

# GREATER LINCOLN GROWTH DELIVERY PLAN 2006 – 2026

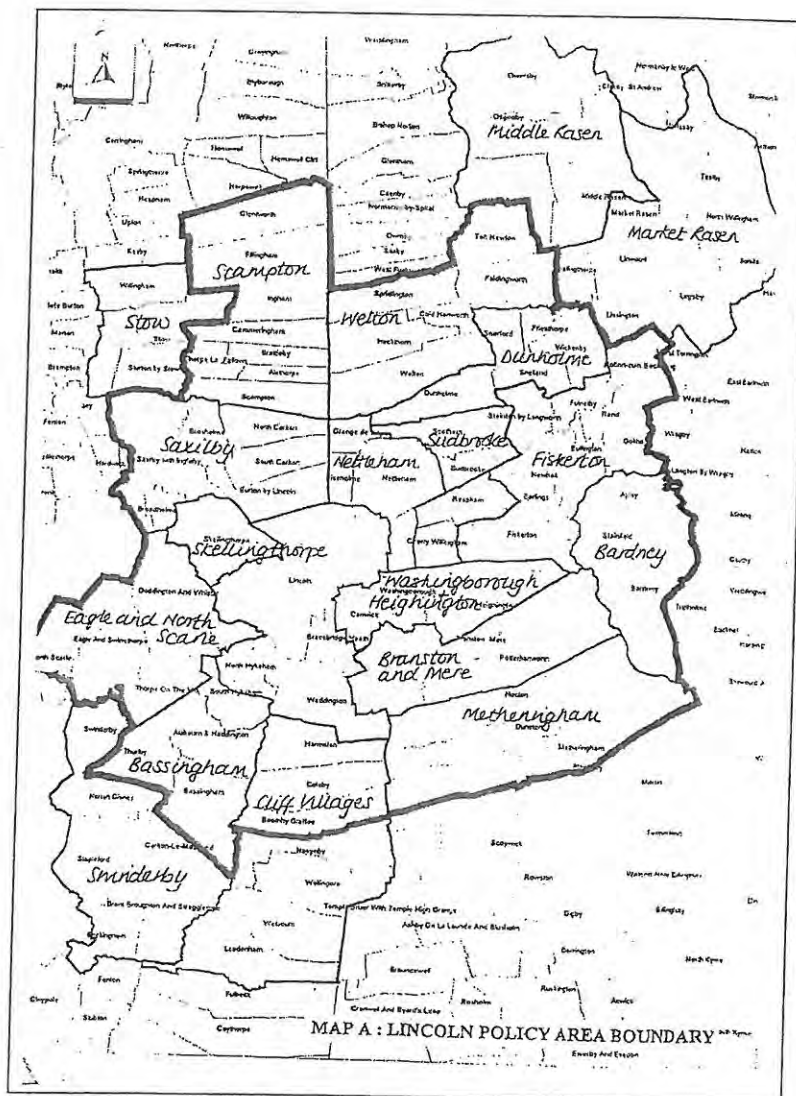
## 1. Vision for Lincoln

### Introduction

1.1 It is intended that this document allow DCLG to view the rationale for growth in Greater Lincoln and partners' strategic vision for the city, as well as broad overviews of the key development opportunities which underpin this approach. Within this report areas have been identified where support or assistance is sought through the New Growth Point initiative, and to set out the Delivery Plan for intervention. It is hoped that this will enable DCLG to consider certain projects for support under future funding phases of Growth Point funding. It is, however, recognised that the production of this Growth Plan is an ongoing and iterative process and that the document will remain a live document that can respond to changing local circumstances.

### Defined Area

Lincoln Policy Area



1.2 For the purposes of this submission, "Greater Lincoln" is understood to equate with the "Lincoln Policy Area" (LPA), which was originally defined (and approved) in the Lincolnshire Structure Plan (2006), and covers the whole of the City of Lincoln and surrounding wards in North Kesteven and West Lindsey. It has been defined primarily through an analysis of journey to work patterns related to other data concerning the frequency of public transport services, the existence of key rural settlement services and facilities and existing housing completions and commitments. The boundary is essentially ward based to facilitate Policy monitoring. Whilst it is accepted that Lincoln's influence extends well beyond this boundary, for example, in relation to shopping, it has deliberately been defined fairly tightly around the City in order that the spatial implications of Lincoln's future growth are primarily and sustainably focused either within or close to the City.

### Vision

1.3 New Growth Point status for Lincoln will assist partners to deliver their ambitions for sustainable growth. Over the next 10 years and beyond, Lincoln will expand its role as the principal urban area in the county by delivering a fundamental change in the level of housing and economic growth in the city and wider area, principally through the development of a series of key sites in and around the city. This will lead to an increase in the number, quality and variety of houses that cater for all requirements; higher population numbers; a larger business base; and a higher quality and quantity of jobs for local people. This will also be supported by the provision of the necessary strategic green infrastructure.

1.4 In addition to this, the quality of life for local residents will rise, the city centre's retail offer will be substantially improved and environmental improvements will be delivered. Lincoln should be a target for growth, business, learning, and investment. These ambitions are collectively summarised in a vision for Lincoln in 2016 as follows:

**A 21st Century Sustainable City** – to enhance the role of Greater Lincoln as the capital of the regionally-defined Eastern Sub Area by promoting ambitious but balanced growth, making it one of the region's most desirable locations to live, work and visit. The strategy will focus on balancing population growth with economic development, social cohesion and environmental sustainability. The compact form of the city will be maintained by developing sustainable urban extensions that include a mix of land uses, enabled by significant investment in infrastructure to support high levels of activity.

**Prosperity Through Growth** – to harness Lincoln's potential as the main driver for jobs and business activity in the eastern part of the region through the development of a high quality business park, regeneration of the Brayford Pool waterside, improved retention of graduate workers and the redevelopment of central brownfield sites for employment and housing.

**A Cultural Centre of Excellence** – to promote the further expansion of Lincoln as a nationally recognised centre for the arts, culture, education, entertainment and tourism. This will play to the city's strengths regarding its historic built environment, a flourishing university, the continuing development of a cultural quarter in the city centre and expanding leisure uses around the Brayford Pool.

### Objectives

1.5 In order to deliver Greater Lincoln's vision, partners have produced six key objectives around which future investment and development should be themed. This section sets out each of these objectives and their key component parts.

#### **Objective 1 – Environmental Excellence and Sustainability**

**Aim – To improve the environmental quality of Greater Lincoln, to protect and enhance the area's natural assets and play a lead role in tackling climate change.**

Sustainability is at the heart of our growth ambitions and sustainable development considerations will play a key role in the development of new projects and programmes across all of the key objectives.

Key components of this objective are:

- Learning lessons from other eco towns and sustainable urban extensions in order to lead the way in becoming an exemplar city in terms of sustainability, water efficiency, tackling climate change and significantly reducing carbon emissions;
- Using innovative approaches, learning lessons from elsewhere and working in partnership with CABE, the new Homes Agency and others to ensure that homes are built to the highest standards in terms of design and environmental performance;
- Delivering new sustainable neighbourhoods with community cohesion at the heart of an integrated approach to regeneration and development;
- Promoting green infrastructure (including a sub-regional country park) to support new development and improving the quality of the environment and links within and between new development areas, including providing green corridors by linking the new Western Growth Corridor to Hartsholme Park and cycle routes and footways; and
- Improving public transport and choice of modes to ensure a sustainable transport solution for Lincoln.

#### **Objective 2 – Sustainable Population Growth**

**Aim - To grow Lincoln's population by delivering a fundamental change in the level of new housing development in the city and adjoining area, primarily through the development of three strategic development areas – the Western Growth Corridor, the North East Quadrant and the South East Quadrant.**

In order to achieve this growth, the housing completion rate for Greater Lincoln will increase to 1182 dwellings per annum over the period 2006 to 2026. With front-loading (see para. 3.7 below), this is projected to deliver more than 14,000 new homes within the New Growth Point period to 2016, which will provide accommodation for around 30,000 residents. Total population growth, whilst still substantial, is expected to be lower than this due to falling average household size (see paras. 2.7, 2.8, 2.9 below).

Key components of this objective are:

- Delivering a step change in the level and quality of new build housing, by focusing on the delivery of the key housing development sites in and around Lincoln through a clear and robust housing growth trajectory plan;
- Meeting the aspirations of all residents through providing a balanced range of housing sizes and types as well as affordable housing to meet all needs;
- Focusing particularly on the housing needs of younger, higher skilled local residents and meeting affordable housing targets;
- Ensuring that there is an adequate mix of social, first time buyer and family homes and apartments within Lincoln so that people are encouraged to remain in the area as they move up the housing ladder; and
- Providing the necessary infrastructure and local services to support a growing population as well as linking housing growth aspirations with economic development priorities;

### **Objective 3 – Sustainable Economic Growth**

**Aim - To deliver sustainable economic growth, increasing the economic contribution of Lincoln to the region's economy.**

This will involve developing an additional 12,000 jobs up to 2021 (Joint Employment Land Study, 2004), with growth driven primarily by the increase in knowledge-based industries and higher skilled and higher paid jobs for local residents.

Key components of this objective are:

- Increasing Lincoln's contribution to the Regional Economy by uplifting GVA as well as providing a greater labour pool for jobs which have been difficult to fill and bringing more employment to the city in order to improve Lincoln's ratio of jobs per person;

- Encouraging new business formation in high value sectors and reversing the trend of businesses locating elsewhere by promoting Lincoln as the destination of choice for East Midland entrepreneurs and businesses;
- Creating a high quality business park at Decoy Farm containing a variety of high quality commercial floorspace developed to the best environmental standards, helping to provide quality employment opportunities within walking distance of local residents;
- Investing in training, education and skill development programmes in order to ensure that local residents are able to access new higher value employment opportunities;
- Adding value and delivering effective business support to existing businesses and linking areas of new opportunity with areas of need;
- Providing the necessary infrastructure and local services to support a growing economy and linking local education and training provision with the needs of the changing local economy; and
- Capturing opportunities for economic growth within the public sector and in tourism, leisure and cultural sectors.

#### **Objective 4 – Sustainable Transport Improvements**

**Aim - To deliver an integrated and efficient local public transport system to support increased levels of growth through modal shift and environmentally efficient alternatives.**

This will involve application of enhanced transport planning techniques, increased investment in local transport infrastructure, ensuring that public transport is a realistic mode of choice for local residents, and delivering the Lincoln Eastern Bypass, which will relieve traffic congestion and HGV usage within the city centre, and a comprehensive approach to securing developer contributions to strategic transport infrastructure.

Key components of this objective are:

- Promoting the area as a location of choice to investors, employers and residents;
- Improving the quality of local public transport both within the town and to locations within the rest of the region,
- Promoting other means of green friendly travel, particularly cycling and walking for shorter journeys;
- Delivering platform and service improvements at Lincoln Central train station;
- Providing clear and green linkages between different quarters of the city through improved public realm and signage;

- Delivering key infrastructure including the Lincoln Eastern Bypass and the East-West Link capturing the benefits thereof including decreasing traffic flow through the city centre by removing HGVs and reducing car usage for local travel;
- Ensuring that development is sustainable in transport terms through application of accessibility planning and transport modelling.
- Delivering transport infrastructure associated with the other new developments; and
- Promoting Smarter Choices including Travel Planning measures and securing the benefits of homeworking and live / work arrangements, particularly through providing the infrastructure in the local area to encourage this, such as shared business resource centres and web conferencing facilities.

### **Objective 5 – Developing Lincoln’s Retail, Leisure & Evening Economy**

**Aim - To deliver city centre improvements through traffic management and investment in the public realm and good quality development.**

This will involve improving retail, commercial, housing and service provision within a consolidated city centre that contains distinctive quarters.

Key components of this objective are:

- Delivering the City Centre Master plan and ~~BID~~ schemes;
- Maximising the opportunities for investment in the primary and secondary cores, presented by edge of city centre housing development which provides an increased population with an increased supply of facilities and services;
- Improving the quality of the city centre’s offer in terms of attracting high quality retailers, which increases footfall and reduces displacement, and improvements to the leisure and evening economy;
- Creating a distinctive waterside destination at Brayford Pool with an integrated living / working community;
- Delivering outstanding environmental and public realm improvements in Lincoln High Street; and
- Quality housing development as part of a mixed use approach

### **Objective 6 – Improving Local Services, Benefits for All and Regeneration**

**Aim - To increase and maximise the quantity and quality of investment in local people and services and regenerating the deprived areas of Greater Lincoln**

This will involve ensuring that the quality of education provision, public realm, healthcare provision, leisure facilities and other local services meet the needs

of a growing population and that the benefits of growth are shared by all residents.

Key components of this objective are:

- Creating genuinely sustainable communities and ensuring that residents of Lincoln's more deprived communities are able to access new economic opportunities;
- Investing in local people and local services including improving local bus services, supporting investment in education, retaining good quality healthcare facilities and ensuring quality community and cultural facilities and provision;
- Ensuring that the most deprived areas of the city and elements of the population share the benefits of growth, particularly through the regeneration of the Western Growth Corridor, North East Quadrant and nearby estates, and increased provision of affordable housing;
- Maximising the benefits of new university development and ensuring links with local economic development priorities; and
- Increasing the level of skills of the local workforce, linked to the creation of new employment opportunities.

1.6 Delivery against these objectives will realise the vision of a Lincoln, which is bigger; better, and more balanced and contributes to both national and regional housing growth, environmental and economic development priorities and targets.

## **2. Rationale for Growth**

### Building Upon Existing Assets

2.1 The period to 2016 and beyond will see Lincoln and its hinterland become one of the fastest growing areas in the East Midlands region. Underpinning this growth is the regional designation of Lincoln as one of only five principal urban areas in the East Midlands. It is the largest settlement in the Eastern Sub Area. It is also the most significant historic city in the East Midlands, in terms of its rich Roman legacy and Norman architecture. More generally, the city is perceived (Guardian/Observer readers' poll May 2004) as one of the more attractive places to live in the UK, because of its high quality built environment and compact size. It has risen to 16<sup>th</sup> place in the list of the UK's Most Profitable Cities (Dun and Bradstreet, May 2002). In terms of national geography, Lincoln is paradoxically both central and remote because of its distance from the main centres of population. Improvements in transport provision are key to increasing the accessibility of the city.

2.2 The strategy for the future growth of Greater Lincoln offers the chance to further strengthen its appeal as a residential location of choice – with new town centre apartments, waterside living around the Brayford Pool and sustainable urban extension areas to the north, west and south of the city. In preparing plans for the delivery of growth, partners are conscious of the need to learn lessons from sustainable urban extensions and Growth Points elsewhere and are committed to implementing best practice with regards to delivering the highest environmental standards. This will enable the delivery of liveable, viable and sustainable communities in a growing urban area

### Sub Regional Context

2.3 The productivity of the Lincolnshire economy has been declining over the last decade, although the decline seems to have slowed down in some parts of the county in recent years. Gross Value Added (GVA) was 77% of the UK average in 2003. The Lincolnshire Assembly (the sub-region's accredited Local Strategic Partnership) has developed a Lincolnshire Economic Strategy and Action Plan aimed at raising productivity so that the Lincolnshire economy can make a positive contribution to the East Midlands vision to be a top 20 region in Europe by 2010.

2.4 The Action Plan requires growth of some 4% a year over 10 years to raise the GVA to 85% of the UK average. This requires substantial investment and job creation; for example, this requires an increase of 2,200 (11%) in the number of firms in Lincolnshire, and attraction of an annual average of 1,000 new jobs and £160m of investment from investors new to Lincolnshire. This will need to be supported by housing growth. The Lincolnshire Economic Strategy is currently being revised to include updated information and new targets.

### Lincoln Policy Area (Greater Lincoln)

2.5 Lincoln is the urban core of a wider policy area that covers a population of c. 160,000. Although the population of Lincolnshire is one of the fastest growing in England, the city of Lincoln's population has remained relatively static over the past ten years. This is largely due to the tight administrative boundaries that surround the City. The Lincoln Policy Area (LPA) is defined primarily through an analysis of journey to work patterns related to other data concerning the frequency of public transport services, the existence of key rural settlement services and existing housing completions and commitments. This area contains by far the largest single concentration of jobs, housing and services in Lincolnshire as well as having a very important tourist industry, and an increasingly extensive educational and cultural role, particularly with the rapid expansion of the university

### Population

2.6 Recent and projected population changes since 2001 are available only at District level. This section looks at the three Districts covering the LPA in turn; only the City of Lincoln, however, is wholly within the LPA. The



projections are based on the housing provision in the draft Sub-Regional Strategy, which is consistent with the Growth Plan. As this was not front-loaded they could under-estimate the population at 2016 compared to the housing trajectory, but are a close reflection of the strategy at 2026.

#### Population Table

| District              | Year/Population |                 |                 |   |
|-----------------------|-----------------|-----------------|-----------------|---|
|                       | 2006            | 2016 Projection | 2026 Projection | % Population increase between 2016-2026 |
| <b>Lincoln</b>        | 87,600          | 91,700          | 99,400          | 13.5                                    |
| <b>North Kesteven</b> | 103,200         | 117,000         | 132,400         | 28.3                                    |
| <b>West Lindsey</b>   | 84,700          | 93,300          | 102,700         | 21.3                                    |

2.7 The City of Lincoln had a population of 87,600 at 2006 (Mid-Year Estimate) This has increased by 3.8% in the previous 10 years, which is below the national average, but since the opening of the University in 1996 has reversed a previous decline in population. This is projected to increase to 91,700 in 2016 and 99,400 by 2026: a further 13.5% increase. The current population has a higher proportion aged 20-29 than nationally, reflecting the number of students.

2.8 North Kesteven had a population of 103,200 at 2006 (Mid-Year Estimate) This has increased by 19.0% in the previous 10 years, which is four times the national average and one of the highest rates nationally. This is projected to increase to 117,000 in 2016 and 132,400 by 2026: a further 28.3% increase. The current population has a lower proportion aged 20-29 than nationally, reflecting the long-standing migration of skilled younger workers from the more rural Districts in Lincolnshire.

2.9 West Lindsey had a population of 84,700 at 2006 (Mid-Year Estimate). This increased by 11.3% in the previous 10 years, over twice the national average, reflecting higher house building rates in the last few years. This is projected to increase to 93,300 in 2016 and 102,700 by 2026: a further 21.3% increase. The current population profile is similar to that for North Kesteven. The population of the three Districts has traditionally been made up largely of White British residents, though over the past few years there has been a significant increase in the number of migrant workers living and working in the City of Lincoln.

#### Town Centre and Retail

2.10. A recent report (Retail and Town Centre Study – Grimley, 2007) has identified Lincoln as an attractive and historic city, with a high quality environment, and a relatively strong representation of multiple retailers. It performs a role not only as a retail destination, but is also a strong tourist and

visitor destination. It is a vital and viable town centre, but with the potential for improvement particularly in light of the RSS objectives for PUAs and growing competition in the wider sub-region. Lincoln has a compact central shopping core, which assists strong pedestrian footfall to the different shopping areas such as the High Street, Brayford Pool Campus, and the Waterside Shopping Centre. Some barriers do exist, however, including the level crossing in the south of the centre. However, the Grimley Study believes there is scope to overcome barriers through integration and linkages between the two relatively separate shopping areas of High Street North and High Street South. Improvements are expected in the retail sector with expansion of the St. Marks retail center and the development of the co-op city center site.

2.11. The growth and consolidation of the University has helped to generate a more diverse and buoyant retail and leisure sector. Lincoln University's main campus, built in 1996, was the first new city centre campus to be built in the UK in 25 years. During the last 10 years £75 million has been invested in the University of Lincoln's Brayford Pool campus and a further £40 million is planned to be invested in the Brayford Campus over the next 5 years.

2.12. In terms of the economic impact on the local economy, it is estimated that the University contributes £125 million per year from turnover and that the university accounts for 2/3 annual growth in the Greater Lincoln economy. The University has provided a catalyst for regeneration, employing 1100 staff directly and improving some 22 hectares of land in the City.

2.13. More specifically, the number of comparison outlets is above the national average, the proportion of vacant units is well below the national average, rents have risen in recent years, yields have remained fairly static, there is a good proportion of higher income earners, and demand from retailers for space has increased. The City Centre has a good mix of leisure activities including a cinema, theatre, bingo club and a number of bars and restaurants.

2.14. Perhaps the greatest threat to Lincoln's long term growth and consolidation in the regional hierarchy, as envisaged in the draft RSS, is the lack of current space for new retail and leisure operators. This is reflected in the low number of vacant units. Retailer requirements have grown and the quality of operator is good, and retailer demand is present beyond registered requirements if new schemes came forward. This includes department store operators which would substantially improve trade retention and the popularity of the centre. There would appear to be space in the existing Waterside shopping centre for new retailers, although this would not be enough on its own to uplift the retail offer in the City Centre and perform the role envisaged in the draft RSS. However, the Study suggests options for expanding the Central Shopping Core post 2016 as part of the LDF process.

### Design and the Environment

2.15. The LPA is a mixture of historic urban areas in central Lincoln, post war suburbs and traditional villages in its outer area. Sustainable and sympathetic

design is essential to maintain physical attractiveness and improve the economic performance of the area, using the latest Government-led best practice. Local character, quality of the public realm, ease of movement, legibility and adaptability are key principles to achieving good urban design, which Greater Lincoln is striving to achieve. Environmental Sustainability is a high priority with urban extensions in particular providing opportunities for demonstrating exemplar environmental sustainability standards. The LPA partners embrace the Government's Code for Sustainable Homes concept and the 'Building for Life' benchmark, and will be encouraging developers to achieve the highest environmental standards as possible. Lincoln is already a green City with a number of parks, commons and green spaces. A Green Infrastructure strategy will bring added benefit in this respect.

### **3. Strategy for Growth**

#### Regional Spatial Strategy

3.1 The vision of the LPA Sub Regional Strategy is based on Policy 7 of RSS8 (2005). The regional role of the Lincoln Policy Area will be significantly strengthened through:

- A sustainable pattern of development and movement in the City of Lincoln and in surrounding settlements;
- The development of Lincoln's role as a cultural and commercial centre;
- An improvement to the economic performance of the City;
- A reduction in deprivation; and
- The protection and enhancement of the outstanding historic and architectural character of Lincoln and its setting in the landscape.

3.2 Policy 6 of draft RSS8 (September 2006) calls for the "significant strengthening of the regional role of Lincoln as one of the region's five Principal Urban Areas" (PUA). This has already happened with significant projects implemented or programmed such as A46 dualling from Lincoln to Newark and development of a new cultural quarter centred on the Brayford Pool and University, and construction of a new centrally located county museum (the "Collection") related to the existing historic tourist attractions.

3.3 The draft Regional Spatial Strategy (RSS) indicates that in the Lincoln Policy Area (LPA), between 2001 and 2026, there will be provision for 28,350 new dwellings. 13,100 of these will be in the City of Lincoln, 11,000 in North Kesteven and 4,250 in West Lindsey. The draft RSS also indicates that 230 hectares of employment land are proposed to allow expansion of the local economy, including provision for two business parks.

## Housing and Population Growth

3.4 More needs to be done if Lincoln is to realise its full potential as the main urban area in this relatively remote and sparsely populated part of the East Midlands region. Population growth is a necessary but not a sufficient condition in improving the economic performance of the area. An enlarged and qualified labour force, which provides existing employers and prospective new businesses increased choice, is an essential component in attracting investment. A key challenge for the Greater Lincoln economy is diversification into higher value added activities such as financial and professional services, whilst maintaining and modernising traditional manufacturing industries. In order to facilitate structural change, a range and choice of employment sites will be provided.

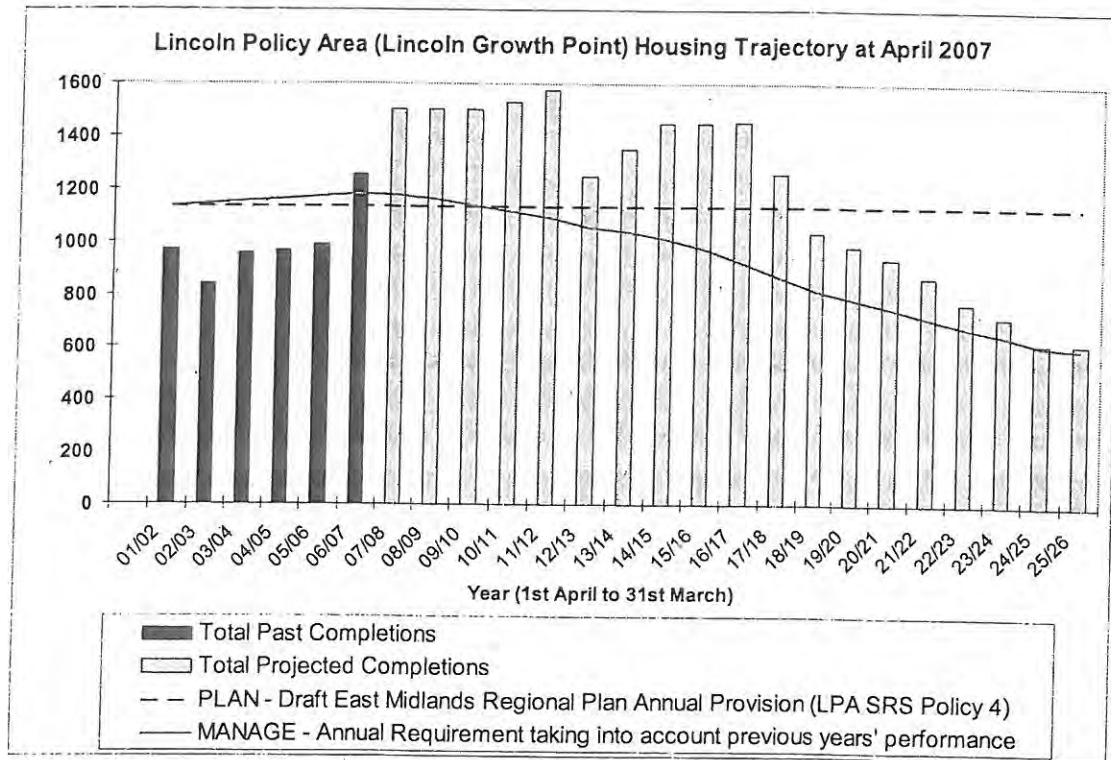
3.5 Significant housing growth is also planned in the wider Central Lincolnshire HMA (58% annualised increase above the Structure Plan) and across the LPA (39% annualised increase) based on the draft Regional Plan (September 2006). This additional housing will need to be supported by the necessary community, transport and environmental infrastructure. There is an affordable housing problem in the Lincoln Policy Area. The rise in prices in Lincoln City is second highest (after Boston) in the region. The price of terraced homes rose by 164% over the period 1999 to 2004. The number of homeless households increased in the Central Lincolnshire HMA by 16% from 2000/01 to 2002/03. Furthermore, waiting list numbers increased by 87% - which is far higher than any other HMA (cf. East Midlands 10%). There were around 4 households on waiting lists for every social rented dwelling let (c.f. East Midlands 3.18). Evidence indicates an out-migration to the surrounding rural areas thus further concentrating low income and deprivation issues in the City of Lincoln.

3.6 The vision for housing is underpinned by a number of cross-cutting evidence based documents, significantly, the Regional Housing Strategy 2004 – 2007 and the Lincoln Housing Strategy 2006 – 2011 which reflects the outcomes of the Joint Housing needs Study undertaken with North Kesteven District Council in 2004, highlighting the need for 800 new affordable homes over the five year period in the City of Lincoln alone.

## Housing Growth Trajectory

3.7 The housing trajectory shows the rate of housing provision that will be planned for in order to deliver the overall requirement of 28,350 homes proposed in the draft LPA Sub Regional Strategy (SRS) by 2026. It should be noted that housing provision is *front-loaded with significant amounts delivered by 2016 in line with DCLG Growth Points' priorities*. The progress of housing development will be monitored and the housing trajectory in Figure 1 below (Housing Trajectory bar chart) and supporting table in Annex 1 (Lincoln Policy Area Housing Trajectory 2007) will be reviewed and refined in the Annual Monitoring Report.

**Figure 1: Housing Trajectory bar chart**



3.8 Building rates in the LPA have increased over the period 2001 – 2007, increasing from 972 dwellings per annum in 2001-02 to 1,255 in 2006-07 (29%), with a significant uplift in the City of Lincoln (224%). Section 4 of this document sets out the key development areas, which will deliver housing growth within the LPA over the period to 2016 and beyond. The three strategic development areas in the LPA have the potential to deliver a total of 9,000 dwellings over the period 2010 to 2026, with significantly more beyond that. Over 14,000 new homes can be delivered within the New Growth Point period 2006 to 2016 (Objective 2). These would be made up of 1255 completed to April 2007, over 6000 already with planning permission, around 400 remaining in an Adopted Local Plan, around 3500 in the three urban extensions, and around 3000 from urban capacity.

### Employment Growth

3.9 Housing growth without accompanying jobs growth will result in unsustainable development and out-commuting to larger urban areas. Over the next twenty or so years the Lincoln area is considered to have considerable potential for economic growth. The Lincolnshire Economic Strategy and Action Plan (2006) has identified Greater Lincoln as the main driver for economic growth in the Eastern Sub Area, and the area is expected to continue to grow at or above the regional average. Recent major development such as the University of Lincoln has given the city a much higher national and regional profile, and major infrastructure improvements such as the dualling of the A46 from Newark to Lincoln, will make the area considerably more accessible and attractive for economic development. The potential availability of external funding, for example, through current

Objective 2 status, which covers most of the Policy area, and Emda, provides a further indication of both the need and opportunities available for integrated and co-ordinated economic development.

3.10 A joint study of employment land (November 2004) conducted by the LPA authorities has estimated that up to 12,000 additional jobs will be needed to satisfy growth in the labour market up to 2021. The significance of the proposed business parks (Decoy Farm and South East Quadrant) in the draft LPA SRS should not be understated. Although they are located in the Lincoln Policy Area, they are potentially the most important employment sites in the county and their primary role is to promote much needed inward investment through the provision of high quality business accommodation. In particular, there is an acute shortage of freehold premises, which the developments could potentially address. These sites could be crucial in expanding the under-represented “knowledge” based sector of the economy and assist in graduate retention and attraction. In addition, there are important employment opportunities within the City, sustainably located on brownfield sites.

#### **4. Key Development Opportunities**

4.1 The administrative area of the City of Lincoln is the urban core of the Lincoln Policy Area. The PUA also includes land within West Lindsey and North Kesteven, most notably North Hykeham. However, it is potentially constrained by its tight boundary. This has led to joint working between adjoining districts (North Kesteven and West Lindsey) and Lincolnshire County Council, resulting in a Sub Regional Strategy (SRS) which is now part of the draft RSS (September 2006). In addition to housing that can be delivered on existing Brownfield sites throughout the City, there are a number of strategic development opportunities located within and on the edge of the PUA built-up area and these are identified as strategic urban extension development areas in the SRS.

4.2 The Urban Capacity Study, undertaken by the City of Lincoln Council, identified that there is potential to develop a substantial amount of housing on Brownfield Land sites within the City. At around 5,055 this equates to 38% of the housing figures provisionally allocated for the City of Lincoln in the Regional Spatial Strategy.

4.3 After development of Brownfield sites, the Strategic urban extension development areas, as an implementation tool, are considered to be the next most sustainable way of delivering a significant proportion of the new development required in a manner that is consistent with both Central Government Policy and the wider strategy contained in the Regional Plan.

4.4 The promotion of the strategic urban extension development areas builds on the content of the recently adopted Lincolnshire Structure Plan (2006). This contains two such areas, namely Swanpool/Decoy Farm (now renamed the Western Growth Corridor) and the North East Quadrant. These were identified as the most sustainable locations through a comprehensive Alternative Strategic Development Areas (ASDA) Study (2001 and updated

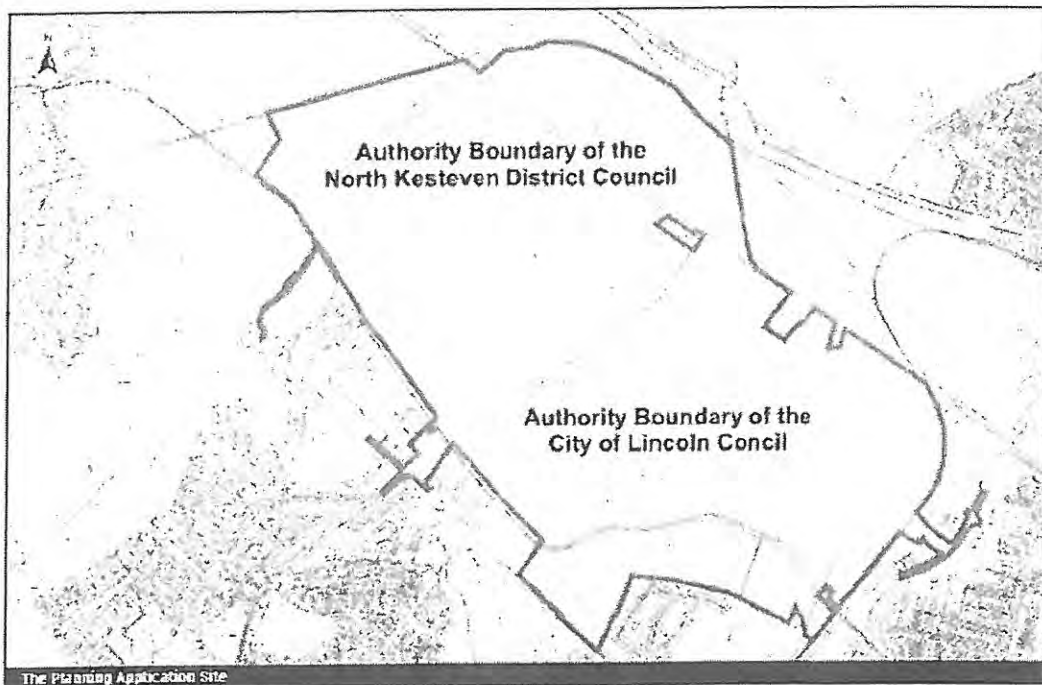
2004, 2005) which was the subject of extensive debate at Examination in Public (2005) and ultimate endorsement in the Panel Report. With particular reference to the Western Growth Corridor, the Study was crucially informed by the Strategic Flood Risk Assessment (SFRA) for the Lincoln Policy Area carried out by JBA Consultants. The SFRA was signed off as technically sound by the Environment Agency in December 2004.

4.5 In order to take into account the longer time period of the Regional Plan and the significantly increased amount of the new development required, the original ASDA study was augmented by a further Supplementary Sectoral Assessment (2006). This, together with the original study, clearly indicated that the South East Quadrant was the most sustainable location for a longer-term third strategic urban extension development area.

## 4.6 Western Growth Corridor

### WESTERN GROWTH CORRIDOR SITE PROFORMA

#### Map of the Site:



#### Location and Site Area:

The Western Growth Corridor site is located approximately 1.5 km to the west and south-west of Lincoln City Centre. The central and southern parts of the site fall within the administrative area of the City of Lincoln; the northern part within the administrative area of North Kesteven. The site is in close proximity to the A15, A41, A46, A57 and A158.

#### Anticipated Development Outputs:

- Residential development of 4,250 dwellings (108 ha)
- Mixed-use employment development (36 ha)
- Two local centres including retail, community, leisure and health care, library, creche and multi-faith facility (6 ha)
- Two primary schools (4 ha)
- Works connected with flood mitigation (80 ha)
- Open space provision (128 ha)
- Park and Ride facility (3 ha)
- Transport and utility infrastructures

#### Background Info:



This collection of adjoining sites runs from the city centre to the A46. The Western Growth Corridor (WGC) is identified as a location for a strategic urban extension in the adopted Lincolnshire Structure Plan. It has also been put forward as a suitable development site in the draft East Midlands Regional Spatial Strategy. This is a mixed-use development area comprising an approved statutory Structure Plan (2006) figure of 1700 dwellings at Swanpool, located in the City of Lincoln, and an allocated 25 hectare business park located in North Kesteven District. The Environment Agency (EA) has objected to the development of housing in this location and the WGC was removed from the original bid for Growth Point status. However, the EA agreed in written submissions (paragraph 17) at the Regional Plan EiP (July 2007) that the allocation for 1,700 dwellings is achievable on land lying outside Flood Zone 3. The EiP Panel Report for the East Midlands Regional Plan will determine the capacity of the site and will be available in mid-November 2007.

Identified constraints include flood defence issues and a link to the A46. The Strategic Flood Risk Assessment (JBA Associates 2004) supports the need for a strategic approach to the mitigation of flood risk to ensure long-term protection of central Lincoln. There is no strategic phasing constraint and development is expected to begin before 2010 (subject to planning permission).

Housing Corporation's Head of Investment (letter 30 May 2007) has offered "to help support the Council in creating a new place for Lincoln" as they recognise the site as being of significant strategic importance, and would work with the City of Lincoln on a development appraisal, the requirement for funding and the identification of partners.

The City of Lincoln Council has developed a set of 6 strategic objectives for the WGC to help ensure its aspirations and key priorities are met for the site:

- To create a sustainable urban extension to the City
- To maximise houses that are affordable for people (defined in the widest sense) to 30% of the overall housing numbers, with the housing effectively integrated
- To ensure that there is effective movement and accessibility both within the site and in connections to the surrounding areas, particularly the City Centre, which results in an overall positive improvement to current movement and accessibility issues.
- To create a high quality and effectively integrated mixture of uses within the site, which also complements facilities and provision in the surrounding areas, including the city centre
- To ensure that the development achieves exemplar environmental sustainability across a range of measures
- To create a high quality development that reflects key urbanism principles

**Ownership:**

The City of Lincoln Council owns approximately 42% of the site. The remainder of the site is owned privately with a consortium of all the site landowners, excluding the City Council, having appointed Taylor Woodrow (now Taylor Wimpey) as their development partner in 2005.

**Delivery:**

Taylor Wimpey made an outline planning application in December 2006 to the City of Lincoln Council and North Kesteven District Council. The applicant has agreed an extension of time until the end of September for determination to allow continuing discussion/negotiation and it is likely a further extension of time until the end of December will be requested.

Negotiations have been ongoing for sometime between the determining authorities and the planning applicant concerning the all aspects of the outline planning application.

**Critical Path:**

- Agree partnership approach to delivery of site (Winter 2007)
- Masterplan negotiations (Spring 2008)
- Revised planning application/masterplan (Summer 2008)
- Consider planning application (Autumn 2008)
- Planning application determination (Winter 2008)
- First phase construction access road (Spring 2009)
- Phase 2 housing construction (Spring 2010/11)
- Phases 4, 5 & 6 local centre construction (2017 onwards)

**Trajectory:** (latest estimate, which differs slightly from the Housing Trajectory in Annex 1 but still provides roughly the same capacity by the same end date)

| <b>Year</b> | <b>Estimated Units</b> |
|-------------|------------------------|
| 2009        | 50                     |
| 2010        | 150                    |
| 2011        | 225                    |
| 2012-15     | 350                    |
| 2016-18     | 375                    |
| 2019-2021   | 350                    |
| 2022        | 275                    |
| 2023        | 225                    |

**Funding Issues:** Details of the following can be found in paragraph 6.2.

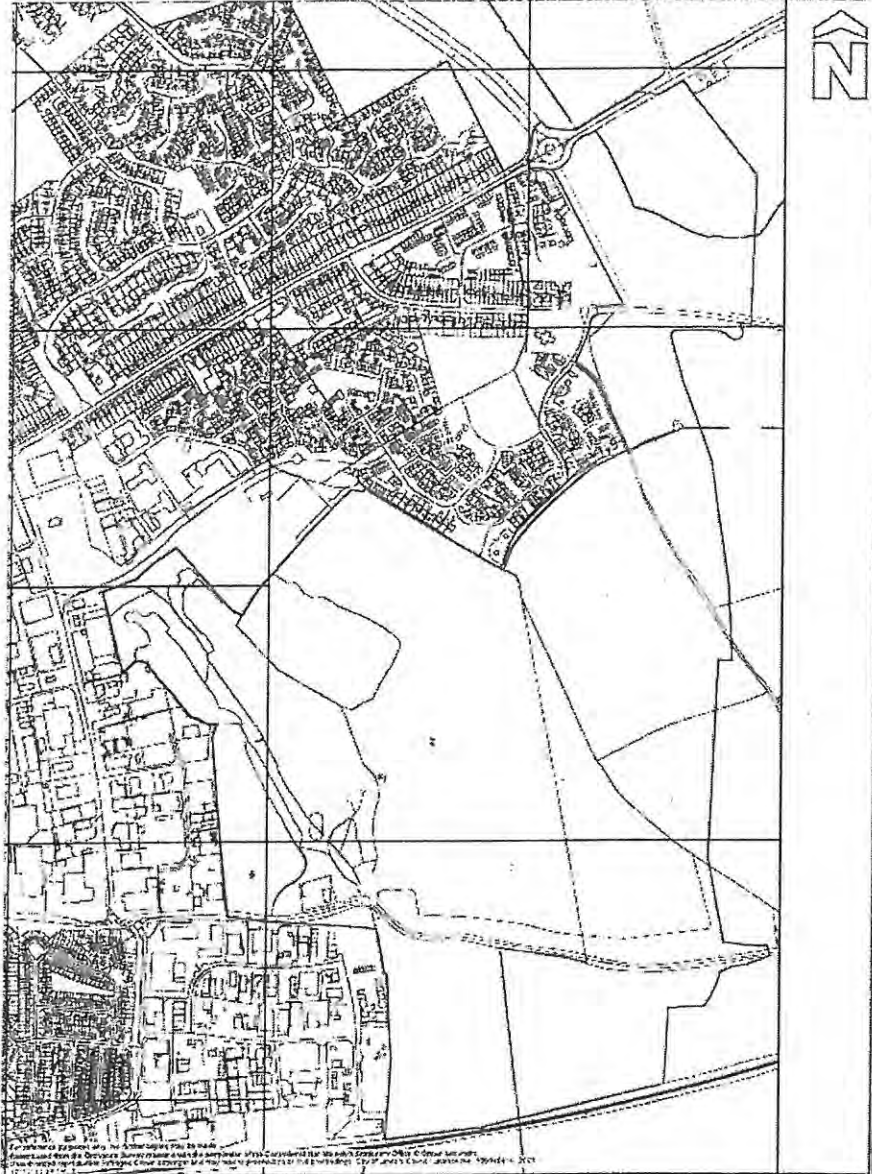
- Park and Ride Feasibility
- Strategic Flood Risk Assessment (Update)

- Flood Mitigation Study
- Sub Regional Country Park
- East West Link

## 4.7 North East Quadrant

### NORTH EAST QUADRANT SITE PROFORMA

#### Map of the Site:



#### Location and Site Area:

The North East Quadrant site is located to the east of Lincoln city centre. The area is boarded by the River Witham to the south, the proposed line of the Eastern Bypass to the east and an area called Broadgate to the west which is close to the commercial core of the city.

#### Anticipated Development Outputs:

- Residential development of 1,500 new dwellings (34 ha)
- Mixed-use employment development (10 ha)
- One local centre including retail, community, leisure and health care uses (1 ha)
- One primary school (2 ha)

The area is located on a gently sloping escarpment and has good view across the Witham Valley to the south and is also highly visible from both the south and east.

Approximately 70% of the North East Quadrant site falls within the administrative boundary of the City of Lincoln Council and 30% within the administrative boundary of West Lindsey District Council.

- Open space provision and playing fields (17 ha)
- Park and ride facility
- Single carriage link road to A158 and Greetwell Road improvements (subject to funding)

**Background Info:**

This is a mixed-use strategic urban extension development area centred on a disused quarry with an approved housing figure of 1,000 dwellings in the Structure Plan (2006). The draft LPA SRS now proposes approximately 1,500 dwellings and employment uses. Viability is seriously constrained by the lack of suitable road access from the east. The Buchanan Study (October 2003) provided a financial appraisal identifying the need for public sector funding to support employment provision via new road infrastructure. The Donaldson Study (2005) supports the case for urban regeneration in the North East Quadrant and identifies the need for public sector support to realise it. In order to ensure the City of Lincoln Council's aspirations and key priorities are met for the site, it is proposing to adopt the 6 objectives as used for the Western Growth Corridor.

**Ownership:**

The Church Commissioners own the majority of the site with the City of Lincoln Council owning a small area around the former Greetwell Quarry area.

**Delivery:**

The Church Commissioners have indicated that they will be submitting an outline planning application in December 2007. The development is within the line of the proposed Lincoln Eastern Bypass and will contribute toward bringing forward this crucial piece of transport infrastructure.

A baseline report was produced by the Church Commissioners leading to the formulation of a range of strategic Masterplan options in 2004. These options have since been refined and led to the development of an initial Masterplan for the site. Preliminary discussions have taken place between the Church Commissioners, the City of Lincoln Council and West Lindsey on the initial Masterplan and strategic issues such as the phasing of development and transport.

The features of Greetwell Hollow Quarry SSSI will be maintained and managed and new areas of limestone grassland will be created as part of the project – which is a national Biodiversity Action Plan priority habitat.

**Critical Path:**

- Agree approach to delivery of site (Winter 2007)
- Masterplan discussions (Spring 2008)
- Planning Application (late Spring 2008)
- Planning Application determination (Spring 2009)
- Construction start (Autumn 2009)

**Trajectory:**

- 2010/11 – 2015/16: Average of 250 dwellings per annum.

**Funding Issues:** Details of the following can be found in paragraph 6.2.

- Park and Ride Feasibility
- Brownfield Land Action Plan
- Single Carriage Link Road/Lincoln Eastern By-pass
- Greetwell Road improvements

4.8 South East Quadrant

**SOUTH EAST QUADRANT SITE PROFORMA**

**Map of the Site:**

The development area is identified by a symbol in the LPA Sub Regional Strategy and because it is subject to ongoing assessment regarding its future potential, its location is described below.

**Location and Site Area:**

This site lies to the south east of Lincoln between Bracebridge Heath and Canwick between the A15 and the B1188.

**Anticipated Development Outputs:**

3,000 new homes (before 2026) plus commercial development (including a Business Park), schools, local shops, community facilities and open space.

The Eastern Bypass of Lincoln is required before development commences. Scheduled for period 2011 -2016 in the Local Transport Plan. Development must deliver integrated transport links to the wider Lincoln PUA.

**Background Info:**

One of the three Strategic Urban Extensions of Lincoln, this site will deliver a mixed-use urban extension to the south east of the City. It will include housing development for up to 3,000 homes (before 2026), additional commercial development opportunities and community infrastructure.

A key component of this project is the part funding through Section 106 agreements of the Lincoln Eastern Bypass. The bypass will facilitate improvements to the wider transport network to allow for the development of the site, whilst also reducing traffic levels in the rest of the Lincoln Urban Area.

The first exercise is to undertake an assessment of the site, funded by the District Council (with a possibility of joint working with the Lincoln Policy Area Authorities and the landowner). This will identify the key constraints and opportunities of the site and aid the preparation of a preliminary design concept statement and the more detailed identification of different development areas. This will allow the development principles to be set out, to meet the right aspirations in terms of mix, sustainability, urban design, carbon footprint and understanding the economics of the site.

A range of environmental issues would need to be addressed in planning the site. These include the visual impact of development within the landscape, flood risk (although the site is not in the floodplain, it will drain directly into the River Witham, thus potentially influencing the flooding characteristics of the Witham Catchment) and noise contours from RAF Waddington.

**Ownership:**

Most of the potential development area is owned by Jesus College, Oxford. The college has been in discussion with other site owners, including the Church Commissioners.

**Delivery:**

The draft RSS states that the site will not be delivered until after 2016. This is due in part to the requirement for the Lincoln Eastern Bypass. The Landowners have argued at the Regional Plan Examination in Public that delivery should begin before that time, and that alternative delivery options for the road can be explored.

Flood defence works would need to be integrated with Water Cycle Strategy and Strategic Flood Mitigation works promoted as part of first round Growth Point funding.

**Critical Path:**

A key issue, which will have a major impact upon the housing trajectory for this site, will be the level of development, which the existing road network can

support in advance of the completion of the Eastern Bypass route.

The landowners stated at the EiP that housing will be built out at a maximum rate of 250 dwellings per annum. This development rate would need to be tested with the private sector over time, as market conditions may influence the development rate.

- NKDC commission site appraisal / concept statement exercise (Winter 2007/spring 2008)
- Integrate into Core Strategy and Housing Allocations DPD (2007/2010)
- Consider Area Action Plan 2010
- Road Construction (Spring 2011/ 2016).
- Planning application (2012/2014)
- Housing Construction (Spring 2016 onwards).
- Commercial Development Construction (Spring 2016 onwards).

**Trajectory:**

- 2016 – 2026: Average of 250 - 300 dwellings per annum.

**Funding Issues:**

Growth Point support would aid Concept Statement delivery and identification of infrastructure needs required for a Masterplan, Development Appraisals and other feasibility work.

The cost of the Lincoln Eastern Bypass is estimated to be approx £85m (Q4 2005) excluding optimism bias, whilst the East Midlands funding allocation advice from January 2006 (which includes optimism bias) contains a forecast outturn of approx £111 million. The developer of the South Eastern Quadrant will be expected to make a significant contribution towards the cost of constructing the Lincoln Eastern Bypass, in addition to flood mitigation works and contributions towards the off site transport infrastructure improvement. It is however anticipated that a significant funding gap may remain. The level of this funding gap will to some extent be determined by the other planning requirements, which will be placed upon the developer, particularly the level of affordable housing provision which is required. The level of public funding support for the road will therefore determine the extent of the mix of affordable and market housing on the site.

A number of other developments (including the North East Quadrant development) may also potentially be required to contribute to the construction costs of the Southern Link Road.

The early delivery of Lincoln Eastern Bypass is critical to releasing the city's overall development potential, because:



- It will enable key development and public realm schemes within the city centre to be progressed,
- Further development at both the Northern Eastern and South Eastern Quadrants are constrained until such a time as the Lincoln Eastern Bypass is constructed and opened.

#### 4.9 Urban Capacity Sites

### URBAN CAPACITY STUDY SITES PROFORMA

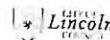
#### Map of the Site:

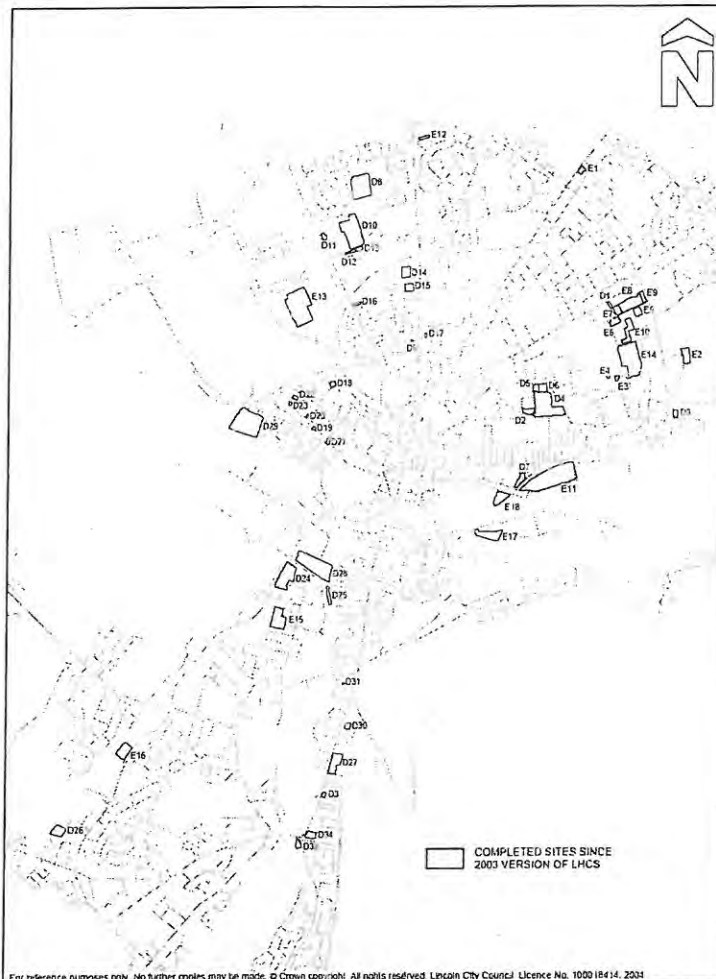


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Map of sites referred to in Schedules A,B and C : Central Lincoln

Lincoln Housing Capacity Study Update Report 2004





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Map of sites referred to in Schedules D and E : Outer Lincoln

Lincoln Housing Capacity Study Update Report 2004



**Location and Site Area:**

The Urban Capacity Study identified 127 Brownfield sites within central and outer Lincoln, of which around 75% were considered suitable for development.

**Anticipated Development Outputs:**

The Urban Capacity Study estimated that of those sites likely to come forward there was the potential to deliver up to 8,540 additional new homes by 2026.

The following housing trajectory has been assumed for the Urban Capacity sites.

- 2006 – 2011 302 dwellings per year
- 2011 – 2016 302 dwellings per year
- 2016 – 2021 302 dwellings per year

These figures include completions in

2004 and 2005.

**Background Info:**

The 2003 Urban Capacity Study (updated in 2004) specifically sought to quantify sources of housing capacity that were additional to dwellings identified in the Local Plan.

The estimated housing capacity was 6,555 made up of the following sources:

- Existing Brownfield land sites that are likely to come forward for housing development over the period 2004-21 (this figure excludes sites already contained within the Local Plan, and sites likely to be developed for non residential uses);
- Increased density on sites allocated in the Local Plan;
- Other sources for new dwellings, for example sub division; and
- Projected additional Brownfield sites that may come forward in the future.

If this estimated capacity is projected to 2026, the end date of the Draft Regional Plan, the total is 8540. Of these 8,540 dwellings, 2,500 are at the Western Growth Corridor and should be discounted, as they have been included in the 4,500 identified above. The residual capacity is therefore 6040.

**Ownership:**

These sites are in a wide range of ownerships including some that are Council owned.

**Delivery:**

At present, the delivery of these development sites is being left to the private sector.

If the full development potential of these sites is to be achieved in a timely manner, a pro-active approach will be required to address land ownership / planning issues.

In the first instance this will include: -

- Undertaking a Housing Land Availability Assessment which would include a further appraisal of the deliverability of individual sites;
- Ensuring that sites identified in the 'urban capacity' sites are appropriately allocated within the emerging Local Development Framework; and
- Prepare a Brownfield Land Action Plan in partnership with others.

**Critical Path:**

To be determined on a site-by-site basis.

**Trajectory:**

It is assumed that all of the urban capacity study sites will be built out over the course of the next 20 years.

- 2006 – 2011: 302 dwellings per annum
- 2011 – 2026: 302 dwellings per annum

**Funding Issues:** Details of the following can be found in paragraph 6.2.

- Strategic Flood Risk Assessment (Update)
- Flood Mitigation Study
- Brownfield Land Action Plan

## 5. Infrastructure Requirements

5.1 The proposed housing growth is only acceptable if it is accompanied by the necessary improvements to physical, green and social infrastructure. Improved infrastructure is necessary to cater for a growing population and also to deal with existing deficiencies. This includes the roads, sewers, utilities and public transport services needed for development to work, and the facilities such as schools, arts, culture and recreation that make communities sustainable and liveable. The County Council is currently developing a formula-based model to assist in the assessment of developer contributions through S106 agreements. It is anticipated that this will eventually be adopted as policy as either Supplementary Planning Guidance or the emerging LDF Core Strategies.

5.2 A range of local facilities and services will be provided as part of negotiated planning obligations site by site with developers, including schools, surgeries, play areas, libraries, walking/cycling, road junction improvements and affordable housing. However, there is also a requirement for additional investment, which serves the wider area. This strategic infrastructure needs to be identified early on in the development process to allow for proper planning and funding.

5.3 A SWOT analysis has been carried out to support the development of an investment strategy for delivering growth and regeneration in the LPA.

### **Build on Lincoln's strengths**

- Positive perception of Lincoln as a place to live and visit, relative to crime, the urban environment and attractions
- High level of cultural diversity
- Full employment and high employment activity with inward migration of skilled workers (from UK and wider EU)
- Relatively limited number of key landowners on the city's periphery (three)

- Sectoral strengths in engineering, tourism, retail and construction
- Relatively low cost base across the area
- Compact urban area
- Partnership working arrangements e.g. LASP JAC, Lincolnshire Housing Forum, Invest in Lincoln and the Greater Lincoln Partnership
- RSL partnership agreement and Choice Based Lettings System

#### **Addressing the Weaknesses**

- Historically poor provision of road infrastructure, particularly to the east of the city
- Contraction of traditional employers in the city and market inability to deliver structural changes to the economy
- Skills gap in the workforce
- Degree of spread of central government resources across Growth Areas and Growth Points
- Relatively high car dependency and low public transport usage
- Relatively high deprivation in some wards

#### **Taking advantage of the Opportunities**

- Population growth and restructuring
- Growth Point status and raised national profile
- New investments in land and property, including that owned by local authorities
- Growth in leisure, tourism (especially historic city core) and visitor expenditure
- Compact urban morphology allowing for sustainable development and transport choices
- Extensive quarrying to the west providing the basis to develop a sub regional country park

#### **Minimising the Threats**

- Low average incomes and relatively small local markets
- Traffic congestion on major roads including A46 and A15 and key city routes during peak hours and inability to achieve modal shift
- Housing growth not being supported by employment growth and infrastructure delivery (unsustainable)
- The implications of climate change and associated river flow/level increases

## **6. Investment and Funding Requirements**

### Short-term Projects (2007/08)

6.1 In October 2006, Greater Lincoln was awarded provisional Growth Point status. In addition, funding was provided for the following projects for the year 2007/08:

- *North East Quadrant Link Road* – a single carriage road from the A158 (Wragby Road) to Greetwell Road to enable mixed use housing and commercial development and regenerate the former quarry. This road will follow the approved route of the Lincoln Eastern Bypass (LEB) and be built to LEB standard so as not to prejudice future upgrading to a dual carriageway. Improvements would also be made to the stretch of Greetwell Road from the new junction to the Greetwell Road/Outer Circle Road junction, which has recently been improved. The project has the full support of the Church Commissioners, who are the relevant landowner and who have indicated a willingness to make a financial contribution to the capital cost of construction plus the transfer of land at no cost.

Funding: £ 700,000 revenue to support the design and accelerated delivery of a single carriage access road. Project is underway.

- *Highways Model* - prepare a Highways Model to identify necessary strategic highways works in the area known as the South Western quarter of Lincoln to support development aspirations of the Greater Lincoln area, including existing employment and housing commitments and future development options that may arise as part of the revised Regional Plan.

Funding: £ 58,500 revenue used to identify necessary strategic highways works in the South Western quarter of Lincoln to support development aspirations of the Greater Lincoln area. Project will commence Autumn 2007.

- *A Flood Mitigation Study* - the Strategic Flood Risk Assessment has established that flood protection is provided to the required standard and yet flood risk will also have design implications for much of the development in the Lincoln Policy Area. Advice is needed on the best approach to be adopted to mitigate against flood risk and implications for the design of developments, and upgrades to the Lincoln Flood Alleviation Scheme and the nature of any developer contributions.

Funding: £ 50,000 revenue to provide advice on the best approach to be adopted to mitigate against flood risk and implications for the design of developments, and upgrades to the Lincoln Flood Alleviation Scheme and the nature of any developer contributions. Project is currently "on hold" pending further discussions with the Environment Agency.

- *Water Cycle Strategy* - the Environment Agency has indicated that there may be issues of capacity of either the water supply or wastewater disposal as a result of the planned growth for the Lincoln Policy Area. A Phase 1 Water Cycle Study is proposed to explore this potential constraint and to investigate any aquifer protection issues arising from the proposed strengthening of the Lincoln Policy Area to implement regional policy.

Funding: £160,000 revenue to investigate issues of capacity of either the water supply or wastewater disposal as a result of the planned growth for the Lincoln Policy Area. The study was proposed for completion in two stages with £ 80,000 for 2006/07 and £ 80,000 for 2007/08. Project is underway.

Medium-term Projects (2008/09 – 10/11)

6.2 In order to deliver the growth ambitions for Greater Lincoln, additional Government funding through the Growth Point initiative will be required to support increased housing allocations. The money will be used to fund the additional infrastructure and capacity support required to deliver such an increase in growth. The overall level of DCLG funding needed to deliver this growth via specific projects in the medium-term is provided in the following tables below.

| <b>Project Title</b>            | <b>Quality Bus Corridors</b>   |
|---------------------------------|--|
| Lead Organisation               | Lincolnshire County Council  |
| Description                     | To promote improvements to vehicles, information and routes via Quality Bus Partnership. Revenue to support traffic modelling and consultation work. Project is part of wider Lincoln Transport Strategy to promote modal shift away from housing-generated car use (demand management). |
| Cost Estimate                   | 2008/09: £ 75,000 revenue  |
| DCLG Contribution               | 2008/09: £ 75,000 revenue  |
| Reason for DCLG Contribution    | To support realistic alternatives to private car use and making the most of available road space.  |
| Potential other Funding Sources | LTP/Bus Operators  |
| Timeframe for Delivery          | 2008/09  |

| <b>Project Title</b> | <b>Park and Ride</b>   |
|----------------------|--|
| Lead Organisation    | Lincolnshire County Council  |
| Description          | A Park and Ride for Lincoln would form part of a meaningful Parking Strategy for the City and is seen as a fundamental component of the Lincoln Transport Strategy, which in itself identifies the infrastructure required to aid delivery of growth for the City. The Lincoln Transport Strategy is currently being reviewed and an important element of this review is the need to undertake a more detailed study |

|                                 |   |
|---------------------------------|---|
|                                 | into the potential for Park and Ride in Lincoln. Revenue is needed to support detailed investigation of demand and provision to support modal shift (demand management)   |
| Cost Estimate                   | 2008/09: £100,000 revenue   |
| DCLG Contribution               | 2008/09: £90,000 revenue  |
| Reason for DCLG Contribution    | A Park and Ride for Lincoln would form part of a meaningful Parking Strategy for the City and is seen as a fundamental component of the Lincoln Transport Strategy, which in itself identifies the infrastructure required to aid delivery of growth for the City. The Lincoln Transport Strategy is currently being reviewed and an important element of this review is the need to undertake a more detailed study into the potential for Park and Ride in Lincoln. |
| Potential other Funding Sources | £10,000 City of Lincoln Council   |
| Timeframe for Delivery          | 2008/09   |

|                      |  |
|----------------------|--|
| <b>Project Title</b> | <b>North East Quadrant Link Road</b>   |
| Lead Organisation    | Lincolnshire County Council  |
| Description          | <p>Road access to the North East Quadrant (NEQ) urban extension via link road to A158 Wragby Road roundabout. This is essential to unlock the potential for 1,500 dwellings within the NEQ strategic urban extension plus employment uses. Without this single carriage road it will not be possible to deliver this strategic housing allocation before 2016 at the earliest (upon construction of the Lincoln Eastern Bypass).</p> <p>Access to the development area also requires improvements to the existing Greetwell Road to improve safety and accommodate higher volumes of housing-generated traffic and HGVs.</p> |
| Cost Estimate        | <p>Link Road - £16 million capital (includes 30% optimism bias).</p> <p>2008/09 - £ 2 million capital<br/>2009/10 - £ 9 million capital</p>  |



|                                 |  |
|---------------------------------|--|
|                                 | <p>2010/11 - £ 5 million capital</p> <p>Greetwell Road - £ 6 million capital (includes 44% optimism bias)</p> <p>2008/09: £700,000 capital<br/>2009/10: £3.8 million capital<br/>2010/11: £1.5 million capital</p>   |
| DCLG Contribution               | <p>DCLG is requested to meet at least two thirds of the total cost of £22 million for these road schemes.</p> <p>Link Road:<br/>2008/09: £ 1.34 million<br/>2009/10: £ 6 million<br/>2010/11: £ 3.35 million</p> <p>Greetwell Road:<br/>2008/09: £ 470,000<br/>2009/10: £ 2.55 million<br/>2010/11: £ 1 million</p>  |
| Reason for DCLG Contribution    | <p>This capital scheme is the logical follow up to design work already underway and funded by DCLG Growth Points (£700,000 in 2007/08 – see paragraph 6.1 of this document). Failure to construct the road over the next three years would result in expensive, abortive work and no early delivery of housing in a very sustainable location.</p>   |
| Potential other Funding Sources | <p>Lincolnshire County Council (LCC) has funded the past work towards the determination of a Preferred Route and Planning Permission for the Lincoln Eastern Bypass (LEB) of which the NEQ will form the first phase. Total level of contribution to LEB to date from LCC is c. £2.8 m. LCC will continue to contribute towards the design and statutory stages of the progression of the LEB. City of Lincoln will contribute land at no cost.</p> <p>Church Commissioners (landowner and developer) are committed to contributing one third of the capital plus land at nil cost (see attached letter with bid).</p> <p>This scheme is also a suitable candidate</p> |

|                        |  |
|------------------------|--|
|                        | for the Community Infrastructure Fund (CIF). |
| Timeframe for Delivery | 2008/09 – 2010/11                            |

|                                 |   |
|---------------------------------|---|
| <b>Project Title</b>            | <b>Lincoln Eastern Bypass</b>   |
| Lead Organisation               | Lincolnshire County Council   |
| Description                     | <p>Key element of the Lincoln Transport Strategy is the Lincoln Eastern Bypass (LEB) with combined footway/cycleway from A158 to A15. This will provide access to the North East Quadrant and South East Quadrant strategic development areas (combined capacity of well over 4,500 dwellings), relieve congestion, improve air quality and release road space for improvements for non-car modes.</p> <p>Revenue is needed to support business case and detailed investigation of design options for revised route to accommodate additional growth (post RSS 2005), including new planning application, inquiry and consultation.</p> |
| Cost Estimate                   | <p>£ 3 million revenue in total:<br/> 2008/09: £ 1 million revenue<br/> 2009/10: £ 1 million revenue<br/> 2010/11: £ 1 million revenue</p> <p>NB figures for 09/11 years have yet to be fully determined and will be subject to progress in earlier stages of the work.</p>   |
| DCLG Contribution               | 2008/09: £ 1 million revenue<br>2009/10: £ 1 million revenue<br>2010/11: £ 1 million revenue  |
| Reason for DCLG Contribution    | The current route of the LEB, which received Planning Permission in April 2005, is being revisited to determine alternative options that acknowledge the potential for increased housing growth in the area beyond 2026.  |
| Potential other Funding Sources | To date LCC has contributed c£2.8 m towards the development of the LEB and will continue to support this scheme as their top priority road scheme in LTP3 period.   |
| Timeframe for Delivery          | 2008/09 - 2015/16   |

|                                 |   |
|---------------------------------|---|
| <b>Project Title</b>            | <b>East-West Link</b>   |
| Lead Organisation               | Lincolnshire County Council   |
| Description                     | Revenue to support business case and ongoing detailed investigation of design options and submission of planning application. East-West Link is a proposed new relief road in the centre of the city and is required to improve traffic circulation and at the same time provide improved bus priority measures, particularly in relation to the proposed new public transport interchange. |
| Cost Estimate                   | 2008/09: £500,000 revenue<br>2009/10: £500,000 revenue<br>2010/11: £500,000 revenue   |
| DCLG Contribution               | 2008/09: £500,000 revenue<br>2009/10: £500,000 revenue<br>2010/11: £500,000 revenue   |
| Reason for DCLG Contribution    | Authorities' will be looking to match DCLG funding with 3 <sup>rd</sup> party developer contributions.  |
| Potential other Funding Sources | Developers/LTP/City of Lincoln  |
| Timeframe for Delivery          | 2008/09 – 2010/11   |

|                                 |  |
|---------------------------------|--|
| <b>Project Title</b>            | <b>Strategic Housing Land Availability Assessment (SHLAA)</b>  |
| Lead Organisation               | City of Lincoln Council  |
| Description                     | A SHLAA is a requirement for all local authorities as part of the evidence base for their Core Strategy development. Given Lincoln's Growth Point status, such a study will be fundamental to assessing the ability of the City to accommodate housing growth, as well as analysing identified, and potential future, Sustainable Urban Extension sites, which may fall within the boundaries of neighbouring authorities. |
| Cost Estimate                   | 2008/09: £70,000 revenue   |
| DCLG Contribution               | 2008/09: £70,000 revenue   |
| Reason for DCLG Contribution    | To identify and assess the developability and deliverability of housing land across the local authority area. The project is likely to commence mid November 2007.   |
| Potential other Funding Sources | City of Lincoln  |
| Timeframe for Delivery          | 2008/09  |

|                                 |  |
|---------------------------------|--|
| <b>Project Title</b>            | <b>Brownfield Land Action Plan</b>   |
| Lead Organisation               | City of Lincoln Council  |
| Description                     | Development of a strategy to bring forward brown field sites identified in the City of Lincoln Council urban capacity study and the hard core sites study (by English Partnerships) that have not yet come forward. A parallel piece of work is being undertaken in relation to the brownfield land action plan being produced by EMDA and EP relating primarily to priority employment sites. |
| Cost Estimate                   | 2008/09: £60,000 revenue   |
| DCLG Contribution               | 2008/09: £50,000 revenue   |
| Reason for DCLG Contribution    | To identify the remediation needs and costs of mitigation in the city's sustainable but difficult to develop "brownfield sites".   |
| Potential other Funding Sources | £10,000 from City of Lincoln   |
| Timeframe for Delivery          | 2008/09  |

|                      |   |
|----------------------|---|
| <b>Project Title</b> | <b>Strategic Flood Risk Assessment</b>  |
| Lead Organisation    | City of Lincoln Council (TBC)   |
| Description          | <p>A Strategic Flood Risk Assessment (SFRA) was produced for the Lincoln Policy Area in November 2004. Since then, PPG25 (Development and Flood Risk) has been superseded by PPS25 that requires Local Planning Authorities to ensure that flood risk is taken into account at all stages in the planning process and that the latest information on climate change is included when assessing flood risk.</p> <p>As the Lincoln Policy Area SFRA was completed prior to the publication of PPS25, there is now a requirement for the SFRA to be updated in order to ensure that all relevant information including climate change, sequential test, exception test and development vulnerability types is taken into account. This is a critical piece of work required to inform and support the delivery of housing by providing up to date information on flood risk.</p> |
| Cost Estimate        | 2008/09: £40,000 revenue  |
| DCLG Contribution    | 2008/09: £20,000 revenue  |

|                                 |  |
|---------------------------------|--|
| Reason for DCLG Contribution    | DCLG funding is required to enable the strategy to be delivered in time to inform the deliver of strategic development sites in the Lincoln Policy Area. |
| Potential other Funding Sources | LPA partners   |
| Timeframe for Delivery          | 2008/09  |

|                                 |  |
|---------------------------------|--|
| <b>Project Title</b>            | <b>Flood Mitigation Strategy</b>   |
| Lead Organisation               | City of Lincoln Council  |
| Description                     | To provide advice on the best approach to be adopted to mitigate against flood risk and implications for the design of developments, and upgrades to the Lincoln Flood Alleviation Scheme and the nature of any developer contributions. The FMS is required to understand the nature and scale of strategic flood mitigation work required to bring forward major housing and employment developments in the Lincoln Policy Area (as indicated in statutory plans) in a sustainable manner. |
| Cost Estimate                   | 2008/09: £60,000 revenue   |
| DCLG Contribution               | 2008/09: £25,000 revenue   |
| Reason for DCLG Contribution    | DCLG funding is required to enable the strategy to be delivered in time to inform the deliver of strategic development sites in the Lincoln Policy Area.   |
| Potential other Funding Sources | City of Lincoln £35,000  |
| Timeframe for Delivery          | 2008/09  |

|                      |  |
|----------------------|--|
| <b>Project Title</b> | <b>University Medical School</b>   |
| Lead Organisation    | University of Lincoln  |
| Description          | Recent reports on the health profile for Lincoln and Lincolnshire, which already show a significant number of health and life style indicators to be worse than the England and East Midland averages, will be exacerbated by further housing growth in an area where there is already a critical shortage of medical and dental staff. The lack of a university medical school with a research base to train and retain new and, most importantly, attract qualified clinicians is a critical impediment to addressing this shortfall. The establishment of medical schools at the Universities of East Anglia, |

|                                 |   |
|---------------------------------|---|
|                                 | Peninsula (Plymouth and Exeter), Hull/York and Warwick and dentistry at UCLAN (Lancashire) have played key roles in improving the health of such areas. In the past five years the University of Lincoln has established a strong Health faculty delivering nursing, primary care and mental health programmes in partnership with local trusts including the T(teaching)PCT and Mental Health trust and research programmes with the local acute trust. The project will investigate the feasibility of a new university medical/dentistry school lead by the University of Lincoln, most likely in partnership with an established medical school(s), to train, retain and attract qualified practitioners. |
| Cost Estimate                   | 2008/09: £100,000 revenue   |
| DCLG Contribution               | 2008/09: £100,000 revenue   |
| Reason for Contribution         | Support is required to provide an appraisal of the feasibility of a medical school to include cost, site search and available finance.  |
| Potential other Funding Sources | NHS/University of Lincoln/Dept. for Innovation Universities and Skills/Regional Development Agency  |
| Timeframe for Delivery          | 2008/09   |

|                      |  |
|----------------------|--|
| <b>Project Title</b> | <b>Sub Regional Country Park/Green Infrastructure Project</b>  |
| Lead Organisation    | North Kesteven DC/City of Lincoln Council/West Lindsey District Council  |
| Description          | <p>The development of a Sub-Regional Park is proposed in the draft LPA SRS based on Whisby Nature Park, Whisby/North Hykeham complex of former gravel pits, linking in Hartsholme Country Park and the proposed Western Growth Corridor development.</p> <p>The sub-regional country park would be the largest element in developing new environmental infrastructure as part of a wider corridor located along the A46 from Lincoln to Newark. Revenue is needed to support strategy and partnership development and to undertake a sub regional level assessment of existing</p> |

|                                 |  |
|---------------------------------|--|
|                                 | <p>provision and infrastructure opportunities, to identify open space needs and access requirements as a strategic context for identifying project opportunities and delivery.</p> <p>Revenue is also required for Project development and project management (2 posts), to support detailed site investigation, project work and capital to develop an eco play area as a flagship project to broaden the Park's appeal</p>   |
| Cost Estimate                   | <p>Green infrastructure Sub Regional level assessment: £50,000 revenue (2008/09)<br/> Country Park Project Officer: £40,000 revenue per annum (2008/09 – 2010/11)<br/> Corridor Project Officer: £40,000 revenue per annum (2008/09 – 2010/11)<br/> Eco Play Area: £200,000 capital (2009/10)</p>  |
| DCLG Contribution               | <p>2008/09: £130,000 revenue<br/> 2009/10: £80,000 revenue and £200,000 capital<br/> 2010/11: £80,000 revenue</p>  |
| Reason for DCLG Contribution    | <p>Support is needed to deliver essential green infrastructure, which initially will have limited commercial viability. Contributions from the private sector will be easier to negotiate once the Park is up and running as a recognisable entity.</p> <p>The wider Green Infrastructure programme is likely to develop organically through existing partnerships, the LDF process and work with Natural England and other partners, directed by LASP JAC/OWG as appropriate:</p> |
| Potential other Funding Sources | <p>Developer Contributions (Waste/Minerals)/<br/> Natural England<br/> Cultural Olympiad</p>   |
| Timeframe for Delivery          | <p>2008/09 – 2010/11</p>   |

| <b>Project Title</b> | <b>Delivery Capacity</b>  |
|----------------------|---|
| Lead Organisation    | Lincolnshire County Council   |
| Description          | The availability of further local staff resources will be critical to delivering the proposed projects. Funding support of £200K per annum is sought over each of |

|                                 |  |
|---------------------------------|--|
|                                 | the first three years of the programme to increase delivery capacity with regard to urban design, planning, project management and the financial administration of additional funding. This will cover staffing plus consultancy support where required. |
| Cost Estimate                   | 2008/09: £200,000 revenue<br>2009/10: £200,000 revenue<br>2010/11: £200,000 revenue  |
| DCLG Contribution               | 2008/09: £200,000 revenue<br>2009/10: £200,000 revenue<br>2010/11: £200,000 revenue  |
| Reason for DCLG Contribution    | To support the delivery of growth-related projects and infrastructure.   |
| Potential other Funding Sources | None   |
| Timeframe for Delivery          | 2008/09 – 2010/11  |

6.3 A number of other important projects are also proposed for delivery over this period but do not at this stage require funding from DCLG:

- Pedestrian and Cycle Network Improvements - On going programme of improvements building on achievements of LTP1.
- Sustainable Travel - Programme of car sharing, cycle training, education initiatives, safer routes to school and business and other integrated policies. Ongoing programme of improvements building on LTP1.
- Public Transport Interchange – New Bus Station located close to Railway Station to create a modern, integrated facility.
- City Centre Parking - Better management/alteration of existing parking in city centre.
- Western Growth Corridor – enhanced highway infrastructure including a new junction required on A46 to access a business park and major housing development, together with integrated transport links to the wider Lincoln PUA (mainly delivered through developer contributions).

#### Longer-term Projects (post 2011)

6.4 The proposed growth for Greater Lincoln is transformational and can be expected to continue beyond 2026 given the latent potential of the South East Quadrant to deliver additional housing well into the future. However, the level of proposed growth and consequent increased activity cannot be supported without fundamental improvements to the transport, social, water and green infrastructure of the area.

6.5 Recognising the important role that transport would have to play in the continued growth of Lincoln, the County Council and its District Council partners undertook an 18-month transport study for the wider Lincoln area. This culminated in the publication of the "Transport Strategy for the Lincoln



Area” in August 2005. The strategy has been developed to ensure that the key outputs are embedded in the emerging Local Development Frameworks being prepared by the District Councils, which in conjunction with the Sub-Regional Strategy, will provide an integrated land-use and transport strategy for the area.

6.6 The key aims of the transport strategy are:

1. *To improve the management of traffic, to protect the environment and promote efficient and convenient movement by various modes of transport;*
2. *To reduce the negative impacts of through traffic, particularly heavy goods vehicles, in the centre of Lincoln*
3. *To develop transport infrastructure schemes which enhance sustainable economic development, safety and local amenity*
4. *To encourage and develop movement by public transport, cycling and walking as part of an overall strategy designed to increase transport choice*
5. *To increase accessibility for all sections of the community*
6. *To develop transport infrastructure that enables sustainable economic development and addresses priority areas for economic regeneration in the Lincoln Area*

6.7 The resulting strategy set out a package of strategic transport interventions which would be need to support the future spatial development of the wider Lincoln area. These were split into two phases – Short Term (up to 2011) and Medium/Longer Term (2011-2021 and beyond). The proposed initiatives are shown below.

| <b>Short Term</b>                         |
|---|
| Lincoln Eastern Bypass                    |
| High Street Level Crossing Closure        |
| Traffic Management Measures               |
| Parking Strategy                          |
| Public Transport Interchange              |
| Quality Bus Corridors                     |
| Pedestrian and Cycle Network Improvements |

| <b>Medium/Longer Term and Beyond</b> |
|--------------------------------------|
| East / West Link                     |

|   |
|---|
| Lincoln Southern Bypass                                   |
| Relief Road Improvements                                  |
| Swanpool Link   |
| Extension of Pedestrian Areas and Priorities              |
| Further Traffic Management Measures                       |
| Continuation of Parking Strategy                          |
| Park and Ride   |
| Continuation of Pedestrian and Cycle Network Improvements |
| Further Quality Bus Corridors                             |
| Real Time Passenger Information                           |
| Extended Interconnect Service                             |
| Rail Service Improvements                                 |

6.8 This strategy is subject to review and the supporting evidence base will be enhanced to enable fuller consideration of role and justification of proposed transport interventions in meeting the objectives for the Lincoln PUA and to support the preparation of Major Scheme Business Cases. It will also fully investigate phasing interdependencies between development and transport infrastructure with a view to bringing forward the implementation of a range of low cost measures that will assist maximising opportunities for early delivery of development.

6.9 The development of the Transport Strategy was informed by the SATURN traffic model for the Lincoln area. A new updated VISUM transport model is currently being developed which will be used to further test transport and spatial development scenarios as the strategy is reviewed and refined, particularly with regard to future phasing of new development and transport interventions.

6.10 The Transport Strategy is expected to be delivery through a range of funding mechanisms. This includes the Regional Funding Allocation process for major capital schemes, the Local Transport Plan block funding for smaller scale capital works, the programmes of other agencies (such as the District Councils, Highways Agency, rail bodies and public transport operators), external funding streams (e.g. European funding, Lottery funding) and developer contributions. The last of these is of particular importance and to assist in securing appropriate contributions, the authorities are developing policies for Section 106 agreements for transport improvements.

6.11 The single most important investment, the Lincoln Eastern Bypass, prioritised as part of the Regional Funding Allocation process, has only been identified for a possible start during a five year period beginning 2011/12 in the 2<sup>nd</sup> Local Transport Plan. This will be constructed with a combined footway/cycleway from A158 to A15 and provide access to the North East

Quadrant and South East Quadrant, relieve congestion, improve air quality and release road space for improvements for non-car modes. Additional design and modelling work is currently required to investigate a revised route to accommodate additional housing growth in line with proposed RSS (September 2006).

### Green Infrastructure

6.12 This infrastructure is required to support the planned growth of the area and the growth point status of Lincoln. In 2006 the East Midlands Regional Assembly document, "Green Infrastructure for the East Midlands: A Public Benefit Mapping Project", identified the Lincoln Policy Area as having an environmental capacity deficiency. Along with other criteria, the identified deficiencies in green space combine to indicate that the public benefit arising from additional green infrastructure delivery would be very high. The partner organisations are committed to developing a Sub Regional Country Park for Greater Lincoln, in association with the quarrying industry. This Country Park will sit within the context of a developing green infrastructure for the city and wider policy area linking together existing activities in this area.

### 6.13 Summary Table of Projects and funding sought from DCLGG

| <b>Project</b>                                 | <b>DCLG Funding request</b>          |
|--|--------------------------------------|
| NEQ Link Road/Greetwell Road                   | £14.75 million capital               |
| Flood Mitigation Strategy                      | £25,000 revenue                      |
| Strategic Housing Land Availability Assessment | £70,000 revenue                      |
| Quality Bus Corridors                          | £75,000 revenue                      |
| Park and Ride                                  | £90,000 revenue                      |
| Lincoln Eastern By-pass                        | £3 million revenue                   |
| East-West Link                                 | £1.5 million revenue                 |
| Brownfield Land Action Plan                    | £50,000 revenue                      |
| Strategic Flood Risk Assessment                | £20,000 revenue                      |
| University Medical School                      | £100,000 revenue                     |
| Sub-Regional Country Park/Green Infrastructure | £290,000 revenue<br>£200,000 capital |
| Delivery Capacity                              | £600,000 revenue                     |
| <b>Total</b>                                   | <b>£ 20,770,000</b>                  |

## 7. Delivery

7.1 The Lincoln Area Strategic Planning Joint Advisory Committee (LASPJAC) has been established jointly by Lincolnshire County Council, Lincoln City Council, North Kesteven District Council and West Lindsey District Council, with additional representation from emda, the Environment Agency and the Lincolnshire Association of Local Councils, as an Advisory Committee to guide: -

- a) the development of the Lincoln Policy Area component of the Lincolnshire Structure Plan review up to its adoption,
- b) the development and review of the Lincoln Policy Area Sub Regional Spatial Strategy component of the revised Regional Spatial Strategy for the East Midlands,
- c) other matters of strategic planning and transportation importance relevant to the Lincoln Policy Area.

7.2 LASP JAC is advised and assisted by an Officer Working Group (OWG) drawn up from the four constituent Local Authorities together with relevant additional specialist advisors, for example, from the Government Office for the East Midlands as necessary and appropriate. The OWG meets monthly to discuss matters relevant to the area and update progress on project work. In the past, specific project groups have been established under the co-ordination of the OWG to provide research and policy options into such topics as strategic development locations, flood risk assessment and green wedges and transport strategy. This has proved successful in delivering the evidence base for the Greater Lincoln sub-regional spatial strategy and the achievement of provisional Growth Points status and funding.

7.3 Future working of the LASP JAC and OWG will focus on completing supporting investigations into infrastructure strategies, implementation and project delivery. Progress on projects is reported periodically to the JAC including major road schemes and water-related issues. There is considerable project management expertise within the authorities and partners, particularly regarding transport and flood risk assessment. Depending on the successful outcome of the bidding process, it is proposed to continue with the existing working arrangements and use LASP JAC and OWG as the delivery vehicle for growth-related infrastructure and project management.

7.4 A revenue bid to enhance current capacity has been included in this Delivery Plan and will be used to secure the necessary support for additional work. This will include project management activities, strategic studies including investigation of the role of the development industry in funding and delivery, and project related studies, including detailed consideration of infrastructure requirements and phasing.

7.5 It is recognised that additional staffing resources will be required in order to ensure that the implementation of the Growth Delivery Plan is accelerated. In particular, partners are keen to engage with EP, ATLAS and CABE to explore how capacity within these organisations may be utilised to assist in delivering local development solutions.

7.6 It is proposed that Lincolnshire County Council will be the lead authority responsible for appraisal, monitoring and audit of individual projects and would follow LCC Financial Regulations with regards tender arrangements and appraisals through its decision-making committees, using long-term contractual partners to deliver projects where appropriate. In terms

of funding prioritisation, LASP JAC will decide which projects to progress with the support and advice of the OWG.

## **8. Conclusion**

8.1 The bids for project funding included in this Growth Delivery Plan are considered realistic in the context of Lincoln's requirements and the resources available nationally. Given the three-year funding opportunity (2008/09 – 2010/11), it is recognised that these are modest first steps in gearing up for growth and building up momentum. The commitment to delivering housing and economic growth in Greater Lincoln is evident in the RSS Sub Regional Strategy, which was formulated by local partners under LASPJAC (on behalf of the Regional Planning Body) and amounts to historically high levels of development in a relatively small urban area. Although the Growth Delivery Plan's emphasis is on housing provision, it is acknowledged in the range of projects proposed for DCLG support, that balanced growth across a range of uses is essential to ensure sustainable communities in Greater Lincoln.

