

Lincoln Eastern Bypass

Planning Statement



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1 Introduction

1.1 Purpose of Planning Statement

This statement accompanies a planning application for a single carriageway road to be known as the Lincoln Eastern Bypass

In addition to providing a description of the proposals for the road, which is within Section 2, this planning statement fulfils three purposes:

1. Its first and most significant role is a review of how they comply with policy, from national through to local level. The English planning system is “plan-led”, so that proposals should be judged against policy. In order to help the reader consider whether policies are promoted by the development and if regulatory policies are met, there is a short review of the environmental impact. National policy has been significantly revised during 2012, and local planning policy is evolving, so close scrutiny of the proposals has been essential.
2. It acts as a promotional statement for the proposals, emphasising the degree to which the development proposals are needed and why the proposal represents the best feasible option.
3. Thirdly, it also acts as an umbrella statement, seeking to integrate the other documents that together comprise the submission for these applications, to help the reader, and the determining authority in particular, to understand the proposals and their implications. The submitted documents and plans follow the local guidance on validation of planning applications, as required by Lincolnshire County Council (LCC). The full list of plans and documents is set out in Appendix A to this document.

The other principal documents are as follows:

- An Environmental Statement (ES) that sets out in full the potential impacts of the development, as determined through Environmental Impact Assessment (EIA), both during construction and operation, upon key environmental criteria, taking account of mitigation measures and cumulative effects of the development of this site and other sites currently being developed or with certainty of implementation. The scope of the themes considered within the ES was the subject of detailed dialogue with officers at Lincolnshire County Council, to ensure key factors were being considered and to agree on the assessment methodology. The need for EIA is set out in the ES. Under EIA Regulations, there is a need to provide a Non-Technical summary of the ES, which should include information on the development, the main environmental impacts, and the mitigating measures. We have taken every care that this summary is succinct, comprehensible and fair. The Environmental Statement comprises three volumes: Volume 1 is the main

body of the document: Volume 2 provides supporting Information, such as figures, tables, and correspondence; and Volume 3 includes technical documents which, although free-standing, have informed the EIA process

- The submission also includes a Statement of Community Involvement (SCI), because both the scheme concepts and the submitted designs have been influenced both by public comments and those of other key stakeholders and statutory consultees. LCC has followed good practice by consulting early and frequently, and by setting out how comments have led to the present designs. The SCI includes references to the consultation associated with the previously approved dual carriageway scheme, the alignment of which has been followed by this scheme.

The SCI includes details of consultation both on the dual-carriageway scheme that already has permission, and on this submitted scheme. There was considerable support from both the public and from other key stakeholders to the dualled scheme, but all comments on that scheme were taken forward. Recent consultation has particularly emphasised the need to consider LEB as one element of a sustainable transport strategy for the city and its region. Additional measures have now been integrated into the scheme to benefit non motorised users, and LCC is keen to emphasise that LEB is but one element of the wide approach to sustainable transport issues in the Lincoln Transport Strategy.

- A Route Appraisal & Justification Statement, which justifies the need for the road, explains the evolution of the design option and summarises both the impact and public benefit associated with the proposal. It sets out fully how the need for a solution to transport and access problems in Lincoln has been recognised for many years: at least going back to the Lincoln Local Plan, which was adopted in 1998. It explains how that need has since been incorporated into subsequent statutory and non-statutory planning and transport policy documents.

The Statement examines how the future growth projected for the Lincoln area (and set out more fully in the summary of policy documents in Section 3 of this planning statement) would be likely to worsen transport and access in Lincoln unless a strategic solution were implemented. These issues would prove a deterrent to business, regeneration and prosperity in the city.

The Statement is a key document within this submission. It sets out the objectives for any scheme to relieve existing and potential future issues, and how these have evolved to reflect concerns expressed and comments made during the various rounds of consultation. It also explains how different options for resolving the problems were considered and assessed against the scheme objectives. It should be noted that the assessment was not merely against transport criteria, but also against environmental criteria.

Finally, the Statement pays attention to the principal mitigation measures taken to ensure the acceptability of the preferred route option and design. This part of the Statement clearly needs to be read in concert with the Design and Access Statements referred to above.

- The National Planning Policy Framework states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. As the proposed scheme would have a fundamental impact on transport within Lincoln, a TA has been undertaken based on a scope agreed with officers of LCC. The Lincoln Eastern Bypass TA demonstrates that existing traffic levels in Lincoln have an adverse impact on public transport operations and the attractiveness of the area for pedestrians and cyclists. It also shows that the implementation of the LEB would bring about significant benefits in terms of reducing accidents. Indeed, the impact of the proposals on transport is generally beneficial and acceptable across a series of parameters, including removing up to 26% of traffic from key routes in the city centre, and reducing congestion and queue lengths. The document reflects the undertaking of a comprehensive and systematic process setting out transport issues relating to the implementation of the development proposals. It also identifies how the scheme will improve accessibility and safety for all modes of travel.
- Application Drawings, which are essential to allow understanding of complex aspects of these proposals. The list of the drawings is set out in this document, but they are not part of the document, because they are referred to by all the constituent documents. The scales of the application drawings have been agreed with officers of LCC and otherwise meet the criteria set by the council's validation checklist. .
- Application forms, certificates and application fee. These have been duly completed and submitted. For these applications, the County Council has had to serve Certificate B, because it does not own the land along the route corridor, and thus has had to serve notice on all known landowners and long-term tenants, who have been informed of progress towards the applications throughout the evolution of the proposals. We have taken all reasonable steps to ensure details have been sent to appropriate individuals and organisations.

There has been dialogue with LCC planning officers to ensure the correct and appropriate planning application fee is paid. All forms have been completed in accordance with LCC's local validation checklist, a copy of which has also been submitted. It should be noted that it is agreed that there need not be a separate design and access statement submitted with this application, given that the application is for a road through countryside. Nonetheless, this planning statement does set out, in a distinct section, the overall design principles that have guided the overall long-term appearance of the road in its setting, so that the function of a design and access statement is fulfilled.

2 Scheme Description

2.1 History and Context

The Route Appraisal and Justification Statement (RAJS) sets out how the scheme has evolved. The route alignment is fundamentally the same as that granted full planning permission by the County Council in 2009, and the RAJS describes how financial constraints have prevented the implementation of the approved scheme, and how adjustments have been made to the design to allow for a single carriageway scheme. The RAJS also explains how there remains a desire to upgrade the road to dual carriageway standard in the future, to ensure that the route caters for the expansion of Lincoln, and thus how certain elements of the scheme have been designed in ways to “future-proof” it to facilitate future upgrading.

Designing and implementing such measures within this scheme has the following benefits:

- it saves money by ensuring the most costly structures are constructed once only;
- it reduces the degree of disturbance to present and future residents and road users; and
- it allows environmental mitigation measures suitable for a wider scheme to be undertaken now and be mature and effective when future upgrading takes place.

The granting of permission in 2009 confirmed the acceptance of the need for a major highway scheme, and that need has been underlined in policy terms since then (see Section 3). That permission was granted subject to a number of planning conditions. These included the need to submit full details of the design of the bridge over the River Witham. The present application also seeks to provide such details under a similar condition.

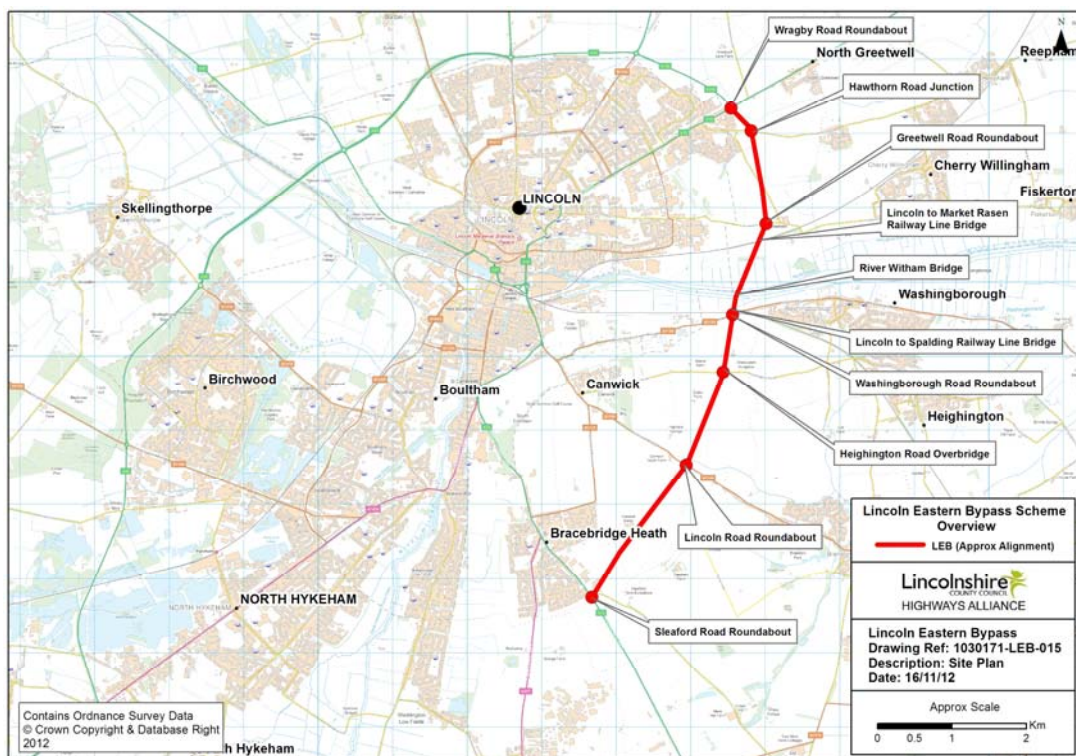
2.2 Description of the scheme proposed in these applications

The proposed scheme will be a single carriageway road through an area of predominantly arable farmland. The LEB will provide a new road linking the existing Northern Relief Road (A46) to the A15 in the south of Lincoln. It will also provide a crossing of the River Witham, Lincoln to Market Rasen railway line and the Lincoln to Spalding railway line. The scheme will be located to the east of the city of Lincoln and the villages of Canwick and Bracebridge Heath and to the west of the outlying villages of North Greetwell, Cherry Willingham, Washingborough, Heighington and Branston (see Figure 2-1). The full area to be the subject of works associated with this scheme is provided in the separate drawing 1030171-LEB-019, where the development area (“planning boundary”) is the red line. That drawing also demonstrates that the works fall within three local authorities. The northern part of the scheme lies within West Lindsey District, and the southern part within North

Kesteven District. Only a short section of the scheme, north of the River Witham, lies within the City of Lincoln.

This scheme is independent of any development proposals and is promoted by the County Council as highway authority and being determined under Regulation 3 of the Town and Country Planning General Regulations 1992 by the County Council itself, as planning authority. Nevertheless, the three district councils have, as confirmed in the RAJS, given their full support to the scheme, and will be primary consultees on the submitted application.

Figure 2-1 – Lincoln Eastern Bypass Route



2.3 Scheme Description

The following section provides an overview of the proposed scheme and a broad description of the future-proofing measures that have been included within the scheme design. The following description relates to the following scheme drawings:

- 1030171-100-023C – Plan & Profile Section 1
- 1030171-100-024C – Plan & Profile Section 2
- 1030171-100-025B – Plan & Profile Section 3
- 1030171-100-026B – Plan & Profile Section 4
- 1030171-100-027B – Plan & Profile Section 5

Note that, for administrative purposes, and to meet mandatory requirements, the planning application area lies within the red line shown on those drawings, which are accurately scaled at 1:2,500 on A1 sized paper, and not the indicative line shown on drawing 1030171-LEB-019.

2.3.1 *Lincoln Eastern Bypass – Overview*

The proposed LEB will provide a new 7.5km single carriageway relief road that will link the junction of the A15 and A158 Wragby Road to the A15 Sleaford Road. The new route will have a design speed of 100kph (with the understanding that there will be a 60mph speed limit) and a separate 3m wide combined cycle and pedestrian right of way (located on the western side of the carriageway) provided along the full length of the scheme, to link up with existing public rights of way. The scheme will comprise the following elements (north to south: starting from the Wragby Road Roundabout):

Wragby Road Roundabout to Greetwell Road (0-1,500m, Ref 1030171/100/023):

1. *Wragby Road Roundabout:* From A158 Wragby Road, the single carriageway layout follows the horizontal alignment of the northbound side of the A158, which allows the LEB to tie into the existing roundabout as a fourth arm. The diameter of the existing roundabout remains unaltered.
2. *Hawthorn Road Junction:* The western side (residential side) of Hawthorn Road will be stopped up and a turning head provided. A left in left out only junction with auxiliary diverge lane and tapered merging lane on the eastern side with the LEB will be added and a segregation island included to block right turns. This junction is the principal change, in terms of movements allowed, compared with the dual-carriageway scheme, which carried Hawthorn Road over the bypass by a bridge.
3. The existing footpath located to the north of Hawthorn Road will be stopped up and access provided to the LEB Non-Motorised Users (NMU) route on the western side of the LEB.
4. *Greetwell Road Footbridge:* A footbridge on the north side of the Greetwell Road Roundabout over the LEB will provide access to the LEB User NMU route and maintain the current NMU provision along Greetwell Road.

Greetwell Road Roundabout to Washingborough Road Roundabout (1,500m–3,000m, Ref 1030171/100/024):

5. *Greetwell Road Roundabout:* A new four arm roundabout will provide a link from the LEB to Greetwell Road.
6. *Lincoln to Market Rasen Railway Bridge:* The structure will carry the LEB over the Lincoln to Market Rasen railway line and the Viking Way, a nationally recognised long distance trail. A link will be provided to the Viking Way from the LEB NMU route

7. *Northbound overtaking lane provided between the River Witham Bridge and Greetwell Road Roundabout:* This will address the lack of overtaking opportunities for northbound traffic over the length of the LEB.
8. *River Witham Bridge:* The River Witham Bridge is the largest structure on the scheme and will carry the LEB over the River Witham floodplain on an embankment, with a bridge travelling over the North Delph, River Witham, and South Delph.
9. *Lincoln to Spalding Railway Bridge:* To the south of the river, the bypass will cross under the Lincoln to Spalding railway line.
10. *South Delph Footbridge:* The footbridge will cross the South Delph watercourse away from the northbound carriageway and provide access to the existing Sustrans cycleway/footway that runs parallel to the River Witham.

Washingborough Road Roundabout to 1500m south of Heighington bridge (3,000m–4,500m, Ref 1030171/100/025):

11. *Washingborough Road Roundabout:* The LEB joins the B1190 Washingborough Road at a new four arm roundabout.
12. A climbing lane has been provided on the southbound exit from Washingborough Road roundabout with an 8% gradient.
13. *Heighington Road Overbridge:* The LEB will pass under Heighington Road through a new bridge, with only NMU access to Heighington Road.

4,500m–6,000m (Ref 1030171/100/026):

14. *Lincoln Road Roundabout:* A new four arm roundabout will be constructed where the LEB crosses the B1188 Lincoln Road.
15. *Lincoln Road Subway:* An underpass is proposed for non-motorised users to cross the LEB at Lincoln Road.

6,000m–7,500m (Ref 1030171/100/027C):

16. *Bloxholm Lane Footbridge:* A new footbridge will be provided over the LEB at Bloxholm Lane.
17. *Sleaford Road Roundabout:* A new four arm roundabout will be constructed to join the LEB with the A15 Sleaford Road and the realigned Bloxholm Lane.

- 2.3.2 The scheme has been the subject of a safety audit undertaken by Lincolnshire Road Safety Partnership and issues raised in this audit have been resolved to the satisfaction of the audit team.

2.3.3 *Lincoln Eastern Bypass – Future-Proofing*

As stated above, LCC aims to ensure that, if required, the scheme can be upgraded to dual carriageway in the most cost effective manner with minimum disruption. As a result, the LEB has been designed to incorporate a number of future-proofing design elements (at a relatively small cost) that offer best value for the single carriageway scheme design and minimises disruption for any future upgrades or scheme changes. The scheme design process identified a number of elements where it would be beneficial to build in future proofing measures and these have been included within the design as follows:

- *Greetwell Road Roundabout/Washingborough Road Roundabout/Lincoln Road Roundabout/Sleaford Road Roundabout:* All roundabouts are larger than would be usual for a standard single carriageway design to allow the carriageway to be widened with minimum disruption, if required in the future.
- *The western arm of Greetwell Road Roundabout will have provision for the proposed Greetwell Road improvement scheme to accommodate future development in the area.*
- *Greetwell Road Footbridge:* It is proposed to build the footbridge with a longer span than required for the designed carriageway width to allow any future widening of the LEB to be accommodated without having to rebuild the footbridge.
- *Lincoln to Market Rasen Railway Underbridge:* The underbridge design contains a wider northbound verge that will allow for the longer sightline for future widening of the LEB, albeit with an acceptable departure from current standards.
- *Heighington Road Overbridge:* The bridge has been designed to accommodate a widened LEB carriageway.
- *Lincoln to Spalding Railway Bridge:* The bridge design contains a two span box structure to allow for and simplify any future widening of the carriageway under the railway line.
- *Bloxholm Lane Footbridge:* It is proposed to build the footbridge with a longer span than required for the designed carriageway width to allow for any future widening of the LEB.
- *The Lincoln Road Subway:* It is proposed to build the subway wider than required for the designed carriageway to accommodate any future widening of the carriageway.
- *The drainage (including catchment ponds) has been designed to allow for future widening of the carriageway.*

- *The carriageway crossfalls are traditionally designed to have a 'crown' in the middle, i.e. each lane falls away from the centreline. In the case of this scheme, the carriageway is designed to fall to the outside edge of the road.*
- *The large cutting south of the Washingborough Road Roundabout has been designed so that future widening can be completed within the proposed landtake.*

2.4 Construction Works Programme

Detailed programming and phasing of the construction works will be carried out by the Principal Contractors undertaking the works. However, Lincolnshire County Council Highways Alliance intends to begin works for the scheme on site once remaining details, such as the designs for bridges, have been approved, and once arrangements have been made to gain access to undertake works, preferably by agreement. It is anticipated the works will take 24 months to complete, though planting schemes may be undertaken beyond that period in order to achieve successful establishment of trees and shrubs.

At present, it is anticipated that the contractors will place their compounds within the red line development boundary, so that no additional permissions are needed. It is also considered likely that no haul roads will be necessary.

2.5 Design

As stated in Section 1, there is no Design and Access Statement associated with this application. Indeed, that structure which is likely to be the most evident within the scheme, the bridge and embankments crossing the River Witham and its floodplain, is to be the subject of further consideration. A number of chapters in the Environmental Statement have emphasised the importance of that design, because of its potential impact on flood mitigation, nature conservation, heritage, and, not least, the landscape. Accordingly, the final design for those structures will follow close liaison with key stakeholders in those subjects, and with the public.

This scheme has paid particular heed to the advantages of providing access for non vehicular users, especially through the provision of a parallel footway and cycleway, and the maintenance and enhancement of links to the rights of way system. Reference has already been made to the future-proofing of the scheme, and that process has borne in mind how the route would fit into the landscape, not just upon completion, but also following upgrading and when mitigation measures are mature.

However, the design of the route carefully allows views for road users of the city and its attractive surroundings, without compromising the importance of the setting of historic and totemic buildings and structures in the city. Moreover, the nature conservation value of the route corridor will be greater than that of the present arable landscape, and impact of lighting will be minimal.

There is also reference to complying with the need for good design in Section 3.2 of this report, reviewing the implications of the National Planning Policy Framework.

3 Policy Context

3.1 Introduction

This part of the planning statement seeks to review whether the proposals of the planning application accord with policy. Under the “plan-led” approach of the English planning system, proposals should accord with the development plan, which encapsulates policy from governmental through to site specific level. This is detailed in Section 38(6) of the Planning and Compulsory Purchase Act 2004 which requires that proposals be determined in accordance with the development plan, unless material considerations indicate otherwise. Therefore, there is an examination of the implications of Government policy, specifically through its National Planning Policy Framework; and to local policy, both statutory and non-statutory.

In determining planning applications, greater weight is given to statutory policy which has been subjected to full public scrutiny. Nevertheless, reference is made in this section to documents that have not been subject to such examination and yet have carried weight with Inspectors at appeal.

3.2 Government Policy

3.2.1 *The National Planning Policy Framework*

In March 2012, the Government published its new National Planning Policy Framework, which sets out the Government’s policies for England and how it expects them to be applied. This document forms a simplified planning policy structure, replacing Planning Policy Statements and Guidance, Minerals Policy Statements and Policy Guidance, and numerous Letters to Chief Planning Officers.

This section of the planning statement sets out elements of the NPPF pertinent to this planning application, and considers whether the proposals are consistent with the document and its principles.

Delivering Sustainable Development

The NPPF sets out the overall aim of the planning system, which is to help deliver sustainable development through the plan-led system. In setting out this overall aim, the Framework quotes the definition of sustainable development from Resolution 42/187 of the United Nations General Assembly as *‘meeting the needs of the present without compromising the ability of future generations to meet their own needs’*. The Framework goes further and defines three dimensions to sustainable development; these being economic, social and environmental. In supporting these three areas of sustainable development, the Framework highlights the planning system’s roles:

- ***‘an economic role*** – *contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; by identifying and co-ordinating development requirements, including the provision of infrastructure;*

- ***a social role*** – *supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and*
- ***an environmental role*** – *contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve bio-diversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.'*

The Framework robustly emphasises the presumption in favour of sustainable development and that planning applications must be determined in accordance with the development plan (unless material considerations indicate otherwise). Where applications conflict with the development plan, unless material considerations indicate otherwise, they should be refused. As is highlighted later in this section of the statement, the principle of developing the Lincoln Eastern Bypass accords with the consultation draft of the Central Lincolnshire Local Plan Core Strategy and with the saved policies of the current local plans of the three relevant local planning authorities. The NPPF makes clear that duly saved policies will normally, and presently, carry weight in determining planning applications until such time as new core strategies or local plans are adopted.

Information set out in the documents submitted with this application provides evidence that there will be economic, social and environmental benefits as a result of the scheme, in line with the roles of the planning system spelled out above.

Core Planning Principles

Within the NPPF, 12 core planning principles are set out which underpin both plan-making and decision-taking. These principles include the reiteration that decisions should be made through the plan-led system, which should be supported by up-to-date local and neighbourhood plans, which is being progressed in the Lincoln area.

The principles state that planning should be a creative exercise and improve places, and also secure high quality design and a good standard of amenity. This principle would be achieved by improving the city centre and eastern suburbs through the removal of traffic. Moreover, we have applied high quality design a fundamental tenet of the proposals.

Of particular relevance to this application is the principle of proactively driving and supporting sustainable economic development through the delivery of homes, business and industrial units and infrastructure. The need for LEB has long been identified due to major development in the area, as is described below, and the fact that such development could not progress in the absence of key infrastructure.

In respect of other key principles, the scheme:

- contributes to conserving and enhancing the natural environment by careful alignment of the route and judicious mitigation measures, and reducing pollution by reducing the number of slow journeys through the presently congested city;
- support the move to a low carbon future and encourage the reuse of previously developed land. LEB is an integral element to the Lincoln Transport Strategy, That Strategy covers a wide range of transport issues (see Section 3.4.5 of this statement) and encourage sustainable low carbon transport in the city centre and enables development of sites which are currently difficult, due to transport issues.
- promotes mixed developments by facilitating allocations of mixed development on the city's eastern side that would otherwise be blighted, and, as stated above, being a key element to the Lincoln Transport Strategy's objective of city centre regeneration;
- protects and conserves heritage assets by avoiding features of interest in the route corridor and also paying heed to the setting of the historic city, especially its cathedral and castle. This consideration is explored in depth in the chapter on Built Heritage in the Environmental Statement.
- actively manages '*patterns of growth to make the fullest possible use of public transport, walking and cycling*' through the removal of strategic and non-essential traffic from local roads through the centre of Lincoln, and thus making public transport more rapid and reliable. Moreover, it is anticipated that LEB will provide a good route for public transport to access the proposed major urban extensions to the city, the North East Quadrant and South East Quadrant; and
- contributes to improving health, social and cultural wellbeing for all, by enabling easier access into related facilities in the city, and encouraging good health by the provision of a cycleway/footway parallel to the road.

Delivering Sustainable Development

The NPPF highlights the Government's commitment to securing economic growth through a supportive and encouraging planning system and that local authorities should proactively plan to meet the needs of business. The Framework states that 'policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing'. LEB will address a long-term infrastructure deficiency.

Promoting Sustainable Transport

While highlighting that the transport system needs to be balanced in favour of sustainable transport, the Government acknowledges that different areas will require different solutions and that ability to harness sustainable transport varies from one place to another. LEB will be a key element of the Integrated Transport Strategy for

Lincoln. By removing significant volumes of traffic from the city centre it will allow the introduction of measures to encourage sustainable transport including better facilities for pedestrians and cyclists and improvements to bus services. It is a requirement of the funding offer for the scheme from the Department for Transport that LCC should “lock in the benefits” of LEB in the form of encouraging sustainable transport. As stated above, the opportunities for providing sustainable transport to the new developments to be facilitated by LEB are considerable.

Requiring Good Design

The Framework sets out a number of good design principles which the planning system should aim to ensure that developments align with; developments should:

- ‘function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development’
- ‘establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit’
- ‘optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks’.
- ‘respond to local character and history, and reflect the identify of local surroundings and materials, while not preventing or discouraging appropriate innovation’.
- ‘create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion’.
- ‘are visually attractive as a result of good architecture and appropriate landscaping’.

The Framework also states that *‘applicants are expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on favourably.’*

LEB will achieve all of these requirements by building on the previously accepted design for the dual carriageway scheme, while incorporating new features appropriate to the single carriageway scheme.

Promoting Healthy Communities

Planning policies should protect and enhance rights of way and access. Local authorities should seek opportunities to provide better facilities for users.

LEB will incorporate facilities to encourage walking and cycling and, by underpinning the Lincoln Transport Strategy, will encourage healthy transport options in Lincoln City Centre.

3.3 Regional Policy

The Government has announced that it intends to abolish the Regional Spatial Strategies (RSSs) that have been adopted throughout England through regional assemblies, though their abolition will not be finalised until the Localism and Decentralisation Bill is fully enacted. The current status of RSSs and the weight they carry in determining planning applications has been the subject of a number of planning appeals and court cases. Thus, discussions with planning officers of both the County Council, as planning authority have taken place, and it is considered that the approved Regional Spatial Strategy, the East Midlands Regional Plan, dating from 2009, should remain a material consideration until abolition of RSSs is finally confirmed, though it is accepted that might be during the determination of these applications. The appropriate references to Lincoln in the Regional Plan are thus considered in this section, though it is recognised that these are now mostly confined to informative background text.

A summary of policies contained in the RSS relevant to LEB is provided in Table 3-1.

The Regional Vision is:

“The East Midlands will be recognised as a Region with a high quality of life and strong, healthy sustainable communities that thrives because of its vibrant economy, rich cultural and environmental diversity and the way it creatively addresses social inequalities, manages its resources and contributes to a safer, more inclusive society.”

This vision sets the tone for the interaction of socio-economic factors which are reflected in the objectives for the LEB scheme, and is also reflected in the specific objectives for the RSS.

The RSS confirmed that new development should be concentrated primarily in and adjoining the region’s five principal urban areas, of which Lincoln is one, because it is the focus for employment and services. The advantages of those areas are spelled out, but it is recognised that accessibility to them needs to be enhanced.

In setting out priorities for the eastern sub-area, into which Lincoln falls, the RSS states:

“Lincoln has significant potential to strengthen its position in the Region as a cultural and commercial centre and this should be encouraged. The establishment and planned expansion of the University of Lincoln has started this process, and will also benefit the Sub-area as a whole.”

This statement is followed by a policy statement that “Development in the Eastern Sub-area should significantly strengthen the role of Lincoln as one of the Region’s five Principal Urban Areas.”

In setting out areas for housing growth, the Regional Plan seeks “significantly strengthening the role of Lincoln as a Principal Urban Area through urban intensification and planned and sustainable urban extensions.” It recommends that, up to 2026, there should be a further 40,600 houses constructed in Central Lincolnshire, of which 19,800 should be in the Lincoln Principal Urban Area. These figures help to demonstrate that there is likely to be continued growth within the Lincoln area, and that infrastructure within the city should seek to accommodate not only present, but also future, demands.

The Regional Plan recognised that the high level of growth should take place in a sustainable manner and follow a number of environmental principles of which the following are relevant to this proposal:

The Regional Plan recognises the importance of transport infrastructure to achieving the sustainable development and regeneration objectives. It sets a specific policy to:

“develop the transport infrastructure, public transport and services needed to support Lincoln’s role as one of the Region’s five Principal Urban Areas in a sustainable manner.”

It set that objective notwithstanding the desire to alter patterns of transport to reduce reliance on the private car, because it makes clear (see para 4.4.6) that *“infrastructure provision is struggling to keep pace with the City’s rapid growth.”* It goes on to say (at 4.4.13) that *“improved accessibility by a variety of transport modes is regarded as a key facilitating element in the achievement of the successful and sustainable growth of the City and its environs.”* The Plan recognises that one of the area’s *“principal attractions is the quality of both its built environment and the surrounding countryside. A key objective ... is to ensure these assets are protected and enhanced not only for the benefit of existing and future residents but also to maintain and add to the area’s attractiveness to visitors and prospective new business development.”* It is noted that there is a reference that the environmental assets are not merely important in their own right, but what they can contribute to the economy.

LEB is specifically identified twice within the RSS as part of the eastern sub-area policy. Amongst other provisions, Policy SRS1 states that in order to significantly strengthen Lincoln’s role as a Primary Urban Area, policy should *“Provide for increased accessibility and transport choice including the construction of eastern and southern bypasses of Lincoln”*.

Policy SRS8, covering sub-regional transport strategies, goes on to state that local policy should seek to

- *“Improve the management of traffic, protect the environment and promote efficient and convenient movement by various modes of transport;*
- *Reduce the negative impacts of through traffic, particularly heavy goods vehicles, in the centre of Lincoln;*
- *Develop transport infrastructure schemes, including eastern and southern bypasses, parts of which will provide access to new urban extensions and would enhance safety and local amenity.”*

LEB is therefore strongly embedded within regional policy, which in turn gives it a robust base for inclusion within local policy.

The Regional Plan remains an important document in that it underlined the strategic importance of Lincoln as a focus for growth, though indicating that infrastructure needed to be improved to meet that role. It should be noted that the general level of growth for the sub-area set out in the plan, although no longer enforceable once RSSs are abolished, remains the basis for proposals to emerge in the Core Strategy for Central Lincolnshire.

Table 3-1 summarises relevant policies in the East Midlands Regional Plan.

Table 3-1 – Summary of East Midlands Regional Plan Policies

Policy 2	Promoting Better Design	The layout, design and construction of new development should be continuously improved, included in terms of reducing CO2 emissions and providing resilience to future climate change.
Policy 3	Distribution of new Development	This policy identifies five Principal Urban Area as the priority for development, including Lincoln Para 2.25 advises that accessibility to these areas will need to be improved
Policy 18	Regional Priorities for the Economy	Local Authorities in all parts of the region should work together with EMDA and other organisations with relevant responsibilities to encourage and foster the regional economy through implementing the Regional Economic Strategy.
Policy 19	Regional Priorities For Regeneration	Regeneration activities should be concentrated on the Areas of greatest need. These include the region’s Principal Urban Areas and Sub Regional centres that exhibit very high and concentrated levels of deprivation
Policy 26	Protecting and Enhancing the Region’s Natural and Cultural Heritage	Sustainable development should ensure the protection, appropriate management and enhancement of the Region’s natural and cultural heritage
Policy 27	Regional Priorities for the Historic Environment	The historic environment should be understood, conserved and enhanced in recognition of its own intrinsic value and its contribution to the region’s quality of life
Policy 28	Regional Priorities for Environmental and Green Infrastructure	Local Authorities, statutory environmental bodies and developers should work with the voluntary sector, landowners and local communities to ensure the delivery, protection and enhancement of Environmental Infrastructure across the region
Policy 29	Priorities for Enhancing the Region’s Biodiversity	Local Authorities, statutory environmental bodies and developers should work with the voluntary sector, landowners and local communities to implement the Regional Biodiversity Strategy, and to deliver a major step change increase in the level of biodiversity

		<p>across the East Midlands.</p> <p>Creating, protecting and enhancing features of the landscape which act as corridors and stepping stones essential for the migration and dispersal of wildlife. (This objective would be facilitated by the mitigation measures proposed under LEB.)</p> <p>Development and implementation of mechanisms to ensure that development result in no net loss of BAP habitats and species , particularly for restricted habitats with special environmental requirements and that net gain is achieved</p>
Policy 30	Regional Priorities for Managing and increasing Woodland Cover	The relevant part of this policy requires that woodland unavoidable lost to development should be replaced with new woodland of equivalent value preferably in the same landscape unit. This objective will be achieved by the LEB scheme.
Policy 31	Priorities for the Management and Enhancement of the Region's Landscape	The region's natural and heritage landscape should be protected and enhanced
Policy 32	A Regional Approach to Water Resources and Water Quality	Protect and improve water quality and reduce the risk to of pollution especially to vulnerable groundwater
Policy 33	Regional Priorities for Strategic River Corridors	The natural and cultural environment of the Strategic River Corridors of the Nene, Trent, Soar, Welland, Witham and Derwent, along with their tributaries, and rivers which contribute to river corridors of a strategic nature in adjoining Regions, should be protected and enhanced.
Policy 35	A Regional Approach to Managing Flood Risk	<p>Development should not be permitted if, alone or in conjunction with other new development it would be at unacceptable risk from flooding or create such an unacceptable risk elsewhere.</p> <p>Inhibit the capacity of the flood plain to store water</p> <p>Impede the flow of floodwater in way that would create an unacceptable risk elsewhere</p> <p>Otherwise unacceptably increase flood risk</p> <p>However, such development may be acceptable on the basis of conditions or agreements for adequate measure to mitigate the effects on the overall flooding regime.</p> <p>The scheme allows for the provision of compensation measures to ensure that flood storage volume is not diminished and that the risk of flooding elsewhere is not increased,</p>
Policy 36	Regional Priorities for Air Quality	<p>Local Development Frameworks and the strategies of relevant public bodies should:</p> <ul style="list-style-type: none"> • Contribute to reducing air pollution in the region; • Consider the potential effects of new developments and increased traffic levels on air quality; • Consider the potential impacts of new developments and increased traffic levels on internationally designated nature conservation sites, and adopt mitigation measures to address these impacts
Policy 38	Regional Priorities for Waste Management	All relevant public and private sector organisations, including manufacturing, importing and packaging firms, should work together to implement the Regional Waste Strategy and promote policies and proposals that will result in zero growth in all forms of controlled waste by 2016 and waste being treated higher up in the waste hierarchy
Policy 43	Regional Transport Objectives	<p>The development of transport infrastructure and services across the region should be consistent with the following objectives;</p> <ol style="list-style-type: none"> 1. to support sustainable development in the Region's Principal Urban Areas, Growth Towns and Sub- Regional Centres; 2. To promote accessibility and overcome peripherality in the Region's rural areas;

		<ol style="list-style-type: none"> 3. To support the Region's regeneration priorities; 4. To promote improvements to inter-regional and international linkages that will support sustainable development within the Region 5. To improve safety across the Region and reduce congestion, particularly within the Region's Principal Urban Areas and on major inter-urban corridors; 6. To reduce traffic growth across the Region; and 7. To improve air quality and reduce carbon emissions from transport by reducing the need to travel and promoting modal shift away from the private car, (particularly towards walking, cycling and public transport and away from other road based transport) and encouraging and supporting innovative transport technologies
Policy 44	Sub-Area Transport Objectives	<p>Eastern Area:</p> <p>E1 – To develop the transport infrastructure, public transport and services needed to support Lincoln's role as one of the region's five Principle Urban Areas in a sustainable manner</p> <p>E6 – To reduce the number of fatal and serious road traffic accidents</p>
Policy 45	Regional Approach to Traffic Growth Reduction	Local authorities, public and local bodies, and service providers should work together to achieve a progressive reduction over time in the rate of traffic growth in the East Midlands and support delivery of the national PSA congestion target
Policy 47	Regional Priorities for Parking Levies and Road User Charging	All Transport Authorities should examine the feasibility and appropriateness of introducing fiscal measures to reduce car usage
Policy 54	Regional Major Highway Priorities	<p>Local Transport Authorities, working closely with Local Planning Authorities and national and regional bodies should:</p> <ul style="list-style-type: none"> • Work to progress the identification and implementation of highway investment priorities subject to full and detailed appraisal; • Ensure that any additional highway schemes are consistent with RTS Objectives and the relevant Subarea Objectives; and • Ensure that all highway capacity is managed effectively to reduce congestion and improve safety
Policy 55	Implementation Of the Regional Freight Strategy	<p>One of the policy objective is to</p> <p>Reduce the environmental impact of all freight; improving efficiency of the industry to reduce impact; and ensuring integration with land use planning, environmental and economic strategies.</p> <p>This policy would be achieved because of the significant removal of freight through the city centre as a result of use of LEB.</p>
Policy Lincoln Policy Area SRS 1	Spatial Priorities for the Lincoln Policy Area	<p>In order to significantly strengthen Lincoln's role as a Principal Urban Area within the East Midland's, Local Development Frameworks, Local Transport Plans, community, housing, economic development and other relevant strategies should:</p> <ul style="list-style-type: none"> • Provide for increased accessibility and transport choice including the construction of eastern and southern bypasses of Lincoln
Policy Lincoln Policy Area SRS 8	Flood Risk and Water Management	<p>Local Authorities, the Environment Agency, Internal Drainage Boards and other relevant bodies should adopt sustainable water and flood risk management throughout the Lincoln Policy Area, including coordinated infrastructure provision.</p> <p>Local Development Frameworks should take account of the best available information on flood risk (including climate change) and apply it in making decisions on the location and design of new development, and ensure that such development makes a positive contribution to flood risk management.</p>

Policy Lincoln Policy Area SRS 8	Sub-regional Transport Priorities	<p>Successive Local Transport Plans, Local Development Frameworks, economic, community and other strategies should consistently seek to:</p> <ul style="list-style-type: none"> • Improve the management of traffic, protect the environment and promote efficient and convenient movement by various modes of transport; • Reduce the negative impacts of through traffic, particularly heavy goods vehicles, in the centre of Lincoln; • Develop transport infrastructure schemes, including eastern and southern bypasses, parts of which will provide access to new urban extensions and would enhance safety and local amenity.
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3.4 Local Policy

At present, adopted local planning policy covering the route of the LEB is contained within three local plans, namely:

- City of Lincoln Local Plan (Adopted August 1998) – City of Lincoln Council
- North Kesteven Local Plan (Adopted September 2007) – North Kesteven District Council
- West Lindsey Local Plan First Review (Adopted June 2006) – West Lindsey District Council

However, in 2009, the City of Lincoln, North Kesteven District Council and West Lindsey District Council agreed to prepare a joint core strategy to be a significant statutory development plan document. The City of Lincoln had undertaken some four years' work on its own core strategy, but the authorities recognised that their geographical juxtaposition made it important to consider spatial planning in an integrated fashion, particularly as Regional Spatial Strategies are due to be abolished.

The authorities have established a joint technical unit to drive forward the core strategy's preparation. It published an issues and options report in 2011 and a Core Strategy – Partial Draft Plan for Consultation was released in June 2012.

For the purposes of this planning statement, although yet to be adopted, the Central Lincolnshire Local Plan Core Strategy will be used as the primary context providing document for local planning within the area within which the LEB will be constructed. However, the three adopted local plans are also reviewed to provide a more detailed context for the application.

3.4.1 Central Lincolnshire Local Plan – Core Strategy – Partial Draft Plan for Consultation, June 2012

In June 2012, the Central Lincolnshire Local Plan Core Strategy Partial Draft Plan was released for consultation.

Table 3-2, at the end of this section, summarises the relevant policies contained in the Core Strategy in its present, partial form.

Vision and Objectives for the Lincoln Area

The Core Strategy sets out an extensive vision for Central Lincolnshire starting with a passage stating that by '2031, Central Lincolnshire will be a better place where the quality of life, health and wellbeing of its communities have been improved. It will be a place that everyone, whatever their age, will find to be a great place to live, work, invest, visit and enjoy life.' The primary aim for the Plan is supporting, through sustainable development, significant growth over the next 20 years with a projected population increase of 62,000 (22%) by 2031. The vision goes on to state that 'Investment in the infrastructure required alongside new development has been coordinated and targeted towards the most sustainable and viable locations, including a range of transport improvements that have helped to minimise further traffic growth in the area.' The vision also identifies the need for employment growth and states 'Central Lincolnshire has become an economically prosperous and competitive area. Job opportunities have grown significantly in both traditional sectors and through diversification into new sectors including green technologies, knowledge based industries and research.'

Supporting the Vision, the Core Strategy sets out a comprehensive range of objectives, many of which are relevant to this planning application, including:

- To ensure that change and growth in Central Lincolnshire delivers sustainable development, such that the area's social and economic needs are met while protecting and enhancing its environment and contributing to the maintenance of environmental support systems at all levels from local to global.
- To reduce the causes and impacts of climate change and to promote low carbon living by:
 - Minimising carbon emissions through the location and design of development;
 - Promoting energy conservation, energy efficiency and low carbon technologies;
 - Promoting access by public transport, cycling and walking;
 - Promoting the use of local services, resources and products to reduce "carbon miles"; and
 - Promoting adaptation and resilience to climate change, including reduced flood risk
- To provide a strategic planning framework to guide the scale, distribution and nature of new development, including regeneration, across Central Lincolnshire, which:

- Seeks a significant uplift in historic rates of growth to meet development needs and improve the area's infrastructure and facilities;
 - Ensures that patterns of development are sustainable and support the wellbeing and quality of life for all the area's communities and neighbourhoods.
- To ensure that the infrastructure (services and facilities) needed to sustain and strengthen existing communities and support growth in Central Lincolnshire are adequately provided in a timely and sustainable manner that respects environmental quality and assets.
- To ensure that new development and its supporting infrastructure maximises and strengthens public transport, cycling and walking links and creates attractive alternatives to private car use.
- To improve the quality of life for everyone who lives, visits, works and invests in Central Lincolnshire by promoting opportunities to strengthen and enhance existing settlements and creating sustainable communities that are distinctive, clean, green and safe places.
- To foster the conditions for a healthier population by addressing factors underpinning health and wellbeing by:
 - working with healthcare partners to deliver new and improved health and social care facilities;
 - improving access to leisure, recreational, sports and lifelong learning activities
- To meet the strategic housing needs relating to Central Lincolnshire and all sections of its population, including the provision of an appropriate proportion that is affordable and accessible to those in need.
- To diversify and strengthen the economic base of Central Lincolnshire by providing the locations and skilled workforce to attract new businesses and new sources of employment; to meet the needs of existing companies; and to take advantage of opportunities to diversify into knowledge-based and tourism supported sectors.
- To protect and enhance Central Lincolnshire's environmental assets including its natural and built heritage, biodiversity, and landscapes, and ensure that these continue to contribute to the area's local distinctiveness, diversity and character.

Sustainable Development

The Core Strategy sets sustainable development as a 'headline' policy for the Central Lincolnshire authorities and provides a local definition:

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

Growing Central Lincolnshire

The growth agenda is a primary focus for Central Lincolnshire and Lincoln in particular. The Lincoln Policy Area benefited from the award of Growth Point Status in 2006 and the associated programme of development was included in the East Midlands Regional Plan (2009). The Regional Plan identified the Lincoln Principle Urban Area as the primary location for growth in Central Lincolnshire.

Consultation on the Core Strategy Issues and Options was undertaken through the Sustainable Futures – Blueprint for Growth Study. Local consultation supported the concentration of development on the primary existing urban centres with Lincoln being the most important of these settlements. The study concluded that these locations would be the most sustainable for the concentration of growth in Central Lincolnshire and highlighted associated opportunities including *'focusing infrastructure improvements where they will have the greatest effect in terms of improving and generating new residential and business environments and efficiently unlocking new development'*.

The delivery of the growth agenda will include the development of 42,000 new homes in Central Lincolnshire between 2011 and 2031 and through this development, the role of Lincoln as a 'Regional Attractor' will be enhanced. The Lincoln Primary Urban Area has an identified housing provision of an additional 24,700 units between 2006 and 2031. Restating its position, the Core Strategy states that *'Lincoln will be the principal focus in Central Lincolnshire for new development, including retail, leisure, cultural, office and other employment development appropriate to Lincoln's role, and will accommodate approximately 44% of Central Lincolnshire's housing development over the plan period.'*

At para 5.10, the core Strategy states *"With the M180, the A1, and local improvements in local transport network such as the Lincoln Eastern Bypass and improvement to the A46, there are opportunities for Central Lincolnshire's residential and business communities to support this growth (focused on Humberside) and share in its benefits."* The new road is this seen as an essential element of infrastructure, a statement reiterated in para 5.50.

The Lincoln Principal Urban Area will also accommodate 140ha of employment development between 2011 and 2031.

Sustainable Urban Extensions

The Core Strategy identifies the development of Sustainable Urban Extensions as being critical to the delivery of sustainable growth, focussed on the main urban areas, and fundamental to delivering the Central Lincolnshire Local Plan. Eight urban extensions are identified in the Core Strategy, with three adjacent to the Lincoln Principal Urban Area (the others are located at Gainsborough and Sleaford):

- The Lincoln Western Growth Corridor
- The Lincoln South East Quadrant
- The Lincoln North East Quadrant

These eight sites will provide land for approximately 35% of Central Lincolnshire's housing growth.

Policy CL7 – Sustainable Urban Extensions in Central Lincolnshire sets out the broad principles under which these sites will be developed, including delivering *'safe and effective access and movement, both within the development and to the City and Town centres and adjacent communities, prioritising walking, cycling and public transport whilst acknowledging that some vehicular movements are inevitable, new development will therefore also be required to provide appropriate highway infrastructure and/or improvements to the existing highway network'*.

Infrastructure Delivery Planning

Under the section concerning the delivery of infrastructure, the Core Strategy highlights the LEB as an example of a piece of infrastructure that is critical to the delivery of the Core Strategy's Spatial Strategy for Growth in Central Lincolnshire. In addition to identifying how such infrastructure may be funded (i.e. in part through developer contributions), the policy states that *'they should be protected from development, or the harmful effects of development, and their delivery safeguarded until such time as they are implemented or their delivery becomes unnecessary as a result of changing future circumstances'*.

The Core Strategy states that transport infrastructure requirements are set out in an Infrastructure Delivery Plan that sits alongside the Local Plan.

Transport

The section on transport also highlights the LEB as one of a number of infrastructure projects that *'are sufficiently progressed to provide some certainty of delivery, or are so fundamental to the Spatial Strategy for Growth, that they warrant identification now'* within the Core Strategy.

Policy CL 10 – Transport, states that *'the Central Lincolnshire Authorities will support and promote an efficient and safe transport network which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages use of alternatives such as walking, cycling and public transport'*.

The policy goes on to state that all *'new developments should have regard to the following:*

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

In overview, the Core Strategy highlights that the LEB is fundamental to the delivery of sustainable economic development in Lincoln and the wider plan area, through providing critical infrastructure to support major allocations of housing and business development.

At para 5.59, the Core Strategy points to a number of specific transport schemes *"that are sufficiently progressed to provide some certainty of delivery, or are so fundamental to the Spatial Strategy for Growth, that they warrant identification now."* They include the Lincoln Eastern Bypass, and other local measures, such as the East-West Link road in Lincoln; and a new public transport interchange and Park and Ride in Lincoln.

The transport policy emphasis for LEB in the emerging Core Strategy is thus particularly strong.

A Quality Environment

The Core Strategy aims to take a positive and proactive approach to preserving and enhancing the natural and built environment. Its overall approach is set out in Policy CL23 – A Quality Environment. The policy states that the *'Central Lincolnshire Authorities will work with stakeholders including communities, developers and others to protect the quality, character and diversity of Central Lincolnshire's environment'*. They will achieve this by, amongst other actions:

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

It should be noted that careful consideration of the impact on the historic setting of the city has been undertaken through the evolution of the present proposals.

Managing Water Resources and Flooding

Within the environmental policy, the Core Strategy highlights the need to protect water resources and manage flood risk. Policy CL25 – Managing Water Resources & Flood Risk, states that the *'Central Lincolnshire Authorities will seek to ensure that development proposals do not increase flood risk, will provide for the satisfactory treatment of foul water, will ensure the timely provision and efficient use of water resources and will demonstrate the protection, improvement and sustainable use of the water environment. This will be achieved by:*

1. Working in partnership with the appropriate agencies (the Environment Agency, Lincolnshire County Council as Lead Local Flood Authority, Internal Drainage Boards, British Waterways) and developers to ensure that flood risk and the impacts of climate change are considered as early on in the development process as possible and a satisfactory solution secured. Proposals should demonstrate that:

- *There is no increased risk of flooding to existing properties;*
- *Any necessary flood mitigation measures have been agreed with the relevant body and that the development will be safe during its lifetime;*
- *The adoption, ongoing maintenance and management of any mitigation measures have been considered and any necessary agreements are in place;*
- *Proposals have taken a positive approach to reducing overall flood risk and the potential to contribute towards solutions for the wider area have been considered.'*

LEB will cross the flood plain of the River Witham on a sizeable, complex structure comprising embankments and bridges. The final design for this structure has yet to be confirmed, but there has been close liaison with the Environment Agency during the emergence of these plans, and that will continue to ensure the adequacy of flood compensation measures and to minimise the risk of flooding elsewhere.

The Lincoln Area

The Consultation Draft of the Core Strategy did not include the area specific chapters, therefore a commentary cannot be provided on specific policies for the Lincoln Area. The chapter will include policies on the local strategy for growth, local priorities for development, regeneration, Lincoln City Centre and prosperity and jobs. Also included will be specific sections on the North East Quadrant and South East Quadrant Sustainable Urban Extensions.

There has been liaison with the Joint Planning Unit preparing the Core Strategy to ensure that none of the sustainable urban locations being considered would be jeopardised by the location of the route, and to confirm that the new road would be able to cater for their additional potential traffic generation.

Table 3-2 – Summary of Central Lincolnshire Local Plan Core Strategy Policies

Policy CL1	Sustainable Development in Central Lincolnshire	<p>The Central Lincolnshire Authorities will work with partners, local communities, developers and others to achieve sustainable development in respect of environmental, social and economic change within and beyond Central Lincolnshire.</p> <p>Development will be considered to be sustainable if it is consistent with the Vision, Objectives and policies of the Core Strategy and other components of the Central Lincolnshire Local Plan, together with the relevant national guidance and any other material considerations including the Regional Plan and Neighbourhood Plans where extant and relevant.</p> <p>Proposals for development will be viewed positively and approved without delay where they accord with sustainable development as defined in this policy, unless material considerations indicate otherwise.</p>
Policy CL2	Tackling Climate Change	<p>The Central Lincolnshire Authorities are committed to tackling the causes and impacts of climate change, and will work with partners and stakeholders to achieve an overall reduction in carbon emissions in Central Lincolnshire of 34% by 2020 as the area's contribution to achieving a low carbon future.</p> <p>To deliver this, the Local Plan will:</p> <ul style="list-style-type: none"> • Promote an overall pattern of settlement and growth that minimises the need for unnecessary travel, as set out in the Spatial Strategy for Growth; • Promote modal shift from the car to less carbon intensive modes of transport through appropriate investment, infrastructure provision and the design of development; • Promote a reduction in energy use in line with the Energy Hierarchy as set out in Paragraph 4.18 of this Core Strategy; • Promote the use and development of low carbon and renewable energy to meet identified targets for Central Lincolnshire, as set out in Policy CL3 (Renewable & Low Carbon Energy); • Require that the design of development minimises carbon emissions relating to its use of energy and other resources, and encourages low carbon lifestyles by the occupants and users of the development, as set out in Policy CL26 (Design Quality); • Promote a low carbon economy in Central Lincolnshire, including investment and jobs in low carbon industries, services and products; • Support local communities and neighbourhoods in meeting more of their resource needs locally, including the promotion

		<p>of decentralised low carbon/renewable energy generation and local production of food and other resources such as biomass and timber;</p> <p>Adaptation to climate change will be promoted in decisions regarding the use of land and development, including the management of urban and rural environments, green infrastructure provision, management of water resources and flood risk, and the design of new development.</p> <p>Development will be required to be in accordance with these principles and requirements.</p>
Policy CL9	Infrastructure to Support Growth	<p>The Central Lincolnshire Authorities will seek the delivery of relevant infrastructure to support new development in line with the Infrastructure Delivery Plan and appropriate evidence. Developers will be expected to play a full role in contributing to / delivering infrastructure and, where appropriate, this will include financial contributions through planning obligations and the Community Infrastructure Levy.</p> <p>Where infrastructure items are identified as critical in the Infrastructure Delivery Plan, and on the Proposals Map, they should be protected from development, or the harmful effects of development, and their delivery safeguarded until such time as they are implemented or their delivery becomes unnecessary as a result of changing future circumstances. Where the latter is the case, the future use of the land required for their development will be considered within the context of other policies contained within the</p> <p>Local Plan, and the most relevant and appropriate up to date evidence, and the Authorities will seek to use any financial contributions on other appropriate infrastructure items within the area.</p>
Policy CL10	Transport	<p>The Central Lincolnshire Authorities will support and promote an efficient and safe transport network which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages use of alternatives such as walking, cycling and public transport. These could include measures such as reducing traffic speeds, removing through traffic, managing parking, the further development of strategic walking and cycling networks and providing additional infrastructure.</p> <p>New development will be required to contribute to transport improvements in line with appropriate evidence, including the Infrastructure Delivery Plan, the Local Transport Plan, area-based strategies and site-specific transport assessments to ensure that its impacts can be reduced and/or mitigated.</p> <p>All new developments should have regard to the following:</p> <ul style="list-style-type: none"> • Are located where travel can be minimised and the use of sustainable transport modes maximised; • Minimise additional travel demand through the use of measures such as travel planning, safe and convenient public transport, walking and cycling links and integration with existing infrastructure; • Seek to generate or support the level of demand required to improve, introduce or maintain public transport services; • Do not unacceptably impact the safety and movement of traffic on the highway network or that any such impacts can be mitigated through appropriate improvements; • Support the enhancement of existing or proposed transport interchanges; • Provide appropriate and effective parking provision and servicing arrangements. Detailed parking standards will be identified through an appropriate policy mechanism; • Opportunities to utilise waterways for public transport and/or freight transport

		Transport schemes that are considered fundamental to the delivery of growth in Central Lincolnshire will be safeguarded and their delivery pursued through working with developers, landowners, the highway authority and other relevant agencies.
Policy CL23	A Quality Environment	Development proposals will be required to contribute positively to environmental quality and local character, and not have an unacceptable effect on the area's natural or historic assets.
Policy CL24	Green Infrastructure & Biodiversity	<p>Green Infrastructure</p> <p>The LDF and all development proposals, local investments, strategies and other planning documents, will:-</p> <ul style="list-style-type: none"> • Contribute to, encourage and take opportunities to maximise the potential value of existing and new green infrastructure, public and other open spaces, through encouraging proposals that benefit: recreation; tourism; public accessibility; biodiversity; geo-diversity, flood and water management; the protection and enhancement of local landscape, landscape character and heritage (including proposals to protect, & increase, tree & woodland cover); and the adaptation to and mitigation of climate change. Improvements to links between green assets within and extending beyond the area will be considered; • Support the implementation of the Green Infrastructure Strategy for Central Lincolnshire, including the provision of new green spaces and also a connected Green Infrastructure Network across the area, as illustrated in the strategic Green Infrastructure Network Concept Plan Diagram (Figure 8). This includes encouraging new development and investment proposals to seek to expand and link larger areas of accessible public and other open space and areas of biodiversity value across Central Lincolnshire through creation and management of a strategic, network of green corridors and green links; • Support the broadly defined strategic corridors and areas within the Green Infrastructure Strategy, including retaining, enhancing or creating green spaces that link together the Green Infrastructure Network's identified components of: Strategic Green Corridors and routes, Strategic Green Access Links, Urban Green Grids and the Wider Countryside. Development proposals crossing or adjacent to the Network should make provision for its implementation and/or enhancement. • Support and consider opportunities for targeted environmental and access improvements in the countryside, to strengthen the multi-functionality of the wider countryside as part of the Green Infrastructure Network, in line with the assets, needs and opportunities identified overall in the Green Infrastructure Study, and for each of the relevant Green Infrastructure Zones. • Support the delivery of strategic landscape, biodiversity and recreational designations, initiatives or projects, where they present suitable opportunities for safeguarding and enhancing multi-functional green infrastructure. These include (but are not restricted to) the following existing projects, relevant to the area: <ul style="list-style-type: none"> ○ Lincolnshire Wolds AONB ○ Lincolnshire Limewoods Project ○ Landscape scale conservation approaches ○ Lincolnshire Waterways Development Framework (Lincolnshire Waterways Partnership); ○ Witham Valley Country Park as detailed in Policy L3. • Protect green infrastructure through resisting the loss of public and other open spaces that contribute to the functioning of the overall green infrastructure network and

		<p>not permitting development that will cause significant harm to them. Where an adverse impact on green infrastructure is unavoidable, only permitting development if suitable mitigation measures for network are provided;</p> <ul style="list-style-type: none"> • Support the delivery and management of suitable green infrastructure and recreational open space provision within development proposals and allocations, subject to the availability of suitable appropriate evidence, and the provisions of saved policies in the area's Local Plans together with any future revisions. <p>Biodiversity</p> <p>The LDF and other plans and strategies will also seek to conserve and enhance the natural assets of the area by:</p> <ul style="list-style-type: none"> • Requiring development proposals to maximise the opportunities to: conserve and enhance biodiversity and the restoration and reclamation of known declining habitat assets; • Promoting the appropriate management of features of the landscape of importance for wild flora and fauna; to prevent harm to geological conservation interests; to take into account the need for the continued protection, maintenance, restoration and re-creation of all the area's ecological, biological and geological assets; and to increase provision of, and access to, green infrastructure within the area; • Requiring all new developments to ensure that there will be no significant harm to internationally designated wildlife sites and protected species in or around the plan area. Such development will seek to avoid the loss or deterioration of irreplaceable habitats or features, including ancient woodland and aged or veteran trees. Development will be expected to demonstrate that it will not adversely affect valued landscapes or sites of recognised national or local importance and significance within the area, including Local Sites selected in appropriate local evidence; • In areas not protected through international or national designations, development will: <ul style="list-style-type: none"> ○ Minimise fragmentation of habitats and seek to conserve and enhance existing biodiversity assets of acknowledged local importance; ○ Where adverse impacts cannot be adequately mitigated and significant harm is unavoidable, off-set these impacts through provision of appropriate compensation measures, either off-site or as an integral part of the development, to achieve a net gain for biodiversity; ○ Support creation of a multi-functional Green Infrastructure Network through provision of new and enhanced areas of public and other open space, wildlife habitats and links, both off-site and as an integral part of the development; ○ Contribute to the long-term maintenance and management of the Green Infrastructure Network.
Policy CL25	Managing Water Resources & Flood Risk	<p>Proposals should demonstrate that:</p> <ul style="list-style-type: none"> • There is no increased risk of flooding to existing properties; • Any necessary flood mitigation measures have been agreed with the relevant body and that the development will be safe during its lifetime; • The adoption, ongoing maintenance and management of any mitigation measures have been considered and any necessary agreements are in place; • Proposals have taken a positive approach to reducing overall flood risk and the potential to contribute towards

		<p>solutions for the wider area have been considered.</p> <ul style="list-style-type: none"> • Every effort has been made to maximise the efficient use of water, including water storage wherever practical; • Sustainable Drainage Systems (SuDS) have been incorporated into the proposals unless they can be shown to be impractical; • Relevant site investigations and necessary mitigation measures for source protection zones around boreholes, wells and springs have been agreed with the relevant bodies (e.g. the Environment Agency and relevant water companies); • Adequate provision is made to safeguard the future maintenance of water bodies to which surface water is discharged, preferably by an appropriate authority (e.g. Environment Agency, Internal Drainage Board, Water Company, British Waterways or local council); • No new combined sewer overflows are created and in areas served by combined sewers, foul and surface water flows are separated where possible; • Suitable access is safeguarded for the maintenance of water resources, flood defences and drainage infrastructure. <p>Through this policy will ensure that developers and the Authorities, through early discussions with the relevant organisations, including the Environment Agency, can demonstrate compliance with the EU Water Framework Directive.</p>
Policy CL26	Design Quality	<p>All new development, including changes to existing buildings, shall achieve high quality sustainable design that meets a diverse range of needs and contributes positively to local character and distinctiveness. To achieve this, development proposals must have taken into account the following matters and demonstrate via a Statement of Design Quality:</p> <ol style="list-style-type: none"> 1) How, from the outset, the design of the development has been based on a thorough understanding of local character, in particular how the development positively relates to and connects with the place in which it is proposed, taking account of scale, density, materials, appearance, landscape, layout and access, and other relevant matters; 2) How the development promotes the sustainable use of natural resources and contributes to a low carbon future, including how it mitigates and adapts to climate change. Specifically, this includes how it: <ul style="list-style-type: none"> • minimises carbon emissions relating to its construction and use of energy, and promotes low carbon lifestyles by occupants and users; • meets the specific requirements relating to renewable and low carbon energy set out in Policy CL3 (Renewable & Low Carbon Energy), including consideration of opportunities for Combined Heat and Power (CHP), district heating and other forms of renewable or low carbon energy; • reduces the demand for and use of water and other natural resources; and • is resilient to the impacts of climate change, including increased frequency and severity of heat waves, droughts and flooding; 3) How the development promotes healthy and active lifestyles by occupants and users in line with the requirements relating to health and wellbeing set out in Policy CL11(Health & Wellbeing); 4) How the development as a whole, including buildings,

		<p>transport infrastructure, and public and private spaces around buildings, meets the social, technological and economic needs of occupants and users and can</p> <ol style="list-style-type: none"> 1) be adapted to meet changing needs over time; 5) How the development as a whole, including buildings, transport infrastructure, and public and private spaces around buildings, are fit for purpose, safe, durable, efficient and attractive, including the use of innovative or original architectural approaches where appropriate; 6) How the development as a whole, including buildings, transport infrastructure and public and private spaces around buildings, will safeguard and enhance residential and local amenity; 7) How the development meets the specific requirements relating to design set out in the following Core Strategy policies: <ul style="list-style-type: none"> • Policy CL10 (Transport) • Policy CL24 (Green Infrastructure & Biodiversity) • Policy CL25 (Managing Water Resources and Flood Risk) • In the case of a proposed Sustainable Urban Extension (SUE), the relevant policy for the site in the area chapters of the Core Strategy; 8) How the design takes account of relevant national or local guidance on design matters, including any supplementary planning or similar guidance.
Policy L1	Strategy for Growth in the Lincoln Area	Details not included in Partial Draft for Consultation
Policy L2	Locational Priorities for Development in the Lincoln Area	Details not included in Partial Draft for Consultation
Policy L3	Green Infrastructure and Green Wedges in the Lincoln Area	Details not included in Partial Draft for Consultation
Policy L4	Regenerating Lincoln	Details not included in Partial Draft for Consultation
Policy L5	Lincoln City Centre	Details not included in Partial Draft for Consultation
Policy L7	Prosperity & Jobs in the Lincoln Area	Details not included in Partial Draft for Consultation
Policy L9	North East Quadrant (Land at Greetwell including the former Greetwell Quarry)	Details not included in Partial Draft for Consultation
Policy L10	South East Quadrant (Land at Canwick Heath)	Details not included in Partial Draft for Consultation

It should be noted that the public consultation document is only a partial plan, so that we are not able to present a comprehensive review at present. Moreover, we are aware that a number of objections have been made to certain of the published policies, and that therefore little weight can currently be attributed to them.

Nevertheless, it is clear that the emerging Core Strategy has echoed the RSS in confirming the high level of growth proposed in the Lincoln area, and that LEB is a key piece of infrastructure necessary to ensure that growth can take place.

3.4.2 *City of Lincoln Local Plan (Adopted August 1998)*

The City of Lincoln Local Plan remains the adopted statutory development plan for the Lincoln area. Until the Joint Core Strategy is adopted, the City of Lincoln Local Plan will continue to be the main planning document for Lincoln.

Policies that were 'deleted' as part of the September 2007 review are covered by national planning policy. Other key elements of the Local Plan are covered above Consultation Draft of the Central Lincolnshire Core Strategy. However, some specific policies, pertinent to this proposal are considered here.

A summary of the relevant, saved Local Plan policies and their supporting text are summarised in Table 3-3 at the end of this section.

Within the section on transport in Chapter 3, the Plan specifically highlights the importance of the LEB above over projects stating that policies are designed to *'promote the construction of an eastern by-pass as soon as possible so that full environmental, social and economic benefits may be gained from complementary measures to enhance public transport, reduce the volume and speed of traffic passing through the built-up area and improve the accessibility of areas in need of regeneration.'*

This section outlines the role the Eastern Bypass has to play in the plan and the growth and regeneration of Lincoln. Paras 3.22 to 3.26 are particularly relevant, and refer to the role of the LEB.

The Local Plan highlights that the Council's policy is to support alternatives to the private car in parallel to restrictive traffic management. However, it is acknowledged in the Plan that it will take some time for this policy to succeed and that, in the meantime, there are a limited number of highway schemes that are needed to resolve private and public transport issues and improve the local environment. However, the Local Plan states that the Council's support for new roads will be limited to the following types of projects:

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

The Local Plan supports two ‘missing link’ schemes; the LEB and The Western Gateway. The Plan states that the LEB would enable:

- *‘through-traffic (particularly heavy goods traffic) to be removed from the City Centre and residential and mixed-use areas adjacent to radial routes; the reduction of environmental damage caused by excessive traffic, especially in historic streets and other sensitive areas;*
- *improved access to the commercial and industrial areas on the east side of the City, thus stimulating regeneration and economic development;*
- *the removal of through traffic from the upper High Street area, thereby strengthening retail and other links between the Historic Core, the Top-of-High Street and the Central Shopping Core’.*

The Local Plan acknowledges that only small section of the proposed LEB will be within the city boundary but it supports the construction of the Bypass as soon as possible.

Policy 14 – Strategic and Major Road Proposals safeguards the land required for the LEB and states that *‘planning permission will not be granted for any development which would hinder the construction of that road.’*

The Plan also acknowledges that the construction of the LEB will assist access to proposed Park & Ride schemes around Lincoln.

Table 3-3 – Summary of the City of Lincoln Local Plan Policies

Policy 5	Strategic Network of Cycleways, Footpaths and Bridleways	Planning permission will not be granted for any development which would hinder the completion of the Strategic Network of Cycleways, Footpaths, and Bridleways unless the Local Planning Authority is satisfied that satisfactory, alternative provision is to be made as part of the proposed development.
Policy 14	Strategic and Major Road Proposals	Land required for the construction of the Lincoln Eastern Bypass will be safeguarded and planning permission will not be granted for any development which would hinder the construction of that road.
Policy 43	Green Wedges and Other Major Open Spaces	<p>Planning permission will not be granted for any form of development on land shown on the Proposals Map as part of a Green Wedge unless such development can be carried out without reducing or harming:</p> <ul style="list-style-type: none"> • the contribution which the land makes to the landscape character and setting of the City and local environmental quality; • areas of nature conservation and/or special scientific and/or geological and geomorphological interest; • the value of the Green Wedge for formal and informal recreation. <p>Development proposals will be expected to have particular regard to:</p>

		<ul style="list-style-type: none"> the maintenance or enhancement of the City's footpath, cycleway and bridleway system and their links beyond the city boundary; any approved management plan including or affecting the land.
	Para 6.20 States	<p>The Critical Natural Assets (including Sites of Special Scientific Interest) identified in this Local Plan are regarded as the absolute minimum which must be protected intact if Lincoln's ecological diversity and its essential landscape characteristics are to be preserved. Development will not normally be allowed in these areas unless it complies with a Management Plan, approved by the Local Planning Authority. Management Plans should be designed to protect the ecological, landscape, geological or other scientific interest and qualities of the area. Management Plans have already been approved for some areas, but they may need to be prepared and approved for others. In cases where the City Council owns or controls the land, it will normally be responsible for preparing the Management Plan. In other cases, land owners or developers may wish to prepare Management Plans, either in connection with development proposals or otherwise. The approval of the Management Plan by the Local Planning Authority will be necessary if a case is to be made for permitting development in accordance with such a Plan</p>
Development Adjacent to or otherwise impacting on designated sites	Para 6.34	<p>National planning policy and guidance is increasingly recognising that the onus may be placed upon applicants to assess and propose remedial measures to deal with the potential impact of their development proposals. Consequently, where these abut, or the City Council is concerned that they would damage, Lincoln's "Critical Natural Assets", prospective developers will be expected to submit a written statement to:</p> <ul style="list-style-type: none"> explain how their proposals will affect the area's ecological and landscape resources; describe the measures to be taken to safeguard those assets. <p>The statements will then be taken into account in deciding planning applications. They will help the Council to consider the need for conditions attached to planning permissions and the negotiation of planning obligations.</p> <p>The measures set out in this application fulfil these requirements.</p>
Protected Species	Para 6.37	<p>The presence of protected species and habitats may be a material consideration in the determination of a planning application. Wherever such species or habitats occur, the City Council will expect them to be protected from harm when development takes place. If insufficient protection is proposed, planning permission will normally be refused. Where sufficient protection can be achieved to allow development to proceed, planning permission will normally be subject to conditions to ensure that protective measures are taken. In some cases it may be necessary for such protection to be secured by legal obligation.</p> <p>LCC and its advisors have worked to ensure protected species are protected and, where possible consideration is being given to the provision of enhanced habitat.</p>
Water	Para 6.46	<p>The important point is that Lincoln would be significantly poorer without its water features and, therefore, every effort</p>

Environment		<p>should be made to safeguard their biodiversity and ecology by protecting them from pollution, insensitively designed and located developments and other forms of degradation. Taking this principle a stage further, it is very important that waterside developments should take full advantage of the special setting which water provides. Again, the value in terms of townscape interest, local identity and the creation of a pleasant environment for all to enjoy, is incalculable.</p> <p>Every care has been taken to ensure the environment of the River Witham and other watercourses will be safeguarded.</p>
Policy 44A	Sites of Special Scientific Interest and Other Critical Natural Assets	The Local Planning Authority will not grant planning permission for any development which will diminish, or in any other way adversely affect, the interest and importance of a Site of Special Scientific Interest (SSSI).
Policy 44C	Protected Species	Planning permission will not be granted for development which would harm plants or animals protected by law, or their habitats, except where the Local Planning Authority is satisfied that adequate protection will be secured by the use of planning conditions or planning obligations.
Policy 45A	Trees and Other Ecological and Landscape Features on Development Sites	<p>The Local Planning Authority will require all new development proposals to have full regard to:</p> <ul style="list-style-type: none"> the retention or enhancement of existing trees, shrubs, hedgerows, water courses, areas of open water or other features of wildlife or geological or geomorphological interest within the site; opportunities to introduce areas of semi-natural habitat, suitable species of trees and plants and other features to attract wildlife within landscaping schemes to be carried out as part of the development.
Policy 46B	Protecting the Water Environment	<p>Planning permission will only be granted for development in, under, over or adjacent to lakes, ponds and watercourses if the Local Planning Authority is satisfied that adequate measures will be taken to:</p> <ul style="list-style-type: none"> safeguard the biodiversity and ecology of the area; prevent pollution and other degradation of the water environment; minimise flood risk; mitigate against erosion; protect the public; safeguard access for maintenance.
Policy 70	Greetwell Quarry	<p>Once the mineral extraction at Greetwell Quarry has been completed, planning permission will be granted for one or more of the following uses:</p> <ul style="list-style-type: none"> Business and General Industrial Uses (within Class B1 and B2); Public Open Space; Storage and Distribution Uses (Class B8); Park and Ride.
Policy 92	Land North of Greetwell Quarry	<p>Planning permission will be granted for:</p> <ol style="list-style-type: none"> 1) A District Mixed-Use Centre or business use (within

		<p>Class B1 of the Use Classes Order, 1987) at the western end of the site adjacent to Outer Circle Road;</p> <p>2) Housing and/or Residential or Non-Residential Institutions (within Use Classes C2 and D1) on the remainder of the site; provided that development proposals:</p> <ul style="list-style-type: none"> • include provision for an adequate service road (dependent on mix of uses) between Outer Circle Road and Hawthorn Road (in West Lindsey); • include or provide for a substantial landscaped buffer between built development and the quarry face sufficient to protect both the SSSI based on the quarry face and the nature conservation interest of Greetwell Hollow, and to screen development when viewed from the Witham Gap
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While it is clear that there are rightly strong policies in the Local Plan to safeguard the natural and man-made environment, there is nevertheless a well-founded argument for well-planned, sustainable growth, for which the provision of carefully designed infrastructure, including LEB, is essential. The mitigation measures associated with LEB will amount to a management plan for a significant corridor of countryside and help augment its value.

3.4.3 *North Kesteven Local Plan (Adopted September 2007)*

The Local Plan for North Kesteven was formally adopted in September 2007, but will be replaced by the Central Lincolnshire Joint Local Plan in due course. However, in the meantime, the North Kesteven Local Plan remains the statutory plan for the district. Its policies will carry considerable weight in determining this application.

The relevant policies contained within the Local Plan are summarised in Table 3-4. It will be noted that a number of policies (e.g. LW2) make particular reference to LEB being a justifiable exception to a normally restrictive policy.

Transport

While the Local Plan looks to promote the development and use of sustainable modes of transport, it also acknowledges that as a predominantly rural district there is a high reliance on the private car for travel. However, it does look to developments not to increase the reliance on the private car.

The Local Plan does not have a specific policy in relation to promoting major highway schemes. However, Policy T7 states that *'planning permission will be granted for developments that would not prevent or hinder the planned provision or improvement of desirable transport infrastructure. In particular, land required in connection with the construction and operation of the proposed Lincoln Eastern Bypass... will be safeguarded from any development that would prejudice the provision of that road'*.

Underlining this policy, the Plan goes on to state that the *'safeguarding of the proposed Lincoln Eastern By-pass merits specific reference as this road scheme is*

considered to be of crucial importance to the resolution of transport problems in the Lincoln area.'

While Policy C2 (see Table 3-4) reasonably restricts development in the countryside, its supporting text accepts “ *it is recognised that there are some types of development that need a countryside location – such as agricultural, horticultural or forestry buildings, or uses that have extensive land requirements. In other cases it may be desirable to allow development that will diversify the rural economy, provide for the recreational or housing needs of local communities, or provide for the needs of people travelling through the countryside.*” The last phrase certainly applies to LEB and provides justification to its exception to the policy.

Table 3-3 – Summary of the North Kesteven Local Plan Policies

Policy C2	Development in the Countryside	<p>Planning permission will be granted for development within the countryside provided that:</p> <ol style="list-style-type: none"> 1. It is necessary to sustain the social and economic well being of the rural community; 2. Does not adversely affect the character or appearance of its surroundings 3. Cannot be located in or adjacent to a settlement; and 4. Proper consideration has been given to accessibility issues in the case of proposals that will attract or generate significant numbers of journeys
Policy C3	Agricultural Land Quality	<p>Planning permission will be granted for the development of the best and most versatile agricultural land, only if:</p> <ol style="list-style-type: none"> 1. Previously developed, or land of a lower agricultural grade is not available to accommodate the proposed development; 2. Land of a lower agricultural grade, which is available to accommodate the development, is of a landscape, wildlife or historic interest that outweighs agricultural considerations; 3. The development is proposed on land of the lowest possible grade <p>The route is defined so the loss of such land should not be an issue.</p>
Policy C5	Effects Upon Amenities	<p>Planning permission will be granted for development, provided that they will not adversely affect the amenities enjoyed by other land users to an unacceptable degree</p>
Policy C7	Comprehensive Development	<p>Planning permission will be granted for proposals, provided that they will not prejudice the future development of other land identified for development in the Local Plan, in a planning application, or in a proposal which is under active consideration by the Council, by:</p> <ol style="list-style-type: none"> 1. Preventing or hindering access to other land; or 2. Introducing a new use to an area that would be incompatible with the use intended for the wider area.
Policy C8	Allocated Sites	<p>Planning permission will be granted for a proposal to develop an allocated site for any use other than that for which it is allocated, provided that the benefits of the</p>

		proposal to the community outweigh the importance of the allocated use.
Policy C10	Flood Risk	<p>Planning permission will be granted for proposals, only if will they not;</p> <ol style="list-style-type: none"> 1. be at unacceptable risk of flooding; or 2. unacceptably increase flood risk elsewhere. 3. Where possible, new developments should result in the overall reduction of flood risk. All relevant planning applications should be accompanied by a flood risk assessment. <p>As explained under the City of Lincoln Plan, the issue of flooding will continue to be the subject of discussion in order to minimise flood risk.</p>
Policy C11	Pollution	<p>Planning permission will be granted for developments that may be liable to pollute groundwater, a water body, a watercourse, air or soil only if:</p> <ol style="list-style-type: none"> 1. The occupiers or users of the development or the occupiers or users of other land are not exposed to unacceptable risk; 2. The area's flora and fauna will not be adversely affected; and 3. The quality of water, air or soil resources will not be adversely affected.
Policy C12	Contaminated Land	<p>Planning permission will be granted for proposal affecting a contaminated site provide that effective measures are taken to treat, control or contain any contamination.</p> <p>It will be seen in the Environmental Statement that research has been undertaken to demonstrate that the risk of contamination is limited.</p>
Policy C14	Surface Water Disposal	<p>Planning permission will be granted for development, provided that it includes measures designed to safely manage surface water run-off and, where feasible, minimise the increase in surface water run-off.</p> <p>The supporting text sets out means by which run-off can be minimised. The proposals seek to minimise run-off and to seek to avoid contamination of groundwater and watercourses.</p>
C18	Design	<p>Planning permission will be granted for development, only if it will:</p> <ol style="list-style-type: none"> 1. Reinforce local identity and 2. Not adversely affect the character or appearance of its surroundings; <p>And,</p> <ol style="list-style-type: none"> 3. Existing site features that contribute positively to the character or appearance of the area are retained, and satisfactorily incorporated into the design; 4. The proposal responds satisfactorily to its context in terms of its layout, scale, massing, height, density, detailing, external appearance, and the use of materials, and 5. The proposal has a cohesive character, and adds interest and vitality to its surroundings. <p>The proposals have borne these criteria in mind, so that the</p>

		aim of fitting the development seamlessly into the countryside, to maintain and enhance its character, can be achieved.
Policy C19	Landscaping	<p>Planning permission will be granted for development provided that appropriate provision is made for high-quality landscaping which will:-</p> <ul style="list-style-type: none"> • protect and enhance the existing landscape and townscape character; • satisfactorily integrate the development with its surroundings; • protect the amenities of occupiers of the development and nearby occupiers; • retain and incorporate key landscape features on the site; • provide appropriate levels of open space within the development. <p>The evolution of the scheme has followed Para 3.68 of the Local Plan, which recommends that consideration of impacts on the landscape is integral to development proposals, and that provision should be established for landscape maintenance.</p>
Policy C22	External Lighting Schemes	<p>Planning permission will be granted for proposals which include a scheme of external lighting, only if the proposed lighting scheme:</p> <ol style="list-style-type: none"> 1. Will not compromise highway safety; 2. Will not adversely affect the amenities of nearby landusers; and 3. Will not adversely affect the character of the area. <p>Lighting will be provided at junctions to promote safety, but will be shrouded to avoid light spill and protect amenity.</p>
Policy T4	Safety	<p>Planning permission will be granted for development proposal which will not adversely affect the safety of people using roads, cycleways, footpaths, bridleways or railways.</p> <p>In reality, LEB is enhancing the provision of facilities for Non Motorised Users and ensures rights of way are safeguarded or acceptable alternatives found. It therefore squarely accord with the policy.</p>
Policy T7	Transport Infrastructure	<p>Planning permission will be granted for developments that would not prevent or hinder the planned provision or improvement of desirable transport infrastructure. In particular, land required in connection with the construction and operation of the proposed Lincoln Eastern By-pass (as shown on the Proposals Map) will be safeguarded from any development that would prejudice the provision of that road.</p> <p>Para 7.28 states “The safeguarding of the proposed Lincoln Eastern By-pass merits specific reference as this road scheme is considered to be of crucial importance to the resolution of transport problems in the Lincoln area.”</p>
Policy RST2	Protection of Existing Public Rights of Way	<p>Planning permission will be granted for proposals that will not adversely affect an existing public right of way.</p> <p>As stated above, no rights of way will be significantly adversely affected. There will be a new footway/cycleway adjacent to the road, and a new link crated to the Viking</p>

		Way.
Policy RST4	Public Access to the Countryside	Planning permission will be granted for proposals that will increase public access to the countryside
Policy LW1	Landscape Conservation	The Council will seek to protect the distinctive landscapes of the identified Landscape Character Areas and any special features which contribute to that character. Where development is acceptable, it will be required to contribute to the local distinctiveness of the area, be well integrated into the local landscape character, protect any features of importance to the local scene, and respect any important views.
Policy LW2	Green Wedges	<p>Planning permission will be granted for development within a Green Wedge (as defined on the Proposals Map), only if the development will not adversely affect:</p> <ol style="list-style-type: none"> 1. The landscape setting of the City of Lincoln or any other settlement; 2. The appearance or landscape character of the Green Wedge; 3. The recreational value of the Green Wedge; and 4. The wildlife value of the Green Wedge. <p>unless there is a need for the development which clearly overrides the importance of any adverse effects, such as the Lincoln Eastern Bypass.</p> <p>Where development is permitted the Council will, where appropriate, seek to enter into an agreement with the developer or will place a condition on the permission to require the implementation of measures to minimise, mitigate or compensate for any adverse effects.</p>
Policy LW3	Visual Amenity	Planning permission will be granted for proposals that will adversely affect the amenity value of a Visual Amenity Area (as defined on the Proposals Map), only if there is a need for the development which clearly overrides the amenity value of the Area.
Policy LW4	Trees of Significant Amenity Value	<p>Planning permission will be granted for proposals that will adversely affect a tree or trees protected by a tree preservation order or any other tree(s) of significant amenity value only if the need for the development clearly overrides the amenity value of the tree(s). Where permission is granted for a development that would involve the removal of a tree or trees, a condition may be applied to require the planting of an equivalent or greater number of trees on or near the site.</p> <p>The supporting text is firm in its resolve to protect trees or to replace them where they are necessarily lost. The LEB scheme will increase the overall provision of tree and hedgerow cover in along the route corridor.</p>
Policy LW5	Sites of Special Scientific Interest	<p>Planning permission will be granted for proposals that will directly or indirectly adversely affect a SSSI only if:</p> <ol style="list-style-type: none"> 1. There is a need for the development which clearly overrides the importance of the site; 2. The proposed development could not feasibly be located in a less sensitive location; and 3. Where appropriate, the implementation of measures to minimise, mitigate or compensate for the harm, or to ensure the future management and enhancement

		<p>of the site's interest, is assured by means of an agreement between the developer and the Council or by means of a condition on the permission.</p> <p>The supporting text emphasises the value of ongoing dialogue with English Nature (now Natural England). This liaison has taken place during the evolution of the scheme and will continue to seek to minimise the risk to designated sites and to other wildlife and geological features.</p>
Policy LW6	County Wildlife Sites and Local Nature Reserves	<p>Planning permission will be granted for proposals that will directly or indirectly adversely affect a County Wildlife Site or Local Nature Reserve, only if:</p> <ol style="list-style-type: none"> 1. There is a need for the development which clearly overrides the importance of the Site or Reserve; 2. The proposed development could not feasibly be located in a less sensitive location; and 3. Where appropriate, the implementation of measures to minimise, mitigate or compensate for the harm, or to ensure the future management and enhancement of the Site's interest, is assured by means of an agreement between the developer and the Council or by means of a condition on the permission.
Policy LW7	Feature of Importance for Wildlife	<p>Planning permission will be granted for proposals that will directly or indirectly adversely affect any habitat listed as a priority in the Lincolnshire Biodiversity Action Plan or an existing landscape feature (such as a pond, reservoir, lake, gravel pit, disused railway, road verge, river, canal or drain or their banks, building traditional field boundary (such as a hedgerow or stone wall), linear tree belt/shelter, plantation or small woodland, larger semi-natural or ancient woodland, heathland, parkland, semi-natural grassland or unimproved pasture) that is important for wild flora or fauna, only if:</p> <ol style="list-style-type: none"> 1. The need for the development clearly override the importance of the feature; and 2. Where appropriate, the implementation of measures to minimise, mitigate or compensate for the harm, or to ensure the future management and enhancement of the feature's value, is assured by means of an agreement between the developer and the Council, or by means of a condition upon the permission.
Policy LW8	Protected Species	<p>Planning permission will be granted for proposals that will adversely affect protected species or their habitat, only if:</p> <ol style="list-style-type: none"> 1. The need for the development clearly overrides the importance of the protected species; 2. The proposed development could not feasibly be located in a less sensitive location; and 3. An agreement between the developer and the Council or a condition on the permission will: <ol style="list-style-type: none"> a. Facilitate the survival of individual members of the species; b. Reduce disturbance to the minimum; c. Provide adequate alternative habitats to sustain at least the current level of population of the species.
Policy HE1	Sites Containing Nationally Important	<p>Planning permission will be granted for proposals that will not adversely affect the archaeological value or interest, or the setting, of a Scheduled Ancient Monument or other site</p>

	Archaeological Remains	containing nationally important archaeological remains.
Policy HE2	Archaeological Assessment and Evaluation	Planning applications affecting a site where evidence suggests that archaeological remains are likely to be present must be accompanied by an assessment identifying the extent and importance of any remains, together with any proposals for their protection or to mitigate adverse effects. A thorough assessment has been undertaken (see ES).
Policy HE3	Sites Containing Archaeological Remains	Planning permission will be granted for proposals that will affect locally or regionally important archaeological remains or their setting, provided that: <ol style="list-style-type: none"> 1. The remains will be preserved in situ, and will not be damaged; or 2. Where preservation in situ is not justified, the recording and/or excavation of the remains prior to and during development is assured. There are not likely to be any significant detrimental impacts.
Policy HE9	Historic Parks and Gardens	Planning permission will be granted for proposals, provided they will not adversely affect the character, appearance, or setting of any park or garden of special or local historic interest. There will be short term impact on the site of a medieval village, but only during construction.

The North Kesteven Local Plan thus supports the concept of a bypass and, while policies to protect the countryside are particularly strong, there is good cause to state that the present application accords with them, or that there is a good reason for a justified exception to policy.

3.4.4 West Lindsey Local Plan First Review (Adopted June 2006)

The West Lindsey Local Plan First Review was adopted in June 2006 and similarly to those for City of Lincoln and North Kesteven will be replaced by the Central Lincolnshire Joint Core Strategy. The West Lindsey Local Plan First Review remains the statutory plan for the district, and carries weight in planning determinations.

A summary of all the relevant policies from the West Lindsey Local Plan are included in a Table 3-5.

Policy ECON 3 – Lincoln Eastern Bypass states that developments that prejudice the implementation of the Lincoln Eastern Bypass will not receive planning permission.

The Plan states that *'most road schemes are required to either reduce the present unacceptable effects of traffic in an area, or will be required to ensure that there is an adequate capacity for additional traffic produced by new developments. The Council will refuse any development that may jeopardise the implementation of this scheme, in the interests of protecting the City of Lincoln's sub-regional role. The Lincoln Eastern By-Pass is part of the overall range of projects set out in the Lincoln Transport Study'*. It goes on to state that the *'construction of the Lincoln Eastern By-*

Pass is a fundamental measure required to help achieve the increased regional importance of the Lincolnshire economy’.

The Plan recognises that planning permission for a bypass scheme had already been granted (Para. 2.80).

Table 3-4 – Summary of the West Lindsey Local Plan Policies

Policy Strat10	Longer Term Development Options	Land identified on the Proposals Map associated with the Lincoln Eastern by-pass for mixed-use development (known as the Lincoln Eastern Growth Corridor or North East Quadrant) will not be released for development until the strategic need for the land is identified under the principles of Plan, Monitor and Manage. To ensure a coordinated approach to this strategic site a Joint Area Action Plan will be developed in collaboration with Lincoln City Council as part of their Local Development Framework process to address the potential release of this site as part of the Lincoln Policy Area Wide strategic housing requirement.
Policy Strat11	Development in the Open Countryside	<p>Planning permission will not be granted for development proposals in the open countryside that is, outside of the settlements listed in Policy STRAT 3, unless the development is essential to the needs of agriculture, horticulture, forestry, mineral extraction or other land use which necessarily requires a countryside location, or otherwise meets an objective supported by other Plan policies.</p> <p>The Plan supports LEB and thus there is a justification for it being an exception to policy.</p>
Policy Strat12	Undeveloped Breaks Between Settlements and Green Wedges Around Lincoln	<p>Development involving buildings, means of enclosure, or other works, will not be permitted if it would detract from the open rural character of undeveloped land which provides open breaks, maintains the physical identity or prevents the coalescence, of settlements.</p> <p>Where development is permitted it must:</p> <ol style="list-style-type: none"> i. Be located and designed so as to not cause harm to the character of the area; ii. Not detract from the historic, or landscape setting of settlements; iii. Not encroach upon open green spaces or green wedges that preserve links between built-up areas with the countryside and should protect the setting of the City of Lincoln or protect the views of Lincoln Cathedral. <p>Within the areas defined on the Proposals Map, unless such development is essential for agricultural or other essential countryside uses and cannot be located elsewhere, it will be refused. If such development is exceptionally permitted it shall be located and designed so as to minimise harm to the character and appearance of the area.</p> <p>It is inevitably that a Bypass route would cut through open countryside. Its overriding need has been established. The proposals for LEB have sought to accord with the above criteria.</p>
Policy Sus2	Transport Assessments	<p>Where development will have significant implications for transport, planning permission will not be granted unless:</p> <ol style="list-style-type: none"> i. A transport assessment has been undertaken; ii. The findings of and the proposals within the

		<p>transport assessment are acceptable and can be easily implemented;</p> <p>iii. A Travel Plan has been prepared as part of the planning application.</p>
Policy Sus4	Cycle and Pedestrian Routes in Development Proposals	<p>Planning permission will not be granted for development proposals unless the needs of cyclists and pedestrians have been considered and, where practicable opportunities exist, facilities for the safe and convenient passage of cyclists and pedestrians are incorporated into the development by:</p> <ol style="list-style-type: none"> i. Provision of cycle and pedestrian routes which run separately from those routes used by motor vehicles; ii. Provision of routes, which are not isolated, dangerous or difficult to use; iii. Not jeopardising the potential for future provision of such routes if the proposed development is small in scale; iv. Implementing other measures which would increase the safety of these users and give them an increased priority over motor vehicles. <p>Safe provision has been made for both cyclists and pedestrians and key elements of the scheme design.</p>
Policy ECON3	Protection of Agricultural Land	<p>Development will not be permitted if it would result in the irreversible loss of the best and most versatile agricultural land unless all the following criteria are met:</p> <ol style="list-style-type: none"> i. There is a lack of development opportunities on previously developed land or on land in existing urban areas, towns or settlements; ii. There is little land in grades below 3A or little lower grade land which does not have a recognised environmental, nature conservation, landscape, historic or archaeological value; iii. The development is proposed on land of the lowest practicable grade. <p>Unless there is an overriding need for the development.</p> <p>The case for this particular development has been established in the Local Plan, so that an exception to policy is clearly not an issue.</p>
Policy ECON13	Lincoln Eastern Bypass	<p>Planning permission will not be granted for development proposals which will prejudice the implementation of the road scheme for the Lincoln Eastern By-Pass, identified on the Proposals Map.</p>
Policy CORE10	Open Space and Landscaping Within Developments	<p>New development proposals will be expected to include proposals for landscaping and open space which:</p> <ol style="list-style-type: none"> i. Help integrate the development into the surrounding environment; ii. Are planned as an integral part of the development; iii. Ensure important natural landscape and nature conservation features are retained and where possible the opportunity to seek to enhance the site's wildlife value is undertaken; iv. Ensure trees that are subject to a tree preservation order (TPO) are kept clear of proposed buildings and structures and are enclosed by fencing so they are not detrimentally affected by works connected with the development; v. Seek to retain and protect existing trees and hedgerows on site; vi. Take account of neighbouring uses in terms of amenity and safety considerations.
Policy CRT9	Public Rights of Way	<p>Development proposals involving the extinguishment or diversion of a public right of way will not be permitted unless an alternative right of way or the diversion proposed</p>

		would not be significantly detrimental to existing users and potential future users.
Policy CRT20	Watercourse Corridors	Development will not be permitted which would lead to the unacceptable loss of or cause significant harm to the landscape character, nature conservation importance or recreational roles of the watercourse corridors throughout the plan area, including the Trent, Ancholme, Rase, Witham, Fosdyke, Till, Eau and Barlings Eau watercourses and those minor watercourses which flow through urban areas.
Policy NBE7	Ancient Monuments, Sites and Remains of Archaeological Importance	<p>Development will not be permitted which will detrimentally affect archaeological remains of national importance which are scheduled or otherwise, or their settings.</p> <p>In respect of remains which are not of national importance development will not be permitted which:</p> <ol style="list-style-type: none"> i. Would adversely affect the archaeological remains near, on or under the site; or ii. Would adversely affect the character or setting of an archaeological site; or iii. Is located in an area where there is evidence of archaeological interest and the applicant has provided insufficient information needed to determine whether the proposals will adversely affect that interest; and iv. Does not indicate how the archaeological interest will be preserved or recorded if planning permission were to be granted; and v. Does not indicate what means would be employed to ensure the preservation or recording referred to in iv above, that is, condition, agreements, planning obligations or other means. <p>If development will have an adverse effect on archaeological remains the Council will take into account any measures that are put forward to lessen that impact. In order of preference these are:</p> <ol style="list-style-type: none"> a. Preservation of site in situ with or without access to remains, depending upon their vulnerability; b. Combination of preservation in situ and excavation according to the extent, nature and characteristics of the remains on site; c. Recording and removal of movable artefacts and recording of all other material prior to destruction and publicising the results.
Policy NBE8	Historic Parks and Gardens	<p>Development will not be permitted which would harm the character, appearance, setting or features of:</p> <ol style="list-style-type: none"> i. The historic parks and gardens within the list compiled by English Heritage; ii. Other parks, garden and formally laid out areas identified by the Local Planning Authority as being worthy of protection.
Policy NBE10	Protection of Landscape Character in Development Proposals	<p>High priority will be given to conserving the distinctive landscape features, landscape character and the landscape amenity value of the District. Development will not be permitted if it is likely to have an adverse impact on the features, setting or general appearance of the Landscape Character Areas as defined in the Landscape Character Assessment and amplified in the Countryside Design Summary.</p> <p>In cases where development is to be permitted proposals should meet the following criteria:</p> <ol style="list-style-type: none"> i. It should respect and enhance local distinctiveness; ii. The scale, design and materials used should reflect local styles and respect the local environment; iii. Important landscape features should be maintained or enhanced as part of the scheme;

		<p>iv. Development should not have a detrimental effect on skylines or important views.</p> <p>Areas of particularly high local landscape value because of their distinctive characteristics have been identified on the Proposals Maps as Areas of Great Landscape Value.</p>
Policy NBE11	Development Affecting Site of Special Scientific Interest and National Nature Reserves	<p>Development which adversely affects the nature conservation interest at an SSSI or designated National Nature Reserve, either directly or indirectly, will not be permitted unless there is an overriding national need for the development and there is no other site available for the particular purpose and the reasons for the development clearly outweigh the nature conservation value of the site itself and the national policy to safeguard such sites.</p> <p>Where development is permitted, conditions will be imposed on the planning permission to require that before development commences:</p> <ol style="list-style-type: none"> i. Adequate opportunity is provided to enable proper recording of site; ii. Where appropriate, practical measures are taken by the developer to enable the rescue and re-colonisation of species to other suitable existing or new sites.
Policy NBE12	Development Affecting Locally Designated Nature Conservation Sites and Ancient Woodlands	<p>Development will not be permitted which would adversely affect any of the following, unless there is a demonstrable overriding regional or local need for the development which cannot be accommodated elsewhere and the reason for the development clearly outweighs the need to safeguard the substantive nature conservation value of the site:</p> <p>Site of Nature Conservation Importance;</p> <ol style="list-style-type: none"> i. A Local Nature Reserve; ii. A Lincolnshire Trust Nature Reserve; iii. A Regionally Important Geological or Geomorphological Site; iv. Ancient Woodlands; v. Any species of animal or plant, or its habitat, protected under British or European Law. <p>Where development is permitted planning conditions will be imposed which will require:</p> <ol style="list-style-type: none"> a. That adequate opportunity is provided to enable proper recording of the site; b. That before development commences measures are agreed with the Council and taken by the Developer which mitigates the effects of the development on the site, the woodland and the wildlife, and compensate for any potential loss, in order to recognise and preserve the nature conservation interest.
Policy NBE 13	Nature Conservation in Wildlife Corridors	<p>Development will not be permitted in or adjacent to, a wildlife corridor if it would:</p> <ol style="list-style-type: none"> i. Materially impair the physical continuity of a wildlife corridor; or ii. Materially impair the functioning of a wildlife corridor in the colonisation or movement of flora and fauna; or iii. Cause a material reduction in a habitat of demonstrable value in a wildlife corridor; or iv. Cause demonstrable harm to any protected species known to be dependent on the use of the affected part of a wildlife corridor for migration, breeding, feeding or shelter.
Policy NBE14	Waste Water Disposal	<p>Development will not be permitted which would generate foul sewage or surface water run-off in excess of the capacity of the sewage system works or plant or ultimate receiving land drainage system.</p>
Policy NBE15	Water Quality and	<p>Development will not be permitted which would constitute a</p>

	Supply	risk to the quality and quantity of water resources or to fisheries, amenity and nature conservation by means of: <ul style="list-style-type: none"> i. Pollution from development or as a result of the disturbance of contaminated land; ii. Water abstraction unless adequate measures are taken to reduce this risk to an acceptable level.
Policy NBE16	Culverting Watercourses	The culverting of watercourses, including as part of development proposals, will not be permitted unless it is essential for public safety or to provide for access across the watercourse. In all cases, where culverting is unavoidable, the developer must demonstrate that alternative proposals have been considered, and appropriate mitigating environmental enhancements should be incorporated into the development. Development which returns disused or neglected culverts back to open watercourses will be favoured.
Policy NBE17	Control of Potentially Polluting Uses	Development that may be liable to cause pollution of water, air or soil, or pollution through noise, dust, vibration, light, heat or radiation will only be permitted if: <ul style="list-style-type: none"> i. The health and safety and amenity of users of the site or surrounding land are not put at risk; ii. The quality and enjoyment of the environment would not be damaged or put at risk; iii. Adequate protection and mitigation measures are implemented to ensure that any potential environmental receptors are not put at risk.
Policy NBE18	Light Pollution	Planning applications for development which include a lighting scheme will not be granted permission unless they propose the minimum amount of lighting necessary to achieve its purpose and minimise glare and light spillage from the site. In determining proposals, consideration will be given to the aesthetic effect of the light produced and to its effect on local residents, vehicle users, pedestrians and the visibility of the night sky.
Policy NBE20	Development on the Edge of Settlements	Development will not be permitted which detracts from the rural character of the settlement edge and the countryside beyond. Where development on the edge of settlements is permitted the Council will require: <ul style="list-style-type: none"> i. Design proposals which respect and maintain the existing character and appearance of the boundary of the settlement footprint, or result in the improvement of an unattractive approach; ii. An agreed scheme of landscape treatment and/or open space provision.

The West Lindsey Local Plan also recognises and safeguards a route for a bypass and seeks to protect it from prejudicial development. Once again, while its policies to protect the open countryside and its assets, in particular, are very strong, the present proposals either accord with the plan or can be argued to be a justified exception to policy.

3.4.5 Lincoln Transport Strategy

In 2004, Lincolnshire County Council and its partners (City of Lincoln, North Kesteven and West Lindsey District Councils) commissioned the Lincoln Transport Strategy to build a framework for the prioritisation of transport improvements in and around the Lincoln Policy Area up to 2026.

A comprehensive overview of the Lincoln Transport Strategy is set out at Appendix A to the Route Appraisal and Justification Statement.

The development of the Strategy involved identifying the key transport issues affecting the Lincoln area, generating a number of strategic objectives, and identifying a range of transport interventions that would address the problems identified.

The existing transport issues and forecast problems were formulated through a combination of extensive consultation and from technical outputs from the Lincoln Traffic Model. The process highlighted that the majority of issues and problems identified, centred on congestion, lack of route choice, high volumes of through traffic and poor air quality.

The strategy identified 18 potential transport interventions. These were further refined through evaluating each against the strategic objectives, their ability to address the identified transport challenges, cost and public acceptability. This process resulted in a prioritised list of potential options. The results of this scoring analysis placed the LEB in primary position in terms of a score based on contribution towards attaining Strategy Objectives (see Table 3-6), solving problems and issues and national transport objectives. The high score related to the options' ability to solve identified problems regarding high traffic levels within Lincoln town centre and contribution towards national priorities. The ranking of options resulted in a list of prioritised options based on various sub categories of highways, public transport, parking and sustainable modes.

Table 3-6 – Lincoln Transport Strategy Objectives

Local Transport Strategy – Strategy Objectives	
SO1	To assist the sustainable economic growth of Lincolnshire through infrastructure improvements to the following: - The Strategic Road Network & Non-Strategic Road Network
SO2	To remove strategic road-based freight from Lincoln and other adversely affected communities through: - Encouraging the use of alternative modes - Improving links to the Primary / Trans-European Road Network
SO3	To ensure that the transport infrastructure meets the needs of existing and proposed developments especially: - In the regeneration priorities in the Lincoln Policy Area - Including minimising congestion through the promotion of walking, cycling and public transport - Managing parking
SO4	To reduce the number and severity of road traffic accidents by reducing the potential for conflict between different modes and improving the facilities for convenient and safe alternatives.

Local Transport Strategy – Strategy Objectives	
SO5	To maximise accessibility and reduce peripherality by improving the range of travel options especially for those without access to the private car.
SO6	To increase Public Transport usage by improving: - Reliability, frequency and journey time of bus services.
SO7	To improve overall air and noise quality within the study area, especially in the Air Quality Management Area in Lincoln by the removal of unnecessary traffic by: - Removing through traffic - Reducing local journeys in Community Travel Zones - Other traffic management measures
SO8	Protect and enhance the built environment by reducing the adverse impacts from traffic, through improvements to the transport infrastructure.
SO9	Improve the attractiveness and liveability of central Lincoln for residents, workers and visitors by creating a safe, attractive and accessible environment for pedestrians.
SO10	To support the effective implementation and delivery of both the emerging Sub-Regional Strategy and the new Growth Point agenda of the Lincoln Policy Area.

LEB emerged as a priority in the 2004 version of the Strategy, and its importance was further highlighted in reviews undertaken in 2005, 2007 and in recent further testing. The role of LEB in transport policy is thus well established and it is key to the delivery of other elements of the Transport Strategy by removing significant volumes of traffic from the City Centre.

3.5 Summary of policy review

Accordance with policy is essential to enable the safe granting of permission for a major planning application such as this. The review of planning policy from national to local level has demonstrated that:

- The Lincoln area has long been earmarked for growth, although the need for adequate infrastructure to facilitate that growth, has long been recognised;
- Traffic problems in Lincoln have been significant, largely because of inadequate transport infrastructure, and the concept of a LEB has been highlighted as a key means of addressing these problems and underpinning the Lincoln Transport Strategy, in that respect;
- Planning permission has been granted previously for a LEB scheme, so demonstrating that it was acceptable in both principle and practice;
- An alignment for a LEB has been established in local plans,

- While strong planning policies exist for protecting the countryside, natural and built heritage assets, and the water environment in particular, the proposed scheme has been designed to accord with them or be regarded as a justifiable exception to policy;
- The evolution of the proposals has regarded the need to ensure development is sustainable is essential, thus according with the key thrust of national policy under the NPPF.

4 Summary of Environmental Impacts of the Scheme

4.1 Introduction

This chapter summarises the various transport and environmental impacts of the scheme. The full assessments are set out in the Transport Assessment (TA) and the Environmental Statement (ES) respectively. While this section of the Planning Statement seeks to provide a sound and balanced overview of matters, those readers with a particular interest in any of the particular subjects are advised to read the TA or ES, and – if necessary – the latter’s supporting appendices.

While the TA and ES are required to be strictly neutral in their content, this document can provide a promotional, but fair, consideration of the impacts, both in isolation and in combination, and against the benefits of the scheme. It is therefore a somewhat more interpretive document, compared with the Non-Technical Summary submitted in conjunction with the ES. Readers are advised to use the Non-Technical Summary to obtain a clear, but comprehensive, consideration of impacts.

4.2 Environmental Assessment (Flooding)

Most of the scheme is located in an area at low risk of flooding. However, the new bridge and associated embankments over the Witham Valley partially sit within its floodplain. To ensure there is no increased risk of flooding due, to the presence of the new road structures, measures such as compensatory flood storage will be introduced. Notional allowances have been made for these measures, but their size will depend on the ultimate design of the structures. Therefore, liaison will be maintained with the Environment Agency to ensure compensation/mitigation measures will meet standards, so as to minimise flood risk.

The road will have a comprehensive drainage system to remove surface water from the carriageway. It will drain into holding ponds to ensure too much flow does not reach the local watercourses – thus reducing flood risk. Measures will also be put in place to ensure that any pollutants such as oil from the road surface do not effect the local water environment.

With a comprehensive suite of protection measures in place, the impacts on the water environment will either be neutral or slight adverse.

4.3 Environmental Assessment (Geology and Soils)

Historical maps indicate that, apart from a disused landfill site near the Washingborough Road junction, the route chosen for the Proposed Scheme has generally been occupied by agricultural land and farms. No significant industrial uses were identified in the route corridor, and therefore no other source of contamination is likely to be encountered. Once further studies of the disused landfill have been undertaken, measures will be agreed with LCC to ensure there will be no impact on the environment from construction close to this site

The route of the road does require construction across a small section of Greetwell Hollow Quarry. Although now disused, the rock layers exposed by the quarry workings contain important geological features, so the area has been designated as a Geological Site of Special Scientific Interest (SSSI). About 18% of the rock outcrop will be covered by the road and its embankment. However, to help mitigate for this loss improved access to the remaining geological features will be provided making future scientific investigation easier and safer.

4.4 Environmental Assessment (Landscape and Visual Amenity)

The road passes through a number of Local Landscape Character Areas from the Upland Plateau to the north, through the Valley Slopes of the Witham Gap to the Fenland to the south. The road will have an impact on landscape character, but the use of measures such as earth bunds and landscape planting means that this impact will be minimal, with the exception of the crossing of the Witham Valley. There, it will not be possible to mitigate the impact of the bridge and other structures on the wider landscape. Accordingly, the design of the river crossing will take on a high priority, if permission is granted for this development.

An assessment was undertaken of the visual impact of the road on views from houses, local footpaths and the city of Lincoln. The impact on people's views will be most significant during the construction phase and the few years immediately after its completion. By the time of the Design Year (15 years after scheme opening) all impacts on receptors will be reduced to neutral or only slight adverse with the exception of three of those receptors and six nearby footpaths, which will experience a moderate or large adverse impact. This limited impact shows the effectiveness of sound route selection and thorough mitigation measures.

Careful consideration has been given to the provision of lighting within the scheme: it will only be provided at junctions, for safety reasons, but has been designed to avoid or minimise undue impact on landscape character; amenity; and wildlife.

4.5 Environmental Assessment (Noise)

The impacts from noise and vibration will be felt both during the construction phase and operational phase once the road is open to traffic.

The contractor will liaise with the council to agree working hours and working practices prior to construction in accordance with an approved Construction Environmental Management Plan. These measures will help to minimise noise impact at properties in the study area during construction, although some temporary disturbance will be experienced.

A detailed assessment has revealed that there are likely to be noise impacts as a result of the traffic using the new road based on using a standard tarmac surface.

In the short term, after opening, the road only 1% of the identified sensitive receptors, mainly residential houses, will experience a major adverse impact from noise (an increase of over 5d decibels (db)), while for 91% of receptors the impact

will be negligible and in a high number of cases, beneficial as traffic volumes reduce on surrounding roads. In the long term, by 2032, it is expected that only 1% would still experience major adverse impacts.

To mitigate for the expected traffic noise, specialist Low Noise Surfacing will be used on sections of the road, so reducing operational noise levels to the extent that most properties in the 1% experiencing adverse impacts will have the significance of the impact reduced from major to moderate (an increase of between 5 and 9.9 db).

4.6 Environmental Assessment (Air Quality)

There will be an impact on air quality during both the construction and operational phases of the road.

The construction phase of the scheme is likely to give rise to dust. So, to minimise this impact, the contractor will liaise with the council to agree working practices and dust control measures prior to construction, and ensure they are formalised in a Construction Environmental Management Plan, to be agreed under a planning condition..

During the operational phase, dust will be less of an issue but smaller particles and pollutants such as Nitrogen Oxides may cause an impact. A detailed assessment has concluded that detrimental air quality impacts from traffic will be negligible for those receptors close to the road but beneficial for those close to surrounding roads, such as in Lincoln city centre, where congestion will be greatly reduced by the new road.

4.7 Environmental Assessment (Cultural Heritage)

Lincoln and its surrounding area are rich in archaeological features and important cultural heritage assets. Extensive studies have identified many of these, but unknown archaeological features may be present under the ground.

To mitigate for those archaeological features that will be destroyed or damaged by the road construction, an extensive programme of investigation and recording will be undertaken, even though the majority of these pre-mitigation impacts are predicted to be of minor magnitude,.

The impact of the new road on the historic landscape and setting of important heritage buildings will be mitigated with the use of landscape planting. However, despite this mitigation, the road will still be visible within the landscape from some historic buildings both in adjacent villages and from some prominent features such as the Lincoln Castle tower. It should be noted, nevertheless, that while views of Lincoln Cathedral will be afforded from stretches of the new road, so helping interpretation of its setting, it will not be possible to see the road from ground level at the Cathedral, so there is no detrimental impact on its setting.

4.8 Environmental Assessment (Nature Conservation)

The area through which the road will pass is largely arable farmland with little ecological value. However, a number of small areas of habitat, such as woodland and hedgerows, will be impacted by the new road and the River Witham will be crossed by a new bridge. There is only one statutory designated site affected by the road: the Greetwell Hollow Quarry SSSI. Although designated for its geological features, it is used by bats and an initial survey found a Great Crested Newt in a small pond within the quarry. There is yet no evidence that Great Crested Newts breed in that pond.

If great crested newts are shown by surveys to use the pond in Greetwell Hollow Quarry for breeding, it is likely that a European Protected Species licence for the development will be required to allow works to proceed. To determine whether this is necessary, further surveys are recommended to confirm presence and breeding activity, and to estimate the size of the population present. Should Great Crested Newts be confirmed to be present, appropriate mitigation is likely to require the provision of new terrestrial and open water habitat to replace any habitats that would be affected.

Impacts on species and habitats during construction will be controlled and minimised, through adherence to a Construction Environmental Management Plan. The residual impact of the road on the bats and designated sites will be negligible. Where impacts on protected species (Bats, Great Crested Newts and Badgers) have been assessed as likely, mitigation plans and the required consents will be agreed with Natural England, under any condition applied to a planning permission, to ensure the impact on these species is minimised. Any mitigation measures necessary may include the relocation of some species (e.g. Great Crested Newts) and the potential creation of additional habitats, including ponds for the Great Crested Newts and bat boxes (Hibernacula) for the bats.

4.9 Environmental Assessment (Land Use, Community and Private Assets)

During construction, there will be some temporary impact in the form of severance and disturbance to local communities. There will also be some loss of agricultural land to accommodate the road and the impact of this varies from negligible to major, depending on the percentage of the land holding lost. (Note that while much of the land lost falls within the category of Best and Most Versatile Agricultural Land, any alternative route would have a similar impact. Local planning policy (see Section 3) allows the use of such land where there are overriding public benefits, as would be the case with the creation and operation of LEB.)

Overall the impact on land use, community and private assets is assessed to be negligible.

4.10 Environmental Assessment (Effects on all Travellers)

The new road will have an impact on travellers using many local existing roads and public rights of way. During the construction phase, this impact will result in some frustration and stress, as congestion may increase and roads and paths are

temporarily closed. This impact will be mitigated with the use of a Traffic Management Plan.

Once operational, the road will still cause some delays to user of local roads that will cross the new bypass, but user of the existing A15 and other city centre roads will greatly benefit from a reduction in congestion and therefore lower frustration and stress. The use of the new road will be a far less frustrating experience for those users who could use the route and no longer require to pass through the city centre.

The incorporation of the foot/cycle way into the scheme will provide benefits to pedestrians and cyclists.

4.11 Environmental Assessment (Interactions and Cumulative Impacts)

No significant cumulative impacts are anticipated for the scheme, provided that all the environmental commitments are followed.

4.12 Summary

The environmental impacts of the scheme, both during constructive and operation, have been objectively assessed by professionals who are experts in their fields. They have concluded that there will be impacts in both phases, but consider that, if a comprehensive suite of mitigation measures are followed, then the impacts will be limited in nature and extent.

Section 17 in the Environmental Statement sets out these measures under the heading of Environmental Commitments. They are an integral part of the planning application. Ensuring they are implemented, through planning conditions or other means, will ensure that the LEB will be acceptable in environmental terms.

5 Indirect Benefits of the Scheme

This statement and the other documents submitted with this application have spelled out the transport advantages of the scheme. The contribution that LEB makes towards the implementation of the Lincoln Transport Strategy is its primary value.

However, there are other advantages that LEB would bring:

- It allows future development of the major sustainable urban extensions, the North East Quadrant and the South East Quadrant. They are essential to ensuring the future social and environmental vibrancy of Lincoln, and could not proceed without an outer route on the eastern side of the city. There is also evidence that the development of North East Lincolnshire would benefit greatly from an operational LEB.
- It allows regeneration of city centre through reduced congestion, in combination with other key transport infrastructure, such as the East West Link Road.
- Its development would be symbolic of the local authorities' desire to encourage further investment in development and jobs in the region
- There will be benefits to safety/queuing/congestion in city centre and radial routes
- There will be related enhancements to air quality and noise on radial routes and city centre
- There will be enhanced facilities for Non Motorised Users and better access to countryside. These measures will not only bring transport benefits, but also encourage participation in recreation and benefits to health.

6 Planning Balance and Conclusions

Good practice in development management - the determination of applications for planning permission and other consents within the planning regime – is essentially a matter of weighing the advantages and disadvantages that proposals will bring.

The disadvantages generally include the negative impacts on the amenity of people as individuals and as a community, and on their ability to live, work and play readily and in safety. They also include the negative impacts on the wide range of receptors in the built and “natural” environment. These disadvantages and their significance can be assessed using either qualitative or quantitative methods, and an Environmental Impact Assessment of a complex scheme, such as this one, brings such methods together in a transparent and objective manner.

Measuring benefits can also be assessed in these ways. However, a more comprehensive assessment is against a series of policies, especially when the policies have themselves been subject to thorough and open scrutiny, and especially when they have taken account of the opinion of the public and other stakeholders. The Government’s planning policy, set out in the National Planning Policy Framework (see Section 3) promotes the concept of sustainable development. Indeed, there is a presumption in favour of sustainable development, and the NPPF states clearly that local planning authorities should “*approv(e) development proposals that accord with the development plan without delay.*” Section 3 has shown not only does LEB accord with policy, but its provision is a key policy, regarded as essential to the well-being of the area.

It should also be noted that LEB is a fundamental element of the Lincoln Transport Strategy, which takes a well-rounded, sustainable approach to overcoming serious transport issues in and around the city, and provides the basis for the prudent, long-planned development of the area.

There are some environmental disadvantages springing from the scheme, but these can be significantly mitigated, as proposed under this application, and there are environmental benefits, too. A central argument in the NPPF is that there should be a weighing of the impacts on receptors and assets, but if the public benefit from development clearly outweighs any damage, then permission should be granted.

In the opinion of the Lincolnshire County Council Highways Alliance, the balance falls highly in favour of public benefit, and thus support for the scheme.

Accordingly, we argue that there are no reasons why planning permission should not be granted, subject to appropriate and reasonable conditions.

We have used our reasonable endeavours to provide information that is correct and accurate and have discussed above the reasonable conclusions that can be reached on the basis of the information available. Having issued the range of conclusions it is for the client to decide how to proceed with this project.

Appendix A – List of Plans and Documents submitted with this application

Plans

Plan number	Title
1030171-LEB-014	Location plan
1030171-LEB-015	Site plan
1030171-LEB-019;	Planning Boundary and District Boundaries.
1030171/100/023C	Scheme plan Section 1
1030171/100/024C	Scheme plan Section 2
1030171/100/025B	Scheme plan Section 3
1030171/100/026B	Scheme plan Section 4
1030171/100/027B	Scheme plan Section 5
1030171_ST106_01	Greetwell Road Footbridge General Arrangement
1030171_ST107_01	Lincoln to Market Rasen Railway Bridge
1030171_ST109_01	River Witham Bridge General Arrangement
1030171_ST109_01	South Delph Footbridge General Arrangement
1030171_ST111_01	Lincoln to Spalding Railway Bridge General Arrangement
1030171_ST112_01	Heighington Road Bridge General Arrangement
1030171_ST113_01	Lincoln Road Subway General Arrangement
1030171_ST114_01	Bloxholm Lane Footbridge General Arrangement

Documents

Covering letter

Application forms

Route Appraisal & Justification Statement

Statement of Community Involvement

Transport Assessment

LMVR

Forecasting Report

Environmental Statement Non Technical Summary

Environmental Statement Volume 1 (EA Statement)

Environmental Statement Volume 2 (Supporting Information)

Environmental Statement Volume 3 (Technical Appendices)