:

Development Control procedures and legal obligations as necessary.

POLICY 57: Affordable Housing

Where a proposed development would create either 40 or more dwellings or involves a site of 1.5 hectares or more, the Local Planning Authority will seek to negotiate provision for affordable housing on the basis of need, site suitability and the economics of provision. Such housing shall be occupied by households living in Lincoln or dependent upon Lincoln residents and unable to afford either low cost housing for purchase (defined on the basis of the average price of 2/3 bedroomed terraced houses in Lincoln) or with a composition and income which qualifies them for housing benefit.

Permitted development rights for house extensions, which would enlarge living accommodation, will be removed at the time planning permission is granted for affordable housing, if this is necessary to ensure that the proposed housing remains "affordable".

Explanation

1. *"Affordable Housing" is either:*

- a) *accommodation for purchase at 'low cost', where low cost is defined as the average price of 2 and 3 bedroomed terraced housing in Lincoln, not requiring investment to make it habitable; or,*
- b) *accommodation available for shared equity purchase the total equity in which is defined as a sum equal to the average price defined in a) above; or,*
- c) *accommodation for rent, whether in the public, housing association or private sector with rent levels which will maximise a household's entitlement to housing benefit. Typical rent levels for different types of household are regularly updated by the City Council's Benefits Section.*

2. *"Affordability" is generated either by:*

- a) *the relative positioning of the property in the local housing market; or,*
- b) *subsidy, either in the form of housing benefit and/or cross subsidy from the price paid for land or the profit anticipated from a development*

Justification for Policy 57

See Paragraphs 7.23 to 7.29

Policy 57 will be implemented by:

Negotiations with private developers.

involvement of housing associations or other social landlords where control and management of property is an issue, where City Council assets or land and buildings are involved, using these to achieve affordability; participation in a Local Housing Forum to monitor local housing need.

POLICY 58 : Development of Garden Land

Planning permission for the development of new housing units on garden land will only be granted where proposals for such development:

- 1) safeguard the amenity of neighbouring properties and their gardens, including from noise, disturbance, loss of privacy and overshadowing;
- 2) provide for access to and from the local road network which is safe and convenient for both pedestrians and vehicles and does not rely on shared access arrangements through the curtilage of other dwellings;
- 3) enable the proposed development's successful assimilation into the neighbourhood.

Justification for Policy 58

See Paragraph 7.18

Policy 58 will be implemented by:

Development Control procedures

POLICY 59: The Conversion of Existing Dwellings and Other Buildings to Self-Contained Flats and to Bedsits and other Forms of Multi Occupation.

Planning Permission will be granted for conversions to, or use as:

A. self contained flats, where:

- 1) in the case of an existing residential use, the property has a minimum of four bedrooms (each with a minimum floor area of 10 sq. metres) and there is an established lack of demand for the single household use of the property concerned;
- 2) the proposal includes satisfactory details which show how the amenities of occupants, immediate neighbours and the wider area are to be safeguarded, with particular reference to the proposed internal arrangements of the converted property, soundproofing within the property and between it and adjoining property, safety measures, privacy, car parking and provision of external communal areas and facilities.

B. bedsits, flatlets, shared accommodation, boarding houses, hostels, lodgings and combinations of the foregoing, where:

- 1) the property to be converted is detached or is semi-detached and the other half of the building is already in multi-occupation;
- 2) the criteria set out in A 1) and A 2) above are satisfied.

Explanation

The subdivision and multi-occupation of property can take various forms. Differing types of accommodation may be found within the same property. A deal of esoteric debate has and continues to take place about the definition of types of multi-occupation. For the purposes of implementing and enforcing this policy, the following will apply:

- a) 'Household' - is either one person living alone or a group of people, who may or may not be related, living or staying temporarily, at the same address, with common housekeeping.
- b) 'Self-contained accommodation' - is accommodation, occupied by a single household, where that household enjoys the exclusive use of living, dining and sleeping space, kitchen facilities, a w.c. and a bath or shower, all behind its own private door.
- c) 'Flat (Maisonette)' - is self-contained accommodation, usually on one floor of the building in which it is located (NB it is recognised that some "flats", especially within larger buildings, may occupy space on more than one floor).
- d) Bedsit or Flatlet - is a room or rooms, occupied for living and sleeping by a single household, but which are not self-contained, insofar as the household lacks exclusive use of one or more of a bath or shower, w.c., or kitchen facilities.
- e) 'Shared accommodation' - is self-contained accommodation, occupied by more than six people who do not live as a single household and where that arrangement is considered to constitute a material change of use. The use of living and dining space, kitchen, w.c. and bathing or showering facilities will normally be shared, while bedrooms may or may not be lockable.
- f) 'Hostel' - is accommodation, provided on a long or short term basis, involving no significant element of care, where the occupants sleep in single or shared bedrooms or dormitories. Meals are provided by the landlord or shared kitchen facilities are available. Hostels may be provided for a specific clientele such as students, the homeless, the unemployed or by organisations such as the YMCA and the YHA.
- g) 'Lodgings' - is the exclusive use of more than one bedroom by paying guests, in otherwise self-contained accommodation, in which those persons share all or most other facilities and meals with the resident household, but do not contribute to a common housekeeping fund.

This policy does not apply to "Hotels, Boarding Houses, Guest Houses and Bed and Breakfast Accommodation" which, for the purposes of implementing and enforcing this Plan are defined as:

- the temporary accommodation of paying guests, who are normally resident elsewhere and for whom meals are provided on the premises. (see Chapter 10: "Leisure and Tourism")

Justification for Policy 59

See Paragraphs 7.32 to 7.38

Policy 59 will be implemented by:

Development Control procedures and legal obligations if required

POLICY 60: Student Accommodation

Planning permission will be granted for purpose built or conversions to large scale student accommodation (e.g. Halls of Residence) within:

- the grounds of existing and planned Higher and Further Education institutions;
- areas shown on the Proposals Map as an Education Development District;
- the Central Mixed-Use Area shown on the Proposals Map;

provided the Local Planning Authority is satisfied that:

- a satisfactory level of residential amenities will be provided/safeguarded both for residents of the accommodation itself and for neighbours, having particular regard to the need for adequate soundproofing, safety measures, parking provision, privacy and provision of external communal areas and facilities;
- the accommodation provided is available to meet demand generated by students during academic terms.

Justification for Policy 60

See Paragraphs 7.39 to 7.40

Policy 60 will be implemented by:

Development Control procedures and legal obligations, if required

POLICY 61A: Non-Permanent Accommodation

Proposals for the development of:

- 1) residential caravan and mobile home parks within areas shown on the Proposals Map for predominantly residential use;
- 2) residential moorings and other forms of non-permanent accommodation;

will only be approved where:

- their relationship to existing development, impact upon townscape/landscape, location, layout and density are not detrimental to the visual and other amenities of both neighbouring uses and the wider area;
- if necessary, the proposed development can be screened as a means of minimising its visual impact;
- safe access to and from, and adequate servicing facilities, vehicle and cycle parking, satisfactory means of waste disposal and suitable ancillary facilities for the site or mooring can be provided.

Explanation

"Non permanent accommodation" is defined by its failure to meet either of the following criteria

- *having walls of brick, stone and mortar, concrete, breeze block or similar material;*
- *having a roof of ceramic tile, slate, thatch, shingle or concrete.*

Justification for Policy 61A

See Paragraphs 5 85 and 7 41 to 7 55

Policy 61A will be implemented by:

Development Control procedures;

Application of the DoE's "Model Standards for Permanent Residential Mobile Home Sites"

POLICY 61B: Sites for Gypsies and Travelling Showpeople

Proposals to develop and/or extend sites for gypsies and travelling showpeople will be approved where:

- 1) they are flat and within a reasonable distance of local services and facilities;
- 2) their relationship to existing and proposed development, impact upon the landscape, scale, internal layout and location are not detrimental to the visual and other amenities of both neighbouring uses and the wider area and, if necessary, the site can be adequately screened as a means of minimising its visual impact;
- 3) safe access to and from the site and adequate site services and amenities can be provided;
- 4) that any part of the site which is to be used for business operations, including the storage and testing of equipment, is clearly delineated.

Explanation

"Gypsies" are defined as "persons of nomadic habit of life, whatever their race or origin" That definition, from the Caravans Act 1960, specifically excludes travelling showpeople.

Justification for Policy 61B

See Paragraphs 7.49 to 7 55

Policy 61B will be implemented by:

Development Control procedures

POLICY 62: Change of Use from Housing

The Local Planning Authority will not normally grant planning permission for changes of use from housing within areas shown on the Proposals Map as predominantly for residential use, except for:

1. A change of use to shop, provided that:
 - a) the proposed use will be within Class A1 of the Use Classes Order 1987;
 - b) the shopping floorspace to be provided is at a scale to meet a local demand;
 - c) the retail use, including storage, will occupy only the ground floor, and, if applicable, the basement or cellar;
 - d) self-contained residential accommodation will be retained on the ground and/or upper floors.
2. A change of use to local community services where:
 - a) such services cannot be provided in purpose built developments or by the change of use of non-residential buildings in the area;
 - b) the dwelling is detached;

c) self-contained residential accommodation will be retained on the ground and/or upper floors.

3. Change of use to residential accommodation and care to people in need of care, where:

- a) the dwelling is detached;
- b) satisfactory provision can be made for amenity open space within the curtilage of the building for use by residents.

4. Change of use to primary school or place of worship.

No such changes of use will be permitted where the proposed use would be detrimental to the amenities of adjoining residents or of the wider residential area, by reason of noise and disturbance, traffic generation, visitor numbers, or the impact on townscape.

Justification for Policy 62

See Paragraphs 7.58 to 7.60

Policy 62 will be implemented by:

Development Control procedures

POLICY 63: Demolition of Housing

Planning permission will not be granted for development proposals which include the demolition of housing unless they:

- 1) either maintain or provide a net numerical gain to the City's housing stock, and/or enable the provision of types of accommodation more relevant to the City's needs; or,
- 2) enable essential improvement to the City's road, public transport networks or other infrastructure; or,
- 3) provide community and/or environmental benefits, identified as objectives of this Local Plan, e.g. amenity and safe play space in areas of Victorian and Edwardian terraces;
- 4) would neither be detrimental to the amenities of immediate neighbours, nor those of the wider residential area, including from traffic generation, loss of open space and impact on townscape;
- 5) are declared unfit for human habitation or are structurally unsafe under relevant legislation.

Justification for Policy 63

See Paragraphs 7.61 to 7.63

Policy 63 will be implemented by:

Development Control procedures, including the use of conditions attached to planning permissions where it is not clear if the proposals involve demolition of housing and the use of Article 4 Directions

POLICY 64: House Extensions, Domestic Garages and Other Developments within the Curtilage of a Dwelling

Where it is required, planning permission will be granted for house extensions and other developments within the curtilage of a dwelling, provided that:

- 1) the development will neither have an unacceptable impact on the amenity of adjacent property, through loss of natural light, outlook or privacy, nor upon the visual and other amenities of the wider area, nor involve the loss of off-street parking space to below the relevant Highway Authority standard;
- 2) where the proposed development will create self-contained accommodation, conditions are attached to planning permissions, to ensure occupation by a household either dependent upon the household occupying the main dwelling, or vice versa, and that the development will not be let or sold as a separate dwelling.

Explanation

The dependent relationship between households, referred to in 2 above, may be based on health (inc. mobility) reasons, or financial or emotional dependency. The relationship between the households need not be of blood or marriage.

Justification for Policy 64

See Paragraphs 7.64 to 7.74

Policy 64 will be implemented by:

Development Control procedures

POLICY 65A: Other Development within Predominantly Residential Areas

Planning permission will be granted for other development, in areas shown on the Proposals Map as being predominantly for residential use, where proposals involve:

- 1) a change of use from housing, and conform with the provisions of Policy 62;
- 2) the provision of a school, other educational institution or place of worship through the change of use of a non-residential building or the development of a vacant site;
- 3) the provision of other local social and community facilities which cannot be accommodated in a nearby Local Shopping or District Mixed-Use Centre;

subject to the proposed use not being detrimental to the amenities of adjoining residents, or the wider residential area, by reason of noise and disturbance, traffic generation, visitor numbers or impact on townscape.

Justification for Policy 65A

See Paragraph 7.75 to 7.86

Policy 65A will be implemented by:

Development Control procedures

POLICY 65B: Play and Amenity Space in Housing Areas

Developers of new housing, including additions to housing stock from changes of use, will be expected to contribute to the provision, laying out, equipping and maintenance of children's' play and amenity open space on the basis of the following standard:

Children's' play space 0.8 ha per 1000 population
Amenity open space 0.5 ha per 1000 population

This requirement may be waived if the Local Planning Authority is satisfied that the location, scale or nature of a particular residential development is such that it will not generate or contribute to additional demands for such space.

Explanation

For the purposes of this policy, amenity open space is publicly accessible land within a housing development, primarily for informal use. It excludes incidental open space associated with roads and footpaths, as well as buffer strips bounding or separating development.

Justification for Policy 65B

See Paragraphs 7.80 and 7.81

Policy 65B will be implemented by:

Development Control procedures and legal obligations, where necessary.

Objectives:

The policies and proposals for Business and Industry in this Local Plan are designed to:

- ensure that sufficient suitably located land is made available for industrial and business development, so that the employment targets set out in the City's Economic Development Strategy can be achieved within the context of a healthy local environment;
- encourage greater diversification of the local economy and employment structure;
- promote efficiency and energy conservation in the location and development of industry and business.

New Allocation for Business and Industry

- 8.1 One of the principal objectives of this Local Plan is to achieve a more sustainable land use distribution. A key component of that will be the "sustainability" of the relationship between where people live and where they work.
- 8.2 Lincoln (and the adjacent urban area) dominates the business, industrial, services' and labour markets of a large part of Lincolnshire. About 75% of the people with a job in Lincoln and its Travel to Work Area (TTWA) work in the City itself. The level of commuting generated by the City means that only about 55% of its workforce are Lincoln residents.
- 8.3 It is expected that a large proportion of Lincoln's workforce will continue to commute to workplaces beyond their immediate neighbourhood or community, throughout the Plan period. Consequently, one of the main objectives is to use land use to influence how people commute - and especially to encourage trips by public transport rather than by private car and, over shorter distances, by cycle or foot.
- 8.4 At a strategic level, the new allocations made at Skewbridge and north of Green Lane are intended to bolster Lincoln's role in physically concentrating employment opportunities, especially in and around the City Centre. Maintaining and enhancing that concentration, so far as it remains consistent with the Plan's environmental objectives, is important, because it is the key to the viability of public transport. Within that strategic brief, the proposed allocations for business and industry shown on the Proposals Map respond, wherever possible, to the principles of sustainable development - including the re-cycling of land and redundant buildings, accessibility by public transport and opportunities for connection to the rail and waterways systems. (see also Chapter 3 "Access, Transport and Communications")
- 8.5 At the same time, it is recognised that allocations for employment generating uses at neighbourhood and community level will help reduce dependence on the private car, in both urban and rural areas. Other policies in this Plan for the Central Mixed-Use Area and District Mixed-Use Centres develop that point. Achieving sustainable lifestyles should also be seen in the context of the telecommunications revolution, which should make home and neighbourhood based employment a practical alternative for an increasing range of occupations during the Plan period.

Economic Development Strategy

- 8.6 The new allocations proposed in the Plan are especially intended to address the quantitative and qualitative needs of Lincoln's employment land portfolio. Those were established and are monitored regularly through the City's Economic Development Strategy, itself recently reviewed by consultants. The Strategy estimates that an additional 10,000 jobs will have to be created in the Lincoln area between 1995 and 2011 if (allowing for a target unemployment rate of 5% of the workforce at 2011) those wishing to live and work in Lincoln T.T.W.A. are to find a job. That forecast is also geared to the wider urban area retaining at least 75% of the T.T.W.A.'s jobs, thereby helping to fulfil the sustainable development objective of concentrating employment opportunities on the urban area.

habitats taken for development. Such features (which will have a predominantly wet-land character) should provide the basis of a high quality landscape setting for business development in this area.

While the land north of Green Lane has been allocated for business uses (Class B1), the Local Planning Authority will also be prepared to permit developments in this area which are necessary to support established businesses to the South (i.e. between Green Lane and Beevor Street) provided their design, layout and other details do not conflict significantly with the aims of developing the area in the form of a business/science park. Careful use of screening and landscaping may help to overcome potential conflicts.

Within the area north of Green Lane, uses other than those falling within Use Class B1 will normally only be allowed if they are ancillary to the business (B1) uses and do not conflict with other policy objectives (particularly the need to safeguard and promote the vitality and viability of the Central Shopping Core and the Revival Areas adjacent to it). Within that context, other uses necessary to achieve any desired integration with the adjacent University Mixed-Use Area would be acceptable in principle.

Allocations at Skewbridge (Proposals Map Ref. IB2)

- 8.18 Three sites, totalling about 25 hectares, are proposed for business and industrial development within the "Skewbridge Area" - Special Policy Zone.

The implementation of these depends upon the construction of the Greenway, works to clear and rehabilitate the Swanpool and Swanpool Wood complex and on the excavation and re-modelling of the present Skewbridge tip. Ideally, the works to the Skewbridge tip should be completed before development of any land takes place at Skewbridge, in order to minimise disruption and impact on amenity. The three main sites are

i) Land South of the Greenway

- 8.19 At about 14 hectares, this is the Local Plan's single largest new allocation for business, industrial and related purposes. The uses ascribed to it are offices, research and development and industrial processes (within Use Class B1) and general industrial use (within Use Class B2) where the processes/operations involved are compatible with the amenities and operations of adjacent users.

The allocation is bounded to the east by the Lincoln to Newark railway. The possibility of serving it by rail will be explored.

ii) Land to the West of the Swanpool

- 8.20 This is a relatively small allocation of about 2 hectares. The uses proposed for it are

- Offices, research and development or industrial processes (within Use Class B1),
- An Hotel/conference centre.

The limitation to business (B1) uses is intended to respect the site's proximity to both the major housing areas proposed at Skewbridge and to the sensitive environment of the Swanpool and Swanpool Wood complex. In the case of hotel, conference centre or other leisure based use on this site, the Plan seeks to encourage a functional link with the use of land immediately to the north and west of Swanpool Wood, one option for which is as a privately managed open space such as a golf course or riding centre (see also Chapter 6: "Natural Environment and Open Space").

The full development potential of this site for prestigious uses is closely linked to the future of the Swanpool and Swanpool Wood complex, which it is intended should form an important component of the major, publicly accessible open space proposed across the Skewbridge area. That involves the restoration of the Swanpool as a water feature and excavation and re-modelling of the Skewbridge tip (works which may depend on funding from other agencies - as well as the introduction of a management plan for the complex, prepared in consultation with amenity groups).

iii) Land to the East of the Swanpool

8.21 About half of this allocation of about 9 hectares is presently overlain by the Skewbridge tip. Its availability, therefore, is dependent upon works:

- to clear a substantial amount of spoil, including from the Swanpool basin and re-modelling it into the remaining tip;
- to seal and cap the re-modelled tip;
- to install a gas migration and monitoring system.

Implementing these works may be dependent upon funding from other agencies and, until they are completed, no development will be permitted on this allocation because of the disruption and detriment to amenity these works could cause.

The uses proposed for this allocation are similar to those for the smaller site to the west of the Swanpool, viz: business, hotel, conference centre or leisure uses (within Use Classes B1, C1 and D2) and should look to take advantage of the potentially prestigious nature of some sites within the allocation, i.e. frontages to the Greenway and to a rehabilitated Swanpool.

Again, this allocation's potential to attract quality development is closely tied to the successful restoration of the Swanpool and Swanpool Wood complex, as part of the major publicly accessible open space proposed across the Skewbridge area.

Phasing The Release of Proposed Allocations

8.22 The City's Economic Development Strategy emphasises that the urban area should make readily available, and as soon as possible, the sort of new allocations shown on the Proposals Map. It sees that as an essential step in meeting the objectives of job creation and diversification, which it shares with this Local Plan.

8.23 It is recognised that there is considerable national and regional competition to attract and retain the categories of business and industrial concern targeted by these allocations. To release a surfeit of such opportunities could leave prime sites un-developed or partly developed over a considerable period - tempting development proposals for lower quality and/or other classes of use.

8.24 In the case of these new allocations, the order if not the precise timing of their release appears pre-determined by circumstances, i.e.:

- i. the major allocation north of Green Lane should be available from 1998, given the establishment of the University, the completion of the Ropewalk to Carholme Road Link and other infrastructure and groundworks to prepare the site;
- ii. a start date for the allocations at Skewbridge depends on the interrelated issues of the availability of funding to rehabilitate the Swanpool and re-model and secure the Skewbridge tip and of the private sector and other agencies being prepared to invest in the overall development planned at Skewbridge and upon an upturn in the housing market, sufficient to justify the private sector's contribution.

8.25 In the case of the major new allocations in that part of the contiguous urban area within North Kesteven District, that at 'Lincoln Fields' is already available for development. Together with the land still available on the adjacent allocation within the City (i.e. South of Doddington Road) it should be capable of meeting demand for sites, in the short to medium term, from what the City's Economic Development Strategy has identified as 'Industrial Park' users. Realising the allocation at Decoy/Fen Farms will require investment in infrastructure and providing access to the Lincoln Relief Road. From the City's perspective, it is a key component in fully opening up the 'strategic corridor' offered by the Greenway and its opportunities for both new development and regeneration at Skewbridge, in the Beevor Street area, on the land north of Green Lane and in maximising the 'spin off' benefits from the University development at Brayford South.

Longer Term Options

- 8.26 From the perspective of the mid 1990s, it may seem reasonable to assume that the investment and works needed to implement the allocations north of Green Lane and at Skewbridge (as well as at Decoy/Fen Farms) will be forthcoming within the timescales mentioned above. But, given their key role in the City's Economic Development Strategy and the limited opportunities elsewhere in Lincoln and the wider urban area to make allocations of a comparable quality, the City Council considers it prudent:
- a) to make contingency plans against the implementation of this policy's main allocations being thwarted, or overly delayed, by a failure to attract the substantial public and private sector investment needed in infrastructure and groundworks, and, at the same time
 - b) to plan for the success of this policy and to look for other possible opportunities to bring forward similar allocations within the Plan period and beyond.
- 8.27 It, therefore, wishes to earmark for further investigation and, in the interim, to safeguard from development, an area of about 30 hectares of land to the east of the Tower Works (*see Chapter 12. "Special Policy Areas and Zones" - Policy 102*). This site presently has poor access that could be improved by the construction of the Eastern By-pass or an alternative, developer led initiative, both of which suggest development in the longer term. However, the area has potential for servicing by rail and/or water, options which will be explored with the relevant agencies. Should either of these be taken up, the site could be developed earlier.

Retail Uses on New Allocations for Business and Industry

- 8.28 Policy 66 proscribes the approval of development proposals, which include retailing - whether as a principal or secondary use, on land newly allocated by this Plan for business and industrial purposes.
- 8.29 Shopping developments have, in the past, taken up a succession of sites once used by or intended for business, industrial, storage and distribution purposes. The reasons for that, which are not unique to Lincoln, lie in the demands of an innovative and expanding retail sector and the lack of up-to-date development plans.
- 8.30 Separate and adequate central and non-central locations for shopping developments have been identified by this Plan (*see Chapter 9: "Shops"*). Retail uses on the allocations made by this policy will be resisted because, once established they downgrade the quality of that location in the eyes of business, industrial etc concerns, because of the number of people and amount of traffic they attract.

Existing Allocations for Business and Industry

- 8.31 This Plan has already emphasised Lincoln's strategic role in encouraging a more sustainable relationship between where people live and where they work and reflected that in its proposed allocations for business and industry. Another main purpose of the Plan is to bolster that role by confirming existing allocations for business, industrial, storage and distribution purposes - subject to them meeting the Plan's environmental objectives (*see Chapter 5: "Built Environment" and Chapter 6: "Natural Environment and Open Space"*).
- 8.32 While the range of uses found on existing allocations generally meet these tests, there are examples where it does not. These occur where some or all of the current range of uses has or is likely to become incompatible with its surroundings. The main factors involved are changed or changing traffic conditions and/or perceptions of what is an acceptable impact on the amenities of others - e.g. through noise and other types of pollution. In such cases, Policy 67A lists the classes of use for which planning permissions will be granted. A current use which does not conform to these will not be permitted to extend its site area, nor will planning permission be granted for development within its present curtilage, where that will exacerbate the use's incompatibility with its surroundings.
- 8.33 The Local Plan also includes a few examples where it has concluded that the present uses have or are likely to become incompatible with their surroundings (again because of changed or changing traffic conditions and/or perceptions of impact upon amenity). In these cases, planning permission will be granted for developments within present curtilages, provided that the proposals would not impact detrimentally on

neighbouring uses. Should the present use of the site cease, subsequent development proposals to change its use will be expected to conform to the Local Plan allocation.

8.34 The main areas affected are:

1. the Walker Smith factory, Newark Road - See Policy 18 - District Mixed-Use Centres
2. the GEC works on Carholme Road - See Policy 93 - Special Policy Areas
3. Searby Road - See Policy 18 - District Mixed-Use Centres
4. Tentercroft Street Area - See Policy 18 - Central Mixed-Use Area
5. Newark Road (The Brace Bridge) - See Policy 99 - Special Policy Areas

8.35 However, most of the existing uses affected by this aspect of the Plan are relatively small scale and located within Victorian and Edwardian terraced housing areas. Some have a long-standing record of complaint and enforcement action taken against them, typically involving their impact upon parking, disturbance and damage caused by delivery and despatch vehicles, as well as noise and other forms of pollution. For these reasons, planning permission will only be granted for the physical expansion of such sites where any nuisance caused by the present use would be either mitigated or not exacerbated as a result of that development.

8.36 The existing allocations confirmed by the Plan are an important asset - but, as has been highlighted earlier an asset of variable quality. Together they provide the workplaces for the bulk of the 12,100 people employed in the Lincoln TTWA's manufacturing sector. They also contain about 44 hectares of available land.

8.37 The main reserves of available land on existing allocations in the City occur in four locations. With the exception of sites on land south of Doddington Road, they are constrained by relatively significant factors, typically concerned with access and the presence of tipped and/or contaminated land.

Land East of Outer Circle Road (Proposals Map Ref IB4)

8.38 This allocation, already developed along its frontage to Outer Circle Road, offers about 7 hectares of available land. 1 hectare is tipped (along with the rest of the developed land on Wrightsway) while the remaining 6 hectares are not tipped and at a noticeably lower level. Investigation of the tipped land will be required before its development is considered and, dependent upon the results, further investigations and possibly remedial measures, may be required of development on the remainder of the allocation. All mains services, including gas are present either in Outer Circle Road or the developed part of the allocation. The available land's "back land" location and difficulties caused by different levels could be resolved by taking access from Greetwell Road once the improvement scheme at Greetwell Hollow has been implemented. The Local Plan proposes the allocation's development or redevelopment as a continuation of the range of uses already found there - i.e. business, general industrial, storage and distribution (within Use Classes B1, B2 and B8). Its location on the periphery of the City's built up area, its good accessibility to the present Lincoln Relief Road and proximity to the proposed Eastern By-pass makes this an ideal location for storage and distribution uses. It is also suitable for the quasi-retail activities of car and caravan sales, as well as bulky durable goods sales such as DIY and 'white' goods, which depend upon car-borne trade. The development of this allocation will be expected to respect its proximity to the area at Greetwell Hollow, identified as a Critical Natural Asset, in terms of visual impact and nature conservation interest.

Land at Beevor Street (Proposals Map Ref IB6)

8.39 This strategically important allocation includes about 8 hectares of available land, together with a sizeable amount of vacant or under-used space, in large 19th Century industrial 'sheds' (formerly the Ruston Bucyrus Excavator Works). Access to the available land (and the allocation generally) is presently taken from Beevor Street - most of which is a privately owned, sub-standard roadway. All mains services, including gas, are present, but part of the site has a private electricity supply. Development of the available land would be subject to a site investigation, checking for contamination, since oil is often present in the surface water drainage system that serves the site. The source of this is believed to be from previous contamination of the land. The possibility of re-establishing its rail connection for the receipt and despatch of goods and materials

will be investigated, the juxtaposition of rail and sizeable 'shed' accommodation presents an ideal combination for a bulky storage and distribution use (Use Class B8).

8.40 The Local Plan proposes the allocation's development or re-development as a continuation, for the most part, of the range of uses already found there - viz. business, general industrial, storage and distribution (within Use Classes B1, B2 and B8). The allocation is juxtaposed to that north of Green Lane which is proposed to be a high quality, prestigious location for business uses (Class B1) associated with the University. Consequently, it is seen as important to the marketing of the allocation North of Green Lane that a sympathetic, transitional relationship is created between it and the Beevor Street allocation. To achieve that, the City Council will look to secure an emphasis on business (Class B1) uses on that part of the allocation north of Beevor Street, with general industrial, storage and distribution uses concentrated to its south (*but see also paragraph 8.17*).

8.41 The City Council wishes to see the large industrial 'sheds' south of Beevor Street retained (provided this is economically viable) and their use maximised because of their:

- contribution to Lincoln's visual character and urban form, and their status as a monument to the City's industrial engineering heritage,
- spatial flexibility and highly accessible central location which are potential assets, not only in meeting the needs of a range of business and industrial concerns (through internal sub-division) from small firms to major local industries, but also in working towards a sustainable land use pattern;

8.42 But the Beevor Street area's full potential, and consequently that of the available land and buildings within it, will not be realised without a programme of infrastructure improvements and physical and environmental refurbishment. The priorities for that programme will be the improvement of Beevor Street to an adoptable standard, providing additional access via the allocation north of Green Lane to the proposed Ropewalk to Carholme Road Link, refurbishment of the 'sheds'; the clearance of extraneous buildings and reinstatement of derelict areas

8.43 The Beevor Street area forms the backcloth to the planned University and associated business development. There will be a close visual and functional relationship between these areas, which will have a direct bearing on the University project's success. For that reason, the City Council will seek to persuade those involved in the University and others to invest in the refurbishment of the Beevor Street area. Supplementary Planning Guidance in the form of a Development Brief will also be prepared for this Area

Land South of Doddington Road (Proposals Map Ref. IB18)

8.44 This has been Lincoln's prestige allocation for business and general industrial use over the last 20 years, and it still contains about a third (15 hectares) of the land available on existing allocations. The sites it offers are free from major infrastructure constraints, have not been subject to tipping or contamination in the past and are highly accessible to the Lincoln Relief Road. However, while the allocation still contains at least one site of 6 hectares, the remainder of its available land occurs in parcels of 2 hectares or less - and is one reason why this Local Plan proposes a new generation of prestigious allocations capable of providing larger sites for business and industrial users

8.45 The Local Plan proposes the allocation's continued use for a mix of business and general industrial uses (within Use Classes B1 and B2) but adds storage and distribution (Use Class B8), reflecting its proximity to the Lincoln Relief Road. Much of the development which has taken place, especially on frontage plots, has been to a high standard of design. The City Council will be concerned to ensure, through the provisions of *Chapter 5: The Built Environment*, that that level of quality is maintained in future developments.

8.46 The land South of Doddington Road abuts sizeable allocations for business, general industrial, storage and distribution uses within North Kesteven District (i.e. on land either side of Station and Whisby Roads). The desirability of co-ordinating the City and North Kesteven District Council's planning policies for this wider area has been recognised since the allocation south of Doddington Road was confirmed in the mid 1970s and a joint policy statement approved.

- 8.47 An agreed planning appraisal of the wider area south of Doddington Road has also strengthened the joint promotion and marketing of business and industrial allocations set up through the Lincolnshire Heartlands initiative - the partners in which are the City and North Kesteven District Council as well as the Lincolnshire T.E.C.

Land North of Long Leys Road (Proposals Map Ref. IB19)

- 8.48 This allocation (already developed along its frontage to Long Leys Road) offers about 4 hectares of available land, part of which is tipped. Realising its potential depends upon improving a presently inadequate access to Long Leys Road and the implementation of the remedial measures which may be required to combat ground conditions and possible contamination from tipping. Works will also be needed to establish an electricity supply and foul and surface water sewerage, while the range of users which could locate there may be constrained by the capacity of Long Leys Road's junction with Yarborough Road. The Local Plan proposes this allocation's development and/or redevelopment for business (Class B1) uses, in response to its proximity to housing and the important open space and landscape features provided by the Lincoln Edge and West Common. It also forms part of the "Long Leys Urban Village" (see Chapter 12 "Special Policy Areas and Zones" - Policy 104).

Other Existing Allocations

- 8.49 The remaining available land found on existing allocations, totalling about 12 hectares, occurs in small parcels of less than 2 hectares, at Sobraon Barracks, West of Outer Circle Road, Allenby Road Trading Estate and Great Northern Terrace. Many are subject to significant constraints, primarily, but not exclusively from earlier tipping and the consequent possibility of contamination.
- 8.50 In the case of the allocation at Newark Road - Urban Street, (Ref IB17 on the Proposals Map) the Local Planning Authority will be prepared to consider development proposals, including change of use, which facilitate the expansion of, and/or alternative access to, the Lincoln School of Science and Technology.

Retail Uses on Existing Allocations for Business and Industry

- 8.51 This Plan proscribes the approval of development proposals on land allocated for business and industrial use which include retailing - except for the types of sales and in the locations specified below.
- **Land West of Outer Circle Road (Proposals Map Ref IB3)** - where planning permission will normally be granted for the sale and display of motor vehicles and caravans, or for a retail warehouse on plots with frontages to Greetwell and Outer Circle Roads, in addition to business, general industrial, storage and distribution uses (within Classes B1, B2 and B8).
 - **Land East of Outer Circle Road (Proposals Map Ref IB4)** - where planning permission will normally be granted for the display and sale of motor vehicles and caravans, or for a retail warehouse on plots with frontages to Greetwell and Outer Circle Roads, in addition to business, general industrial, storage and distribution uses (within Classes B1, B2 and B8).
 - **Land to the West of Tritton Road (Proposals Map Ref IB15)** - where planning permission will normally be granted for the sale and display of motor vehicles and caravans on plots with frontages to Tritton Road, in addition to business and general industrial uses (within Classes B1 and B2).
 - **Canwick Road Trading Estate including the 'Chaplin Arms' Public House** - See Chapter 12. "Special Policy Areas and Zones" - Policy 96
- 8.52 The allocations listed above already contain a substantial retail element which, for the most part, have been specifically encouraged by the City Council's past land use policies. These were intended to concentrate retail warehouse uses, so they would benefit from agglomeration and to protect other business and general industrial allocations from retail penetration, which businessmen and industrialists can regard as a problem because of the number of people and the traffic retail uses attract.

Small Firms' Development

Diversification of the Local Economy and Job Creation

- 8.53 Throughout most of this century, Lincoln (and the United Kingdom generally) experienced a steadily increasing concentration of employment in large organisations. The recessions of the early 1980s and 1990s finally exposed the threat that held. Job-shedding by some large organisations, especially in the manufacturing sector, could not be off-set by jobs created by other large employers, not only in the manufacturing sector, but also in the service sector as severe controls were applied to public expenditure. Research from the 1960s and 1970s, continuing up to today, has highlighted the role played by small firms in job creation. There is now, effectively, a consensus which sees them, not only as the principal contributor to future job creation but also, through the diverse types of employment they provide, as a hedge against the worst ravages of recession.
- 8.54 Diversification of Lincoln's economic base is a long-standing City Council objective. As part of its efforts to achieve it, the Authority has both encouraged and directly participated in the provision of units (both new build and conversions) for small firms. The most recent example of such initiatives is the development of a 1850sq.m managed office workspace - combining small office units (15sq.m. to 50sq.m.) with shared reception, secretarial and technical support, competitive rentals and short term leases. The scheme is managed by the City Council, but was developed by "Investors in Lincoln Limited" - a local public/private sector partnership, in which the City Council is involved.
- 8.55 Lincoln's recent Census results confirm the importance of the small firm and/or self-employed sector to local job creation:
- At the 1981 census, just over 2,100 City residents were self-employed; by 1991 that had increased by about 70% to just over 3,700 people. While a large proportion of these workers were probably itinerant (especially in the transport and construction industries), or home based, many will require premises for the conduct of their businesses. Nevertheless, comparison with 1991 census results for Great Britain indicates Lincoln was well behind the national trend of increasing self-employment (i.e. 9.5% of its economically active population compared to 11.5% for Great Britain). That suggests an above average, latent demand locally for self-employment;
 - Census of Employment results indicate that while the number of City workplaces increased by about 1/5 between 1984 and 1991, 2/3 of that increase was in workplaces of ten or less people, predominantly in the service sector.
- 8.56 The City Council wishes to see more bespoke and speculative development aimed at the needs of the small firms' sector. The objective is to secure additional accommodation, not only for the anticipated expansion of that sector, but also as an acceptable alternative to the "back street" site. Typically, these are found in the City's Victorian and Edwardian terrace housing areas and are occupied by small firms which may, or have the potential to be, detrimental to the amenities of their neighbourhoods.
- 8.57 The City Council will, therefore, grant planning permission for new development and changes of use which create additional accommodation for small firms, provided that the proposals concerned conform to land use allocations shown in the Proposals Map and to Policy 34. It will also invest its own funds and resources, when available, both directly and through partnership schemes, to increase the quantity and quality of accommodation available to small firms.

Home Based Businesses

- 8.58 Many small businesses start by people working in or from their homes. Technological innovation may well increase the incidence of home-working - not only for the self-employed but also for employees - a trend which should help reduce, albeit marginally, the need to travel at peak times. Nevertheless, while home working and increased reliance on telecommunications can be seen as contributing to more sustainable lifestyles, taken to excess they could affect, detrimentally, the benefits to individuals of regular social interaction.
- 8.59 Planning permission is not normally required where the use of part of a home for business purposes does not change the overall residential character of the property. However, once the business use ceases to be ancillary to the residential use, e.g. by generating numbers of visitors, traffic, noise, fumes, etc. over and above that which would be expected were the property wholly in residential use, planning permission will be required.

Pre-Application Advice

- 8.60 The City Council recognises that uncertainty about planning matters can be a source of insecurity and expense and, especially in the case of small firms, may threaten their existence or growth. As a matter of general principle and in accordance with National Planning Policy Guidance (*PPG 4: Industrial and Commercial Development and Small Firms*), the Authority is willing to have informal discussions with, and offer pre-application advice to all applicants, without prejudice to subsequent formal consideration of proposals by the City's Planning Committee.

Vehicle Hire and Haulage Businesses

- 8.61 Vehicle hire and haulage businesses are potential sources of disturbance to the amenities of neighbouring uses, mainly from noise, but also from fumes, dirt, dust, etc. Disturbance may arise, not only from the operation of vehicles, but also from their repair and maintenance. The impact on amenity can be compounded by the businesses concerned operating a flexible service, to meet the needs of their clients, i.e. arrivals and departures may occur "around the clock".
- 8.62 With the above concerns in mind, the following locational criteria for the siting of haulage and vehicle hire businesses should be met:
- they should be sited on general industrial or predominantly general industrial allocations;
 - they should be well separated from "predominantly residential areas";
 - they should be easily accessible from Lincoln's principal road network and avoid routing traffic through predominantly residential areas.

- 8.63 The following, existing business and industrial allocations are considered to meet the above criteria:

| Existing Allocation | Proposals Map Ref |
|-----------------------------|-------------------|
| West of Outer Circle Road | IB3 |
| East of Outer Circle Road | IB4 |
| Allenby Road Trading Estate | IB5 |
| South of Doddington Road | IB18 |

- 8.64 The Plan also nominates Great Northern Terrace Industrial Estate as suitable for these types of businesses once its currently poor access arrangements have been improved e.g. by the implementation of the proposed access road to the east of Canwick Road (*refer to Policy 15A*) and the Eastern Bypass.
- 8.65 Haulage and vehicle hire businesses will not be permitted on the new allocations proposed by this Local Plan for business use (*see Proposals Map reference IB1 and IB2*) because they are not considered compatible with the types of use for which these allocations have been made; nor are they considered an efficient use of top quality business allocations, which are at a premium in the City.

Open Storage: Coal and Other Mineral Storage Yards; Scrap and Vehicle Breakers' Yards

- 8.66 The City Council is committed to improving Lincoln's image, not only in the high profile areas of the City Centre and historic core based on the Cathedral and Castle, but also generally. While a clean, tidy environment is of obvious benefit to Lincoln's residents, it can also make a worthwhile impression on visitors

– from those contemplating business investments, to tourists or those just shopping. A positive image and reputation are important attributes for the City in attracting and retaining business and investment.

8.67 Open storage can:

- mar the appearance of the best planned business, industrial and mixed-use areas, many of which are located adjacent to the City's railways and principal roads. The railway, especially, can offer visitors an unflattering insight into urban areas,
- present road and other safety problems, encourage crime and trespass, impact adversely on the amenities of neighbouring uses and, in the case of lightweight materials such as paper, polythene etc., be a major source of litter;
- have a more than localised impact on amenity, especially where visible from the Lincoln ridge.

8.68 For these reasons the City Council will seek to persuade applicants whose initial proposals include open storage to provide covered storage instead. Where open storage is employed, conditions will be imposed to secure adequate screening and to restrict the height to which coal or other minerals and materials may be stored.

Coal and Other Minerals' Storage

8.69 De-industrialisation, changes in industrial processes and the now dominant position of alternatives to coal in both the domestic and industrial markets, have markedly reduced the (local) need for the bulk delivery and storage of coal and other minerals. For the purposes of this Plan, where such storage is ancillary to an industrial process, the provisions of Policy 68 will be applied.

8.70 Domestic coal yards are the only example of this type of storage and distribution use as a business in its own right and the need for them has reduced consistently as households have changed to alternative fuels. The Kesteven Street yard is the only coalyard in Lincoln, once supplied by train, it is now supplied by road, albeit the opportunity exists to re-establish a connection to the rail system.

8.71 The City Council considers the coalyard use at Kesteven Street to be unsatisfactory, given its proximity to housing. The nuisance caused by windblown dust, grit, dirt etc. from the yard has been the source of constant complaint from local residents, despite the City Council, British Rail and the lessees of the yard having co-operated in providing a planting scheme to the yard's southern boundary.

8.72 Also the site it occupies is important to this Plan's wider objectives for regeneration to the south of the City Centre. These include the improvement of access to the Tentercroft Street area and the opening up of redevelopment opportunities in this part of central Lincoln which would contribute to achieving a more sustainable land use pattern (see Chapter 3: "Access, Transport and Communications" and Chapter 5: "Urban Regeneration").

8.73 For these reasons, the City Council will approve proposals for the relocation of the Kesteven Street coalyard, provided that they meet the criteria set out in Policy 68.

Scrap and Vehicle Breakers' Yards

8.74 Scrap and breakers' yards provide an essential service to today's consumer society. Well run, they can make an important contribution to recycling and, consequently, to the objective of creating a more sustainable City. Uncontrolled, they can impair visual amenity and be a source of both localised and more widespread pollution.

8.75 The planning issues involved are essentially a combination of those previously discussed in relation to "open storage" and "haulage business". Scrap and vehicle breakers' yards are, in principle, compatible with general industrial uses (Class B2). But their acceptability to adjacent industrial uses can be dependent on the nature of those industries. For instance, processes requiring particularly clean and/or noise and/or vibration free environments (e.g. food processing, some types of engineering) may object to their presence.

- 8.76 Open storage, typical of scrap and breakers' yards, can mar the appearance of the best planned industrial allocations, whether from within or beyond them. It can also present safety problems and encourage crime and trespass. For these reasons, the City Council will negotiate with applicants with a view to them providing covered storage instead. In any event, it will require the adequate screening of sites, as well as impose conditions regulating the height to which scrap or other materials may be stored.
- 8.77 The ebb and flow of material into and from these yards can lead to changes in those parts of the site used for the storage of and work with scrap (and other materials). While the City Council accepts that such redistribution may be a part of the operation of such businesses, it will impose conditions on planning permissions to ensure that, at any given time, adequate parking for employees and customers as well as manoeuvring and parking space for service and delivery vehicles is maintained within the yard, to avoid causing obstruction and other nuisance beyond its curtilage.
- 8.78 Scrap and breakers' yards can be sources of pollution as well as of hazard to local road conditions from the transfer of mud, oil etc. In response to these concerns, the City Council will require the provision of hard-surfacing and waste oil storage and wheel washing facilities, as well as impose conditions on planning permissions proscribing the burning of any waste materials. Lincoln's scrap and breakers' yards are presently concentrated at the eastern end of Great Northern Terrace Trading Estate, along with similar "difficult" uses such as the City's household waste disposal centre. The City Council considers that the agglomeration of these uses has advantages for its various roles in environmental management and monitoring and should be maintained.

Hazardous Substances

- 8.79 Planning has an important role in determining the location of potentially hazardous (as well as other polluting) development and controlling other development in proximity to sources of hazard. Guidance contained in PPG 23: "*Planning and Pollution Control*" gives priority to separating such development from other "populated" land uses such as residential, institutional, education and community uses. The degree of separation required will be assessed on case by case basis, taking into account the nature of the use and the extent of risk from the hazard.
- 8.80 In the case of notifiable installations and sites (i.e. those using or storing certain quantities of hazardous substances) a consent system independent of planning approval exists within which the Health and Safety Executive is a consultee. The City Council is the Local Hazardous Substances Authority. A hazardous substances consent will be required whenever such substances are introduced into a site, irrespective of there being any associated development requiring planning permission. Where planning permission is also required, two separate applications and approvals will be necessary. The City Council will normally ensure that these related applications are dealt with concurrently.

Mineral Extraction in Lincoln and Lincolnshire

- 8.81 Forward planning for and the control of development related to mineral extraction in Lincolnshire, including the restoration of exhausted workings, are the County Council's responsibilities. The City Council, among others, is consulted about forward plans and development proposals for mineral extraction where they fall within or impinge upon Lincoln's administrative boundary. Its main concerns are the protection of the amenities of other land uses and to see that the restoration conditions the County Council attaches to minerals planning permissions are compatible with its views about the after-use of the working. It is the City Council's responsibility to determine after-uses in its Local Plan and to control subsequent development accordingly.
- 8.82 Lincoln has two active mineral workings. Both are worked from limestone:
- The Cathedral Quarry
 - Greetwell Quarry

- 8.83 It is anticipated that with the Cathedral Quarry's easterly extension, approved in 1990, this working will be active well beyond the end-date for this Local Plan. Consequently, it does not contain proposals for this quarry's after-use. The stone quarry here is of a type and quality regarded as essential to maintaining the Cathedral's fabric. That it can be obtained locally is also a cost advantage.
- 8.84 In Greetwell Quarry's case, the permitted area for working within Lincoln is substantially completed. The main quarrying activities have and will progress into West Lindsey District. Some works to restore the Quarry have already taken place from its north-western edge and the County Council has requested a comprehensive scheme for its restoration from the quarry operator. The issue of Greetwell Quarry's after-use will be of concern during the Plan period.

Greetwell Quarry After-Use

- 8.85 The City Council's *North Eastern Periphery Local Plan*, approved in 1984 and intended to guide development until "approximately 1991", looked to industry as an "appropriate after-use" for Greetwell Quarry. A formal policy to that effect was not included in that Plan because quarrying operations were expected to continue beyond its end-date.
- 8.86 This Local Plan reiterates business and general industrial use as one option for its after-use. Such development, especially in the general industrial category, would require conditioning to ensure that the visual and other amenities of the new housing proposed to the north of the quarry (*See Chapter 7 "Homes" - Policy 56A*) are not adversely affected. To bolster that approach, Policy 92 provides for the creation of a sizeable buffer zone between development in the former quarry and new housing to its north. That buffer would be expected to incorporate public access to and protection for the SSSI based on the quarry face, key exposures of which should be retained, and to link with the open space based on Greetwell Hollow.
- 8.87 The existing vehicular access to the quarry is unsatisfactory, primarily because of the present alignment of Greetwell Road at Greetwell Hollow. Draft schemes have been prepared for its improvement and should be implemented before the quarry area is developed for potentially significant traffic generating uses (*see Chapter 3 "Access, Transport and Communications" - Policy 15B*).
- 8.88 The City Council's willingness to approve proposals for large scale storage and distribution use and/or park and ride provision will be dependent upon the completion/commitment to complete at least part of the proposed Eastern By-pass (*see Chapter 3: Access, Transport and Communications - Policy 14*) to link the quarry area more effectively with the radial commuter routes serving Lincoln and/or the national trunk road network.

Waste Disposal Facilities

- 8.89 Controlling and planning for waste disposal are the County Council's responsibilities. Its policies and proposals on the subject, for the period 1987 - 1999, are contained in its *"Waste Disposal Plan"*.
- 8.90 Virtually all of Lincoln's waste disposal is by landfill, although some inroads have been made by recycling initiatives. Small amounts of clinical waste are incinerated, while other "special/hazardous" wastes are dealt with at sites beyond Lincolnshire. Normal domestic, commercial and industrial wastes are currently disposed of at sites outside Lincoln, (e.g. Whisby Pits) and that should continue to be the case until 1999 and probably beyond.
- 8.91 Some landfill tipping continues in the City at a small number of private, licensed sites, in association with the engineering industry (e.g. Spike Island and at the Tower Works) as well as at the City's two quarries, where spoil from quarrying operations is contained within the site's concerned.
- 8.92 Lincoln has its own R.D.A. site (i.e. provided under the *Refuse Disposal (Amenity) Act, 1978*) at Great Northern Terrace. The south of Lincoln is also served by an R.D.A. facility at Whisby. These sites, which make an important contribution to recycling efforts, are provided as places where householders themselves can dispose of bulky or awkward household wastes.
- 8.93 The County Council's Waste Disposal Plan, contains the following policy.

"A system of household (amenity) facilities tailored to suit the characteristics of the area served will be provided on the basis of five miles' average maximum travelling distance, the actual location of facilities being weighted towards the urban areas".

- 8.94 The R.D.A. sites at Great Northern Terrace and Whisby ensure that the objective of the above policy is met, in Lincoln's case. The Waste Disposal Plan also concludes that despite a probable 10% annual growth rate in the weight of waste handled by R.D.A.s, the "present sites and arrangements are sufficiently robust and flexible to cope; permanent sites by increased opening hours". Consequently, no additional allocations for R.D.A. facilities have been included in this Local Plan, but it is accepted that the issue should be kept under review.

Renewable Energy

- 8.95 The Government's policy is to stimulate the development of new and renewable energy sources wherever they have prospects of being economically attractive and environmentally acceptable in order to contribute to:
- diverse, secure and sustainable energy supplies;
 - reduction in the emission of pollutants,
 - encouragement of internationally competitive industries.

(Reference: "New and Renewable Energy: Future Prospects in the UK", Energy Paper 62, March 1994)

- 8.96 The Government has published Planning Policy Guidance on renewable energy (PPG22) together with technical annexes, which set out in more detail the particular issues that local authorities should consider in determining such proposals.
- 8.97 The Council acknowledges that new and renewable energy sources can potentially contribute to energy needs in a significant and sustainable way. Renewable energy sources offer the hope of increasing diversity and security of supply, and of reducing harmful emissions to the environment. The aim of the Planning System is to secure economy, efficiency and amenity in the use of land in the public interest. The Council's policies towards developing renewable energy resources must be weighed carefully with its continuing commitment to policies for protecting the local environment. The Council acknowledges that proposals to harness renewable energy can display a variety of factors peculiar to the technology involved. Moreover, such schemes can have particular locational constraints since, in many cases, the resource can only be harnessed where it occurs. The Council will need to consider both the immediate impact of renewable energy projects on the local environment and their wider contribution to reducing emissions of greenhouse gases.

Pollution Control

- 8.98 Where development proposals either involve land known or thought to be contaminated, or involve processes or uses which could cause pollution, the Local Planning Authority will consult with the Environment Agency prior to the determination of a planning application.

POLICY 66: Proposed Allocations for Business and Industry

Planning permission will be granted at the locations listed below, for the development of business, industrial or other use, as specified in the following table:

| Proposals Map Ref. | Location | Use Classes | | | |
|--------------------|---------------------------|-------------|----|----|----|
| | | B1 | B2 | C1 | D2 |
| IB1 | Land north of Green Lane | • | | | |
| IB2 | Allocations at Skewbridge | • | • | • | • |

provided that, in the case of:

- 1) the allocations at Skewbridge, development proposals conform with the provisions of Policy 103 (Special Policy Zone "Skewbridge Area");
- 2) uses within Use Classes B1, C1 and D2, the Local Planning Authority is satisfied that proposed development will not harm the vitality and viability of the Central Mixed-Use Area and District Mixed-Use Centres and are consistent with the requirements of Policies 1 and 87;
- 3) uses within Use Class B2, development can be accommodated without a detrimental impact upon:
 - the amenities of neighbouring land uses, whether existing or planned, through noise, vibration, fumes, smell, smoke, soot, ash, dust, grit or other forms of pollution;
 - the quality of the environment across the City and beyond, including its appearance and character.

Planning permission will not be granted for retail development at the above locations.

Within IB1 planning permission will also be granted for development which is intended to support established businesses on adjoining land, provided that it can be accommodated without a detrimental impact on:

- the amenities of neighbouring land uses, whether existing or planned, through noise, vibration, fumes, smell, smoke, soot, ash, dust, grit or other forms of pollution;
- the quality of the environment across the City and beyond, including its appearance and character.

Explanation

Use Class B1 = A business use - i.e. as an office, other than as an office where services are provided principally to visiting members of the public, for research and development of products or processes, or for any industrial process which can be carried out in a residential area without detriment to the amenity of that area

Use Class B2 = General Industry

Use Class C1 = Hotels and Hostels

Use Class D2 = Assembly and Leisure Uses.

Justification for Policy 66

See Paragraphs 8.1 to 8.21

Policy 66 will be implemented by:

Development Control procedures.

In the case of the allocations at Skewbridge, through the additional control offered by land ownership.

Encouraging investment by the County Council, other agencies and the private sector.

POLICY 67A: Existing Allocations for Business and Industry

Planning permission will be granted, at the locations listed below, for the development and extension of, and changes of use between, business, general industrial, storage and distribution, or other use, as specified in the following schedule:

| Proposals Map Ref. | Location | Use Class | | | Other Uses | | | | | |
|-----------------------|-----------------------------|-----------|----|----|------------|---|---|---|---|---|
| | | B1 | B2 | B8 | A | B | C | D | E | F |
| IB3 | West of Outer Circle Road | * | * | * | * | * | | * | | |
| IB4 | East of Outer Circle Road | * | * | * | * | * | | * | | |
| IB5 | Allenby Road Trading Estate | * | * | * | | | | * | | |
| IB6 | Beevor Street | * | * | * | | | | | | |
| IB7 | Tower Works | * | * | * | | | | | | |
| IB8 | Waterside South | * | * | | | | | | | |
| IB9 | New Boultham | * | * | | | | | | | |
| IB10 | Great Northern Terrace | * | * | * | | | * | | * | |
| IB11 | Western Link/Tritton Road | * | | | | | | | | |
| IB12 | Sunningdale Trading Estate | * | | | | | | | | |
| IB13 | Dixon Way Trading Estate | * | | | | | | | | |
| IB14 | Adjacent to City School | * | | | | | | | | |
| IB15 | West of Tritton Road | * | * | | * | | | | | |
| IB16 | Moorland Long Estate | * | * | | | | | | | |
| IB17 | Newark Road-Urban Street | * | | | | | | | | * |
| IB18 | South of Doddington Road | * | * | * | | | | * | | |
| IB19 | North of Long Leys Road | * | | | | | | | | |

A = Car and caravan sales

B = Retail warehouse subject to the provisions of Policy 73B

C = Storage and distribution of minerals

D = Road haulage

E = Scrap and vehicle breakers

F = Expansion of the Lincoln School of Science and Technology

Provided that in the cases of:

- 1) B1 Uses, the Local Planning Authority is satisfied that the proposed development will not harm the vitality and viability of the Central Mixed-Use Area and District Mixed-Use Centres;
- 2) B2 Uses can be accommodated without harming:

- the amenities of neighbouring land uses, whether existing or planned, through noise, vibration, fumes, smell, smoke, soot, ash, dust, grit or other forms of pollution;
- the quality of the environment across the City and beyond, including its appearance and character.

and that:

- 3) in the case of retail warehousing and car and caravan sales, development is restricted to plots with frontages to Outer Circle Road, Greetwell Road or Tritton Road respectively;
- 4) in the case of the Great Northern Terrace area, access difficulties must be resolved (e.g. by the implementation of the scheme to which Policy 15A applies) before further developments generating significant volumes of traffic can be permitted;
- 5) scrap and vehicle breaking uses are directed to the eastern end of Great Northern Terrace Trading Estate, subject to the satisfactory screening of the development; adequate parking and access by employees, customers and service vehicles, conditions restricting height of stored materials, providing for wheel washing, waste oil storage and proscribing the burning of waste and other materials;
- 6) open storage meets the provisions of Policy 68.

Where an existing use, in the above locations, does not conform to the range of uses set out above, planning permission will be granted for its further development, provided it does not worsen the quality of the environment or conflict with other policy objectives.

Explanation

| | | |
|-------------------------|---|--|
| <i>Use Class B1</i> | = | <i>A business use - i.e. as an office, other than as an office where services are provided principally to visiting members of the public, for research and development of products or processes, or for any industrial process which can be carried out in a residential area without detriment to the amenity of that area.</i> |
| <i>Use Class B2</i> | = | <i>General Industry</i> |
| <i>Use Class B8</i> | = | <i>Storage or Distribution</i> |
| <i>Retail Warehouse</i> | = | <i>Large, single level store, specialising in the sale of household goods (such as carpets, furniture and electrical goods) and bulky DIY items, catering mainly for the car borne customer and often in out-of-centre locations.</i> |

Justification for Policy 67A

See Paragraphs 8.31 to 8.60

Policy 67A will be implemented by:

Development Control procedures.

In the case of City Council owned land and buildings through the additional control offered by ownership.

Encouraging investments by the County Council and other agencies.

POLICY 67B: Existing Business and Industrial Uses

In the case of business, industrial or other existing uses on sites not listed in Policy 67A, planning permission will not be granted for development proposals within or extending their present curtilage which would cause or exacerbate a nuisance, or otherwise not comply within the provisions of Policy 34.

Justification for Policy 67B

See Paragraph 8.35

Policy 67B will be implemented by:

Development Control procedures

POLICY 68: Open Storage

Planning permission will only be granted for open storage, whether in its own right or secondary to the use of buildings, where:

- It does not adversely affect the amenities of nearby residents or other land uses;
- the site can be effectively screened from nearby roads and railways;
- satisfactory access arrangements can be provided;
- measures are included to prevent materials being windblown, and, if necessary, planning conditions are applied restricting the height of open storage, to ensure visual amenity is not impaired.

Where proposals involve such storage in connection with the distribution of coal and other minerals, planning permission will only be granted on land allocated for general industrial (Class B2) use.

Justification for Policy 68

See Paragraphs 8.66 to 8.73.

Policy 68 will be implemented by:

Development Control procedures.

POLICY 69: Hazardous Installations and Substances

Proposals for hazardous installations or proposals which involve the presence of hazardous substances will only be permitted where:

- they can be accommodated without a detrimental impact upon the amenities, including safety of adjacent uses and, if applicable, the wider area;
- they do not pose an unacceptable threat to the quality of ground and surface water;
- it is possible to achieve minimum separation distances (variable dependent upon the hazard concerned) from concentrations of population.

Development proposals which may be sensitive to existing and future sources of potential hazard will only be approved where the level of risk is considered acceptable and/or can be successfully mitigated.

Explanation

"Hazardous substances" are as defined by the Planning (Hazardous Substances) Regulations 1992.

Justification for Policy 69

See Paragraphs 8.79 to 8.80

Policy 69 will be implemented by:

Development Control procedures.

POLICY 70 : Greetwell Quarry

Once the mineral extraction at Greetwell Quarry has been completed, planning permission will be granted for one or more of the following uses:

- Business and General Industrial Uses (within Class B1 and B2);
- Public Open Space;
- Storage and Distribution Uses (Class B8);
- Park and Ride.

subject to:

- Completion of the restoration conditions required by the County Council as the Minerals Planning Authority;
- Completion of the road improvement scheme at Greetwell Hollow;
- A layout which provides public access to and preserves key exposures of the quarry face (a SSSI); provides a physical and visual buffer between the use(s) proposed above and proposed housing development to the north;
- In the case of Business and Industry, large scale distribution and storage uses, and park and ride provision, completion of (at least parts of) the proposed Eastern By-pass.

Justification for Policy 70

See Paragraphs 8.85 to 8.88

Policy 70 will be implemented by:

Development control procedures.

POLICY 71: Renewable Energy

In view of the general environmental benefits associated with harnessing renewable energy sources, the Local Planning Authority will permit the development of renewable energy schemes provided it is satisfied that such development would not cause significant harm to interests of acknowledged importance in the local environment.

In assessing proposals the Local Planning Authority will have particular regard to the following issues:

- the immediate and wider impact of the proposed development on the landscape;
- the need to protect features and areas of natural, cultural, historical and archaeological interest;
- the measures that would be taken, both during and after construction, to minimise the impact of the development on local land use and residential amenity;
- the local and wider benefits that the proposal may bring;
- certain renewable energy resources can only be harnessed where the resource occurs.

Justification for Policy 71

See Paragraphs 8.95 to 8.97.

Policy 71 will be implemented by:

Development Control procedures

Objectives:

The shopping policies and proposals in this Local Plan are designed to:

- maintain and enhance Lincoln's status as a sub-regional shopping centre;
- make provision for a range of shopping to meet the needs of local communities and the wider shopping catchment;
- maintain a compact, attractive, safe and easily accessible Central Shopping Core;
- ensure that the location and design of new retail development maintains or enhances the City's distinctive historic and architectural character and supports the vitality and viability of the City Centre;
- develop the relationship between tourism and shopping;
- secure opportunities for retail-led environmental, social and economic benefits for the City as a whole.

9.1 Lincoln is the single largest settlement within a radius of over 30 miles. As a result, it draws its shopping custom from a considerable rural hinterland. In the national context, the City has the status of a "sub-regional" shopping centre, which means that its size and attractiveness enables it to derive sufficient trade from the surrounding area to support a full range of retailing and related services.

9.2 Shopping, as well as being an important feature of everyday life, is also a major source of employment. The enhancement of Lincoln as a shopping centre is, therefore, important not only to satisfy the demands which the growth of the sub-region will impose on it in the future, but also to secure much needed investment towards improving long-term employment prospects.

9.3 A healthy shopping sector is also important for other reasons. The large numbers of people which good shopping facilities attract provide the economic and social environment necessary to sustain many other activities. Taken together, these add vitality to the street scene and provide opportunities for urban regeneration and investment in social and leisure facilities. The growth of retailing can also be expected to provide the impetus to modernise and improve the City Centre and local shopping centres.

The City as a Sub-Regional Shopping Centre

9.4 Lincoln's major strengths as a shopping centre are its position as a county town, its large catchment area with few competing centres, and the wide range of shops it supports relative to its size. The central shopping area in particular has several advantages as a shopping destination:

- its physical compactness and the convenience and accessibility this provides;
- the safe and attractive shopping environment of the pedestrianised shopping streets;
- the distinctive historic fabric and character which distinguishes it from other shopping centres and adds to the shopping experience.

This Plan aims to build on these strengths and, in particular, to safeguard the City Centre as the primary shopping destination.

9.5 In recent years there has been a trend towards larger shops and moves to capitalise on the benefits of out-of-town locations for major food supermarkets and other specialised forms of retailing such as DIY goods, domestic electrical appliances, furniture and furnishings. That trend is now causing concern nationally, because of its effects on town centres and its dependence on cars. Whilst the Council recognises the desire of retailers to continue to adapt to changing economic and social circumstances it also feels that it is

important that local plan policies guiding the development of new retailing methods and the distribution of shopping facilities should have proper regard to the wider public interest - including the need for lively and viable town centres and a healthy environment. Retail development outside the City Centre is therefore to be controlled very carefully.

Strategic Principles

- 9.6 The Shopping Strategy provides the basis for policies to ensure a balance between satisfying the requirements of the wider shopping catchment area and the competing demand for easily accessible local convenience shopping and other locally based services and community facilities. It also has a major role to play in reducing the need for people to travel, in particular by private car, and promoting the use of the less environmentally damaging forms of transport.
- 9.7 Because Lincoln is a relatively compact city, it is able to offer particularly good opportunities to put many of the principles of sustainable development into practice.
- 9.8 Such a strategy must, however, be capable of embracing developments which have been carried out in the past and those with planning permission which have not yet been implemented. Some of these developments inevitably involve locations which, with hindsight, would not now be considered as meeting current sustainability objectives. In these cases, the aim is to integrate the developments in the most satisfactory way possible.
- 9.9 The policies relating to retail development are formulated against this background. The Strategy's main features are:
- major retail developments to serve a wide catchment area will normally be expected to take place within the Central Shopping Core;
 - the primary retailing function of the Central Shopping Core will be safeguarded by restricting non-retail uses at ground floor level within defined shopping streets and improving the shopping environment (particularly through City Centre Management);
 - where it is not practicable to accommodate the space or operational requirements of particular forms of shopping development which would normally be expected to be located within the Central Shopping Core, developers will be encouraged to seek Edge-of-Centre locations;
 - major convenience retailing in the form of supermarkets and superstores will be permitted in locations which can serve a wide local catchment population, (in some cases extending beyond the City boundary) and where they can also provide for car borne shoppers but also give a high degree of accessibility from nearby residential areas by other modes of transport and on foot. Such developments will be particularly directed to locations where they will enhance the shopping function of District Mixed-Use Centres;
 - Out-of-Centre Retailing, typically in the form of retail warehouses, will be permitted only within defined Retail Parks where satisfactory provision can be made to meet the access and car parking requirements of this type of shopping and a variety of shops can be visited during one trip;
 - the range of small shops and services within District Mixed-Use Centres and Local Shopping Centres catering for the day-to-day needs of nearby residential areas, will be protected and supported as an important local amenity and provision will be made for the expansion and diversification of such centres.

Central Lincoln Mixed-Use Area

- 9.10 Although shopping is just one of the activities in the City Centre it has a primary role in attracting and maintaining a wide range of the activities and services which benefit from the large volume of people who visit the City Centre for shopping purposes. The range and scale of these activities is made possible in part because the City Centre is accessible to a wide public and in part because the activities are themselves mutually supporting. This concentration of activities is crucial to the City Centre's vitality and viability. It is

the Council's intention, therefore, to encourage a wide range of mutually supporting uses within and around the City Centre through the designation of a Central Mixed-Use Area. (see Chapter 4: Urban Regeneration).

- 9.11 Whilst the primary purpose of this approach is to provide developers with the flexibility necessary to stimulate the range of investment and development in the Central Shopping Core which will be important to its future vitality and viability, the Council considers it necessary to protect important shopping streets which will continue to underpin the economy of the Centre and a desirable shopping circulation pattern. To ensure that these streets remain particularly attractive to shoppers, development at ground floor level will, therefore, be restricted to shops and other uses, such as banks and building societies, cafes and restaurants, which people would expect to visit as part of a shopping trip. Additional restrictions on the type of development which will be permitted within the High Street primary shopping frontage reflect the importance which the Council attaches to the role of this Street in securing the vitality and viability of the Central Shopping Core.
- 9.12 In its identification of Primary Shopping Streets, the Council has taken into consideration the findings of a report by Roger Tym and Partners who were commissioned by the Council in 1988 to undertake a reappraisal of the City's retail sector. Surveys carried out during the preparation of this report, established Lincoln's primary retailing frontage as both sides of the High Street from the Cornhill in the south to the Stonebow in the north, based on growth trends in Zone A rents and retailer representation, particularly the concentration of major anchor multiples. Pedestrian flow counts confirmed this assessment. A further survey by the Council in May 1995 revealed a level of Class A1 representation in the Primary Shopping Street of 81%. Pedestrian flow counts continue to show this as the busiest part of Lincoln's Central Shopping Core, with the opening of the St. Marks shopping area now spreading the peak flow further southwards.

The Shopping Development Strategy for Central Lincoln.

- 9.13 At a time when Lincoln's City Centre is growing and changing rapidly and when, nationally, the important role of town and city centres is being re-emphasised, a clear strategy is needed for developing Central Lincoln's strengths and attractions as a Shopping Centre. The Strategy is summarised in the following points:
- The Central Shopping Core will remain the City's main focus of "comparison" shopping,
 - An improved range of "convenience goods" shops will also be encouraged in and around the Central Shopping Core;
 - Street cafes and entertainments will be promoted within a carefully managed environment,
 - Links between the Central Shopping Core, other Shopping Streets and Edge-of-Centre shops will be made attractive, safe and convenient for pedestrians;
 - Within the Central Shopping Core a wider pattern of pedestrian circulation will be encouraged, particularly by the development of new shopping attractions in the Sincil Street area, complementing the attractions of the Markets and the Waterside Centre;
 - Shoppers and visitors will be encouraged to combine visits to the Central Shopping Core with visits to other parts of the City Centre. In particular:
 - * The Top-of-High Street/Strait Area - offering speciality shopping, food and drink outlets and other attractions within an intimate and interesting mixed-use environment linking through to the cultural attractions of the Lindum Hillside area and the special attractions of the uphill Historic Core;
 - * The Brayford Area - offering an attractive waterside environment with leisure, entertainment and cultural attractions, festival spaces, restaurants, pubs, cafes and hotels all focusing on the interest and activities of the Brayford Pool and the River Witham;
 - * The South High Street Area - offering its own range of major and speciality shops, restaurants, pubs, cafes and entertainments and providing the link with the main edge-of-centre retail parks.

To make the links between these areas and the Central Shopping Core attractive to use, special attention will be paid to the mixture of shopping and other uses generally and the need to keep particular key buildings in uses which will encourage flows of shoppers and visitors.

The Shopping Development Strategy is supported by access proposals, which seek to:

- improve public transport facilities (including interchange between bus and rail);
- improve the pedestrian environment throughout the City Centre and give priority to the needs of pedestrians and cyclists;
- maintain sufficient good quality short-stay car parking in and around the Central Shopping Core to cater for the needs of shoppers and visitors, with strong and attractive links for pedestrians between the car parks and the shops and other facilities and attractions;
- promote Park and Ride as an attractive alternative for shoppers and visitors (as well as commuters), particularly those from beyond the City, with picking up/dropping off points located to support the vitality and viability of key areas;
- improve accessibility between the uphill and downhill areas of the City Centre;
- provide for the special needs of people with impaired mobility or vision.

Major New Retail Floorspace in and around the Central Shopping Core

- 9.14 Over the last 20 years or so Lincoln has seen a considerable consolidation of retailing within the Central Shopping Core, particularly those shops selling comparison goods, and this is generally considered to be one of the Central Shopping Core's main trading strengths.
- 9.15 To counter the trend towards the decentralisation of certain forms of retailing designed to cater primarily for the car-borne shopper, the City Council intends to reinforce the traditional role of the Central Shopping Core as the first choice for comparison goods retailing and an increasing range of convenience goods (food, groceries etc.).
- 9.16 The major attractions of the Central Shopping Core for new shopping are the existing wide variety of shops, its accessibility particularly by public transport and its character and vitality. It is anticipated that positive steps will be needed to maintain Lincoln's competitive position particularly in view of the level of population growth forecast for the south of the City's catchment area, where the influence of competing centres will be most keenly felt. Lincoln will therefore need not only to attract its present custom but also a large proportion of the expenditure generated by this additional population, in the face of strong competition from the regional centres such as Nottingham, Peterborough and the smaller centre of Newark. The City Centre Management Scheme aims to improve Lincoln's shopping attractions.
- 9.17 Wherever possible major new retail development will be expected to take place within the Central Shopping Core. Some forms of shopping will not be able to be accommodated easily in the City Centre, because of the type of goods sold or the requirement for large retail floorspace or extensive showroom facilities. In such cases developers will be expected to seek alternative edge-of-centre sites and to be prepared to adapt their development proposals according to local circumstances.
- 9.18 To ensure that such developments reinforce rather than detract from the vitality and viability of the Central Shopping Core, they should be within easy walking distance of the core thereby facilitating access to a wider range of shopping for those without cars or who choose to use public or other means of transport, and enabling one shopping trip to serve a number of different purposes. In such cases the Council may restrict car parking provision or expect developers to allow dual use of associated car parks for City Centre public car parking. Management regimes will be required to be consistent with this Plan's objectives for Access, Transport and Communications and, in particular, the Parking Strategy.

Major Convenience Retailing In Out-of-Centre Locations

- 9.19 Whilst the advantages of larger shops for food retailing in extending customer choice and in passing on the reduced overheads to the shopper in terms of lower prices may be beneficial, the limitations of town centre locations imposed by the size of site required to accommodate the amount of floorspace involved and the

attendant car parking have led to retailers increasingly seeking alternative out-of-centre sites. The Lincoln area's first superstore, (Asda in North Hykeham) opened in 1969. By 1995 there were eight such stores operating in the area, seven within Lincoln, totalling just over 37,500 square metres gross floorspace. They serve and compete for an extensive catchment area for food shopping of about 165,000 people, half of whom live outside the City. Consequently, they are important contributors to Lincoln's role as a 'sub-regional' centre.

9.20 The greatest impact of 'out-of-centre' supermarket/superstore developments has been on local shopping centres and corner shops. It is difficult to gauge precisely the scale by which local centre and corner shops' provision has declined, but between 1971 and 1991, indicative data suggests it has been substantial. Over the same period, the proportion of Lincoln's households with a car has increased dramatically.

9.21 It is recognised that the service offered by major out-of-centre food stores has become an important and popular component in current lifestyles. The objective will be to control the future location of such developments in the interests of the widest possible public. Those interests are defined as:

- ensuring that major out-of-centre food stores contribute to achieving a more sustainable land use distribution, bearing in mind that such developments are, characteristically, major attractors of car borne traffic;
- improving the accessibility of these stores to all households within Lincoln and its catchment area, irrespective of car ownership.

9.22 It remains important, however, that the development of such shopping centres should be planned in such a way as to provide the best possible access for all sections of the local community which look to the City for their convenience shopping, including the extensive catchment area outside the City boundary. In particular, the Council is anxious that the detailed location and design of such facilities does not discriminate in favour of the mass market and against minority and disadvantaged groups such as households without access to private transport, the elderly, or those with physical handicaps, and does not contribute to further car-dependence. The Council believes that this can be more satisfactorily achieved by ensuring that large new food supermarkets are restricted to locations which are able to combine the high level of accessibility by the private car and public transport necessary to support the demand within the suburban housing areas and the wider shopping catchment, with the potential to provide local neighbourhood shopping based on safe and convenient pedestrian and cyclist access.

9.23 Where food supermarkets and superstores cannot be located in the Central Shopping Core, the Local Planning Authority will normally expect them to locate either in an "edge-of-centre" location or within or adjacent to a District Mixed-Use Centre, provided they are to be properly integrated with other shops and facilities.

9.24 Provision should also be made to meet the special needs of the inner city residential areas where households have a low level of car ownership or do not choose to use a car for shopping and for whom convenience shopping and other everyday facilities within easy reach of home are particularly important. This in turn will support other policies for the promotion of city centre living.

9.25 It is considered important to take steps to maintain a substantial element of food shopping in and around the City Centre. It is, therefore, encouraging to note that despite supermarket and superstore development, the amount of floorspace within the primary shopping area devoted to food shopping has increased, albeit marginally, over the last quarter century.

Other Major Out-of-Centre Shopping Development

9.26 The demand for shopping takes many forms both in the type of goods offered for sale and the sector of the general public to which it is orientated. In recent years rising income and credit, and increased home ownership have been largely responsible for the high level of demand for domestic appliances, furnishings and DIY goods. At the same time the expansion of the City, particularly the development of extensive suburban housing areas, and the continuing rise in car ownership has led to a decentralisation of certain types of retailing, particularly those catering for (and encouraging) shopping trips by car. Such developments, particularly in the form of retail parks, seek to take advantage of lower property overheads to support the large retail units which are necessary for bulky goods, and extensive on-site car parking.

Customers may benefit from a wider range of goods and lower prices. At the same time, however, such developments can reduce choice in the City Centre and encourage greater use of cars.

- 9.27 Because such developments draw their custom from a wide catchment area in and beyond the City boundary, it is important that any permitted in the future are easily accessed via the primary road network, in order to provide opportunities for customers to travel by both public and private transport and to ensure that their location does not give rise to traffic congestion or loss of local amenity within residential areas.
- 9.28 It is the view of the Local Planning Authority that provided the range of goods offered for sale in retail parks and the form of development, in particular unit size, is carefully controlled, such retailing can complement City Centre shopping and enhance the sub-regional status of the City. However, the cumulative effect on the vitality and viability of the Central Shopping Core will be carefully monitored. Substantial floorspace has already been developed for retail warehouses and further proposals will therefore be permitted only where the Local Planning Authority is satisfied that there will be no adverse impact on the Central Shopping Core nor on nearby District Mixed-Use Centres or Local Shopping Centres which it is committed to protect and support.
- 9.29 Accordingly, where planning permission is granted for retail warehousing development on land for which specific provision has been made on the Proposals Map, the Local Planning Authority will impose restrictions on the type of goods which may be sold and a minimum size for individual shop units. Such restrictions will also ensure that the nature of the development does not change over time so as to compete directly and adversely with the City Centre or District and Local Centres.
- 9.30 The Local Planning Authority will attach considerable importance to the need to protect the vitality and viability of the Central Shopping Core, District Mixed-Use Centres and Local Shopping Centres against the impact of major out-of-centre shopping developments and the need to reduce the frequency and lengths of trips by motor vehicles which are generated by this type of retailing. The City Council will, therefore, place the onus on developers to justify their choice of location against other sites which may be available, to provide evidence of the likely impact of the proposed development on the Central Shopping Core and nearby District Mixed-Use Centres and Local Shopping Centres and to demonstrate how the development will help to achieve the sustainability objectives of the Local Plan by offering a high level of accessibility to a significant proportion of customers who wish to use alternative means of transport to the private car.

Safeguarding Land for Other Uses

- 9.31 Policies are also included in the Local Plan which seek to prevent the development of out-of-centre retailing on land used for or allocated to other uses - particularly business, industrial and storage uses, open space, playing fields and other formal sports facilities. The retail sector, and especially out-of-centre food based stores have proved themselves well equipped to compete for land. Typically, their development in Lincoln has taken land previously set aside for business, industrial and storage uses. More recently, major retail development has been mooted on existing playing fields. Lincoln's administrative area is highly urbanised. Consequently, the amount of land available for development (of all types) is limited, especially that which offers large, flat and (potentially) well serviced and accessed sites. The City's Economic Development Strategy emphasises the need for Lincoln to be able to offer high quality sites to business, industrial and storage uses. Loss of these assets to other uses would undermine the ability to fulfil that strategy and, consequently, the economic well-being of the City.
- 9.32 Chapter 6 of this Local Plan highlights the shortage of playing fields and other formal sports provision in Lincoln, when compared to minimum standards recommended by the National Playing Fields Association and recognised in national planning policy guidance. Whilst these assets can be attractive to other uses, especially where they are accessible from main routes, the need to retain them as open recreational space will normally be paramount.

District Mixed-Use Centres and Local Shopping Centres

- 9.33 Shops and related services catering for the day-to day and casual needs of nearby residents are an important local amenity. They are particularly convenient for the elderly or infirm, families with young children, and those without cars. Groups of small shops suitably located within or adjacent to large

residential areas are able to offer a wide range of food and non-food shopping and in some cases may be able to draw sufficient trade to support other locally based services and community facilities.

- 9.34 District Mixed-Use Centres can often be greatly enhanced by the presence of a major food retailer which, because it can offer a full range of convenience goods at competitive prices, can attract sufficient custom to support more specialised shops and services. The traffic generated by large food supermarkets and the possible effects of this on highway safety, pedestrian accessibility and residential amenity will be of overriding concern in the determination of planning applications for this form of development in these centres.
- 9.35 It will be particularly important to ensure that the size and composition of District Mixed-Use Centres and Local Shopping Centres continue to reflect local needs and do not over time assume a status which could threaten the vitality and viability of the Central Shopping Core, and that they maintain attractive and interesting shopping frontages at ground floor level. The Council believes that this can be best achieved by controlling the extent of individual land allocations in the Local Plan and by imposing limitations on the amount of floorspace occupied by individual shop units and by controlling the proportion of shop units in non-retail use such as banks, estate agents and building societies. The adequacy of the allocations for District Mixed-Use Centres and Local Shopping Centres (as shown on the Proposals Map) will be subject to regular review (See Paragraphs 1.56 and 1.57). The District Mixed-Use Centres are all listed in Paragraph 4.31.
- 9.36 Several District Mixed-Use Centres have already developed extensive catchment areas, often extending beyond the City boundary. The Council wishes to encourage as wide a range of facilities as possible in these areas to meet the day-to-day needs of local residents and to reduce the need to travel. Provision for people to live in both Local Shopping Centres and District Mixed-Use Centres, can improve their vitality and security. It can also provide opportunities for shopkeepers to live on the premises and for flats over shops. Such Centres can also provide valuable local employment and leisure opportunities.

Corner Shops and Small Groups of Shops in Predominantly Residential Areas

- 9.37 Small 'corner' shops within residential areas often play a valuable role in meeting local needs for convenient access to a wide range of day-to-day goods and services. Maintaining and improving the local environment and the range of facilities and amenities available to residents is likely to play a particularly important part in attracting population and investment into the extensive stock of Victorian and Edwardian housing close to the City Centre. This is an important objective if the aims of this Local Plan towards sustainable development are to be achieved. Small shops in residential areas also provide important opportunities for local employment (in many cases self-employment) and for many people they are a valuable aid to maintaining social contact with the wider community.
- 9.38 Increasing competition from new forms of retailing, in particular the trend towards larger shops able to pass on the benefits of increased efficiency in lower prices, has however led to the closure of many small shops both nationally and within the City. Although the implementation of Local Plan policies and other City Council initiatives to control the growth of out-of-centre retailing and to make living close the City Centre more attractive may help to maintain the viability of some corner shops, the effect of these planning controls alone are unlikely to bring about a dramatic reversal of this situation in the short term.
- 9.39 Corner shops are normally situated within predominantly residential areas, and as a result, it is common for planning permission to be sought for the change of use of such premises to dwellings or flats. In determining these applications the Council have in the past been mindful that, despite local concern at the loss of local facilities, to refuse permission would not in itself be instrumental in retaining these buildings in shopping use and might well result in premises standing empty or falling into disrepair. The value the community attaches to local shopping and other facilities contrasts sharply with the response of nearby residents to proposals to introduce shopping uses into an established residential area whether by conversion or in the form of new building, which invariably gives rise to concerns of disturbance and loss of amenity. Corner shops must, therefore, be seen as a limited resource which once lost are likely to be difficult to replace. The Council will, therefore, normally oppose their loss except where they can be shown to be no longer economically viable in a shopping use.

Hot Food Take-Aways, Restaurants, Cafes, Public Houses and Road Related Services

- 9.40 Premises for the sale of food and drink are important elements in the diversification of uses in both the City Centre and Local Shopping Centres. For many people, the availability of food and drink is an important part of their shopping trip or visit to the City and this is likely to become increasingly popular with the trend towards shopping as a leisure activity and the growth of tourism. Such uses also provide a valuable service for local employment and in association with other complementary uses can play a large part in extending the vitality of the Central Mixed-Use Area and District Mixed-Use Centres into the evenings. However, because the cumulative effects of certain uses of this type - such as restaurants and hot food take-aways can sometimes give rise to local environmental problems, such as noise, smell and car parking problems, planning permission will not be granted for development which would exacerbate or create an unsatisfactory situation.

Siting of Mobile Food Sales

- 9.41 Mobile hot and cold food outlets commonly seek permanent siting in areas which attract large numbers of people, such as the car parks of supermarkets, superstores and retail parks or within the City's squares and open spaces. Where the sale of food is not available from nearby permanent buildings, the Council will normally grant planning permission for such uses, provided they are of satisfactory appearance and will not adversely affect adjoining uses either by themselves or in association with similar food outlets nearby. The detailed siting of mobile food sales will, however, need to be visually unobtrusive, must not give rise to vehicle/pedestrian conflict which could cause obstructions/accidents, nor will they be permitted to occupy car parking spaces which are needed by other development in the area.
- 9.42 Where proposals are received for the siting of mobile food sales in public areas, their effect on the amenity and character of the area will be of overriding concern.

The Shopping Environment

- 9.43 As the leisure value of shopping assumes greater importance, people are becoming increasingly aware of the quality of the shopping environment. The result has been pressure on local authorities, retailers and developers alike to improve the appearance, convenience and amenity of shopping centres as a means of maintaining their competitiveness. The general public increasingly expects facilities such as customer toilets and baby care facilities at the places where they shop, while the availability of recycling facilities encourage conservation of resources and helps to avoid the need for special journeys to recycling centres.
- 9.44 Locally the concept of pedestrianised High Street shopping originated in the "*Lincoln Town Centre Proposals 1964*". Although the northern section of the proposed Inner Relief Road which was to make this possible was not implemented (because of environmental concerns), the remaining sections of this scheme (Broadgate, St Mary's Street and Wigford Way) have enabled the progressive pedestrianisation of the main shopping streets.
- 9.45 There remain, however, a number of physical and traffic management barriers which hinder the extension of pedestrian priority. Particular attention will, therefore, be given to:
- the management and restriction of traffic in Mint Street/Silver Street (west of Bank Street) and Bank Street during shopping hours;
 - the promotion of a strong north/south pedestrian route from Sincil Street to Flaxengate via the Waterside Centre and the Stonebow Centre to stimulate shopping development along this axis and create a better pattern of pedestrian circulation.

(see Chapter 3 "*Access, Transport and Communications*").

- 9.46 The Council is also developing programmes of improvements to the environment of shopping streets. Although some of these improvements may be implemented within the City Council's Capital Programme, it is proposed that, in general, schemes will be prepared and implemented by the Council in partnership with the private sector and in consultation with the public. A City Centre Manager has been appointed to facilitate

this approach. That appointment results from a partnership between the City Council, the Chamber of Commerce, the Lincolnshire TEC and Lincoln City Forum.

Car Parking

- 9.47 One of the principal aims of the Balanced Transport Strategy for Lincoln is to restrain, wherever practicable, the overall use of the private car for journeys within the City and to promote alternative means of transport. Whilst the large amounts of traffic attracted to the Central Shopping Core and its high level of accessibility, particularly by public transport, provide important opportunities to put such a strategy into effect, the strategy also recognises that sufficient high quality short-stay car parking should continue to be provided to serve the City Centre and Local Shopping Centres if they are to compete effectively with out-of-centre development, remain attractive to shoppers, and retain the confidence of retailers and other investors. Policies relating to shoppers car parking are included in *Chapter 3: "Access, Transport and Communications"*. They seek to improve shopper and visitor parking facilities to support the City Centre. They are complemented by policies seeking to move long-stay commuter car parking to Park and Ride sites.

Policies And Proposals

POLICY 72A: Shopping Streets

Within those parts of the Central Mixed-Use Area shown on the Proposals Map as "Shopping Streets" (including the "Primary Shopping Street") planning permission will be granted for development involving the following uses at ground floor level:

- shops and food and drink outlets (within Use Classes A1 and A3);
- financial and professional services (within Use Class A2);
- other uses which pedestrians may be expected to visit in the course of a shopping, leisure or tourist trip;

provided that:

- 1) within the Primary Shopping Street a minimum of 80% of the frontage will remain in Use Class A1; and,
- 2) uses outside Use Class A1 are not concentrated or located in ways that would undermine this Local Plan's strategies for:
 - safeguarding and enhancing the vitality and viability of Shopping Streets;
 - encouraging a wider pedestrian circulation within the Central Shopping Core and the adjoining Revival Areas, and between the Central Shopping Core and the Uphill Historic Core.

Explanation

These restrictions apply only to ground floor uses. On other floors of buildings on shopping streets a wide range of uses will be permitted in accordance with Policy 18.

"Street frontage" includes both sides of a street, and the Local Planning Authority might consider uses on both sides of a particular street as amounting to a concentration.

"The Uphill Historic Core" is defined as that part of the Central Mixed-Use Area north of the "Top-of-the High Street and Strait Revival Area.

The strategies referred to in item 2) are detailed in The Shopping Development Strategy for Central Lincoln - Paragraph 9.13.

Justification for Policy 72A

See Paragraphs 9.10 to 9.12

Policy 72A will be implemented by:

Development control procedures. The monitoring of planning permissions

POLICY 72B: Major Retailing Provision in the Central Shopping Core and Edge-of-Centre Locations

Except as provided for in Policies 73A and 73B, planning permission will be granted for major new retail development only:

- within the Central Shopping Core shown on the Proposals Map; or,
- In Edge-of-Centre locations, provided the Local Planning Authority is satisfied that the proposed development will support the vitality of the Central Shopping Core and cannot be satisfactorily accommodated within it.

Explanation

"Major retail development" means development with a gross retail floorspace of 2,500 square metres or more.

"Central Shopping Core" means the predominantly pedestrianised area of the City Centre within which the bulk of the primary shopping facilities are to be concentrated - as defined on the Proposals Map

"Edge-of-Centre Location" means a location which people can walk to conveniently and safely, within a pleasant, lively and interesting street environment, while also visiting the Central Shopping Core

Justification for Policy 72B

See Paragraphs 9.14 - 9.18

Policy 72B will be implemented by:

Development control procedures

POLICY 73A: Major Convenience Retailing in Out-of-Centre Locations

Planning permission will be granted for supermarkets and superstores in Out-of-Centre Locations only where they:

- 1) conform with this Plan's objectives for Access, Transport and Communications;
- 2) will not attract additional traffic into or through residential areas;
- 3) will be integrated within or attached to an existing or planned District Mixed-Use Centre;
- 4) will be able to serve a substantial local catchment population and are sited in such a way that pedestrians, cyclists and public transport users can reach them in safety and with convenience;
- 5) do not impact adversely on the vitality and viability of the Central Shopping Core;
- 6) conform with Policy 73C.

Planning permission will not be granted for Out-of-Centre retailing where:

- the proposed development would take land shown on the Proposals Map for use as business, industry, storage and distribution (within Use Class B1, B2 and B8) playing fields or open space in its various forms.
- It involves direct access onto the Lincoln Relief Road, or proposed Eastern By-pass;
- the retail use proposed equates to an 'Out-of-Town' development.

Explanation

"Supermarket" means a single level self-service store selling mainly food, with a gross trading floorspace of between about 500 and 2500 square metres, often with its own car park.

"Superstore" means a single level self-service store selling mainly food, or food and non-food goods usually with at least 2500 square metres gross trading floorspace with dedicated car parking at surface level

"Out-of-Centre" means a location that is clearly separate from the Central Shopping Core or Edge-of-Centre locations but within the built up urban area.

"Out-of-Town" means an Out-of-Centre development on a greenfield site or on land not clearly within the current urban boundary.

Justification for Policy 73A

See Paragraphs 9.19 - 9.25

Policy 73A will be implemented by:

Development control procedures

POLICY 73B: Retail Warehousing

Planning permission will be granted for retail warehouses in accordance with Policies 67A, 72B, 95 and 96 in the following locations:

Proposals Map Ref.:

RP1: Sites with frontages to Outer Circle Road;

RP2: Canwick Road Trading Estate;

RP3: St. Marks, west of the River Witham;

RP4: Tritton Road Retail Park;

RP5: Tritton Road/Valentine Road/Matilda Road (see Policy 95 for requirements specific to this Special Policy Area);

RP6: Lindls Retail Park;

subject to:

- a minimum unit size of 1000 square metres (gross);
- planning conditions being attached and/or developers entering into planning obligations which:
 - * prohibit the sub-division of permitted units
 - * limit the goods to be sold or hired within the following range:
- building and DIY supplies and their accessories;
- furniture, self assembly furniture, floor and wall coverings and their accessories;
- bulky electrical goods and their accessories;
- motor vehicle spares and accessories and cycles and their accessories;
- gardening supplies, including plants, seeds, tools, furniture and their accessories.
- other bulky goods which require large sales and display areas, provided that the Local Planning Authority is satisfied that suitable premises are unlikely to be available in the City Centre or Edge-of-Centre locations.

Explanation

"Retail Warehouse" means a large single-level store specialising in the sale of household goods (such as carpets, furniture and electrical goods) and bulky DIY items, catering mainly for car-borne customers and often in out-of-centre locations

"Retail Park" means an agglomeration of at least three retail warehouses.

Justification for Policy 73B

See Paragraphs 9.26 - 9.30

Policy 73B will be implemented by:

Development control procedures . Legal obligations where necessary

POLICY 73C: Assessment of Other Major Out-of-Centre Retail Proposals

Planning permission will not be granted for any retail development exceeding 2500 square metres gross outside the Central Shopping Core and Edge-of-Centre locations unless the Local Planning Authority is satisfied that:

- the development cannot be sited within the Central Shopping Core or in an Edge-of-Centre location; or
- the development is for retail warehousing and meets the locational and other criteria set out in policy 73B; and
- the likely economic and other impacts of the proposed development (including the cumulative effects of recently completed development and extant planning permissions) will not adversely effect the vitality and viability of the Central Shopping Core and nearby District Mixed-Use and Local Shopping Centres;
- the development will be accessible to customers using transport modes other than the private car;
- any significant and potentially adverse environmental impacts of the proposed development, including the affects of traffic, will be overcome.

Explanation

It is expected that only in exceptional cases will major Out-of-Centre retailing be permitted outside the sites specified in Policy 73B

Justification for Policy 73C

See Paragraphs 9.26 - 9.30

Policy 73C will be implemented by:

The consideration of supporting evidence by the City Council when determining applications for planning permission.

POLICY 74A: District Mixed-Use and Local Shopping Centres

1) District Mixed-Use Centres:

Planning permission will be granted for development, including the change of use of buildings within District Mixed-Use Centres, where such development meets the criteria set out in Policy 18 (Chapter 4: Urban Regeneration).

2) Local Shopping Centres:

Planning permission will be granted for development, including the change of use of buildings within Local Shopping Centres for the following uses:

- shops (Use Class A1) in units not exceeding 150 square metres gross floor area;
- small food supermarkets;
- financial and professional services, regularly visited by the public (Use Class A2);
- food and drink (Use Class A3);
- community facilities (Use Class D1) where these are open to the public on a daily basis;
- laundrettes and dry cleaners;

provided that the proposed development:

- will not compromise the predominant role of shopping within the local centre, at ground floor level;
- will not adversely affect the amenities of neighbouring properties to an unacceptable degree;
- will not result in increased levels of traffic and on-street car parking which would adversely affect road safety and/or local amenity;
- will not involve the loss of dwellings, except where:
 - a) the standard of amenity of such dwellings is unsatisfactory for continued residential use and cannot be reasonably be remedied in other ways;
 - b) the overall development will not result in a reduction of the number of dwellings within the site or the immediate vicinity.

Explanation

It is intended that Local Shopping Centres should reflect local need whilst protecting the amenities of nearby residents.

Justification for Policy 74A

See Paragraphs 9.33 to 9.36

Policy 74A will be implemented by:

Development control procedures

POLICY 74B: Development not Appropriate for District Mixed-Use and Local Shopping Centres

Planning permission will not be granted for development within a Local Shopping or District Mixed-Use Centre where it would:

- adversely affect the amenities of adjacent properties;
- be prejudicial to pedestrian and vehicular safety and convenience, except where the Council is satisfied that such effects can be ameliorated by use of planning conditions and/or obligations;
- not integrate satisfactorily, in layout and design terms, with the existing local centre.

Justification for Policy 74B

See Paragraphs 9.33 to 9.36

Policy 74B will be implemented by:

Development control procedures

POLICY 74C: Corner Shops

Planning permission will only be granted for the change of use of small shops in predominantly residential areas to residential or other non-retail uses if the Local Planning Authority is satisfied that there is unlikely to be sufficient demand or need for local shopping facilities to make it economically viable to retain the premises in use as a shop.

Justification for Policy 74C

See Paragraphs 9.37 - 9.39

Policy 74C will be implemented by:

Development control procedures

POLICY 75A: Hot food Take-Aways, Restaurants, Cafes, Public Houses.

Planning permission will be granted for developments involving the sale of food and drink for consumption on and off the premises:

- within the Central Mixed-Use Area
- within District Mixed-Use Centres
- within Local Shopping Centres

Provided that the Local Planning Authority is satisfied that:

- the development, either alone or in association with other similar nearby uses, will neither create nor exacerbate congestion or a hazard to road safety, nor harm local amenities through the generation of noise, disturbance, fumes, smell, litter or visual intrusion;
- the development will neither by itself nor cumulatively harm the vitality and viability of the City Centre or the District Mixed-Use Centre or Local Shopping Centre within which it is located;
- the development meets the requirements of other policies relating to any Mixed-Use Area, Revival Area or Local Shopping Centre within which the site is located;
- adequate measures are to be taken to ensure that opening times and provision for litter collection and disposal are managed so as to safeguard local amenity.

Explanation

Planning conditions may be imposed, or planning obligations sought, in respect of opening times, provision of litter receptacles, support for refuse collection and recycling services and other matters relating to the impact of some uses of this type on local amenity.

Justification for Policy 75A

See Paragraph 9.40

Policy 75A will be implemented by:

Development Control procedures.

Seeking legal obligations where necessary.

POLICY 75B: Siting of Food and Other Sales in Mobile Outlets

Planning permission will be granted for the siting of mobile food and/or other sales outlets within the curtilages of:

- retail warehouses, retail parks, or other major out of centre retail units;
- business, industrial, leisure or entertainment premises, not located within the Central Mixed-Use Area, Local Shopping or District Mixed-Use Centres;

provided they do not:

- compromise road safety;
- have access directly to, or will otherwise attract trade from the City's by-passes;
- reduce existing parking provision below that required of the host/parent use;
- adversely affect vehicular or pedestrian safety;
- impinge detrimentally upon either the amenity of their host/parent use, or neighbouring uses through design and appearance (including advertisements) or through the generation of noise, disturbance, litter, fumes, smell or visual intrusion;
- harm the appearance of important approach routes.

Planning conditions may be imposed and/or planning obligations sought in respect of opening times, provision of litter receptacles and support for refuse collection and recycling services, where necessary, to safeguard local amenity.

Explanation

*"Retail Park" means an agglomeration of at least three retail warehouses.
For other definitions see Policies 73A and 73B*

Justification for Policy 75B

See Paragraphs 9 41 and 9 42

Policy 75B will be implemented by:

*Development control procedures
Seeking legal obligations where necessary.*

POLICY 76: Road Related Services

Petrol filling stations, vehicle servicing facilities, restaurants, cafes, hot food take-aways and other facilities designed primarily to meet the needs of road users will be permitted on land shown on the Proposals Map for road related services, provided that:

- the development will not (either by itself or in association with other similar development nearby) harm local amenity through the generation of noise, disturbance, fumes, smell, litter or visual intrusion or create or exacerbate traffic congestion or hazards to road safety;
- the development will not (neither by itself or cumulatively) harm the vitality and viability of the City Centre.

Explanation

Planning conditions may be imposed and/or Planning Obligations sought in respect of opening times, provision of litter receptacles and support for refuse collection and recycling services, where necessary to safeguard local amenity.

Justification for Policy 76

See Paragraph 9.40

Policy 76 will be implemented by:

*Development Control procedures
Seeking Legal Obligations where necessary.*

POLICY 77A: Facilities for Shoppers

Major new shopping developments outside the Central Shopping Core should provide waste recycling facilities for the use by the public.

Explanation

"Major retail development" means development, singly or cumulatively creating a gross floorspace of 2,500 square metres or more.

Justification for Policy 77A

See Paragraphs 9.43 to 9.46

Policy 77A will be implemented by:

Development Control procedures

POLICY 77B: Improving the Environment of Shopping Streets

The Council will carry out, assist and encourage developers to contribute to the enhancement of the environment of Shopping Streets by:

- improving urban spaces for informal use by the public;
- tree and shrub planting and paving;
- improving access for disabled shoppers

and will support in principle:

- the use of pedestrian areas for open-air cafes and similar purposes;
- street entertainment, exhibitions and similar events;
- community art.

Explanation

Measures to encourage shoppers and pedestrian activity in shopping streets will make an important contribution to their vitality and viability.

Justification for Policy 77B

See Paragraphs 9.43 - 9.46

Policy 77B will be implemented by:

*Negotiating with applicants for planning permission to carry out development in shopping streets.
Direct action by the City Council.*

Objectives:

The Leisure and Tourism policies in this Local Plan are designed to:

- reinforce Lincoln's role as a centre for leisure, tourism activities and the arts;
- ensure that investment in developments related to leisure and tourism contributes to urban regeneration initiatives, and the vitality and viability of the City Centre;
- harness the full potential of tourism to benefit the local community and the local environment;
- take full account of the need to minimise journey lengths and to reduce car dependence when making decisions about the location of developments related to leisure and tourism;
- promote the provision of a wider range of leisure and, cultural facilities and opportunities to enhance the quality of life available to Lincoln's citizens.

Scope of this Chapter

- 10.1 This Chapter deals with the inter-related topics of tourism and leisure. Many people spend some of their leisure time as tourists, and they often make use of the leisure facilities available in the places they are visiting. Similarly, local people often make use of facilities which are geared particularly towards the tourist trade. The aim should be to achieve a healthy balance between the two, with visitors helping to support and enhance the quality-of-life available to local people.
- 10.2 Leisure time is very important to most people. Without it most of us would consider the quality of our lives to be greatly diminished. However, whilst many people would like more leisure time, there are many others who have more than they want - those who are unemployed. It is important that in planning for leisure facilities the needs of the whole community are taken fully into account.

Tourism

- 10.3 As is the case with most historic towns and cities, tourism plays a role of growing importance in Lincoln. The main task now is to guide the future direction of tourism to bring sustainable benefits to the local community as a whole.
- 10.4 A brief glance at the national situation provides some useful pointers for Lincoln. It was estimated that in 1991, tourism brought earnings of £9.1 billion into this country from overseas visitors. That same year, according to PPG21, which sets out the Government's Planning Policy Guidance for Tourism, 'British residents made over 94 million business or leisure trips in Britain involving one night or more away from home; they spent a total of £10.5 billion. In addition 630 million day visits were made by British residents in 1988/89, during which they spent over £5.2 billion. Important pointers for Lincoln include:
- business trips (conferences, seminars, meetings etc.) are an important form of tourism and constitute a growing market;
 - national earnings from foreign visitors are substantial but research shows that the number of destinations visited by visitors from overseas is very small at present and could, therefore be enlarged considerably;
 - although day visits account for much the largest number of tourist trips and generate substantial spending, the contribution per person is much greater when overnight stays are involved.

Visitor Management

- 10.5 Visitor management is the key to successful tourism. The emphasis must be on welcoming visitors and meeting their needs, without overwhelming local residents or heritage. Visitors are drawn to Lincoln chiefly by its architectural heritage and its historic atmosphere. They share those features with local people and they come to a living city, not a museum or a stage set. In planning for the further development of tourism, the aim is to enable Lincoln to increase its share of the tourist market without subjecting local people to conditions which reduce their enjoyment of their own City. The key is to ensure that, wherever possible, visitors to Lincoln help to support facilities which are of benefit to local people and, therefore, help to provide a greater range of amenities than the population of a city of Lincoln's size could support on their own. This same principle also applies to the maintenance of the architectural and historic heritage, which is the mainstay of tourism in Lincoln. Careful management can ensure that visitors help to provide the income and investment necessary to sustain that heritage and do not threaten or overburden it.
- 10.6 A study, "*Retailing in Historic Towns*" carried out in 1992 by Donaldsons for the English Historic Towns Forum, revealed that visitors to Lincoln tend to spend significantly less during their visits than those visiting some other comparable historic towns. This has been attributed in large part to the extent to which the uphill focus of tourism (Cathedral/Castle/Lawn) is divorced from the downhill commercial centre. The effect of the City's topography, with the steepness of the hill acting as a deterrent to movement between the two parts of the City Centre, is compounded by the perceived scarcity of attractions for visitors in the downhill area. Nevertheless, the tourist potential of the lower part of the City Centre (and the downhill parts of the City generally) is very significant. It provides the key to major expansion of tourism in Lincoln. There is great potential to increase the range and distribution of attractions, to the extent that more visitors will choose to make overnight stays rather than just day trips.

Strategy Outline

- 10.7 The main features of the strategy for development related to tourism involve:
- providing and promoting high quality facilities for visitors, both at 'reception' areas, (e.g. car parks, railway and bus stations) and throughout the City Centre;
 - promoting expansion of the range of attractions on offer to visitors, especially in the Downhill area;
 - ensuring that the benefits (and burdens) of tourism are spread more evenly across the City;
 - strengthening links between the Uphill and Downhill parts of the City Centre and between tourism and retailing;
 - promoting developments which are attractive to visitors and at the same time help to improve the quality of life available to local people;
 - ensuring that the needs of disabled people and others with special needs are taken into account in the planning of tourism-related development;
 - ensuring that tourism developments are consistent with the concept of sustainability which underpins this Local Plan.
- 10.8 The strategy is founded upon an assessment that, unlike some of the Country's other historic cities, Lincoln has the capacity to accept a substantial increase in visitor numbers, without detracting from the quality of life enjoyed by local people, provided further development is carefully managed. Indeed with careful management, such an increase should contribute to that quality of life.

Facilities for Visitors

- 10.9 The quality of Lincoln's environment is its main attraction, but its impact upon visitors will be diminished if they are given a poor first impression because of the quality of what might be termed 'reception facilities'. These include:
- Car parks
 - Coach parks
 - Railway and bus stations

- Tourist information facilities
 - Boat moorings
- 10.10 Chapter 3: 'Access, Transport and Communications', sets out a Parking Strategy. The particular needs of visitors must be taken into account in the pursuit of that strategy. Particularly relevant features include:
- establishing a 'Park and Ride' system, with car parks easily accessible from the main approach roads and with careful attention being paid to the facilities available for visitors and others, for example, public toilets, visitor information and catering facilities;
 - establishing a purpose-designed coach park, with suitable facilities for both passengers and drivers, and clearly identified dropping off/picking up points in the City Centre;
 - upgrading those existing City Centre car parks which are to be retained to make them safer, more pleasant and more user-friendly for both visitors and local people;
 - making sure that the need to give visitors a good first impression is taken into account in the design and operation of any new car parks.

Expanding the Range of Attractions

- 10.11 Whilst the City Council and the County Council are themselves responsible for some of Lincoln's major tourist attractions (e.g. The Lawn and Lincoln Castle), much of the investment necessary to increase the range will be made by the private and voluntary sectors. Key roles for the City Council therefore include:
- identifying and promoting opportunities;
 - enabling suitable developments to proceed;
 - supporting private-sector investments through complementary public-sector investment;
 - guiding new developments to those areas where they will produce the greatest benefits for the community as a whole.
- 10.12 To ensure that the further development of tourism in Lincoln is carried out in ways that are consistent with the social, economic and environmental aims of this Plan, it is important that much of the investment potential should be targeted towards those areas where tourism-related developments can contribute most effectively to urban regeneration.
- 10.13 Tourism should support the local economy without alienating the local community or harming the City's fabric. Whilst the current number of visitors and the level of activity associated with tourism does not normally overwhelm even the main tourist focus, around the Cathedral and uphill historic core, there is a danger that seeking to attract more visitors could have harmful effects if activity remains over-concentrated in that relatively small area. A more restrictive approach to further development is therefore necessary for that part of the City. This recognises that the Cathedral/Castle/Lawn area will remain the prime focus of tourism in Lincoln but that it would be harmed by over-development, whilst other parts of the City Centre could equally be harmed by under-development. It is important to get the right type of attraction in the right place.
- 10.14 In the "uphill" area, the overall aim is to prevent the over-development of tourism (maintaining a sustainable balance between visitor attractions and activities and the reasonable day-to-day needs and expectations of people living in this part of the City), whilst ensuring that there is still scope for further developments which are suited to the special character and appeal of this area and help to maintain it as a main focus of visitor attention.
- 10.15 In the downhill parts of the City Centre, the main objectives are to develop further visitor attractions; to seek a closer relationship between the tourist and retail trades; and to maximise the benefits that tourism-related investment could bring to the Revival Areas.
- 10.16 Tourism is expected to continue to focus chiefly on the City Centre. This in itself provides a sound basis for sustainable tourism in Lincoln because the City Centre is generally the area most suited to the level of activity involved. However, there are other parts of the City in which visitors may wish to spend time and the

City Council is keen to encourage this, provided the quality of the local environment and the level of amenity enjoyed by local residents is not prejudiced. In particular, the further development of the network of linked open-spaces is expected to prove attractive to some visitors who will wish to enjoy Lincoln's natural heritage. (see Chapter 6: "The Natural Environment and Open Space") as should the planned Natural History Centre at Hartsholme Country Park.

Making Tourism Work

- 10.17 Most visitors to an historic town or city spend some of their time in shops, cafes, restaurants or pubs. The fact that visitors to Lincoln currently spend rather less of their money in such places than in other comparable towns suggests that there is scope for better integration. The topographical problem has already been mentioned. Its effect should not be underestimated. Observation has shown that some visitors to Lincoln are not aware that there is a major shopping centre downhill, they visit the uphill area, walk a little way down Steep Hill, assume that they have then seen it all and turn back.
- 10.18 The Revival Scheme being prepared for the Top of the High Street/Strait area takes the better integration of tourism and shopping as one of its primary objectives, in recognition of the important position occupied by that area at the interface between the uphill focus of tourism and the downhill focus of shopping activity. The Brayford Area is also an obvious, but greatly underdeveloped, attraction for visitors, focusing as it does on a large expanse of water. The Revival Scheme for that area aims to add greatly to its attractions for local people and visitors alike. Similarly, the South High Street Revival Area offers considerable interest for visitors and so, to a lesser extent, does the Rosemary Lane and Monks Road Revival Area.
- 10.19 Just as the "historic" uphill area has a range of shops, the "commercial" downhill area has a range of interesting historic buildings, streets and spaces. To promote and enhance the attractions of the downhill area, the City Council is pursuing a wide range of initiatives:
- helping to create conditions which support the maintenance of historic buildings, and, in some cases, assisting directly through grant aid and other means;
 - small shop fronts and signs;
 - continuing to upgrade the appearance of streets and other public spaces through the use of suitable paving materials, street furniture, planting and other features;
 - supporting co-ordinated City Centre Management, in conjunction with local retailers' organisations and others in both the private and public sectors;
 - identifying and promoting opportunities for new tourism related developments in key locations such as Brayford and other Waterside areas;
 - investigating and promoting public transport opportunities to provide better links between the uphill and downhill areas and between various parts of the downhill area. (see especially Chapter 3. "Access, Transport and Communications", Paragraph 3 29 and Policy 10).
- 10.20 The aim is to make the downhill areas of the City Centre more attractive for both visitors and local people by improving the local environment and encouraging developments which create more interest and greater vitality. In this way, it is intended that the downhill area should complement the tourism-related facilities already established in the uphill area, thereby, increasing Lincoln's overall ability to attract tourists and encouraging them to stay for longer periods.

The Arts

- 10.21 Lincoln's architectural heritage is not only of enormous cultural and artistic value in its own right, but also provides a perfect setting for a wide range of performances, exhibitions, displays and other cultural activities.
- 10.22 The cultural life of any City has an important part to play in its economic development. Research has shown, for example, that those who make decisions about the location or relocation of businesses often see cultural provision as an important factor when deciding between one town or city and another. Similarly the quality and range of artistic and cultural experiences available can have a very significant effect in terms of

- attracting visitors and determining the length and frequency of their visits. Again, this can help to support a level of provision which could not be supported by the local population alone:
- 10.23 In Lincoln, the Cathedral is of great importance as a venue for the arts, both visual and performance (e.g. symphony concerts, mystery plays, organ recitals). It is also a very important work of art in itself, and has a long tradition as a patron of the arts. The Choir itself is an extremely important cultural asset for the City.
- 10.24 There is a widespread view that there is a need for further venues for performances and other artistic and cultural events, the main venues at present being, the Cathedral, the Theatre Royal, The Lawn and the Odeon Cinemas. The City Council is itself an active promoter of the arts and in addition will support proposals which bring art to the public. Opportunities to establish a new venue may present themselves in association with the plans for further university/college development. These and other possibilities are being explored vigorously.
- 10.25 Companies proposing to carry out major new developments will be asked to consider opportunities to incorporate artistic, cultural and entertainment facilities required by the local community. This may range from including artistic works (e.g. sculptures) in a development, to providing buildings, depending on the scale, nature and location of the development proposed. Further details are given in Paragraphs 5.71 to 5.73 of this Plan.
- 10.26 Development of the City's cultural and artistic resources can bring economic benefits by attracting investment from outside. In addition, such development can itself provide local employment. One example is the development of what might be termed cultural industries. These may range from small craft workshops to entertainment or media-based or video studios. It is considered that the City Centre Revival Areas offer particular opportunities for the development of such businesses within a lively mixed-use environment. Businesses of this type tend to interact with each other and the development of a Cultural Industries Quarter (or Quarters) would be supported, within the range of uses suitable to the Mixed-Use Areas.

Recreation, Sport And Play

- 10.27 Planning for recreation, sports and play provision involves three basic assessments:
- what is provided at present?
 - what is needed or desired for the future?
 - where should the various facilities be located?

Current Provision

- 10.28 Lincoln has a range of sports and recreation facilities similar to many other places of equivalent size. It would not be appropriate to list them all here, but they include three sports/leisure centres (two in the City and one just outside, at North Hykeham); public playing fields in various locations; privately owned and operated sports clubs and sports grounds; parks, commons and other open spaces; rivers, watercourses and lakes; public footpaths and cycle ways, a theatre, a cinema, a bowling alley and indoor bowls facilities. The question that has to be asked is "are these facilities adequate?". For the purposes of this Local Plan, that question has been answered as far as possible through two means of assessment:
- 1) Responses to local questionnaires and opinion surveys
 - 2) A "Playing Field Needs Assessment".
- 10.29 From the "Planning our Future" questionnaire, of those who responded 90% answered "yes" to the question "do you think Lincoln needs any new leisure facilities?". This view was confirmed in the "Harris Poll" subsequently conducted for the City Council.
- 10.30 A "Playing Fields Needs Assessment" has been carried out in accordance with the recommendations of the Sports Council and seeks to establish the extent to which current provision of playing fields meets current and predicted demand as far as the major pitch-based sports are concerned (football, cricket, rugby and hockey). The results suggests that there is currently a shortfall in the supply of such facilities in relation to

identified demand (See Paragraphs 6.55 - 6.63). That shortfall is likely to worsen if remedial action is not taken.

- 10.31 In combination then, the studies suggest that the current provision of recreation and sports facilities in Lincoln is not entirely adequate when compared with demand and expectations.

What Else is Wanted?

- 10.32 The Planning our Future questionnaire went on to ask people to explain what extra facilities they would like to see provided in Lincoln. As a "snap-shot" of local attitudes, the results help to suggest the type of development that this Local Plan should be aiming to accommodate and promote. The facilities are ranked according to the frequency of mentions in the completed questionnaires.

- 1) Cinema (59%)
- 2) Ice Rink/Roller Skating Rink (59%)
- 3) Concert Hall (52%)
- 4) Leisure Pool (46%)
- 5) Leisure/Sports Centre (41%)
- 6) Arts Centre (38%)
- 7) Playing Fields (38%)
- 8) Theatres (36%)
- 9) Restaurants (31%)
- 10) Pubs (20%)

- 10.33 Obviously, further market research is necessary to establish the viability (or otherwise) of any proposed development to meet these apparent demands. However, in the City Council's view, the list provides a useful starting point and the Council wishes to co-operate with developers who feel able to establish (or assist with establishing) additional recreation and leisure facilities, provided those developments meet the other requirements of the Local Plan. Cinema provision has already improved significantly, but major leisure and concert hall facilities are still required.
- 10.34 Further analysis of the "Playing Fields Needs Assessment" is identifying specific areas of under-provision and vulnerability and new opportunities (see Chapter 6: "Natural Environment and Open Space" for more details).

Location

- 10.35 Leisure facilities are best located in places which suit their intended "market" and meet the aims of minimising travel distances and car-dependence. Therefore, facilities intended mainly to serve people living in a particular part of the City should be located within walking or cycling distance of most homes in that area and close to suitable local public transport routes. Those facilities which are intended to serve the whole City or the wider sub-Region, however, should be located in or close to the City Centre where opportunities to use public transport are maximised. The Local Planning Authority will, therefore, apply a sequential approach to decisions about the location of major new leisure, sports and cultural activities and facilities. Generally, the City Centre will be the first preference, edge-of-centre locations will be second preference and only if sites in those areas are unavailable or unsuitable will development be allowed in other locations (and then only provided access by means other than cars can be achieved conveniently).
- 10.36 These principles can be applied quite readily to "built" leisure facilities like ice rinks, swimming pools or cinemas, but the situation regarding "open" facilities, like playing fields, is complicated by the need for larger areas of open land. Nevertheless, when such facilities are intended to serve more than just local needs, they would be best located at points which allow and encourage maximum use of public transport.

- 10.37 Interestingly, the principles of sustainability which lead to these locational requirements appear to be supported by the view on optimum locations which respondents to the "Planning our Future" questionnaire expressed. Most people felt that any new cinema, ice rink, concert hall, leisure pool or arts centre (i.e. the City-wide/sub-Regional facilities) should be located in the City Centre rather than elsewhere in Lincoln. Accessibility is clearly a major consideration for many of the potential users or customers of these leisure facilities. The potential of the area north and east of Tentercroft Street has been identified in the South High Street Revival Scheme (see Chapter 4: "Urban Regeneration"), but other central locations may be equally suitable. As with cultural facilities, there may be opportunities for the universities and colleges to assist with the provision of specialist and other facilities shared with the wider community.
- 10.38 The City Council will maintain and regularly update a schedule of schemes for leisure facilities which would benefit the local community. Whilst in some cases, the City Council itself may be able to contribute towards the costs of implementing these schemes as resources permit, additional funding will be sort from private developers through contribution or direct provision, where the need for the provision of such facilities is reasonably related to the development proposed.

Access to Open Space for Recreation

- 10.39 It is important that open space is available for recreational use close to people's homes. The range of facilities people use and require is very wide, including:
- Children's play parks
 - Playing fields
 - Community Parks (e.g. Birchwood Community Park)
 - Larger Parks e.g. Boultham Park and the Arboretum
 - Commons
 - Country Parks (Hartsholme Community Park)
 - Water, for activities such as fishing, canoeing, sailing etc
- 10.40 The Local Planning Authority will try to make sure that everyone, including those with disabilities, living in Lincoln has easy access to the open space they require. Developers will be expected to provide open space in connection with new housing developments and will also be expected to contribute towards establishment costs. Further details are set out in Chapters 6: "Natural Environment and Open Space", and 7: "Homes". See, particularly, Policies 48A, 48B, 50A, 50B, 51, 52A, 52B and 65B and the relevant explanatory paragraphs.

Policies And Proposals

POLICY 78: Tourism and Regeneration

Developments intended to attract or serve tourists will be encouraged (and planning permission for them will be granted) within the following Revival Areas (as described in Chapter 4 and shown on the Proposals Map):

- Top-of-High Street and the Strait;
- South High Street;
- Brayford and the Glory Hole;
- Rosemary Lane and Monks Road;

Provided the following criteria can be met:

- i. the development is compatible with the objectives, policies and proposals of the Revival Scheme for the area in which the site or building is located;
- ii. the development is compatible with the principle of mixed-use development (Policy 18) as applied in the relevant Revival Scheme;
- iii. any new buildings or conversion/refurbishment works are designed in such a way as to be consistent with, or complementary to the visual and/or historic character of the area in which the site or building is located;
- iv. the development meets the requirements for access, design and amenity set out in other policies in this Local Plan.

Explanation

The term "developments intended to attract or serve tourists" means major facilities such as museums, heritage centres, arts centres and leisure centres.

Justification for Policy 78

See Paragraphs 10.1 - 10.20

Policy 78 will be implemented by:

Development Control procedures and the Council's investment decisions

POLICY 79: Avoiding over-development Uphill

Within the uphill "historic core", the following criteria will be taken into account when deciding whether to allow new developments intended to attract or serve tourists:

- the need to keep the amount of traffic in this area to a minimum;
- the need to avoid attracting excessive numbers and concentrations of visitors (except for occasional special events) in order to protect the character of the area and the amenities which both residents and visitors may reasonably expect to enjoy;
- the need to preserve or enhance the character and appearance of the conservation area;

- the need to maintain the ability of Bailgate to serve its dual functions as both a local shopping area and a visitor shopping area;
- the relevance of the proposed development to the historic core area and the need to make the most of linked attractions;

Planning permission will not be granted for developments which fail to meet those criteria.

Explanation

The term "developments intended to attract or serve tourists" has the same general meaning as described for Policy 78, but because of the sensitive nature of this area developments of a smaller scale may warrant equally careful consideration.

"Historic Core" means that part of the Central Mixed-Use Area north of the boundary of the "Top-of-High Street and The Strait Revival Area".

Justification for Policy 79

See Paragraphs 10.12 - 10.14

Policy 79 will be implemented by:

Development Control procedures and the Council's investment decisions

POLICY 80: Tourism in Other Parts of the Central Mixed-Use Area

Within parts of the Central Mixed-Use Area other than the uphill "historic core" and the Revival Areas, developments intended to attract or serve tourists will be allowed, provided they:

- comply with the requirements of Policy 18 (Mixed- Use Areas);
- do not conflict with the aim of maintaining the continuity of Shopping Streets (Policy 72A);
- are consistent with, or complementary to, the physical character and appearance of the area in which they are to be located;
- do not cause significant traffic, noise or disturbance problems in relation to neighbouring uses;
- do not conflict with the aim of harnessing tourism-related development to achieve the objectives of the Revival Area Schemes.

Explanation

The term "developments intended to attract or serve tourists" has the same meaning as described for Policy 78.

Justification for Policy 80

See Paragraphs 10.6 - 10.20

Policy 80 will be implemented by:

Development Control procedures

POLICY 81: Tourism outside Central Lincoln

Outside the Central Mixed-Use Area, applications for planning permission in respect of developments intended to attract or serve tourists will be assessed against the following criteria:

- the need to protect the amenities which people living in the mainly residential areas of the City may reasonably expect to enjoy;
- the need to safeguard nature conservation interests;
- the need to safeguard and enhance the quality of the landscape;
- the need to minimise travel distances and reduce car-dependence;
- the need to harness tourism-related developments to achieve urban regeneration aims.

Planning permission will be granted provided those needs are satisfied and the development meets the requirements for access, design and amenity set out on other policies in this Local Plan.

Explanation

The term "developments intended to attract or serve tourists" has the same meaning as described for Policy 78

Justification for Policy 81

See Paragraphs 10.7 and 10.8

Policy 81 will be implemented by:

Development Control procedures

POLICY 82: Art and Development

When considering proposals for development which will be used or visited by large numbers of people, the City Council will negotiate with developers to seek:

- the incorporation of works of artists and craftsmen in practical or decorative elements of the development; and/or,
- the provision of artistic, cultural or entertainment facilities for enjoyment by the local community as part of the development or in publicly accessible areas associated with the development.

Justification for Policy 82

See Paragraphs 10.21 to 10.26. and 5.71 to 5.73.

Policy 82 will be implemented by:

Development Control procedures and, where necessary, legal obligations.

POLICY 83: Cultural Industries

Developments related to cultural industries will normally be allowed within the City Centre Revival Areas provided the following criteria can be met:

- i. the development is compatible with the objectives, policies and proposals of the Revival Scheme for the particular area;
- ii. the development is compatible with the principle of mixed-use development (Policy 18) as applied in the relevant Revival Scheme;
- iii. any new buildings or conversion/refurbishment works are designed in such a way as to be consistent with or complementary to the visual and/or historic character of the area;
- iv. the proposal meets the requirements for access, design and amenity set out in other policies in this Local Plan.

Explanation

"Cultural industries" include studios for visual and audio productions, craft workshops and similar activities.

Justification for Policy 83

See Paragraphs 10.17 - 10.20

Policy 83 will be implemented by:

Development Control procedures

POLICY 84: Hotels, Guest Houses and Bed and Breakfast Accommodation

Planning permission will be granted for the development of hotels, guest houses and bed and breakfast accommodation in the following locations:

- Central Mixed-Use Area;
- District Mixed-Use Centres;
- Sites, along major radial routes from the City Centre, and sites allocated for road-related development,

provided:

- * the proposed development will not harm the amenities of the locality; and,
- * there is adequate off-street parking and manoeuvring space for guests and service vehicles.

Planning permission will be granted for such development in residential areas (other than on major radial routes) only if the Council is satisfied that the development:

- will not (either itself or as the result of a concentration of such uses in a particular area) cause undue disturbance to nearby residents or harm the amenities which they may reasonably expect to enjoy; and,
- will not cause (or add to) local problems associated with traffic and parking and that any measures to alleviate such problems by on-site parking provision will not themselves harm either the character or appearance of the area or the amenities which occupiers of neighbouring properties may reasonably expect to enjoy.

Justification for Policy 84

Hotels, guest houses and bed and breakfast accommodation are important facilities for visitors, whether they be tourists or business people. This policy aims to allow such development in the areas where demand is likely to be greatest and can be met without causing problems in relation to neighbouring uses.

Supplementary Planning Guidance on detailed requirements in relation to "Guest House/Bed and Breakfast Accommodation in Residential Areas" is contained in Planning Advice Note 5, published separately by the City Council.

Policy 84 will be implemented by:

Development Control procedures - including limitations on the scale and type of use, where such limitations are necessary to secure compliance with the requirements of this policy.

POLICY 85: Boat Moorings

Planning permission will be granted for permanent moorings, for boats not used as residences, where:

- they will add interest to the waterway's scene and not have an adverse impact on the visual and other amenities of the waterway or of neighbouring uses;
- they would not interfere with navigation, nor unduly impede other recreational uses of the waterway, its banks and associated public rights of way;
- they would not have an adverse affect on areas/sites of nature conservation interest or landscape value;
- they provide adequate, grouped facilities for boat users;
- they do not restrict or hinder flood water flows.

Explanation

This policy relates to moorings for non-residential boats. Policy 61A deals with residential moorings. Certain sites identified in Chapter 12: "Special Policy Areas and Zones", appear to offer opportunities for marina development

Justification for Policy 85

With direct waterway connections to the River Trent, to the west, and to the sea at Boston, Lincoln is a boating centre of growing importance. The Brayford Pool provides the main focus for boating activities but is unable to accommodate all the moorings for which there is a demand. Further development of moorings and marinas within the urban area is to be encouraged as it will give boat users easy access to urban facilities. See also Policies 93 and 94 and their justification in Chapter 12. "Special Policy Areas and Zones".

Policy 85 will be implemented by:

Development Control procedures and the development of management schemes

POLICY 86: Holiday and Touring Caravan, Chalet and Camping Sites

Proposals to use land for siting static holiday caravans and chalets and touring caravans (including mobile homes) and for camping will be approved where they can be located without detriment to:

- the environmental and other qualities of areas of landscape value and/or sites of nature conservation, special scientific, geological or geomorphological interest, or other land in a "green wedge";
- important views;
- the visual and other amenities of the locality;

subject to requirements for access design and amenity set out in other policies in this Local Plan being met.

Justification for Policy 86

There is likely to be increasing demand for facilities of this kind as tourism expands and changes. Current facilities are popular but limited and additional high quality facilities are, therefore, to be encouraged in suitable locations.

Policy 86 will be implemented by:

Development Control procedures

POLICY 87: Major Leisure and Cultural Developments

Subject to meeting the requirements of other policies in this Chapter, planning permission will be granted for major leisure and cultural developments within the Central Mixed-Use Area and within any of the Special Policy Areas where such development is specifically allowed for (see Policies 92 to 104), provided the development:

- meets the requirements of Policy 18 (Mixed-Use Areas);
- preserves or enhances the character or appearance of any conservation area within or adjacent to which the site is located; and,
- meets the access, design and amenity requirements of other policies in this Local Plan.

Exceptionally, planning permission may be granted for major leisure and cultural developments in other locations if:

- a) the development requires extensive outdoor space for recreation or leisure purposes (excluding space for car parking) of a type or scale which cannot be accommodated within the Central Mixed-Use Area; or,
- b) the development is of such a scale (excluding space for car parking) that it could not reasonably be accommodated within the Central Mixed-Use Area without having adverse effects upon the character or amenities of that Area; and,
- c) in either case, the development meets the locational requirements of Policies 1 and 18, the access, design and amenity requirements of other policies in this Local Plan, and, in particular, is consistent with the Policies Included in Chapter 6: "Natural Environment and Open Space".

In such exceptional instances, prospective developers will be expected to satisfy the Council that adequate public transport provision between the site and the City Centre will be secured.

Explanation

"Major leisure and cultural" developments, means developments of those types which will attract people from the whole City or beyond rather than predominantly from a particular area or neighbourhood.

Justification for Policy 87

See Paragraphs 10.32 - 10.38

Policy 87 will be implemented by:

Development control procedures (including legal obligations if necessary to secure compliance with the requirements of this policy)

Objectives

The Community and Education Policies in this Local Plan are designed to:

- provide for a range of community, health and education facilities to meet the whole community's needs;
- ensure that community facilities are readily accessible;
- reinforce local identity and sense of place.

Scope

11.1 This Chapter deals with planning policies for two classes of land use.

1. Residential Institutions (Use Class C2)

- provision of residential accommodation and care to people in need of care (i.e. the residents of such institutions may include people in need of care by reason of age, disablement, past or present dependence on drugs or alcohol, past or present mental disorder, as well as medical care and treatment and the personal care of children), usually involving more than six residents. Where such uses house six or less residents living together as a single household, they are usually treated as part of general housing stock (Use Class C3) for planning purposes (with the exception of medical care and treatment and the personal care of children which are always regarded as a use within Class C2);
- hospitals and nursing homes;
- residential schools, colleges and training centres

2. Non-Residential Institutions (Use Class D1)

- medical and health services (except where these are attached to the residence of a consultant or medical practitioner);
- a crèche, day nursery or day centre. Day centre means premises which are visited during the day for social or recreational purposes or for the purposes of rehabilitation or occupational training, at which care is also provided;
- a museum, gallery or library;
- public halls and exhibition halls;
- places of worship and religious instruction.

Strategy

- 11.2 Policy 88A, "Provision of New Community Facilities", sets out the City Council's strategy for ensuring that the physical distribution of residential and non-residential institutional uses contributes to achieving more sustainable land use patterns.
- 11.3 The 'model' it aims at is to encourage uses with a city or wider catchment to locate within the Central Mixed-Use Area, while provision geared to more local needs and demands is located within District Mixed-Use Centres and Local Shopping Centres (or within the Central Mixed-Use Area, where it provides local facilities for inner city neighbourhoods). That distribution is more efficient in terms of developing the use of public transport and the other alternatives to the use of cars, such as cycling and walking.

- 11.4 However, it is accepted that the "model" distribution needs to be tempered to recognise:
- the past distribution of community uses, (some of which involve significant assets and continuing investment such as the County Hospital), which do not conform to it,
 - the service needs of and the number of facilities required to meet some types of community provision, such as churches and primary schools, mean they need to locate within predominantly residential areas as well as mixed-used areas and centres;
 - that parts of the City have been developed in a style which prevents the model distribution of community facilities being established - i.e. in some areas of Victorian and Edwardian terraces and in some peripheral, private estate developments, where ancillary services (including community facilities) are either dispersed or not present and where provision when made for them cannot always be attached to a Local Shopping or District Mixed-Use Centre
- 11.5 Where community facilities are proposed in other than the Central Mixed-Use Area, District Mixed-Use or Local Shopping Centres (where separate sets of amenity, access etc. criteria apply under Policies 18, 74A and 74B), Policies 88A and 88B also identify the access and amenity criteria against which proposals will be considered.
- 11.6 Such proposals have often involved the change of use of large residential properties (more than four bedrooms) Because there is a limited and reducing supply of such accommodation in the City, the Council will need to be convinced there is insufficient demand to warrant their retention for residential use.
- 11.7 Established community uses will normally be allowed to extend, provided the details of proposals meet amenity and access standards. However, the City Council is anxious to ensure that in the case of schools (mainly) or other community/institutional uses, such development does not result in net losses of playspace or playing fields. National Planning Policy Guidance (*PPG 17. "Sport and Recreation"*) and, more recently government/ministerial statements, have underlined the importance of sport to improving public health and social well-being, as well as to national pride. Consequently, the retention of assets such as playing fields and the extension of the principle of dual use are important especially in urban areas such as Lincoln, which do not meet accepted standards for playing fields provision (see also Policies 48A and 48B - Chapter 6 "Natural Environment") as well as for their amenity role in helping to break up densely developed built-up areas. Where dual use of playing facilities is introduced as part of a new development, the Local Planning Authority will seek a level of provision which reflects the more intense use implicit in dual use arrangements.

Higher and Further Education

Education Development Districts

- 11.8 Lincoln is presently experiencing a major expansion in higher and further education. These developments are concentrated mainly upon four campuses:
- South of the Brayford - where the University of Lincolnshire and Humberside is currently under-development, Phase 1 of which opened in 1996;
 - The area west of Lindum Road and Broadgate, where De Montfort University is rapidly developing its Lincoln campus;
 - North Lincolnshire College, which has plans for improvement and expansion of its campus at the Western end of Monks Road,
 - Bishop Grosseteste College, (which now has links with Hull University, and is Lincoln's longest established College in the Higher Education Sector) has a clearly defined campus on Newport and also has growth plans which may require some expansion beyond that site.
- 11.9 The Proposals Map shows three "Education Development Districts" (one covers both De Montfort and North Lincolnshire College). The purpose of these designations is to encourage uses which, while conforming to the land use policies shown on the Proposals Map:

- are directly linked to, or complement, higher and further education - i.e. academic and administrative buildings; student housing; specialist shops and other services, restaurants/cafes etc.; cultural and entertainment activities;
 - provide for improvement to the local environment including through pedestrian/cyclist access, circulation and safety, access to and by public transport; landscaping; other proposal which assists the integration of the further or higher education institutions into the rest of the City and with each other;
 - contribute to the implementation of Revival Area Schemes and this Plan's other objectives for urban regeneration (see Chapter 4. "Urban Regeneration").
- 11.10 They have been defined in discussion with, and partly in response to initiatives put forward by, the colleges and universities.
- 11.11 In 1994, consultants to English Partnerships put forward for the Council's consideration a University District Development Framework relating to the area around the University of Lincolnshire and Humberside, South Brayford Campus. The district has been defined in relation to potential developments connected with, and benefiting from, the activities of the University. Linkages to the rest of the City are therefore very important. This incorporates developing Brayford Wharf North as a Mixed-Use Quarter between Brayford Pool and the historic core of the City. Brayford East is seen as providing potential for a vibrant Mixed-Use Area between the University campus and High Street.
- 11.12 De Montfort University, Lincoln has proposed an Arts and Education District extending from the Greestone complex, through the Usher Art Gallery, Danesgate, Flaxengate to Free School Lane. Within this district, De Montfort University is seen as a prime mover in the process of regeneration and environmental improvement. The District has been defined for development including commercial, leisure, cultural and residential uses as well as purely academic buildings. It adjoins the District designated for further development of the North Lincolnshire College, east of Broadgate.

Traffic and Housing

- 11.13 While the City Council believes the current proposals to expand higher and further education in the City will do much to assist physical regeneration and to benefit the local economy, not least through job creation, it also recognises that they pose potential difficulties, especially in two areas:
- traffic generation;
 - impact on the local housing market.
- 11.14 Policies 89B and 89C, in combination with other policies in this Plan, seek to address these challenges.
- 11.15 Proposals to develop or expand, significantly, a higher or further education institution will be treated similarly to any other development "employing" 50 or more people, and will normally be expected to include a "Commuter Plan" with a planning application. Examples of measures which might feature in a Commuter Plan are given in Chapter 3: "Access, Transport and Communications".
- 11.16 Policy 60 (Chapter 7: "Homes") deals with purpose built student accommodation, while policies seeking to control the impact of students within the local housing market are also set out in that Chapter. Policy 59, in particular, refers to Houses in Multi-Occupation. The City Council is conscious of the potential difficulties and conflicts which an influx of students could have on the local housing market, especially at its lower-priced end and within the private rented sector, generally. It is also aware that planning powers alone are unlikely to give satisfactory control. Other local authority powers will be exercised, supported by close liaison with university and college authorities and housing providers. This will be formalised through a Local Housing Forum, to monitor impact on the market, and affordable housing, in particular, as well as to ensure standards through initiatives such as 'accreditation schemes'. To assist this approach, development proposals by institutions which will produce housing demand from students will be expected to include a statement explaining how that demand will be met. Considerable progress towards co-ordination of policies and practices relating to the provision of accommodation for students has already been achieved through the Lincoln Student Housing Forum, which is to merge with the wider Local Housing Forum.

Schools

- 11.17 The City Council has not been made aware of proposals to increase Lincoln's secondary school provision. But such initiatives cannot be ruled out during the Plan Period. Policy 90 sets out the location criteria the City Council will apply to such development. Proposals to expand schools will be permitted where they conform to the Local Planning Authority's objectives for Access, Transport and Communications.
- 11.18 Primary schools will be required as part of the development of the Skewbridge Area (see Policy 103 - Chapter 12: "Special Policy Areas and Zones"). Appropriate siting of schools will be addressed as part of the Master Plan to be prepared for the Skewbridge Area.
- 11.19 The City Council and Local Education Authority are aware that this Plan's objective of encouraging more people to live in and around the City Centre, could generate demand for more primary school places in those areas. Education uses, including schemes to rehabilitate existing provision, are seen as an acceptable part both of the mix of uses proposed for the Central Mixed-Use Area, District Mixed-Use Centres and predominantly residential areas (see Policy 18 - Chapter 4: "Urban Regeneration" and Policy 65A - Chapter 7: "Homes").

Traffic and Schools

- 11.20 Traffic associated with schools has grown. Large number of parents and children arrive at one end of the day and leave at the other end. With increased car ownership and parental choice, parents are able to send their children to schools some distance from their homes. The use of cars is also encouraged by parents' fears about the safety of children walking or cycling to school. However, national planning policy emphasises the need to reduce reliance on cars and calls for this to be applied at the local level. To encourage people to walk to school "Safe Routes to School" projects are being pursued. Local Authorities, schools and parents, identify safe routes. These can be reinforced if necessary by measures such as markers set into pavements at frequent intervals, encouraging a large number of people to take the same self-supervising route. This project addresses the traffic problem and also encourages independence, responsibility and a degree of physical exercise. It will also help if schools take account of this problem in drawing up their admissions policies. However, some children may live too far from school to walk or cycle and may not be on a convenient bus route. Some parents will feel that they will have to continue to take their children to school by car whatever is done to make the option of walking or cycling safer and more attractive. Therefore consideration still needs to be given for providing on-site parking.

Emergency Services (Fire, Ambulance, Police)

- 11.21 Lincoln's fire and ambulance services are housed on South Park Avenue, where additional developments to improve the efficiency of those services have taken place. The City Council will continue to approve such development, subject to access and amenity standards, within the allocation shown on the Proposals Map.
- 11.22 The Fire Service has been looking for an additional station site in 'uphill' Lincoln, to maintain efficiency in the face of increasing traffic. A site within the District Mixed-Use Centre on Nettleham Road has been suggested. The City Council is prepared, in principle, to approve such a development.
- 11.23 The City's police services are based in the Divisional Headquarters on West Parade - with sub-stations on the Ermine Estate (Riseholme Road), Boutham Park Road, at Birchwood and on the Cornhill in the Central Area. The City Council supports localised police services and, subject to amenity and access considerations, will approve additional police sub-stations within the Central Mixed-Use Area, District Mixed-Use Centres or as otherwise provided for in Policy 88A.

Health

- 11.24 Health care facilities in the City vary in scale from the District General Hospital (County Hospital) to the local community nurse. In recent years, health services have become subject to a rationalisation programme with the transfer of more services from the St George's Hospital site on Long Leys Road to the County Hospital off Greetwell Road. The City Council welcomes the provision and expansion of health care facilities at the City's Hospitals. All the land at St. George's Hospital has been identified as being suitable for house

building, although a much reduced hospital may continue on part of this site throughout the period of the Plan.

- 11 25 There is an increasing trend towards Primary Health Care facilities providing for health care in the community, and education and check ups for healthy patients. This emphasis on prevention being better than cure is obviously supported by the City Council which will encourage the further provision of community health centres affording easy access to local people. As well as the traditional General Practitioner services such centres may accommodate additional community services such as mother and baby groups, health education suites, minor operating suites, psychiatric units for outpatient psychiatric services, physiotherapy units, social workers, chiropodists, osteopaths, speech/occupational therapists, and dieticians. The 'prevention is better than cure' ethic must also be supported by a healthy environment. There is, for example, increasingly detailed evidence that increases in asthma and hay fever may be linked to airborne pollution such as car fumes and pesticides. The promotion of sustainable growth, with a decreasing dependence on things which lead to such pollution, will achieve a healthier environment for all Lincoln's citizens.

Policies And Proposals

POLICY 88A: Provision of New Community Facilities (Residential and Non-Residential Institutions within Use Classes C2 and D1)

Planning permission will be granted for community uses (within Use Classes C2 and D1) in:

- 1) the Central Mixed-Use Area, District Mixed-Use Centres and Local Shopping Centres; or,
- 2) elsewhere in the City, where the Local Planning Authority is satisfied that development in the locations in 1) above is impractical.

And in both cases provided that:

- adequate access and on-site parking for vehicles and cycles can be provided to the Local Planning Authority's adopted standards (see Appendix B (ii)), and the development will not conflict with the objectives for Access, Transport and Communications;
- the amenities available to neighbours are safeguarded, particularly from noise and disturbance caused by traffic generation, hours of operation and visitor numbers;
- where proposals involve the change of use of a large residential property (within Use Class C3) the Local Planning Authority is satisfied that there is an established lack of demand for the size of property involved remaining in residential use.

Explanation

See Paragraph 11.1

Justification for Policy 88A

See Paragraphs 11.2 to 11.7

Policy 88A will be implemented by:

Development control procedures

POLICY 88B: Extension of Existing Community Facilities (Residential and Non-Residential Institutions within Use Classes C2 and D1)

Planning permission will be granted for the further development of an existing community use, provided that development proposals comply with the provisions of Policy 34 (Chapter 5: Built Environment).

Explanation

See Paragraph 11.1

Justification for Policy 88B

See Paragraphs 11.2 to 11.7

Policy 88B will be implemented by:

Development control procedures

Seeking financial contributions from developers, supported by legal obligations as necessary.

POLICY 89A: Education Development Districts

Within the areas shown on the Proposals Map as Education Development Districts, planning permission will be granted for new development and changes of use which:

- provide higher and further education facilities;
- complement the activities of the higher or further education institution;
- provide for improvement to the local environment, including through pedestrian/cyclist access, circulation and safety; access to or by public transport; landscaping; or other proposal which will assist the integration of the higher education institutions into the rest of the City and with each other;
- comply with the provisions of Policy 34 (Chapter 5: "Built Environment");
- is consistent with the objectives, policies and proposals of any Revival Scheme for the area in which it is to take place.

Justification for Policy 89A

See Paragraphs 11.8 - 11.12

Policy 89A will be implemented by:

Development control procedures and legal obligations where necessary

POLICY 89B: Discouraging car travel by Students and the Workforces of Higher and Further Education Institutions

Planning permission will be granted for development involving the extension of higher or further education institutions, provided that where such a proposal would add fifty or more persons to the institution's combined student population and workforce, the Local Planning Authority is satisfied that adequate measures will be taken to encourage travel to the institution by modes other than the private car.

Explanation

To enable it to assess the extent to which it is satisfied that the provisions of this policy are met, the Local Planning Authority will normally require applicants for planning permission to submit an explanatory statement in the form of a "Commuter Plan" for consideration alongside the application.

Justification for Policy 89B

See Paragraphs 11.13 - 11.15 and Policy 2 and its explanation.

Policy 89B will be implemented by:

Development control procedures and legal obligations where necessary to secure compliance with approved "Commuter Plans".

POLICY 89C: Provision of Student Accommodation for Further and Higher Education Institutions

The Local Planning Authority will only grant planning permission for development proposals involving the establishment or extension of a higher or further education institution which will produce a demand for housing where it is satisfied that:

- adequate residential accommodation for students is available or will be provided; and
- if proposals rely on the provision of new or existing accommodation outside the Central Mixed-Use Area, or Education Development Districts, effective measures will be taken to encourage travel to the institution by modes other than the private car.

Justification for Policy 89C

See Paragraphs 11.13 to 11.16

Policy 89C will be implemented by:

Development control procedures

POLICY 90: Development of Schools

Planning permission will be granted for the development or extension of schools provided that the Local Planning Authority is satisfied that the proposals conform with the Local Plan's objectives for design standards, amenity, protecting the amenities of adjacent users, the retention of housing stock and the safeguarding of playing fields and other open spaces of landscape and/or nature conservation value.

Planning permission will not be granted for either a new school or an extension which will result in a significant increase in the number of pupils attending the school, unless the Local Planning Authority is satisfied that adequate arrangements are to be made to encourage a reduction in the use of the private car and increased reliance on walking, cycling and public transport.

Proposals to re-use and/or redevelop redundant educational land and buildings for other local community uses and for residential purposes will be approved provided they:

- I. do not adversely affect the amenities of people living nearby;
- II. do not prejudice the vitality and viability of a nearby Mixed-Use Area.

Justification for Policy 90

See Paragraphs 11.17 - 11.19

Policy 90 will be implemented by:

Development control procedures

POLICY 91A: Hospital Development

Planning permission will be granted for the expansion of services and facilities at the County Hospital provided that there is no detrimental effect on:

- I. the amenity of people living nearby;
- II. the character of the residential area;

and the development does not cause or increase traffic congestion.

Justification for Policy 91A

See Paragraph 11.24

Policy 91A will be implemented by:

Development control procedures

POLICY 91B: Community Health-care facilities

Planning permission will be granted for proposals which increase or improve the provision of community health care facilities which are easily accessible to the local communities they serve.

Explanation

See Paragraph 11.25

Justification for Policy 91B

See Paragraphs 11.24 - 11.25

Policy 91B will be implemented by:

Development control procedures

Introduction

- 12.1 Generally, the policies and proposals in this Chapter relate to areas and sites which offer particular development opportunities requiring policy guidance additional to that which can adequately be expressed under individual land use headings (i.e. Chapters 7 to 11). Typically, special policies are used where one or more of the following apply:
- I. the current land uses may be acceptable but alternative uses would be preferred - either to protect local amenity and/or to contribute to achieving more sustainable land use distribution,
 - II. there are several alternative uses or forms of development - all or any of which would be acceptable;
 - III. a major "one-off" development is a desirable possibility;
 - IV. land is being safeguarded for future development (probably beyond the period covered by this Plan),
 - V. the future use of the land is to be restricted due to special environmental or infrastructure considerations.
- 12.2 In addition, this Chapter includes several site-specific policies "carried forward" from previously adopted Local Plans for particular parts of Lincoln - referred to as "Existing Policies".

Special Policy Area - Land North of Greetwell Quarry (See Policy 92)

- 12.3 It is proposed to access this area, together with the housing allocation to its north, via a distributor road, linking Outer Circle Road and Hawthorn Road at a point in West Lindsey District. The City Council has previously supported the area's development predominantly for housing, but with a District Mixed-Use Centre alongside Outer Circle Road (see Chapter 4: "Urban Regeneration" - Policy 18). Planning permission has been granted for the Centre and proposals submitted for the residential development.
- 12.4 Site investigations have shown this area to be undermined by ironstone workings, north from Greetwell Quarry to a geological fault line, which defines the northern boundary of the Special Policy Area. It is not certain that the City Council's preference for a housing development can be realised, without a possibly prohibitive investment in ground works. However, it may be that larger development units could prove a viable alternative. The special policy proposes these should be for residential or non-residential institutional use - subject to traffic generation and other amenity considerations.
- 12.5 The southern boundary of this Special Policy Area abuts Greetwell Quarry (an SSSI) and Greetwell Hollow, an area of nature conservation importance, which this Plan has identified as one of Lincoln's 'critical natural assets'. Development proposals within the Special Policy Area will be expected to provide a substantial landscape buffer between these features and built development, partly to screen what is a particularly prominent site when viewed from the Witham Gap and partly to safeguard the 'critical natural assets'.

Special Policy Area - GEC, Carholme Road (see Policy 93)

- 12.6 This site has an established 'general industrial use' (Use Class B2). Although the present occupiers' operations appear not to have a detrimental impact on the amenity of this predominantly residential neighbourhood a change of practice or occupier could do so. The importance of this user as a large local employer is recognised, however, and measures necessary to ensure that it can continue to operate will be supported whenever possible. Accordingly, the policy applied to this area is intended to enable additional development, forming part of the current use, to take place subject to amenity and design considerations. However, it is also intended to indicate that housing, business uses, (within Use Class B1), leisure uses, particularly those which could take advantage of its frontage to the Fosdyke Navigation (e.g. as a marina - see Policy 85 and its Justification in Chapter 10: "Leisure and Tourism", or food and drink uses) or a combination of such uses, will be permitted subject to these meeting the design and amenity criteria set out in Chapter 5: "Built Environment" - Policy 34.

Special Policy Area - Spa Road Former Power Station Site (See Policy 94)

- 12.7 The City Council regards achieving the re-use of this site as a major challenge in promoting its urban regeneration policies. Large structures, parts of the power station, remain on the site, some below ground level. There is some evidence of contamination. Redevelopment opportunities are further complicated by electricity transmission equipment and the easements associated with them. Access to the site is also relatively poor.
- 12.8 Subject to funding from English Partnerships, decontamination of this site could take place in 1996/97 as part of the City's Land Reclamation Programme (see Chapter 4: "Urban Regeneration"- paragraphs 4.9 to 4.15). This policy is intended to indicate future uses for the Spa Road site which, in principle, the City Council would support. They include housing, business use (within Use Class B1), leisure uses, including waterway related development such as a marina (see Policy 85 and its justification in Chapter 10: "Leisure and Tourism"), open space or combination of such uses.

Special Policy Area - Tritton Road, Valentine Road, Matilda Road (See Policy 95)

- 12.9 This is an area predominantly in retail warehouse use, development stemming from planning decisions made over 20 years ago. The City Council is of the opinion that this "allocation" is not ideally sited in terms of sustainable development principles and that the market may look to its redevelopment during the currency of this Plan.
- 12.10 This policy, while enabling alterations and extensions of existing uses provided these are contained within existing curtilages, suggests alternative uses which, in principle, the City Council would approve. East of Tritton Road (i.e. Matilda Road) the alternatives include housing, residential institution (Use Class C2), business use (within Use Class B1) or combination of such uses. West of Tritton Road, alternatives include business use (Use Class B1) and storage and distribution (Use Class B8). The development of a cinema and food and drink outlets on part of this land was underway at the time of preparing this Plan. Extension of those uses onto other parts of the area could, however, have an adverse impact on the vitality of the City Centre. Better links to and from the City Centre are to be explored.

Special Policy Area - Canwick Road Trading Estate (See Policy 96)

- 12.11 Canwick Road Trading Estate currently consists of a mixture of business, general industrial, and storage and distribution uses (within Use Classes B1, B2 and B8 respectively) together with retail warehousing (both food and non-food items and DIY and builders' merchants). Access to the estate is convoluted, and highly congested at peak times. Pedestrian/vehicle conflict also presents problems.
- 12.12 Policy 15A safeguards the line of a new access road, from a point close to the junction between South Park Avenue and Canwick Road, around the east and north side of Canwick Road Trading Estate, under Pelham Bridge towards the east end of Tentercroft Street. Funding its construction is expected to be reliant in part upon private sector/developer contributions. While one of the main objectives of this road scheme is to open up re-development opportunities in the Tentercroft Street Area, it also provides the opportunity to resolve some of Canwick Road Trading Estate's problems - notably access and pedestrian/vehicular conflict.
- 12.13 The Special Policy Area includes the Chaplin Arms Public House, a Grade II listed building. Its use as a public house has been progressively undermined by loss of clientele from the rundown in local heavy engineering and its severance from adjacent housing caused by traffic conditions on Canwick Road. While its continued use as a public house is a matter for the market, the City Council would give positive consideration to proposals to change its use to business within Use Class B1, provided they respected the fabric and character of the listed building (see Chapter 5: "Built Environment").

Special Policy Area - The West Side of Canwick Road (See Policy 97)

- 12.14 The west side of Canwick Road is made up mainly by housing, but interspersed with a mix of retail, office, public house, social club and other small scale business, industrial and leisure uses, as well as vacant property and pockets of dereliction to the rear. The local environment is poor and dominated by the noise, dirt, fumes and danger generated by one of Lincolnshire's busiest roads.
- 12.15 Direct access from Canwick Road, where it exists, is fraught with difficulty. Some rear access and opportunities for rear access exist, but rely on the use of narrow, terraced residential streets. Some of the buildings are fine examples of Victorian domestic architecture, with those properties south from the Travellers' Rest P.H. included in St. Catherine's Conservation Area. However, what value they have is severely compromised by their position.
- 12.16 The west side of Canwick Road also includes some of the worst housing conditions in the City.
- 12.17 The area is manifestly unsuited to residential use, as evidenced by the drift from housing as the quality of the local environment has deteriorated in the face of increasing traffic. Nevertheless, the existing buildings perform at least one important task - that of sheltering the terraced housing areas further west from the worst of the traffic effects on Canwick Road.
- 12.18 The City Council has concluded that, in the absence of a comprehensive scheme, the best outcome for this area is that which is evolving i.e. the take-over by a range of uses prepared to tolerate both the local environmental conditions and restrictions on access. However, it is proposed that a comprehensive survey of conditions and options should be undertaken so that policy for this area can be reviewed as a matter of urgency.

Special Policy Area - Cross Street / Kesteven Street / Portland Street.

- 12.19 The City Council recognises the environmental problems that are caused to the occupiers of the properties in the area of Cross Street, Kesteven Street and Portland Street by the use of the road network by high numbers of heavy vehicles accessing the Great Northern Terrace area. The proposed new road East of Canwick Road will help significantly to address this issue but the City Council also undertakes to commission a thorough study to assess the situation and what traffic management measures can be adopted.

Special Policy Area - Firth Road (See Policy 98)

- 12.20 This site presently consists of a scrap-yard and an isolated pocket of housing, which suffers from the impact of surrounding commercial and industrial activities.
- 12.21 The City Council would wish to see the scrap-yard relocated, in accordance with Policy 68 (*Chapter 8: "Business and Industry"*).
- 12.22 The City Council will be prepared to approve proposals which consolidate housing on the whole of the site, where the overall scheme will provide a satisfactory standard of amenity for new and existing housing. Its use for student accommodation is a possibility.
- 12.23 Alternatively, the City Council will approve development of the whole site for either a retail use (either, independent from, or as an extension of the adjacent retail development, subject to the provisions of *Chapter 9: "Shops"*) or for a business use (within Class B1), or for a wholesale use.

Special Policy Area - Newark Road (Brace Bridge) (See Policy 99)

- 12.24 This area is currently occupied by a petrol filling station/car accessories and repair business, a retail warehouse (selling carpets) and a motor bodyworks. The special policy applied to it, while allowing for limited additional development of these current uses (subject to design, amenity and access considerations) is also intended to indicate the City Council's support, in principle, for the area's redevelopment for business (B1) or residential use. Its reasons for doing so are - to reduce the visual impact of the site from the Witham Valley and to provide the opportunity to create a more satisfactory relationship between built development and the Green Wedge based on the Witham Valley; to improve the amenities of adjacent residential areas and traffic conditions on Newark Road.

Special Policy Zone - Lincoln County Hospital (See Policy 100)

12.25 The Lincoln County Hospital site currently extends to approximately 20 hectares. It includes the original development, which was built in the 1870's primarily to the west of the site, various major extensions and refurbishment's throughout this century, and most recently the modern hospital complex developed over the past 15 years. This modern complex has now largely replaced the original hospital and provides "state of the art" facilities in a purpose-built environment which can be efficiently managed. It also has direct access to one of the City's primary radial roads, which should be linked to the proposed Eastern By-pass in due course.

12.26 Recent changes in the way the facility is controlled and managed have led to a rationalisation of health care facilities within the City. The programme of transferring facilities from the St. George's site at Long Leys Road has been largely completed. There is now, therefore, a far higher degree of certainty about the future form of hospital provision enabling decisions to be made as to what land and buildings will be surplus to the requirements of the Lincoln Hospitals Trust and the Regional Health Authority.

Note: Before agreeing that "surplus" land and buildings are no longer required for hospital purposes, the City Council will need to be satisfied that car parking implications have been assessed as part of an overall review of travel options for this major employment centre and visitor attractor. Consultation with the relevant health trusts will be necessary to provide such information. The aim should be to reduce demand for car parking, whilst maintaining sufficient on-site facilities to cater for the hospital's needs and to avoid causing traffic and amenity problems locally.

12.27 With the exception of the Listed Nurses Home on Greetwell Road, almost all of the 'original' hospital buildings are vacant and are surplus to the Trust's requirements. Those that remain in use or partial use will be vacated in the near future. Some of those buildings are of significant local architectural and historic importance and are, therefore, included in the "Local List" (see Policy 31- Chapter 5. "Built Environment"). Indeed the main nucleus by Alexander Graham in 1876-1878 was built to a competition winning design and along with the 'new' outpatients department fronting on to St. Anne's Road, by William Watkins in 1891, may merit further consideration for listing as being of national importance. Accordingly, proposals for the redevelopment of the western portion of the site should take full account of the existing buildings and how, subject to economic, social or environmental considerations, they may feature in redevelopment proposals. In view of the character of the surrounding area and its location, a primarily residential development would seem to be the most suitable form of development, although institutional uses (residential and/or non-residential) may play an important role in enabling the beneficial re-use of existing buildings, adapted and converted accordingly.

12.28 In addition to the large area of land and buildings which have been vacated at the west end of the site, other areas of land within and adjacent to the site offer potential for development:

(i) An area of land (about 3ha) remains from the former Mainwaring Allotments which were acquired for the hospital development and are no longer identified for future hospital expansion. Adjacent to the Roman Pavement properties, the site's surroundings suggest that a housing development would be the obvious use although other options which could be suitable are

- Open Space (playing fields) - The site is located in a part of the City which may be attractive for an open space use allied to one of the local colleges necessary for its sports development programme and sports science courses. (Quarrying and mining which once took place in this part of Lincoln may render an open space use more practical than may be first anticipated)
- Business Use (Class B1) development, perhaps providing research and development type accommodation allied to the hospital and/or health care, may also be attractive in this location.

Note: This part of the City is known to have been extensively quarried and mined. Further investigations are necessary to establish the constraints those activities may have on the development of this site (see also Policy 38C).

- ii) One third of an hectare site to the rear of 82-90 Sewell Road could be developed for single or two-storey residential accommodation. The accessway would be directly from the hospital's access/distributor road (unadopted). It is probable, therefore, that the accommodation would be controlled by the Trust for, say, staff residences.
- iii) A further one third of a hectare site is currently used as car parking adjacent to the St Anne's Road/Sewell Road junction. That site will be substantially divorced from the remainder of the 'active' hospital and may have a more beneficial future if developed, subject to suitably located replacement car parking being provided within the hospital site. Taking into account the characteristics of the surrounding area, a housing development would be the preferred use, possibly by a housing association in conjunction with the adjacent site.

Special Policy Zone - Sobraon Barracks (See Policy 101)

- 12.29 Draft proposals for development within the Sobraon Barracks Area were first published for public consultation in December, 1993. The proposals provide for a mix of housing, recreational and amenity open space and business use for different parts of the area, designed to respect the historic layout of the land as a former barracks. They also allow for development of part of the housing component for community use, for which there had been an expressed local demand. Following further public consultation, the proposals were approved by the City Council in July, 1995, in the form of a Development Brief. This Brief will be published as Supplementary Planning Guidance. The Council intends to designate the Sobraon Barracks Area as a conservation area in recognition of its historic importance and its distinctive architectural and landscape qualities.

Special Policy Zone - Land East of the Tower Works (See Policy 102)

- 12.30 This Policy seeks to safeguard from immediate development an area of about 30 hectares to the east of the Tower Works. Subject to further investigation, the area is seen as a longer term opportunity for business and industrial development, following take-up of the new allocations (at Skewbridge and north of Green Lane) identified in Policy 63 (*Chapter 8: "Business and Industry"*). Its eventual development remains dependent either upon the construction of the Eastern By-pass or an alternative, developer-led initiative, which would radically improve the area's presently poor access. It has particular potential for servicing by rail and water, options which will be explored with the relevant agencies and companies.
- 12.31 Part of the site has been identified as being required for a strategic park-and-ride site, adjacent to the Eastern By-pass. Sufficient land must be reserved to accommodate a minimum of 500 parking spaces. Access to the City Centre will be by bus using a dedicated bus route (the precise route of which has not yet been determined), with the possibility of rail as an additional or alternative link.

Special Policy Zone - The Skewbridge Area (See Policy 103)

- 12.32 The Skewbridge Area forms the largest single area for new development remaining within the City. It has been earmarked for development for many years and a non-statutory Plan for Skewbridge was approved by the Council in 1994. At that time it was envisaged that development would take a "conventional" form and the area was divided into allocations for housing, business and industry, a local centre and areas of open space. Access was to be achieved by the construction of a new link road from opposite Birchwood Avenue to Tritton Road. When the City of Lincoln Local Plan was originally placed on deposit, in February 1996, most of these features from the Plan for Skewbridge were simply transferred to the Local Plan.
- 12.33 However, over a brief period after the draft Local Plan was placed on deposit, plans for development of this area changed rapidly and dramatically. This was in response to emerging solutions to some of Lincoln's main transport problems and also in response to growing awareness of the need to co-ordinate land-use and transport planning policies in such a way that the need to travel (especially the need to travel by car) can be reduced, as advocated by PPG 13: *"Transport"*, and other PPGs. During that same period, discussions with North Kesteven District Council, Lincolnshire County Council and English Partnerships were producing a closely co-ordinated strategy for the development of this whole area (both within and beyond the City boundary), involving important features such as major business and employment park allocations and a

major park-and-ride facility linked to the City Centre via the "Greenway" (a key component of the approved Transport Package for The Greater Lincoln Area).

- 12.34 At the same time, The City Council became concerned that although it was promoting a Local Plan based on the principles of sustainable development, and in doing so was placing much emphasis on alternative transport measures and the revitalisation of mixed-use areas, the policies relating to the largest area for new development were, for the most part, simply reiterating a conventional approach to development. Not only would a major opportunity for the application of sustainable development principles have been missed, but many of the "mistakes" which the Plan is seeking to rectify across the City might simply have been repeated at Skewbridge.
- 12.35 All these considerations led to the decision to put forward a new policy framework for the development of the Skewbridge Area. This was originally set out in a Proposed Change to the Draft Local Plan published for public consultation in November 1996. With a few further modifications, it is that policy which now appears as Policy 103.
- 12.36 The intention is to ensure that development at Skewbridge takes the form of a co-ordinated, sustainable, mixed-use development of the type now advocated in Paragraphs 8 to 12 (and particularly 12) of *PPG1: "General Policy and Principles"*. The aim is to achieve a high quality, mixed-use development having the broad characteristics of an urban village.
- 12.37 To this end a preliminary (but detailed) study, applying urban village principles to the Skewbridge Area had been undertaken for the Council and its partners by Dalia and Nathaniel Lichfield Associates. That study provides the starting point for further Master-planning and other work.
- 12.38 So what is an urban village?
- The apparent contradiction in the title 'urban village' provides a useful shorthand to convey the meaning of the concept, i.e.
- "Urban" - suggests compactness and the feasibility of walking and cycling between home, school, shops, work etc. plus the ability to support an adequate range of services, community facilities and public transport.
- "Village" - suggests the personal contacts and shared interests which may be enjoyed more readily by those living in a small settlement.
- Mixed-use development is seen as an important means of combining these attributes. But the urban village concept looks further than just the physical interrelationships of land use. It also draws on the ideas which underpinned the 'Utopian' and 'Garden City' developments of the later 19th and early 20th centuries. These sought not only to achieve a better physical environment in terms of building and space standards, but also to provide the best opportunities for the development of communities enjoying good social provision and sharing certain key values, supported by some form of participatory management.
- 12.39 The advocates of the "urban village" concept take the view that the notion of building a 'community' has been lost in more recent times - a victim of the scale of development, the limitations within which the private sector has often worked, bureaucracy in the public sector, libertarian reaction to concepts which smack of "social engineering" and our increasing dependence on the private car.
- 12.40 The "urban village" approach aims:
- to create a strong sense of local identity and community;
 - to provide a viable range of local facilities to support that community, as it evolves;
 - to allow easy access between a range of mutually compatible and supportive uses;
 - to maximise the use of public transport, walking and cycling and to minimise the use of cars.
- 12.41 Consequently, a key feature of the urban village is the concept of a "promoting body" to take overall responsibility for guiding the development process and securing long term management. Typically, this may

include land-owners, developers and relevant public and private agencies and representatives of the developing community.

- 12.42 Government advice in PPG1 "General Policies and Principles" (February, 1997) opens by stressing the importance of planning for environmental sustainability. It suggests that urban villages, as mixed-use developments, are a durable model to follow. Paragraph 12 of the PPG states:

"The planning system can be used to deliver high-quality, mixed-use developments, such as "urban villages". Built on large sites, usually within urban areas, they are characterised by

- compactness,
- a mixture of uses and dwelling types, including affordable housing,
- a range of employment, leisure and community facilities,
- appropriate infrastructure and services,
- high standards of urban design;
- access to public open space and green spaces; and
- ready access to public transport

Local planning authorities should consider whether this represents an appropriate form of development for any part of their area. However, there will be no universal blueprint. Opportunities will vary and proposals may need to incorporate existing or be founded on an amalgamation of smaller sites. This approach might also help to improve an existing residential area of poor quality through the gradual introduction of some or all of the urban village characteristics mentioned above."

- 12.43 The City Council considers that the Skewbridge Area is an ideal candidate for development in a form which has the broad characteristics of an urban village as described in PPG1. Policy 103 sets out its commitment to that objective. In seeking to implement its policy, the City Council will be mindful of PPG1's guidance about sustainable and mixed-use development. It recognises that there is no 'blueprint' for urban villages and that it is important that Skewbridge's development, which includes a significant proportion of Lincoln's housing and employment land allocations remains "deliverable".

- 12.44 The Proposals Map indicates certain constraints upon the overall development which the local planning authority regards as fixed i.e.:

- the proposed Greenway and points of access to the area;
- the principle of a sizeable green swath across the area, between Skellingthorpe Road and Swanpool, oriented to maximise views of the Cathedral and historic city;
- employment land and other open space allocations.

- 12.45 However, these only provide a starting point and no development will be permitted within the Skewbridge Area (as defined on the Proposals Map) until a Masterplan for its development has been prepared and approved by the Local Planning Authority. That will be interpreted further by development briefs approved prior to the development of sub-areas, to provide detailed supplementary planning and design guidance.

The Masterplan will address the following matters:

- A general framework for the disposition (or configuration) of land uses within the area;
- A general framework for movement in the Area and for utilities, including drainage;
- A general programme for phasing the development in the area;
- The implementation mechanisms.

The development briefs will interpret the Masterplan for the sub-areas and will specify amongst other matters:

- Designation of different land uses within the sub-areas;
- Suitable juxtaposition of housing and employment uses,
- Housing mix;
- Provision for movements of cars, public transport, cyclists and pedestrians and parking of cars;
- Open space provision and configuration;
- Waste disposal and recycling;
- Design for energy conservation;
- Requirements for the provision of physical and social infrastructure (e.g. drainage, schools etc.);
- Requirements for ongoing management mechanisms during and post construction.

In formulating the Masterplan and development briefs, regard will be given to achieving the following objectives:

- A mixture of uses and dwelling types, including affordable housing;
- A range of employment, leisure and community facilities;
- Appropriate infrastructure and services;
- High standards of urban design;
- Access to public open space and green spaces;
- Ready access to public transport.

12.46 The Council is convinced that not only is development of this area in accordance with the general principles and characteristics of an "urban village" deliverable, but that a conventional, heavily car-dependent development of this large area would impose unacceptable burdens on the road network and, in the longer term would produce an unacceptable repetition of the environmental, economic and social problems which the Council is now seeking to address through the pursuit of a Local Plan based firmly on the principles of sustainable development. However, the Council accepted representations from the prospective developer of most of the privately owned land at Skewbridge that the wording of the policy originally put forward as a Proposed Change might be regarded as over-prescriptive at a time when the concept of the "urban village" is still evolving. There may be other ways of achieving a sustainable, mixed-use development which may not necessarily fit exactly with some people's ideas of an "urban village". In this spirit, the Council agreed with this objector an amended policy for the Skewbridge Area. Other land owners and prospective developers also indicated general agreement to these amendments. However, one objector remained concerned because the policy does not stipulate that land-pooling arrangements must be put in place. The Council considers that such a requirement would be beyond its remit as a local planning authority, although it has no objection to land pooling as one possible means of achieving the co-ordinated planning and implementation mechanism required by the agreed policy. The amendments have not altered the fundamental principles outlined to the local community at a consultation meeting held to explain the original Proposed Change - principles which were generally supported and did not attract any objections from local residents.

Special Policy Zone - Long Leys Urban Village (See Policy 104)

12.47 A substantial area of land on both sides of Long Leys Road is identified on the Proposals Map as Long Leys Urban Village. This new designation arises from the recognition of major new allocations of land for housing

development on land currently occupied by St. George's Hospital and land south west of Long Leys Road (refer to Policy 56A and paragraphs 7.4 - 7.11), and the current lack of local facilities offering services for the existing and proposed community. There is also recognition that the existing employment providing uses within this area have developed in an ad-hoc manner and their inter-relationship, means of access, etc could be substantially improved if the opportunity to deal with this area comprehensively, arises.

- 12.48 The Urban Village approach being adopted for development and redevelopment in this area seeks to treat it as a partially self-contained "village" within the larger urban area. This approach will be heavily dependent upon participation by, and consultation with, local residents and businesses. A Planning Brief for the whole will be prepared for the whole area at the earliest opportunity.

Special Policy Zone - Portland Street, Kesteven Street and Cross Street

- 12.49 The City Council recognises the environmental problems that are caused to the occupiers of the properties in the area of Cross Street, Kesteven Street and Portland Street by the use of the road network by high numbers of heavy vehicles accessing the Great Northern Terrace area. The proposed new road east of Canwick Road will help significantly to address this issue but the City Council also undertakes to commission a thorough study to assess the situation and what traffic management measures can be adopted.

Policies And Proposals

POLICY 92: Land North of Greetwell Quarry

Planning permission will be granted for:

- 1) A District Mixed-Use Centre or business use (within Class B1 of the Use Classes Order, 1987) at the western end of the site adjacent to Outer Circle Road;
- 2) Housing and/or Residential or Non-Residential Institutions (within Use Classes C2 and D1) on the remainder of the site;

provided that development proposals:

- include provision for an adequate service road (dependent on mix of uses) between Outer Circle Road and Hawthorn Road (In West Lindsey);
- include or provide for a substantial landscaped buffer between built development and the quarry face sufficient to protect both the SSS1 based on the quarry face and the nature conservation interest of Greetwell Hollow, and to screen development when viewed from the Witham Gap;

Justification for Policy 92

See Paragraphs 12.3 - 12.5

Policy 92 will be implemented by:

Development Control procedures

POLICY 93: G.E.C. Carholme Road

Planning permission will be granted for:

- 1) development proposals to alter or extend the existing buildings, or other development which is ancillary to the present use of the land for general industry within Use Class B2;
- 2) the redevelopment of all or part of the site, or the use of existing buildings for housing (Use Class C3) residential institutions (Use Class C2), business (Use Class B1), leisure uses which relate to the site's location adjacent to the Fosdyke Navigation, such as a marina, and food and drink establishments, or a combination of such uses;

provided that such development:

- does not adversely affect the amenities of neighbouring properties or the surrounding area including the adjacent Green Wedge, by reasons of noise, smell, fumes, dust, grit or other pollution or by reducing daylight or privacy, or as a result of visual intrusion;
- meets the terms of relevant policies set out in Chapter 3: "Access, Transport and Communications" and Chapter 5: "The Built Environment";
- will make satisfactory provision for safeguarding the amenities of any proposed residential and/or residential institutional uses within the site.

Justification for Policy 93

See Paragraph 12.6

Policy 93 will be implemented by:

Development Control procedures

POLICY 94: Spa Road (former Power Station)

Planning permission will be granted for the development of land for:

- 1) Housing (Class C2);
- 2) Residential Institutions (Class C3);
- 3) Business (Class B1);
- 4) Leisure Uses including a marina or other water related leisure development;
- 5) Open Space;

or a combination of such uses provided that such development:

- meets the terms of policies set out in Chapter 3: "Access, Transport and Communications" and Chapter 5: "Built Environment";
- makes satisfactory provisions for safeguarding the amenities of any residential and/or residential institution uses within the site, including from electrical installations remaining on the site.

Justification for Policy 94

See Paragraphs 12.7 and 12.8

Policy 94 will be implemented by:

Development Control procedures

POLICY 95: Tritton Road/Valentine Road/Matilda Road

Planning permission will be granted for:

- 1) alterations and extensions to existing buildings which are ancillary to their present use, where such development is contained within the existing curtilage of the building concerned;

or 2) to the east of Tritton Road,

- Housing (Class C3);
- Residential Institutions (Class C2);
- Business (Class B1);

or a combination of such uses.

or 3) proposals which involve the retention, redevelopment or change of use of land or buildings on the Dixon Street frontage of the area for retail warehousing and/or the sale and display of motor vehicles and caravans;

4) to the west of Tritton Road,

- Business Use (Class B1);
- Storage and Distribution (Class B8);

provided, in all instances, that the proposed development:

- does not adversely affect the amenities of neighbouring properties or the surrounding area by reason of smell, fumes, dust, grit or other pollution, or by reducing daylight or privacy;
- meets the terms of policies set out in Chapter 3: "Access, Transport and Communications" and Chapter 5: "Built Environment";
- makes satisfactory provision for safeguarding the amenities of any residential and/or residential institutional uses within the site;
- does not include direct vehicular access from Tritton Road.

Justification for Policy 95

See Paragraphs 12.9 and 12.10

Policy 95 will be implemented by:

Development Control procedures

POLICY 96: Canwick Road Trading Estate

Planning permission will be granted for development for business, general industrial and retail warehouse uses, provided that such proposals do not prejudice satisfactory access to the road line, protected under Policy 15A, around the east side of the estate.

Once the new access road is constructed all new development generating significant additional vehicular traffic will be accessed solely from the new road.

Planning permission will be granted for the change of use of the Chaplin Arms to business use (within Use Class B1) subject to policies with Chapter 5: "Built Environment".

Justification for Policy 96

See Paragraphs 12.11 to 12.13

Policy 96 will be implemented by:

Development Control procedures

POLICY 97: West side of Canwick Road

Planning permission will be granted for the change of use of housing to other uses, provided that:

- there is no significant increase in direct vehicular access from Canwick Road;
- the use will not adversely affect the amenities of nearby residential properties because of noise, smoke, smell, fumes, dust, grit or other pollution, reduction of daylight or privacy, or through its effect on highway safety and convenience.

Justification for Policy 97

See Paragraphs 12.14 - 12.19

Policy 97 will be implemented by:

Development Control procedures

POLICY 98: Firth Road

Planning permission will be granted for the use of this site for:

- 1) housing (Class C3);
- 2) business (Class B1; or
- 3) retailing (Class A1;

subject to Policy 34 (Chapter 5: Built Environment)

Justification for Policy 98

See Paragraphs 12.20 to 12.23

Policy 98 will be implemented by:

Development Control procedures

POLICY 99: Newark Road (Brace Bridge)

Planning permission will be granted for:

- 1) development proposals to alter or extend existing buildings or other development which is ancillary to the present uses of the land to petrol filling station/car repair garage, retailing and general industry (within Class B2);
- 2) the redevelopment of all or part of the site for uses with the Business (B1) Use Class;
- 3) the redevelopment of all or part of the site for housing (within Class C3) or residential institution (within Class C2);

provided that such development

- does not adversely affect the amenities of neighbouring properties or the surrounding area, including the adjacent green wedge, through the generation of noise, smell, fumes, dust, grit or other pollution, visual intrusion, traffic generation or visitor numbers;
- will meet the Local Planning Authority's adopted standards for vehicular access, car and cycle parking and servicing;
- will make satisfactory provision for safeguarding the amenities of any proposed residential and/or residential institutional uses within the area;

Justification for Policy 99

See paragraph 12.24

Policy 99 will be implemented by:

Development control procedures

POLICY 100: Lincoln County Hospital

a) Planning permission will be granted for development to maintain or expand services and facilities at the County Hospital provided that there is no detrimental effect on:

- the amenity of people living nearby;
- the character of the residential area;

and the development does not cause or increase traffic congestion.

b) Planning permission will be granted for development on land which the City Council is satisfied is surplus to requirements for the maintenance and expansion of health services and facilities at the County Hospital for:

1) the site west of the main hospital complex and east of St. Anne's Road.

- housing (Class C3) or;
- residential institutions (Class C2) or;
- the following non-residential institutions (within Class D1):
 - * places of worship, church halls;
 - * clinics, health centres, crèches, day nurseries;
 - * education and training centres;
 - * local community facilities such as a library, public hall or;
- hotel or guest house (Class C1),

or a combination of such uses provided that any such development involving the demolition of buildings listed as of national or local importance is accompanied by a reasoned justification to the City Council's satisfaction that all reasonable alternatives to demolition have been investigated and shown to be impractical and/or unviable and;

2) the site east of the main hospital complex, (to the rear of the Roman Pavement properties)

- housing (class C3) or;
- residential institutions (Class C2) or;
- business (Class B1) or;
- playing fields,

Provided that, in all instances, the proposed development will not attract significant additional traffic into or through residential areas and will not harm the amenities of those areas.

Justification for Policy 100:

See Paragraphs 11.24 and 12.25 to 12.28

Policy 100 will be implemented by:

Development Control procedures

POLICY 101: Sobraon Barracks

Planning permission will be granted for the development of land and buildings at Sobraon Barracks for the following mix of uses:

- 1) housing;
- 2) business (Class B1);
- 3) open space both for active recreation and amenity use;
- 4) social and community facilities;

provided the Local Planning Authority is satisfied that all development is consistent with a comprehensive scheme for this area which retains and enhances its special architectural, historic and landscape features.

Justification for Policy 101

See Paragraph 12.29 and "Sobraon Barracks Development Brief"

Policy 101 will be implemented by:

*Development Control procedures in accordance with the City Council's "Sobraon Barracks Development Brief"
The additional control available to the City Council as a landowner within the Sobraon Barracks area*

POLICY 102: Land East of the Tower Works

Planning permission will not be granted for any form of development on land to the east of the Tower Works until an improved road access has been provided, unless the Local Planning Authority is satisfied that the development will make a substantial use of the railway network for receiving/delivering goods, materials and products in a way that keeps road traffic associated with the development at a very low level.

Once satisfactory access improvements are in place, the Local Planning Authority will permit industrial/business development on this land, with particular emphasis on developments which make use of the railway network and/or waterways, provided such developments are compatible with the establishment of a park-and-ride facility.

Justification for Policy 102

See Paragraphs 12.30 and 8.26 and 8.27 (Chapter 8 "Business and Industry")

Policy 102 will be implemented by:

Development Control procedures

POLICY 103: The Skewbridge Area

Within the area identified on the Proposals Map as the Skewbridge Area, planning permission will be granted for developments involving uses specified in the schedule of this policy, subject to the limitations and qualifications set out in that schedule and subject also to the requirements set out below:

- 1) No development shall be permitted in any part of the Skewbridge Area until a Masterplan has been prepared and approved by the Local Planning Authority, in consultation with land-owners, the local community and prospective developers.
- 2) No development shall be permitted within any sub-area identified within the Masterplan until a development brief providing detailed supplementary planning guidance for that sub-area has been prepared and approved by the Local Planning Authority, in consultation with landowners, the local community and prospective developers.

- 3) No development shall take place within any part of the Skewbridge Area until and unless the Local Planning Authority is satisfied that adequate measures have been taken to secure:
- i. the provision of a fully integrated system of open spaces to fulfill recreational, amenity, ecological and landscape requirements;
 - ii. the provision of a comprehensive network of footpaths, cycleways, bridleways, public transport routes and access roads, incorporating adequate links with the city-wide network of footpaths, cycleways and bridleways and the Greenway (all as indicated on the Proposals Map and described in the Local Plan);
 - iii. the provision of a comprehensive system of surface water drainage including open water feature as a landscape/townscape characteristic of the area;
 - iv. the protection of important archaeological remains.
- 4) Any road access into the Skewbridge Area from Tritton Road and from Skellingthorpe Road shall be at the points identified on the Proposals Map and at no other points along those roads.
- 5) No development shall be permitted in any part of the Skewbridge Area until the Local Planning Authority is satisfied that adequate measures have been taken to integrate the development of that area with the development of the adjoining land to the west in the parish of Skellingthorpe and the District of North Kesteven.
- 6) Development within the Area Centre and Main (Mixed-Use) Streets (which will be identified in the Masterplan and Development Briefs) must be in general compliance with the requirements of Policy 18 (District Mixed-Use Centres).

Schedule:

Description of use/Use Class

Limitations

Housing (Use Class C3)

Throughout the area but only as a complementary use within areas designated on the Masterplan as Employment, Business or Office Parks, and as part of a mixed-use development in the Area Centre and Main (Mixed-Use) Streets.

Business (Use Class B1)

A) in areas designated on the Masterplan as Employment Business or Office Parks, and as part of a mixed-use development in the Area Centre and Main (Mixed-Use) Streets.

B) only as a use complimentary to housing (i.e. "no-impact" home working) in other parts of the area.

Industry (Use Class B2)

Only in areas designated on the Masterplan as Employment Parks.

**Shops (Use Class A1)
Offices used by the public
(Use Class A2) and Food
and Drink businesses
(Use Class A3)**

Up to a maximum of 500 square metres gross floorspace per shop unit (or 2,500 square metres for supermarkets only selling food and groceries) and located, as part of a mixed-use development, in the Area Centre and on Main (Mixed-Use) Streets, provided the scale and nature of any such uses are such that they will not (either individually or cumulatively) harm the vitality and viability of the Central Shopping Core or the Area Centre (as the equivalent of a District Mixed-Use Centre)

**Community facilities
(Use Class D1)**

In the Area Centre and Main (Mixed-Use) Streets, as part of mixed-use development.

**Leisure (Use Class D2)
and Recreation**

A) In the Area Centre (to meet local leisure requirements)

B) In direct connection with the recreational use of areas of open space.

Explanation

1. The Masterplan will address the following matters:

- *a general framework for the disposition (or configuration) of land uses within the area;*
- *a general framework for movement in the area and for utilities, including drainage;*
- *a general framework for open space;*
- *a programme of phasing the development in the area;*
- *the implementation mechanisms*

2. The development briefs will interpret the Masterplan for the sub-areas and will specify amongst other matters

- *designation of different land uses within the sub-areas;*
- *suitable juxtaposition of housing and employment uses;*
- *housing mix;*
- *provision for movement of cars, public transport, cyclists and pedestrians and parking cars;*
- *open space provision and configuration;*
- *waste disposal and recycling;*
- *design for energy conservation;*
- *requirements for provision of physical and social infrastructure (e.g. drainage, schools etc.)*
- *requirements for on-going management mechanisms during and post construction*

3. In formulating the Masterplan and development briefs, regard will be given to achieving the following objectives

- *a mixture of uses and dwelling types, including affordable housing;*
- *a range of employment, leisure and community facilities;*
- *appropriate infrastructure and service;*
- *high standards of urban design;*
- *access to public open space and green spaces;*
- *ready access to public transport*

4. In securing the implementation of this policy the Local Planning Authority will be mindful of the guidance for sustainable and mixed-use developments set out in Planning Policy Guidance Note 1 (General Policy and Principles) issued in February 1997

5. The Local Planning Authority wishes to see the area developed in ways which will encourage:

- *a strong sense of local identity and community;*
- *a viable range of local facilities to support that community*
- *easy access between a range of mutually compatible and mutually supporting uses;*
- *the maximum use of public transport, walking and cycling and the minimum use of cars*

6. Achievement of the objectives of this policy will result in a high quality mixed-use development having the broad characteristics of an "urban village". It is recognised:

- that there is no universal blueprint for such forms of development;
- that it is important that the development, which includes a significant proportion of the City's housing allocations during the plan period, is deliverable

Justification for Policy 103

See Paragraphs 12.32 to 12.47 and 7.15 (Chapter 7: "Homes")

Policy 103 will be implemented by

Development Control procedures

POLICY 104: Long Leys Urban Village

All major development within the Long Leys Urban Village Special Policy Zone should contribute to the enhancement of this area as a partially self-contained village within the wider urban area. To that end developments will be expected to comply with a Planning Brief for the area prepared by the City Council in consultation with local residents, businesses, land owners and prospective developers. Within that context, development which provides shopping and other facilities to serve the local community, will be approved, providing it:

- will not adversely impact on the vitality and viability of the central shopping area;
- will not attract significant additional vehicular traffic into or through residential areas and will not otherwise harm the amenities of those areas;
- is supported by satisfactory details in respect of layout and design, including height, massing, materials, provision for disabled; pedestrian, cyclist and public transport access; servicing; advertisements and crime prevention.

Additional development proposed as part of the present industrial uses at the Albion Works area will be approved where it:

- is contained within the present curtilage of the industrial area as shown on the Proposals Map;
- does not impinge adversely on neighbours' amenities, through noise, vibration, fumes, smell, soot, ash, dust, grit or other pollution, including from traffic generation and visual intrusion.

Explanation

For the purposes of this policy "major development" means development consisting of the erection of new houses or other homes, the redevelopment of land or buildings currently used for industrial, commercial or community health purposes and the development of new buildings for those purposes.

Justification for Policy 104

See Paragraphs 12.47 and 12.48

Policy 104 will be implemented by:

Existing Policies (briefly introduced in Paragraph 12.2)

POLICY 105A: (formerly Proposal 7.22 of the City of Lincoln Birchwood Local Plan)

A tree belt of undulating width (minimum 30 metres) shall be retained and/or planted along the frontage of Doddington Road and adjacent to Hartsholme Park and the Prial Drain in association with adjoining housing development.

Explanation

Along Doddington Road the function of this tree belt will be to shield housing from the impact of vehicular traffic and to retain or enhance the character of the road. Elsewhere the tree belt will help to protect the character of Hartsholme Country Park and the footpath along the bank of the Prial Drain and associated wildlife habitats.

POLICY 105B: (formerly Policy 6.4 of the City of Lincoln Witham Valley Local Plan)

An informal play space for children of minimum area 0.2 ha (0.5 ac) will be provided in the form of an extension to the existing children's' play area adjoining Manor Lease School in the location shown on the Proposals Map. Developers of land included in the Local Plan for housing in the vicinity of Manor Farm (Proposals Map Ref. No. H6) will be expected to enter into planning obligations under S.106 of the Town and Country Planning Act 1990 to provide for contributions towards the acquisition (either by the purchase or dedication of land), the laying out and establishment of a children's' play space of minimum area 0.2 ha (0.5 ac) in the location shown on the Proposals Map. Planning permission for residential development in the above area will not be granted until a suitable agreement has been concluded.

Explanation

The Council has accepted a recommendation of the Inspector following the public local inquiry into the Witham Valley Local Plan that provision be made for a casual or informal play space for children in association with substantial new housing proposals in the vicinity of Manor Farm. The N.P.F.A. Minimum Standards for Outdoor Playing Space which have been adopted by the City Council suggest a play space allocation of about 0.2 ha (0.5 ac) of land, and this is considered to be the minimum which would be acceptable for this purpose.

POLICY 105C: (formerly Policy 5.1 of the City of Lincoln Witham Valley Local Plan)

The City Council will establish a footpath route along the east bank of the River Witham from Boundary Street to the southern boundary of the City.

Explanation

Priority will be given to improving the public rights of way network in the Witham Valley. In particular, consultations will be undertaken with the Environment Agency and other interested parties to seek the dedication of the footpath on the east bank of the river as a public right of way.

POLICY 105D: (formerly Policy 5.1 of the City of Lincoln Witham Valley Local Plan)

Planning permission will not be granted for development proposals which would prejudice the use of Altham Terrace primarily as a foot, cycle and bridleway between Hall Drive and the River Witham.

Explanation

Altham Terrace is an important element of the local foot, cycle and (possible) bridleway network in the area which the City Council wishes to see improved, wherever possible by creating circular routes.

Chapter 13: Environment Appraisal

Background

- 13.1 Environmental Appraisal (EA) is essentially an assessment of the environmental impact of a policy programme or strategy. Its application to development plans is recommended in Government Planning Guidance (PPG12) as an appropriate way of meeting the legal requirement on local planning authorities to take into account the environmental consequences of policies and proposals to be included in development plans. Specific guidance on using EA for development plans was issued in 1992 by the Department of the Environment as *"Environmental Appraisal of Development Plans - A Good Practice Guide"*.
- 13.2 As part of the preparation of the City of Lincoln Local Plan, the City Council therefore engaged a consultant to undertake an Environmental Appraisal of its draft plan. The findings of the EA were used to assist policy formulation, and many of its recommendations incorporated in the modifications made prior to the adoption of the Local Plan.
- 13.3 A full report of the Lincoln EA has been published as a separate document in two parts (Written Statement and Technical Appendices).
- 13.4 An extract from the EA is given below, showing the environmental indicators against which the policies of the plan were appraised.
- 13.5 The City Council views the EA as an ongoing process, and intends to undertake further work as part of the monitoring and review of the Local Plan.

Policy Appraisal Criteria

- 1) **Cycle Journeys:** Improving facilities that will encourage people to use cycles is a positive impact. Monitored by numbers of cyclists crossing Lincoln's 'screenline' sites by Lincolnshire County Council
- 2) **Bus Journeys:** Increasing the number of bus movements is a positive impact as are improving bus facilities for competing transport modes or making buses less attractive for whatever reason, is scored as a negative impact. Monitored by 12 hour traffic counts at Lincoln's 'screenline' sites by Lincolnshire County Council.
- 3) **Car Journeys:** Reducing the number of private car journeys in Lincoln is positive. Increasing the number or length of journeys is recorded as a negative impact. Monitored by 12 hour traffic counts at Lincoln's 'screenline' sites by Lincolnshire County Council
- 4) **Train Passengers:** Increasing the number of people arriving at or departing from Lincoln's main British Rail Station is scored as a positive impact. The numbers of tickets sold with Lincoln as destination and numbers sold with Lincoln as starting point are monitored by Central Trains.
- 5) **Buildings (at Risk):** 'Buildings' include Listed Buildings, Ancient Monuments, Archaeological Areas and Local List Buildings. Policies that protect these buildings or enhance their settings score a positive impact. Buildings at risk are monitored by Lincoln City Council and are an indicator of the general health of the built environment.
- 6) **House Prices:** An indicator of a number of social, environmental and economic factors. An increase in house prices is a positive effect. Monitored by Building Societies.
- 7) **Renewable Energy Generating Capacity:** Increasing the capacity of generation by renewable sources is a positive effect. Negative effects stem from controls over changes to buildings that may hamper introduction of new technology. Not currently monitored, but Lincoln City Council may take on this responsibility.
- 8) **Woodland Cover:** Increasing the area of Lincoln covered by woodland is a positive effect. Monitored by Lincoln City Council.

- 9) **Area of Wildlife Sites:** Increasing the area of Lincoln valuable to wildlife is a positive effect. Improving the protection or enhancing the value of these sites also scores positively. The area of wildlife sites is monitored by Lincoln City Council in association with the Lincolnshire Trust for Nature Conservation.
- 10) **Nitrogen Oxides (Nox):** An indicator of clean air. Duplicated the car journey and bus journey indicators to some extent. Increase in concentration is a negative effect and will be caused primarily by increases in road traffic. Monitored by Lincoln City Council.
- 11) **Demand for Water:** An unquantified criteria. Increasing the demand for water significantly will score as a negative impact. This excludes minor or small householder developments. Not monitored.
- 12) **Water Quality:** The quality of water in Lincoln's rivers is monitored by the Environment Agency. Positive scores will result from proposals or policies that seek to improve or protect surface water quality. Negative effects will be generated by developments that increase surface water run-off or other discharges into surface waters.
- 13) **Derelict Land (Area):** The DoE's definition of derelict land is restrictive. This definition has not been used for this appraisal. Any policy or proposal which reduces the area of contaminated, brown, used or derelict land (whether or not it is defined as derelict) will score a positive impact. The area of derelict land as an indicator of reusable Brown land is monitored by Lincoln City Council.
- 14) **Demand for Minerals:** Developments will often result in increased demand for minerals. This induces a negative impact. If policies or proposals seek to increase the proportion of minerals recycled or otherwise reduce the demand for virgin material, they will score positively. Not currently monitored.
- 15) **Open Space (Area):** A criteria that relates to the quality of the natural and the built environments. The objective is to maintain or increase the proportion of Lincoln classified as 'open space'. Doing so will score a positive impact. Monitored by Lincoln City Council.
- 16) **Assaults/Burglaries:** Reducing crime or the opportunities for crime results in a positive impact. Negative impacts will result from development that reduces the use of public areas or appears to provide an opportunity for criminals. While constraints on employment opportunity may directly affect crime rates, constraining policies do not score against Assaults and Burglaries as well as Unemployment or Number of Employers. Crime statistics are available from the Police.
- 17) **Mass of Waste Recycled:** Improving availability of recycling facilities or the ease with which they can be used will result in a positive impact. Negative impacts will result from developments or proposals that reduce the opportunities for recycling. Waste materials may include soil or building materials. Monitored by Lincoln City Council.
- 18) **Housing Benefit Claimants:** To ensure that increasing house prices do not cause problems for people on low incomes, changes in the number of people on the benefits register needs to be monitored. Monitored by Lincoln City Council.
- 19) **Number of Employers:** Increasing the diversity of employment opportunities is a positive result. Reducing diversity or opportunity for attracting new employers, or setting up obstacles to employers is a negative impact. Monitored by Lincoln City Council.
- 20) **Unemployment:** A key social and economic criterion that directly affects the peoples ability to enjoy their environment - reducing level of unemployment is positive, restricting the supply of jobs or expansion of existing firms is negative. Monitored by Lincoln City Council.
- 21) **Noise Level:** Increasing background noise is a negative environmental effect. Reducing noise is positive. Not monitored.

- 22) **Pedestrian Movement:** A subjective criteria. A positive result is achieved by increasing the ability of people to walk safely, quickly or pleasantly. Includes consideration of effects on children, disabled and elderly people.

Chapter 14 : Implementation And Review

Making The Plan Work

The policies and proposals in this Local Plan

- reflect a corporate approach to land use and transport planning;
- will be monitored for their effectiveness and reviewed regularly;
- will be implemented by the City Council, a wide variety of public and private sector bodies, business interests and voluntary organisations often in partnership with each other.

A Framework for Partnership

- 14.1 The City of Lincoln Local Plan is continually evolving. It has to remain flexible and maintain an overall strategy for Lincoln as we move into the new millennium.

Successful implementation of the Local Plan requires the support and assistance of a wide variety of public and private sector bodies, business interests and voluntary organisations. There is much scope for developers whether householders, house builders, small businesses or as part of major development schemes to help implement the Local Plan.

Implementing the Plan

- 14.2 The City Council as enabler, co-ordinator and regulator, and, above all, as the representative of the local Community, has a vital role in setting strategies, stimulating investment and providing a vision for the future. The Local Plan encapsulates these themes and provides a corporate approach to guide the development of Lincoln. The City Council will play a central role in implementing the Local Plan through its public spending schemes. This includes City Council budgets and combining resources with other public bodies and the private sector. The main partnership initiatives for the City of Lincoln include:

- Single Regeneration Budget
- Land Reclamation Programme
- Investors in Lincoln
- Groundwork Lincolnshire
- English Partnerships Investment Fund
- Conservation Area Partnership Scheme
- Outstanding Historic Buildings Grant
- Neighbourhood Renewal
- Housing Investment Programme
- Woodland Management Strategy
- Greater Lincoln Transport Forum
- Lincoln Safer Cities
- National Lottery Funding

Supplementary Planning Guidance and other Supporting Documents

14.3 In some cases, the Local Plan's policies and proposals have been/will need to be supplemented by more detailed guidance. These include/will include:

a) Previously Approved Guidance, Design Briefs and Advice Notes

- 'Lincoln's Older Buildings - A Guide to their Repair and Maintenance' (1996)
- 'Approaches to Lincoln - Roads from the North' (1981)
- 'Land North West of Nettleham Road - Developers Design Guide' (1981)
- 'Hartsholme Country Park - Development Plan' (1985)
- 'Birchwood Footpaths' Design Guide' (1986)
- 'Lincolnshire Residential Design Guide' (1996)
- PAN3: 'Shop Fronts and Advertisements - Policy Guidance'
- PAN4: 'Shop Fronts and Advertisements - Design Guidance for Bailgate, Steep Hill and the Upper part of the High Street'
- PAN5: 'Guest House/Bed and Breakfast Accommodation in Residential Areas'
- PAN6: 'Security Grilles and Shutters'
- PAN8: 'Shop Fronts and Advertisements Design Guidance for the Central Area'
- PAN9: 'Chimneys in Conservation Areas'
- PAN10: 'CB and Amateur Radio Aerials on Dwellinghouses'
- PAN12: 'Swanpool Garden Suburb Article 4 Direction Design Guide'
- PAN13: 'Public House and Licensed Premises fronts and Advertisements' Design Guidance for the City of Lincoln's Conservation Areas'
- PAN14: 'Conversion of Premises to Small Residential Units'
- PAN15: 'Policies for Residential Nursing and Care Homes and their Extensions'
- PAN17: 'Development of Garden Land for Houses in Suburban Locations -Policy Guidance'
- PAN18: 'Advertisements on Upper Floors'
- PAN19: 'Applications for Extensions to Residential Properties - Guidance on Neighbour Amenity Considerations'

b) The Urban Archaeological Database (for Lincoln)

c) Guidance, Design Briefs and Advice Notes to be prepared:

- Skewbridge Urban Village, including Briefs for individual Development Areas (see Policy 103)
- Development Briefs for Other Special Policy Areas and Zones (see Policy 92 to 104 inc.)
- Conservation Area Character Statements (See Paragraphs 5.22 to 5.24)
- Beevor Street Improvement Scheme
- Design Guidance for Buildings and the Public realm - including Designing Out Crime, Access and Energy Efficiency

Other City Council Roles

14.4 In addition to the development plan system the City Council has a range of powers under the Town and Country Planning Acts. In particular, the Local Plan will be implemented through planning obligations. This will involve developer agreements under Section 106 of the 1990 Planning Act to provide for new social, recreational and/or community facilities.

The City Council as property owner, reviews land and premises needed for its services. It is also involved in the selling and leasing of properties surplus to its needs. The City Council also has Compulsory Purchase and land management powers. The City Council also has powers for the designation of Conservation Areas, Listed Buildings and the issuing of Tree Preservation Orders. The City Engineer and Surveyor acts as agent for the County Council Highway Authority with responsibilities for roads, footpaths and cycle routes.

Monitoring and Review

- 14.5 Although the Local Plan provides firm guidance for the development of land there may be unforeseen development opportunities, alterations to, and new, legislation and changes in economic circumstances.

It will be necessary to keep a check on how well the Local Plan is working and to make sure it is kept up to date. Monitoring procedures will assess the effectiveness of policies and proposals in the Local Plan. A formal review of the Local Plan is required to be undertaken at least every five years. Changes would need to go through the legal review process which includes public Consultation. Informal reviews can take place on a more frequent basis as and when required. The preparation of an Annual Report will assess the progress of the Local Plan. It will also highlight any departure from the Plan, new issues and unexpected changes which may need further examination.

- 14.6 Local Authorities are expected to review matters which may be expected to affect the development of the area, and to institute surveys of their area. Three aspects identified as important to keep under review are:

- the principal physical and economic characteristics of the area;
- the size, composition and distribution of the population whether resident or otherwise of the area;
- the communications, transport system and traffic of the area.

A monitoring list should include:

- **planning permissions:**
 - permission and completion of all new developments including housing, industrial, commercial and retail developments;
 - unimplemented permissions;
 - outcome and nature of planning appeals and enforcement procedures;
 - departures from the plan.
- **vacancy, use and re-use of land and buildings:**
 - vacant premises;
 - newly occupied premises.
- **rental levels;**
- **population, household, car ownership and labour force data (census);**
- **traffic and travel to work data;**
- **provision of functional open space.**
 - play space
 - playing fields
 - cemeteries
 - allotments
 - agricultural land
- **pollution levels**

The City Council is required to ensure a five year building supply available for housebuilding. A six-monthly survey of housebuilding is conducted and a land commitments map updated. The City Council also conducts a land availability study for business and industry, studies on the training of the workforce and marketing strategies.

- 14.7 Monitoring procedures will assess the success and effectiveness of policies and proposals in the local plan. For the indicators listed in Paragraph 14.6, baselines should be identified at the start of the plans life. This will be accompanied by criteria with which to measure the effectiveness of policy and proposals. A key function is to monitor the contribution of policies and proposals towards sustainable development. An environmental appraisal has been conducted (*see Chapter 13*) to assess the environmental effectiveness of the City of Lincoln Local Plan. Monitoring procedures can be used to update the Environmental Appraisal, as the Local Plan is implemented.

Appendix A

Royal Commission on Environment Pollution

The following is a summary of the main findings of the report from the Royal Commission on Environmental Pollution:

The Problem

Motor vehicles are now the most important source of certain air pollutants, in urban areas and are likely to be responsible for around:

- 40% of Volatile organic compounds (VOCs)
- 45% of Black Smoke
- 50% of Nitrogen Oxides (NOX)
- 90% of Carbon Monoxide

The following relevant extracts from the report Royal Commission on Environmental Pollution, Transport and the Environment, the objective of which is an environmentally sustainable transport system, illustrates the concern that the current transport trends are not sustainable.

Personal Travel

Car use has increased ten fold over the past 40 years. Shopping/personal business journeys are increasing fastest of all.

UK personal travel by mode (% share by passenger kilometres)

86% Road 6% Bus 6% Rail 1% Cycle 1% Air

Freight

65% of freight now travels by road (as measured by tonne km)

40 year trends in UK freight transport

Road - up 85%

Rail - down 50% - reflecting contracting network and decline of coal

Car Ownership

Two-thirds of UK households have access to cars. Car ownership is strongly influenced by household income:- only one quarter of low income households have access to a car. 15% of UK consumer expenditure is on personal travel, of which two-thirds is on private vehicles.

Transport in the Economy

The growth in freight transport has followed the growth in GDP. Personal travel has increased at a faster rate. The Commission suggest that growth in transport should not be regarded as an inevitable consequence of growth in the economy. An efficient transport system is vital for the development of the UK economy. Vehicle manufacture has represented an important sector of the economy, although output declined sharply in the 1980s, and much of the rapid increase in vehicle numbers has been through imports. The Government have also used transport as an instrument of economic policy. It has been suggested that investment in housing and upgrading of rail is more cost effective at job creation than road building.

The Commission believes more work is needed to clarify the relationship between transport investment and economic performance.

Journeys to school - are increasingly by car. Parents have heightened fears for safety of children: danger from traffic 43%, fear of molestation 21%.

Shopping - there has been a growth in out-of-town shopping centres which rely heavily on car access - these now account for over one third of retail sales.

National Road Traffic Forecast - based on assumed rate of growth in GDP, and supposition that there is a mathematical relation between GDP, vehicle ownership and use, and the price of fuel.

High forecast - GDP 3% growth - 2025 - 142% increase in traffic

Low forecast - GDP 2% growth - 2025 - 83% increase in traffic.

Greenhouse effect and global warming - transport accounts for around one quarter of UK emissions of greenhouse gas and road transport alone accounts for one fifth contributing CO₂, and O₃ through reactions of nitrous oxide and VOCs.

The Framework Convention on Climate Change Rio 1992 - parties to the convention must restrict greenhouse gas emissions to 190 levels by the end of the century. The Commission suggests curbing CO₂ emission from surface transport to 80% of the 1990 level by 2020.

Noise

A 1990 BRE Survey recorded traffic noise as the main type of noise outside 60% of dwellings. A noise of 55db LAeq was recorded at over half of the sites and 68dB LAeq or over at 7% of the sites (the qualifying level for compensation for new road schemes). The effects of noise include stress and sleep disorders and reduced property prices.

Reductions in external noise levels are preferable to insulating buildings against noise.

Accidents

Two-fifths of accidental deaths in UK are through transport.

Perspectives on Transport Policy

Six possible approaches are identified:-

Let congestion find its own level - this approach is criticised on environmental and economic grounds.

Predict and Provide - BRF and FoE studies suggest that new road construction will not beat road congestion; scope for new road construction is constrained by space in urban areas, and relief of congestion countered by generated traffic.

Greening the way we live - aim to make all everyday journeys possible within the neighbourhood by foot or cycle.

Collective action - i.e. public transport.

Selling road space - i.e. road pricing - with objectives ranging from solving congestion, reducing road traffic, to the implementation of the polluter pays principle. Potential problems are social inequity, and if cordon based road pricing systems are used, adverse environmental effects at the edges of the cordons. Other methods may be preferable or easier to implement (e.g. fuel price increases).

Relying on technology - new modes e.g. hypersonic aircraft, MAGLEV (magnetic levitation), and computerised control of road vehicles; also telecommunications, teleworking - effects likely to be small, also teleshopping, teleconferencing.

These last four approaches provide possible ways forward.

Economic Aspects of Transport

Taking Into Account Environmental Costs

The Commission recognise the difficulties in placing a definitive value on environmental costs, and the even greater problem of estimating the environmental costs of individual journeys. The Commission therefore believes it is better to set targets aimed at achieving environmental improvements and reducing environmental damage, and to introduce measure to achieve the targets: through regulation and the price mechanism.

Measures affecting vehicle use - alternative ways of charging:

- use of road space
- parking at destination
- distance travelled - considered complicated to administer
- pollutants emitted - vehicle engine management system records emissions, user charged accordingly - technology some way off
- fuel used - this has a number of advantages: simple to administer, relates to environmental costs, encourages reaction by road users. A so called 'carbon tax' based on CO2 emissions would only deal with one of the environmental costs of vehicle use.

Public Transport

The Commission make the case for public contributions to the cost of public transport on environmental, social and congestion grounds. They recommend that existing support for public transport, including VAT exemption and reduced fuel duties, is maintained until policies aimed at a substantial increase in public transport patronage are in place.

Transport and Land Use Planning

The Commission express concern over the amount of new development which can only be accessed by cars.

Effect of transport on land use - The apparent ability of developers to obtain planning permission by playing-off neighbouring planning authorities or appealing to Secretary of State is of concern.

Planning Policy and Development Control - integration of land-use and transportation planning is needed.

Local Journeys

Recommendation is to promote walking and cycling; and to restrain car use having first improved public transport.

Walking - the development of safe network of pedestrian routes is proposed and a target set. Pedestrianisation has been found to be successful, but retailers may experience reduced sales during a transitional period lasting 1-2 years post pedestrianisation.

Cycling - an important alternative, but potential cyclists may be discouraged by fear for their own safety, thus the development of networks of safe cycle routes is recommended (segregated if possible). Targets for cycling are set along with recommendations for fuller recognition in TPPs, and better facilities at stations and on trains.

Public transport - improved information is needed, such as computer route planning, information boards etc., through ticketing is important.

Park and Ride - Commission give reserved endorsement reflecting on the possibility of generating additional journeys or encouraging transfer from existing public transport.

Buses - slow speeds and unreliability are seen as main obstacles to greater patronage - bus lanes and priority measures are suggested.

Restraint of Road Traffic

Traffic calming - reference is made to badly designed schemes and possible interference with public transport. 20 m.p.h. limits are recommended.

Parking policy - found to be the principal traffic management technique in the UK. Effectiveness is undermined by competition between neighbouring authorities offering cheap parking - consistent policies are needed within regions. Novel foreign practice is mentioned e.g. cash for employees relinquishing company parking places.

Road pricing - any decision to introduce schemes should be made locally with the revenue used to fund public transport. Universal road pricing is a longer term option and could be used to apply the 'polluter pays principle', and control congestion in peripheral urban areas.

Income from parking and road pricing - should accrue to the local authority - for use in developing walking, cycling and public transport infrastructure.

Institutional Dimension of Transport

Strategic View is needed - a vision of the kind of society we want in 20-30 years time. There is a need for consistent policies at a European, national and local level, and similarly between adjacent nations, regions and local communities.

Local Government - the need for an effective regional dimension is highlighted to combine a strategic overview of transport with land use planning framework, this should be on a statutory basis.

Air pollution - local groupings are suggested to promote monitoring and dissemination of air quality information. Powers are suggested for local authorities over air pollution - to assess ambient air quality and to draw up air quality management plans where necessary to prevent air quality thresholds from being breached.

Finance of Local Transport

This has been criticised for a bias towards roads, including biases induced by the COBA assessment system. The new package funding approach is welcomed, and the effects should be monitored and published. TSG should not be restricted to capital expenditure on highways, but made applicable to other forms of transport and environmental improvement work.

Bus deregulation - has not had the effect of increasing patronage or reducing fares and there are concerns over bus congestion in town centres and the resultant environmental effects. The Commission recommends the reform of the legal framework to permit PTAs/PTEs to franchise higher quality services.

Central Government

The Commission believe that many of the criticisms of the DoT being roads biased are justified, and specifically criticise the DoT for having failed to provide the country with an effective and environmentally sound transport policy. The Commission stresses the need to link land-use and transportation planning.

Appendix B(i)

The Next Steps - Establishing a Parking Strategy and Local Plan Policies

The Parking Standards set out in this Appendix should be treated as maximum requirements. Where possible the Local Planning Authority will seek the provision of less on-site parking space than the maximum requirement, provided it is satisfied that this will not lead to highway safety or amenity problems. The Parking Standards are to be reviewed at the earliest opportunity to ensure that they are consistent with the objective of reducing car-dependence and promoting alternative modes of travel.

It is essential that if the objectives of the Balanced Transport Strategy are to be met a Parking Strategy should also be adopted. Set down below are recommended policies which would not only be included in the Parking Strategy but also included in the Local Plan Policies to control and manage car parking provision so as to influence travel demand and be subject to full public consultation. The Strategy should seek to reduce congestion levels and reduce air pollution in the City and improve the environment for the City's residents whilst maintaining the vitality and viability of the City Centre. In view of the development growth in areas adjoining the City, the City Council will seek to develop policies that will give maximum choice in parking and Transportation opportunities.

It is important that whatever action is contemplated by the City Council there is no duplication of activities, or conflict, bearing in mind that the County Council, through the Lincoln Transport Forum is proposing to submit a Package Bid in its TPP for 1997/98.

It is therefore recommended that the following Policies be adopted as part of the Parking Strategy, be included in the Balanced Transport Strategy and in the Local Plan; and be subject to public consultation. In view of the issues relating to the Greater Lincoln Area, the contents of this Report and the Policies be referred to the Lincoln Transport Forum.

- a Park and Ride at the Grandstand be progressed as quickly as possible in view of the alterations that would be needed to the Commons Act. A budget allocation be approved for a feasibility study to be undertaken
- coach parking facilities be provided at the Grandstand Park and Ride site
- to discuss with North Kesteven District Council the carrying out of a feasibility study on the provision of a Park and Ride facility, including coach parking at Canwick Hill
- to explore the potential for creation and utilisation of rail based commuter links with the City.
- improvements to be carried out at Broadgate and completed at Lucy Tower Street.
- the current pricing policy and management of the City Council's car parks to be reviewed and designed to be in line with the City Council's Strategies which will seek to maximise the use of Park and Ride facilities and public transport.
- the pricing policy/means of control of all privately developed car parks to be designed in such a way as to be in line with the City Council's Strategies.
- continue to introduce Residents' Parking Schemes where appropriate to control on-street parking.
- encourage owners of Private Non Residential car parks to liaise with the City Council to ensure the continued use of such car parks is compatible with the City Council's Strategies
- seek means to achieve a link between Uphill and the Downhill parts of the City Centre.
- Planning Permission will not normally be granted for temporary car parks. Exceptionally they may be approved where:
 - * they are required as a condition of an approved temporary use or;
 - * they service stages of a phased development which, when complete, will incorporate permanent parking provision, or;

* the City Council is satisfied that they offer a beneficial use of land and the permission is subject to conditions and/or planning obligations which ensure that the management of the car park (e.g. hours of stay and pricing regime) is consistent with the Authority's strategies.

- continue to support the use of commuted sums in appropriate situations.
- continue to support the County Council's current parking standards, reviewing and lowering standards as the effects of the City Council's strategies are implemented.

Appendix B(ii) Vehicle and Cycle Parking Standards

A. Motor Vehicles

Central Lincoln Parking Zone

Within the Central Lincoln Parking Zone developers will normally be expected to provide only for operational and residential parking needs on-site, provided this does not conflict with the achievement of a safe, pleasant and healthy local environment and can be accommodated satisfactorily within the townscape. The level and type of parking provision will be based on an individual assessment of the demands generated by the particular development proposed. Parking for residents may be waived if very low levels of car-ownership can be expected or other circumstances make such provision undesirable.

Operational parking space is defined as the space required for cars and other vehicles regularly and necessarily involved in the operation of the business of particular buildings. It comprises space for vehicles servicing premises, primarily commercial vehicles delivering or collecting goods. In addition to the space required for loading and unloading, operational parking also includes provision for picking up and setting down passengers. It does not include space for vehicles to be stored or serviced, except where this is necessary as part of the business being carried out. In short, operational parking space provides for vehicles, mainly commercial vehicles, which must for one reason or another visit particular premises, and such parking space needs to be provided on the site of all new development or redevelopment if the premises are to function efficiently. It does not normally include customer/client parking.

Non-operational parking and access needs will normally be met through public parking provision (including Park-and-Ride) and by public transport. On-site provision for non operational parking will not normally be permitted, unless such provision helps to achieve this Plan's objectives for Access, Transport and Communications. Where proposed development would generate increased demand for non-operational parking space developers may be expected to contribute to the provision of additional or improved access and parking infrastructure by the payment of commuted sums or other suitable means. The same will apply where the location or characteristics of a proposed development site make it unsuitable or undesirable for operational parking needs to be met on-site. In all cases where contributions to off-site provision of access and parking infrastructure are required, such contributions will be related to the level and nature of demand generated by the particular development proposed.

Residential Standards

Parking for occupiers of residential property is, in a sense, operational. Consequently, common standards apply to both the Central Lincoln Parking Zone and the rest of the City, but may be relaxed on environmental grounds. The residential standards are as follows:

1. Houses and Flats

Where the provision for residents' car parking is within the curtilage:

One garage or car space per dwelling for residents where the dwelling has a gross floor space of less than 112m² and two garage or car spaces per dwelling unit where the floor space exceeds this figure plus one additional parking space per dwelling for visitors in either case.

Where the provision for residents' car parking is outside the curtilage:

As above but the provision for visitor parking will be one space per two dwellings.

Notes:

- (a) The standards specified above may be relaxed in respect of new development where this is held to be justified by the character of the proposed development including socio-economic considerations and the location of the site. In particular:

For one bedroom dwellings including flats/flatlets - one garage or car space per dwelling unit + one additional space for visitor per three units of accommodation.

- (b) One garage or car space per dwelling unit will normally be required in respect of the conversion or subdivision of existing buildings for residential purposes. The conversion of properties for multi-occupancy residential use will not generally be refused on the grounds of inadequate parking provision except where such development would create or exacerbate significant road safety or on-street parking problems.
- (c) Where spaces for casual parking are provided on garage drives, the front face of the garage should be sited a minimum of 6.0m from the rear edge of the footway.
- (d) Where individual dwellings are served by accesses directly off a distributor road, a turning space will normally be required within the curtilage in addition to the provision of garage/parking facilities.
- (e) Communal parking facilities provided outside the curtilage for residents and/or visitors will need to be situated conveniently in relation to the dwellings served.

2. Aged Persons' Dwellings

One space per two dwellings for use by residents and visitors.

3. Sheltered Housing - Warden Aided Accommodation

One space per four dwellings for use by residents (except staff) and visitors + one space per two non-resident members of staff normally present.

Note:

- a) Wardens' dwellings, etc. will be treated as normal residential units and provision made for the parking needs of all resident staff in accordance with the standard for dwellings.

4. Community Homes - Homes for the Elderly/Children/Physically or Mentally Handicapped

One space per six residents (other than staff) for use by visitors + one space per two non-resident members of staff employed at the busiest time.

Note:

- a) The parking requirements of residents themselves will be extremely modest - even in respect of homes for the physically handicapped - and are included in the standard specified above.
- b) Wardens' dwellings, etc. will be treated as normal residential units and provision made for the parking needs of all resident staff in accordance with the standard for dwellings.

5. Halls of Residence/Nurses' Homes/Other Residential Hostels

One space per two - six students/nurses/other residents (excluding staff) depending on the purposes of the development for use by residents/visitors + one space per two non-resident members of staff normally present.

Uses Other than Residential, Outside The Central Lincoln Parking Zone

In addition to the operational parking needs of development, developers will normally be required to provide non-operational parking space in accordance with the following standards:

Retail

6. Shops/Supermarkets (With Gross Floor Space Less Than 1000m²)

One space per 30m² of gross floor space for customers + one space per 100m² of gross floor space for staff.

Note:

- a) Where the development is sub-divided into a number of individual shop units, parking requirements will be assessed in relation to the total aggregate floor space of the proposed development.

7. Superstores/Hypermarkets - Supermarkets (Where Gross Floor Space Exceeds 1000m²)

One space per 12m² of gross floor area for customers + one space per 100m² gross floor space area for staff.

8. Retail Warehouses/Discount Stores Dealing in Non-Food Goods (e.g. Furniture/Electrical Goods)

DIY Stores/Garden Centres

One space per 25m² of retail/display floor area + one space per 100m² of exterior display area for customers + one space per three members of staff normally present.

9. Wholesale Cash and Carry

One space per 50m² of gross floor space for customers + one space per 225m² of gross floor space for staff.

10. Motor Car Showrooms

One space per 50m² of the internal/external car display area for customers + one space per two members of staff.

11. Offices

One space per 33m² of gross floor space for employees/visitors, subject to a minimum provision of three spaces.

12. Industry

One space per 50m² of gross floor space for employees/visitors up to 1000m² + one additional space per 75m² for development between 1000m² and 2000m² + one additional space per 100m² thereafter, subject to a minimum provision of three spaces.

Note:

- a) Associated office development to be assessed separately by reference to the office standard where the net office floor space exceeds 100m².

13. Warehousing

One space per 100m² of gross floor space for employees/visitors up to 1000m² + one additional space per 150m² thereafter, subject to a minimum provision of three spaces.

Note:-

- a) Associated office development to be assessed separately by reference to the office standard where the net office floor space exceeds 100m².
- b) The standard does not apply.

- i. Where they are used for storage purposes comprises less than 30% of other major land use,
- ii. To wholesale cash and carry development where premises are used for direct sales to traders - (see Retail section).

14. Restaurants/Cafes (Except Transport Cafes)

One car space per 5.0m² of the dining area for customers + one space per three non-resident staff members normally present.

15. Transport Cafes

One lorry space per 2.0m² of the dining area for customers.

16. Pubs/Licensed Clubs

One space per three non-resident members of staff normally present + one space per 3.0m² of the public drinking area for bar customers + where separate facilities are provided for diners, one space per 5.0m² of the net floor area set aside for this purpose.

17. Hotels/Motels

One space per guest bedroom to meet the needs of guests and resident staff + one space per three non-residential members of staff normally present + one space per 3.0m² of net public floor space in bars where such facilities are open to non-residents.

Note:

- a) Where changes of use are involved in areas predominantly occupied by hotels, the maximum practicable provision will be required up to the optimum standards specified above.
- b) Space for occasional diners is included in the requirement for resident guests and bar customers.
- c) Where conference facilities, ballrooms, etc. are provided, the additional parking requirements will need to be assessed separately in accordance with the appropriate standard.

Holiday Development

18. Holiday Flats/Flatlets

One space per flat/flatlet.

19. Holiday Chalets/Static Caravans

One space per unit of accommodation for residents + one space per ten units for visitors + one space per three non-resident members of staff.

Note:

- a) Where the development includes additional facilities open to non-residents (e.g. shopping) additional provision will be required in accordance with the appropriate standard.

Places of Assembly

20. Cinemas

One space per five seats for patrons + one space per three members of staff employed at the busiest time.

21. Theatres

One space per three seats for patrons + one space per 10m² of dressing room floor area + one space per three members of staff employed at the busiest time.

22. Bingo Halls

One space per 10 seats for patrons + one space per three members of staff employed at the busiest time.

23. Other Places of Assembly (e.g. Concert Halls) Normally Used With Fixed Seating

One space per five seats for patrons + one space per three members of staff employed at the busiest time.

Note:

- a) In the case of multi-purpose development, the standard relating to the more demanding use is to be applied

24. Dance Halls/Ball Rooms

One space per 5m² of public floor space (excluding toilet stage/storage areas) for patrons + one space per three members of staff/performers present at the busiest time

25. Community Centres/Village Halls/Church Halls

One space per 5m² of the gross public floor area.

Note:

- a) Where the premises are to be used exclusively for purposes generating relatively little traffic (e.g. as Youth Club/Scout Hall), a lower standard may be considered appropriate.

26. Places of Worship

One space per 10 seats or per 10m² of gross floor space (subject to a minimum provision of 12 spaces) whichever is the greater.

Note:

- a) Where the development is to be used for social purposes, the parking requirement will be as specified for Places of Assembly - Community Centres.

Cultural Buildings

27. Art Galleries/Museums

One space per 35m² of public floor space for visitors + one space per two staff members normally present.

28. Libraries

One space per 30m² of public floor space for visitors + one space per three staff members normally present.

Health Facilities

29. Health Centres/Doctors' Surgeries

One space per doctor or other practitioner or other member of medical staff employed at the busiest time + one space per two other members of staff normally present + three spaces per consulting room for patients/visitors.

30. Nursing Homes/Convalescent Homes

One space per five patients + one space per two members of non-resident staff employed at the busiest time. Where residential accommodation is provided for members of staff, a minimum of one space is required per dwelling unit except in the case of Nurses' Homes and similar development where one space is required per five occupants.

31. Day Care Centres

One space per two members of staff normally present +, in the case of Day Care Centres for the physically handicapped, one space per four persons attending and, in the case of Day Care Centres for the elderly, one space per eight persons attending.

Sports Facilities

Note:

- a) Where the proposed facilities are expected to attract substantial numbers of spectators (i.e. more than three times the number of players present at any one time), additional parking provision will be required on the scale of one space per five spectators.
- b) Where additional facilities are provided which are open to the general public (e.g. restaurant/bar), additional parking provision will be required in accordance with the appropriate standard.

32. Sports/Leisure Centres

One space per 10m² of public floor area for those using the facilities (including spectators) + one space per two members of staff normally present.

Note:

- a) Where the proposed development involves the provision of a range of facilities for different uses, the parking requirement will be assessed in relation to each separate use and in accordance with the appropriate standard.
- b) Where a facility has a dual function, the more demanding parking standard will need to be applied.
- c) Where Sports Centres have a joint use in association with schools, the parking requirement may be satisfied in whole or part by the parking spaces provided to meet school needs (see Education section).

33. Swimming Baths/ Pools

One space per 10m² of water area for bathers/spectators + one space per two members of staff normally present.

34. Badminton/Squash Clubs

Four spaces per court + one space per two non-resident members of staff normally present.

35. Other Sports/Recreational Clubs

One space per 5m² of net public floor space excluding storage areas, etc. for those using and staffing the proposed facilities.

36. Sports Grounds/Playing Fields

One space per two persons expected to use and staff the proposed facilities at the busiest time.

Note:

- a) Specific parking standards will not normally be applied to small scale sports grounds, etc. with minimum facilities although parking demands arising will need to be met clear of the highway.

- b) Sports stadia/professional sports grounds to which spectators are normally admitted on payment will be assessed on their individual merits.

Education

Note:

- a) In addition to provision to meet non-operational requirements as detailed below, facilities for operational parking will also be required at each school in accordance with established County Council policy, including adequate spaces for vehicles, both cars and school buses, setting down, waiting for and picking up pupils.
- b) The specified standards will be applied as appropriate to both private and local authority educational establishments.
- c) Provision for bulk parking on special occasions (e.g. sports days, parents' evenings) will need to be made within primary and secondary school sites on suitable areas with adequate access. Hard surface play areas will normally be capable of accommodating cars on open days and similar infrequent occasions.
- d) Where school facilities (e.g. assembly halls, swimming pools) are used by members of the public out of school hours including "Chance to Share" schemes, the adequacy of existing school parking provision will need to be assessed by reference to the relevant standard for the alternative use.

37. Nursery Schools/Play Groups

One space per two members of staff (both teaching and ancillary staff) normally present. In addition, two spaces for use by visitors will be required in respect of nursery schools/play groups with more than six children attending.

38. Primary Schools

One space per full-time teacher + one space per three other members of staff normally present + two spaces for use by visitors.

39. Secondary Schools

One space per full-time teacher + one space per three other members of staff normally present + one space per 10 pupils aged 17 and over + four spaces for visitors in schools of up to 1000 pupils and eight spaces for visitors in larger schools.

Note:-

- a) Additional parking provision may be required where Secondary Schools are used for adult education classes in the evening. In such cases, parking requirements will be assessed by reference to the standard specified for further education colleges, but taking full account of the space provided for school purposes.

40. Colleges of Further Education/Technical Colleges

One space per full-time equivalent member of the teaching staff + one space per three other members of staff normally present + one space per five full-time equivalent students to meet both student and visitor parking demands.

A. Cycles

These standards of cycle parking will be required for new development proposals, in addition to the vehicle parking standards:

Land-Use Class

Minimum Provision

Class A1 and A3
(Shops, food and drink)

1 space for every 250m² gross up 4000m² gross to be under cover and secure for staff and operational use.

1 space for every 100m² gross for customer use to be in the form of Sheffield racks (or similar) and in a prominent and convenient location.

Classes A2 and B1
(Financial and professional Services, light industry and offices)

1 space for every 250m² gross to be under cover and secure. Customer parking to be provided on merit.

Classes B2-B8
(General and Special Industry)

1 space for every 250m² gross to be under cover and secure.

Class 3
(Dwelling houses) High density developments
e.g. flats with common facilities

1 space per dwelling to be under cover and secure.

Class D1 and D2
(Non-residential institutions assembly and leisure)

Enough Sheffield racks (or similar) should be provided in a prominent and convenient location to park the cycles of 25% of the maximum number of people expected to use the facility at any one time. Secure and covered parking for staff to be provided on merit.

All Other Uses

To be determined on their individual merits, but using the requirements set out above as guidance.

Appendix C - Critical Natural Assets and Basic Natural Stock

1. Introduction

- 1.1 Critical Natural Assets and Basic Natural Stock are designations based on ecological interest and landscape value criteria. This appendix provides further information with regard to these designations.
- 1.2 The assessments of ecological interest were undertaken by the Lincolnshire Trust for Nature Conservation under contract to Lincoln City Council to assist with the preparation of the City of Lincoln Local Plan. They are largely based upon the survey work undertaken by Trust volunteers during the 1980s (which was summarised in the Trust's 1991 publication *Wildlife in Lincoln*) which has subsequently been updated by further information by volunteers and staff and evaluated by the Trust.
- 1.3 The information on habitats and species in a Lincolnshire context has largely been drawn from the Lincolnshire Trust for Nature Conservation's publication "*Nature in Lincolnshire, towards a biodiversity strategy*" which should be consulted for more detailed information.
- 1.4 The assessments of landscape value are based on surveys referred to in the City Council's Planning Policy Document "*Open Space in Lincoln*" which identified 'Areas of Special Landscape Value'. Again, those assessments have been reviewed as part of the Local Plan preparation process.
- 1.5 Information on the landscape character context refers to the Character Map of the English Countryside published in 1996 by the Countryside Commission in partnership with English Nature and English Heritage.
- N.B.** Throughout this Appendix reference to Lincolnshire includes the whole area currently covered by Lincolnshire County, North Lincolnshire and North East Lincolnshire Councils unless stated otherwise.

2. An overview of the main habitats in Lincoln's SNCIs

Unlike many cities, Lincoln retains strong remnants of its natural ecological heritage. Furthermore, because the habitats that existed before the spread of development were both varied and specialised their remnants are all the more valuable. Lincoln and its immediate hinterland are amongst the richest in the county from a botanical viewpoint, with over 600 species recorded to date. Outside the boundary of Lincoln itself the modern intensive agricultural practices which hold sway in the rural areas have often damaged or eradicated these habitats to a far greater degree. Many of the sites within Lincoln are small and often their ecology has been modified by their urban location.

The following sections set out the main habitats in Lincoln with reference to their place in a county context. Total areas for habitats are approximate as they have not been measured on a number of sites.

Please note that figures for total known area for Critical Natural Capital and Basic Stock Sites refer to those sites whose area is known and that have been so designated for their ecological value. For wetlands the figure also includes the three sites designated solely as Major Water Feature at Penistone Lake, Island Lake, Birchwood, and Blue Lagoon.

2.1 Woodland

Total area in Lincolnshire (approx.): 22500ha

Total known area within Critical Natural Asset & Basic Natural Stock Sites (approx.) 118ha in 9 sites.

Woodland represents little more than 3% of the total area of Lincolnshire, compared with a national average of 10%; however in Lincoln the habitat accounts for roughly 5% of the area of the City. According to the Nature Conservancy Council's 1988 Inventory of Ancient Woodland (defined as having had continuous cover since at least 1600AD and only cleared for underwood or timber production) there are no such areas within Lincoln City.

Outside the Parks, the main woodland areas within the City boundary are around Birchwood and along the Bypass, with Hospital Plantation/Skellingthorpe Moor the largest single area under woodland cover in Lincoln. On many of the City's light sandy acid soils the woods are dominated by birch with occasional oak, rowan and coppiced hazel, sometimes over rhododendron. These woodlands are either plantation (often of pine or larch, such as The Pheasantry) or secondary, having sprung up following the cessation of grazing and cutting (such as Boultham Moor Wood); in fact they probably account for a greater loss of heathland than development. However this secondary woodland habitat itself is now being lost to housing and industry. The habitat includes riverine willow scrub (developing naturally at many sites including Boultham Park) and willow and alder carr (largely restricted to narrow strips, for example in the Boultham Mere area). Although not strictly woodland Lincoln also possesses perhaps the most northerly pear orchard in Britain (and possibly the largest remaining standard orchard in the county) at Cross O'Cliff Hill.

2.2 Scrub

Total area in Lincolnshire: unknown

Total known area within Critical Natural Asset & Basic Natural Stock Sites (approx.): 22ha in 5 sites.

Scrub is present on many sites in the City, usually as part of a matrix with other habitats. Hawthorn scrub covers a substantial amount of West Cliff including sites such as Old Quarry and Hobbler's Hole on the Lincoln Edge and forms a large but controlled part of the higher slopes of South Common. Elsewhere it forms long linear lengths along watercourses and railways such as Pyewipe to West Holmes Junction and the Witham Leas.

2.3 Heathland & acid grassland

Total area in Lincolnshire (approx.): 628ha

Total known area within Critical Natural Asset & Basic Natural Stock Sites (approx.): 31ha in 3 sites.

The main remnants of heath and acid grassland in Lincolnshire lie on the Fen Edge sands and gravel around Woodhall Spa; on the Coversands in the north-west of the county; and on the Trent Valley gravel deposits on the west and south-west of Lincoln. Lincoln's heaths form part of the Trent Valley complex. True heath dominated by ericaceous vegetation represents a comparatively small proportion of the total area, making it one of the rarest habitat types in the county. Heathland continues to be threatened by fragmentation and disturbance, scrub encroachment, desiccation and pollution.

Although now largely lost to agriculture and afforestation the extensive sand and gravel working in the Trent Valley area has given rise to conditions where interesting wet and dry heath vegetation has regenerated (such as Swanholme Lakes LNR/SSSI). Small fragments of heathland and acid grassland can also be found under secondary woodland (for example in Hospital Plantation). Although these are too small to be accurately measured they have considerable potential as sites for heathland re-establishment.

2.4 Calcareous (limestone) grassland

Total area in Lincolnshire (approx.): 142ha

Total area within Critical Natural Asset & Basic Natural Stock Sites (approx.): 10ha in 5 sites.

Lincoln lies in a broad gap created in the Jurassic limestone uplands by the River Witham. North of the city the limestone forms a narrow ridge with a steep western scarp whilst to the south it widens into a broad plateau.

There are only four sites identified as Critical Natural Asset or Basic Natural Stock which contain substantial areas of limestone grassland in Lincoln (Greetwell Hollow, South Common; Dean and Chapter Quarry, Old Quarry). However none of these patches of calcareous grassland exceeds 4 ha. Small fragments of calcareous grassland occur under scrub and in other old quarries but are too small to be accurately measured. However new chalk and limestone exposures (for example those at Greetwell Hollow Quarry) provide opportunities for colonisation by specialised plants, although few are old enough to have developed the characteristics and ecosystem of ancient grassland.

2.5 Neutral grassland & marsh

Total area in Lincolnshire (estimated): 49000ha

Total area within Critical Natural Asset & Basic Natural Stock Sites (approx.): 222ha in 11 sites.

Grassland as meadow and pasture was formerly abundant on all clay soils in Lincolnshire, notably in the coastal marshland, the central clay vale and parts of the Trent Vale. However it has declined massively from over 230,000 ha (est.) in 1938 to 49,000 ha (est.) in 1995. Within Lincoln the South and West Commons account for a large proportion of the City's extant semi-natural grassland, at least part of which is neutral. Cemeteries, railway embankments and landfill sites can, if treated appropriately, provide good additional grassland habitat.

2.6 Reedbed

Total area in Lincolnshire: unknown

Total area within Critical Natural Asset & Basic Natural Stock Sites (approx.): 7ha in 2 sites.

Eastern England (including Lincolnshire) contains around 50% of the UK total of reedbeds, which have been identified as a priority habitat in the UK National Biodiversity Action Plan. Threats to this habitat include drainage, pollution and lack of management. The Swanpool is the largest continuous reedbed in Lincoln at 5ha, with Boultham Mere the next largest at 2.3ha; much smaller fragments of reedbed (area unknown) exist on other sites such as Pyewipe to West Holmes Junction.

2.7 Wetland

Total area in Lincolnshire: unknown

Total area within Critical Natural Asset & Basic Natural Stock and selected major Water Feature Sites (approx.): 80ha in 10 sites.

Water courses (such as the Delph Drains), lakes (such as Stammer's Pit), large ponds (such as Blue Lagoon) and their associated aquatic habitats are notable features of Lincoln's "downhill" landscape. Originally Lincoln possessed a great wealth of fenland habitat, for example on the Pyewipe and Washingborough Fens; apart from fragments in sites such as the Witham Marshes this habitat has now largely vanished. Gravel and ballast pits (such as the Trust's Boultham Mere reserve) are a vital element in redressing the loss of ancient wetlands through careful restoration and aftercare schemes.

3. An Overview of the Landscape Character of Lincoln

- 3.1 Lincoln is situated at the confluence of four of the character areas identified by the Countryside Commission in their Character Map of the English Countryside (1996). This unusual fact means that no one generic national landscape type dominates Lincoln. For a relatively small city, Lincoln has a very rich combination of landscape characteristics. The following paragraphs aim to identify the principle landscape features which are therefore viewed as in need of protection and enhancement.
- 3.2 Lincoln stands at the only major gap in an otherwise continuous limestone ridge which runs from the Humber Estuary through Lincolnshire to Stamford. The Lincoln Gap defines two sections of the limestone ridge - the Northern Lincolnshire Edge and the Southern Lincolnshire Edge. The River Witham exits the City eastwards through this gap, having entered from the south.
- 3.3 "The Cliffs" or scarps mark the western side of the Northern and Southern Lincolnshire Edge plateaux. It is atop the cliff scarp of the North Lincolnshire edge that the Roman Colonia, the Castle and the Cathedral were built. This area is now generally referred to as the City's 'Historic Core'. The historic factors which have influenced the development of Lincoln and thus its present character have also been given consideration in the CLLP designations. In addition to the views from outside the City the topography and urban development pattern facilitates many of the dramatic and characteristic views of the Cathedral and historic hillside City as identified in Policy 55. Many of the open spaces within the City contribute greatly to these views.

- 3.4 Generally, Lincoln has a very distinctive and tight urban/rural boundary. The open rural character of the surrounding countryside facilitates long views of the uphill area of the City for many miles around. The West and South Common Areas through their expanse and topography strengthen and protect this feature. In effect, they bring countryside deep into the City's heart. Given the relatively short distances from city centre to open countryside, the extensive public footpath network is particularly important in respect of this characteristic and an important facility for appreciating it.
- 3.5 The southern parts of the City are low-lying and a complex drainage system has developed. The presence of sand and gravel deposits within this southern area has affected the landscape and there are several worked-out gravel pits which are now significant landscape features. The flood risk has resulted in substantial areas of land being left undeveloped and, with particular regard to the Witham Valley, has led to significant ecologically rich corridors running well into the heart of the City. The Brayford Pool, into which the River Witham and Fosdyke Canal flow is a significant feature which contributes greatly to the Character of the south-west quarter of the City Centre. The landscape, ecological and amenity value of these areas are acknowledged by the CLLP designations.
- 3.6 In assessing areas for Critical Natural Asset designation account has been taken of the landscape potential of the site to the extent that any features which mar its appearance, but do not significantly reduce its overall landscape contribution and could quite readily be removed or enhanced, have not disqualified a site from inclusion as an area of Critical Natural Asset.

4. Site Classification

The sites in this report have been broadly classified into two categories:

- *Critical Natural Assets*
- *Basic Natural Stock*

The criteria for defining these categories are set out below.

4.1 Critical Natural Assets

The ecological and/or landscape qualities of areas designated as *Critical Natural Assets* are so important, unusual or sensitive that:

- they are at least of City-wide significance;
- they could not satisfactorily be replaced or re-created elsewhere; and
- their loss would seriously diminish Lincoln's ecological diversity or essential landscape character.

Areas designated as *Critical Natural Assets* include Sites of Special Scientific Interest (SSSIs), and Regionally Important Geological/ Geomorphological Sites (RIGS).

4.2 Basic Natural Stock

Sites designated as *Basic Natural Stock* includes areas in a variety of open space uses which may have their own more local ecological interest or landscape value than sites designated as *Critical Natural Assets*, or may contribute to the interlinking of wildlife habitats or the integrity of valued landscape features. It is important that most of the land identified as *Basic Natural Stock* remains as open space. There may be exceptional instances when development for other purposes can be permitted if:

- it involves only a small proportion of a particular site and, where necessary, includes details of measures to be taken to ensure that the development does not significantly detract from its ecological or landscape value; or,
- the ecological or landscape contribution of the site which is proposed for development can be satisfactorily compensated for by, for example, the upgrading of land of lower ecological or landscape value within or adjoining the site, or elsewhere in the City.

When, exceptionally, development of a type which is not ancillary to an open space use is considered to be acceptable within a *Basic Natural Stock* site, developers may be required to enter into a legal obligation to ensure that an agreed enhancement or compensatory scheme is implemented.

4.3 Other sites

Three sites described in this report - Penistone Lake and Island Lake, Birchwood, and Blue Lagoon - have not been classified as Critical Natural Asset or Basic Natural Stock within the Local Plan but are safeguarded as Major Water Features under Policy 46C. These sites also possess some nature conservation value but have not been included within this Appendix.

4.4 Site descriptions

The site descriptions set out in the *Critical Natural Assets* and *Basic Natural Stock* sections which follow have the following format:

- Ordnance Survey grid reference location and status (statutory and non-statutory e.g. that identified by the Lincolnshire Trust for Nature Conservation)
- Brief site description, including reasons for designation as *Critical Natural Asset* or *Basic Natural Stock*. The reasons stated cover:
 - * the main habitats on the site, including where known their area as a proportion of the city and county area of the habitat;
 - * any rare or endangered species recorded from the site. The criteria for inclusion have been taken directly from the Lincolnshire Trust for Nature Conservation's publication *Nature in Lincolnshire: Towards a Biodiversity Strategy* and include not only nationally rare or protected species but also those whose county populations are considered to be threatened due to presence as small or fragmented populations; evidence of serious decline or instability, or habitat change or other causes. Species known to be uncommon within Lincoln have also been listed;
 - * other considerations which have contributed to the site's Local Plan designation. These include value as (or as part of) a linking area or "wildlife corridor" between other sites.
- An assessment of the landscape value of the site where relevant.

Schedule 1 - Critical Natural Assets

1. Witham South

Grid Ref: SK960665 - SK970700

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This 9ha site consists of the River Witham from Boultham extending south to the Lincoln City Council boundary at Bracebridge Low Fields. It also includes an area of marsh and winter flooded permanent grassland associated with the Witham corridor east of the river and south of Witham Leas. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of 11 in Lincoln to support un- and semi-improved neutral grassland, a habitat that has declined in Lincolnshire by 74% since 1938. At approx. 9ha, the site represents 4% of Lincoln's neutral grassland/marsh habitat.
- 2) The site is an integral part of a complex of SNCIs in the Witham Valley, and is a large part of the Witham Valley Green Wedge.

- 3) The site represents one of the last two areas of winter flooded grassland anywhere in Lincoln. Winter flooded grassland is believed to have declined to an even greater extent than the 74% loss of all unimproved and semi-improved neutral grassland since 1938, due to cultivation following the embanking of major rivers such as the Witham. Witham South supports an important habitat for passage migrant and wintering waders and passerines.
- 4) The site represents an opportunity to re-create historically important wetland and fen habitat, in an area where it can only be found in small, fragmented sites.
- 5) The site supports a number of species uncommon in the Lincoln area. These include:

| | | |
|-------------------------------|---------------------------------|----------------------|
| Ragged-robin | <i>Lychnis flos-cuculi</i> | (4 sites in Lincoln) |
| Creeping jenny | <i>Lysimachia nummularia</i> | (3 sites in Lincoln) |
| Tubular water-dropwort | <i>Oenanthe fistulosa</i> | (2 sites in Lincoln) |
| Sedge warbler | <i>Acrocephalus schoenicius</i> | (4 sites in Lincoln) |
| Common tern | <i>Sterna hirundo</i> | (3 sites in Lincoln) |

Landscape Value

Largely natural riverside grassland areas forming important landscape components of the Witham Valley Green Wedge. Open character of the land south of Brace Bridge contributes to strong visual links with open countryside beyond the city boundary. Whole of the land contributes to enhancing and protecting fine views towards the Cathedral and the historic hillside city.

2. Witham Leas

Grid Ref: SK966980

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site consists of 5.5ha of varied habitat types within the Witham Corridor complex of sites. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The Witham Leas are one of 13 sites consisting of wetland, representing 7% of Lincoln's wetland resource. There are patches of willow scrub and secondary woodland at the northern end of the site (area unknown). There is an area of amenity grassland on the east side of the site.
- 2) The site provides breeding habitat for a number of aquatic birds including great crested grebe, little grebe, mute swan, mallard, tufted duck, reed warbler and reed bunting. The sheltered nature of the site in an otherwise well populated area supports the breeding species above, some of which are uncommon residents in an urban context.
- 3) The site is an important component in a complex of SNCIs along the Witham Valley, an important wildlife corridor. Along with Boultham Park SNCI, Witham Leas SNCI has an area of woodland and scrub, and therefore provides important habitat diversity in an area otherwise dominated by rough grassland and wetland.

Landscape Value

Attractive open water area with fringing vegetation and area of woodland. Provides landscape diversity and interest within the proposed Witham Valley Green Wedge and greatly enhances views from the riverside footpaths.

3. Bracebridge Corner

Grid Ref: SK967683

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

An area of approximately 1ha of secondary and planted woodland on the corner of Newark Road, between the road and the River Witham. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site is woodland, one of 9 predominantly woodland sites within the city and represents approximately 1% of Lincoln's woodland resource. It contains alder *Alnus glutinosa*, beech *Fagus sylvatica*, horse chestnut *Aesculus hippocastanum*, ash *Fraxinus excelsior* and silver birch *Betula pendula*, hedges and small areas of rough grassland (area unquantified).
- 2) The site supports species typical of mature woodland edge, including white dead-nettle *Lamium album*, wood avens *Geum urbanum* and black horehound *Ballota nigra*.
- 3) The site supports strong populations of the more common passerines such as blue tit, wren, blackbird, mistle thrush, garden warbler and willow warbler.
- 4) The site is an important component in a complex of SNCIs along the Witham valley, providing a wildlife corridor allowing species movement from the rural south right into the city centre.

Landscape Value

Attractive area of mixed scrub and rough grassland with frontage of mature trees in a visually prominent position at the junction of main approach roads to the City. Important to the established character of Bracebridge and as a component of the proposed Witham Valley Green Wedge.

4. Witham Marshes

Grid Ref: SK967687

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

The Witham Marshes are a 5.5ha area of *Glyceria* sp. - dominated marshland to the west of the River Witham at Bracebridge. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of 11 sites within the City consisting of a neutral grassland/marsh habitat. This represents 2% of the total neutral grassland/marsh habitat resource within Lincoln.
- 2) The site is an integral part of the Witham Valley Green Wedge and is a component in a number of interlinked wetland, marsh and grassland SNCIs within the Witham valley, providing a crucial wildlife corridor for species migration into the City. The complex of sites also provides an important habitat for migrating and wintering waders and passerines.
- 3) The site is one of the last areas of winter flooded grassland on any stretch of the River Witham. Winter flooded grassland is believed to have declined to an even greater extent than the 74% loss of all unimproved and semi-improved neutral grassland since 1938, due to cultivation following the embanking of major rivers such as the Witham.

Landscape Value

Open land which together with adjacent allotment gardens provides a sense of space which greatly enhances the amenity value of the river channel and riverside footpaths for informal recreation. Makes an important contribution to the proposed Witham Valley Green Wedge and to the preservation of fine views of the Cathedral and hilltop city.

5. Boultham Park (PG5)

Grid Ref: SK965690

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Registered Historic Park - Grade II

Boultham Park is a combination of amenity and semi-improved grassland and mature mixed plantation. There are areas of damper woodland and a pond. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site supports approx. 16ha of mature woodland with damp areas, representing approximately 13.5% of Lincoln's woodland. It is one of the largest areas of woodland in the urban area of Lincoln and one of

9 predominantly woodland sites in Lincoln. There is a pond of approx. 3ha, representing 5% of the total wetland habitat in Lincoln.

2) The site supports a number of species uncommon in Lincoln. These include:

| | | |
|---------------------|----------------------------|----------------------|
| Ragged-robin | <i>Lychnis flos-cuculi</i> | (4 sites in Lincoln) |
| Water violet | <i>Hottonia palustris</i> | (4 sites in Lincoln) |
| Feverfew | <i>Tanacetum pathenium</i> | (1 site in Lincoln) |
| Nuthatch | <i>Sitta europaea</i> | (2 sites in Lincoln) |

3) The site is an important component in a complex of woodland and wetland SNCIs along the Witham Valley Green Wedge, providing habitat diversity in an area otherwise dominated by urban development, arable, wetland and rough pasture.

4) The site supports the following rare and endangered species:

Linnet *Carduelis cannabina*

This seed-eater has declined nationally by more than 50% in the last 20 years. Its decline may be due to a lack of arable weeds, an important food source for seed eating birds such as linnets, as a result of modern farming practices. This is a problem shared by a number of farmland birds including a number of other Lincolnshire Red Data species including tree sparrow, skylark and corn bunting.

Tree sparrow *Passer montanus*
See Boutham Moor Wood for description.

Landscape Value

Interesting and visually attractive mix of formal parkland, open grassland, woodland and lake. Site makes an important contribution to the diversity of landscape features within the proposed Witham Valley Green Wedge. Included in Register of Historic Parks and Gardens - Grade II.

6. Pike Drain Marsh

Grid Ref: SK960685

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site is an area of willow scrub and marsh alongside the Pike Drain. The watercourse shows signs of dumping. The site has been designated as Basic Natural Stock for the following reasons:

- 1) This approx. 2.25ha site is one of 11 areas in the City to consist of neutral grassland/marsh and represents 1% of the City's neutral grassland/marsh habitat. There are still small areas of willow scrub (unquantified), but most has now been lost to housing development.
- 2) The site lies in close proximity to both Boutham Park SSSI and the complex of sites along the upper Witham Valley. It is possible that the site supports overflow populations of waders and wildfowl from these sites during passage migration and spells of harsh weather.

Landscape Value

Woodland and scrub important to amenity of proposed footpath/cycleway route along the Priar Drain. Most of the site is included in either the Rookery Lane (Pike Drain) No.1 Tree Preservation Order 1973 or the De Wint Avenue (Pike Drain) No.1 Tree preservation Order 1991.

7. Delph Drains

Grid Ref: SK965682 - SK967691

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site is composed of a narrow (1-2m) drain which runs alongside the River Witham, together with an area of adjacent rough grassland and tall herbage. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of 13 wetland sites in Lincoln. The site has an assemblage of aquatic species that suggest little or no pollution. The site is one of eleven in Lincoln supporting unimproved/semi-improved neutral grassland habitat. Given the linear nature of the site its total area as well as that of its habitats is unknown. The current extent of un- and semi-improved grassland older than five years in Lincolnshire is 48,860ha (est), a loss since 1938 of 74%.
- 2) The site is part of the Witham Valley Green Wedge and is an important component in the complex of wetland sites within the Witham Valley.
- 3) The site supports the following rare and endangered species:

Trifid bur-marigold

Bidens tripartita

The bur-marigolds are plants of lake and pond margins, ditch and stream sides. The species has decreased nationally and severely so in Lincolnshire where it was formerly localised but widespread. It has declined in Lincolnshire from fourteen sites in 1988 to just three in 1995 (two of which are in Lincoln).

Landscape Value

Linear water feature which adds to the diversity and interest of the landscape within the proposed Witham Valley Green Wedge and to the enjoyment of the riverside footpaths by the public for informal recreation.

8. Starmer's Pit (OP19)

Grid Ref: SK951688

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Starmer's Pit is the part of the Boultham Moor complex lying on the west side of Tritton Road. It consists of a 2.3ha area of open water surrounded to the east by secondary birch/oak/sycamore woodland that has developed on heathland. Some planting of spruce has taken place. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site holds examples of wetland emergent and marginal aquatic habitat types. It is one of 13 wetland sites in Lincoln, accounting for 3% of the total wetland area in Lincoln. The woodland supports small patches of heathland flora (area unquantified). Although these areas are not significant in themselves, they are important when taken as part of the Boultham Moor complex in pointing to an opportunity, with appropriate management, to restore some of the declining city and county heathland resource. Heathland has declined by 88% in Lincolnshire since 1920, from 6500ha to 628ha (approx.) in 1995. Only 15ha of heathland in Lincolnshire exist outside the SSSI system, and much of it, including Starmer's Pit, is currently under secondary woodland.
- 2) The site supports large numbers of wildfowl in winter, probably as overspill from other sites such as Boultham Mere, Swanholme Lakes and Whisby Pits. The site also holds large populations of breeding moorhen and mallard, as well as other woodland bird species uncommon in an urban environment including:

Jay

Garreus glandarius

(6 sites in Lincoln)

Great spotted woodpecker

Dendrocopus major

(6 sites in Lincoln)

- 3) The site supports the following rare and endangered species:

Tree sparrow

Passer montanus

See Boultham Moor Wood for description. The species was recorded here in 1995.

Landscape Value

Mature woodland and lake important as a local amenity and for informal recreation. Also important to the appearance of main road and rail approaches to the City.

9. Boultham Moor Wood (OP18)

Grid Ref: SK953687

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Boultham Moor Wood is the part of Boultham Moor to the east of Tritton Road. It is 3.2ha of secondary oak and birch woodland with areas dominated by pine and larch, over what was probably heathland. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site supports heathland habitat types under the woodland canopy. Although the areas of heathland flora are small and fragmented (and hence the total area of heathland is difficult to assess), species found here are indicative of dry lowland heath. They include:

| | | |
|---------------------------|-----------------------------|-----------|
| Heather | <i>Calluna vulgaris</i> | (4 sites) |
| Cross-leaved heath | <i>Erica tetralix</i> | (2 sites) |
| Shepherd's cress | <i>Teesdalia nudicaulis</i> | (1 site) |

Taken alongside the Starmers Pit site as the Boultham Moor complex, the heathland communities here are important fragments of a declining habitat resource locally and nationally.

- 2) The site also supports species indicative of semi-natural woodland, consistent with oak and birch regeneration on acid/heath soils. Boultham Moor Wood is one of 9 woodland sites in Lincoln accounting for approximately 2.7% of Lincoln's woodland. Typical woodland ground flora species present include:

| | |
|------------------------|----------------------------------|
| Foxglove | <i>Digitalis purpurea</i> |
| Hedge woundwort | <i>Stachys sylvatica</i> |
| Bluebell | <i>Hyacinthoides non-scripta</i> |

Lincolnshire, as an agriculturally intensive county possesses a small, highly localised woodland resource. There is currently 22,500ha of woodland in Lincolnshire, just over 3% of the total area of the county. This is below the national average.

- 3) Boultham Moor Wood is a green site in an area otherwise dominated by urban development. It supports the following rare and endangered species:

| | |
|---------------------|------------------------|
| Tree sparrow | <i>Passer montanus</i> |
|---------------------|------------------------|

The tree sparrow has suffered a drastic decline in the last 25 years, estimated at 89% nationally. The reasons for this decline are unclear, but a similar decline in the numbers of other farmland passerines may point to a change in agricultural management as a possible cause. The species was recorded here in 1995.

Landscape Value

Mature woodland important for informal recreation and as a visual amenity within a predominantly built-up area. Also important to the appearance of main road approach to the City.

10. Bracebridge Old Clay Pit

Grid Ref: SK975685

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Regionally important Geological Site (Lincolnshire Trust)

Bracebridge Old Clay Pit is a 4.5ha disused clay working being colonised by scrub and rough grassland. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of only 3 geologically important sites in Lincoln. It is one of 7 sites in Lincoln predominantly consisting of scrub and represents 27% of Lincoln's scrub habitat.
- 2) The site has regionally important geological features. The high walls of the quarry, currently scrub covered, include a full sequence of Upper Lias Clays. Fossils include ammonites and large belemnites, and there are bands of septarian nodules in the shales. The site suffers from landslips.
- 3) The site is linked to the Cross O' Cliff Orchard SNCI and provides semi-natural habitat in an area of the City (the south-west) that is otherwise impoverished of such interest.

Landscape Value

Together with the adjoining Bennett's Field and Old Orchard comprises a wooded hillside site which, as an extension of the Lincoln Cliff Area of Great Landscape Value designated by North Kesteven District Council, helps to define the line of the Lincoln Edge, an essential part of the character of the city and proposed for protection in the form of a Green Wedge. The whole of the site is the subject of the Cross O'Cliff Hill No.1 Tree Preservation Order 1986.

11. Cross O' Cliff Orchard

Grid Ref: SK975685

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site is an old pear orchard of approx. 1.4ha, contiguous with the Bracebridge Old Clay Pit SNCI. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site represents a good example of old (pre World War 2) orchard with larger trees than is common in contemporary orchards. Nationally, this is one of the very few surviving urban orchards, and supports a rich but fragile flora and fauna. Around 43% of Lincolnshire's orchard and parkland habitat has been totally lost since 1905, and a further 27% has been reduced in extent. This is the only example of its type in Lincoln.
- 2) The site is thought to be the most northern traditional pear orchard in the British Isles and contains a number of scarce and ancient cultivars, including Little Hessel, Catshead and Peasgood Nonsuch. It is also probably the largest remaining standard orchard in Lincolnshire.
- 3) Much recent work has been done on bryophyte, fungi and invertebrate populations of old parkland and orchards, suggesting that they are a critical habitat for a number of nationally endangered species. Standing deadwood, also common in ancient orchards provides vital habitat for bats, all species of which are considered as rare and endangered in Lincolnshire. Further survey of the orchard for these species groups should be a priority.
- 4) The site is linked to Bracebridge Old Clay Pit SNCI and provides valuable cover and green space in an area otherwise impoverished of such interest.

Landscape Value

Together with the adjoining Bennetts Field and Old Clay Pit comprises a wooded hillside site which, as an extension of the Lincoln Cliff Area of Great Landscape Value designated by North Kesteven District Council, helps to define the line of the Lincoln Edge, an essential part of the character of the city and proposed for protection in the form of a Green Wedge. Claims have been previously received of the presence of protected species in the vicinity.

12. Bennett's Field

Grid Ref: SK973685

Landscape Value

The landscape value of the site is derived primarily from its unique contextual location. Situated on the western facing escarpment of the Lincoln Edge and bounded to the north by CNA site No 11 and to the east by CNA site No. 10. To the west and south is a swath of open land which is an extension of the Lincoln Cliff Area, designed as of Great Landscape Value by North Kesteven District Council.

The site is predominantly vegetated with rough grass and brambles. The curving south-western boundary delimits the City boundary and is marked by a plum hedge. An area of scrubland similar to that associated with CNA site No. 10 exists along the eastern side. The hedge and scrub contribute to the wooded appearance of Cross O' Cliff Hill, particularly when viewed from the Bracebridge Area of the City. A public footpath runs along this eastern boundary which becomes a rough track nearer to Cross O' Cliff Hill road, and is the only means of vehicular access to the site.

The site contributes significantly to the preservation of the landscape character and definition of the Lincoln Edge and adjacent areas of CNA.

13. South Common (OP10)

Grid Ref: SK975695

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Lincoln City Council Act 1985

Lincoln South Common is a large area of open grassland on the south-east fringe of Lincoln. The area includes common land, playing fields and a golf course. Much of the grassland is semi-improved or improved. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site supports unimproved and semi-improved neutral and calcareous/limestone grassland. This site, at 80ha is the largest single area of grassland in Lincoln. The unimproved limestone grassland resource is fragmented throughout the site, but the largest area covers approx. 4ha. The site represents approx. 40% of Lincoln's calcareous grassland, 9.2% of Lincolnshire's unimproved limestone grassland resource, and 2.7% of its calcareous grassland resource. South Common is the largest area of calcareous grassland in Lincoln and one of only five calcareous grassland sites in Lincoln. The site is one of 11 sites in the city with neutral grassland/marsh habitat (approx. 76ha) and accounts for approx. 34% of that habitat type within Lincoln.

- 2) The site supports the following rare and endangered species

Flat sedge

Blysmus compressus

A species that is reliant on calcareous marsh conditions and is serious decline in Lincolnshire. Now known from only two sites, including South Common, it was present at 11 sites in 1985.

- 3) The site supports a number of species uncommon in Lincoln and indicative of unimproved grassland. These species include:

| | | |
|-----------------------------|------------------------------|----------------------|
| Marsh horsetail | <i>Equisetum palustre</i> | (2 sites in Lincoln) |
| Twayblade | <i>Listera ovata</i> | (1 site) |
| Adder's-tongue | <i>Ophioglossum vulgatum</i> | (1 site) |
| Opium poppy | <i>Papaver somniferum</i> | (3 sites) |
| Meadow saxifrage | <i>Saxifraga granulata</i> | (3 sites) |
| Devil's-bit scabious | <i>Succisa pratensis</i> | (1 site) |

Landscape Value

Prominent area on the south side of the Witham Gap. Helps outline the Lincoln Ridge and hence the City's landscape setting. Provides important views across the City of the Cathedral and historic hilltop City, and west towards the Trent Valley. Important visual relationship between Central Lincoln and open countryside.

14. Cow Puddle (OP8)

Grid Ref: SK984704

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Lincoln City Council Act 1985

An approx. 13ha area of rough grassland and tall herb vegetation to the north of Washingborough Road at Canwick between the railway lines as they separate west of Greetwell Junction. The site has been designated as Basic Natural Stock for the following reasons:

- 1) The site is a large area of rough neutral grassland (approx. 6% of Lincoln's resource), a habitat type that has declined by 74% since 1938. There are small unquantified fragments of calcareous grassland, another habitat type that has declined by almost 40% in Lincolnshire.
- 2) The site is an important habitat for butterflies, 14 species have been recorded at the site in recent years.
- 3) The site is close to South Common SNCI and with that site provides a significant area of green space and wildlife habitat in the east of the city. Along with Witham South and East Delph SNCI, the site is an important wildlife corridor from the east of the city into the city centre.

Landscape Value

Common Land partly in use as playing fields. Together with the South Common and Cross O'Cliff Old Brick Pits (Critical Natural Assets), the land contributes to a proposed Green Wedge which extends the Lincoln Cliff Area of Great Landscape Value designated by West Lindsey District Council into the urban area. Although smaller than the other two commons within the City, it serves a similar function in that it creates a sense of openness which permits fine views of the Cathedral both from within the site and from Washingborough Road. It also serves as a transition area between the industrial areas on the eastern edge of the City and the countryside beyond the City boundary.

15. Witham, East and South Delph (OP23)

Grid Ref: SK983708 - TF001703

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site consists of a large drain, a disused railway to the north and the River Witham at the northern extremity of the site. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of 13 wetland sites in Lincoln (linear and hence area unquantified)
- 2) The aquatic habitats support a rich marginal and emergent flora, including reed sweet-grass *Glyceria maxima*, reed canary-grass *Phalaris arundinacea*, arrowhead *Sagittaria sagittifolia* and amphibious bistort *Polygonum amphibium*.
- 3) The site supports a wide variety of butterfly species, including Essex skipper, large skipper, small copper, small heath, ringlet and small skipper. In all, 17 species have been recorded here, more than any other Lincoln site, with the exception of Boultham Mere and Swanholme Lakes.
- 4) The site supports the following rare and endangered species:

| | |
|---------------------------------------|----------------------------|
| Water vole | <i>Arvicola terrestris</i> |
| See Catchwater Drain for description. | |
- 5) The linear nature of the site provides a wildlife corridor into the eastern side of the city in an area otherwise dominated by arable cultivation.

16. Swanholme Lakes

Grid Ref: SK944683

Status: Site of Special Scientific Interest (English Nature), Statutory Local Nature Reserve (Lincoln City Council)

Swanholme Lakes are formed from flooded sand and gravel pits, and have remained unpolluted and largely undisturbed for over 50 years. Wet and dry heath has developed on the sand deposits alongside the fen, wetland and woodland habitats present, and the whole site covers 63ha. Swanholme Lakes has been designated as a Critical Natural Asset for the following reasons.

- 1) The site supports heathland and wetland habitat types. At approx. 25ha, the site is the largest area of wetland habitat within the city, and accounts for approx. 31% of the Lincoln's wetland resource. Swanholme Lakes also supports 18ha of dry heath and is the largest remaining area of heathland in Lincoln, accounting for 58% of heathland in the city. It is one of only three sites possessing heathland (as opposed to scattered heath communities under woodland, for example), and the only site to possess wet heath communities in Lincoln. The site itself represents approx. 0.3% of the county's heathland resource. The wetland habitat is described by English Nature as the only site in the East Midlands with lime rich and nutrient-poor elements combined. The aquatic flora is defined by English Nature as being "nationally important."
- 2) It supports the following rare and endangered species.

Maiden pink

Dianthus deltoides

Swanholme Lakes contains the only Lincolnshire population of this nationally scarce heath and acid grassland plant.

Sheep's-bit

Jasione montana

This heathland plant species is limited to three localities in Lincolnshire, having been lost from three others since 1985.

Many-stalked spike-rush

Eleocharis multicaulis

A wet heath species declining severely due to habitat loss, this plant is found in only one other Lincolnshire locality.

Whorled water-milfoil

Myriophyllum verticillatum

A nationally scarce and declining aquatic plant species now recorded at only two other county localities. Five other sites have been lost since 1985.

Pillwort

Piilularia globulifera

A nationally scarce wetland species only occurring at three other county localities.

Kingfisher

Alcedo atthis

A scarce breeding species in Lincolnshire with no more than eight confirmed annual breeding records between 1991 and 1994.

Red-eyed damselfly

Erythromma najas

A nationally localised species confined to southern and midland counties. It is known from only 6 Lincolnshire localities, including Swanholme Lakes.

Landscape Value

Visually attractive mixture of woodland and open water features with public access for informal recreation. Forms part of a complex of open spaces - i.e. Hartsholme Park and the planned 'swath' across Skewbridge, which contributes to the Local Plan's green wedge strategy. Important in relation to railway approach to the City. The whole of the site is included in the Hartsholme Wood Doddington Road No.1 Tree Preservation Order 1973.

17. Hartsholme Country Park (OP12)

Grid Ref: SK940690

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Registered Historic Park Grade II

Hartsholme Country Park is a 34ha site with a very varied mix of habitats on the western side of the city, linked to Swanholme Lakes local nature reserve. The site has been designated as Critical Natural Asset for the following reasons:

- 1) This site contains the largest area of open acid grassland in the city (approx. 7ha), together with small areas of lichen *Cladonia sp.* and dry *Calluna sp.* heath (approx. 0.8ha); this total of 7.8ha represents 26% of the total heathland and acid grassland resource in Lincoln contained in 5 sites. The site is one of 9 sites with substantial areas of woodland in the city, containing 17ha or approx. 14% of Lincoln's woodland. Hartsholme Country Park is one of 13 sites in Lincoln with wetland habitats: the main lake covers 9ha, and accounts for 11% of Lincoln's wetland habitat. Combined with Swanholme Lakes, with which it is linked, the site is the largest area of green space in urban Lincoln, covering 126.3ha.
- 2) The site supports an area of *Sphagnum* bog, the only site in the city with this habitat type. *Sphagnum* bog is a declining habitat in Lincolnshire due to drainage, peat extraction and afforestation. More recently succession of hot summers and dry winters have resulted in much of this habitat type being lost to desiccation and scrub encroachment.
- 3) The site supports the following rare and endangered species:

| | |
|--|---------------------------|
| Kingfisher | <i>Alcedo atthis</i> |
| See Swanholme Lakes for description. | |
| Skylark | <i>Alauda arvensis</i> |
| See Birchwood Community Park for description. | |
| Great crested newt | <i>Triturus cristatus</i> |
| See Greetwell Hollow and Quarry for description. | |
- 4) The site supports 55 breeding bird species, including some most uncommon in an urban environment, such as jay, nightingale, grasshopper warbler, lesser whitethroat, green woodpecker, cuckoo, woodcock and treecreeper.

Landscape Value

Formerly the landscaped ground of Hartsholme Hall established in 1862 and improved by succeeding owners. The house and estate were purchased by the City Council in 1951 since when the park has become open to the public for informal recreation. The landscape is of high visual quality and comprises a lake surrounded by open parkland/grassland and woodland (the latter containing a rich variety of both indigenous and exotic species). Designated as a country park in 1974. Important also as a major component of the West Lincoln Green Wedge. Frontage trees are important to the character of Skellingthorpe Road, a main approach road to the City. Land between the access track to Black Bridge Lodge and Hartsholme Estate currently being developed as a wild flower meadow and in effect has become an informal extension to the Country Park and is included in its management regime.

18. Land East of Uffington Avenue (OP20)

Grid Ref: SK951689

Landscape Value

Emerging mixture of deciduous and coniferous trees planted under a Forestry Commission Small Woods Scheme in 1984 as an amenity woodland and visual and acoustic screen between housing and the adjoining railway line. Enhances the approach to the city by rail and footpath routes through the area.

19. Hospital Plantation/Skellingthorpe Moor Plantation (OP 17)

Grid Ref: SK925695

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This approx. 71ha site consists of dense secondary birch *Betula sp.* woodland, with damp hollows in parts, with a mixture of oak *Quercus sp.*, Scot's pine *Pinus sylvestris*, European larch *Larix decidua*, rowan *Sorbus aucuparia*, and coppiced hazel *Coryllus avellana* scattered throughout. There are also extensive areas of rhododendron *Rhododendron ponticum*, particularly close to the route of the by-pass. Ground flora is sparse due to the dense canopy, but wood avens *Geum urbanum*, bluebell *Hyacinthoides non-scripta* and foxglove *Digitalis purpurea* all occur.

in some of the rides. Much of the woodland has developed over heathland with some areas of purple moor-grass *Molinia caerulea*, heath bedstraw *Galium saxatile* and occasionally heather *Calluna vulgaris* beneath the canopy. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site possesses areas of heathland (area unknown), one of only five sites in Lincoln with this habitat, although it is only present under the woodland canopy. It is the single largest of 9 areas in the city dominated by woodland (approx. 71ha). The site has wide scope for future heathland restoration.
- 2) A number of species uncommon in the Lincoln area have been recorded from this site. These include:

| | | |
|--------------------------|-------------------------------|----------------------|
| Wood small-reed | <i>Calamagrostis epigejos</i> | (2 sites in Lincoln) |
| Wood sedge | <i>Carex sylvatica</i> | (1 site in Lincoln) |
| Purple moor-grass | <i>Molinia caerulea</i> | (1 site in Lincoln) |
- 3) The large area of woodland cover supports a diverse avifauna, including breeding woodcock, sparrowhawk, long-eared owl, kestrel, willow warbler, goldcrest and all three species of woodpecker. The site is also visited by common buzzard, an uncommon species in Lincolnshire. The deadwood in the Wood provides potentially good roosting habitat for bats.

Landscape Value

An extensive area of woodland bisected by the Lincoln Relief Road. Greatly enhances the appearance of the Relief Road as a main approach road into the City and has an important role in defining the extent of the urban area and the setting of the City within the countryside. The land makes a valuable contribution to the character of the Birchwood area of the city and in providing a visual and acoustic screen to nearby housing development. Provides a continuous link in the form of a proposed Green Wedge between sites of nature conservation interest and safeguarded open space within North Kesteven District. Those parts of the site west of the Lincoln Relief Road are included in the Skellingthorpe Moor / Hospital Plantation No.1 Tree preservation Order 1989.

20. The Pheasantry

Grid Ref. SK955698

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site is a 5ha area of plantation and secondary woodland adjacent to the City School on Tritton Road. The site has been designated as a Critical Natural Asset for the following reasons:

- 1) The site is one of 9 woodland sites in the city, representing about 4% of Lincoln's woodland resource. There are also small (unquantified) fragments of acid grassland and areas of exposed sand. Much of the woodland is plantation with larch *Larix sp.* and Scot's pine *Pinus sylvestris* though the presence of birch *Betula pendula* suggests some of the woodland is secondary.
- 2) The site supports the following rare and endangered species:

| | |
|------------------------------------|----------------------------|
| Linnet | <i>Carduelis cannabina</i> |
| See Boultham Park for description. | |
- 3) The site supports a diverse avifauna for an urban site, including sparrowhawk, kestrel, redpoll, treecreeper, goldcrest and breeding great spotted and green woodpeckers.
- 4) The site supports species uncommon in Lincoln. These include:

| | | |
|---------------------------------|-------------------------------|-----------|
| Bird's-foot | <i>Ornithopus perpusillus</i> | (4 sites) |
| Sand spurrey | <i>Spergularia rubra</i> | (2 sites) |
| Great spotted woodpecker | <i>Dendrocopos major</i> | (6 sites) |
| Green woodpecker | <i>Picus viridis</i> | (6 sites) |
| Jay | <i>Garrulus glandarius</i> | (6 sites) |

Landscape Value

Important landscape feature on main railway approach to the City. Extensive block of trees will provide visual relief and character within existing and proposed development.

21. Catchwater Drain (OP23)

Grid Ref: SK951702 - SK969695

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

The Catchwater Drain is an area of open water with marginal vegetation that runs from the city boundary in the west and connects with the Witham at Boultham. It has been designated as Critical Natural Asset for the following reasons.

- 1) The site supports wetland habitat types (linear site hence area unquantified). The site is one of 13 wetland sites in Lincoln. Bankside vegetation is indicative of acid grassland, supporting species such as broom *Cytisus scoparius* and bracken *Pteridium aquilinum*. Aquatic vegetation occurs along all its length, although there are areas where the vegetation becomes rank, particularly as the drain travels through Boultham. Species recorded include reeds *Phragmites australis*, bullrush *Typha latifolia*, yellow flag *Iris pseudacorus* and soft rush *Juncus effusus*.
- 2) The site is an important wildlife corridor allowing movement from the Hartsholme/Swanpool Green Wedge to the Witham Valley Green Wedge. It is the only wildlife site that allows movement between these ecologically important areas.
- 3) The site supports the following rare and endangered species.

Water vole

Arvicola terrestris

Water vole populations have suffered a major decline in many parts of Britain. Loss of undisturbed riverside habitat is probably the major cause. There is evidence of a decline in the Lincolnshire population, and the species remains vulnerable. The water vole is listed in the UK Biodiversity Steering Group report, and a national action plan is being prepared to assist its recovery.

Landscape Value

Attractive linear feature often within or abutting built up areas and linking these to more substantial open areas. Important contribution to the West Lincoln Green Wedge and to "Long Views" into and out of the city where it traverses strategic open space to be safeguarded within the proposed Skewbridge development.

22. Foal Close

Grid Ref: SK945701

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Foal Close is a 3.4ha area of naturally regenerating woodland once part of the Skellingthorpe Road Complex, a number of SNCIs with varied habitats. Foal Close has been designated as Critical Natural Asset for the following reasons.

- 1) The site is one of 9 woodland sites in the city and represents about 2.8% of Lincoln's woodland resource. The dominant species are willow, hawthorn, birch, oak and sycamore with one ancient oak being identified within the site.
- 2) The site supports high numbers of passerines, including willow warbler, long-tailed tit, garden warbler, mistle thrush and goldfinch.
- 3) The site is an important component in a complex of wetland and woodland sites in the west of the city, including the Catchwater Drain SNCI, Fen Plantation SNCI, Gravel Pit Wood SNCI and Island Lake, Birchwood SNCI, that provide a wildlife corridor from the west into the city centre. It is also part of the West Lincoln Green Wedge.

The site was once part of the Skellingthorpe Road Complex, much of which has now been recently destroyed.

Landscape Value

This woodland area is one of a series of linked "green spaces" along the north of Skellingthorpe Road. This and the neighbouring Hartsholme Country Park provide an important break in the built-up area along this City route. The tree planting on the site screens the adjacent housing development from the more open areas to the east, and from the public footpath route along the Catchwater Drain. The site is also visible from the Skewbridge area. The whole of the site is protected by the Foal Close Woodland Tree Preservation Order 1996.

23. Land East of Foal Close

Grid Ref: SK946700

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Landscape Value

This is a 3.5 ha site, vegetated prior to late 1995 with naturally regenerating woodland as found on the adjoining Foal Close site. As such the site was then included within the Lincolnshire Trust for Nature Conservation's SNCI designation. Since the trees were cleared long range views of the North Lincolnshire Edge and Cathedral can be obtained from the site and across it from Skellingthorpe Road. The site is crucial within the landscape context of the Skewbridge swath, being an important physical and visual link in the chain of open spaces forming the proposed Green Wedge running through the entire length of the western part of the City. In addition the site is an important link between Foal Close and the open playing fields off Skellingthorpe Road, and thus significant in maintaining the extent of open space along this route, and the landscape character of the area.

Trees along the eastern boundary of the site are covered by the Skellingthorpe Road No 14 Tree Preservation Order 1995.

24. Swanpool, Skewbridge (OP11)

Grid Ref: SK956707

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Swanpool is a 6ha site consisting of willow scrub, mature trees and wetland. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site contains almost 5ha of *Phragmites* bed, the largest area of continuous reedbed in Lincoln, and approx. 68% of Lincoln's reedbed resource. Furthermore the site is one of 13 wetland sites in Lincoln accounting for 7% of the City's wetland resource. There are small pockets of grassland (total area too small to assess).
- 2) The site supports a number of uncommon species in the Lincoln area, including:

| | | |
|-----------------------|--------------------------------|----------------------|
| Creeping jenny | <i>Lysimachia nummularia</i> | (3 sites in Lincoln) |
| Marsh bedstraw | <i>Galium palustre</i> | (6 sites in Lincoln) |
| Water rail | <i>Rallus aquaticus</i> | (3 sites in Lincoln) |
| Reed warbler | <i>Acrocephalus scirpaceus</i> | (3 sites in Lincoln) |

The latter occurs in extremely high numbers here, possibly as high as 50 pairs, by some considerable degree the largest population in the Lincoln area.

- 3) The site is an important component of a complex of wetland sites, including Boultham Mere and Catchwater Drain, and may be important as an overflow site particularly for passerines during passage migration.
- 4) The site is part of the West Lincoln Green Wedge, a complex of interlinked and important wildlife sites.

Landscape Value

Visually important complex of woodland and water, the latter degraded by past landfill. It is planned to rehabilitate the Pool which together with the surrounding woodland will form a key element of the proposed West Lincoln Green Wedge which will be safeguarded as a linear feature linking Swanholme Lakes and Hartsholme Country Park with Boultham Mere and the West Common.

25. Boultham Mere

(formerly known as Boultham Ballast Pits)

Grid Ref: SK957713

Status: Non-Statutory Nature Reserve (Lincolnshire Trust)

Boultham Mere was excavated in 1846 to provide ballast and water for the adjoining railway. It was colonised by flora and fauna from the adjacent Pyewipe Marsh (now destroyed) and is now of county ecological importance. Boultham Mere has been designated as Critical Natural Asset for the following reasons:

- 1) The site includes examples of wetland and fen habitat types. Boultham Mere, at 19ha, is the second largest of the 13 predominantly wetland sites within the City of Lincoln, accounting for approx. 24% of Lincoln's wetland resource. Boultham Mere supports the largest area of fenland habitat within the City of Lincoln. Boultham Mere supports one of the largest stands of *Phragmites* reedbed in the City at approx. 2.3ha or approx. 32% of the total area of reedbed in Lincoln.
- 2) The site supports the following rare and endangered species:

Greater water-parsnip

Sium latifolium

This wetland species has declined from 20 Lincolnshire sites in 1985 to 4 in 1996.

The Boultham Mere population is now the largest in Lincolnshire. This species is nationally scarce.

Red-eyed damselfly

Erythromma najas

A nationally localised species confined to southern and midland counties. It is known from only 6 Lincolnshire localities with suitable habitat requirements, including Boultham Mere.

Variable damselfly

Coenagrion pulchellum

A species on the northern fringe of its range in Britain, it has been lost from many of its fenland sites since 1980. It currently occurs in 6 sites in the county, always in small numbers, except at Boultham Mere, which supports the largest county population. This species is listed as nationally notable in the National Red Data Book for insects.

Bittern

Botaurus stellaris

This nationally endangered member of the heron family is a regular winter visitor to Boultham Mere. The British population of this species is probably less than 100 individuals.

Landscape Value

Attractive water feature with marginal vegetation which adds to the landscape diversity of the proposed West Lincoln Green Wedge planned across the Skewbridge area. Its northern edge of trees and scrub makes an important visual contribution to the rail approach to the city.

26. West Common (OP5)

Grid Ref: SK960723

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Lincoln City Council Act 1985

An approx. 100ha area mostly under rough grassland, with a large stretch to the south-west and north of Carholme Road used as a golf course. The site has been designated as a Critical Natural Asset for the following reasons:

- 1) The site is largely semi-improved neutral grassland, and is the largest of 11 such sites in Lincoln, representing 48% of the city's neutral grassland/marsh resource. This habitat has declined in Lincolnshire by 74% since 1938, and this site contains 0.25% of the county's unimproved neutral grassland resource. There are areas of marsh, but these are small and limited to the western edge of the site and consist of less than 5ha (approx.).
- 2) The site supports the following rare and endangered species.

Skylark

Alauda arvensis

The population of skylark, a species reliant on farmland, has declined by nearly 60% nationally during the last twenty years. This may be due to changes in agricultural management. The populations on non-agricultural habitats have therefore become more important, though a decline is evident even in these habitats

- 3) The site is a component in a complex of SNCIs in the west of the City, including Dean and Chapter Quarry SNCI, Old Quarry SNCI and West Cliff, Burton Road SNCI, all of which form an important wildlife corridor from the north into the City Centre

Landscape Value

Extensive area of open land with some trees. In association with other open land to the west the land provides an impressive setting for the Cathedral and historic hilltop city and features prominently in important "long" views into the city to be protected through the local plan. A major component of the West Lincoln Green Wedge.

27. Whittons Park (OP2)

Grid Ref. SK968724

Landscape Value

Visually prominent hillside site used as a children's play area and for informal recreation. Together with the adjacent Hobbler's Hole this land maintains an important link in the chain of open spaces which comprise the proposed West Lincoln Green Wedge.

28. Hobbler's Hole (OP3)

Grid Ref. SK967724

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site is a sloping area of neutral unimproved grassland with marshy areas and scrub. There is a small pond on the site. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The 3ha site is the only one in Lincoln to consist of neutral grassland, representing 1% of Lincoln's neutral grassland/marsh resource. It also has areas of marshy grassland, and supports a pond with marginal flora. The site supports an assemblage of grassland and marsh species, including ladies bedstraw *Galium verum*, black medick *Medicago lupulina*, bird's-foot trefoil *Lotus corniculatus* and common vetch *Vicia sativa*, that suggest the site is agriculturally unimproved. Unimproved neutral grassland has declined by 74% in Lincolnshire since 1938.
- 2) The site supports the following rare and endangered species;

| | |
|--|---------------------------|
| Great crested newt | <i>Triturus cristatus</i> |
| See Greetwell Hollow Quarry for description. | |
| Trifid bur-marigold | <i>Bidens tripartita</i> |
| See Delph Drains for description. This species was re-discovered at this site in 1994. | |
- 3) The site supports a mature hawthorn *Crataegus monogyna* hedge with associated species such as white bryony *Bryonia dioica*, hedge woundwort *Stachys sylvatica* and black bryony *Tamus communis*. It also provides cover for breeding bird species including spotted flycatcher and willow warbler. Mature hedgerows are extremely uncommon in urban situations.
- 4) The site is a component in a complex of SNCIs along Burton Road in the north of the City, providing a valuable wildlife corridor, in an area otherwise impoverished of such interest. Other sites in this complex include West Cliff, Burton Road, West Common and Old Quarry.

Landscape Value

Visually prominent hillside site. Together with the adjacent Whitton's Park this land maintains an important link in the chain of open spaces which comprise the proposed West Lincoln Green Wedge.

29. West Cliff, Burton Road

Grid Ref: SK966732

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site consists of 6.5ha of neutral, unimproved rough grassland and scrub, along Burton Road. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site is one of 11 in the City to consist largely of neutral grassland, representing 3% of this resource in Lincoln. However, the habitats on site are diverse and include scrub and poorly drained areas dominated by rushes *Juncus sp.* and willowherbs *Epilobium sp.* Herbaceous species present include wood avens *Geum urbanum*, bristly oxtongue *Picris echioides*, lesser celandine *Ranunculus ficaria* and black horehound *Ballota nigra*. Agriculturally unimproved grassland is a declining commodity in Lincolnshire, with 74% lost in the county since 1938. The rough grassland to the north of the site is dotted with anthills, an indication of the site's long history as grassland, and is a regular spot for feeding green woodpecker, a species uncommon in urban Lincoln, preferring woodland on adjoining heath or acid grassland.
- 2) The site is an important component in a complex of SNCIs in the north-west of the City, including Hobbler's Hole SNCI, Old Quarry SNCI and West Common SNCI. This area represents the only complex of sites of nature conservation value in the north of the city.

Landscape Value

A mixture of grassland and scrub in a visually prominent position, helping to define the Lincoln Edge, an important landscape feature which is an essential part of the character of the city, and which greatly enhances the setting of the Cathedral and the city's historic core. The land, together with the Old Quarry, West Common and adjoining agricultural land, maintains a continuous link between the Lincoln Cliff Area of Great Landscape Value protected by West Lindsey District Council, bringing the open countryside into the urban area as part of a proposed Green Wedge.

30. Old Quarry, Burton Road

Grid Ref: SK968728

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Old Quarry is a 6.5ha former Limestone working just off Burton Road. It has been designated as Critical Natural Asset for the following reasons:

- 1) The site is largely waste ground with some scrub. There is a small area (0.5ha approx.) of rough calcareous limestone grassland supporting typical calcicoiles such as salad burnet *Sanguisorba minor subsp minor*, quaking grass *Briza media* and ladies bedstraw *Galium verum*. The site is one of 5 calcareous grassland sites in the city, though the calcareous grassland is only a small part of this site, representing 5% of the City's calcareous grassland resource. There has been an almost 40% decline in this habitat in Lincolnshire since 1940. The site represents an opportunity to create more limestone grassland by appropriate management.
- 2) The 6ha of hawthorn *Crataegus monogyna* scrub (representing 27% of Lincoln's scrub habitat) supports high numbers of passerines and other bird species, including breeding willow warbler, blackcap, whitethroat, cuckoo, pheasant and greenfinch. Kestrel and owls (probably tawny) hunt the site.
- 3) The site is a component in a complex of SNCIs running north-south along Burton Road, providing a valuable wildlife corridor to the north of Lincoln, an area with little green space.

Landscape Value

See West Cliff, Burton Road

31. Burton Hall

Grid Ref: SK964735

Landscape Value

Approximately 13.5 ha of parkland in a visually prominent location helping to define the line of the Lincoln Edge, an important part of the character of the City. The site contains significant areas of mature woodland consisting of a mixture of hardwoods and conifers on the Burton Road frontage (a main approach to the City) and on its southern boundary. The remainder of the site consists of grassland with a dispersed pattern of mature trees. Together with West Cliff and the Old Quarry, the land helps to maintain a continuous link between the Lincoln Cliff Area of Great Landscape Value protected by West Lindsey District Council, which brings the open countryside and wildlife into the urban area as part of a proposed Green Wedge. The whole of the land is subject of the Burton Hall Tree Preservation Order 1951.

32. Land to Rear of Hill Cottage

Grid Ref: SK968725

Landscape Value

Rough grassland with areas of scrub. Forms part of the chain of sites of nature conservation interest and/or landscape value along the Lincoln Edge between Burton Hall and the West Common proposed to be protected as a Green Wedge.

33. The Lawn (PG1)

Grid Ref: SK972719

Landscape Value

Landscaped grounds open to the public including mature trees which are a prominent feature in prospects of the City from the Trent Valley and which help to define the Lincoln Edge, an important part of the landscape character of Lincoln.

The whole of the site is included in the Carline Road Area No.1 Tree Preservation Order 1978.

34. Lincoln Castle

Grid Ref: SK974718

Landscape Value

Landscaped grounds within the Castle walls including fine mature trees, and partially wooded exterior embankments which enhance the setting of the Ancient Monument both locally and in views of the historic hilltop city.

35. Cathedral Quarry

Grid Ref: SK977733

Status: Site of Nature Conservation Importance (Lincolnshire Trust)
Regionally Important Geological Site (Lincolnshire Trust)

This site is a 2ha limestone quarry is still actively worked on a small scale and has several bare rock faces. The site has been designated as Critical Natural Asset for the following reasons:

- 1) The site has bare faces that show exposures of Lower Lincolnshire Limestone including fossiliferous (lamellibranchs and particularly gastropods) Cementstones. These exposures are regionally important in

placing the deposits in a geological context. The site represents a good opportunity for geological education.

- 2) The site contains calcareous limestone grassland. This habitat type is one of the most threatened habitat types in the county, and this site is one of only 5 substantial calcareous grassland sites in Lincoln. Limestone grassland has declined by almost 40% since 1940, and only 92ha (est) remain throughout the county. At 0.5 ha (approx.), this site represents 5% of Lincoln's calcareous grassland resource. Although there are only patches of this habitat here, there is the possibility of expansion through restoration and natural recolonisation.
- 3) The site is one of a complex of SNCIs, including West Cliff, Burton Road, Hobbler's Hole and Old Quarry, that provides a valuable wildlife corridor into the City Centre, and is an important area of green space in an area otherwise impoverished of such interest.

36. Roaring Meg Marsh

Grid Ref: SK987738

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This area is a small area of limestone spring and marsh (0.5ha approx.) north of the St. Giles area of the City, close to Nettleham Road. The site has been designated as Critical Natural Asset for the following reasons,

- 1) The site is one of 11 sites in Lincoln with areas of neutral grassland/marsh representing 0.2% of that habitat in Lincoln. There are areas dominated by great willowherb *Epilobium hirsutum* and reed canary-grass *Phalaris arundinacea*.
- 2) The site supports a number of passerine species uncommon in an urban environment, including willow warbler, bullfinch, mistle thrush and redpoll.
- 3) The site is an isolated area of green space in the extreme north-west of the City, an area with no other green space or Sites of Nature Conservation Importance in the immediate area.

Landscape Value

Visually attractive marshland area which will provide local identity within proposed new development in the area. Site is of historical importance as source of a Roman aqueduct.

37. Greetwell Hollow Quarry

Grid Ref: TF020724

Status: Site of Special Scientific Interest (English Nature)

Greetwell Hollow Quarry is a 60ha active quarry that has been designated as an SSSI for its geological interest, although the site also has a rich ecological resource. Greetwell Hollow Quarry has been designated as Critical Natural Asset for the following reasons:

- 1) The quarry face shows deposits of Lincolnshire Limestone, a calcareous rock laid down during the Jurassic period, approx. 170 million years ago. This particular site has provided most of the ammonite fauna used to place the Lincolnshire Limestone deposits in a correct geological context. The thin sequence of rocks representing the lower part of the Lincolnshire Limestone is also of importance. This site is one of only two geologically important sites within Lincoln.
- 2) The site supports 3.5ha of unimproved calcareous grassland. This habitat type is a declining resource in Lincolnshire, and Greetwell Hollow contains approx. 35% of the calcareous grassland in Lincoln, 4% of Lincolnshire's limestone grassland, and approx. 2% of the county's unimproved calcareous grassland. The site is the second largest of the four sites containing significant areas of calcareous grassland within the City.
- 3) The site supports the following rare and endangered species.

Great crested newt*Triturus cristatus*

Examples of this localised and declining amphibian were found in temporary pools on the site in 1993. This species is listed in Schedule 5 of the Wildlife and Countryside Act 1981, and the 1992 EC Directive on the Conservation of Natural Habitats and of Wild Flora and Fauna 92/43/EEC (more widely known as the 1992 Habitats Directive)

Note: The boundary for this site includes the whole area notified as a geological Site of Specific Scientific Interest at the date of production of this report. Hence the boundary includes the area defined as Critical Natural Asset, the Special Policy Area and the working area of the quarry.

Landscape Value

The area included on the Proposals Map as Critical Natural Asset lies partly within, and partly outside the Greetwell Quarry SSSI.

The landform of this area is a result of former mining operations and nutrient-rich limestone soils, which have combined to produce a visually impressive and colourful semi-natural grassland. The site forms part of a proposed Green Wedge of open land from the countryside beyond the City boundary into the urban area.

38. The Arboretum (PG3)

Grid Ref: SK984715

Status: Registered Historic Park Grade II

Landscape Value

Well-wooded ornamental park in a prominent position on the Lincoln Ridge. Contributes to the setting of the Cathedral and historic hilltop city viewed from the south-east. Important to the amenity of Monks Road and provides visual relief and space for informal recreation within a predominantly urban environment. Included in the Register of Historic Parks and Gardens - Grade II.

39. Temple Gardens (PG2)

Grid Ref: SK978715

Landscape Value

Ornamental Gardens on the historic hillside providing a setting for the Usher Gallery and foreground to prospects of the Cathedral and upper city. From its elevated position it also affords fine views over the City.

Schedule 2 - Basic Natural Stock

40. Witham Valley South

Grid Ref: SK960673

Landscape Value

Land in use for agriculture, grazing and allotment gardens which together with Witham Leas and the Witham Marshes (Critical Natural Assets) comprise the southern section of the Witham Valley Green Wedge between Bracebridge and the City boundary.

The open aspect of the land is important to views from the Witham bank footpaths, to the interlinking of wildlife habitats, and to the safe guarding of fine views of the Cathedral and historic hilltop city.

41. Witham Valley North

Grid Ref. SK967695

Landscape Value

Allotment gardens and recently established oak woodland which together with the River Witham and adjacent drains, Boultham Park and the Witham Marshes (Critical Natural Assets), comprise the northern section of the proposed Witham Valley Green Wedge. The land is important to the amenity of the Witham bank and Altham Terrace public footpaths, to the interlinking of wildlife habitats, and to the protection of fine views of the Cathedral and hilltop city.

42. Greenbank Drive (OP22)

Grid Ref. SK955680

Landscape Value

Children's play area and informal open space with stream and fringing mature trees. An important local amenity and provides relief and character within a predominantly built-up area.

43. Newark Road Parkway (OP21)

Grid Ref. SK954676

Landscape Value

Visually attractive open space with mature trees and shrubs, locally important for informal recreation and children's play. Land enhances the appearance of Newark Road as a main approach to the City.

44. Land North of Doddington Road

Grid Ref. SK935684

Landscape Value

Mature woodland and other open land retained to provide or to enable the establishment of a landscaped buffer strip between Doddington Road and adjoining residential development, and to enhance the appearance of Doddington Road as a main approach to the City.

45. Birchwood Avenue (OP16)

Grid Ref. SK937688

Landscape Value

Densely wooded site specifically retained within the Birchwood housing development for amenity open space and informal recreation. Local wildlife interest. The site is included in the Doddington Road No.2 Tree Preservation Order 1981.

46. Birchwood Community Park (OP15)

Grid Ref. SK927690

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This 10ha site is a developing community park partly on the site of the former Skellingthorpe Airfield with rough acid grassland, damp hollows and screening plantation woodland dominated by birch *Betula sp.* and willow *Salix sp.* scrub. The site has been designated as Basic Natural Stock for the following reasons:

1) It is one of 5 sites in the City with acid grassland/heathland (approx. 5ha), accounting for approx. 16% of the heathland and unimproved acid grassland resource in Lincoln. The site has wide scope for future heathland restoration.

2) The site supports the following rare and endangered species:

Slow-worm

Anguis fragilis

Although widely distributed in Britain, the slow-worm is commonest in southern counties and seems to have declined in midland and northern counties in recent years. In Lincolnshire it has always been scarce and localised, with most records coming from heath and coastal areas.

Skylark

Alauda arvensis

The population of skylark, a species reliant on farmland, has declined by nearly 60% nationally during the last twenty years. This may be due to changes in agricultural management. The populations on non-agricultural habitats have therefore become more important, though a decline is evident even in these habitats.

Grasshopper warbler

Locustella naevia

A species considered local but declining.

3) 119 species of plants have been recorded from this site, including species uncommon in the Lincoln area. These include:

Corn chamomile

Arthemisia arvensis

(1 site in Lincoln)

Heath rush

Juncus squarrosus

(2 sites in Lincoln)

Bee orchid

Ophrys sphegodes

Spotted orchid

Dactylorhiza fuchsii

Twayblade orchid

Listera ovata

The site also supports the following species of invertebrates uncommon in Lincoln:

Black-tailed skimmer

Orthetrum cancellatum

(3 sites in Lincoln)

Landscape Value

Attractive mixture of open grassland areas and emerging woodland. Reclaimed former airfield retained and laid out for informal recreation as part of the Birchwood housing development. Land forms a component of a proposed Green Wedge along the route of the Lincoln Relief Road.

47. Land south-west of Jasmin Road (OP13)

Grid Ref: SK930696

Landscape Value

Grassed area retained for amenity purposes and for informal recreation within the Birchwood housing development.

48. Land East of Fulmar Road (OP14)

Grid Ref: SK942693

Landscape Value

Woodland strip adjacent to the Prial Drain which provides an important buffer between major housing development at Birchwood and Hartsholme Country Park. The larger area of woodland to the north is included in the Birchwood Local Plan for public open space where it is proposed to be retained in its natural state to preserve the character and visual amenity of the area.

49. Land North of Skellingthorpe Road

Grid Ref: SK948699

Landscape Value

Open grassland with fringe of mature trees. The southern half of the site is in use as playing fields, the remainder proposed for additional playing fields in the local plan. The open nature of the land is particularly important to the visual character of the area and permits long range views of the Lincoln Edge and Cathedral from the public footpath and parts of Skellingthorpe Road - the main approach route to Hartsholme Country Park. It is one in a series of sites of landscape and/or nature conservation interest which have been incorporated into the proposed Green Wedge for the west of the City.

50. Fen Plantation

Grid Ref: SK946704

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

The site consists of mature secondary birch *Betula sp.* woodland over acid grassland. The site has been designated as Basic Natural Stock for the following reasons:

- 1) The site consists of approximately 2ha of deciduous woodland. It is one of 9 woodland sites in the City and forms approx. 2% of Lincoln's woodland resource.
- 2) The site is a component in a complex of SNCIs along Skellingthorpe Road, including Catchwater Drain SNCI, Island Lake SNCI, Foal Close SNCI and The Pheasantry SNCI. These sites combined provide a wildlife corridor from the west of Lincoln into the City Centre. They are also within the West Lincoln Green Wedge.

Landscape Value

Significant stand of mature woodland which will make an important contribution to the amenity and visual quality of development proposed for the Skewbridge area.

51. Skewbridge Swath (OP9)

Grid Ref: SK952704

Landscape Value

Land included for Open Space purposes within the proposed major housing and business purposes at Skewbridge to help fulfil city-wide strategic planning objectives viz.:

- to contribute to and to safeguard the chain of open spaces of landscape, nature conservation and recreational value along the western flank of the City which together form the basis of a proposed Green Wedge.
- to safeguard important views corridors across and within the Skewbridge area, in particular across meadow and farmland from Skellingthorpe Road, towards The Castle, Cathedral and Lincoln Edge.

52. Land West of Swanpool Wood

Grid Ref: SK950712

Landscape Value

Open farmland which forms a major part of a proposed Green Wedge linking together sites of landscape and/or nature conservation interest along the western flank of the City. Important for the protection of fine prospects of the Cathedral, Castle and Lincoln Edge particularly from the bypass.

53. Skewbridge Former Tip

Grid Ref: SK960706

Landscape Value

Open grassland on the site of a former refuse tip which is unsuitable for development without reclamation. The land contributes to the maintenance of the important view corridor across the Skewbridge Swath towards the Cathedral and upper City.

54. Land Adjacent to Pike Drain Marsh

Grid Ref: SK961684

Landscape Value

Woodland, scrub and open paddock area which contributes to the setting and protection of the adjoining Pike Drain Marsh Critical Natural Asset.

55. Land adjacent to Tritton Road

Grid Ref: SK958697

Landscape Value

Mixture of open grassland, paddocks and nursery woodland. Important as a green edge to main approach road and to maintaining good views towards the Cathedral and upper city.

56. Spike Island

Grid Ref: SK959713

Landscape Value

Land licensed for the tipping of foundry sand and other dry wastes. Conditions attached to a previous planning permission for the removal of foundry sand for use in road construction provide for the embanking of the site along its boundaries and for landscaping. The retention of this land for open space in the longer term is important to the maintenance of the continuity of the proposed Green Wedge between the West Common and Swanpool Wood.

57. Pyewipe to West Holmes Junction

Grid Ref: SK956715

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

This site consists of a 3ha strip of scrub, rough grassland, willow scrub and reedbed, between the railway line and the Fossdyke Navigation. It has been designated as Basic Natural Stock for the following reasons:

- 1) The site is one of seven sites in Lincoln consisting predominantly of scrub (approx. 14% of the City's scrub habitat), as well as small areas of grassland and areas of fen and swamp habitat with a small *Phragmites* bed (area unquantified). Some of the vegetation may represent remnants of the former Pyewipe Fen.

- 2) The site provides an important wildlife corridor for movement into the City from the countryside to the west. The site is part of the western Lincoln Green Wedge.
- 3) The site has an interesting mosaic of habitats that support an assemblage of species uncommon in Lincoln including hedgerow crane's-bill *Geranium pyrenaicum*. Woodcock, a wader usually found in conjunction with woodland, has been recorded here.
- 4) The site is a wetland close to Boultham Mere nature reserve and probably supports an overflow population of wildfowl and waders on passage migration and in winter. The site, together with Boultham Mere, Catchwater Drain and Swanpool, is an important complex of wetland sites supporting a large number of winter and passage migrant bird species.

Site includes Pyewipe Junction and land alongside Fossdyke, and Fossdyke Junction SNCIs.

Landscape Value

Area of rough grassland, willow scrub and reedbed between the railway line and the Fossdyke Navigation. Has important role in enhancing approaches to the City by rail and canal, as a component of a proposed Green Wedge, and in providing an interesting mosaic of habitats in the form of a corridor for wildlife movement between open countryside and the City and for proposed footpath/cycleway/bridleway routes.

58. Land north-west of the Lincoln Relief Road

Grid Ref: SK951732

Landscape Value

Predominantly agricultural land which links with the Lincoln Cliff, designated as an Area of Great Landscape Value by West Lindsey District Council, and which together with the West Common and Burton Ridge (Critical Natural Assets) extends open countryside in the form of a proposed Green Wedge almost to the historic core of the City. Maintaining the open aspect of this land is particularly important in prospects of the Lincoln Ridge, Cathedral, and historic hilltop city.

59. Workhouse Burial Ground (OP4)

Grid Ref: SK970721

Landscape Value

Wooded site in a prominent hillside position helping to define the Lincoln Ridge and making an important contribution to local amenity and the character of this part of the City. Potential for improvement for greater use for informal recreation and children's play.

60. Yarborough Road Allotments (OP6)

Grid Ref: SK971718

Status: Site of Nature Conservation Importance (Lincolnshire Trust)

Yarborough Road Allotments are largely abandoned allotments in the north-west of Lincoln, close to the West Common. The site has been designated Basic Natural Stock for the following reasons:

- 1) The 1.25 ha site now supports a combination of scattered regenerating scrub and rough calcareous grassland, representing 13% of the City's resource. The site has considerable potential as an urban park or other community-based conservation scheme.
- 2) The site is one component in a complex of SNCIs in the north-west of the City, including the West Common SNCI and Hobbler's Hole SNCI.

Landscape Value

Disused allotments gardens to be retained for informal open space. The site is particularly prominent on the Lincoln Ridge and greatly enhances prospects of the upper city from the west. Presents important opportunities for landscape improvements.

61. Land North of Ermine West

Grid Ref: SK971739

Landscape Value

Land proposed for woodland planting as a visual and acoustic screen to adjoining residential development and to enhance views from the Relief Road and adjacent approach road to the City.

62. Nettleham Road / Searby Road (OP1)

Grid Ref: SK987734

Landscape Value

Grassed areas containing some mature trees which make an important contribution to the character of Nettleham Road as a visually attractive main route into the City. Provides a sense of openness, visual relief and contrast to the surrounding built-up area and enhances local environmental quality.

63. Parker's Piece (OP7)

Grid Ref: SK986715

Landscape Value

Open land with fringing woodland accessible to the general public and which effectively forms an extension to the Arboretum. Provides a valuable addition to open space in a predominantly urban environment. The hillside location of the site contributes to the setting of the upper City.

64. Land East of Allenby Road Industrial Estate

Grid Ref: TF003716

Land which it is intended should remain largely undeveloped because of its visually prominent position on the hillside. Forms an important link between open countryside and Greetwell Hollow (Critical Natural Asset) in the form of a proposed Green Wedge in this part of the City.

65. Washingborough/Canwick Green Wedges

Grid Ref: SK991706

Landscape Value

A mixture of open land in various uses including two cemeteries. A major part of the land is, or has been, used in association with sewage treatment works on Washingborough Road. Taken as a whole together with the South Common and Cross O'Cliff Old Brick Pits (Critical Natural Assets), the land constitutes a proposed Green Wedge which extends the Lincoln Cliff Area of Great Landscape Value designated by North Kesteven District Council into the urban area. Good viewpoints of the Cathedral and upper city can be had throughout the area.

Appendix D (see Policy 48B and Paras 6.60 - 6.63)

Sites for Additional Playing Field's Provision

Initial Assessment of General Works likely to be required

1. System

The system advocated by this Local Plan is intended to avoid the repetition of past inequity in the contributions made by developers to the provision of playing fields and sports' pitches. That inequity arose from the physical difficulty and/or illogicality of small and medium sized developments making on-site provision for playing fields and pitches, in accordance with planning standards (in Lincoln's case 1.8 hectares per 1000 population). Consequently, such developments have been effectively absolved from contributing to provision, exacerbating the City's long-standing shortfall in playing fields and sports' pitches.

Under this system developers of all new housing development which may be reasonably expected to produce an increased level of demand for playing field facilities will be expected to contribute to playing fields and sports' pitches provision. While it remains open to developers to make provision to standard in kind (and which complies with the Local Plan's allocations) where that is physically difficult, illogical, or the developer prefers it, the system provides for a contribution to be made into a central fund, operated by the City Council, in lieu, either wholly or in part, of on-site provision, in accordance with the Local Planning Authority's standards. The funds held by the City Council will then be used to help develop those sites, PPF1 to PPF8 inc., listed in Policy 48B for additional playing fields' provision. As all the sites are within the built-up area, it is considered that their development will provide facilities which will be reasonably accessible to the residents of new housing anywhere in the City. Any sums paid by developers towards the provision of these additional playing field facilities will be repaid by the Local Planning Authority if they have not been used for that purpose within a specified period agreed between the Authority and the developer.

All new housing development¹ is defined as:

- 1) new dwellings built on previously undeveloped sites, including affordable housing;
- 2) tied dwellings, including staff accommodation;
- 3) net dwelling gains from redevelopment schemes and conversions;
- 4) purpose built student accommodation, including halls of residence;
- 5) permanent permissions for mobile homes and other forms of non-permanent accommodation,

provided that, in all instances, the development of the housing may reasonably be expected to result in an increased level of demand for playing field facilities.

The system will not apply to independent dwellings for the elderly, where such dwellings are subject to a planning condition and/or obligation which secures their sole use by the elderly in perpetuity; rest homes, nursing homes, children's homes and other institutional uses, excluding staff accommodation; house extensions and "granny annexes"; temporary permissions for mobile homes and other non-permanent accommodation.

2. Calculation of Contribution

Unless suitable on-site provision is to be made, the Local Planning Authority will seek to negotiate a suitable level of financial contribution to be made by developers of each housing development to which Policy 48B applies, using the following calculations and formula as the basis for negotiation.

2.1 Schedule : Sites allocated for additional Playing Field Provision

King George V Playing Fields Extension - PPF1:

Space for 2 football pitches. Requires drainage works Pavilion/changing rooms on adjacent site could be shared, but requires substantial improvement. Parking facilities needed. Land is owned by Lincoln City Council. Area = approx. 3.7 Ha.

Former Wragby Road Allotments - PPF2

Space for 2 full size pitches. Drainage probably adequate, although other groundworks may be necessary due to previous undermining. Ground levelling required. Will require pavilion/changing rooms, which could be shared with PPF3, subject to satisfactory access arrangements. Parking facilities needed. Land is owned by Lincoln City Council. Area = approx. 3.1 Ha.

Land West of HM Prison - PPF3

Space for one full size pitch and small "5 a side" pitch. Drainage probably adequate. Ground levelling required. Will require pavilion/changing rooms, which could be shared with PPF2, subject to satisfactory access arrangements. Parking facilities needed. Land is owned by Lincolnshire County Council. Area = approx. 1.8 Ha.

Land at Skewbridge - PPF4

Space for at least four pitches. Drainage works, levelling and other groundworks required. Excellent soil gives potential for establishing high quality pitches. Will need pavilion/changing rooms. Parking facilities needed. Land is in private ownership. Area = approx. 6.7 Ha.

Field off Sincil Bank - PPF5

Space for one football pitch. Drainage probably adequate, but levelling works needed. Pavilion/changing rooms required unless shared use of Lincoln City Football Club facilities can be arranged. Parking facilities needed. Land is owned by Lincolnshire County Council. Area = approx. 1 Ha.

Skellingthorpe Road Playing Fields Extension - PPF6

Space for two football pitches. Drainage and considerable groundwork necessary. Pavilion/changing rooms on adjacent playing fields would require extension/upgrade. Land is in private ownership. Area = approx. 4.3 Ha.

Land off Melbourne Road and Adjacent Site - PPF7

Space for two football pitches. Drainage appears adequate. Ground levelling and other groundworks required. Will require pavilion/changing facilities, but it may be possible to use those at the nearby Community Centre if upgraded. Parking facilities will be needed. Land is owned by Lincoln City Council. Area - approx. 4.6 Ha.

Rear of Moorland Avenue - PPF8

Space for several pitches and other facilities. Need for extensive site clearing, works, but drainage unlikely to be a problem. Upgrading of adjacent Community Centre's facilities would be best option for pavilion/changing rooms, parking facilities, etc. Strong interest in a scheme for this area being shown by local Residents' Association. Land is owned by Lincoln City Council. Area = approx. 6.0 Ha.

2.2 The Formula

These sites total 31.6 hectares. The cost of acquisition necessary groundworks and equipping them for use as playing fields, including ancillaries such as pavilions, changing rooms and parking space has been estimated at £ (cost A), or an average of £ (cost B) per hectare. (i.e. $\frac{\text{£ (cost A)}}{31.6}$).

31.6

At 1st April, 1996, the provisional Structure Plan housing requirement for Lincoln (i.e. to 31st December, 2010) stood at 4204 new dwellings. On the assumption that requirement is met, it is estimated that these will house 8912 people (given a city average household size of 2.12 person, at 31st December, 2010).

At the standard adopted by this Local Plan (essentially 1.8 hectares per 1000 population - but see paragraph 6.54 for further details) the population in new housing will require 16.0 hectares of playing fields, of which 10.7 hectares should be in the form of pitches for competition sports.

The cost of acquiring, preparing and equipping the 16.0 hectares of playing field per person accommodated in new housing will be £ $\frac{\text{cost B} \times 16.0}{7000}$ = £ (cost C).

To ensure that contributions made by individual development are calculated equitably, £ (cost C) will be applied in accordance with the following occupancy rates:

| | | |
|-----------------------|---|-------------|
| 1 bedroomed dwelling | = | 1.5 persons |
| 2 bedroomed dwelling | = | 2.5 persons |
| 3 bedroomed dwelling | = | 4.0 persons |
| 4+ bedroomed dwelling | = | 5.0 persons |

Appendix E : Allotments

This Plan confirms or includes proposals to discontinue or reduce the size of the following allotments.

Boultham Park Allotments

This is a statutory site of about 4.6 ha. A quarter of its plots were unoccupied at November, 1994, with its vacancy rate increasing because of a lack of demand. The site's open aspect to the Witham Valley makes it vulnerable to theft and vandalism. The Secretary of State's agreement will be sought to a reduction of about 2.0 ha in the allotment area. The Proposals Map shows the surplus land allocated to agricultural use. It would be the City Council's intention to let it for grazing, for which there is a demand, and which would conform with other policies of this Plan.

Greenbank Drive Allotments

This is a small, statutory site of about 0.3 ha. Two thirds of its plots were vacant in November, 1994, and no interest shown by prospective tenants. The Secretary of State's agreement will be sought for the discontinuance of the allotment use. The Proposals Map shows the site allocated to public open space. It would be the City Council's intention to incorporate it into the adjacent casual recreation area.

Mainwaring Allotments

This is a 'temporary' site of about 2.0 ha, which the City Council leases from the Lincoln Hospitals NHS Trust. It is the remnant of a much larger allotment garden, progressively developed for the County Hospital, and it is anticipated that this site too will be developed as part of the hospital complex. The Proposals Map shows the site allocated to hospital use.

Skewbridge

This is a non-statutory site owned by the City Council. It is a remnant of a much larger statutory allotment, progressively discontinued from the 1960s and subsequently used for landfill. The Plan allocates this allotment, together with an adjacent private allotment and land let by the City Council for grazing, as public open space, in conjunction with the wider development of the Skewbridge Area and, specifically, proposals to clear tipping from and to rehabilitate the Swanpool and to re-model the Skewbridge tip. The proposed public open space includes provision for part of the proposed footpath via the 'Skewbridge Swath', linking the existing, definitive footpaths along the banks of the Boultham Catchwater and Main Drains.

Wragby Road Allotments

The Secretary of State has previously approved the discontinuance of 3.2 ha of this allotment. The discontinued site is undermined, at a depth of six to eight metres, by 19th Century limestone workings, which make it unsuitable for built development without remedial works (grouting of voids). The Proposals Map shows the western part of the allotment garden retained in allotment use and the eastern part allocated as public open space.

Woodhall Drive Allotments

The Secretary of State has recently approved the discontinuance of this statutory allotment. This Plan allocates its 1.0 ha site to residential development.

Yarborough Road Allotments

This is a statutory allotment of about 1.6 ha. The site is now effectively abandoned for allotment purposes, with one tenant present in November, 1994, and the Secretary of State's approval will/is being sought for its discontinuance. It presents complex planning issues, because of its prominent position on the Lincoln Edge and juxtaposition to the historic hill top City, limited access opportunities and ground conditions. It is envisaged that most of the site will be retained in open space use, probably as a Community Park. Within the constraints of the policy relating to areas of Basic Natural Stock, there could also be some limited scope for residential development on part of this site if this would contribute to better supervision of the open space area.

Appendix F: Buildings and Structures of Local Importance

- 1) **22 / 23 High Street and Golden Eagle Public House** - An early example of domestic architecture on the High Street frontage with original roof covering and windows to front elevation. Number 22/23 still in domestic use.
- 2) **41 / 43 / 44A High Street** - One of few remaining Georgian buildings in this part of the High Street, retaining some original features.
- 3) **115 High Street** - C.1900. Built for its own occupation by the West family - a prominent Lincoln family. Different design important to the townscape in this area. Retains all original features at first floor level.
- 4) **380 / 381 High Street and 66 Monson Street** - Important in terms of local history as was the County Police Station. Retains original features at first floor level.
- 5) **99 - 101 Rookery Lane** - Formerly three cottages, now converted into two. One of few remaining agricultural cottages possibly in association with surrounding farm land of Boultham Estate.
- 6) **15 - 25 West Parade** - six houses for Mr C K Tomlinson designed by William Watkins, a prominent local architect. Most retain original features in particular front boundary walls and railings enhancing the townscape.
- 7) **5 - 15 Beaumont Fee** - six houses for Mr C K Tomlinson designed by William Watkins, a prominent local architect. Most retain original features.
- 8) **1 - 5 St. Mary's Street** - Important because all retain part or all of original shop-fronts, first floor and dormer windows. All in original materials creating an attractive row of shops enhancing the townscape.
- 9) **St. Hugh's Chambers, 15 - 17 Corporation Street** - Important because of unique front Gothic elevation decorated with gryphons and arabesques which accentuate the oculus window. Also feature stone decoration reading "ST HUGH'S CHAMBERS 1899".
- 10) **Cheltenham Arms Public House, Guildhall Street** - Important because of local history - a converted late eighteenth century warehouse with hoist bay still intact. Front elevation partly decorated with fruit, possibly denoting original use as a fruit warehouse.
- 11) **Mint Street Baptist Church** - Important in terms of architecture and association with adjacent statutorily listed former Baptist Sunday School.
- 12) **72 Park Street** - Important in terms of local history as formerly a Blacksmiths. Retains original features, particularly tall chimneys.
- 13) **Former Robey Globe Works** - Important in terms of local history - in terms of important industrial architecture. Retains many original features.
- 14) **365 / 366 / 367 High Street** - Important in terms of unique design of buildings enhancing the local townscape.
- 15) **Reindeer Public House and buildings to the rear, High Street** - Important early buildings in this part of the High Street - part constructed of stone.
- 16) **1 St. Catherines Road** - Important in terms of unique design of buildings enhancing the local townscape.
- 17) **Sobraon Barracks - Barrack Block and Keep House** - Important in terms of local history and military architecture - only ones in Lincoln.
- 18) **Turks Head Public House, Newport** - Important in terms of unique architecture and important position adjacent to Newport Arch. Enhancing views towards the Arch.
- 19) **Former Police & Fire Station, Church Lane** - Important in terms of local history as was the Police and Fire Station. Original features have been retained.
- 20) **2 The Grove** - Important as designed and lived in by William Watkins - a prominent local architect.
- 21) **Lodge and former Eastcliff House, Sewell Road** - Important in terms of local history. Eastcliff House was built for and occupied by Mr Clayton, a prominent local Industrialist. The Lodge is the only surviving building of the Estate and has retained most original features.

- 22) **Buildings at Lincoln County Hospital** - Important example of early hospital buildings. Main nucleus by Alexander Graham 1878 in the Hatfield House style. Low ancillary wings by William Watkins 1891.
- 23) **Dawber House, St. George's Hospital** - Impressive example of early health authority buildings.
- 24) **Boultham War Memorial:**
Bracebridge War Memorial: All important in terms of local military history.
Newport Cemetery War Memorial:
Simons Green War Memorial:
- 25) **Former Pack Horse Inn, Wigford Yard** - Late seventeenth/early eighteenth century maltings. Only remaining original part of the Pack Horse Inn Public House and Maltings. Also only building in Lincoln with stone slate roof.
- 26) **Former Pea Factory, Wigford Yard** - Late nineteenth century building. Important in terms of contribution to townscape in this area.
- 27) **St. Martin's School, Spring Hill** - Built in 1910 as Spring Hill Council School. Designed by local architectural practice of William Watkins and his son W G Watkins.
- 28) **Home Farm, Boultham Park Road** - Part stone part brick built house set back from the road. Included because of contribution to local history of the area, as believed to be an early farm house.
- 29) **21 - 43 Portland Street** - Good example of a row of Victorian terrace town houses in Lincoln, with former servants' quarters intact.
- 30) **163 Boultham Park Road and gates and pillars adjacent to library** - Former Lodge and gates and pillars to house of Major Ellison.
- 31) **Former Maltings, Norton & Turton Warehouse & Greens Brayford Wharf North** - A complex of buildings forming the last vestiges of the important industrial era of this area.
- 32) **Ritz Cinema, High Street** - Important because of unique neon ornament signage to exterior elevations.
- 33) **34 - 44 Sincil Bank** - A group of early stone terraces important as indicate historical evolution of the area.
- 34) **Co-op, Free School Lane** - Important in terms of social history of City. Terracotta detailing displaying 'The Lincoln Equitable Co-operative Industrial Society', plus the traditional bee hive emblem.
- 35) **Barbican Hotel, 11 St. Mary's Street** - Important early hotel which still retains original external features.
- 36) **The Still, 22 Saltergate** - A public house which has the best preserved public house interior in Lincoln.
- 37) **Former Waterworks, Great Northern Terrace** - Former Waterworks Office now a dwellinghouse. Important in terms of social history and evolution of area.
- 38) **Former Electricity Board Offices, Brayford Wharf North** - Former Electricity Board Offices, now vacant. Important in terms of social history and evolution of the area.
- 39) **Tram Sheds, Newark Road** - Former Tram Sheds, important in terms of social history of the locality and the City's transport history.
- 40) **Omnibus sheds, Burton Road** - Former omnibus sheds, important in terms of social history of the locality and the City's transport history.
- 41) **267 / 269 Newark Road** - Two traditional local type of early stone cottages, important in terms of historical evolution of the area.
- 42) **37 St. Catherines** - Former police station, now used as offices for the Upper Witham Internal Drainage Board.
- 43) **Part of Bishop Grosseteste College, Newport** - original part of the College, important as an early example of school buildings in the City.
- 44) **Salvation Army, 106 High Street** - Large red brick building, with buff detailing. Illustrates social history of this part of the High Street.

- 45) **69 High Street** - Former gateway to the Boutham Estate, original details still visible at first floor level.
- 46) **Pavillon, Eastgate Bowls Club** - Original Pavilion at the Bowls Club indicating recreational and social history.
- 47) **Roundhouse adjacent to Magistrate's Court** - Former St. Mark's Midland station wheelhouse.
- 48) **280 / 281 High Street, 113 Clasketgate** - Former Boots Department Store, now the Job Centre.
- 49) **Odd Fellows Hall and Rustons Club, Unity Square** - Impressive large building, important in terms of social history as a former club.
- 50) **171 Burton Road** - Originally a Georgian Farm House, important in terms of social history of the area.
- 51) **Starting Podium, Grandstand** - Starting point of races on former grandstand, important in terms of history and evolution of area.
- 52) **255 Newark Road (Main Office)** - main building of Walkers Snack Food Premises. Important in terms of dominance of premises and social history of area.

