

# Sustainable Urban Extension Joint Delivery Statement

# Evidence Topic Paper for Western Growth Corridor

# August 2016

Central Lincolnshire Local Plans Team

c/o North Kesteven District Council

Council Offices

Kesteven Street

**SLEAFORD** 

Lincs NG34 7EF

Telephone: 01529 414155

Email: talkplanning @central-lincs.org.uk

#### Explanatory note:

This August 2016 Topic Paper is an update of the Topic Paper published in April 2016. The substantive additions or amendments made in this August 2016 version are:

- Updated information on site promoters
- Updated summary table and summary Project Plan with expected public consultation and planning application submission dates revised as required following latest discussion and agreement with the planning authorities and the adjacent landowner/developer partner
- Infrastructure table estimated costs included
- Draft Strategic Framework Plan included
- Updated information on site developers/promoters
- Site Assessment Information updated notably: Drainage/Access & Transport, Heritage, Natural Environment/Ecology
- Delivery & Implementation text and Phasing Tables updated
- Risk Assessment updated

# Topic Paper: Sustainable Urban Extension: Western Growth Corridor—Land at 1.5km to the West and South West of the City Centre

#### **Short Summary and Current Status**

- **Summary:** A Sustainable Urban Extension to Lincoln which will deliver approximately 3,200 homes during the plan period and a range of mixed-use development including commercial, leisure, retail, primary education and open space
- Current Status: Pre-application

Scheme Preparation	<u>Date</u>	Comp	Application	<u>Date</u>	Comp	Implementation	<u>Date</u>	Comp
Vision and Key Objectives Agreed	Feb 2015	Feb 2015	Detailed viability assessment	Ongoing 2016		Phase 1	Spring 2018	
Constraints Identified	Mar 2015	Mar 2015	Application Submitted	Summer 2017		Discharge of Conditions	As required	
Access and movement Strategy agreed	Sept 2016		Application under consideration			Site Marketed	Summer 2017	
Infrastructure Requirements Identified	Requirements Oct		Approved			Site Developer Secured	Autumn 2017	
Affordable Housing Highways	2010		Section 106 Agreed			Reserved Matters		
Health Education Others						Start on Site	Spring 2017	
High level viability assessment	Ongoing 2016					Completions		
Public Consultation undertaken	May 2017							
Strategic Framework Plan Agreed	Sept 2016							

#### 1.0 INTRODUCTION TO THIS TOPIC PAPER AND OUTLINE OF THE SUE

The purpose of this joint delivery statement is to set out information about the SUE and how it will be delivered. The following sections provide;

- Information on who is delivering it, a description of the opportunity and who else is involved
- the vision and objectives for what will be delivered
- any current issues and constraints with the site that will need to be addressed
- what will be delivered and when

#### 1.1 Who is delivering the SUE

#### a) The local planning authority

The central and southern parts of the site fall within the administrative area of the City of Lincoln Council; the northern part falls within the administrative area of North Kesteven District Council.

#### b) Principal site promoter(s)/lead developer

The City of Lincoln Council owns 42% of the Western Growth Corridor and acting in this landowning capacity is the principal site promoter. The City of Lincoln Council is working alongside the adjacent landowner who are in detailed discussions with the Lindum Group who will be acting as a promotion partner relating to their land (the remaining 58%). A promotion agreement has been agreed in draft form and the site will be brought forward jointly for a planning submission in summer 2017. Since Lindum's involvement in the scheme as promotion partner, it has given the development new impetus and has enabled this revised version of the Topic Paper to confidently set out a range of delivery costs, timescales and outputs.

Since May 2015 City of Lincoln Council has commissioned AECOM consultants to undertake a variety of work including masterplanning, flood risk and drainage assessment, transport assessment and environmental assessment in readiness for an anticipated planning application in Summer 2017.

#### c) Other Key Delivery Partners

Landowners of the site other than City of Lincoln Council, North Kesteven District Council, Lincolnshire County Council, Network Rail, Environment Agency, Internal Drainage Board

#### d) Land Ownership

City of Lincoln Council owns 42% of the site, the remainder of the site is owned by a combination of landowners including the Lindum Group. As well as being joint promotion partner, Lindum Group also own adjacent land which enables direct access to the WGC site itself which is a distinct advantage.

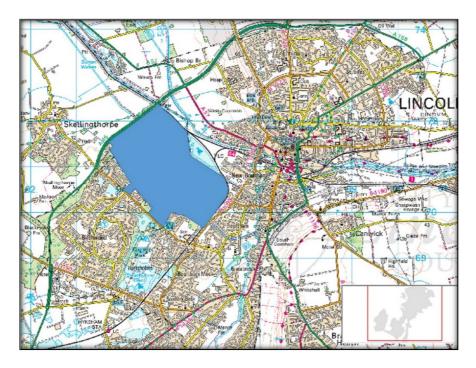
#### 1.2 The Opportunity

The City of Lincoln is by far the largest settlement in Central Lincolnshire and is a regional centre for services including employment, retail, leisure, culture, health and education facilities. Within Central Lincolnshire, Lincoln is the key economic driver and effectively serves a population of approximately 165,000 which is way beyond its own administrative boundary which is tightly bounded with a total population of 95,600 (Office National Statistics 2015). In the Central Lincolnshire Local Plan, around 64% of the total homes and employment land will be accommodated in the Lincoln area and the Western Growth Corridor is a crucial site in contributing towards that figure.

Being located in such close proximity to the City Centre (only 1.5 km away) the Western Growth Corridor site represents a tremendous opportunity to create an attractive place for people to live and work in with new facilities as well as to provide easy access to Lincoln's existing services. The physical capacity of the site and its proximity to the City means that is a genuinely sustainable location for an urban extension to the City.

#### 1.3 Location

The Western Growth Corridor site, which is broadly rectangular in shape is located approximately 1.5 km to the west and south-west of the city centre. The north-east of the site is bounded by the Skellingthorpe Main Drain and by the Lincoln to Gainsborough (Doncaster/Sheffield) railway line. The south-east of the site is bounded by the Lincoln to Nottingham/Newark railway line and the B1003 Tritton Road. The south-west of the site is bound by the B1378 Skellingthorpe Road and existing areas of residential development.



Western Growth Corridor Location Plan

#### 2.0 VISION AND OBJECTIVES FOR THE DEVELOPMENT OF THE SUE

A Planning and Delivery Group (PDG) for the WGC has been established containing all stakeholders including site promoters, landowners and Local Planning Authorities. The PDG has met quarterly since 2012 where the original vision and objectives were developed in a workshop held in December 2012 with support from ATLAS (Advisory Team for Large Applications) based within the Homes and Communities Agency). The PDG updated and revised the vision and objectives in a further workshop in May 2015.

#### 2.1 Vision for Western Growth Corridor

"A well-connected, distinctive place to live and work at the heart of the historic City of Lincoln"

#### 2.2 Key Objectives

- I. The Western Growth Corridor will have a distinct physical identity respectful of the character of the city, maximising views of the Cathedral, protecting heritage assets such as Decoy Farm and achieving high quality urban design principles.
- II. The Western Growth Corridor will have at its core, a network of green and blue spaces providing multiple benefits including managing flood risk and water management, open space and leisure provision.
- III. The Western Growth Corridor will knit into the city centre through the provision of priority public transport routes providing direct links for surrounding neighbourhoods into Lincoln.
- IV. The Western Growth Corridor will provide a wide range of housing types widening the existing housing offer in the city to attract existing and new residents to the city.
- V. The Western Growth Corridor will be built to high environmental and urban design standards including the use of low carbon energy technologies

- VI. The Western Growth Corridor will provide employment, retail, education and leisure that ensures people have easy access to a wide range of facilities and that encourages a sense of community.
- VII. The Western Growth Corridor will provide employment opportunities linking with the University and established commercial areas capable of accommodating existing employers in the city seeking to expand and attract new investment.
- 2.3 Summary of the key deliverables:
  - Approximately 3,200 houses within the Central Lincolnshire Local Plan Period;
  - 20 ha of employment space serving the wider Lincoln area for significant local growth and inward investment of strategic importance complementary to that on the adjacent Lincoln Science and Innovation Park:
  - A distinctive place to live that has its own identity and respects its local surroundings including views of Lincoln Cathedral and the setting of Decoy Farm Scheduled Ancient Monument;
  - Comprehensive solutions to drainage and flood risk, guided by an agreed flood risk assessment and water management plan;
  - A direct route incorporating priority for public transport linking Skellingthorpe Road through to the city centre via Beevor Street;
  - Facilitation/delivery of the 5 potential road connections identified to the site following results of the full transport assessment;
  - Facilitation of a Park and Ride site for the highways and planning authorities to bring forward in the future to minimise overall traffic impacts of the growth of Lincoln;
  - A wide range of community facilities including a new neighbourhood centre;
  - A wide range of open space, recreation and leisure uses, together with consideration of the provision of a regional leisure complex;
  - On-site education provision through a new three form entry primary school on site (preferably as part of a neighbourhood centre);
  - A development that maximises the opportunities for low carbon and sustainable design including, if feasible, use of the heat from the Energy from Waste plant at North Hykeham;
  - Comprehensive solutions to reclaim and remediate the former tip on the eastern part of the site
  - Improved linkages, enhancement and support of green wedges and other green infrastructure.

A draft Strategic Framework Plan has been developed which sets out the key elements of the development including development areas, green infrastructure, key transport linkages and nodes and landmarks (see next page and appendix 1).

#### Draft Western Growth Corridor Strategic Framework Plan



#### **3.0 SITE ASSESSMENT**

#### **Assessment Summary**

A significant amount of base-line information is already available from the planning application that was submitted in December 2006. This information has been reviewed and will inform the new site assessment work being carried out as part of the future planning application. This work has been commissioned by the City of Lincoln Council as landowner and is being undertaken by AECOM consultants.

Although defended to the required national standard, the site is located in an area subject to potential flood risk. However this constraint after much work (see below) has been identified as capable of being overcome. It does though remain a key issue for delivery together with transportation linkages and the remediation and re-use of the former landfill site located on the edge of the Western Growth Corridor site.

The following information describes the site issues and constraints that need to be addressed.

#### 3.1 Site and Delivery Issues for Consideration

#### a) Drainage and Flooding

Significant progress has been made in addressing flood risk and drainage issues through the establishment of a technical working group consisting of representatives from Central Lincolnshire LPA's, the Environment Agency, Upper Witham Internal Board and Lincolnshire County Council (as Lead Local Flood Authority). The group was formed in late 2012 and has overseen work undertaken by specialist flood risk consultants who have tested the impact of land raising options and examined the impact of flood risk and drainage on the site and surrounding area. This work has been done through the Environment Agency's approved flood model for the area.

Results have demonstrated (outlined in reports first published in May 2013 and updated in September 2015 and which are available as supporting evidence on the Central Lincolnshire Local Plan website) that through land raising development can be located 'safely' outside the highest flood zone and that development does not increase the level of flood risk to existing surrounding communities. As a direct consequence of this collaborative approach and joint work undertaken, in September 2013 the Environment Agency removed their objection in principle to the site being brought forward for development. A detailed flood risk and drainage management strategy is currently being developed (in conjunction with the technical group) as a component of the planning application being prepared for the site.

#### b) Access/Transport

An overall access strategy for the site is being developed with strategic infrastructure links necessary to unlock the development to connect to the city and the existing transport routes. AECOM have completed various scenarios and combinations of highway options for the transport modelling to establish the most effective highway options for the development and are currently undertaking the final transport modelling to enable completion of the Transport Assessment for the Planning Application.

Several potential connections to the site have been identified including:

 Two accesses from Skellingthorpe Road via alterations to the existing Birchwood Avenue junction and a new junction adjacent to Hartsholme Park

- To the City Centre via a new vehicular bridge into the Beevor Street area and the Lincoln Science and Innovation Park
- To Tritton Road via a new vehicular bridge
- At the A46 via a new link

Further iterations of the Strategic Framework Plan will incorporate and reflect these transport connection points. There will be a priority public transport route through the site connecting existing communities and providing sustainable modes of travel for new residents integrating through the Blue/Green Corridor. Consideration will be given for the need for a park and ride to minimise overall traffic impacts of the proposed development. The topography of the area lends itself to cycling and walking and a network of walking and cycling routes will form part of the masterplan, making use of green infrastructure wherever appropriate, with strong links to the city centre and existing neighbourhoods as well as to the Sustrans cycle route along the Fossdyke and to the Witham Valley Country Park.

#### c) Topography and Soil Condition

The land is flat and presents no topographical problems. Part of the City Council's land holding consists of a former landfill tip on Skewbridge and Swanpool. In order to determine both the level of contamination and the options for developing areas of this site in early 2014 WSP Consultants were commissioned to undertake a two stage process. Firstly this involved ascertaining exactly what the tip comprised of in terms of contents which subsequently was found to be of poor quality geotechnical fill. WSP also carried out gas and water sampling to establish the extent of leaching into the surrounding areas and this work was completed in October 2014. The second stage of the process was the Development Feasibility Options Appraisal which was completed in January 2015 and concluded that the former landfill site would be suitable for commercial development incorporating appropriate remediation.

Since the appointment of AECOM further work has been undertaken including the Geo-Environmental and Geotechnical Assessment alongside the Environmental Monitoring in March 2016 which has led to the commissioning of the Remediation and Reclamation Strategy.

#### d) Utilities

#### Gas/Electricity

The City Council has been in discussions with a number of stakeholders in the City to discuss the potential opportunities around developing decentralised energy options for Lincoln. There is clear recognition that there is a unique opportunity to introduce decentralised energy through large scale development with the WGC representing the greatest potential of all the SUE's and this was highlighted in the Energy Mapping and Masterplanning Study for Lincoln commissioned by Lincolnshire County Council which was completed in June 2015.

#### e) Water

The Local Planning Authorities have been engaged with Anglian Water (responsible for most of Central Lincolnshire) for some considerable time and a detailed Water Cycle Study for Central Lincolnshire was completed in June 2010 and refreshed in April 2016 with input from Anglian Water and the Environment Agency. This study provides information on water resources and supply, foul water sewerage, sewage treatment and surface water drainage.

In relation to the WGC (and other growth sites in the Lincoln area) Anglian Water have confirmed that the local sewerage treatment works (STW) at Canwick will need to be upgraded in order to accommodate the proposed levels of growth within the Local Plan. There may be timing implications due to the necessary network upgrades, however the timescales for these are much shorter and can be resolved through early engagement by the developer in the requisition process.

#### f) Affordable Housing/Gypsy and Traveller Provision

The Central Lincolnshire Proposed Submission Local Plan (Policy LP11 – Meeting Housing Needs) sets out different affordable housing targets across the plan area ranging from 15 to 25%. A percentage of 20% Affordable Housing is sought for SUEs inside the Lincoln Strategy Area, and this is therefore the level applicable to the WGC. Policy LP28 sets out generic requirements for Sustainable Urban Extensions which requires land either on-site or off-site to be provided for gypsy and traveller pitches and this is therefore the level applicable to the WGC.

#### g) Education

One 3FE primary school is required to serve 3,200 units but this would change dependent on the scale of development. Extended hours provision will be required as part of the primary school premises.

#### h) Health

The Infrastructure Delivery Plan explains that some NHS data needs review before the demand generated by the development of the site can be accurately assessed. Dialogue with the Clinical Commissioning Groups has been established, and will continue as the site is taken forward. In the meantime it has been assumed that there is no spare capacity in existing GP and dental surgeries and that full provision on site will be required.

#### i) Recreation/Open space

Play areas and open space will be required to be provided in line with policy, informed by developing evidence. No specific recreational provision has yet been identified, but all open space will be considered as part of the site's wider green Infrastructure strategy as Masterplanning proceeds.

#### j) Heritage

The site's setting close to Lincoln's historic hill, and with dramatic views of the cathedral, will need to be reflected in masterplanning and detailed planning applications.

The site contains a Scheduled Ancient Monument at The Old Decoy. Archaeology and Cultural Heritage along with landscape and visual issues will be assessed as part of the Environmental Impact Assessment which has been commissioned and is underway. Minor to moderate potential impacts were identified in respect of the archaeology and the setting of the adjacent Swanpool conservation area and mitigation measures identified. Impact on the setting of the Decoy Farm Scheduled Ancient monument was identified as potentially major adverse but mitigation through provision of buffers would reduce the impact to negligible. No constraint to development was identified at this time and it is reasonable to presume that this is still the current situation as of August 2016. Historic England will be involved in the masterplanning and sources of information such as that contained within the Lincoln Townscape Assessment which was a study undertaken between 2009-2011 by the City Council in partnership with English Heritage which describes the character of Lincoln will be

utilised. The final masterplan and development areas will therefore be designed to protect and enhance the setting of the Old Decoy.

#### k) Natural environment / Ecology

A proactive approach will be taken toward the protection and enhancement of natural assets within and adjoining the site, including, where viable and required, an enhancement of assets and appropriate access and visitor management.

The environmental impact assessment for the site has been commissioned and the scoping document was forwarded to the two local authorities in mid May 2016 for comments which will make assessments of ecology, landscape and visual issues, water resources and flood risk, soils and agriculture and air quality. Several of the ecology studies are complete including the Great Crested Newt Surveys, Bat Surveys and the Arboriculture Surveys whilst the remaining are part completed. With regard to ecology the main potential adverse effects relate to the loss of Local Wildlife Site habitat such as Mormon Field and disturbance to retained habitats on and off site through increased visitor pressure such as Swanholme Lakes, Swanpool and Boultham Mere sites. However it was agreed that these effects could be minimised through suitably agreed mitigation measures. No constraint to development was identified at this time and it is reasonable to presume that this is still the current situation as of August 2016.

All interested partners, including Natural England, Greater Lincolnshire Local Nature Partnership and the Lincolnshire Wildlife Trust will be invited to engage in the development of the masterplan and any necessary refresh of mitigation measure requirements. This process will need to consider more recently developed evidence such as the Central Lincolnshire Green Infrastructure Strategy and the Central Lincolnshire Biodiversity Opportunity mapping assessment.

#### I) Community Facilities and Services

The submission draft Central Lincolnshire Local Plan policy requires at least one local centre will be identified on the WGC site as part of the masterplan, providing a range of services. The development is proposing one District Centre plus further localised provision (neighbourhood centre) appropriate in scale to the development.

#### 3.2 Relevant Planning History

A planning application was submitted in December 2006 for a mixed-use development including 4,500 dwellings, employment, leisure, retail, open space and a park and ride site. A revised application for 5,100 dwellings was submitted in March 2008. This application was subsequently withdrawn in February 2016.

#### 4.0 <u>DELIVERY AND IMPLEMENTATION</u>

#### 4.1 Housing Delivery Trajectory and Phasing

The total number of homes the SUE will deliver is 3,200 within the plan period and the trajectory of the first phase is set out below:

	2016/17	2017/18	2018/19	2019/20	2020/21
Phase 1					

Starts		25	50	75
Completions		25	50	75

# Longer term the housing phasing proposals are:

Phase	Total Number	Estimate Start of Phase	Estimate Completion of Phase	Assumptions
Remainder of Phase 1	525	2020/21	2023/24	175 dwellings pa
Phase 2	875	2023/24	2027/28	175 dwellings pa
Phase 3	875	2027/28	2031/32	175 dwellings pa
Phase 4	775	2031/32	2035/36	175 dwellings pa

# 4.2 Employment Land

Phase	Amount	Assumptions
1 & 2	20 ha	This will be complementary to employment on the Lincoln Science and Innovation Park.

# 4.3 Infrastructure Delivery Trajectory

# • Infrastructure / Obligations required

Item	Description	When	Estimated Cost	How it will be delivered
Site opening up costs	Infrastructure to unlock the site including vehicular and pedestrian bridge	2017/18	£17,500,000	Development Cost
Affordable Housing	Provision of affordable of various tenure types	Varied phasing through the development	As required per LP policy	Section 106 obligations
Gypsy and Traveller Provision	Provision of pitches	Phase 2	As required per LP policy	Off-site provision through 106 obligations
Flooding/Drainage	Any mitigating measures detailed in the Flood Risk Assessment and Drainage Strategy	Phase 1	£2,500,000	Development Cost
Education	One 3FE Primary School is required to serve 3,200 units	Phase 2	£7,200,000	Section 106 obligations
Health	On-site provision subject to the local Clinical Commissioning Group (CCG)	Phase 3	£1,200,000	Section 106 obligation

Recreation/ Open Space	On-site provision for Playing Pitches, LEAPS, LAPS, NEAPS	Phased through development	£2,200,000	Section 106 obligation
Access/Transport Movement	On-site Transport Contribution	Phase 1	£1,400,000	Section 106 obligation
Heritage	On-site provision for Archaeology	Phased through development	£50,000	TBC
Design criteria	Principles of Design established at Masterplanning stage	Prior to Planning Application	Included in Planning Application Costs	Design Team
Community Facilities and Services	On-site provision of a Community Centre,	Phase 2 & 3	£1,800,000	Section 106 obligation
Utilities	Electricity	Phase 1	As required	Development Cost
	Gas	Phase 1	As required	Development Cost

#### 4.4 Deliverability

A high level viability assessment has been undertaken of the Local Plan as a whole which has confirmed that the SUE site is viable and deliverable within the Plan period. Up to 500 units within Phase 1 of the scheme can be delivered without the requirement for extensive infrastructure.

#### 4.5 Summary Project Plan

Milestone	Date
Vision and Objectives Agreed	Completed February 2013
Strategic Framework Plan Agreed	September 2016
Public Consultation	May 2017 (revised following latest
	discussion with adjacent
	landowner/developer partner)
Planning application submitted for Phase 1	Summer 2017 (revised following latest
	discussion with adjacent
	landowner/developer partner)

A steering group of officers from the City of Lincoln Council, North Kesteven District Council and Lincolnshire County Council and representatives of the key landowners/promoters have been meeting on a quarterly basis and been working on this SUE since late 2012. Given the joint working on this site early delivery of the site is anticipated. To support this early delivery a joint planning performance agreement has been drawn up and is being negotiated with the landowners and promoters of the site detailing the projected planning application submissions and start on site dates.

#### 5.0 Risk Assessment

Significant Risks	RAG	Mitigation

No developer secured/developers withdraw	Green	A new developer partner has been secured to deliver the site alongside the City of Lincoln Council as landowner
Technical issues such as highways and flood risk become difficult to resolve	Amber	Central Lincs authorities continue to work with key stakeholders including Highways Authority, Environment Agency.
Viability issues become problematic	Amber	Ongoing viability work throughout scheme pre- planning phase will ensure this is managed to ensure scheme proposals are viable.
Development platform not maximised due to site constraints	Amber	Redistribute density on the site and / or technical solutions
Skewbridge and Swanpool Remediation	Red	Local Authority statutory requirement to remediate the site if the development does not progress

# 6 Key contacts

Kieron Manning, Planning Manager, City of Lincoln Council
Nick Feltham, Principal Planning Officer, North Kesteven District Council,
Kate Ellis, Assistant Director, City of Lincoln Council (as Landowner)