



Policy LP34 Lincoln's District and Local Shopping Centres Evidence Report

**Proposed Submission
April 2016**

Contents

| | | |
|----|--|---|
| 1. | Introduction and Policy Context..... | 1 |
| 2 | Central Lincolnshire Context in Relation to Policy LP34..... | 2 |
| 3 | Local Plan Policy: Preliminary Draft | 2 |
| 4 | Local Plan Policy: Further Draft..... | 3 |
| 5 | Local Plan Policy: Proposed Submission | 3 |
| 6 | Alternative Reasonable Options..... | 4 |
| 7 | Conclusion | 4 |

1. Introduction and Policy Context

Introduction

- 1.1 A joint Local Plan for the Central Lincolnshire area is being produced which will set the framework for how development will be considered across the districts of the City of Lincoln, North Kesteven and West Lindsey to 2036.
- 1.2 This Evidence Report (which is one of a collection) provides background information and justification for policy LP34, which relates to district and local shopping centres in the Lincoln area.

National policy

- 1.3 The National Planning Policy Framework (NPPF) was published in March 2012 and the National Planning Practice Guidance (NPPG) was introduced in 2014 which offers 'live' government guidance.
- 1.4 The NPPF provides general guidance on ensuring the promotion of sustainable communities within section 8: "Promoting Healthy Communities" as well advise in a separate section on "Plan-making" which are relevant to policy LP34. The following points being of particularly relevance:
 - Paragraph 7 states that the planning system in achieving sustainable development should "create a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being";
 - Paragraph 17, in listing 12 core planning principles, requires planning to "take account of and support local strategies to improve health, social and cultural well-being for all, and deliver sufficient community and cultural facilities to meet local needs";
 - Paragraph 23 states that in drawing up Local Plans, planning authorities should: "define a network and hierarchy of centres that is resilient to anticipated future economic changes";
 - Paragraphs 69 to 78 provide requirements for promoting healthy communities including the requirement for planning policies to "plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments" and "guard against unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet it's day-to-day needs"; and
 - Within the "plan-making" section there is a requirement for local planning authorities to include strategic policies to deliver "the provision of health, security, community and cultural infrastructure and other local facilities" and to indicate "land use designations on a proposals map".
- 1.5 The above NPPF policy has been taken into account in preparing the Local Plan as a whole, and policy LP34 in particular.

- 1.6 At the time of writing this report, the NPPG did not include any specific guidance on district and local shopping centres.

2 Central Lincolnshire Context in Relation to Policy LP34

- 2.1 The Retail hierarchy outlined in Policy LP6 Retail and Town Centres in Central Lincolnshire, applies to retail, leisure, office and/ or related services in the Lincoln Strategy Area. With regard to the Lincoln Urban Area, whilst the City Centre is regarded as the "core" and the focus for the City as a whole, it is recognised that people also identify with their own districts and neighbourhood areas around the City and value not always having to travel to the City Centre to use everyday shops, services and other facilities.
- 2.2 This Plan aims to protect these additional satellite centres as places which complement the City Centre, support a mix of local service provision, reduce the need to travel, and provide a focus/ community hub within existing residential areas. They include District Centres and Local Centres as defined in Policy LP6. The District and Local Centres within the Lincoln Urban Area have been identified from site survey and with reference to the Central Lincolnshire City and Town Centre retail study 2012 and 2015 update and Town Centre and Sustainable Urban Extensions – Retail Provision Study 2013 (ref E019, E019A and E015 in the Planning Policy Library).
- 2.3 The extent of District and Local Centres is intended to meet local needs during the Plan Period, without threatening the vitality and viability of the Primary Shopping Area. To be effective in terms of reducing journey lengths and being 'self-supporting', they should include more than just shops although shops must be seen as a vital component. The objective is to achieve a complementary balance between the District/ Local Centres and the Central Mixed-Use Area and primary Shopping Area. New District Centres and Local Centres will also be considered as an integral part of the Sustainable Urban Extension Masterplans.
- 2.4 Individual units or small clusters of existing facilities are also acknowledged as potentially being locally important and any change of use proposals will be considered in line with national policy and with reference to Central Lincolnshire Local Plan Policy LP6: Retail and Town Centres in Central Lincolnshire and LP15: Community Facilities.

3 Local Plan Policy: Preliminary Draft

- 3.1 The Preliminary Draft version of the Local Plan (published for consultation in October – November 2014) included an overarching policy LP32 entitled "Supporting the Natural Evolution of Lincoln" ahead of any allocations in the Further Draft Local Plan. It listed those uses which may require locally specific designations and sought feedback on what should be included, where they should be and whether there should be changes to any existing boundaries. One suggestion was the "City Centre, Neighbourhood and Service Centre Boundaries" and whether existing boundaries, as shown in the City of Lincoln Local Plan (1998) should be amended and extended into the adjacent North Kesteven and West Lindsey District Areas.
- 3.2 Comments received during the consultation on policy LP32 of the Preliminary Draft version of the Local Plan largely focussed on Green Wedges and the relationship of Lincoln to the

surrounding villages and Lincoln's traffic issues. One comment expressed general support for additional centre allocations without making any specific suggestions.

4 Local Plan Policy: Further Draft

- 4.1 A new section and policy on the district and local shopping centres within Lincoln's urban area was added to the Further Draft version of the Local Plan and proposed boundaries shown on the accompanying draft policies maps. The Further Draft Local Plan was published for consultation in October – November 2015.
- 4.2 Comments were received as part of the Further Draft Local Plan consultation which supported the policy and the aim to maintain and support the district and local centres and their contribution to reducing carbon footprint. Reference to new district and local centres in the proposed SUEs was welcomed but an error was noted in reference to another policy. Reference to policy LP27 should read policy LP30.

5 Local Plan Policy: Proposed Submission

- 5.1 Support for the policy is noted and welcomed and the policy number error has been corrected in the Proposed Submission Local Plan. Some district and local shopping centre boundaries on the policies map have been amended to reflect discussions with officers at Lincoln City and North Kesteven District Councils to ensure that the boundaries shown are the most up to date and relevant.
- 5.2 The policy is considered to meet the NPPF requirement for Local Plans to define a network and hierarchy of centres. Identifying District and Local Shopping centres which serve the neighbourhoods within the Lincoln urban area, and indicating what uses may be appropriate within named centres shown on the policies map. New district and local centres required for the proposed Sustainable Urban Extensions are detailed in policy LP30: Lincoln Sustainable Urban Extensions and would be required to be shown in any masterplan for the sites.
- 5.3 The policy is supported by other policies in the Local Plan, including:
- Policy LP1: A Presumption in Favour of Sustainable Development;
 - Policy LP6: Retail and Town Centres in Central Lincolnshire;
 - Policy LP9: Health and Wellbeing;
 - Policy LP15: Community Facilities;
 - Policy LP28: Sustainable Urban Extensions;
 - Policy LP30: Lincoln Sustainable Urban Extensions.
- And by:
- Central Lincolnshire City and Town Centre Retail Study (2012) and update (2015) – See E019 and EO19A in the Planning Policy Library; and
 - Town Centre and Sustainable Urban Extensions – Retail Provision Study (2013) – See E015 in the Planning Policy Library.

6 Alternative Reasonable Options

- 6.1 The following alternative options have been considered for this policy (**Option 1** is the preferred policy approach which has been included in the Proposed Submission version of the Local Plan).
- 6.2 **Option 2:** To maintain the existing list and boundaries of the District and Local Shopping Centres in the saved City of Lincoln Local Plan policies. This would list and protect those centres listed in the 1998 adopted City of Lincoln Local Plan, but would not reflect any changes that have occurred since then, with no new centres added and no redundant centres removed. It would also only cover the administrative area of Lincoln City and would not extend to the whole of the Lincoln Urban Area. Centres within North Kesteven District that fall within the Lincoln Urban Area are currently listed in the adopted North Kesteven Local Plan, but do not currently have a defined boundary. This would therefore lead to an inconsistent approach to centres across the wider urban area.
- 6.3 **Option 3:** To not designate District and Local Shopping Centres, with no additional guidance as to suitable uses other than the general retail policy LP6 and national guidance. This was however, felt to provide insufficient protection for local neighbourhood retail and service centres and not to meet the NPPF requirement for Local Plans to define a network and hierarchy of centres resilient to anticipated future economic change.

7 Conclusion

- 7.1 This Evidence Report demonstrates the rationale for the proposed policy as contained in the Proposed Submission Local Plan April 2016. We hope this helps demonstrate how we have responded to comments received during the Preliminary Draft and Further Draft consultation, as well as how the latest evidence and national guidance has been taken into account.