

Central Lincolnshire Policy S75 RAF Scampton Evidence Report

Formerly Policy S74

March 2022



Central Lincolnshire
LOCAL PLAN

Contents

1. Introduction.....	3
2. Policy Context.....	3
National Policy and Guidance.....	3
Local Policy	5
3. Context and Evidence.....	5
4. Issues and Options Consultation.....	6
5. Regulation 18 Consultation	10
6. Proposed Approach in Draft Local Plan	10
7. Reasonable Alternative Options.....	10
8. Conclusion.....	11

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 S75 RAF Scampton, which looks to provide a framework for taking forward the future of RAF Scampton in light of the Ministry of Defence's (MOD) planned departure from the site.

2. Policy Context

National Policy and Guidance

- 2.1. The National Planning Policy Framework (NPPF) was revised in July 2021 and sets out the framework for planning in England. There are number of key strands relating regeneration including aspects within Chapter 6 Building a Stronger, Competitive Economy.

Paragraph 82 states *"Planning policies should:*

- a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*
- b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*
- d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances."*

Paragraph 86 states *"Planning policies should:*

- a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*
- b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*
- d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances."*

- 2.2. Paragraph 124, Chapter 11 'Making Effective Use of Land', sets out key requirements to take into account an areas character when regenerating or promoting opportunities for change. Paragraph 124 states:

"Planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;*
- b) local market conditions and viability;*

- c) *the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;*
- d) *the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and*
- e) *the importance of securing well-designed, attractive and healthy places.”*

2.3. Relevant to the regeneration of sites within Lincoln City, is Chapter 16 ‘Conserving and enhancing the historic environment’

Paragraph 189 states “*Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value⁶⁶. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations⁶⁷.*”

Paragraph 190 states “*Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:*

- a) *the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;*
- b) *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- c) *the desirability of new development making a positive contribution to local character and distinctiveness; and*
- d) *opportunities to draw on the contribution made by the historic environment to the character of a place.”*

2.4. Planning Practice Guidance (PPG). The NPPG was introduced in 2014 and it sets out live guidance on how to implement the policies of the NPPF. There are number of guidance pages relating to estate regeneration many of the regeneration opportunities presented within the reviewed Central Lincolnshire Local Plan are mixed used development opportunities. Therefore, these specific guides are not necessarily all encompassing for the scenarios presented within this policy. When reviewing the PPG, the general role of plan making is important aspect when developing local specific regeneration opportunities with planning policy.

“Statutory duty and the role of plans -What is the role of plans?”

The development plan is at the heart of the planning system with a requirement set in law that planning decisions must be taken in line with the development plan unless material considerations indicate otherwise. Plans set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to

⁶⁶Some World Heritage Sites are inscribed by UNESCO to be of natural significance rather than cultural significance; and in some cases they are inscribed for both their natural and cultural significance.

⁶⁷The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

housing, the economy, community facilities and infrastructure – as well as a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed places. It is essential that plans are in place and kept up to date.

Section 19(1B) - (1E) of the Planning and Compulsory Purchase Act 2004 sets out that each local planning authority must identify their strategic priorities and have policies to address these in their development plan documents (taken as a whole).

The development plan for an area is made up of the combination of strategic policies (which address the priorities for an area) and non-strategic policies (which deal with more detailed matters). Paragraphs 17 to 19 of the National Planning Policy Framework describe the plan-making framework which allows flexibility in the way policies for the development and use of land are produced¹”

Local Policy

- 2.5. There is no specific policy in the adopted Local Plan that addresses development at RAF Scampton, but it would be covered by Policy LP57 – Ministry of Defence Establishments. This policy includes a framework for how to consider development of MOD land and assets surplus to requirements. It seeks to ensure that any proposals are sustainable and do not result in any issues as a result of site disposal and redevelopment.

3. Context and Evidence

- 3.1. RAF Scampton is a 320 hectare site situated north of the City of Lincoln, directly east of the historic small village of Scampton from which it takes its name, on a prominent Limestone ridge (known as the Lincoln Cliff) surrounded by open countryside.
- 3.2. In 2018 the MOD announced that it intends to decommission the base at RAF Scampton in 2022 as part of its rationalisation of its assets. This will mean that the Red Arrows display team will be relocated and it is expected that this will be to RAF Waddington to the south of Lincoln.
- 3.3. As a result, it is important to ensure that any disposal or redevelopment of the site is done so in an appropriate way. There have been legacy issues at other former MOD sites in the area where an inadequate exit strategy and disposal of land has led to somewhat disjointed communities, not supported by the necessary infrastructure. Furthermore, it is seen as a significant opportunity to see that whatever occurs at RAF Scampton in the future is for the benefit of not just the community, but the wider area.
- 3.4. Located just off the A15, approximately 5km to the north of Lincoln, the site is relatively well connected to Central Lincolnshire and the wider region by road. The size of the site is also of note as it could allow some form of comprehensive redevelopment on the site as a long-term asset.
- 3.5. However, the site is also very important for its heritage as is highlighted in the supporting text to the policy in the Local Plan. Home of the Dambusters and many other important squadrons from WWII and after the site holds a lot of importance for our military history. There are also a number of listed buildings on the site.

¹ Paragraph: 001 Reference ID: 61-001-20190315
Revision date: 15 03 2019

- 3.6. There is already a community at RAF Scampton, and it is vital to ensure that their future is well managed, so they are not sold short. There are also a number of enterprises linked to aerospace, defence technology, unmanned drones and other related fields in this area and this too might offer an opportunity.
- 3.7. It is not just the site itself that is important, but also the airspace above it and this is protected by statutory instrument The Air Navigation (Restriction of Flying) (Royal Air Force Scampton) (Restricted Zone EG R313) Regulations 2016. This airspace may continue to be required for the Red Arrows to practice their air displays as it is understood that this airspace is unique, and the protection afforded by the statute is still of significant value.
- 3.8. There is some uncertainty about the future of the site, both in terms of the date of decommission, but also in how the site will be disposed of. As a result, it is important to try and put in place a positive framework to guide how this disposal occurs.
- 3.9. There are a lot of potential constraints at this site but also a potentially significant opportunity to deliver something really positive and a policy framework will help to ensure that there is clarity over the expectations for this site.

4. Issues and Options Consultation

- 4.1. During the Issues and Options Consultation, Proposal 23 stated that “It is proposed that work will be undertaken to understand what the options for the future of the RAF Scampton site may be and a policy will be included in this plan to help secure a sustainable future for it.”
- 4.2. This proposal was accompanied by two questions. These questions and the summary of responses are provided below:

Q23a – RAF Scampton Policy

Do you agree that the future of RAF Scampton should be managed through a new planning policy in the new Local Plan?

- 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.

Q23b – RAF Scampton Policy Scope

Do you have any preliminary views of what that Policy might seek to achieve for the site?

- 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.

5. Regulation 18 Consultation

- 5.1. A Consultation Draft of the Local Plan was published for consultation between 30 June and 24 August 2021. During this eight-week consultation comments were received on the plan, the policies within the plan, and supporting information and evidence.
- 5.2. The following issues were raised during this consultation:
- The ‘whole forces community’ should be central to the future of RAF Scampton.
 - A number of suggestions to amend the policy in relation to biodiversity, heritage
 - Suggestion that the policy should go further including a mix of uses including leisure, tourism, Dam buster Heritage, zero carbon buildings, an Eden-style development and should stipulate the uses that would not be suitable such as storage and logistics sheds.
 - Confirmation the MOD is vacating the site in 2022 and of their willingness to work with the district and other partners to ensure a positive outcome for the site.
 - Suggestion that point K of the policy is not needed as withdrawal from the site is confirmed.
 - Suggestions that far more needs to be made of the site’s heritage and importance to RAF history with the Listed Hangars to be retained as central to this.
 - Suggestions that the site is well placed to support the manufacture and deployment of UAVs (unmanned aerial vehicles) and satellites, training and other airspace activities.
 - Objection to this site being allocated for housing development.
- 5.3. All comments have been carefully considered and as a result of the comments changes have been made to pick up more in the supporting text and correct inaccuracies. Further changes have been made to both the supporting text and the policy itself in relation to the potential for the site to offer a unique opportunity to support the aerospace industry in response to comments and upon discovery of the statutory instrument on the airspace.

6. Proposed Approach in Draft Local Plan

- 6.1. The proposed approach for this policy is to set out the requirements of what investigations and what strategic planning need to take place before major development can occur. This will help ensure that the site is masterplanned, informed by evidence and taken forward in a partnership approach with West Lindsey District Council, Lincolnshire County Council, and most importantly the community at the site.
- 6.2. This approach does not necessarily prevent any specific redevelopment of the site, but the framework set safeguards the site and clarifies expectations either for the MOD or for any potential purchaser of the site.
- 6.3. It should be noted that no reliance is placed on any development coming forward on these sites to meet the strategic needs of the Local Plan.

7. Reasonable Alternative Options

- 7.1. The following alternative options have been considered for this policy (option 1 being the preferred option). They are summarised as follows:

Option 1: A policy which provides a positive framework to promote the regeneration of this site as a Regeneration Opportunity Area with specific criteria.

Option 2: Formal allocation of this site with a strict list of policy requirements but no requirement for a comprehensive site masterplan.

Option 3: No specific policy for RAF Scampton, with development proposals being considered against general policies in the Local Plan.

- 7.2. Option 2 might be an ideal approach to lock down what would happen on the site, but there is still significant uncertainty about the site, its opportunities and its constraints, and as such there can be no certainty about what will be feasible to be built there.
- 7.3. Option 3 would provide no specific requirements for this site and instead would rely on the general policies as in the adopted Local Plan. Whilst this might ensure a sustainable future for the site, it does not take account of site-specific elements, and this has the potential to result in some opportunities not being capable of being investigated or realised.

8. Conclusion

- 8.1. This Evidence Report demonstrates the rationale for the proposed policy as contained in the Proposed Submission Draft Central Lincolnshire Local Plan. 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.