

Central Lincolnshire Policy S83 Ministry of Defence Establishments Evidence Report

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1. Introduction

- 1.1. The Central Lincolnshire Local Plan is being updated since the first Local Plan for Central Lincolnshire, an area covering the districts of City of Lincoln, North Kesteven and West Lindsey, was adopted in April 2017.
- 1.2. This Evidence Report (which is one of a collection) provides background information and justification for Policy S83, which relates to Ministry of Defence Establishments in Central Lincolnshire.

2. Policy Context

National Policy and Guidance

- 2.1. Since the Central Lincolnshire Plan was adopted the National Planning Policy Framework (NPPF) was updated in July 2018 with subsequent additional changes being published in February 2019.
- 2.2. Paragraph 95 of the NPPF is particularly relevant to Policy S83, as it states:

“Planning policies and decisions should promote public safety and take into account wider security and defence requirements by: ... b) recognising and supporting development required for operational defence and security purposes, and ensuring that operational sites are not affected adversely by the impact of other development proposed in the area.”
- 2.3. The Planning Practice Guidance (PPG) was first introduced in 2014 which offers ‘live’ government guidance. The PPG provides guidance to help in the implementation of policy in the NPPF.

Local Policy

- 2.4. The adopted Local Plan contains a specific policy in relation to Ministry of Defence establishments. The policy seeks to support any defence related development required for operational purposes, while also providing a framework against which proposals for re-use of assets surplus to defence requirements can be assessed.

3. Context and Evidence

- 3.1. Large areas of Central Lincolnshire have been used for national defence purposes throughout the last century and the military presence has brought, and continues to bring, many benefits, particularly to the economy.
- 3.2. There are still a number of areas currently in Ministry of Defence (MOD) operational use. It is important that the role and the ongoing use of these establishments is protected and able to adapt in accordance with MOD operational plans.
- 3.3. The MOD is committed to making the most efficient use of its existing estate by maximising the utilisation of sites, identifying sites which can be released and consolidating on fewer, larger sites where resources can be better deployed. One site identified to be released within the plan period is RAF Scampton with its functions being relocated elsewhere, including to RAF Waddington.

- 3.4. The re-use of suitably located MOD sites which are surplus to MOD operational purposes presents a significant opportunity for new housing, economic development and/or regeneration when such opportunities arise, but these opportunities can also present challenges in ensuring that the community that remains is truly sustainable.

4. Issues and Options Consultation

- 4.1. The Issues and Options consultation sought respondents' views on a number of questions in relation to Ministry of Defence establishments within Central Lincolnshire.

- 4.2. Question 22s asked "Do you think the operational Ministry of Defence sites should be listed in the new Local Plan?" There were 84 responses to this question, 68 supported the proposal, and 16 disagreed. There were a number of additional comments made to this question, as set out below:

- MoD sites often have housing needs that should be in line with the local plan;
- Service people should be able to expect a decent living environment;
- There's significant scope for existing MOD sites to change purpose, & consideration should be given to being able to develop them into flourishing communities with housing & space for industry etc.as and when required;
- National security and operational imperatives should preclude their inclusion. But MOD should liaise with council officials to ensure we can dovetail in;
- Would not make public any active military bases as there is a risk that such information could be used by those who seek to do harm to those who serve and their families unless the MOD is of the view that the risk of publishing such information publicly is minimal. Officers and Cllrs should be aware of all active MOD bases in a plan area by a list that is held privately or other means;
- Operations land will never be available for private development. Adjust the plan as necessary, but don't be unrealistic;
- When they are formerly decommissioned, development should be considered;
- Listed as showing the "air-field" sign only;
- Currently, the area of Cranwell adjacent to RAF Cranwell is silent with regard to the CLLP. This has meant that planning decisions do not have to take the CLLP into account, relying instead principally on the NPPF. The planned expansion of RAF Cranwell, potentially including extra homes for Service Personnel, will have an impact on neighbouring civilian residents as well as those living in the village itself. Believe it is important to include the area of the base (and adjoining civilian properties) in the CLLP to ensure planners are able to take anticipated expansion into account in determining schemes that may come forward throughout Cranwell;
- The military are no different when it comes to use of land - same rules should apply.
- Waste of land facilities and disregard for the local infrastructure has been observed;
- RAF Scampton site is due to close and will make an ideal large village, potentially taking the pressure off development elsewhere;
- Not clear what this offers;
- Only if the accommodation attracts rates – but have no knowledge of the customary arrangements in such cases;
- If there is to be warfare it will not be ground based but remote drones from Waddington to Syria. What about nuclear sites? They are here still;

- The MoD welcome proposal to carry policy LP 57 forward into the new Local Plan. Whilst the policy pre-dates para 95 in the NPPF 2018 and which is retained in NPPF 2019, the wording of policy LP 57 policy is supportive of development required for operational defence purposes as advocated by paragraph 95. It should be noted that paragraph 95 also requires planning policies and decisions to ensure that operational sites are not affected adversely by the impact of other development proposed in the area and MOD would ask that wording to this effect be added to any revision to policy LP 57. As announced in July 2018, RAF Scampton is due to close in 2022. MOD are still planning for the vacation and disposal of Scampton and the future location of the Red Arrows is still being determined, with RAF Waddington, RAF Leeming and RAF Wittering being considered as potential sites. The location of the restricted airspace that the Red Arrows require for training, which is subject to consultation with the CAA is also still to be determined. The Policy implications and difference between 'Operational Ministry of Defence Sites and' and Recently Operational Ministry of Defence Establishments' below are not clear. If a difference is to be drawn the purpose and intention of the policy and the need for the difference need to be made clear and appropriate opportunities given for MOD to consider the wording and likely implications of any such policy. For the purposes of clarity, however, MOD would consider the following sites within the plan area to be in active military use; Barkston Heath (NK) Beckingham Training Area (NK) RAF Cranwell (NK) RAF Digby (NK) RAF Scampton (WL) RAF Waddington (NK) Under current plans, the RAF presence at, RAF Cranwell and RAF Waddington is set to grow over the next five years. RAF Waddington -is a core site for defence and is likely to see a significant scale of investment with additional or changes to units/ platforms located there. Several hundred additional service personnel and their dependants, as well as a number of supporting civil service and contractor posts are expected to be created at Waddington which could have implications for development both on existing military land and off site. Cranwell is a Defence Estate Optimisation (DEO) receiver site and as such is likely to see additional units and training. The closure of RAF Henlow in 2023 will see the relocation of some RAF elements to Cranwell. Under A Better Defence Estate, it was announced that RAF Cranwell would be home to the RAF Centre of Aviation Medicine, and subsequently that the No. 1 Recruit Training Squadron and the Airmen's Command Squadron would also move from RAF Halton to RAF Cranwell. In addition to the sites mentioned above and their associated Service Families Accommodation (SFA) there are a number of locations where MOD has further SFA; Bardney SFA (WL) Greylees SFA Sleaford (NK) Scampton SFA (WL) It is noted that at present policy LP57 does not make reference to MOD's housing requirements. we consider it should, given the need to provide high quality homes for service personnel in close proximity to where they work is essential. Given that Cranwell and Waddington remain core sites for MOD it is almost certain that that new housing will be required proximate to each of these sites to support the housing needs of Service Personnel. This need should be recognised and catered for in the revisions to the plan and may provide wider opportunities for new housing. Given the significance of Cranwell and Waddington as locations for major investment and growth for Defence during the plan period MOD believe that consideration should be given to specific policies for both of these sites.

4.3. Question 22b asks “Do you think “recently operational” should be defined in the new Local Plan and if so what length of time do you think is reasonable to define this?” There were 83 responses to this question. 59 supported the proposal, and 24 disagreed. The additional comments are set out below:

- The policy implications and difference between 'Operational MoD Sites' and 'Recently Operational MoD Establishments' are not clear. If a difference is to be drawn, the purpose and intention of the policy and the need for the difference need to be made clear and appropriate opportunities given for MOD to consider the wording and likely implications of any such policy. It may be helpful to consider using the terms rather than 'Operational' which has different implications within defence;
- Agree that the term 'recently operational' should be defined in the new Local Plan;
- The definition should be developed with the revised plan;
- It would be helpful as an infrastructure provider to have a greater level of certainty about whether these sites are expected to come forward for development for alternative uses during the plan period for the new Local Plan;
- In the event that 'recently operational' MoD sites become surplus to requirements clarity is needed about the scale and type of development which will be acceptable in principle. For example is a 'recently operational' site a formal allocation for specified uses in the new Local Plan for this purpose;
- There must be scope to develop land that is no longer required by the MOD, and this would take some of the pressure off greenfield sites;
- For clarity this should be defined, however rather than create a new definition does the MOD have a definition of recently operational? Is there an opportunity to develop a Local Plan Policy which deals specifically with ex MOD sites which have been decommissioned over a number of years ago and as a consequence experience a range of issues as a result;
- The title is confusing. What about sites due to close, e.g. Scampton & Grantham;
- For the duration of the plan or until the next review;
- It should be when they are decommissioned and in discussion with the MOD take place in advance so plans are understood so that they do not fall into disuse;
- Some sites pose a greater problem (pollution etc) than others;
- It depends on the nature of the operations. In the case of the mustard gas, that took several years to clear and lots of final work;
- Immediate, some that are left vacant are a disgrace. The vandals and thieves are on site the same night do not wait to next day;
- These should be taken on a case by case basis;
- Six months;
- 12 months;
- 3 years;
- 5 years;
- An arbitrary figure, perhaps, but suggest five years may be appropriate;
- 5 to 10 years;
- We have in our area the example of the former RAF Swinderby being developed into a thriving residential village and employment site. For other MOD sites that are being phased out a successful transition as achieved at RAF Swinderby would be aided by inclusion for a 5-10 year period;
- 10 years;
- Recently operational should be a policy in the CLLP and in my view recently operational is within the last 10 years.

4.4. Question 23a asked "Do you agree that the future of RAF Scampton should be managed through a new planning policy in the new Local Plan?" There were 91 responses to this

question, 85 supported the proposal, and 6 disagreed. The additional comments received are set out below:

- The MOD are still planning for the vacation and disposal of RAF Scampton. The future home for the Red Arrows remains to be determined, as does the location of the restricted airspace that they require for training, which is subject to consultation with the CAA. The MOD have, however, been working closely with WLDC regarding the future of the site and will continue to do so. The MOD agree that it is sensible to manage future non-military development on the site through a specific policy, the wording of which could be similar to Policy LP57 in the current local plan but tailored to suit the particular circumstances at Scampton;
- There must be a policy for RAF Scampton otherwise it risks being over developed in an unsympathetic manner that will cause RAF Scampton to become just a part of Scampton village;
- This should be closely managed in order that unscrupulous developers do not hijack any development plans to the detriment of local residents and businesses;
- This is an ideal site for considerable development providing built-in amenities without affecting the environment or character of the area;
- It is a large area that needs policy led planning;
- Yes, because of the strategic location of the site;
- The former base needs a thorough master-planning exercise;
- A study has been previously commissioned by Historic England to understand the historic significance of the site and its various elements. A master-planning approach should be used to ensure that future development respects the character and significance of the heritage assets. Finding a sustainable future for the site will require a creative and flexible approach being taken to finding sustainable new uses for the buildings of heritage value;
- Historic England strongly agree, given the particular historic significance of the site, a site-specific policy will be necessary and we would be very keen to assist and would strongly encourage early informal consultation and involvement;
- If the RAF Scampton is to be a formal allocation in the new Local Plan a specific policy will be required;
- Ideal for meeting some of housing target and possibly other development needs re employment, leisure etc.;
- Due to the overdevelopment of communities i.e. Welton, Saxilby and Cherry Willingham and Lincoln. Scampton is perfectly placed on the edge of Lincoln, on the A15 for creating a "garden community" taking advantage of Government support. Also taking pressure off communities which are no longer sustainable;
- Including such a policy when a major brownfield site is expected to become available during the plan period is a sensible approach. However, sites should only be included within the Local Plan where there is sufficient evidence to demonstrate that they are available and can be delivered within the plan period. Inclusion of active MoD sites, even where a closure date has been announced could result in the inclusion of sites which are unable to address housing need within the plan period, failing to address the government's objective to significantly boost the supply of homes. There are many examples where closure dates have been delayed, leading to delays in delivery;
- 'surely a no-brainer';
- But this should be made once the MoD have confirmed their intention to leave;
- What about the Prince William of Gloucester Barracks at Grantham?
- Scampton is now a significant and intrinsic element of the CLLP;
- No - It will have to comply with sustainability, no exemptions. Plough and plant;

- The RAF should decide what they feel is necessary for RAF Scampton;
- Not our business while RAF but when recently operational your rules might apply.

4.5. Finally, question 23b asked “Do you have any preliminary views of what that Policy might seek to achieve for the site?” There were 43 responses to this question, a summary of which are set out below:

- The MOD agree that it is sensible to manage future non–military development at Scampton through a specific policy, the wording of which could be similar to Policy LP 57 in the current local plan requiring the preparation of a comprehensive masterplan to ensure the holistic planning of the site and avoid piecemeal development but tailored to suit the particular circumstances at Scampton including but not limited to, brownfield status, unique history and heritage of the site, need to support the existing community. MOD is keen to work with the local authority regarding the emerging options and future of RAF Scampton;
- The LP policy should start by requiring a masterplan to be produced and then future development should be in accordance with an approved masterplan;
- A new East Midlands regional airport dealing with freight and passenger traffic, the runway is long enough;
- Negotiate a full village build on Scampton, post military closure, on the provision Red Arrows are given to Waddington;
- Housing and leisure facilities would be a good use of the site or even some form of attraction venue to boost visitor numbers to Lincolnshire;
- Decontamination of the land. Upgrading the infrastructure to include safer entrance on and off the A15. Ideal opportunity for significant investment of social, shared low cost housing (but not too small);
- Ensure that site isn’t left in a state of dereliction and contamination;
- Seek to ensure that the distinct identity of RAF Scampton is preserved and not lost and that no coalescence between Scampton village and the former RAF base takes place. It should also ensure that the policy is aware that some of the site will likely be used as over spill for RAF Cranwell. It should have its own character assessment and ensure that any new buildings are designed in a similar manner as a minimum of the former NCO married quarters with higher end properties taking inspiration from the former officer quarters. It should be mindful of the infrastructure that is currently present at the base which is well below that which is required for civilian development. Much of the base's history should be protected from any development as the base is hugely important to people across the world for its role during the Second World War especially with the dam buster squadron. The tennis courts and other amenities at RAF Scampton should be protected from development and where required brought back into use with any repair that is required;
- A mixture of live/ work development to reduce commuting to Lincoln for employment. 20% living in development should be employed in the development;
- Increase in housing needs to see improved road layouts especially to A15 and the site needs to be self-sustaining i.e. doctors, school, shops, employment, etc. Maybe a small local airport for light aircrafts etc depending on the need and an air survey;
- A significant element of residential development will be essential for viability;
- Scampton's redevelopment should be a key driver for creating new economic opportunities to the north of Lincoln, strengthening case for the much required A15 upgrades to the M180 and opportunities for new retail and residential development;

- A development similar to the Urban & Civic development of Alconbury Weald, where new mass transit, employment areas & residential areas are being created. An employment area for North Lincoln is missing & this could aid carefully selected development of the North end of the Lincolnshire Showground. Such a development could also integrate a park & ride or similar scheme (such as the bus routes operated in Cambridge) to relieve commuter traffic into North Lincoln;
- Limited commercial development and greater housing;
- Close to Lincoln - ideal for community development – housing;
- Whatever the proposals are for the site they should be in keeping with the vision and objectives and bearing in mind it is a main route into the City of Lincoln and has its own historical context. It should be used as a "flagship" entrance;
- It would perhaps be a good time to make this a place where nature can thrive;
- Develop as wildlife trust reserve to enhance Lincolnshire's biodiversity;
- Many MoD sites contain areas important for wildlife including limestone grassland. LWT would like to see that Net Gain is achieved through the re-invention of RAF Scampton as a national exemplar of how a site can be developed for wildlife, as well as people;
- The policy should provide the scope to allow for all reasonable development opportunities to be considered;
- All vehicles should be directed along A roads and single-track country roads should be excluded from use;
- Existing married quarters should be given back to the local authority to bring onto the housing market;
- A new airport or major venue for outside events, both sporting and others;
- In the event that RAF Scampton is allocated we would ask that a policy be included similar to the urban extension policies including reference to drainage, SuDS provision and increased water efficiency/ re-use consistent with the requirements of Policy LP14;
- Further consideration should be given to the availability of water and water recycling infrastructure particularly sewage treatment to serve this site dependent upon the scale and type of uses anticipated;
- Large village, or expanded site for University, or both;
- It must capitalise on the strategic location;
- In the context of current uncertainty over the status of the RAF base in relation to constraints, a flexible mixed use policy which safeguards the future of the community through the promotion of a sustainable and economically viable place, which includes opportunities for tourism/ visitor economy whilst acknowledging the bases important aviation heritage is crucial;
- It should be linked with the village of Scampton as one settlement;
- RAF Scampton has played an important part in Lincolnshire history and it should be recognized and preserved within a museum on the site. this in itself would attract tourism to the area;
- There should be detailed consultation on this matter to allow proper consideration of all issues;
- RAF Scampton should be included in a general military base policy to include all RAF bases. This policy should be drafted in a way which can respond flexibly to future growth or contraction of these sites;
- This is a very large site and it would make a perfect new village. Being so close to Lincoln it could be used as the new University Medical school or a new hospital site;

- Comprehensive Heritage Impact Assessment, including archaeological assessment work will be required due to the significance of the site. It would be helpful to acknowledge the mixed-use potential of the site, whilst calling for development to be framed within a masterplan that seeks to preserve listed buildings and the significant non-designated historic character of the site as a whole;
- The following wording is suggested - The potential to create a new residential development and associated infrastructure and facilities at RAF Scampton will be assessed through the preparation of a masterplan and delivery strategy subject to public consultation and agreed with the local planning authority and Ministry of Defence. The masterplan will assess environmental impacts, including upon heritage assets, and will identify phasing and funding requirements and a delivery strategy to facilitate any future development. For such a proposal to be supported, the masterplan will need to demonstrate how the proposal will avoid, minimise and where necessary mitigate or compensate any adverse environmental impacts;
- No new policy. There has not been one for other MOD sites;
- Leave all the planning for RAF Scampton in the very capable hands of the RAF. They aim for higher things;
- Mind our own business, but consider a typical industrial site while taking into account traffic overload on the inadequate A15 generated by the Showground.

4.6. The responses to this consultation along with ongoing discussion with MOD representatives and other evidence have informed the policy direct both for Policy S83 and RAF Scampton under Policy S74.

5. Proposed Approach in Draft Local Plan

5.1. The Draft Local Plan includes a specific policy relating to Ministry of Defence Establishments. This policy is based on Policy LP57 of the adopted Local Plan, but has been updated and expanded to remain up to date but include greater coverage for development that might impact MOD operations at sites. The policy generally maintains the same policy approach, while the justification and supporting text has been updated to reflect public consultation and consultation with the Ministry of Defence.

6. Reasonable Alternative Options

6.1. The following alternative options have been considered for this policy (option 1 being the preferred option).

6.2. Option 2: No policy and instead relying on general policies in the Local Plan and national policy. This option was discounted because it would not provide an acceptable degree of certainty, potentially introducing risks from development affecting Ministry of Defence sites. Should the Ministry of Defence dispose of a site, this option would not provide certainty in ensuring that the benefit of any redevelopment outweighs any impacts.

7. Conclusion

- 7.1. This Evidence Report demonstrates the rationale for the proposed policy as contained in the Draft Central Lincolnshire Local Plan January 2021. This report will be updated following responses received during the Regulation 18 consultation prior to finalising the Local Plan for submission. This helps bring together relevant evidence that has informed this policy and how we have responded to comments received during the plan making process, as well as how the latest evidence and national guidance has been taken into account.