



Policy LP36 Access and Movement within the Lincoln Area Evidence Report

Proposed Submission April 2016

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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 LP36, which relates to transport priorities and movement strategy for 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 Sustainable transport is referenced throughout the NPPF and the whole of section 4 is concerned with "Promoting Sustainable Transport". Reference is also made to transport in the section on "Plan-making". The following points are particularly relevant:
 - The stated Core Planning Principles in NPPF paragraph 17 include the following: planning should "actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable";
 - Section 4 (paragraphs 29 to 46) details the requirements of planning to maximise sustainable transport options and the need for and use of Transport Statements, Transport Assessments and Travel Plans;
 - Paragraph 58, in requiring robust and comprehensive policies setting out the quality of development that will be expected, states that development should aim to ensure that they "optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses... and support local facilities and transport networks"; and
 - In the section on plan-making, paragraph 156 it states that the Local Plan should include strategic policies to deliver "the provision of infrastructure for transport..."
- 1.5 The above NPPF policy has been taken into account in preparing the Local Plan as a whole, and policy LP36 in particular.
- 1.6 The NPPF is supported by the NPPG, which gives advice of the evidence base required for transport policies and on travel plans.

2 Central Lincolnshire Context in Relation to Policy LP36

- 2.1 The Lincoln Integrated Transport Strategy (2008) (Ref E041 in the Planning Policy Library) outlines the long term transport investment in the City and surrounding area so that access and movement are addressed alongside growth aspirations to ensure that they are

deliverable and in order to minimise congestion and cut carbon emissions. It provides details of the key transport schemes for the Lincoln area which include:

- The Lincoln Eastern Bypass;
- The Lincoln Southern Bypass;
- The Lincoln East-West Link Road;
- The Lincoln Transport Hub;
- Improvements to the bus network within the Lincoln area;
- Seeking to bring forward one or more park and ride sites in the Lincoln area;
- Investment in the local rail network;
- Implementation of the adopted parking strategy; and
- Development of a number of innovative initiatives which seek to encourage people to walk, cycle, use public transport and car share.

- 2.2 The latest progress report, outlining progress on the strategy, was issued in March 2015, and can be found at: <http://www.lincolnshire.gov.uk/lincoln-transport-strategy/81505.article> .
- 2.3 The Transport Strategy is supported by a Parking Strategy Delivery Plan (2015) for the City, which can be found at: <http://modern-gov/ieListDocuments.aspx?CId=123&MId=2258&Ver=4>

3 Local Plan Policy: Preliminary Draft

- 3.1 The Preliminary Draft version of the Local Plan (published for consultation in October – November 2014) included policy LP28 on transport priorities and movement strategy in the Lincoln area.
- 3.2 Comments received during the consultation on the Preliminary Draft version of the Local Plan suggested that the policy should set out more clearly policy aspirations and criteria for assessing sites. The policy has been amended to reflect this and to identify specific schemes in the supporting text. Some comments such as reference to motor cycles and scooters and the need to address issues in Gainsborough and Sleaford are best covered in the Central Lincolnshire wide generic transport policy and in the Gainsborough and Sleaford area chapters. Some felt that roads needed to be built before development and that more new roads were needed.
- 3.3 In response, finance for infrastructure is finite and a careful balance needs to be struck between allowing development which can fund infrastructure provision and the phasing of both and the need to coordinate infrastructure provision for additional road vehicles with increased use of alternative suitable modes of transport.
- 3.4 Some comments expressed support for named schemes whilst others felt that they would not achieve significant improvements.
- 3.5 In response, on sites proposed for allocation in this Local Plan, transport impacts have been taken into account where known and issues that may require further investigation identified in the relevant site allocation policies and/ or supporting evidence.

4 Local Plan Policy: Further Draft

- 4.1 The Further Draft Local Plan was published for consultation in October – November 2015. This was significantly different to the Preliminary Draft, though this was more presentational than policy, and removed large sections of matters which were informative, rather than policy.
- 4.2 Various comments were received as part of the Further Draft Local Plan consultation, some of which broadly supported elements of the policy, with Highways England particularly supporting the transport modelling evidence used and proposed for use. Several detailed suggestions were made to improve clarity of policy wording.
- 4.3 Some general comments were received reflecting a lack of confidence in the evidence behind the policy and proposals to mitigate traffic implications for Lincoln's road infrastructure, with particular concerns expressed about the Lincoln Eastern Bypass and Canwick Hill. Highways England raised concerns about the implications for development on the A46 network and that further impact assessment should be undertaken and policy implications addressed prior to submission.
- 4.4 In response, the evidence supporting the Central Lincolnshire wide transport policy and the Lincoln area transport policy is considered thorough and proportionate.

5 Local Plan Policy: Proposed Submission

- 5.1 The supporting text in the Proposed Submission Local Plan has been amended to reflect comments received and make sure it reflects the latest available information. Only very minor changes to the Policy have been made.
- 5.2 Policy LP36 therefore continues to seek to deliver the various transport related strategies for Lincoln as detailed in the Lincoln Integrated Transport Strategy. In addition, it 'safeguards' two essential major infrastructure schemes (the Lincoln eastern and southern bypass routes), though these two routes have been well established for some time (i.e. they are not new measures being introduced by this Local Plan).
- 5.3 The policy is also supported by other policies in the Local Plan including:
 - Policy LP1: A Presumption in Favour of Sustainable Development;
 - Policy LP12: Infrastructure to Support Growth;
 - Policy LP13: Accessibility and Transport;
 - Policy LP30: Lincoln Sustainable Urban Extensions; and
 - Policies LP49 & LP54 and supporting documents about site specific allocations within the Lincoln area;And by the
 - Lincoln Integrated Transport Strategy (2008) and its Progress Review (2013); and
 - Parking Strategy Delivery Plan (2015)

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 have no Lincoln specific transport policy and to rely on a generic Central Lincolnshire wide policy. This options may result in other Central Lincolnshire issues being overshadowed by those for the Lincoln area. The issues faced by Lincoln and the options for responses and solutions are different to those for the rural areas of Central Lincolnshire and other urban areas and it is felt that the lack of a specific policy would not ensure that this is adequately responded to. Safeguarding land for two essential infrastructure items is also best met through a Lincoln specific transport policy.

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.