



County Offices  
Newland  
Lincoln  
LN1 1YL

25 September 2023

**Executive**

A meeting of the Executive will be held on **Tuesday, 3 October 2023** in the **Council Chamber, County Offices, Newland, Lincoln LN1 1YL** at **10.30 am** for the transaction of business set out on the attached Agenda.

Yours sincerely

A handwritten signature in cursive script that reads 'Debbie Barnes'.

Debbie Barnes OBE  
Chief Executive

**Membership of the Executive**  
**(9 Members of the Council)**

Councillor M J Hill OBE, Executive Councillor for Resources, Communications and Commissioning (Leader of the Council)

Councillor Mrs P A Bradwell OBE, Executive Councillor for Children's Services, Community Safety, Procurement and Migration (Deputy Leader)

Councillor Mrs W Bowkett, Executive Councillor for Adult Care and Public Health

Councillor R D Butroid, Executive Councillor for People Management, Legal and Corporate Property

Councillor L A Cawrey, Executive Councillor for Fire & Rescue and Cultural Services

Councillor C J Davie, Executive Councillor for Economic Development, Environment and Planning

Councillor R G Davies, Executive Councillor for Highways, Transport and IT

Councillor D McNally, Executive Councillor for Waste and Trading Standards

Councillor Mrs S Woolley, Executive Councillor for NHS Liaison, Integrated Care System, Registration and Coroners



**EXECUTIVE AGENDA  
TUESDAY, 3 OCTOBER 2023**

<b>Item</b>	<b>Title</b>	<b>Forward Plan Decision Reference</b>	<b>Pages</b>
1	<b>Apologies for Absence</b>		
2	<b>Declarations of Councillors' Interests</b>		
3	<b>Announcements by the Leader, Executive Councillors and Executive Directors</b>		
4	<b>Minutes of the Meeting of the Executive held on 5 September 2023</b>		5 - 10

**KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE**

5	<b>North Hykeham Relief Road - Planning Application</b> <i>(To receive a report from the Executive Director – Place which seeks approval from the Executive for a change to the approved route of the North Hykeham Relief Road (NHRR) and to submit a planning application to the County Planning Authority for the NHRR)</i>	<b>I029285</b>	11 - 54
6	<b>Lincolnshire Secure Children's Home - Land Purchase and Section 203</b> <i>(To receive a report from the Executive Director – Resources and the Executive Director – Children's Services which seeks approval to progress with the land purchase and section 203 agreement for the building of a replacement Lincolnshire Secure Children's Home)</i>	<b>I029669</b>	55 - 100

**NON KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE**

7	<b>Scrutiny Panel A Final Report - Town Centre Improvements</b> <i>(To receive a report by the Executive Director – Place which presents the final report of the Town Centre Improvements Scrutiny Review prepared by Scrutiny Panel A, for consideration, and invites the Executive to make arrangements to respond within two months)</i>	<b>I030179</b>	101 - 214
---	--	----------------	-----------

## 8 Appointment to Outside Bodies

I030380

215 - 220

*(To receive a report by the Deputy Chief Executive and Executive Director – Resources which invites the Executive to make an appointment to the County Council Network (CCN))*

### **Democratic Services Officer Contact Details**

Name: **Rachel Wilson**  
Direct Dial **01522 552334**  
E Mail Address [rachel.wilson@lincolnshire.gov.uk](mailto:rachel.wilson@lincolnshire.gov.uk)

**Please Note:** for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements

Contact details set out above.

Please note: This meeting will be broadcast live on the internet and access can be sought by accessing [Agenda for Executive on Tuesday, 3rd October, 2023, 10.30 am \(moderngov.co.uk\)](#)

All papers for council meetings are available on:  
<https://www.lincolnshire.gov.uk/council-business/search-committee-records>



**EXECUTIVE  
5 SEPTEMBER 2023**

**PRESENT: COUNCILLOR M J HILL OBE (LEADER OF THE COUNCIL)**

Councillors R D Butroid (Executive Councillor for People Management, Legal and Corporate Property), L A Cawrey (Executive Councillor for Fire & Rescue and Cultural Services), C J Davie (Executive Councillor for Economic Development, Environment and Planning), R G Davies (Executive Councillor for Highways, Transport and IT), D McNally (Executive Councillor for Waste and Trading Standards) and Mrs S Woolley (Executive Councillor for NHS Liaison, Community Engagement, Registration and Coroners)

Councillors: T J N Smith (Vice Chairman of the Overview and Scrutiny Management Board) and G J Taylor (Chairman of Scrutiny Panel B) attended the meeting as observers

Officers in attendance:-

Debbie Barnes OBE (Chief Executive), Justin Brown (Assistant Director Growth), Andrew Crookham (Executive Director Resources), Michelle Grady (Assistant Director – Finance), Andy Gutherson (Executive Director Place), Louisa Harvey (ERP System Delivery Manager), Caroline Jackson (Head of Corporate Performance), Andrew McLean (Assistant Director - Transformation), Heather Sandy (Executive Director of Children's Services), Vanessa Strange (Head of Infrastructure Investment), Professor Derek Ward (Director of Public Health), Nigel West (Head of Democratic Services and Statutory Scrutiny Officer), Mark Williams (Business Change Manager for Mosaic) and Rachel Wilson (Democratic Services Officer)

**16 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Mrs W Bowkett and Councillor Mrs P A Bradwell OBE.

Apologies were also noted from Glen Garrod, Executive Director – Adult Care and Community Wellbeing.

**17 DECLARATIONS OF COUNCILLORS' INTERESTS**

There were no declarations of interest at this point in the meeting.

**18 ANNOUNCEMENTS BY THE LEADER, EXECUTIVE COUNCILLORS AND EXECUTIVE DIRECTORS**

The Chief Executive provided an update in relation to the situation with Reinforced Autoclaved Aerated Concrete (RAAC) in Lincolnshire. Surveys had been carried out on all LCC maintained schools. No RAAC had been identified in any of the LCC maintained schools.

**2**  
**EXECUTIVE**  
**5 SEPTEMBER 2023**

The outcome of surveys for academies were still awaited from the DfE, but these outcomes were expected shortly.

19 MINUTES OF THE MEETING OF THE EXECUTIVE HELD ON 4 JULY 2023

RESOLVED

That the minutes of the meeting held on 4 July 2023 be signed by the Chairman as a correct record.

20 COMMISSIONING OF THE SOCIAL CARE FINANCIAL MANAGEMENT SYSTEM

Consideration was given to a report which sought approval for the re-commissioning of the Council's social care financial management system contract from January 2024. In January 2023, the Council entered into a Crown Commercial Services Call-Off Contract with The Access Group for the Mosaic system under the CCS Data and Application Solutions framework. The Call-Off contract provided for additional modules to be purchased which would then form part of the same contract, one of which was the Abacus application.

The Executive was advised that 4,500 payments were made through the Abacus system by residents every week. It was noted that developments of the Abacus application were ongoing by the Access Group, so there may be opportunities for further integration in the future.

It was highlighted that approval of the recommendations would see the costs fixed for four years.

Councillor T J N Smith, Vice-Chairman of the Overview and Scrutiny Management Board was in attendance to present the comments of the Board following its consideration of this item at its meeting on 24 August 2023. The Board had queried what other options were available, and had supported the recommendations to the Executive.

During discussion by the Executive, the following was noted:

- Clarification was sought in relation to recommendation 2, and officers advised that this would allow the Council to 'call-off' the contract if there was a need to increase functionality.
- In relation to future developments within IT, officers advised that the contract could be reviewed each year so that modules could either be added or removed.

RESOLVED

1. That the commissioning of Abacus as the Council's social care finance management system be approved.

2. That the contracting for the system through the addition of Abacus as a module into the Call-Off Contract between the Council and the Access Group dated 9 February 2023 via a change control process under the contract be approved.
3. That the contracting, by the Council, for Abacus for an additional four years (until January 2028) with options to extend for two further periods of one year each, be approved.
4. That authority be delegated to the Deputy Chief Executive and Executive Director of Resources, in consultation with the Executive Councillor for Resources, Communications and Commissioning, to take all decisions necessary to commission the system including determining the final form and approving the entering into of the contract change control.

21      FINAL REPORT FROM THE LINCOLNSHIRE AGRICULTURE SECTOR SUPPORT  
SCRUTINY REVIEW

The Executive Councillor for Economic Development, Environment and Planning introduced the Final Report of the Lincolnshire Agricultural Sector Support Scrutiny Review. He commented that the agricultural sector had long been the foundation of Lincolnshire's economy. This was a very detailed and in depth report and commended the time and energy that officers and members had dedicated to this important topic. It was also noted that there had been significant contributions from partners.

Councillor G Taylor, Chairman of Scrutiny Panel B, presented the report to the Executive and summarised how the Panel came to the conclusions that informed its recommendations. Over the 14 months of the review, the Panel considered a range of topics/themes which included Lincolnshire farmed area data; national policy context; skills, training and employment opportunities; trading standards intelligence; technology, robotics and practical applications; a roundtable discussion on Mental Health issues; and the role of the UK Food Valley and the Lincolnshire Food Enterprise Zone. The final report was considered by the Environment and Economy Scrutiny Committee at its meeting on 30 May 2023, and it was unanimously supported. The comments of the Committee were included within the report.

During discussion by the Executive, the following was noted:

- Councillor Taylor and the Scrutiny Panel were thanked for their work on this review and it was commended as a very informative piece of work.
- This was a very timely and welcome report, as there were massive changes taking place in the sector including an influx of technology and changes to subsidy regimes.
- It was important to recognise the huge financial investment that had been made in this sector over the past few years.
- It was noted that the debate which took place at the Environment and Economy Scrutiny Committee was substantial and the Committee's comments were included within the report.

- In terms of mental health, it was noted that the Council had provided grants in previous years, and it continued to promote that work. It was also highlighted that the Council had an agreement to work with the University of Lincoln, and one of the key themes being explored was mental health. This work had also been picked up through the Integrated Care Board.
- A discussion took place regarding the need for a position statement in relation to Nationally Significant Infrastructure Project (NSIP) applications in Lincolnshire and clarity about land use. There were currently 14 NSIP applications in progress for Lincolnshire, which collectively would use a large amount of agricultural land. The important role that Lincolnshire played both nationally and internationally in relation to food production was emphasised.
- There was a need for progress with automation to move faster than it currently was due to the skills and workforce issues that Lincolnshire had. The County Council needed to be the organisation to help businesses to move forward.
- There was a need for clarity of the message around farming and food security, and it was suggested that this was a debate which could be had in Lincolnshire. There was a need to be greater champions for the agricultural sector and the role it plays in food security for the whole nation.
- In relation to agri-robotics, it was important to consider what that would mean for the natural and built landscape, as well as housing, education and training. There was a need to start planning for this now and would need to move quickly with economic development, but LCC was well positioned to make a good contribution to this work.
- It was suggested that this report should be circulated to all councillors.

## RESOLVED

1. That the Lincolnshire Agricultural Sector Support Scrutiny Review final report be received.
2. That arrangements be made to respond to the report within two months, and that the Executive Councillor for Economic Development, Environment and Planning:
  - a) Indicates in the response which recommendations have been accepted; and
  - b) Where recommendations are accepted, to bring forward an action plan for their implementation.

22 CORPORATE PLAN SUCCESS FRAMEWORK 2023/24 - QUARTER 1

An overview of the performance against the Corporate Plan as at 30 June 2023 was introduced by the Head of Corporate Performance, and she reported that of the 38 key activities to be reported in Quarter 1, all were progressing as planned.



In terms of the key indicators that could be reported in this quarter, it was noted 78% were meeting or exceeding the ambition that was set, of these, three had exceeded the ambition, 15 achieved the ambition, and five did not achieve the ambition.

It was highlighted that there had been a slight change in the definition of one indicator, from measuring percentage of superfast broadband coverage to measuring ultrafast broadband coverage.

It was reported that all contextual measures were rated as 'green'.

In terms of the five indicators not achieving ambition, this was due to a number of factors. In terms of the "percentage of children in care living within a family environment" this was being affected by the increased number of unaccompanied asylum-seeking children who were placed in a different type of accommodation. In relation to the "Recycling at County Council owned Household Waste Recycling Centres" this was due to less waste being presented.

Councillor T J N Smith, Vice-Chairman of the Overview and Scrutiny Management Board was in attendance to present the comments of the Board following its consideration of this report at its meeting on 24 August 2023 and reported that the Board was supportive of the recommendation in the report. It was highlighted that the Board had expressed frustration with some of the contextual measures as there were some that the Council did not have control over, e.g. "Percentage of schools judged 'Good' or 'Outstanding'".

A query was raised in relation to the change in measure from 'super fast' to 'ultra fast' broadband, and it was noted that there was no longer a roll-out of 'super fast' broadband as this had been superseded by 'ultra fast' broadband. It was highlighted that the County was currently performing very well, with the target set at 57%, but actual performance was now at 58.2%.

RESOLVED

That the performance for Quarter 1 2023-24 as at 30 June 2023 be noted.

23      REVENUE BUDGET MONITORING REPORT 2023/24 (QUARTER 1)

A report by the Executive Director – Resources on Revenue Budget Monitoring 2023/23 (Quarter 1) was received which provided an update on revenue spending compared with budgets for the 2023/24 financial year which started on 1 April 2023. The report provided an overview of the financial position for revenue and was supported by detailed information within the appendices.

The Assistant Director – Finance presented the report and advised that the table on p.275 of the agenda pack provided more information on the variances in each area. An underspend of £1.3m was forecasted.

**6**  
**EXECUTIVE**  
**5 SEPTEMBER 2023**

It was also noted that cost pressures had been offset by a reduction in insurance premiums.

RESOLVED

That the current position on the revenue budget be noted.

24      CAPITAL BUDGET MONITORING REPORT 2023/24 (QUARTER 1)

Consideration was given to a report presented by the Assistant Director – Finance on Capital Budget Monitoring 2023/24 – Quarter 1. The report provided an update on capital investment compared with budgets for the 2023/24 financial year which started on 1 April 2023.

The Assistant Director – Finance advised that no variances were forecasted at the moment. However, some of the phasings of projects needed to be updated and the outcomes of this would be reported in Quarter 2. It was reported that the narrative in the report highlighted any risks on construction of projects.

The Vice-Chairman of the Overview and Scrutiny Management Board presented the comments following the Board's consideration of this report at its meeting on 24 August 2023. The Board unanimously supported the recommendation to the Executive but also suggested that it considered supplementing the funding for drainage investigations either from the Development Fund or any unallocated funding streams. It was noted that there had been additional investment in drainage investigations, but there was a need to balance this against the other requirements of the Council. Officers advised that there was an update on Development Fund projects on page 282 of the agenda pack, and there was already money put aside for investigation works.

RESOLVED

That the position of the capital programme be noted.

The meeting closed at 11.24 am

**Open Report on behalf of Andy Gutherson, Executive Director - Place**

Report to:	<b>Executive</b>
Date:	<b>3 October 2023</b>
Subject:	<b>North Hykeham Relief Road (NHRR)</b>
Decision Reference:	<b>I029285</b>
Key decision?	<b>Yes</b>

**Summary:**

The purpose of this report is to seek approval from the Executive for a change to the approved route of the NHRR and to submit a planning application to the County Planning Authority for the NHRR.

**Recommendation(s):**

It is recommended that the Executive:

1. approves a change in the preferred route of the North Hykeham Relief Road adopted by the Executive in December 2006 to that described in section 1.3 of this Report and illustrated in Appendix 1.
2. approves the submission of a planning application to the County Planning Authority under Regulation 3 of the Town and Country Planning General Regulations 1992 for the development of the North Hykeham Relief Road as described in section 1.3 of the Report and illustrated in Appendix 2.
3. delegates to the Executive Director of Place in consultation with the Executive Councillor for Highways Transport and IT authority to determine the final form of and to submit the planning application.

**Alternatives Considered:**

- |    |  |
|----|--|
| 1. | Not to submit the planning application.<br><br>In the absence of planning permission, the Council will not be able to proceed with the project. The Council would no longer be entitled to receive the Department for Transport (DfT) funding, and any funds drawn down would need |
|----|--|

	to be repaid. The economic, environmental, social, and transport benefits of the scheme would not be realised.
2.	To submit a planning application in a different form to that set out in section 1.3 of the Report.  The proposed planning application described in section 1.3 of the Report is considered the proposal that best delivers the economic, social and environmental benefits of the NHRR.

**Reasons for Recommendation:**

The preferred route should be changed to reflect the passage of time since it was adopted in 2006; the built environment which has since developed and other constraints which are now better understood; and the significant planning and design work, including public engagement, which has been undertaken as part of the development of the NHRR scheme. By changing the preferred route to that described in this Report, the council’s policy position will support the proposed planning application.

Submitting a planning application will allow the County Planning Authority to determine, subject to consultation, whether permission should be granted for the development in accordance with the Town and Country Planning Act 1990.

Planning permission is an essential requirement for the delivery of the scheme and a key step in realising the benefits of the NHRR.

The main benefits of delivering the NHRR are as follows:

- To reduce traffic congestion, improve journey times and journey time reliability, maximize accessibility to Lincoln and improve road safety in nearby settlements.
- To support sustainable economic growth in Lincoln and Lincolnshire, improve business efficiency, access to more productive jobs, and unlocking the South West Quadrant Sustainable Urban Extension – a development wholly dependent on this scheme.
- To utilize funding that was sought from the DfT for investing in the North Hykeham Relief Road as well as future S106 developer contributions.

**1.1 Background**

1.1.1 The NHRR, previously known as the Lincoln Southern Bypass (“LSB”), is the last major highway scheme contained within the Lincoln Integrated Transport Strategy (“LITS”). The NHRR is also the last element of a complete ring road around the greater Lincoln urban area comprising both Lincoln and North Hykeham. The ring road will comprise of four sections of carriageway: the Lincoln Western Relief Road (“LWRR”), the

Lincoln Northern Relief Road (“LNRR”), the Lincoln Eastern Bypass (“LEB”), and the NHRR. The NHRR will also form part of the Lincolnshire Coastal Highway.

1.1.2 The NHRR has been a long-term aspiration of the County and District Councils, and the principle of a relief road has been developed as part of several strategies and policy plans covering the Lincoln area for many years; this includes the Lincoln Integrated Transport Strategy (“LITS”) of which NHRR is a key part.

1.1.3 Following the identification of the preferred route in 2006, the adoption of the Central Lincolnshire Local Plan in 2017 and its 2023 replacement (“CLLP2023”) (in both of which the NHRR is a key supporting infrastructure scheme), and construction of the LEB, the Council is now able to progress proposals for the NHRR. The proposed NHRR will provide a new road link to the south of the city of Lincoln and the suburb of North Hykeham.

1.1.4 The NHRR will provide a connection between the A46 (at the scheme’s western end), and the A15 (at the scheme’s eastern end), where it will link into the LEB. The route of the proposed scheme passes through an area of predominantly farmland, situated to the south of the city of Lincoln and the suburb of North Hykeham.

1.1.5 The project aims and benefits are to:

- Assist the sustainable economic growth of Lincoln and Lincolnshire
- Improve the quality of life in central Lincoln and surrounding area
- Maximize accessibility to central Lincoln
- Improve road safety in central Lincoln and the other settlements nearby.

1.1.6 There have been several previous reports provided to the Executive and other decision-making forums on, and related to, the NHRR scheme. These include:

September 2005	Authority to undertake public consultation for the LSB
April 2006	Authority to undertake further work to determine a preferred route for the LSB
November 2006	Discretionary blight policy adopted
December 2006	Preferred route of LSB adopted
April 2013	4 <sup>th</sup> Lincolnshire Local Transport Plan adopted
April 2017	Central Lincolnshire Local Plan 2017 adopted
October 2018	Approval to seek funding for NHRR
February 2022	5 <sup>th</sup> Lincolnshire Local Transport Plan adopted
April 2022	Award to Balfour Beatty a two-stage design and build contract for the delivery of the NHRR
February 2023	Budget approved (including NHRR as part of the capital programme)
April 2023	Central Lincolnshire Local Plan 2023 adopted

1.1.7 In May 2022 the Council entered into a two-stage design and build contract for the delivery of the NHRR. Balfour Beatty was awarded the contract through the SCAPE

framework and began work on Stage 1. The scope of the first contract stage includes making preparations to submit a planning application as well as possible future requirement in relation to the planning determination & discharge of conditions, support in respect of statutory orders, detailed design, and full business case preparation.

1.1.8 The work completed to date predominantly relates to the collection of baseline data, environmental, archaeological and geotechnical surveys, outline design, and preparation for the planning application including an Environmental Impact Assessment (“EIA”).

1.1.9 As part of that preparatory work, the Council, its professional advisors, and Balfour Beatty (and their consultants, Ramboll UK) have carried out extensive engagement and consultation with the public, landowners, affected residents and businesses. This engagement has included three rounds of Public Information Exhibitions (“PIE”) held in September 2022, March 2023 and June 2023; each round being held at three venues proximate to the scheme on three consecutive days. The level of detail available has naturally evolved over that time period and this report describes the latest information available. Feedback received from the June 2023 event will be considered and where appropriate the design may be updated to reflect this. Accordingly, it is necessary for delegated authority to be granted to the Executive Director of Place to determine the final form of and to submit the planning application as it may incorporate subsequent amendments not described in this report, but which do not materially change the proposal.

## **1.2 Scheme Benefits**

1.2.1 The scheme provides economic, environmental, social, and transport benefits.

1.2.2 By providing an alternative route choice for A46 users to travel around or bypass the Lincoln urban area, journey time savings are made for medium and longer trips on these routes. Congestion is reduced on some radial routes into the city centre, in particular on the A1434 Newark Road / A15 corridor, plus Brant Road and the A607 Grantham Road. Congestion is also reduced within the Lincoln urban area, in particular in North Hykeham and Waddington, which reduces travel time for shorter trips in these areas. The value of the journey time savings is forecast at £152.1m for business users and £179.6m for other users.

1.2.3 The scheme also produces benefits for journey time reliability through providing additional network capacity and route choice, in particular for east-west movements and as an alternative route around the city to the existing orbital network.

1.2.4 There will be an overall improvement to the performance and reliability of the local transport network which will improve the efficiency of businesses and promote sustainable economic growth. The scheme increases effective business catchment areas, which has a positive benefit for labour supply and a move to more productive jobs.

- 1.2.5 The NHRR is a vital part of Lincolnshire’s plans to support the growth of its priority economic sectors, improve the efficiency of the strategic road network within central Lincolnshire – and in turn the links to the major national and international gateways - and support the creation of new housing.
- 1.2.6 The scheme unlocks the South West Quadrant (“SWQ”) Sustainable Urban Extension (“SUE”). The whole of this development is dependent on the NHRR. The development will be residential led, incorporating circa 2,000 dwellings and up to 5ha of additional general employment land, along with retail and community uses including a new primary school, open space and formal sports pitches.

### 1.3 **Scheme Proposals**

#### 1.3.1 Overview

- 1.3.2 The proposed scheme comprises approximately 8km of 120kph dual all-purpose 2 lane carriageway running to the south of the existing conurbations of North and South Hykeham in an east/west direction between the A46 Hykeham Roundabout and the A15 Sleaford Road Roundabout at the west end of the LEB.
- 1.3.3 The proposed route is shown in Appendix 1, set against the Lincolnshire County Council Preferred Route adopted in 2006 and the Central Lincolnshire Local Plan Preferred Route adopted in April 2023. It is proposed that the preferred route adopted by the Executive in December 2006 be changed to that shown in Appendix 1 and described in this section of the report, in support of the proposed planning application.
- 1.3.4 The scheme will be designed in accordance with the Design Manual for Roads and Bridges (“DMRB”) Standards, along with relevant Lincolnshire County Council standards, policies and design guides.
- 1.3.5 The NHRR passes mainly through flat mixed farmland on two levels. The lower area to the west will be crossed generally at grade or on low embankment rising to cross the River Witham on a combination of embankment and a bridge. Between Brant Road and Station Road the scheme will be constructed on embankment. Station Road will be re-aligned and cross the NHRR on a new bridge to ensure that connectivity is maintained, whilst allowing the NHRR to pass under Station Road in cutting. Beyond Station Road, the NHRR transitions into a major cutting to reach the top of an escarpment. Once the top of the escarpment is attained, the remainder of the scheme crosses the landscape generally at grade or on low embankments.
- 1.3.6 The proposed scheme is illustrated on the General Arrangement drawings contained in Appendix 2, which also shows the proposed red line boundary for the prospective planning application. The key features described in this report should be read in conjunction with these plans.

### 1.3.7 Junctions

1.3.8 A signal-controlled junction will be provided at the A46 in place of the existing priority roundabout. New junctions, in the form of priority roundabouts, will be constructed on the existing north/south radial roads of South Hykeham Road, Brant Road and Grantham Road, with a connection to the existing A15 roundabout on Sleaford Road at the east end. Signal controlled crossings will be provided to the north of each of the priority roundabouts on South Hykeham Road, Brant Road, Grantham Road and A15 Sleaford Road. The existing signalised junction at the Grantham Road High Dyke junction will be modified to include a pedestrian phase to enable crossing to the proposed combined footway/cycleway adjacent to the northbound carriageway of Grantham Road. Uncontrolled crossings will be provided on Middle Lane and Station Road.

### 1.3.9 Footway, cycleway and bridleway

1.3.10 The Viking Way will be re-routed along the top of the cutting to the south of the proposed scheme to connect to the proposed bridge adjacent Grantham Road. Additional amenity footpaths will be created to the north of the proposed scheme, east of Station Road, in order to ensure that access along the top of the existing escarpment is maintained as far as possible, with a connection to Station Road.

1.3.11 A combined footway/cycleway will run the length of the scheme to link the existing Non-Motorised User (“NMU”) facilities at the A46, to those at the A15 that were constructed as part of the LEB. The combined footway/cycleway will run adjacent to the eastbound carriageway at a minimum setback of 4m from the edge of the running lane between the A46 and Station Road, crossing the Proposed Scheme via the new Station Road bridge before traversing the escarpment slope on a route remote from the carriageway. Immediately to the west of Grantham Road, the combined footway/cycleway will cross the Proposed Scheme from where it will run adjacent to the eastbound carriageway to the A15.

1.3.12 An accommodation bridge will be provided at Wath Lane to allow landowner access and enable continuity of the bridleway. Associated access tracks will also be designated as a Public Bridleway between Wath Lane and the River Witham to create a circular route and additional amenity facilities.

### 1.3.13 Key Features

1.3.14 The proposed scheme includes the following key features from west to east:

- A46 Hykeham Roundabout – additional arm and signalisation of the roundabout, together with associated NMU facilities;
- New South Hykeham Road roundabout;
- Wath Lane NMU crossing and accommodation bridge;
- River Witham bridge;
- New Brant Road roundabout and realignment of Somerton Gate Lane;
- Station Road bridge;



- Realigned Viking Way;
- New Grantham Road roundabout; and
- A15 Sleaford Roundabout – additional arm.

#### 1.3.15 A46 North Hykeham Roundabout

1.3.16 The existing four-arm roundabout will be significantly enlarged to facilitate the incorporation of a fifth arm for the NHRR and to ensure that the junction operates within capacity at both opening and design year. This requires significant improvements to be made to each approach and exit, as well as enlargement of the circulatory area.

1.3.17 The existing A46 from Newark will incorporate a three-lane approach to the roundabout, a two-lane exit from the roundabout and a two-lane slip from the NHRR. Middle Lane will incorporate a two-lane approach and a single lane exit. Further, the existing access and egress arrangements to the service station north of Middle Lane will be amended to ensure safety is maintained and the operation of Middle Lane and the roundabout are safeguarded. Final details of the arrangements are not available at the time of writing, however, negotiations with the affected parties are ongoing and the area is included within the red line planning boundary.

1.3.18 The exiting A46 toward Lincoln will see the two to one lane merge extended northbound and lanes on the approach to the roundabout increased to three in number. The NHRR will be a two-lane dual carriageway and on the approach to the roundabout and will incorporate a slip onto the A46 towards Newark.

1.3.19 All approaches, except for Middle Lane, will be traffic signal controlled. This allows for the safe and effective operation of the roundabout whilst facilitating the incorporation of pedestrian crossing phases, where appropriate. At the NHRR and A46 Newark these will be Toucan crossings to support the existing and proposed cycling infrastructure on the A46, NHRR and Newark Road.

1.3.20 The NMU crossing facilities allow for the diversion of footpath 20/1 around the roundabout, negating the requirement for the bridge previously proposed in this location. Additionally, footpath 17/1 from Thorpe on the Hill will be diverted along Middle Lane and around the proposed roundabout, enabling the crossing on the A46 to be closed and its route through the Bentley Hotel and Pennells Garden Centre to be stopped up.

1.3.21 An attenuation pond is proposed to the south-east of the roundabout. An access track will be provided off Newark Road for the purposes of agricultural access and maintenance of the attenuation ponds located between North Hykeham Roundabout and South Hykeham Road Roundabout.

1.3.22 It should be noted that the A46 North Hykeham Roundabout forms part of the Trunk Road Network and is managed by National Highways. LCC continues to engage with National Highways to bring forward a design which is acceptable to National

Highways. Accordingly, it is necessary for delegated authority to be granted to the Executive Director of Place to determine the final form of and submit the planning application as it may incorporate subsequent amendments not described in this report, but which do not materially change the proposal.

#### 1.3.23 New South Hykeham Road Roundabout

1.3.24 The alignment of the road from the A46 North Hykeham Roundabout to the new South Hykeham Road roundabout, including the new roundabout itself, has been moved south of the 2006 Preferred Route and the route indicated in the CLLP2023 to avoid an existing enterprise and anaerobic digestion plant. Doing so avoids the need to demolish the built development and any associated relocation of the business. The proposal remains within the generality of the 2006 Preferred Route and the CLLP2023 Preferred Route and is in line with the description of Policy S46 in the CLLP2023, which refers to land on or near to the preferred route.

1.3.25 The carriageway approaching the roundabout is built on a small embankment with two attenuation ponds to the north of the road, accessed from Newark Road. The shared use footway cycleway is on the north side and segregated from the carriageway by a verge. An agricultural access track is located to the south of the road.

1.3.26 The roundabout is a conventional 4-arm priority roundabout situated on and slightly to the east of the existing highway. The shared use footway cycleway crosses South Hykeham Road to the north of the proposed roundabout via a Toucan signalised crossing. Agricultural access tracks continue in both easterly and westerly directions to the south of the roundabout.

#### 1.3.27 Wath Lane NMU and accommodation bridge

1.3.28 The route of Wath Lane as a private road and bridleway 872/1 will be diverted over a bridge passing over the NHRR, slightly to the west of the existing alignment of Wath Lane. Doing so ensures continuity of the public right of way and private means of access for vehicles to land south of the NHRR. As the bridge will not form part of the highway network for vehicular use, there is no requirement to meet DMRB design standards for geometry; rather a maximum gradient of 5% will be used on the approach ramps, with the horizontal geometry defined by tracking. The bridge will be designed to accommodate loading including by an agricultural tractor and trailer in accordance with DMRB.

#### 1.3.29 The River Witham Bridge

1.3.30 River Witham Bridge has been moved north of the route indicated in the CLLP2023 to avoid the Environment Agency flood bund and the flood plain to the south. Doing so avoids interaction between the earthworks for the flood bund and the highway embankment which could otherwise cause significant engineering difficulties. The proposal remains within the generality of the 2006 Preferred Route and the

CLLP2023 Preferred Route, and is in line with the description of Policy S46 in the CLLP2023, which refers to land on or near to the preferred route.

- 1.3.31 The bridge itself would be a three-span structure with concrete piers and weathered steel beams. The central and largest span would bridge over the River Witham whilst the two shorter spans either side would bridge over the adjacent dykes and the agricultural access track to the west and shared use footway cycleway to the east. It is also proposed to extend the existing bridleway 906/1 along the route of the agricultural access track, thereby creating a circular route for recreational use.
- 1.3.32 The existing watercourse is not navigable at this location and no special consideration has been given to use by vessels.
- 1.3.33 The council has consulted the Environment Agency throughout the design process. In addition, the design and design constraints are similar to those on the recently completed LEB.
- 1.3.34 A NMU route passes under the River Witham Bridge to provide connectivity for pedestrians and cyclists to cross north/south under the NHRR.
- 1.3.35 New Brant Road Roundabout and realignment of Somerton Gate Lane
- 1.3.36 The roundabout is a conventional 4-arm priority roundabout situated to the west of the existing highway. The shared use footway cycleway crosses Brant Road to the north of the proposed roundabout via a Toucan signalised crossing.
- 1.3.37 An attenuation pond is located to the north of the NHRR, on the east of Brant Road.
- 1.3.38 The existing Somerton Gate Lane is dissected by the NHRR. Earlier plans showed Somerton Gate Lane as being stopped up, creating a no through road (dead end). However, feedback was received directly from the landowners and at the PIE events which demonstrated the need to keep access open at both ends of Somerton Gate Lane. This is due to its steep gradient and tight geometry at its junction with Hill Top which would otherwise have been the only point of access and egress. Accordingly, the design has been updated to reflect this requirement.
- 1.3.39 A new section of carriageway, similar in nature to the existing Somerton Gate Lane will therefore be created parallel to and south of the NHRR to facilitate connection onto Brant Road via a simple priority junction.
- 1.3.40 To the north, the access to the farm will be re-established, partially by using the existing Somerton Gate, and partially by creating a further section of parallel trackway which will double as a maintenance route to a second attenuation pond located north of the NHRR carriageway.

#### 1.3.41 Station Road bridge

1.3.42 The proposed scheme reflects the long-established design principles which provide for a realigned Station Road to pass over the NHRR on a bridge. The bridge would be located slightly to the west of the existing Station Road at broadly the same level as the existing carriageway, albeit on a small embankment as the ground falls away from Station Road.

1.3.43 The NHRR passes through station road and into the escarpment in a cutting.

1.3.44 The proposed scheme requires the demolition of six dwellings located on Station Road (58 'The Lodge' Station Road having been demolished in 2022). All six dwellings were acquired by LCC between 2008 and 2010 in respect of blight notice claims for the proposed LSB scheme. Two further residential properties are directly affected by the proposed scheme which infringes on the associated land titles. One of these properties was also acquired by LCC between 2008 and 2010 in respect of a blight notice claim; the owners of the other property served a blight notice on LCC in 2021, which the council accepted was valid.

1.3.45 The alignment of the NHRR has changed marginally through this section and is slightly different to the 2006 Preferred Route and the route indicated in the CLLP2023. Furthermore, the cutting slopes are shallower than previously envisaged, creating a larger plan area requiring excavation. This is necessary to overcome geotechnical concerns at the escarpment. Specifically, the ground investigation identified a number of slips and possible deep-seated slip which could not reasonably be overcome on the previous alignment without significant additional engineering and cost. A comprehensive options exercise was undertaken by the designer to establish the best possible solution, taking into consideration numerous factors including, but not limited to, geotechnics, highway geometry, landscape and visual impact, buildability, and cost. The proposed scheme reflects the outcome of that comprehensive exercise. The proposal remains within the generality of the 2006 Preferred Route and the CLLP2023 Preferred Route, and is in line with the description of Policy S46 in the CLLP2023.

1.3.46 Whilst Station Road continues to be a through route over the new bridge, the existing road will be retained so far as is necessary to service the property frontages.

#### 1.3.47 Realigned Viking Way

1.3.48 A short section of footpath 3/2 - the Viking Way - needs to be stopped up at its intersection with the NHRR.

1.3.49 The scale of the earthworks cutting at the escarpment, the geotechnical findings, and the proximity to the proposed bridge at Grantham Road mean that a bridge in this location is not feasible.

1.3.50 The alternative routes provided to replace the stopped-up length of the Viking Way have evolved throughout the design process, including significant feedback received during the three rounds of public engagement in 2022 and 2023 and are as follows:

- An unmade route to the south-east of the NHRR along the top of the cutting slope, maintaining the existing feel and aesthetic of the Viking Way, so far as is possible – this route joins the following route prior to crossing the NHRR;
- The shared use footway cycleway is a 3m wide bound surface parallel to the NHRR facilitating connection to Station Road and onward connectivity to the Viking Way via a bridge over the NHRR adjacent the Grantham Road; and
- An unmade route to the north-west of the NHRR along the top of the cutting slope, providing onward connectivity from the southern end of the retained Viking Way to Station Road.

#### 1.3.51 New Grantham Road Roundabout

1.3.52 The roundabout is a conventional 4-arm priority roundabout situated on the existing highway. The shared use footway cycleway crosses Grantham Road to the north of the proposed roundabout via a Toucan signalised crossing.

1.3.53 To the south, the shared use footway cycleway continues on the western side of Grantham Road to its junction with High Dyke where it will cross Grantham Road by modifying the existing Grantham Road / High Dyke junction to incorporate a NMU phase, the final form of which is subject to further modelling work.

#### 1.3.54 A15 Sleaford Road Roundabout

1.3.55 The existing A15 Sleaford Road Roundabout will have an additional 5<sup>th</sup> arm added to the south-west on the circulatory area, providing for two-lane entry and exit to and from the NHRR. Minor changes to the kerblines are required at the LEB arm and further the existing LEB two to one lane merge will be extended to provide a 100m length of dual carriageway with a 90m merge length. This will aid traffic flow, improve junction operation and safety, and allow more space for motorists joining the LEB to merge.

1.3.56 The shared use footway cycleway crosses Sleaford Road to the north-west of the proposed roundabout via a Toucan signalised crossing.

1.3.57 An agricultural access track is located to the south of the NHRR which also serves as a maintenance track to the attenuation pond south-east of the roundabout.

### **1.4 Public Engagement**

1.4.1 Three rounds of Public Information Exhibitions have been undertaken. These were held in September 2022, March 2023 and June 2023; each round being held at three venues proximate to the scheme on three consecutive days. An overview of each round of public engagement is set out below including details of the event, feedback

received and subsequent design development. The proposed planning application will include a comprehensive report detailing the content displayed at each event, attendance, a summary of the issues raised at the PIEs and the responses to the feedback survey hosted on Let’s Talk Lincolnshire (where applicable). The issues raised and feedback responses were interpreted into considerations for the design, environmental assessment and construction teams, in developing the scheme design.

1.4.2 Public Information Exhibition 1

1.4.3 PIE 1 was held to reintroduce the public and stakeholders to the scheme, to meet the new project team, and to re-affirm and confirm the scheme objectives. The aim of this event was to draw out key concerns and inform stakeholders of the approach to the design and development of the scheme. The events took place at the following locations and times and attendance is given in brackets:

- Bentley Hotel – 13<sup>th</sup> September 2022, 15:00-20:00 (141);
- Waddington Community Hub – 14<sup>th</sup> September 2022, 15:00-20:00 (142); and
- Bracebridge Heath Cricket Club – 15<sup>th</sup> September 2022, 15:00-20:00 (86).

1.4.4 The information provided at the events was:

<p><b>Display Boards</b>          Project Overview          What we’re doing now          How you can get involved          Environmental Survey          Project benefits          Planning status of the route          Definitions</p>	<p><b>Larger Displays</b>          Route and Constraints Plan          Timeline – Where we’ve been and where we’re going</p> <p><b>A5 Booklet</b> to take away</p> <p><b>Paper Plans</b> to discuss with team          NMU (Non-Motorised User) Proposals Plans          Plan of Station Road proposals</p>
---	---

1.4.5 An online feedback survey was hosted on Let’s Talk Lincolnshire to provide interested parties with a way of communicating their issues and concerns in writing at this early stage, whether or not they had attended the events.

- 1.4.6 Key areas of concern from feedback included:
- Capacity and design of A46 (Pennells) Roundabout, including routes for pedestrians and cyclists from Thorpe on the Hill;
  - Proposed closure of Somerton Gate Lane and existing concerns about speed and fly-tipping;
  - Design of Station Road Bridge, including walking and cycling provision and aesthetics;
  - General concerns about environmental impact, particularly impact on wildlife, visual impact and noise;
  - Proposals for cycling, walking and horse riding;

- Existing “rat-runs” through local villages; and
- Junction design in general from experience of LEB and other local roads.

1.4.7 The design was subsequently developed taking into consideration the feedback from PIE1. This included keeping Somerton Gate Lane open and updated proposals for the A46 Pennells Roundabout. The developed design was presented at PIE2.

1.4.8 Public Information Exhibition 2

1.4.9 PIE 2 was ‘you said, we did’. It was held with a view to informing the public of the scheme development and to show how concerns have been considered, addressed and where appropriate mitigation has been incorporated into the scheme proposals. The events took place at the following locations and times and attendance is given in brackets:

- Waddington Community Hub - 15<sup>th</sup> March 2023, 15:00-20:00 (262);
- Bentley Hotel (South Hykeham) – 16<sup>th</sup> March 2023, 15:00-20:00 (263); and
- Bracebridge Heath Pavilion - 17<sup>th</sup> March 2023, 13:00-18:00 (128).

1.4.10 The information provided at the events was:

<p><b>Display Boards</b>  Project overview  Project benefits  What we’re doing now  You said, we did  Walking, cycling and horse riding  Construction update  Environmental survey update  Project timeline  Definitions</p>	<p><b>Larger Displays</b>  3m wide Route Map  2.4m wide Traffic Forecast Map</p> <p><b>Fly-through and 3D model</b></p> <p><b>A5 Booklet</b> to take away</p> <p><b>Paper Plans</b> to discuss with team  Non-Motorised User Plans  Junction Geometry Plans  General Arrangement Plans  Land Ownership Plans  Proposed Site Facilities Layout  Various environmental Plans</p>
--	--

1.4.11 There was no online feedback survey but a project email address was provided in the A5 booklet for people to send feedback.

1.4.12 The large traffic forecast map was well received as this indicated where traffic is likely to decrease or increase as a result of the scheme. The 3D model also proved popular as individuals could see what the scheme might look like from where they live. Remaining key areas of concern from feedback included:

- Viking Way severance and proposed diversion routes were not well received. The value of circular routes and walks along the ridge were stressed;

- A46 Pennells Roundabout, footpath provision from Thorpe on the Hill was not considered appropriate as the proposed path north of the service station is not used; and
- Cycling, walking and horse riding provision, particularly bridleway provision and safe cycling routes travelling north to south across the NHRR.

1.4.13 The design was subsequently developed taking into consideration the feedback from PIE2. The developed design was presented at PIE3 which included for revised proposals at the Viking Way footpath and the A46 Pennells roundabout.

1.4.14 Public Information Exhibition 3

1.4.15 PIE 3 was the last pre-application information event to be held prior to the proposed submission of the planning application. At this stage, the proposals incorporated elements of environmental mitigation and change arising from the EIA, including landscape design and noise mitigation which had not been available at previous events. The events took place at the following locations and times and attendance is given in brackets:

- Bentley Hotel (South Hykeham) – 12<sup>th</sup> June 2023, 14:00-19:00 (128);
- Bracebridge Heath Pavilion – 13<sup>th</sup> June 2023, 14:00-19:00 (81); and
- Waddington Community Hub – 14<sup>th</sup> June, 14:00-19:00 (171).

1.4.16 The information provided at the events was:

<p><b>Display Boards</b>  Project benefits  Activity since March 2023  Environmental survey update  Planning update  What’s next for the project  Traffic impact</p>	<p><b>Larger Displays</b>  3m wide Route Map</p> <p><b>A5 Booklet</b> to take away</p> <p><b>Paper Plans to discuss with team</b>  NMU (Non-Motorised User) Proposals Plans  Junction Geometry Plans  Structures General Arrangement Plans  Proposed Site Facilities Layout  Various Environmental Plans including:</p> <ul style="list-style-type: none"> <li>▪ Landscape Design</li> <li>▪ Noise and Vibration (Noise contour maps with and without mitigation, Noise mitigation proposals)</li> </ul>
--	--

1.4.17 There was no online feedback survey but a project email address was provided in the A5 booklet for people to send feedback.

1.4.18 The changes to the Viking Way proposals were generally well received, as were the proposals for the NMU crossings at Pennells Roundabout. The availability of the



landscape plans and information on noise impacts was also appreciated. Remaining key areas of concern from feedback included:

- NMU provisions at South Hykeham Roundabout travelling north to south and a request to make provision for recumbent bicycles;
- Noise impacts including a request for further noise mitigation for properties to the south of NHRR at South Hykeham;
- Footway/cycleway provision over Station Road to be 3m wide; and
- Condition of and volume/speed of traffic on some existing roads that are outside the scope of the scheme.

1.4.19 The design team are aware of the remaining areas of concern and the design may need to be updated prior to submitting for planning approval where appropriate. Accordingly, it is necessary for delegated authority to be granted to the Executive Director of Place to determine the final form of and to submit the planning application as it may incorporate subsequent amendments not described in this report, but which do not materially change the proposal.

## **1.5 Planning Authority**

1.5.1 In accordance with regulation 3 of The Town and Country Planning General Regulations 1992, and subject to regulation 4, an application for planning permission by an interested planning authority to develop any land of that authority, or for development of any land by an interested planning authority or by an interested planning authority jointly with any other person, shall be determined by the authority concerned.

1.5.2 Subject to regulation 4, regulation 3 applies where the application for the development of land is made by an interested planning authority. In the case of the NHRR, the proposed application would be made by Lincolnshire County Council. Lincolnshire County Council is a planning authority. Therefore, subject to regulation 4, the proposed application for planning permission shall be determined by LCC.

1.5.3 It is also a requirement of regulation 3 that the application is to develop land of the authority. The proposed application in respect of the NHRR is to develop land which will when the NHRR comes to be constructed have been acquired by LCC and will therefore be land of the planning authority.

1.5.4 In accordance with regulation 4, regulation 3 does not apply in the case of an application for planning permission to develop land of an interested planning authority where -

- The authority does not intend to develop the land themselves or jointly with any person, and
- If it were not such land the application would fall to be determined by another body.

1.5.5 Regulation 4 applies where the authority in regulation 3 does not intend to develop the land themselves or jointly with any person. In the case of the NHRR, LCC does intend to develop the land themselves.

1.5.6 LCC shall therefore be the determining authority for the proposed planning application in respect of the proposed scheme.

## 1.6 Cost Estimates

1.6.1 The most likely cost of the scheme is estimated to be in the range of £180.4m to £208.2m as set out below:

	Most likely range (£m)		
	High	Medium	Low
Construction (based on Q2 2023 prices)	126.1	117.0	107.2
Preconstruction	14.8	14.8	14.8
Stat diversions	11.4	10.7	10.7
Land & client costs	18.2	16.4	15.8
Risk	22.6	20.8	19.1
Inflation	15.1	14.0	12.8
<b>TOTAL</b>	<b>208.2</b>	<b>193.7</b>	<b>180.4</b>

1.6.2 The estimated costs have been developed by the contractor, Balfour Beatty, except for the land & client costs which have been assessed by the Council and its professional advisors.

1.6.3 The cost estimate is based on the latest design described in this report. Although this remains an estimate, the significant survey and design work undertaken since costs were last reported to the Executive provides for an increasing level of confidence in the cost range presented. Moreover, it is worth noting that the maturity of the design is at a higher level than might traditionally be expected for similar schemes at this stage in the delivery process.

1.6.4 As part of the cost update, the contractor, Balfour Beatty, has been to the marketplace for all subcontract packages with several quotations generally received for all main proposed subcontract packages. A total of 77 prices were received from the supply chain. A thorough assessment of the returns has been completed in consultation with the Council and its professional advisors to ensure that a robust estimate has been produced.

1.6.5 The cost estimates are within the costing exercise carried out in February 2022 and presented to the Executive in April 2022. Furthermore, the most likely cost of £193.7m is below the approved budget discussed in section 1.8 of this report. The potential cost range has narrowed by £5.3m from £33.1m to £27.8m as more information about the existing site conditions are known and the design has

developed. The likely cost range is set out below together with previously reported costs:

	<b>Most likely range (£m)</b>		
	<b>High</b>	<b>Medium</b>	<b>Low</b>
OBC estimate (2018)	154.458		
Feasibility estimate (February 2022)	212.4	193.4	179.3
Current estimate (June 2023)	208.2	193.7	180.4
<b>% Change</b> (February 2022 to June 2023)	<b>-2.0%</b>	<b>+0.2%</b>	<b>+0.6%</b>

## 1.7 Timetable

1.7.1 The timetable remains similar to that previously reported:

	<b>Start</b>	<b>End</b>	<b>Duration</b>
Preconstruction (stage one)	May 2022	October 2025	41 months
Construction (stage two)	November 2025	November 2028	36 months

1.7.2 The proposed timetable has been developed by the proposed contractor, Balfour Beatty, with input from the Council and its professional advisors in respect of its retained responsibilities and statutory processes.

1.7.3 In preparing the above timetable it has been assumed that the planning application will be made forthwith following a decision to submit the same. As a development subject to The Town and Country Planning (Environmental Impact Assessment) Regulations 2017, the application must be determined within 16 weeks, subject to agreed extension of time. A robust allowance of 6 months has been included within the programme to determine the planning application.

1.7.4 The next key step for the project after the submission of the planning application will be the making of statutory orders to stop up, create and improve highways, and for the acquisition of land. A further report detailing the proposed orders will be presented to the Executive in due course.

## 1.8 Funding

1.8.1 The scheme will be funded by the following contributories, shown together with the value of their contribution:

- Department for Transport - £110,045,000
- Lincolnshire County Council - £79,882,000
- S106 developer contributions – ≥£10,000,000
- **TOTAL £193.927m**

1.8.2 LCC will forward fund the S106 developer contributions, with a view to recovering the money as and when the developments come to fruition.

1.8.3 The latest funding profile including the amount of the LCC contribution was approved at Full Council in February 2023.

1.8.4 The most likely cost remains within the approved budget.

## 1.9 Approvals Required

1.9.1 The purpose of this paper is to seek approval to submit a planning application to the County Planning Authority for the NHRR and change the preferred route alignment adopted by the Executive in 2006 to that described in this Report.

## 2 Legal Issues

### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimize disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.

- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

An Equality Impact Assessment has not been undertaken. Although the work is considered generally to be neutral in its impact on protected characteristic groups there is potential for the design to impact differently on protected groups including the elderly and the disabled in relation to such matters as crossing junctions or accessing footpaths.

The Council will follow design guides and good practice in ensuring that such matters are dealt with appropriately.

#### Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

Consideration has been given to the JSNA and the JHWS and can be seen from the scheme descriptions that they will have positive benefits for both the health and wellbeing of local residents.

#### Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The works are considered to have a neutral impact on the Crime and Disorder Act 1998.

### **3 Conclusion**

- 3.1 The purpose of this paper is to seek approval to change the preferred route of the NHRR to that described in this report, and to seek approval to submit a planning application to the County Planning Authority for the NHRR.

#### **4. Legal Comments:**

The Council has power to change the preferred route of the North Hykeham Relief Road and to submit a planning application as set out in the Report.

The decision is consistent with the Policy Framework and within the remit of the Executive.

#### **5. Resource Comments:**

The North Hykeham Relief Road scheme is included within the approved capital programme of the council. Supporting the recommendation within the report to submit a planning application is essential for the project to meet the timeline and cost expectations set out within the report.

### **6. Consultation**

#### **a) Has Local Member Been Consulted?**

Local member have been consulted in advance of each public information exhibition as set out below:

- 11<sup>th</sup> August 2022 – PIE 1 local member briefing note;
- 6<sup>th</sup> September 2022 – PIE 1 local member in-person briefing session;
- 16<sup>th</sup> February 2023 – PIE 2 local member briefing note;
- 2<sup>nd</sup> March 2023 – PIE 2 local member in-person briefing session;
- 17<sup>th</sup> May 2023 – PIE 3 local member briefing note; and
- 8<sup>th</sup> June 2023 – PIE 3 local member in-person briefing session.

#### **b) Has Executive Councillor Been Consulted?**

Yes.

#### **c) Scrutiny Comments**

On 11 September 2023, the Highways and Transport Scrutiny Committee considered a report on the North Hykeham Relief Road - Permission to Submit Planning Application, and unanimously supported the Recommendations to the Executive.

The following points were highlighted:

- The use of traffic signals at the Hykeham Roundabout was queried as members were sceptical as to the effectiveness of traffic lights on roundabouts. Officers explained that due to the high number of vehicles using the roundabout combined with it being a 5-arm roundabout opposed to a 4 a roundabout without traffic lights simply would not operate effectively. Traffic lights offer the solution that controls traffic flow and maintains access opportunities for all arms. This junction choice has been tested and scrutinised through the Business Case process and will continue to be scrutinised by National Highways as the asset is there's and wouldn't be accepted should it not provide the appropriate traffic relief.
- Members emphasised that designs should reflect future infrastructure developments especially on roundabouts (i.e., provision for the design and development of service areas and filling stations) to ensure that drivers were deterred from travelling through Lincoln when not necessary. It was also noted that there was margin for further economic development and improvements in the area where NHRR extended in. Officers assured Members that the design took under consideration future plans/need for development, housing and economic growth as outlined in the Central Lincolnshire Local Plan. Other developments would not be considered in the design of the road as otherwise this would be deemed as public money being used to benefit private businesses. The design does not predicate any retrospective developments; however these would need to be assessed at the time of planning submission on how it will impact the highway network and thus what improvements the developer would need to make to mitigate those impacts.
- Members requested for cautious consideration of budgets and costs and received assurance from leading Officers that inflation and fluctuations observed in the past 18 months were factored in and also that future inflation had also been factored in.

#### **d) Risks and Impact Analysis**

Risk and Impact Analysis are being undertaken as part of the ongoing design process and where relevant are reflected in the main body of the Report.

### **7. Appendices**

These are listed below and attached at the b of the report:	
Appendix 1	Proposed Route
Appendix 2	General Arrangement and Red Line Boundary

## 8. Background Papers

The following background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

Background Paper	Where it can be viewed
Report to Executive dated 5 December 2006 "Preferred Route for Lincoln Southern Bypass"	<a href="#">Issue details - North Hykeham Relief Road - Planning Application (moderngov.co.uk)</a>
Report to Executive dated 2 October 2018 "North Hykeham Relief Road"	Democratic Services <a href="https://lincolnshire.moderngov.co.uk/documents/s23624/NH%20RR%20-%20Cover%20Report.pdf">https://lincolnshire.moderngov.co.uk/documents/s23624/NH%20RR%20-%20Cover%20Report.pdf</a>
Report to Executive dated 5 April 2022 "North Hykeham Relief Road (NHRR)"	Democratic Services <a href="https://www.lincolnshire.gov.uk/downloads/file/6501/nhrr-executive-report">https://www.lincolnshire.gov.uk/downloads/file/6501/nhrr-executive-report</a>

This report was written by Sam Edwards, who can be contacted on 07900136143 or at [sam.edwards@lincolnshire.gov.uk](mailto:sam.edwards@lincolnshire.gov.uk)



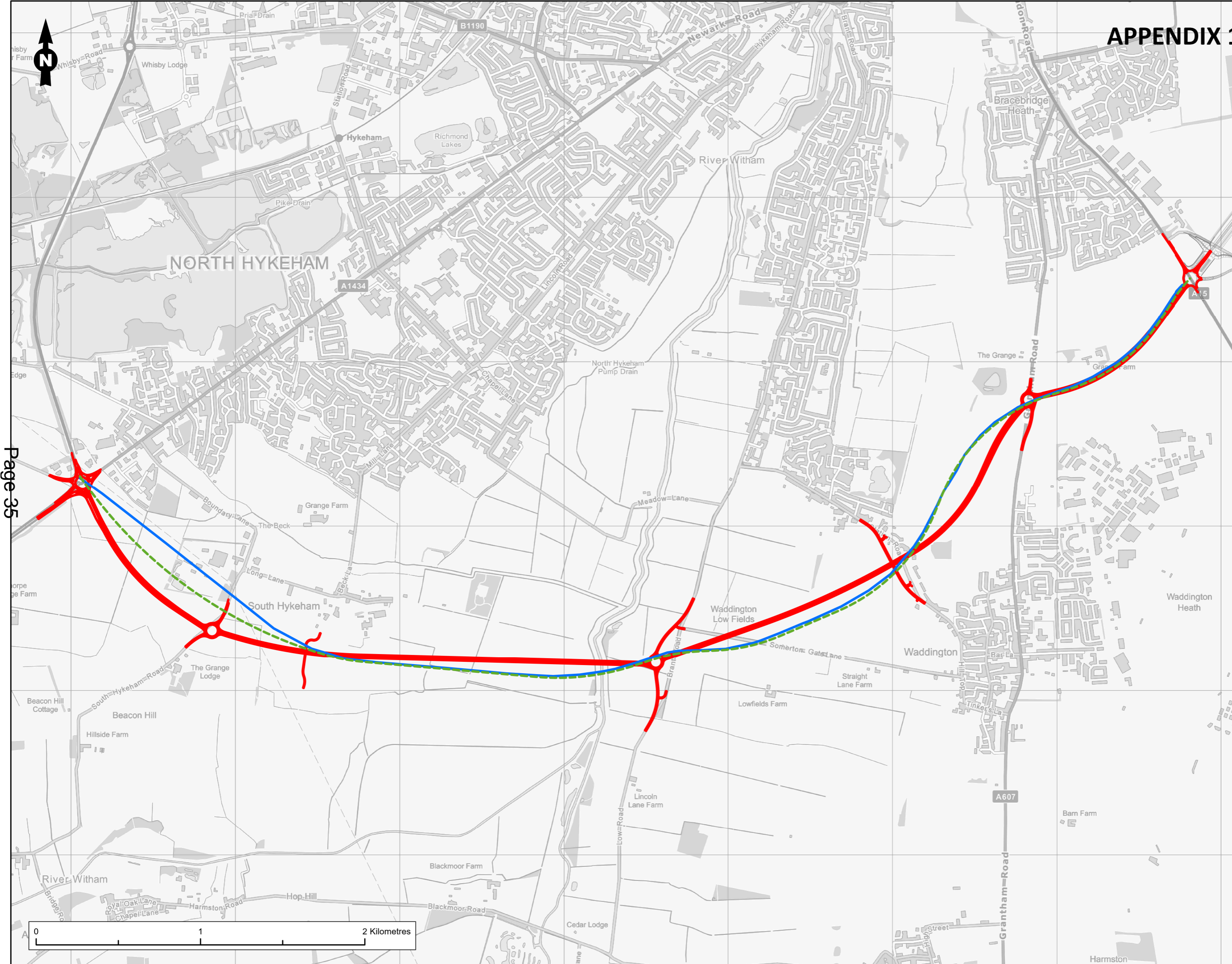


This page is intentionally left blank

# APPENDIX 1

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- Proposed Route of North Hykeham Relief Road, June 2023
  - Central Lincolnshire Local Plan Preferred Route, adopted April 2023
  - Lincolnshire County Council Preferred Route, adopted December 2006

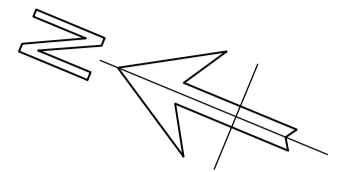


Page 35

FIRST ISSUE			
P01	MFT	BW	04/07/2023
Rev	Description	Drawn	Checked
S4	Suitable For Review And Authorisation	Approved	Date
Project Name: NORTH HYKEHAM RELIEF ROAD			
Project Location Plan			
Project Client: Lincolnshire County Council			
Project Contractor: Balfour Beatty			
Project Designer: RAMBOLL			
Drawing Title: Proposed North Hykeham Relief Road Routes			
Project No:	Scale (GA3):	Drawn:	Date:
1620013942	1:21,000	MFT	Jul 2023
Drawing No:	Rev:		
NHRR-RAM-GEN-HYKE-MP-VT-00068	P01		

Appendix A

This page is intentionally left blank



# APPENDIX 2

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Page 37

Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	22/12/22	DB	2022/12/22	BW	22/12/22
P03	22/03/23	DB	BW	BW	22/03/23
P04	Fourth Issue	DB	LF	AV	30/03/23
P05	Fifth Issue	AJ	LF	BW	04/05/23
P06	Sixth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
-----	-------------	-------	---------	----------	------

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire COUNTY COUNCIL**  
*Working for a better future*

Project Contractor: **Balfour Beatty**

Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

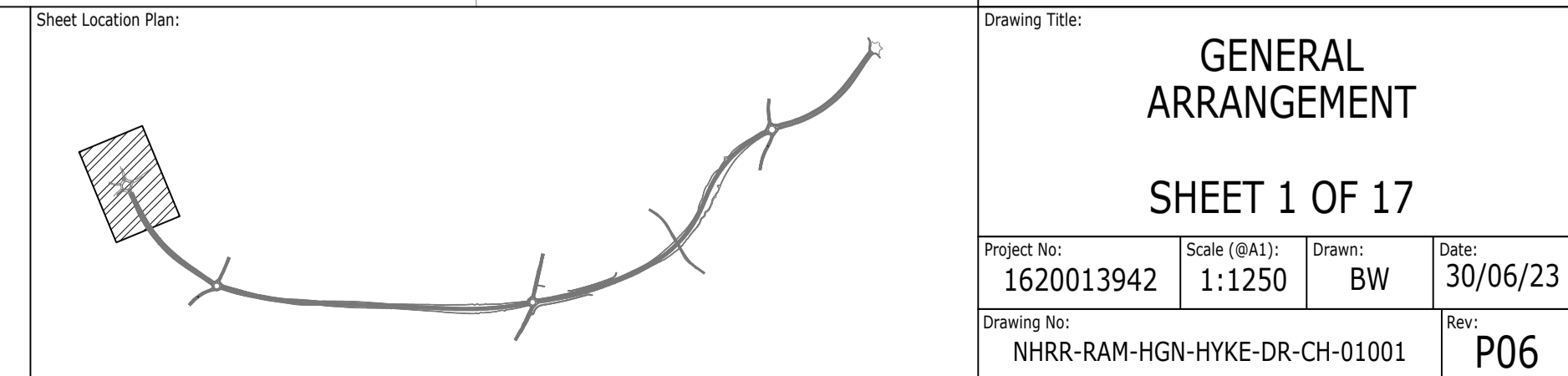
Drawing Title: **GENERAL ARRANGEMENT**

**SHEET 1 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:			
NHRR-RAM-HGN-HYKE-DR-CH-01001			P06

Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



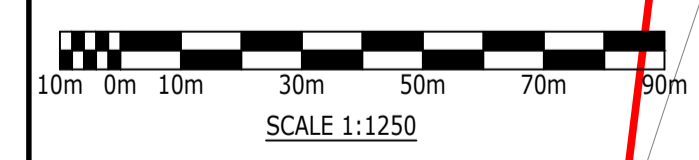
Appendix B

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

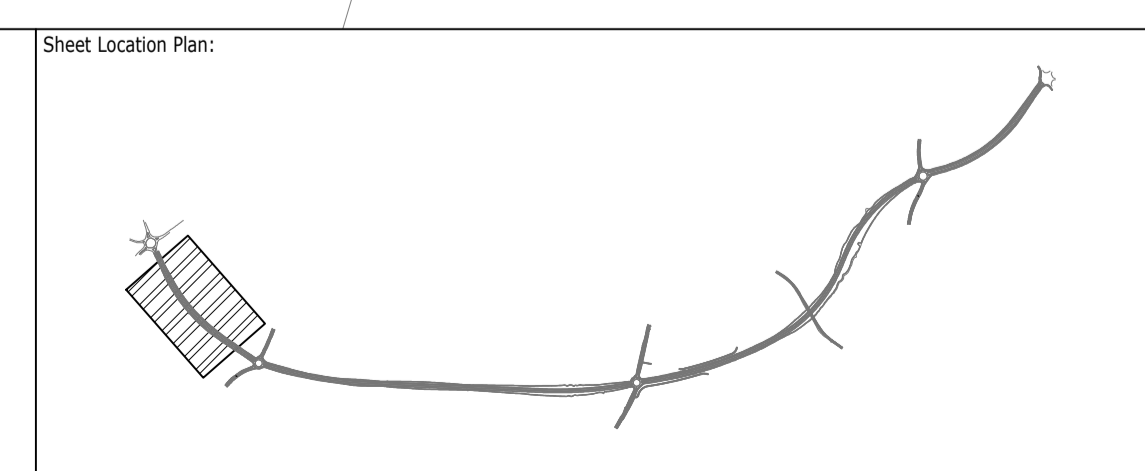
- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Page 38



Drawing Legend:		EXISTING BACKGROUND MAPPING		PROPOSED DESIGN		RED LINE BOUNDARY		PROPOSED CARRIAGEWAY		PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED VERGE		PROPOSED EARTHWORKS FILL / CUT		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED MAINTENANCE LAYBY		PROPOSED ATTENUATION POND		LCC PURCHASED PROPERTY		PROPOSED FOOTWAY		PROPOSED BRIDLEWAY		PROPOSED PUBLIC FOOTPATH		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE		SPA PIPELINE (PLANNED ROUTE)			
[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]	[Symbol]



Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: S5 Drawing Status: Suitable for Review & Acceptance

Project Name: North Hykeham Relief Road

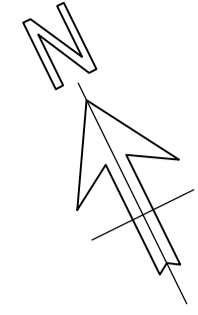
Project Client: Lincolnshire County Council  
Working for a better future

Project Contractor: Balfour Beatty

Project Designer: RAMBOLL  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: GENERAL ARRANGEMENT  
SHEET 2 OF 17

Project No: 1620013942	Scale (BA1): 1:1250	Drawn: BW	Date: 30/06/23
Drawing No: NHRR-RAM-HGN-HYKE-DR-CH-01002		Rev: P04	



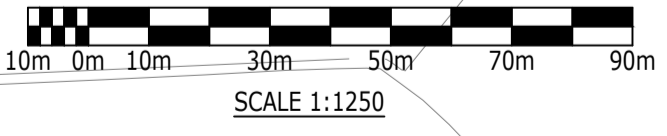
COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



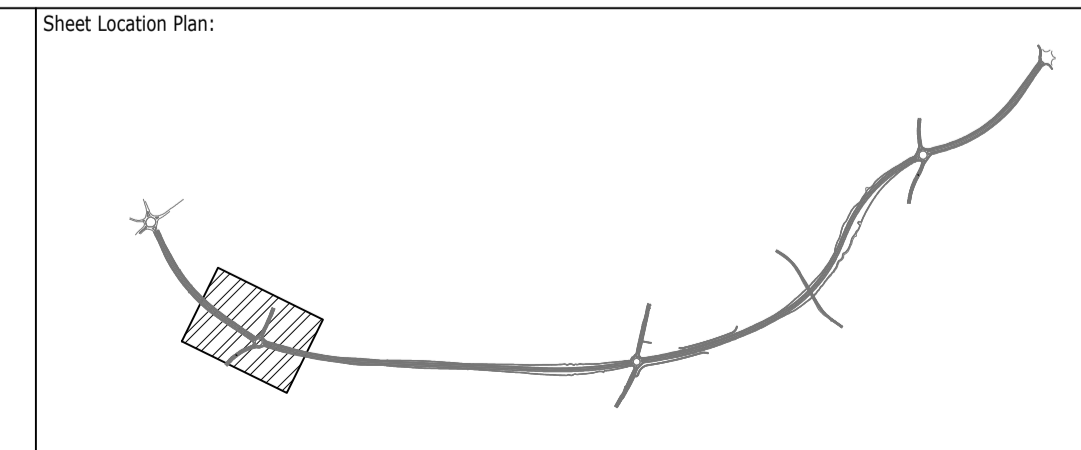
FOR CONTINUATION REFER TO SHEET 2

FOR CONTINUATION REFER TO SHEET 4



Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		PROPOSED PUBLIC FOOTPATH
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY				



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23
Rev	Description	Drawn	Checked	Approved	Date

Suitability: S5 Drawing Status: Suitable for Review & Acceptance

Project Name: North Hykeham Relief Road

Project Client:  
  
Lincolnshire COUNTY COUNCIL  
 Working for a better future

Project Contractor:

Project Designer:

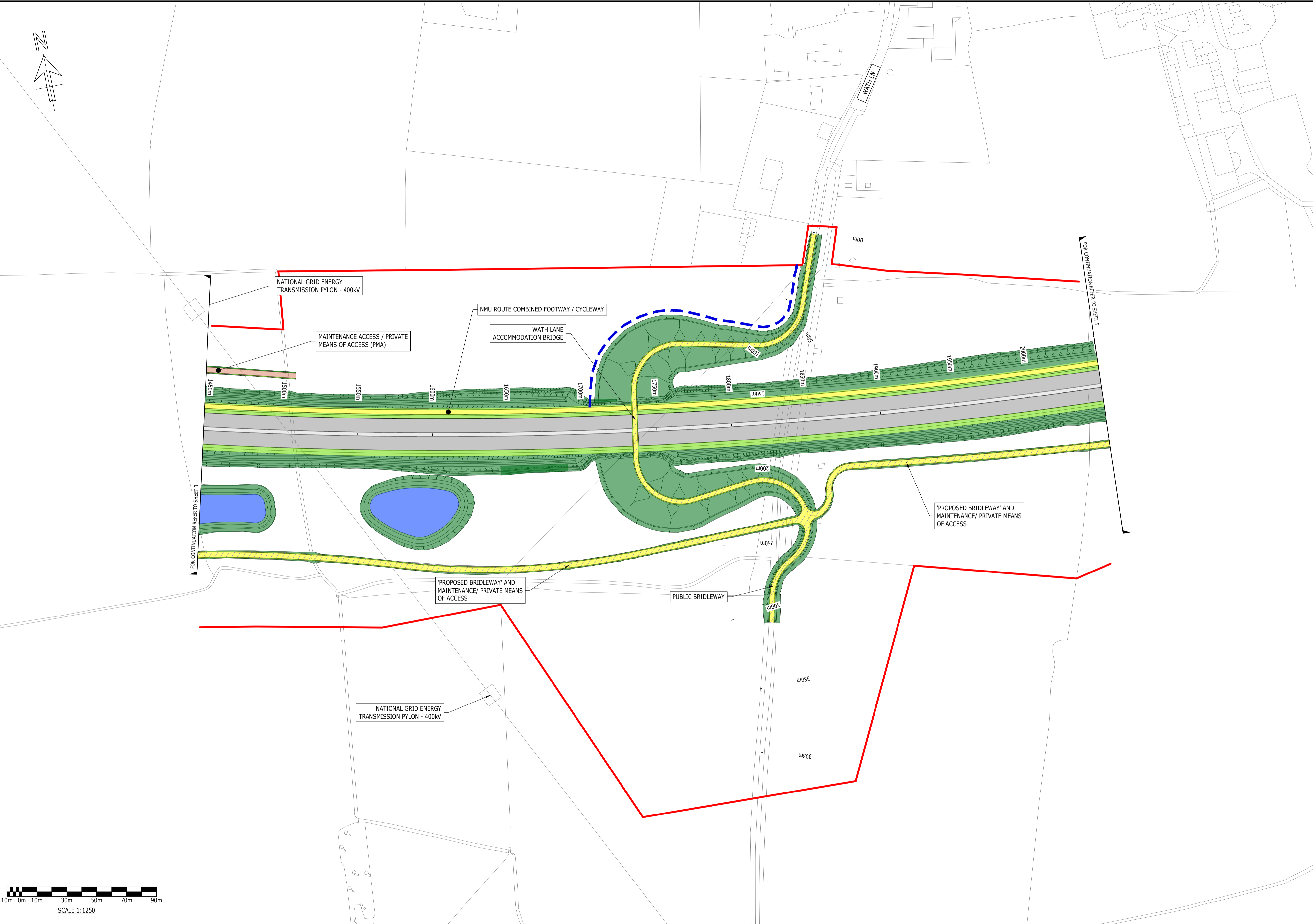
Drawing Title: GENERAL ARRANGEMENT

SHEET 3 OF 17

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:		Rev:	
NHRR-RAM-HGN-HYKE-DR-CH-01003		P04	

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
S5	Suitable for Review & Acceptance				

Project Name:  
**North Hykeham Relief Road**

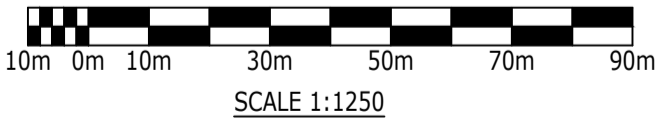
Project Client:  
**Lincolnshire COUNTY COUNCIL**  
*Working for a better future*

Project Contractor:  
**Balfour Beatty**

Drawing Designer:  
**RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

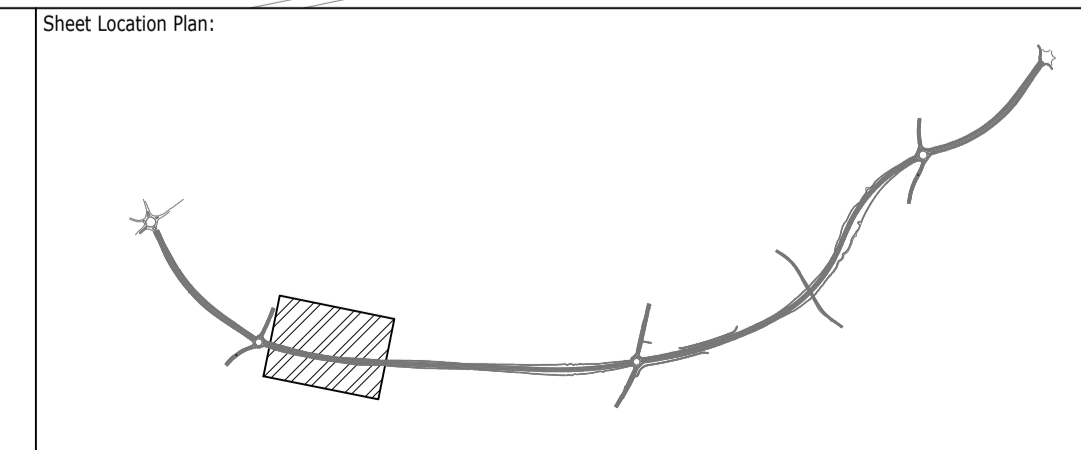
Drawing Title:  
**GENERAL ARRANGEMENT**  
**SHEET 4 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:			
NHRR-RAM-HGN-HYKE-DR-CH-01004			P04



Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		





COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Suitable for Review & Acceptance

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire COUNTY COUNCIL**  
*Working for a better future*

Project Contractor: **Balfour Beatty**

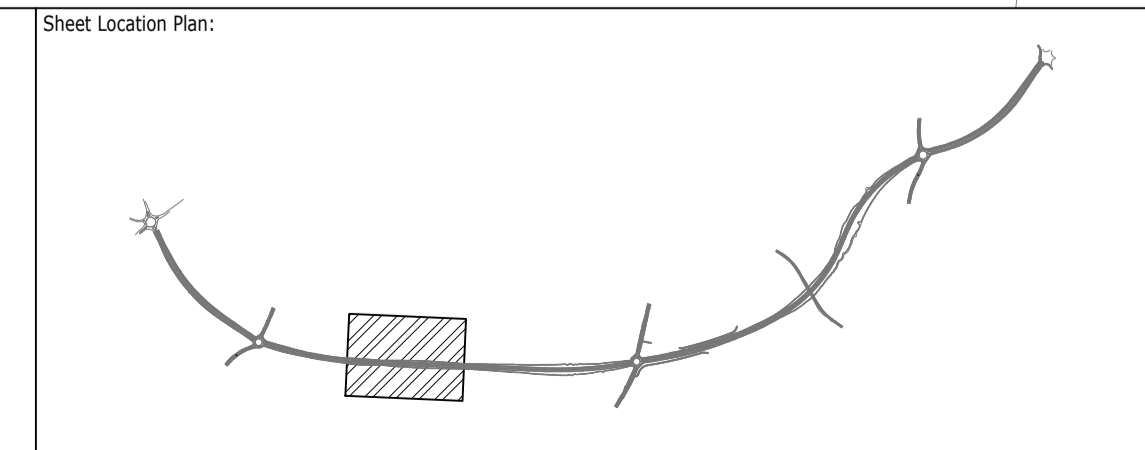
Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: **GENERAL ARRANGEMENT SHEET 5 OF 17**

Project No: 1620013942	Scale (BA1): 1:1250	Drawn: BW	Date: 30/06/23
Drawing No: NHRR-RAM-HGN-HYKE-DR-CH-01005		Rev: P04	

Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Suitable for Review & Acceptance

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire County Council**  
Working for a better future

Project Contractor: **Balfour Beatty**

Project Designer: **RAMBOLL**  
www.ramboll.co.uk

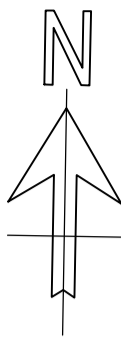
Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		

Sheet Location Plan:

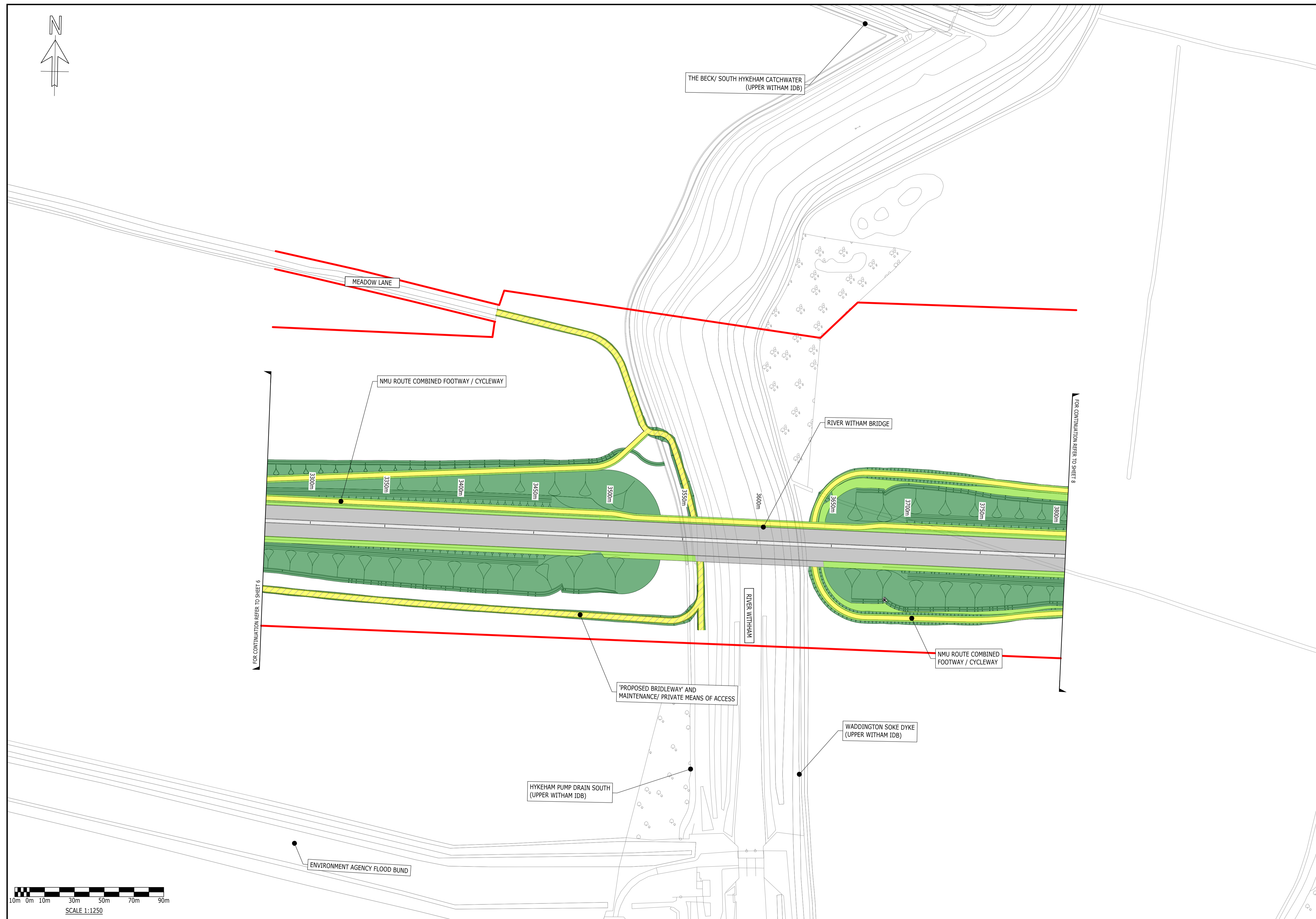
Drawing Title: **GENERAL ARRANGEMENT**  
**SHEET 6 OF 17**

Project No: 1620013942	Scale (BA1): 1:1250	Drawn: BW	Date: 30/06/23
Drawing No: NHRR-RAM-HGN-HYKE-DR-CH-01006		Rev: P04	



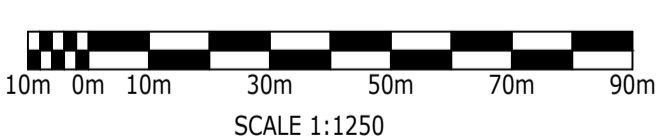
COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



FOR CONTINUATION REFER TO SHEET 6

FOR CONTINUATION REFER TO SHEET 8



Drawing Legend:	
	EXISTING BACKGROUND MAPPING
	PROPOSED DESIGN
	RED LINE BOUNDARY
	PROPOSED CARRIAGEWAY
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING
	PROPOSED VERGE
	PROPOSED EARTHWORKS FILL / CUT
	PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY
	PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)
	PROPOSED MAINTENANCE LAYBY
	PROPOSED ATTENUATION POND
	LCC PURCHASED PROPERTY
	PROPOSED FOOTWAY
	PROPOSED BRIDLEWAY
	PROPOSED PUBLIC FOOTPATH
	APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	SPA PIPELINE (PLANNED ROUTE)

Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

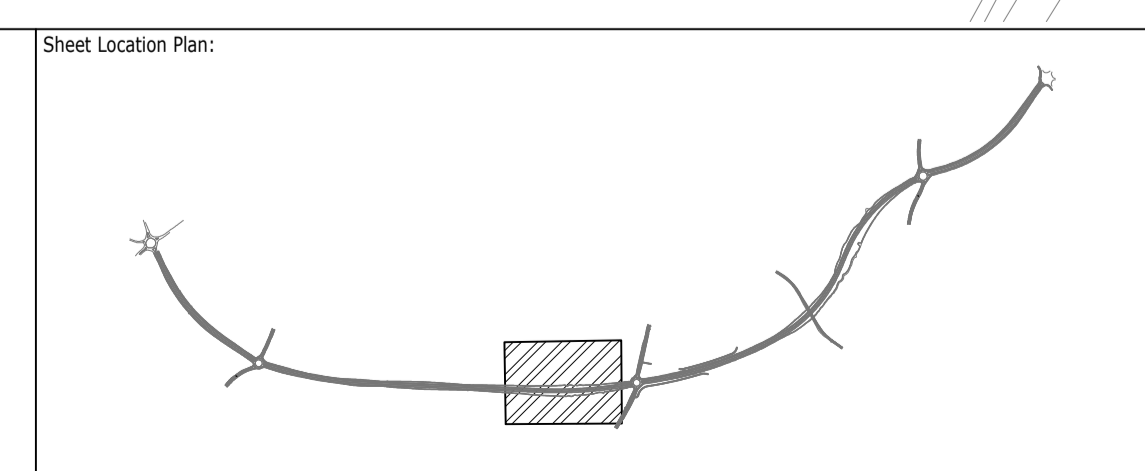
Suitability: S5 Drawing Status: Suitable for Review & Acceptance

Project Name: North Hykeham Relief Road

Project Client:

Project Contractor:

Project Designer:



Drawing Title: GENERAL ARRANGEMENT SHEET 7 OF 17

Project No: 1620013942	Scale (BA1): 1:1250	Drawn: BW	Date: 30/06/23
Drawing No: NHRR-RAM-HGN-HYKE-DR-CH-01007		Rev: P04	

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
-----	-------------	-------	---------	----------	------

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire County Council**  
Working for a better future

Project Contractor: **Balfour Beatty**

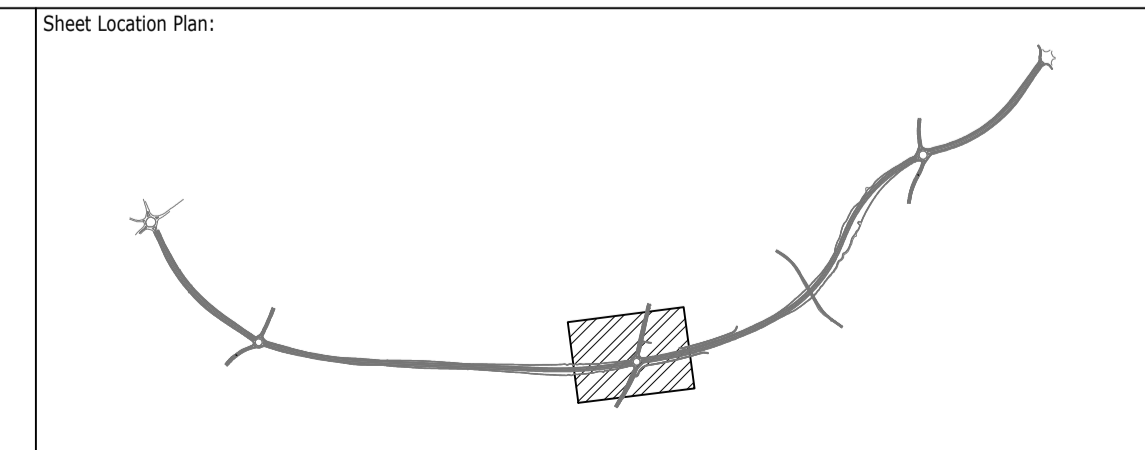
Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: **GENERAL ARRANGEMENT SHEET 8 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:		Rev:	
NHRR-RAM-HGN-HYKE-DR-CH-01008		P04	

Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

Notes

- DO NOT SCALE FROM THIS DRAWING.
- ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
- ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
- THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.

Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
-----	-------------	-------	---------	----------	------

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

Project Client:  
  
 Lincolnshire COUNTY COUNCIL  
*Working for a better future*

Project Contractor:  


Project Designer:  
  
 tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

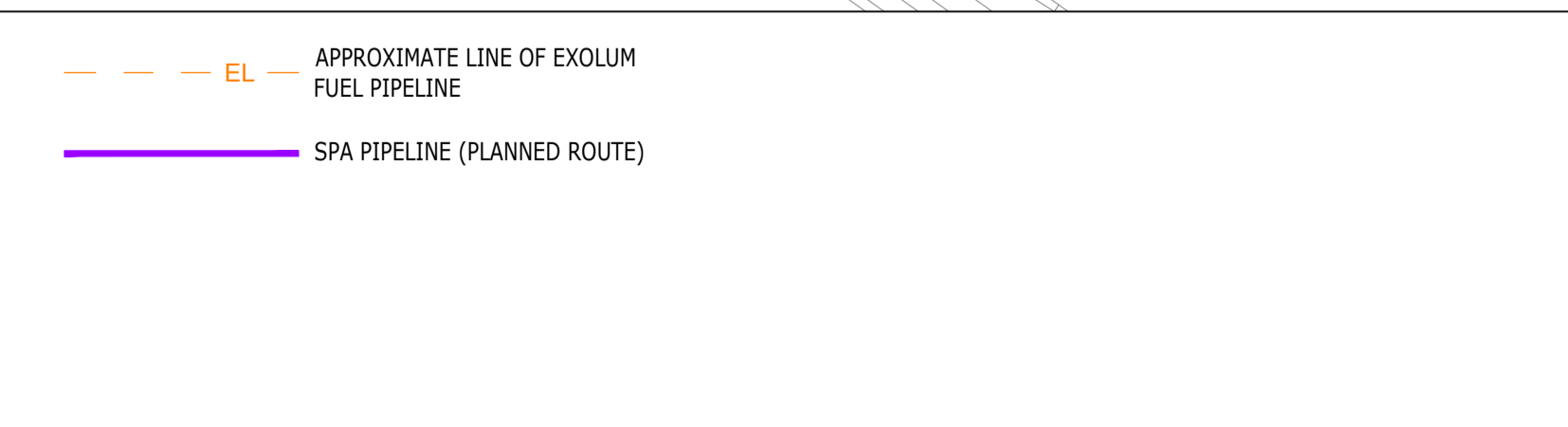
Drawing Title:  
**GENERAL ARRANGEMENT**  
**SHEET 9 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01009	P04		



Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

Notes

- DO NOT SCALE FROM THIS DRAWING.
- ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
- ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
- THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Suitable for Review & Acceptance

Project Name: **North Hykeham Relief Road**

Project Client:  
  
Lincolnshire COUNTY COUNCIL  
*Working for a better future*

Project Contractor:

Project Designer:  
  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

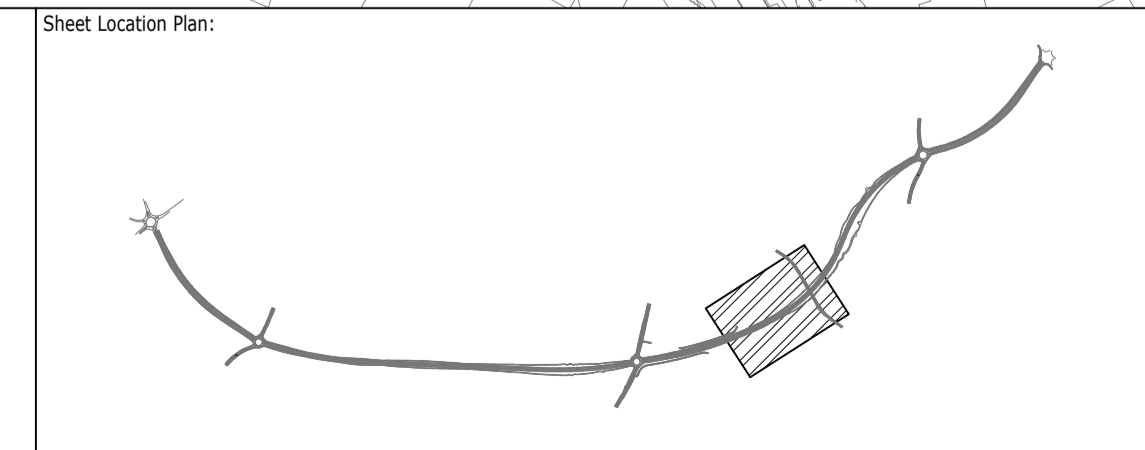
Drawing Title:  
**GENERAL ARRANGEMENT**  
**SHEET 10 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:		Rev:	
NHRR-RAM-HGN-HYKE-DR-CH-01010		P04	



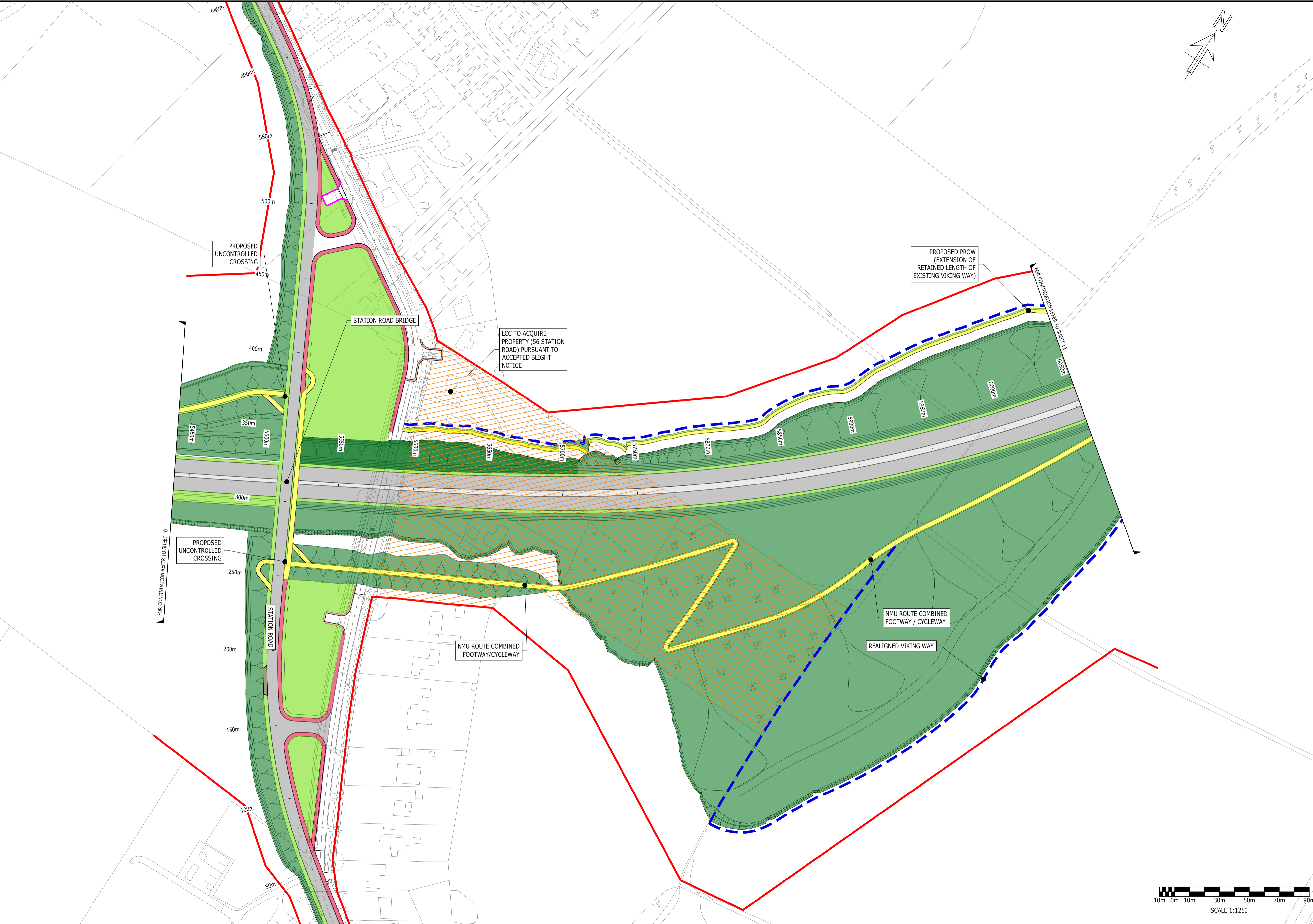
Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

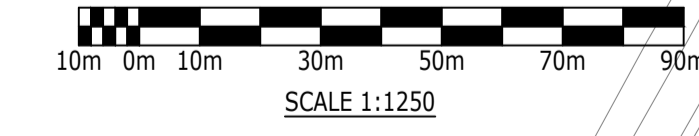
Project Client:  
**Lincolnshire**  
 COUNTY COUNCIL  
*Working for a better future*

Project Contractor:  
**Balfour Beatty**

Project Designer:  
**RAMBOLL**  
 tel 01244 311855 chester@ramboll.co.uk  
 www.ramboll.co.uk

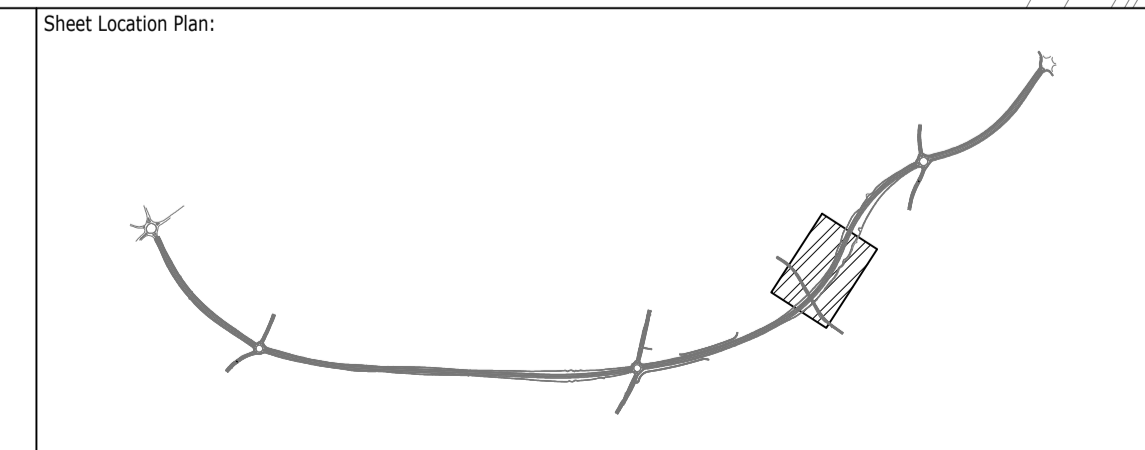
Drawing Title:  
**GENERAL ARRANGEMENT**  
**SHEET 11 OF 17**

Project No:	Scale (A1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01011	P04		



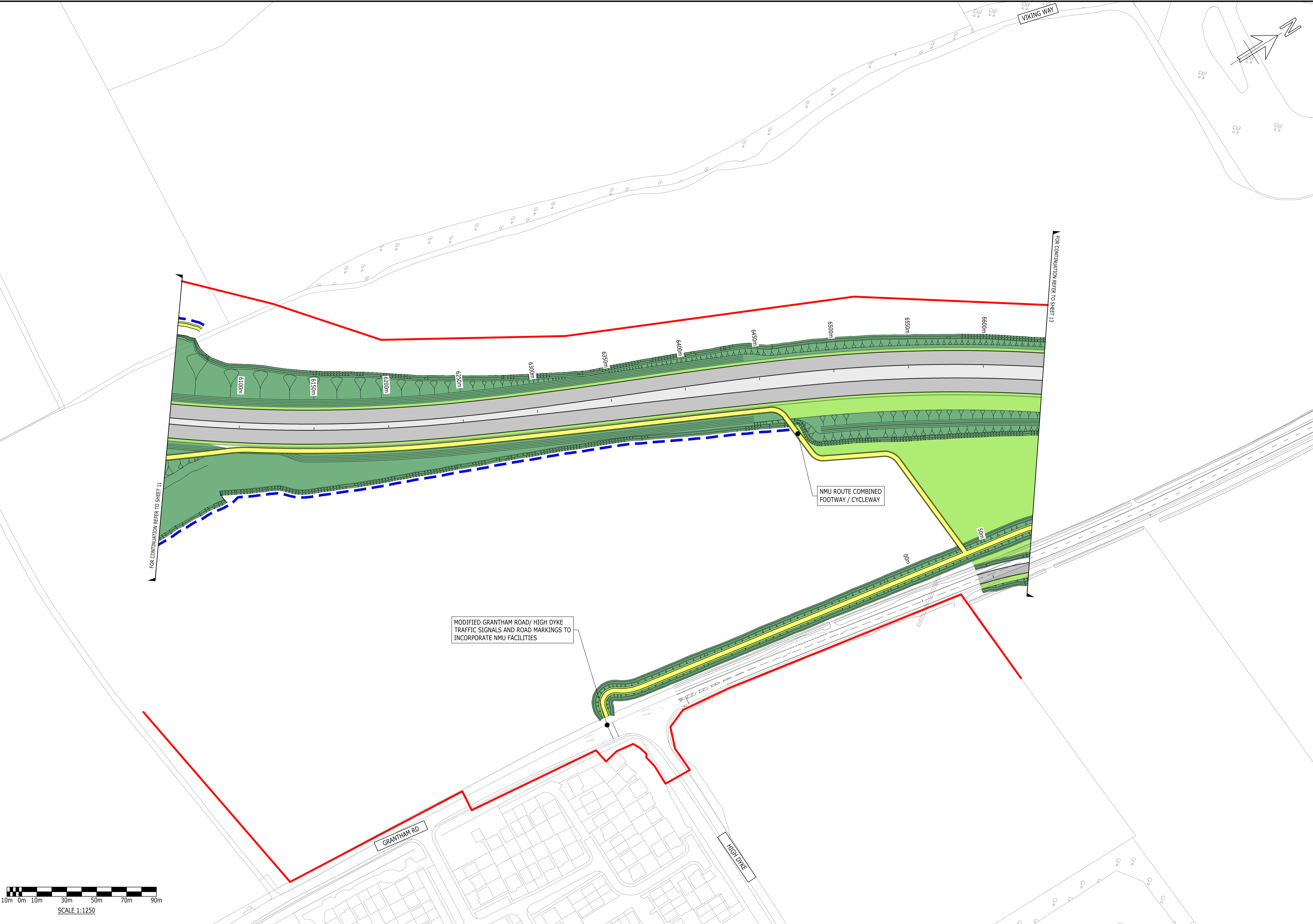
Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.

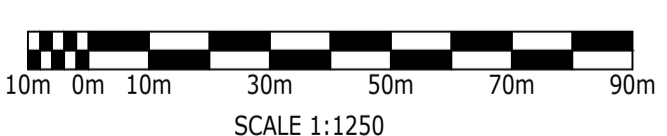


FOR CONTINUATION REFER TO SHEET 11

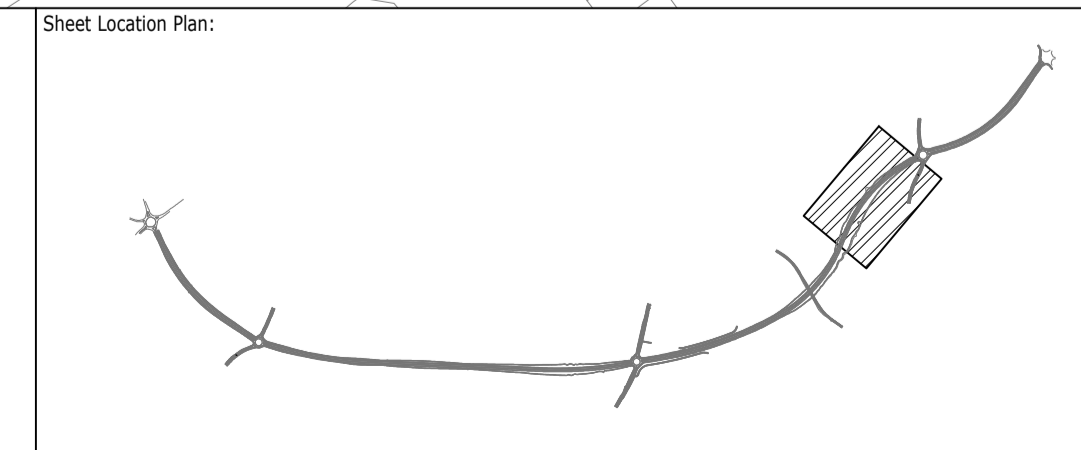
FOR CONTINUATION REFER TO SHEET 13

NMU ROUTE COMBINED FOOTWAY / CYCLEWAY

MODIFIED GRANTHAM ROAD/ HIGH DYKE TRAFFIC SIGNALS AND ROAD MARKINGS TO INCORPORATE NMU FACILITIES



Drawing Legend:	
	EXISTING BACKGROUND MAPPING
	PROPOSED DESIGN
	RED LINE BOUNDARY
	PROPOSED CARRIAGEWAY
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING
	PROPOSED VERGE
	PROPOSED EARTHWORKS FILL / CUT
	PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY
	PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)
	PROPOSED MAINTENANCE LAYBY
	PROPOSED ATTENUATION POND
	LCC PURCHASED PROPERTY
	PROPOSED FOOTWAY
	PROPOSED BRIDLEWAY
	PROPOSED PUBLIC FOOTPATH
	APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	SPA PIPELINE (PLANNED ROUTE)



Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Drawing Status: Suitable for Review & Acceptance

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire COUNTY COUNCIL**  
*Working for a better future*

Project Contractor: **Balfour Beatty**

Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: **GENERAL ARRANGEMENT SHEET 12 OF 17**

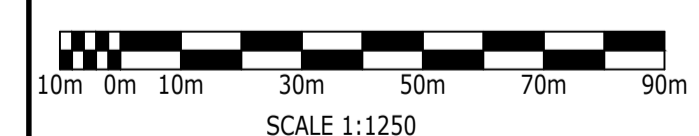
Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01012	P04		



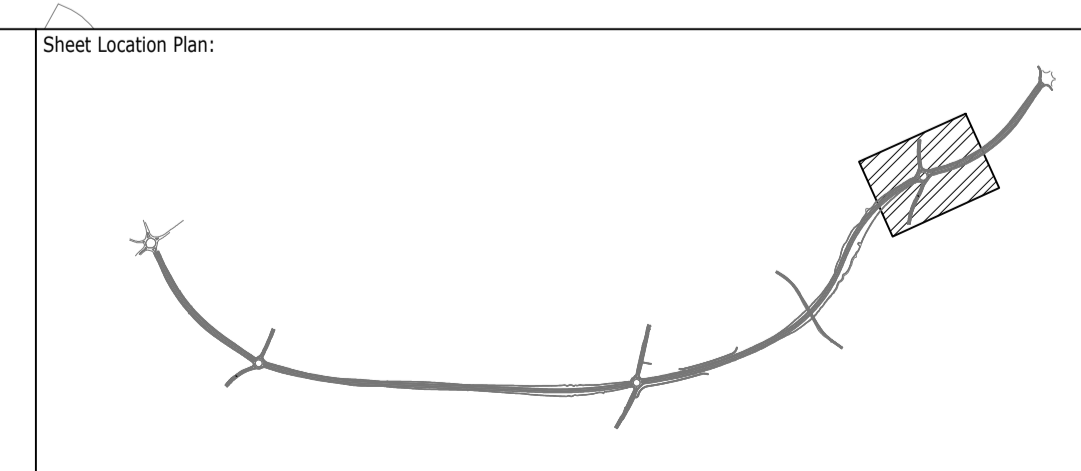
COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

Notes

- DO NOT SCALE FROM THIS DRAWING.
- ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
- ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
- THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Drawing Legend:	
	EXISTING BACKGROUND MAPPING
	PROPOSED DESIGN
	RED LINE BOUNDARY
	PROPOSED CARRIAGEWAY
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING
	PROPOSED VERGE
	PROPOSED EARTHWORKS FILL / CUT
	PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY
	PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)
	PROPOSED MAINTENANCE LAYBY
	PROPOSED ATTENUATION POND
	LCC PURCHASED PROPERTY
	PROPOSED FOOTWAY
	PROPOSED BRIDLEWAY
	PROPOSED PUBLIC FOOTPATH
	APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	SPA PIPELINE (PLANNED ROUTE)



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: S5 Drawing Status: Suitable for Review & Acceptance

Project Name: North Hykeham Relief Road

Project Client: Lincolnshire COUNTY COUNCIL  
Working for a better future

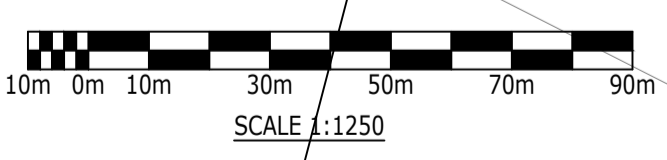
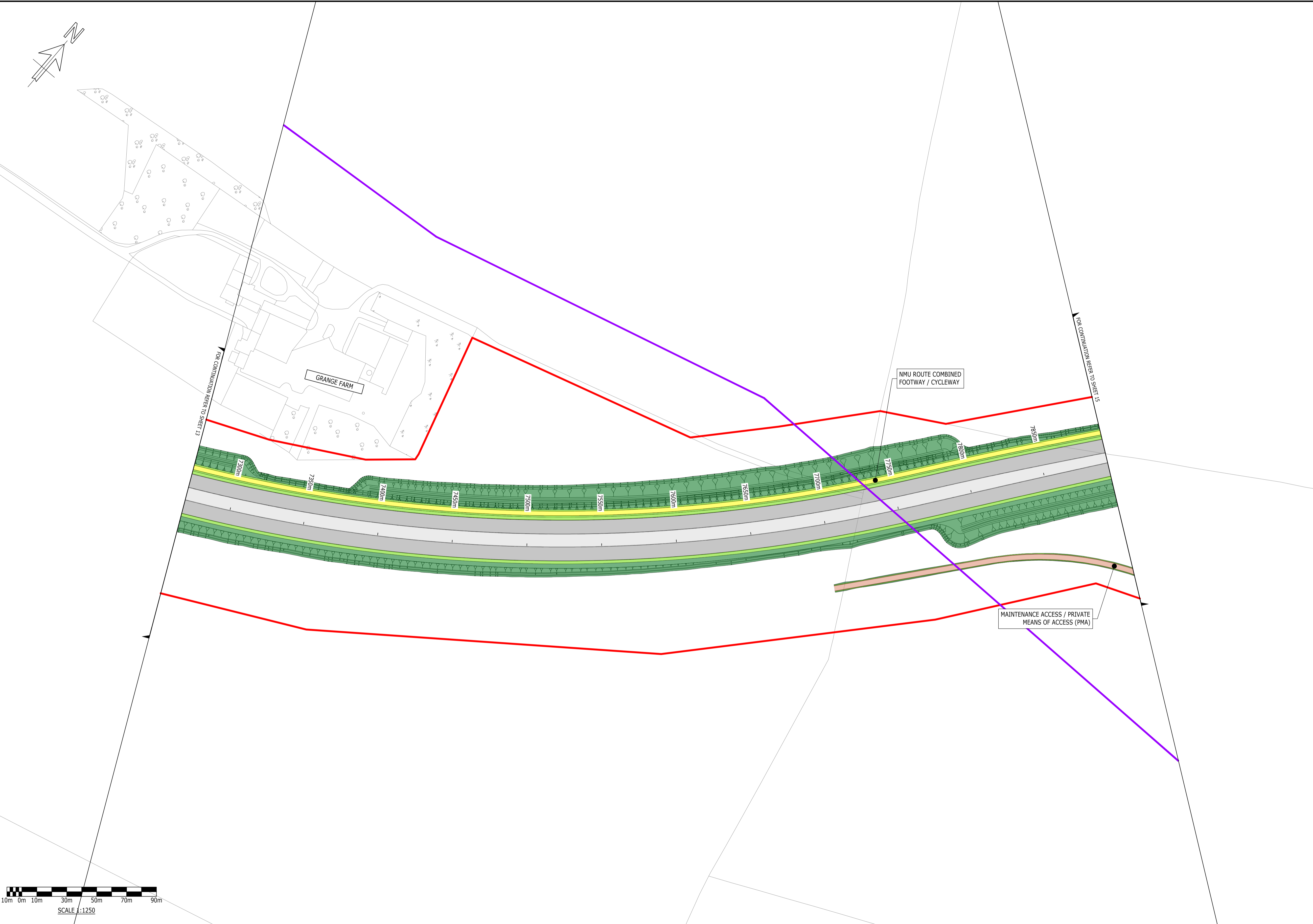
Project Contractor: Balfour Beatty

Project Designer: RAMBOLL  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title:			
GENERAL ARRANGEMENT			
SHEET 13 OF 17			
Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01013	P04		

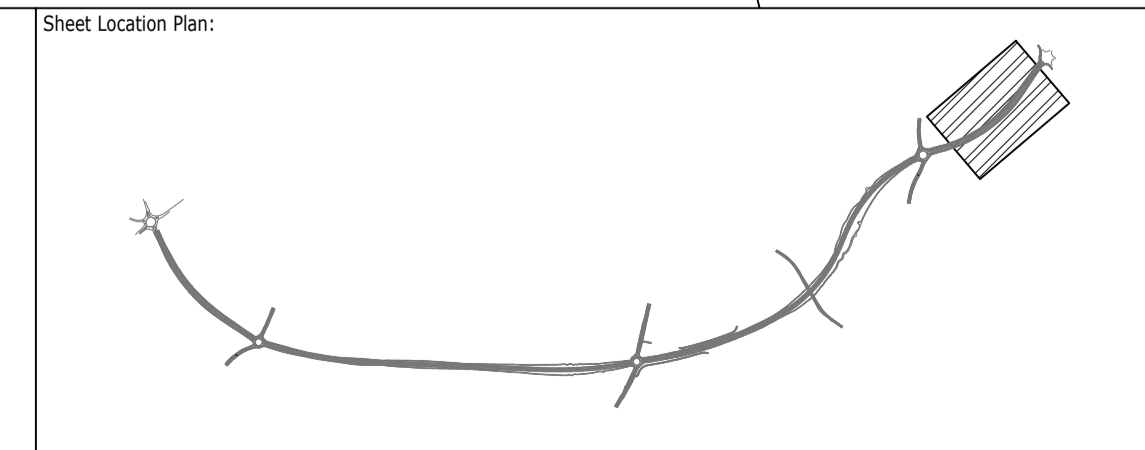
COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
-----	-------------	-------	---------	----------	------

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire COUNTY COUNCIL**  
*Working for a better future*

Project Contractor: **Balfour Beatty**

Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: **GENERAL ARRANGEMENT SHEET 14 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01014	P04		

COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.

Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Rev	Description	Drawn	Checked	Approved	Date
-----	-------------	-------	---------	----------	------

Suitability: S5 Drawing Status: Suitable for Review & Acceptance

Project Name: North Hykeham Relief Road

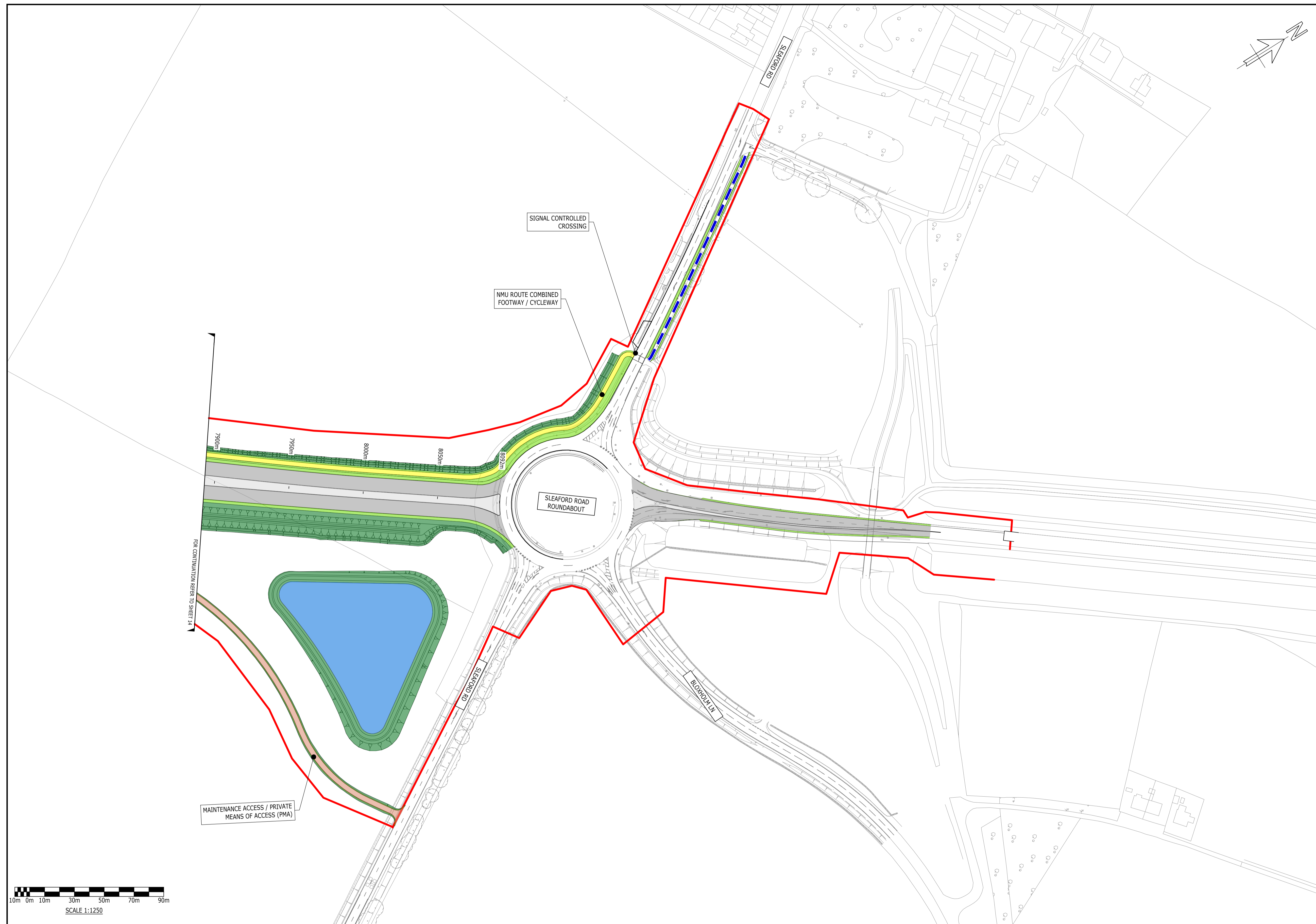
Project Client:  
  
 Lincolnshire COUNTY COUNCIL  
 Working for a better future

Project Contractor:  
  
 Balfour Beatty

Project Designer:  
  
 RAMBOLL  
 tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title:  
 GENERAL ARRANGEMENT  
 SHEET 15 OF 17

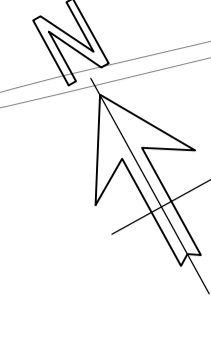
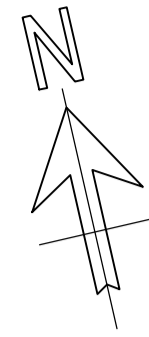
Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01015	P04		



Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDGEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		





COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.

Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Drawing Status: **Suitable for Review & Acceptance**

Project Name: **North Hykeham Relief Road**

Project Client:  
  
 Lincolnshire COUNTY COUNCIL  
*Working for a better future*

Project Contractor:  
  
**Balfour Beatty**

Project Designer:  
  
**RAMBOLL**  
 tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title:  
**GENERAL ARRANGEMENT**

**SHEET 16 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	Rev:		
NHRR-RAM-HGN-HYKE-DR-CH-01016	P04		




















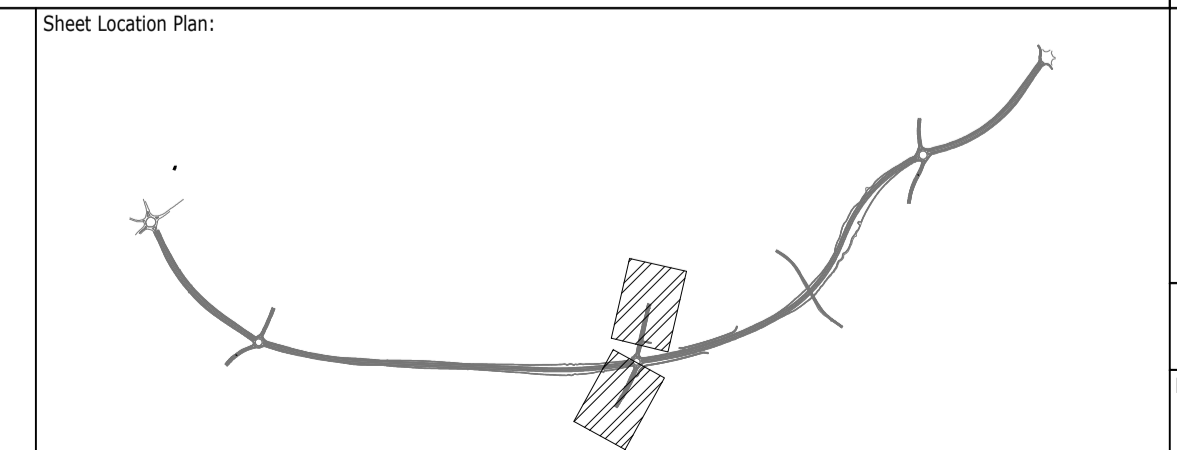
SHEET 16 - LAYOUT A



SHEET 16 - LAYOUT B

Drawing Legend:

 EXISTING BACKGROUND MAPPING	 PROPOSED VERGE	 PROPOSED ATTENUATION POND	 APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
 PROPOSED DESIGN	 PROPOSED EARTHWORKS FILL / CUT	 LCC PURCHASED PROPERTY	 SPA PIPELINE (PLANNED ROUTE)
 RED LINE BOUNDARY	 PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY	 PROPOSED FOOTWAY	
 PROPOSED CARRIAGEWAY	 PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)	 PROPOSED BRIDLEWAY	
 PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING	 PROPOSED MAINTENANCE LAYBY	 PROPOSED PUBLIC FOOTPATH	



COPYRIGHT RAMBOLL UK LIMITED. ALL RIGHTS RESERVED. THIS DOCUMENT IS ISSUED FOR THE PARTY WHO COMMISSIONED IT AND FOR THE SPECIFIC PURPOSES CONNECTED WITH THE PROJECT ONLY. IT SHOULD NOT BE RELIED UPON BY ANY OTHER PARTY OR USED FOR ANY OTHER PURPOSE. RAMBOLL ACCEPTS NO RESPONSIBILITY OR LIABILITY WHICH MAY ARISE FROM RELIANCE OR USE OF THIS DOCUMENT OR THE DATA CONTAINED HEREIN BY ANY OTHER PARTY OR FOR ANY OTHER PURPOSE.

- Notes
- DO NOT SCALE FROM THIS DRAWING.
  - ALL DIMENSIONS ARE IN METRES UNLESS SHOWN OTHERWISE.
  - ALL LEVELS ARE IN METRES ABOVE ORDNANCE DATUM UNLESS SHOWN OTHERWISE.
  - THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS AND ENGINEERS DRAWINGS AND SPECIFICATIONS.



Reproduced by permission of Ordnance Survey on behalf of HSMO. © Crown copyright and database right 2022. All rights reserved. Ordnance Survey License number 100025370

Rev	Description	Drawn	Checked	Approved	Date
P01	03/11/22	DB	AJ	DB	03/11/22
P02	Second Issue	DB	LF	BW	22/12/22
P03	Third Issue	DB	LF	AV	30/03/23
P04	Fourth Issue	BW	SC	BW	30/06/23

Suitability: **S5** Suitable for Review & Acceptance

Project Name: **North Hykeham Relief Road**

Project Client: **Lincolnshire County Council**  
Working for a better future

Project Contractor: **Balfour Beatty**

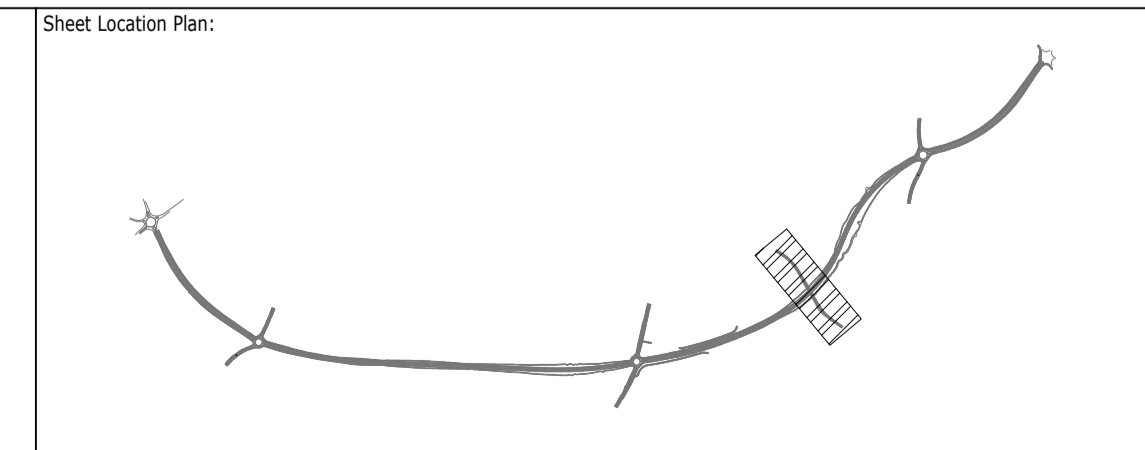
Project Designer: **RAMBOLL**  
tel 01244 311855 chester@ramboll.co.uk www.ramboll.co.uk

Drawing Title: **GENERAL ARRANGEMENT SHEET 17 OF 17**

Project No:	Scale (BA1):	Drawn:	Date:
1620013942	1:1250	BW	30/06/23
Drawing No:	NHR-AM-HGN-HYKE-DR-CH-01017		Rev:
			P04

Drawing Legend:

	EXISTING BACKGROUND MAPPING		PROPOSED VERGE		PROPOSED ATTENUATION POND		APPROXIMATE LINE OF EXOLUM FUEL PIPELINE
	PROPOSED DESIGN		PROPOSED EARTHWORKS FILL / CUT		LCC PURCHASED PROPERTY		SPA PIPELINE (PLANNED ROUTE)
	RED LINE BOUNDARY		PROPOSED NMU ROUTE COMBINED FOOTWAY / CYCLEWAY		PROPOSED FOOTWAY		
	PROPOSED CARRIAGEWAY		PROPOSED ACCESS TRACK - MAINTENANCE / PRIVATE MEANS OF ACCESS (PMA)		PROPOSED BRIDLEWAY		
	PROPOSED TRAFFIC ISLAND / CENTRAL RESERVE / HARDSTANDING		PROPOSED MAINTENANCE LAYBY		PROPOSED PUBLIC FOOTPATH		



This page is intentionally left blank



**Report on behalf of Andrew Crookham, Executive Director - Resources and Heather Sandy, Executive Director – Children’s Services**

The Report and Appendices A, B, C and D are open.

Appendix E is not for publication by virtue of paragraph 3 of part I of Schedule 12A of the Local Government Act 1972

The public interest in maintaining the exemption outweighs the public interest in disclosing the information because the Appendix contains confidential information of a third party relating to a land transaction that the third party has not consented to being put into the public domain. If the Council discloses the information, it may leave itself open to legal action and the ability of the Council to undertake negotiations for land transactions in future may be undermined

Report to:	<b>Executive</b>
Date:	<b>3 October 2023</b>
Subject:	<b>Lincolnshire Secure Children’s Home – Land Purchase and Section 203</b>
Decision Reference:	<b>I029669</b>
Key decision?	<b>Yes</b>

**Summary:**

This paper follows on from the Business Case for the new Lincolnshire Secure Children’s Home (“LSCH”) that was presented to and approved by the Executive Councillor for Children’s Services, Community Safety, Procurement and Migration on 4<sup>th</sup> July 2022, which set out the rationale behind the replacement of the existing secure unit with a new, larger facility.

Lincolnshire County Council has been running a 12-bedded children’s secure unit in Sleaford since 1997. This has generally been regarded as being highly successful and has been commended for the provision made and the service offered in the building currently used for that purpose. Unfortunately, that building is no longer capable of meeting these high expectations and given the desire to continue to offer that service, there is no realistic option to continue to use that building.

The service has regularly received positive feedback from Ofsted and national

recognition, which the Council is keen to maintain, but it has been agreed by all involved in the service that the current building and the facility which it offers is preventing the service from providing the best service it could. Fundamental change is required to enable the service to care for the increasingly complex and vulnerable children in its care and those presenting wider in the system itself. In reality, and as was accepted in 2022, that means a replacement building needs to be delivered with the modern facilities it can accommodate.

In addition, the current site is problematic and does not offer the opportunity for expansion. It is surrounded by residential properties and the operation of the secure unit has led to some issues with neighbours, with objections being raised to previous planning applications, complaints over noise and external lighting and parking of cars on the residential streets around the unit.

The DfE has been working with Lincolnshire to progress an opportunity for a new build secure children's home since 2017. This project has national significance to become the flagship for the DfE, as both the design of the building and the operational delivery of the service, incorporates sector best practice and learning from homes across the UK and Europe, and input from key stakeholders, covering education, both mental and physical health, the secure estate and other specialist providers. It is centred around the young person's journey while in a secure placement, bringing wrap around professional support and educational opportunities.

The original plan was for a 22 bed unit, but, following discussions with DfE, it was agreed that a 28 bed facility would better address the shortfall in places and would present better value for money. This option has been taken forward and was the design which gained planning approval. As the business case set out both the 22 and 28 bed options and demonstrated how both would be viable, it was accepted that this was still valid and did not need to be revisited.

An extensive, countywide, analysis of over 400 sites was undertaken by Kier Estates in conjunction with the service, to identify a site for the new facility. The specific requirements of the new secure home meant that a vast majority of sites were not suitable and a site at Bonemill Lane, Sleaford ("the Site") emerged as the only suitable site which was available. LCC took an option to purchase the Site earlier this year.

A planning application for the new facility was submitted to LCC as planning authority in April 2023. It went before the Planning and Regulation Committee on 31 July 2023 and formal approval was granted on 1 August 2023. Whilst there are a number of conditions attached to this planning permission, none of these fundamentally affects the viability or deliverability of the project.

The Site is the subject of a restrictive covenant that would prevent use of the Site for residential purposes which would include the secure children's home. This Report sets out the legal basis on which the Council can proceed to construct the LSCH notwithstanding the existence of the covenant and seeks approval to purchase the site and enter into an enabling works contract as the first stage of eventual construction all on the specific legal basis set out in the Report.



The project will continue to move forward, by entering into this enabling works contract, whilst the value and detail of the final build contract are established. This will enable the new home to be delivered as close as possible to the very tight timescale requested by the DfE as a condition of the grant approval.

**Recommendation(s):**

**That the Executive:**

1. Subject to the planning permission remaining free of challenge until expiry of the statutory challenge period approves the acquisition for planning purposes, pursuant to Section 227 of the Town and Country Planning Act 1990, of the freehold interest in the land at Bonemill Lane in Sleaford, Lincolnshire shown edged blue on the plan attached at Appendix A
2. Resolves that it is the intention of the Council in acquiring a freehold interest in the relevant land for planning purposes to engage the provisions of Section 203 of the Housing and Planning Act 2016, to the extent of the land in respect of which planning permission was granted on 4 August 2023, shown edged red on the Plan at Appendix A in order to override the restrictive covenants to the full extent of that section, to enable the Council to carry out the development and use of the new Lincolnshire Secure Children's Home.
3. Subject to the planning permission remaining free of challenge until expiry of the statutory challenge period delegates to the Executive Director Resources in consultation with the Executive Councillor for People Management, Legal and Corporate Property the authority to enter into a contract for the detailed design of a 28 bed Lincolnshire Secure Children's Home and enabling works of a value not exceeding the approved DfE grant, with a full scheme appraisal to follow once a greater degree of cost certainty is available.

**Alternatives Considered:**

- Not to proceed with the purchase, the engagement of Section 203 and carrying out of enabling works.

This is not recommended as it would effectively mean abandoning the business case for the new Secure Unit and the loss of the benefits identified in the business case. It would also mean, in due course, that the current unit would become unviable and would need to close, with a significant negative impact on the children within the secure estate.

### **Reasons for Recommendation:**

- An extensive search of sites throughout Lincolnshire was carried out in 2018 and revisited in 2022. This search used a number of criteria set by the service and narrowed suitable sites down to the land at Bonemill Lane. If this land is not purchased, then it is highly unlikely another suitable site will be found within the timeframe available for the DfE grant funding.
- Planning permission was granted for the Development on the Site in August 2023. There are considerable public and economic benefits associated with the Development but there are covenants associated with the land which currently restrict development of the type proposed.
- There is a significant benefit to Lincolnshire from the DfE funding, which has been allocated for this development. This multi-million pound investment will support local employment, with approximately 65 existing jobs projected to increase to 178, creating another 113 jobs within the new secure children's home. This is in addition to jobs that will be supported within the local supply chain during construction, with a commitment being made from the main contractor to ensure a degree of local spend.
- Planning Permission and land purchase is required to enable works to commence on site and for the S203 powers to be engaged.
- The need for both welfare and youth-justice beds across the country is increasing at an unprecedented rate. DfE have committed funding in excess of £200 million to tackle this issue and have worked closely with existing providers and other agencies to bring forward proposals for new units. Lincolnshire County Council, as one of these existing providers, submitted a grant application in 2021 to carry out a feasibility study and this was approved by DfE. Working closely with DfE, Lincolnshire County Council has developed the scheme proposal and has now reached the detailed design stage with planning approval in place to deliver the project.
- The provision of an additional 16 beds and the creation of a new fit-for-purpose home will help to directly address this national shortfall and is a high priority for both Central and Local Government. The construction of the new home will have a direct public benefit both locally and nationally, giving a desperately needed home for some of the most challenging and at risk children in society.
- There is therefore a compelling case in the public interest for the Council to acquire the Site for planning purposes under S227 of the 1990 Act, to engage S203 of the 2016 Act and enable the development to proceed and the public benefits to be realised. The engagement of these powers is considered to be proportionate and justified, notwithstanding the interference with the private rights of the landowners affected by the overriding of the covenants associated with the land.

- The entering into of the enabling works contract will enable the programme set down by DfE to be met, leading to the new unit being opened in early 2026. It has been a condition of the DfE grant funding that a programme which completes as close as possible to the end of the 2024/25 financial year is vital, otherwise funding could be lost in the next Comprehensive Spending Review (CSR).

## 1. Background

1.1 Lincolnshire County Council has been running a highly successful 12-bedded secure children's home in Sleaford since 1997. The service has received positive feedback from Ofsted and is well regarded on a national level both by Ofsted and the Ministry of Justice.

1.2 Lincolnshire's secure home has a track record of delivering high quality provision to children and young people in its care over the past two decades. However, over the past few years, the context in which secure units operate has changed:

- The number of children requiring criminal justice and welfare placements has increased (there were approximately 70 more children a day referred than secure units can cater for as of 05/06/23). This new secure children's home will accommodate an additional 16 children.
- There is emerging evidence showing that more children are being placed on welfare grounds (particularly females), and that children placed on welfare grounds have different needs to those placed on criminal grounds. A new unit could reflect the most recent research and evidence base and target these different needs more effectively through in-depth one to one work as well as group work due to the additional rooms available.
- The types of crime that children have committed have changed from minor to major crimes, such as murder or manslaughter, and the behaviour they are displaying is more violent. A new unit would provide a safer environment for children and staff through a better layout, reducing the number of incidents that occur and the amount of time spent managing behaviour, instead enabling staff to focus on effective engagement with children.
- Children are presenting with increasingly complex and multiple needs and vulnerabilities (such as child sexual exploitation, gang-related violence, mental health issues, substance misuse). A new unit could employ more staff with a diverse skillset to support children with varying and multiple needs.
- Technology has advanced in the education and health sectors. A new unit could have integrated systems to reduce staff inefficiency and increase interaction

time with children, signs of life cameras could be introduced to improve child safety, video conferencing could be introduced for children to speak to their families, and ICT could be used for learning online.

1.3 Central government, via the DfE, has committed to addressing the above issues and has allocated a budget in excess of £200 million for the delivery of new secure children's homes across the country. Lincolnshire County Council submitted a successful bid for initial feasibility funding in 2021.

1.4 Exempt reports outlining proposals and a business case for replacing the existing secure children's home with a new facility were subsequently submitted to the Executive Councillor for Children's Services, Community Safety, Procurement and Migration on 4<sup>th</sup> July 2022 and the Executive Councillor for People Management, Legal and Corporate Property on 17<sup>th</sup> May 2022 following scrutiny by the Children and Young People's Scrutiny Committee, which led to approval being granted for:-

- the Council progressing the provision of either a new 22 or 28 bed Secure Children's Home on Bonemill Lane, Sleaford;
- the completion and submission by the Council of an application to the DfE for capital funding of up to £63.6m from the c.£65m grant (depending on the decision being a 22 or 28 bed and subject to future uplifts – the DfE's latest preference being a 28 bed home); and
- the signing of an option agreement for the purchase of the Site at Bonemill Lane in Sleaford,

These reports are referred to in the Background Section of this Report and the Executive are referred to those Reports for the detail of the business case for the project. The rest of this Report deals with the specific decisions now required to progress the project in accordance with the approved business case.

1.4 On the basis of these approvals the following actions have been pursued:-

- An option has been secured for the acquisition of the land at Bonemill Lane, from the current landowners;
- An application was made to DfE for grant funding to meet the costs of the detailed design and enabling works for a replacement Children's Home. This grant has now been secured.
- A planning application was made and subsequently approved for the development of the new children's secure unit on the Bonemill Lane site.

- 1.5 The immediate requirement now, to maintain progress with the project is therefore to secure the land, meet the relevant pre-commencement planning conditions and enter into a contract for enabling works.

## **2 Land Purchase**

- 2.1 Following a wide-ranging search for suitable sites across the whole of Lincolnshire, which was led by the Council's professional land agents in 2018 and re-visited again in 2022, the proposed site on Bonemill Lane in Sleaford was identified. The search had focused on sites of 10 acres (4.1 hectares) which would be large enough to accommodate the new home. These needed to be available to purchase or with landowners willing to discuss a potential sale. Sites which did not have an allocation for development were discounted as planning permission would not have been granted. The site needed to have proximity to a sizeable town for access and transport but could not be surrounded by residential neighbours as per the current site, with the associated issues this has caused. This accessibility caused an issue with many of the larger sites as they were remote agricultural land or in industrial areas.
- 2.2 A further relevant consideration was the desire, which has significant weight, to stay as close as reasonably possible to Sleaford so as retain in so far as it can be achieved the experienced and informed staff that work at the current home. In addition there is benefit from the site being well located within the county, making recruitment of new specialist staff easier.
- 2.3 Over 300 sites were examined by Kier Estates and the service and initial approaches made to a handful of owners of sites which were felt to be suitable. The site on Bonemill Lane in Sleaford was finally selected as the preferred site as it met all of the above criteria and the landowner was prepared to discuss a sale.
- 2.4 An agreement with the landowners was reached in February 2023 and an Option fee was paid to secure the land and enable LCC to purchase it once planning had been granted and the project was in a position to proceed. This was the subject of an exempt report which was presented to the Executive Councillor for Children's Services, Community Safety & Procurement in December 2022 and for which approval was granted on 13 December (Decision ref. I026118)
- 2.5 The Option fee was paid to the landowner in 2022/23 and the remainder of the purchase price and associated costs will be met through the new development capital contingency budget in 2023/24. The breakdown of costs and fees relating to the purchase are set out in exempt Appendix E
- 2.6 Now that planning approval for the new Secure Children's Home has been granted, acquisition is needed so that the DfE grant can be formally secured and the contract with the main contractor drawn up and finalised so that the enabling works can commence in October this year.

- 2.7 An early date for the commencement of the enabling works is important due to the works required to stop up a badger sett on site, which can only be carried out between the end of March and the end of November. The necessary licence has been obtained but the carrying out of the works within the allowed window remains critical to the timely delivery of the project.
- 2.8 The Site at Bonemill Lane comprises 24.78 acres/10.03 hectares and located to the northeast of Sleaford town centre, close to the A17 and the River Slea and shown edged blue on the plan attached at Appendix A ("the Site Plan") The Site is larger than is needed to accommodate the proposed LSCH development. The land required for the LSCH development ("the Development Site") is shown on the Plan at Appendix A edged red. At this stage there are no other specific proposals identified for the remainder of the Site as not used for the Development.

### **Covenants and Legal Basis for the Land Purchase**

- 2.9 Whilst the said Site at Bonemill Lane has been identified as the best option available for the construction of the new Secure Children's Home, it currently has a covenant preventing use of the land for residential development, which would preclude the project going ahead. The nature of the covenant was only discovered upon the release of documents from the landowners, when negotiations on the land were already at an advanced stage. The covenant which is found within a Transfer dated 02<sup>nd</sup> November 2000 between The Farming Investment Company Limited (1) and British Energy Investment (No.2) Limited (2) ("The Covenant") is expressed as follows:

*"The Transferor as owner of the Retained Premises hereby covenants with the Transferee and its successors in title the owners and occupiers from time to time of the Property with the intent to bind the Retained Premises into whosoever hands the same may come and with the intent to benefit the Property and each and every part thereof as follows:*

*13.6.1. Not to permit allow or suffer the construction of any residential building or structure on the Retained Premises or the use of the Retained Premises or any part or parts thereof for residential use nor to permit suffer or allow shop retail use of the Retained Premises or any part or parts thereof which lies to the west of East Road, Sleaford."*

- 2.10 The land that has the benefit of The Covenant, originally one parcel of land, has been subsequently sold off and divided into smaller parcels since the year 2000 and now exists as a commercial trading estate known as Sleaford Enterprise Park with each of these landowners having the ability to enforce the covenant on the Bonemill Lane site. There are approximately 20 freehold owners who have the benefit of the covenant and consequently the legal ability to take enforcement action against the Council in the event of a breach of covenant by virtue of the

development and use of the new Secure Children's Home. A Plan is attached as Appendix D showing the extent and position of the Sleaford Enterprise Park in the context the position of the Site.

- 2.11 In addition there is a further covenant (The Further Covenant") preventing nuisance or disturbance from the Site which may be shown to prejudice the owners of land benefitting from this Further Covenant. This is expressed as follows:

*"Not to do or suffer to be done on the property any act matter or thing which may be or become a nuisance or damage to the Transferor or the owners or occupiers of any adjoining land or which may prejudice the development of the retained land".*

- 2.12 For the avoidance of doubt when this Report discusses below the engagement of S203 of the Housing and Planning Act 2013 it is in terms of The Covenant only and not The Further Covenant. It is not considered that the powers under S203 can assist to override The Further Covenant and consequently the burden of this will continue to affect the Site. However, any allegation of breach of this Further Covenant by the operation of LSCH will need to be proven against an objective test and will only arise once the LSCH is operational and in the light of the way it is actually operated. This covenant does not therefore have the potential to entirely prevent the use of the building for the purpose for which it has been constructed. It is considered the risk presented for any breach of The Further Covenant which may be alleged by the presence and operation of the LSCH is small and as such will instead remain a matter for indemnity insurance, should the same be available.

- 2.13 Powers to override rights over land acquired or appropriated for planning purposes were previously provided in section 237 of the Town and Country Planning Act 1990 ("the **1990 Act**"). These have more recently been replaced by the provisions of section 203 of the Housing and Planning Act 2016 ("the **2016 Act**").

- 2.14 By virtue of the said powers under s203 of the 2016 Act, LCC does have the power to carry out building or maintenance work or use even if it involves interfering with a relevant right or interest providing it can demonstrate the following:

- i) the land has become vested in or acquired by a specified authority [LCC] on or after 13 July 2016 (or appropriated by a local authority for planning purposes) or the land is 'other qualifying land' as defined in s. 205.
- ii) there is planning consent for the building or maintenance work or use
- iii) LCC could acquire the site compulsorily for the purposes of the building or maintenance work or for the purposes of erecting or constructing a building or carrying out any works, or for the use and

iv) the building or maintenance work or use is for purposes related to the purposes for which the land was vested or acquired by the specified authority [LCC].

2.15 Where the Council engages the section 203 power, the Council must compensate those affected by the exercise of it. Under Section 204 of the 2016 Act there is a liability to pay compensation for any interference with a relevant right or interest or breach of a restriction that is authorised by Section 203 of the 2016 Act. The compensation is calculated on the same basis as compensation payable under the Compulsory Purchase Act 1965 i.e. based on the diminution of the value, if any, of the affected property because of the interference with the right. In the use of the power it is considered that it should be consistent with the Ministry of Housing Communities and Local Government's Guidance on Compulsory Purchase and Crichel Down Rules (July 2019).

2.16 Professional advice has indicated that any loss suffered by landholders would be anticipated to be negligible as the LSCH development is considered to have little or no impact on landholdings who benefit from The Covenant which are in some cases several hundred metres away, on the other side of both a main road and railway line.

### **Invoking Section 203**

2.17 In terms of the first limb of the section 203 requirements as set out in paragraph 2.14, now approval has been granted for the acquisition of the Site, the works for the construction of the secure children's home will be carried out on land which has been acquired after 13<sup>th</sup> July 2016.

2.18 In terms of the second limb of the section 203 requirements as set out in paragraph 2.14, there is a planning permission for the construction of the proposed secure children's home on the land at Bonemill Lane as referred to at paragraph 1.4 above. The Council recognises it will not be able to proceed until such time as the statutory challenge period for the planning permission has expired. This period will expire on 12<sup>th</sup> September 2023. Whilst there are conditions attached to the grant of planning, none of these are considered to present a problem in carrying out the project.

2.19 In terms of the third limb of the section 203 requirements as set out in paragraph 2.14 above, Section 226 of the Town and Country Planning Act 1990 provides that a local authority (subject to the authorisation of the Secretary of State) has power to acquire compulsorily any land in their area, if they think that this will facilitate the carrying out of development, re-development, or improvement on or in relation to the land; or which they consider is required for a purpose which it is necessary to achieve in the interests of the proper planning of an area.

2.20 Under Section 226 (1A) of the 1990 Act, a local authority may not acquire land compulsorily, for the purpose of facilitating the carrying out of development,



unless they consider that the development is likely to contribute to the achievement of one or more of the following objectives:

- i) The promotion or improvement of the economic well-being of their area;
- ii) The promotion or improvement of the social well-being of their area;
- iii) The promotion or improvement of the environmental well-being of their area

2.21 Section 227 of the 1990 Act provides that the Council may acquire by agreement any land which it requires for any purpose for which it may be authorised to acquire land under Section 226 of the 1990 Act.

2.22 Section 246 of the 1990 Act provides, in this case, that reference to the acquisition of land for planning purposes is a reference to the acquisition of it under section 226 or 227 of the 1990 Act.

2.23 The explanatory note relating to the 2016 Act provides guidance that the requirement of this third limb that the authority 'could' acquire the land compulsorily for the purposes of the building work was intended only to require that the authority had the relevant enabling powers, not that on the facts of the case a compulsory purchase order would be confirmed for the compulsory acquisition of the land.

2.24 As a result of these provisions the Council will meet the requirements of the third limb if:

- The Council thinks that this will facilitate the carrying out of development, re-development, or improvement on or in relation to the land; or they consider it is required for a purpose which it is necessary to achieve in the interests of the proper planning of an area; and
- The Council considers that the development is likely to contribute to the achievement of one or more of the following objectives:
  - The promotion or improvement of the economic well-being of their area;
  - The promotion or improvement of the social well-being of their area;
  - The promotion or improvement of the environmental well-being of their area

2.25 The Council, mindful of the decisions to obtain planning permission for a Scheme, to obtain finance for it with the full support of the DfE, is firmly of the view that the acquisition of the land at Bonemill Lane for the purpose of the secure children's home will facilitate development of the land and improve the land. The land is currently bare arable land which has been used for many years for the storage of agricultural machinery and hay bales for a nearby power station. The proposed development will construct an access road which will enable future development on a site which is allocated for commercial use, as well as carrying out measures to increase the biodiversity of the site in line with planning guidance.

- 2.26 It is also considered that the proposed development meets all of the criteria in section 226(1A) as it will support in excess of 174 jobs, both during construction and in the long term; it will support some of the most vulnerable children in society, within Lincolnshire and beyond. The proposed development will see a new £70 million building constructed, with long term investment in the Sleaford area by both DfE, LCC and the Ministry of Justice who will have a long-term contract with the new home.
- 2.27 In addition, the environmental improvements that will be carried out as part of the project will result in a net improvement to the biodiversity of the site and immediate area. The standard improvement required as part of a planning application is 10%, this project is currently showing a net biodiversity improvement of 36%
- 2.28 In terms of the fourth limb of the section 203 requirements as set out in paragraph 2.13 above, the Council is acquiring the land for planning purposes in accordance with section 227 of the 1990 Act and the construction of the LSCH on the land will be for the purposes for which the land was acquired.
- 2.29 The land in question will be acquired by agreement but, in order to carry out the required works, the covenant will need to be over-ridden.
- 2.30 As a result of the above, the Council can properly conclude that if the recommendations of this Report are approved its construction of the LSCH on the land at Bonemill Lane will meet the requirements of section 203 of the 2016 Act.

### **Engagement with beneficiaries of The Covenants**

- 2.31 Because of the impact of section 203 of the 2016 Act on their rights under The Covenants the Council is required to seek the views of those landowners who have the benefit of the covenants and to take into account their representations (if any) in deciding how to proceed.
- 2.32 LCC has taken active steps to contact the owners of all land benefitting from the covenant and is fully committed to agreeing reasonable compensation to secure release of the affected rights by agreement. A 6-month period of consultation has taken place, with 3 separate letters being issued and direct visits to affected properties being undertaken to alert of the Council's development proposals and the conflict of this with the existing covenant. Whilst LCC is still committed to continuing the discussions with affected landowners it is likely given the lack of engagement to date experienced that agreement will not be reached with all parties in time for the DfE grant funding to be drawn down, thus preventing the development from proceeding.
- 2.33 A summary chronology of the discussions between LCC and the landowners is attached to this report as Appendix C. Only a handful of responses were received

to the initial letter and several of these were only to say that the respondents no longer had any interest in the land. Of the replies received, only two stated that they had engaged agents to look at the proposed development and would respond in due course. Other letters were issued over the course of the planning period, spaced over 6 months, with no further response.

2.34 The Council has taken extensive steps to contact potential beneficiaries of The Covenant to inform them of the Council’s proposal to develop the LSCH in reliance on S203 of the 2016 Act and the consequences of this for their rights under the covenant. No recipient of these communications has chosen, within the clear timeframes set out by the Council, to alert LCC to any concerns and it is therefore considered that LCC is justified in proceeding on the basis that the provisions of S203 will override The Covenant, subject to the compensation considerations.

2.35 In addition, because the effect of the acquisition would be to engage the overriding provisions of Section 203 of the 2016 Act it is necessary to consider whether the facilitation of the development would justify an interference with the rights of third parties. In making that decision regard should be had to the advice and guidance contained in the current DCLG Guidance on Compulsory Purchase (October 2015). Fundamentally, the decision to acquire land in order to engage Section 203 should only be made where it is necessary and there is a compelling case in the public interest. Table 2 below sets out and addresses the relevant considerations in this respect.

**Table 1 – Section 203 Considerations**

Consideration	How Addressed
i) The infringements cannot reasonably be avoided.	i) The construction of a secure residential home will directly contravene the covenant on the land. No other suitable site is available within the County.
ii) The covenant that is to be interfered with cannot reasonably be released by agreement with the affected owners.	ii) Attempts have been made to contact all affected owners (see Appendix C) but many have not responded. The issue cannot be left unresolved for an indefinite period so the use of S203 powers is considered necessary to meet the timeframes of the development of the LSCH.
iii) The development is prejudiced due to the risk of injunction and adequate attempts have been made to remove the injunction risks.	iii) If an injunction was enforced against the project, then the project could not be completed. DfE funding could not be drawn down in time and the development would be unable to proceed. Three letters (Appendix C)

	have been written to all landowners; visits have been made to all affected properties in order to engage them in this process.
2) The use of the statutory powers will facilitate the carrying out of the development.	If S203 is successfully used then the possibility of an injunction halting development will be removed, therefore removing the risk of the project being unviable. This will enable the DfE funds to be drawn down and the secure home to be constructed and opened without the possibility of challenge from the beneficiaries of the covenant.
3) The benefits of the development would not be achieved without giving rise to the infringement of the identified covenant.	The residential nature of the new home is such that it would be in breach of the covenant against residential development. If the project is to proceed, then there would be no way to avoid breaching the covenant
4) Is it in the public interest that the development be carried out?	The need for both welfare and youth-justice beds across the country is increasing at an unprecedented rate. The provision of an additional 16 beds and the creation of a new fit-for-purpose home will directly address this shortfall and is a high priority for both Central and Local Government. The investment of approximately £70 million into Lincolnshire will help support jobs and contribute substantially to the local economy.
5) Is the public interest to be achieved proportionate to the private rights being infringed by the action of Section 203?	The construction of the new home will have a direct public benefit both locally and nationally, giving a desperately needed home for some of the most challenging and at-risk children in society. The loss to the beneficiaries is considered to be negligible as the development of the site is thought to have no negative impact on them. The residential nature of the home will not cause nuisance, reduce the value of their landholding or otherwise affect them.

2.36 The Council should also be sure that the purposes for which the powers are being exercised justify interfering with the human rights of those whose human rights would be affected. Particular consideration should be given to the provisions of Article 8 (right to home life) and Article 1 of the First Protocol (peaceful enjoyment of possessions) to the European Convention on Human Rights.

- 2.37 Article 8 provides that there should be no interference with the existence of the right to home life except in accordance with the law and, as necessary in a democratic society in the interest of the economic well-being of the country, protection of health and the protection of the rights and freedoms of others. Article 1 of the 1st Protocol provides that no-one shall be deprived of their possessions except in the public interest and subject to the conditions provided for by law although it is qualified to the effect that it should not in any way impair the right of a state to enforce such laws as it deems necessary to control the uses of property in accordance with the general interest.
- 2.38 In determining the level of permissible interference with enjoyment the courts have held that any interference must achieve a fair balance between the general interests of the community and the protection of the rights of individuals. There must be reasonable proportionality between the means employed and the aim pursued. The availability of an effective remedy and compensation to affected persons is relevant in assessing whether a fair balance has been struck.
- 2.39 The Council has considered Article 8 and does not consider this Article to be engaged. As set out above, the land having the benefit of the covenant now exists as a commercial trading estate known as Sleaford Enterprise Park. None of the land is occupied by residential properties and there is no home life capable of being affected by the LSCH development. If the Council is wrong about this and Article 8 is engaged then as a matter of fact there is no impact on any person's home life both by reason of the lack of homes on the benefitting land but also on the basis of the distance between the LSCH development and the land having the benefit of The Covenant.
- 2.40 The Council considers that Article 1 of the First Protocol is engaged. However, given the distance of the benefitting land from the LSCH development, any interference with the possessions of the landowner is minimal if non-existent. The Council recognises that the benefit of the covenant is itself capable of being a possession for these purposes and there will be interference with this as a result of section 103 being triggered. However, again because of the distance from the LSCH Development Site and because of the commercial nature of the use to which the benefitting land has been put there is minimal impact of this interference both practically and in terms of the value of the land for the reasons given before. In addition, a statutory right to compensation exists which is a sufficient remedy for any interference there may be. Given this entitlement to compensation, the public interest in the development of the LSCH is considered to be sufficient to render lawful any interference with the possessions of the beneficiaries of The Covenant there may be.
- 2.41 The proposed acquisition by the Council of an interest in the relevant land for planning purposes is considered to accord with the statutory requirements for the application of section 203. There is considered to be a compelling case in the public interest for engaging section 203 to deliver the development in this case, and this

is considered to justify the consequent interference with the relevant rights, and to be proportionate to the level of benefits to be delivered.

- 2.42 Given the existence of The Covenant, there is still a residual risk that the development is challenged once it is constructed. It is felt though that the Council's ongoing attempts to contact beneficiaries and give them opportunity to engage with the authority, will reduce the risk of challenge and the likelihood of success to a minimal level. It is therefore considered that the Executive may proceed to approve the recommendations on the basis that future challenge on the basis of The Covenant will not be capable of preventing the development from proceeding. As beneficiaries would need to show demonstrable loss as a result of the development, it is felt highly unlikely that compensation claims will have a significant financial impact.

### **3 Enabling Works Contract**

- 3.1 The Council's Corporate Property team delivers capital projects using the Royal Institute of British Architects (RIBA) 7 stages as a guide for works and planning. This methodology offers a best practise framework for capital project delivery.
- 3.2 In broad terms RIBA Stages 1-4 constitute the design process. The project is taken from an initial idea and concept through to a detailed design whereby the building is designed to the smallest detail and all elements are incorporated.
- 3.3 A preconstruction contract is signed with a contractor at RIBA stage 0/1 to pay for design, and a 'main works' contract is typically signed with a contractor at the end of RIBA stage 4 to pay for construction.
- 3.4 For some projects, to preserve timescales and deliver within overarching project constraints (like funding deadlines), it is essential to commence 'Enabling Works' on site. The contract for this is usually signed during RIBA stage 3. In the construction industry, enabling works refers to following types of activity:
- Site clearance including removing underground obstructions
  - Asbestos surveying and removal
  - Temporary works including haul roads, scaffolding, hoarding and diversion of services
  - Opening up works and strip outs
  - Propping
  - Full and part demolition of buildings and structures
  - Dismantling of old machinery
- 3.5 Enabling works does not constitute main construction (RIBA stage 5), but it will make the site ready to allow construction to start immediately. The enabling works contract will be procured under the Pagabo construction framework and forms part of the previous mini-competition which was used to select the contractor for



Undertake potential vibro-piling to prepare ground for foundations.	
Installation of new electrical connection for temporary building supply.	
Enabling Works Total	£4.66 million
<b>Total Grant</b>	<b>£7.26 million</b>

3.9 These early enabling works will mean that the project can carry on at a pace that will enable the completion of the building within DfE's agreed timescales. If this work cannot be carried out early, and has to wait until full cost certainty is achieved, then it is likely that the programme will not be achieved and grant funding may be withdrawn.

#### 4. Legal Issues:

##### Equality Act 2010

4.1 Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

4.2 The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

4.3 Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.



- 4.4 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 4.5 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.
- 4.6 Compliance with the duties in section 149 may involve treating some persons more favourably than others.
- 4.7 The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision-making process.

The formal Equality Impact Assessment is in progress for this project and will be finalised as part of the ongoing design process, both in terms of service delivery and the construction of the building.

The building itself will be highly accessible, even though it is very specialised in nature and must above all provide a safe and secure environment. All public areas will be on the ground floor with no steps, wide corridors and clear signage being an integral part of the design.

Whilst the design of the building is focussed on security there will be allowances made for residents who may have mobility issues or other impairments. For example demountable handrails and other aids will be available to be installed in residents' bathrooms if required.

The development of a new building, with up-to-date systems and carefully designed spaces, both internal and external, will help staff support children with a wide range of needs.

The location of the building is also felt to be as accessible as possible with the distance to public transport being one of the prerequisites in the choice of site. Whilst the building is on the edge of Sleaford it is still within walking distance of the town centre and access improvements will be made to the local roads as part of the project.

## 5. Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

- 5.1 The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

The proposed process will enable the Council to explore improved secure facilities within the county which will equip the Council to better support young people with complex needs and vulnerabilities.

## 6. Crime and Disorder

- 6.1 Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The new build Lincolnshire Secure Children's Home will improve Education and Health opportunities for children and young people and also support their transition back into the community. It will also provide secure facilities for young people who are either within the criminal justice system or who need to be accommodated securely to protect themselves or others. The facility would therefore directly contribute to reductions in crime and disorder.

## 7. Conclusion

- 7.1 The three recommendations made within the body of this paper are all essential for the Lincolnshire Secure Children's Home project to proceed. The ownership of the land needs to be secured, the risk of challenge from beneficiaries of the covenant is required to be removed and the contract for the enabling works is required to be drawn up and signed, so that LCC can take advantage of the funding offered by DfE to deliver a groundbreaking new facility.
- 7.2 The Executive of the Council is therefore requested to approve these recommendations and support the further development of the project, through to main contract stage.

## **8. Legal Comments:**

The Council has the power to acquire the land and enter into the enabling works contract as proposed.

The legal powers available to the Council to acquire the relevant Land for planning purposes, in order to engage the provisions of Section 203 of the 2016 Act and override third party rights are identified and explained in paragraphs 2.9 – 2.42 of this report.

The decision is consistent with the Policy Framework and within the remit of the Executive

## **9. Resource Comments:**

The recommendations in the report that the Executive to approve the acquisition of the freehold interest at Bonemill Lane in Sleaford, Lincolnshire, and to engage the provisions of Section 203 of the of the Housing and Planning Act 2016, in order to override covenants, as a result of planning permission being received and the consultation exercise, will support the delivery of the new Lincolnshire Secure Children’s Home. The remainder of the land acquisition costs including associated costs to meet legal fees and stamp duty costs is being funded through the Council’s new development capital contingency budget in 2023/24. The Development would contribute to the economic, social, or environmental well-being of the area.

The Department for Education (DfE) has granted funding to the Council for the enabling works together with the detailed design works, professional fees and surveys, to the value of £7.266m in total. This will enable the Council to enter into a contract for the detailed design and enabling works. The capital build project for the new Lincolnshire Secure Children’s Home is funded through DfE monies.

## **10. Consultation**

### **a) Has Local Member Been Consulted?**

Yes

### **b) Has Executive Councillor Been Consulted?**

Yes. Both the Executive Councillor for Children’s Services and the Executive Councillor for Corporate Property have been consulted on this project.

### **c) Scrutiny Comments**

At its meeting on 8 September 2023, the Children and Young People Scrutiny Committee considered the report and unanimously agreed to support the recommendations to the Executive.

Support was given to the new secure children's home and its proposed location which would help to generate economic growth in this area. It was recognised that the existing secure unit was very dated, and the current location did not allow for any expansion.

During its discussion, the Committee explored the following topics:

### **Invoking Section 203 Powers**

- Assurance was provided that invoking Section 203 to override the restrictive covenants was a managed risk, and was a power that had been used by other local authorities to also override restrictive covenants. The process used at other local authorities had been examined to ensure the Council followed the same route and was not doing anything different. Several lawyers in Legal Services Lincolnshire have been working on this issue and external barristers have also been consulted with on multiple occasions.
- Any challenge to the engagement of the Section 203 provisions would be from an adjacent landowner if they felt the value of their land had suffered a loss. Legal advice had confirmed that there would be no loss suffered by overriding the restrictive covenants due to the nature of the development. All the landowners had been contacted on a regular basis to provide them with an opportunity to comment on the proposals. As this was evidenced, the Council would have a very strong case if any challenge was received and would be able to demonstrate that the Council had acted reasonably and taken every step to mitigate the risk and engage adjacent landowners.

### **Enabling Works Contract**

- The cost for the enabling works was being negotiated and had already been reduced from the £7.26 million stated in the report. Legal advice had confirmed that the formal decision would still give the Council authority to continue with the scheme even if the final value was less.

### **Timescales and Next Steps**

- In relation to the timescales for completion, it was confirmed that the plan was to start construction on site in early 2024, with the new secure home being completed at the start of 2026.
- With regards to next steps, a full scheme appraisal would be brought through the Children and Young People Scrutiny Committee and then for a decision towards the end of 2023. This would set out the main works contract and would be for the totality of the project and include the full cost for construction.

#### d) Risks and Impact Analysis

There are considerable risks associated with a project of this scale and value. The design process and early engagement with a wide range of stakeholders, statutory authorities and other interested parties has helped to mitigate and reduce this but several do remain:

**Table 4 – Risk Register**

Risk	Mitigation
Resources inadequate and funding not expended prior to DfE grant expiry date: resulting in damage to reputation	Constant dialogue with DfE has managed expectations over delivery timescales. A programme has been agreed which is both achievable and acceptable to all parties. Resources have been dedicated to oversee delivery of the project.
Land acquisition of site does not progress as planned; prolongation of programme / cost increases	The Option agreement has been completed enabling the Council to require the land transfer to be completed with a realistic completion date triggered upon the Council's exercise of the option. Both parties remain keen for completion to take place as soon as possible following exercise of the option notice. In the event the Council chose not to exercise the option and proceed to purchase of the land the option fee which has been paid would be forfeited.
Utility supplies cannot meet the requirements of the project: gas, electric or water supplies require upstream enhancement or relocation and cost allowance insufficient	Design of the building has focussed on reducing power consumption. Gas has been removed completely, electricity load has been more than halved. Upgrade works will be required to ensure continuity of electrical supply but this is now factored into project costs.
Achieving carbon neutral design increases cost to meet funder / stakeholder requirements not currently captured in Indicative Order of Cost Estimate	Costs of Net Zero design changes and upgrades to specifications have now been captured by the design team. These are estimated at over roughly £6 million. This has been accepted by DfE as scope change and included within funding envelope.
DfE do not agree grant funding to the level required to complete the project. Project cannot proceed	Dialogue has continued with DfE from the very early stages of the project. They have been made aware of the cost estimates at

	every stage and have agreed with the proposals. Commitment has been given to over £9 million in grant already and the likelihood of DfE withdrawing support after this level of expenditure is increasingly low.
LCC purchases the site and carries out enabling works but final project does not proceed.	If LCC purchased the site and carried out the upgrade work to access road, electrical supply, site drainage and boundaries then an enhanced asset would be available either for LCC use in future or sale to others, potentially at a higher value.
Legal challenge is made by a beneficiary of the covenants. Delaying the project and potentially preventing the home opening.	Detailed investigation into the powers available to LCC under S203 of the Housing and Planning Act 2016 has been undertaken. This supports the actions of LCC and the communications with beneficiaries over several months reduce the likelihood of successful challenge to a level that is felt to be extremely low.

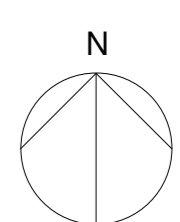
## 12. Appendices

These are listed below and attached at the back of the report:	
Appendix A	Plans and elevations of proposed new home
Appendix B	Planning approval document
Appendix C	Correspondence issued to beneficiaries over covenant.
Appendix D	Plan showing location of Beneficiary sites.
Appendix E <b>(EXEMPT)</b>	Details of land transaction

## 13. Background Papers

No Background Papers within section 100D of the Local Government Act 1972 have been used in the preparation of this Report

This report was written by Matthew Stapleton, who can be contacted on 07766 384257 or [matthew.stapleton@lincolnshire.gov.uk](mailto:matthew.stapleton@lincolnshire.gov.uk)



**NOTES**

This document is prepared by Willmott Dixon in respect of Lincolnshire Secure Children's Home and may not be used or relied on by any other person or by the client or any other reader not named specifically in the scope of the document.

Notwithstanding anything to the contrary contained in the document, Kier Business Services Limited is obliged to exercise reasonable care and diligence in the performance of the services required by Willmott Dixon and Kier Business Services Limited and will not be liable, except to the extent that the client has exercised reasonable care and diligence, and the document and the related and connected drawings.

This document has been prepared by Kier Business Services Limited and no individual is personally liable in connection with the preparation of this document. By making this document available and acting on it, the client and any other person accepts that they are using the information contained in this document for their own purposes and that they are not relying on any other person or any other source of information. Kier Business Services Limited has used reasonable endeavours to provide information that is correct and accurate and the document and related drawings and conclusions that have been reached on the basis of the information available.

**Scale**

1:100	mm	cm	metres	metres	metres	metres	metres	metres	metres
1:200	mm	cm	metres	metres	metres	metres	metres	metres	metres
1:500	mm	cm	metres	metres	metres	metres	metres	metres	metres
1:1000	mm	cm	metres	metres	metres	metres	metres	metres	metres
1:1250	mm	cm	metres	metres	metres	metres	metres	metres	metres

**PLANNING**

- NOTES - GENERAL**
- Dimensions are not to be scaled from this drawing.
  - All drawings to be printed in colour at correct scales.
  - All dimensions are in millimetres and levels in metres unless noted otherwise.
  - Any dimensions, other than between other dimensions and size dimensions or within these drawings should be brought to the immediate attention of the architect before reaching the works.
  - This drawing is to be read in conjunction with all other documentation forming the planning application.
  - All existing dimensions / levels / features indicated on drawing are to be verified on site.

- NOTES - SITE LOCATION PLAN**
- Site Demarcation Boundary: 95.66242 / 9.9662 Hectares
  - Planning Application Boundary: 68.04542 / 8.046 Hectares
- (N.B. Planning Application Boundary has been offset for clarity)
- Existing Buildings

**Survey Reference Information:**

OS Maps: Reproduced from Ordnance Survey mapping with the permission of the Controller of the Map's Stationery Office (C) Crown Copyright. Unauthorised reproduction infringes Crown Copyright and OS License 10002370. Provided by Lincolnshire County Council.

Topographical survey undertaken by Greenhatch Group. Drawing reference 44347. Provided by Willmott Dixon Construction.

CPRS survey undertaken by Greenhatch Group. Drawing reference 44347. Provided by Willmott Dixon Construction.

Agricultural survey undertaken by Focus Environmental Consultants. Drawing reference 2599. Provided by Willmott Dixon Construction.

Footpath and Highway works are subject to review and confirmation from Local Highway Authority and consultation with Network Rail for requirements associated with the level crossing.

Drawing to be read in conjunction with Civil Engineering, Landscape Architect and Highway Engineers Information.

Rev	Planning Application Issue	OS	ML	LC
Version	Amendment	Drawn	Checked	Approved & Date

**KIER**

Working Office: Lincoln  
Telephone: 01522 836000  
E-mail: koria.crowther@kier.co.uk  
Home Project Number: 35276

Client: Willmott Dixon  
Project Name: Lincolnshire Secure Children's Home  
Drawing Title: Site Location Plan

Scale	1:1250	Original Size	A3	REA 2015 Stage	5
Date	JAN 23	Drawn	DB	Checked	MAJL
Approved		Approved		Approved	LC

Drawing Number: LSCH21-KBS-ZZ-XX-D-A-1000  
Revision: P06

**Site Location Plan**  
1:1250

This page is intentionally left blank



## Lincolnshire County Council Planning Permission

Town and Country Planning Act 1990

Town and Country Planning General Regulations 1992

Date of Proposal: 5 April 2023

Application No. 23/0539/CCC

LCC Ref. No. PL/0029/23

### Part 1 Planning Permission

1. On 31 July 2023 the Lincolnshire County Council resolved, for the purposes of Regulation 3 of the Town and Country Planning General Regulations 1992, to construct a one and two storey 28 bed secure children's home (Class C2a) and associated support accommodation including administration facilities, kitchen and dining spaces, education and teaching spaces, sports facilities (including a MUGA) and external secure courtyard areas. Supporting infrastructure includes: a new service road, a car park, surface water attenuation pond, landscaped areas, renewable energy provision and battery store at Bone Mill Farm, Bonemill Lane, Sleaford.
2. Take notice that Planning Permission is hereby granted by Lincolnshire County Council to carry out the above development in accordance with the application and plans submitted subject to the following conditions.

### Part 2 Conditions

1. The development hereby permitted shall be commenced within three years of the date of this permission. Written notification of the date of commencement of development shall be sent to the County Planning Authority within seven days of commencement.

*Reason: To comply with Section 91 of the Town and Country Planning Act 1990.*

Signed *N McBride*  
Head of Planning  
Lincolnshire County Council

Date 1 August 2023

#### NOTES:

1. This permission must be entered in the statutory register of planning decisions maintained by the District Council (as required by the Town and Country Planning General Regulations 1992). In addition the District Council is requested to make an entry in the Land Charges Register of any conditions attached to this permission.
2. This permission refers only to that required under the Town and Country Planning Acts and does not include any consent or approval under any other enactment, byelaw, order or regulation.

This page is intentionally left blank

*Mail Merge Name & Address*

No 1 in mail merge

No 2 in mail merge

Ref: UPRN N0510

Date: 2023

Dear Sir/Madam,

**Proposed Development of Secure Children's Home at Land south of Bonemill Lane, Sleaford, Lincolnshire**

Context

Lincolnshire County Council ("LCC") is looking at the purchase of land at the above location and shown on the attached Plan edged red ("the Site") for the purposes of development for a secure children's home and will shortly submit a planning application.

This development to be located on the Site will replace an existing and ultimately outdated secure facility located elsewhere in Sleaford and provide secure purpose built accommodation for young people aged between 10—17 years of age who have been referred to the home through the Youth Custody Service or through the local authority to provide secure welfare accommodation ("the Development"). – As a secure facility the home is to provide all the facilities needed to support the needs of the young people including educational, therapeutic and medical needs.

Why are LCC writing to me?

The Site is subject to a restrictive covenant preventing any building or structure for a residential use. There is a clear risk that the Development will amount to a breach of this covenant. The restrictive covenant can be seen at clause 13.6/13.6.1 of the attached transfer dated 2<sup>nd</sup> November 2000 between The Farming Investment Company Limited (1) and British Energy Investment (No. 2) Limited (2) ("the Transfer"). – The land you have a legal estate in (freehold owner or other leasehold estate) at (INSERT PROPERTY ADDRESS FROM MAIL MERGE- No. 3) benefits from this restrictive covenant enabling you to enforce any breach of covenant that may arise with the potential to prevent the Development from proceeding.

### The Powers available to LCC

Under s203 of the Housing and Planning Act 2016, LCC has statutory powers available to it to "override" this restrictive covenant. Where the requirements of that section are met LCC has the right to carry out building or maintenance work even if it involves breaching a covenant of the kind affecting the Site. This letter explains the legal effect this would have -- and importantly invites your comment and permits you an opportunity to make representations to LCC before LCC make any final decision whether to proceed with construction on the basis of s203 powers.

The impact of any engagement by LCC of s203 prevents a beneficiary from enforcing the covenant and replaces this with compensation reflective on the beneficiaries' loss. Such compensation is calculated under the compensation code and wholly based on the impact of the "loss" of the covenant on your benefitted land. –A diminution in value (if any) of your legal interest.

LCC's approach is to seek a negotiated solution to the matter but where this is not possible would consider use of the aforementioned powers available to it with engagement of s203 and agreement of compensation (or third party determination in the absence of agreement) happening in later course under section 204 of the Act.

### Professional Costs and Contact

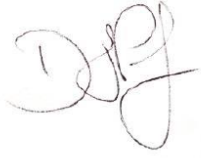
It is our recommendation you seek prompt professional guidance on the content of this letter with chartered surveyor and where appropriate a solicitor. LCC will meet your reasonable and properly incurred professional costs. We would be obliged to hear from you or your professional representatives in early course and ideally before the [date 14 days from the date of the letter] with your comments and observations.

With this in mind please make contact to:

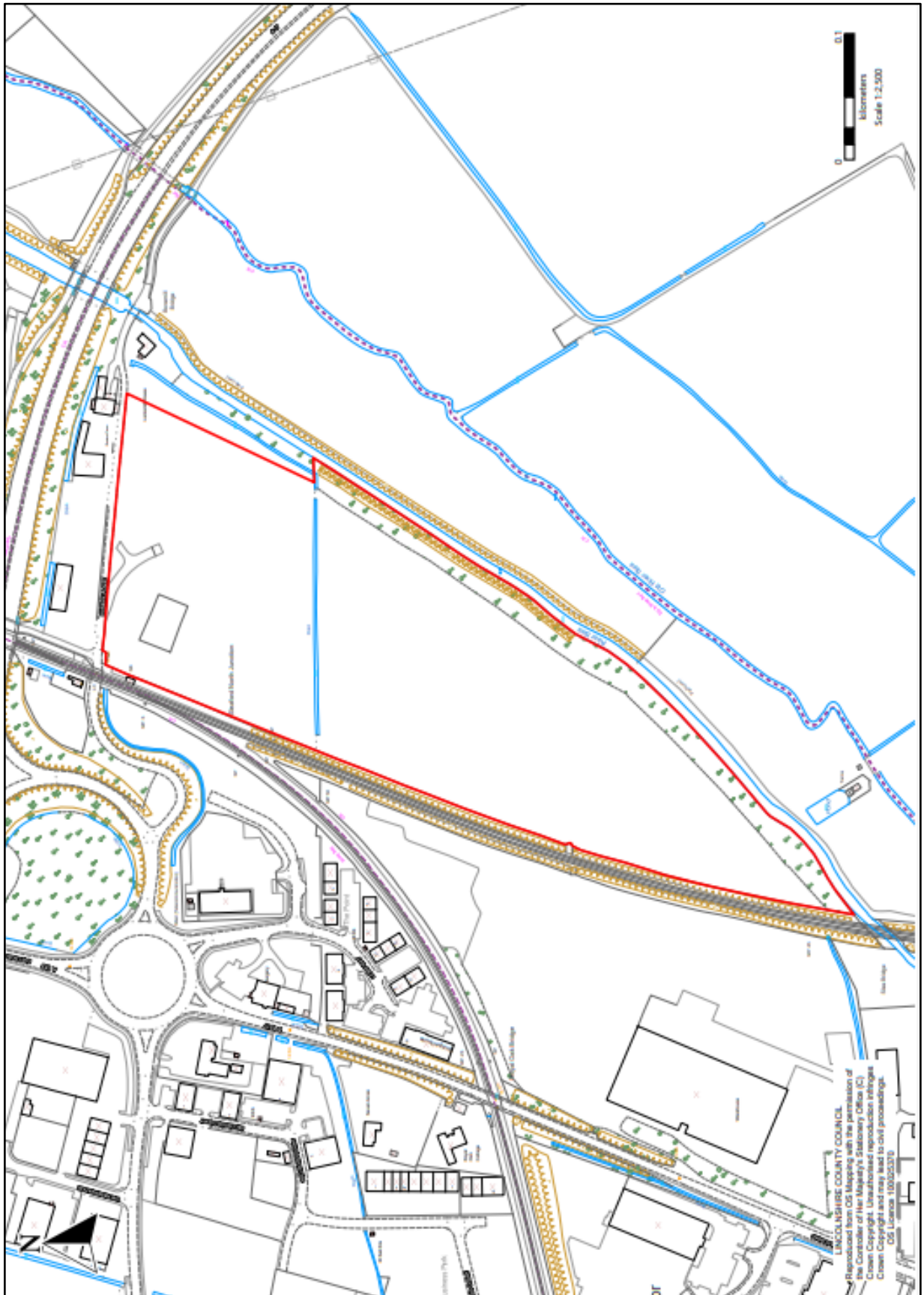
Contact: Angela Calow  
Email: [angela.j.calow@kier.co.uk](mailto:angela.j.calow@kier.co.uk)  
Telephone: 07768 831 777  
Postal Address: Kier Design and Business Services  
County Offices  
Newland  
Lincoln  
Lincolnshire  
LN1 1YL

We thank you for your consideration and look forward to your response please.

Yours faithfully

A handwritten signature in black ink, appearing to read 'D. Pennington', with a large, stylized 'D' and 'P'.

Dave Pennington  
Head of Property Development, Corporate Property.  
**The Site**



**2000 Transfer**

Transfer of part of registered title(s)

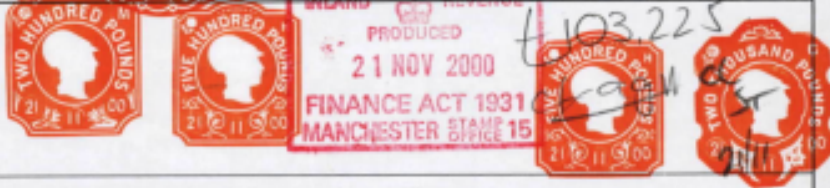
HM Land Registry

LL 194225

TP1

(If you need more room than is provided for in a particular section on sheet 1, please use sheet 2 and staple to this form)

1. Stamp Duty



Place "X" in the box that applies and complete the box in the appropriate certificate.

It is certified that this instrument falls within category  in the Schedule to the Stamp Duty (Exempt Instruments) Regulations 1987

It is certified that the transaction effected does not form part of a larger transaction or of a series of transactions in respect of which the amount or value or the aggregate amount or value of the consideration exceeds the sum of

£

2. Title number(s) out of which the Property is transferred (leave blank if not yet registered)

The Whole of title number: LL132358  
Part of title number: LL112014

3. Other title number(s) against which matters contained in this transfer are to be registered (if any)

LL151025

4. Property transferred (Insert address, including postcode or other description of the property transferred. Any physical exclusions eg mines and minerals, should be defined. Any attached plan must be signed by the transferor and by or on behalf of the transferee.)

The property forming part of Sleaford Enterprise Park, Sleaford, Lincolnshire.

The Property is defined: (Place "X" in the box that applies and complete the statement)

on the attached plan and shown (state reference eg "edged red")  
edged red

on the Transferor's filed plan and shown (state reference eg "edged and numbered 1 in blue")

5. Date 2nd November 2000

6. Transferor (give full names and Company's Registered Number if any)

The Farming Investment Company Limited (Company Number 1719581)

7. Transferee for entry on the register (Give full names and Company's Registered Number if any; for Scottish Co. Reg. Nos. use as SC prefix. For foreign companies give territory in which incorporated.)

British Energy Investment (No. 2) Limited (Company Number: SC172300)

Unless otherwise arranged with Land Registry headquarters, a certified copy of the transferee's constitution (in English or Welsh) will be required if it is a body corporate but is not a company registered in England and Wales or Scotland under the Companies Acts.

8. Transferee's intended address(es) for service in the U.K. (including postcode) for entry on the register

10 Lochside Place  
Edinburgh  
EH12 9DF

9. The Transferor transfers the property to the Transferee.

This official copy is incomplete without the preceding notes page.

10. Consideration (Place "X" in the box that applies. State clearly the currency unit if other than sterling. If none of the boxes applies, insert an appropriate memorandum in the additional provisions panel)

The Transferor has received from the Transferee for the Property the sum of (in words and figures) £1,300,000 (one million three hundred thousand pounds) together with Value also see additional provisions panel  
(insert other receipt as appropriate)

The transfer is not for money or anything which has a monetary value

---

11. The Transferor transfers with (place "X" in the box which applies and add any modifications)

full title guarantee       limited title guarantee

For the Purposes of section 6(2) of the Law of Property (Miscellaneous Provisions) Act 1994 the Transferee is deemed to have inspected all registers

---

12. Declaration of trust. Where there is more than one transferee, place "X" in the appropriate box

The Transferees are to hold the Property on trust for themselves as joint tenants

The Transferees are to hold the Property on trust for themselves as tenants in common in equal shares.

The Transferees are to hold the Property (complete as necessary)

---

13. Additional Provisions

1 Use this panel for:

- definitions of terms not defined above
- rights granted or reserved
- restrictive covenants
- other covenants
- agreements and declarations
- other agreed provisions
- required or permitted statements, certificates or applications

2 The prescribed subheadings printed in the form as set out in Schedule 1 to the Land Registration Rules 1925 may be inserted, added to, amended, repositioned or omitted.

Continued from Clause 10 - Consideration

Added Tax thereon plus the entitlement to receive the Deferred Consideration in accordance with the provisions of the Agreement.

Continued from Clause 11 - The Transferor Transfers

open to public inspection.

Continued from Clause 13 - Additional Provisions

13 1 Definitions

"Agreement" means an agreement dated 17 March 2000 made between (1) the Transferor and (2) the Transferee providing for the sale and purchase of the Property in accordance with the provisions of this Transfer.

"Deferred Consideration" means the Deferred Consideration payable pursuant to the Agreement.

"Development" means the development of the Property or parts thereof as a natural gas fired combined cycle power station and associated infrastructure.

"Disposals" means the sales and transfers by the Transferor of areas of the Transferors Property to Enus Karim and Netagco Sales (UK) Limited pursuant to the transfers dated 1 June 1999 and 10 December 1999 respectively together with any other disposals of areas of the Transferors Property completed prior to the date hereof.



"Disposal Documents" means firstly a transfer of part of the Transferors Property dated 1 June 1999 made between (1) the Transferor and (2) Enus Karim, secondly a transfer of part of the Transferors Property dated 10 December 1999 made between (1) the Transferor and (2) Metagco Sales (UK) Limited and thirdly any further transfer conveyance or other document transferring or demising to a third party an interest in any part of the Transferors Property and completed prior to the date hereof.

"Necessary Consents" means consents under Section 36 and Section 37 of the Electricity Act 1989 Section 14 of the Energy Act 1976, pipeline consent authorisations, planning permissions IPC or IPPC consents and any other consents or approvals required by the Transferee for the Development.

"Perpetuity Period" means 80 years from the date hereof.

"Retained Premises" means the whole of the Transferors Property other than the Transferred Properties and being the area more particularly delineated and shown edged blue on Plan 1 other than the areas thereof hatched blue on Plan 1.

"Service Corridor" means that part of the land shown coloured brown on Plan 2 which is within the Retained Premises (with the dimensions of the Service Corridor being generally 10 metres in width except where the boundary of the Service Corridor is coextensive with an adopted highway in which area it is 7 metres in width).

"Services" means sewers drains channels watercourses cables pipes wires (including overhead cables wires and lines) ducts conduits laser-optical fibres and electronic data or impulse communication transmission or reception systems and ancillary apparatus.

"Transferors Property" means the areas of land adjacent or neighbouring the Property now or formerly in the ownership of the Transferor being the land more particularly delineated and shown edged blue on Plan 1.

"Transferred Properties" means those areas of the Transferors Property transferred or demised to third parties by the Transferor prior to the date hereof pursuant to the Disposals (being the areas shown for identification purposes only hatched blue on Plan 1).

#### 13.2 Easements and Rights included in the Transfer (Existing Matters)

The Property is transferred together with the benefit of all easements and rights excepted and reserved in the Disposals of the Transferred Properties for the benefit of the Property.

#### 13.3 Benefit of Covenants and Obligations included in the Transfer (Existing Matters)

The Property is transferred together with the benefit of all covenants and obligations imposed upon the Transferred Properties for the benefit of the Property in the Disposals of the Transferred Properties.

#### 13.4 Easements and Rights included in the Transfer (Service Corridor)

The following easements and rights are granted by the Transferor to the Transferee and its successors in title the owners and occupiers from time to time of the Property or part or parts thereof for the benefit of the Property and as appurtenant to it.

13.4.1 Subject as provided below in clause 13.4.3 the full right and liberty within the Perpetuity Period to enter that part of the Retained Premises as is appropriate and/or any part of the Service Corridor with or without workmen or contractors agents vehicle plant and machinery to dig up and excavate within the Service Corridor as may be necessary to lay and install Services to and from the Property.

13.4.2 Subject as provided below in clause 13.4.3 thereafter the right of free and uninterrupted passage and running of water soil gas electricity steam telecommunications sewerage or any other substance from and to all parts of the Property through the Services that are now laid or are at any time during the Perpetuity Period laid by the Transferee (or its successors in title or those deriving title under them) in or under or through the Service Corridor together with the full right and liberty with or without workmen and others and with all plant and materials to enter onto and remain upon such part of the Service Corridor as is appropriate for the purposes of inspecting testing examining repairing cleansing emptying maintaining altering removing relaying renewing replacing installing adding to improving the capacity of or connecting up with the Services.

13.4.3 Any exercise of the rights in clauses 13.4.1 and 13.4.2 involving entry onto the Retained Premises is subject to the persons exercising the same causing as little damage as reasonably possible and making good or paying reasonable compensation in lieu thereof for any damage occasioned to the Retained Premises and the persons so entering giving reasonable notice (save in emergency).

13.5 Easement and Rights included in the Transfer (Retained Premises)

The following easements and rights are granted by the Transferor to the Transferee and its successors in title the owners and occupiers from time to time of the Property or part or parts thereof for the benefit of the Property and as appurtenant to it.

see continuation sheet 1

14. *The Transferors and all other necessary parties (including the proprietors of all the titles listed in panel 3) should execute this transfer as a deed using the space below and sign the plan. Forms of execution are given in Schedule 3 to the Land Registration Rules 1925. If the transfer contains transferees' covenants or declarations or contains an application by them (e.g. for a restriction), it must also be executed by the Transferees.*

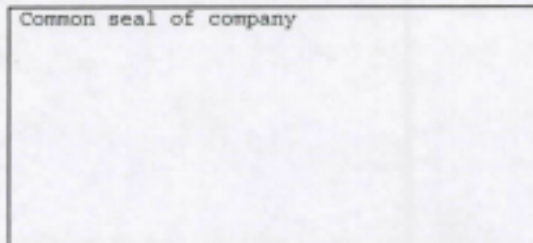
The common seal of The Farming Investment Company Limited was affixed in the presence of:

Signature of Director  
*James H Brown*  
Signature of Secretary  
*R. C. Brown*



The common seal of British Energy Investment (No.2) Limited was affixed in the presence of:

Signature of Director  
  
Signature of Secretary



1. Continued from Form

Title number(s)

2. Before each continuation, state panel to be continued, e.g. "Panel 12 continued".

Panel 13 continued

13.5.1 Subject as provided below in clause 13.5.3 the right within the Perpetuity Period for the Transferee and its successors in title the owners and occupiers for the time being of the Property to dig up and excavate within such part or parts of the Retained Premises as comprise the Service Corridor and/or as the Transferee or its successors in title may reasonably designate and which are unbuilt upon and are not scheduled to be built upon only insofar as it is necessary to lay new Services for the purposes mentioned in clause 13.5.2 and connect to any buildings or existing services previously installed in the exercise of rights in this paragraph that are laid in the Retained Premises within the Perpetuity Period together with the full right and liberty with or without workmen and others and with all vehicles plant and materials to enter onto and remain upon such part of the Retained Premises as is appropriate for the purposes of inspecting testing examining repairing cleansing emptying maintaining altering removing relaying renewing replacing installing adding to improving the capacity of and connecting up with the said services.

13.5.2 Subject as provided below in clause 13.5.3 the right of free and uninterrupted passage and running of water soil gas electricity steam telecommunications sewerage and any other substance from and to all parts of the Property through the Services referred to in 13.5.1 of this Schedule that are now laid or are at any time during the Perpetuity Period laid in or under or through any part of the Retained Premises.

13.5.3 Any exercise of the rights in clause 13.5.1 and 13.5.2 involving entry onto the Retained Premises is subject to the persons exercising the same causing as little damage as reasonably possible and making good or paying reasonable compensation in lieu thereof for any damage occasioned to the Retained Premises and the persons so entering giving reasonable notice (save in emergency.)

13.6 Covenants on the part of the Transferor

The Transferor as owner of the Retained Premises hereby covenants with the Transferee and its successors in title the owners and occupiers from time to time of the Property with the intent to bind the Retained Premises into whosoever hands the same may come and with the intent to benefit the Property and each and every part thereof as follows:

see continuation sheet 2

Continuation sheet  of

(Insert sheet number and total number of continuation sheets e.g. "sheet 1 of 3")

1. Continued from Form <input style="width: 80px;" type="text" value="TP1"/>	Title number(s) <input style="width: 200px;" type="text" value="LL132358 and LL112014"/>
<p>2. <i>Before each continuation, state panel to be continued, e.g. "Panel 12 continued".</i></p> <p>Panel 13 Continued</p> <p>13.6.1. Not to permit allow or suffer the construction of any residential building or structure on the Retained Premises or the use of the Retained Premises or any part or parts thereof for residential use nor to permit suffer or allow shop retail use of the Retained Premises or any part or parts thereof which lies to the west of East Road, Sleaford.</p> <p>Save that there shall be excepted from the foregoing covenant the following and it shall not prevent or restrict the Transferor or its successors in title from any of the following namely:</p> <ul style="list-style-type: none"><li>(1) constructing a building (to plans previously approved in writing by the Transferor or its successors in title) with a facility for one veterinary practitioner or veterinary nurse to use/occupy the Retained Premises whilst on night duty</li><li>(2) using the building constructed pursuant to clause 13.6.1 (1) above as a veterinary surgery which will include the following purposes<ul style="list-style-type: none"><li>(a) as a veterinary surgery, including facilities for X-ray, small and large animal treatment, pathology and animal disposal and</li><li>(b) for one veterinary practitioner or veterinary nurse to use or occupy the said building overnight whilst on duty provided it is not a residential use and</li><li>(c) for grooming animals and animal welfare education and</li><li>(d) (as ancillary to the principal veterinary surgery use) for the sale of drugs, treatments, shampoos, pet food, bedding, carrying baskets and accessories and other products for treating, grooming, keeping or feeding animals</li></ul></li></ul> <p>13.6.2. Not to make any objections claims or representations whatsoever in relation to the construction of a power station and/or Energy Park nor the business of or any use ancillary to a power station or any other use carried out on the Property by the Transferee or its successors in title or anyone deriving title thereunder and not to make any objection to or claims or comments on any application for planning permission or for any other Necessary Consents or permits made by the Transferee in respect of the Property (or any part or parts thereof) or on any appeal or public inquiry arising from any such application.</p> <p>see continuation sheet 3</p>	

Continuation sheet  of

*(Insert sheet number and total number of continuation sheets e.g. "sheet 1 of 3")*

1. Continued from Form

Title number(s)

2. Before each continuation, state panel to be continued, e.g. "Panel 12 continued".

Panel 13 continued

13.6.3 Not to construct or build nor to permit or suffer anyone to construct or build any erection structure or other works on the Service Corridor provided always that nothing herein contained shall prevent the construction upon and use of the Service Corridor as or as part of a car park service road accessway and the like.

13.6.4 Not to remove any trees hedges or shrubs growing on that part of the Retained Premises adjoining a ditch on the west side of the former rugby pitch field between the points marked "B" and "C" on Plan 1 without the prior written consent of the Transferee.

13.7 Subjections

The Property is transferred subject to the burden of the easements rights and covenants granted to the transferee of the Transferred Properties in the Disposed Documents to the extent that the same are still subsisting and affect or relate to the Property.

13.8 Easements and Rights Excepted and Reserved from the Transfer

The following easements and rights are excepted and reserved from the transfer of the Property:

13.8.1. Excepting and Reserving in fee simple for the benefit of those parts of the Retained Premises lying to the west of East Road the right to connect into and drain surface water from the said part of the Retained Premises by means of the drain adjoining the western boundary thereof within the Property together with the right to go onto such part of the Property as is necessary to repair and maintain such drain adjoining the western boundary thereof subject to the persons so doing causing as little interruption as possible and as little damage as possible and forthwith making good all damage to the Property so caused.

13.8.2. Excepting and reserving in fee simple for the benefit of the Retained Premises and each and every part hereto of the right to connect into and use the gas supply on the Property on the date hereto and such connection subject to the Transferee designating the route of such connection and the Transferee having the right to vary the route of such connection and/or the gas supply on the Property at its entire discretion subject to the requirements of the appropriate undertaker.

see continuation sheet 4

Continuation sheet  of

(Insert sheet number and total number of continuation sheets e.g. "Sheet 1 of 3")

1. Continued from Form  Title number(s)

2. Before each continuation, state panel to be continued, e.g. "Panel 12 continued".

Panel 13 continued

13.9 Covenant by the Transferee

The Transferee covenants with the Transferor (by way of indemnity against future breaches only) that the Transferee and its successors in title will forever hereafter observe and perform the obligations on the part of the Transferor contained in the documents mentioned in the Registers of the above numbered titles in so far as the same relate to or effect the Property and are still subsisting and capable of being enforced.

13.10 Agreement and Declaration

The parties hereto hereby agree and declare that:

13.10.1 Other than those specified in this Transfer or the Agreement there shall not be implied herein any rights liberties privileges or advantages over or in respect of the Retained Premises for the benefit of the Property.

13.10.2 No rights of light or air are granted for the benefit of the Property or are reserved for the benefit of the Retained Premises.

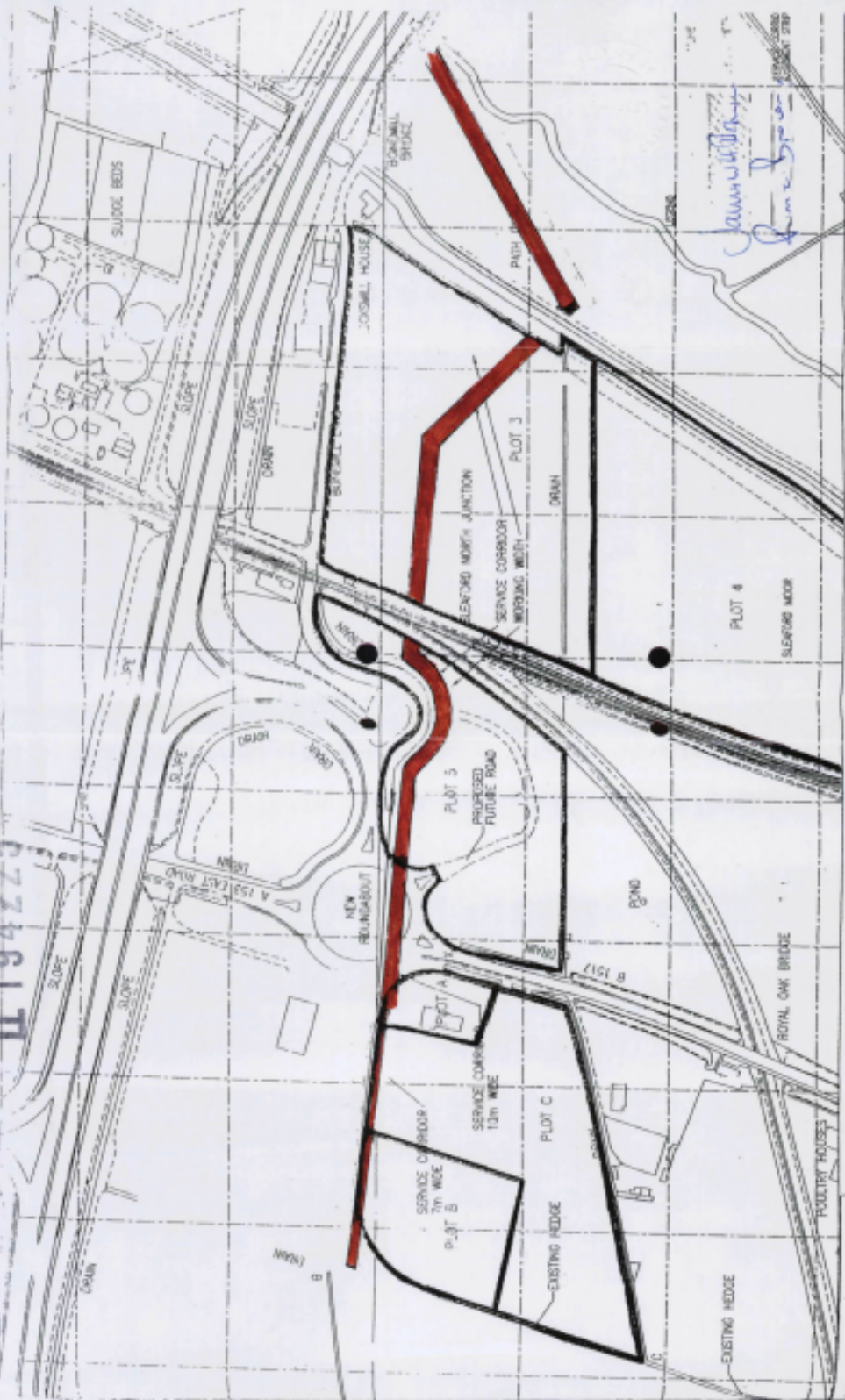
13.10.3 The Transferee shall be entitled to vary the route of the drain adjoining the western boundary of the Retained Premises referred to in clause 13.8.1 above and to pipe and fill in the same.

Continuation sheet  of

(Insert sheet number and total number of continuation sheets e.g. "Sheet 1 of 3")



11 194225



PLAN FOR BRITISH ENERGY INVESTMENT PLAN 2

SUBJECT TO CONTRACT

ALL WORKS SHOWN ON THIS PLAN ARE SUBJECT TO THE REQUIREMENTS OF THE BRITISH STANDARD BS 5400 PART 1 AND PART 2. THE DESIGNER HAS CONDUCTED VISUAL SURVEYS AND HAS TAKEN ACCOUNT OF ALL RELEVANT INFORMATION. THE DESIGNER HAS CONDUCTED VISUAL SURVEYS AND HAS TAKEN ACCOUNT OF ALL RELEVANT INFORMATION. THE DESIGNER HAS CONDUCTED VISUAL SURVEYS AND HAS TAKEN ACCOUNT OF ALL RELEVANT INFORMATION.

<b>PB Power</b>	
Drawn: JWP	Scale: 1:2500
Checked: M.L.	Approved: C.H.
Drawing No: 22.10 PB02.028C	
Rev: 1.0	

GAS PIPELINE,  
WORKING WIDTHS,  
SERVICE CORRIDOR/EASEMENT STRIP

BRITISH ENERGY INVESTMENT  
No. 2 LTD  
SLEAFORD CCGT



Land off Bonemill Lane Sleaford

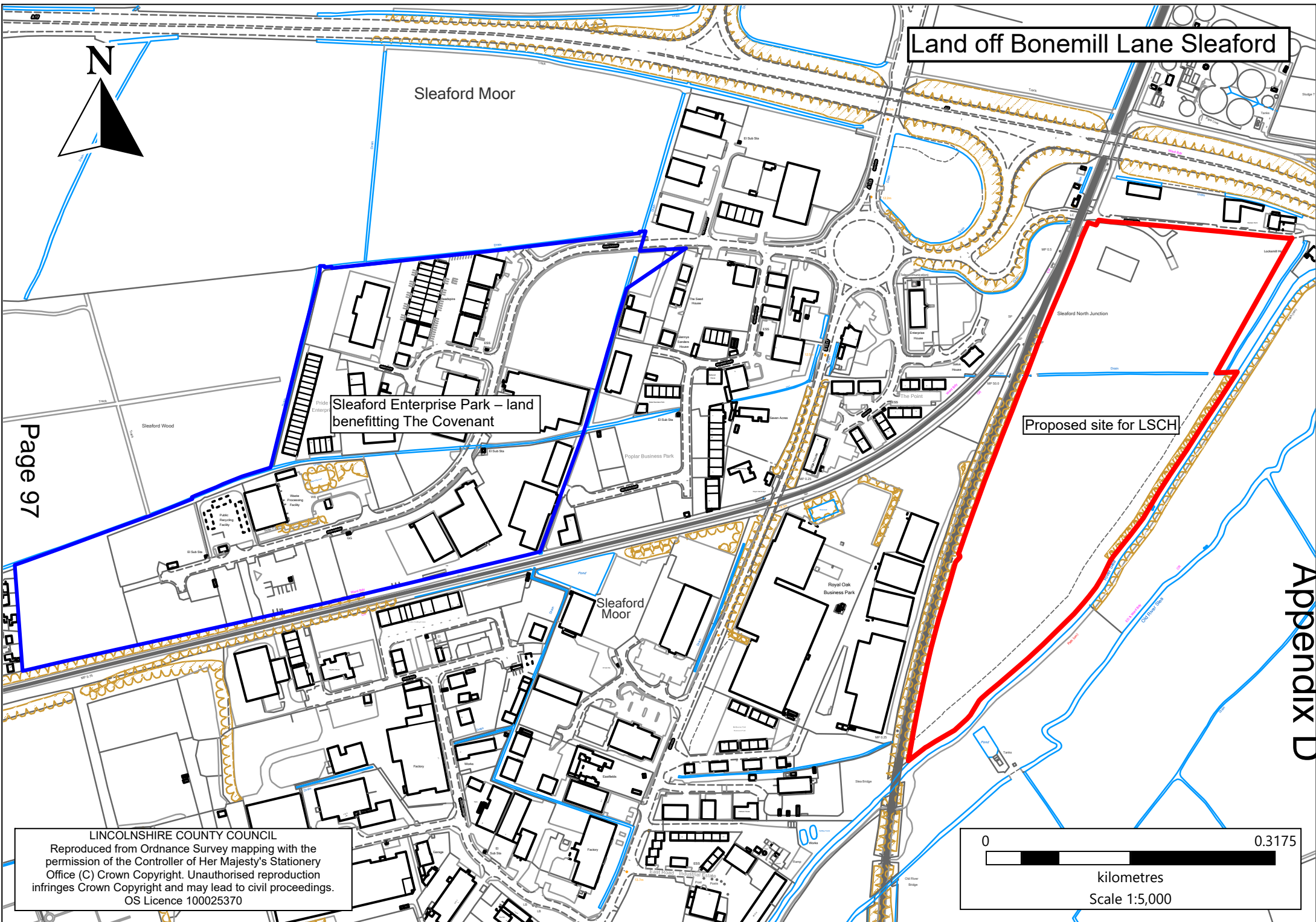
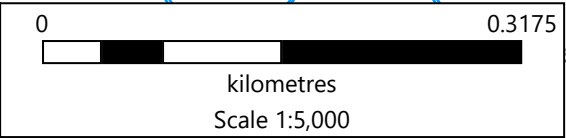


Sleaford Moor

Sleaford Enterprise Park – land benefitting The Covenant

Proposed site for LSCH

LINCOLNSHIRE COUNTY COUNCIL  
Reproduced from Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office (C) Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to civil proceedings. OS Licence 100025370



This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



**Open Report on behalf of Andrew Crookham, Executive Director - Resources**

Report to:	<b>Executive</b>
Date:	<b>03 October 2023</b>
Subject:	<b>Final Report from the Town Centre Improvements Scrutiny Review</b>
Decision Reference:	<b>I030179</b>
Key decision?	<b>No</b>

**Summary:**

On 12 September 2023, the Environment and Economy Scrutiny Committee approved the attached scrutiny report on Town Centre Improvements for submission to the Executive. The report, prepared by Scrutiny Panel A on behalf of the Environment and Economy Scrutiny Committee, makes a total of six recommendations (four of which with subsections). The Executive is requested to receive the report and make arrangements for responding to the report by 03 December 2023. This is to comply with the legal requirement contained in the Local Government Act 2000 section 9FE requiring the Executive to respond within two months.

**Recommendation(s):**

That the Executive: -

- 1)** considers the Town Centre Improvements Scrutiny Review final report.
- 2)** makes arrangements to respond to the report within two months. The Executive is requested to ask the relevant Executive Councillor(s):
  - (a)** to indicate in the response which recommendations have been accepted; and
  - (b)** where recommendations are accepted, to bring forward an action plan for their implementation.

**Alternatives Considered:**

The report on Town Centre Improvements is submitted to the Executive under section 10 of the Overview and Scrutiny Procedure Rules in the Constitution. The Executive is legally required to respond to the report within two months. The Executive has the option to accept or not accept each of the recommendations included in the report.

**Reasons for Recommendation:**

There is a constitutional requirement for the Executive to consider scrutiny review reports, and a legal requirement on the Executive to respond within two months.

**1. Background**

On 30 September 2021, the Overview and Scrutiny Management Board approved a scrutiny review of Town Centre Improvements in the context of stimulating new business and employment opportunities, reviving retail, and supporting a broader demographic to use town centres, notably by younger people. Scrutiny Panel A was assigned the task of undertaking the review.

The terms of reference were agreed at the first meeting of Scrutiny Panel A in January 2022. The review would focus on current needs and opportunities emerging in Lincolnshire town centres (excluding Lincoln), high streets and market towns.

The following key lines of enquiry for the scrutiny review were agreed by the Panel:

- (1) Understanding changes in behaviours, shopping, land use and the impact of technology on the future of high streets across Lincolnshire and how that changes the infrastructure and services needed in town centres.
- (2) Consider the delivery of existing Towns Fund deals; future project pipelines and the ways in which the Council could effectively support such changes and projects.
- (3) Examine how the Council can support the needs of businesses (including retail and hospitality sectors) in town centres, including hardships arising from the Covid-19 pandemic and the EU Transition.
- (4) Identify the best practice of supporting green recovery of the high street.

The Scrutiny Panel comprised Councillors Phil Dilks (Chairman), Tracey Carter (Vice Chairman), Stephen Bunney, Mrs Julie Killey, Noi Sear, Adam Stokes, and Mark Whittington. The Panel met twelve times between January 2022 and April 2023. A series of site visits and workshops were also conducted throughout the duration of this review. Previous scrutiny activity on this subject is set out in the relevant appendices to the report.

The attached report on Town Centre Improvements was approved by the Environment and Economy Scrutiny Committee at its meeting on 12 September 2023. There are six recommendations (four of which with subsections) contained in the report for the Executive's consideration.

The Executive is invited to consider the report and assign responsibility to the relevant Executive Councillor(s) for responding to the report. As part of its response, the Executive is requested to indicate to the Environment and Economy Scrutiny Committee which recommendations in the report are accepted. Where recommendations are accepted, there is also a request for an action plan, showing what steps are being taken to

implement the recommendations, with projected timescales, where possible. This will enable the Environment and Economy Scrutiny Committee to monitor the implementation of any actions arising from the report.

## **2. Legal Issues:**

### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified

consideration must be given to measures to avoid that impact as part of the decision-making process.

There are not considered to be any direct implications for the Equality Act 2010 of the matters referred to in the report.

#### Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

There are not considered to be any direct implications for the JSNA and the JHWS of the matters referred to in the report.

#### Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

There are not considered to be any direct implications for crime and disorder of the matters referred to in the report.

### **3. Conclusion**

In accordance with section 9FE of the Local Government Act 2000 this Report constitutes notice from the Environment and Economy Scrutiny Committee requiring the Executive to consider the Town Centre Improvements Scrutiny Review report and to provide and publish a response to the Committee indicating what, if any, action the Executive proposes to make.

#### **4. Legal Comments:**

The Report introduces the results of a scrutiny review on Town Centre Improvements. The Report is submitted under section 10 of the Overview and Scrutiny Procedure Rules in the Constitution. The Report contains a notice from the Environment and Economy Scrutiny Committee under section 9FE of the Local Government Act 2000 and the Executive is required by section 9FE (5) of that Act to comply with the requirements specified in the notice.



## **5. Resource Comments:**

There are no significant financial implications arising from the recommendations in this report, i.e., for the Executive to review the report and make arrangements to respond to it. Financial implications may arise subject to the Executive Councillor subsequently accepting recommendations included in the report and the action plan that is developed. Any such implications will be dealt with, as required, through the normal budget setting process.

## **6. Consultation**

### **a) Has Local Member Been Consulted?**

Not Applicable

### **b) Has Executive Councillor Been Consulted?**

Yes

### **c) Scrutiny Comments**

At its meeting on 12 September 2023, the Environment and Economy Scrutiny Committee approved the final report on Town Centre Improvements, for submitting to the Executive.

The following points were highlighted:

Business Support:

- Consideration of business rates for business units should be a priority for rejuvenating town centres especially where businesses were not generating sufficient income, supports should be offered. It was agreed that any offer for business support should be in addition to advice given to businesses by District Councils, complementing thus an area of clear responsibility for the former, avoiding any duplication of efforts.
- Supporting businesses to “go green” through adopting sustainable and conscious practices was another priority identified and supported by Members.
- Promoting smaller locally based independent retailers rather than bigger firms and nationwide chains, was argued to be a factor that affected town centres’ aesthetics and enhanced individual character, creating thus vibrant environments appealing to residents and visitors.
- Emphasis was placed in the need for effective mediation and partnership building between the private and public sector related to Levelling Up projects in terms of reflecting on business’s needs whilst investing in future proofing Lincolnshire towns. Lincolnshire County Council had also a leading role in fostering and

overseeing the integration of local authority tiers (Town Councils, Parish Councils, District Councils) in all future plans.

- Members welcomed the suggestion of a designated pot of funding for all Members to bid for local projects and activities that aimed at increasing footfall and showcasing the unique selling point of Lincolnshire towns.

#### Public Transport:

- Reliable public transport was crucial for the increase of footfall of town centres. Connectivity between housing estates and local communities through transport, footpaths, cycling routes should be encouraged in line with goals for reducing carbon emissions.

#### Placemaking:

- Absent landlords remained an issue in many town centres which requires attention. Members cautioned that Local Planning Authorities must be included in the development of placemaking plans; this should be explicitly captured in recommendations (R3) and future action plans that emerged from this review. Assurances were given that Lincolnshire County Council was already undertaking a key role in the development of spatial planning, working with Local Planning Authorities and lobbying the government to ensure that the rural voice of Lincolnshire is heard (e.g., in relation to the Planning Reform Bill).
- The gradual reduction of number of banks across town centres was noted as an important factor that affected shopping behaviour of local residents. Members were content to see this reported in the review.
- Members were pleased to receive assurances on Transport Boards being the appropriate forum for discussion and addressing local town centre issues and opportunities.

#### Data Driven Decision-Making:

- Data management was a sensitive matter that required well defined responsibilities for those custodians of sources of data. Assurances were offered that data was stored and used appropriately and was already being used towards making crucial decisions that impacted the future of towns and the county as a whole (i.e., Local Electric Vehicle Infrastructure, Energy Options etc.).

Members thanked Scrutiny Panel A for a comprehensive and tremendously thorough review and extended their support of the Recommendations made throughout.

#### **d) Risks and Impact Analysis**

Not Applicable

## 7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Town Centre Improvements Report by Scrutiny Panel A on behalf of the Environment and Economy Scrutiny Committee (August 2023)
Appendix B	Appendices 1–7 Evidence Considered

## 8. Background Papers

The background papers within Section 100D of the Local Government Act 1972 used in the preparation of this report are the Background items described in the Scrutiny Review Report.

This report was written by Kiara Chatziioannou, Scrutiny Officer, who can be contacted on 07500 571868 or by e-mail at [kiara.chatziioannou@lincolnshire.gov.uk](mailto:kiara.chatziioannou@lincolnshire.gov.uk).

This page is intentionally left blank



## TOWN CENTRE IMPROVEMENTS

Report by Scrutiny Panel A on behalf of the  
Environment and Economy Scrutiny Committee

August 2023

# 1. Executive Summary

---

At a time of global economic uncertainty, there are opportunities for Lincolnshire, many of which are driven or facilitated by our towns and in particular high streets and market towns as places to visit, shop, socialise and do business.

In this context, the Panel's Report reviews the local and strategic responses available to the County Council to enable it to effectively support Lincolnshire's high streets and market towns to:

- maximise existing opportunities;
- to achieve economic and environmental sustainability;
- to help stimulate the visitor economy;
- to support job creation and business growth and start up in town centres and
- to diversify the town centre offer to make it more attractive to new users including younger people.

In recent years, market towns and high streets across the UK have been hit by a perfect storm. This includes structural change to the way that consumers shop and the ways that businesses interact with each other as innovation in online shopping and digital and social media platforms have hastened a decline in physical footfall. This began before the pandemic but was accelerated by it.

The economic effect of the pandemic and latterly the cost-of-living crisis have impacted the bottom line of high street businesses – with retailers, services and hospitality businesses experiencing high numbers of closures as consumers have restricted their discretionary spend at the same time as businesses have increased prices due to increased input costs (energy, fuel, rent etc).

Nationally high streets and market towns have changed or are changing significantly with some experiencing visible decay particularly around long term vacant commercial properties and reduced service offers such as the closure of high street banks. Others display a lack of investment in developing a high-quality public realm (including street furniture, public art, parks, and paths/public rights of way).

However, some towns are thriving, having successfully developed specific, compelling offers that have set them apart from homogenous high streets and drawn people back to in-person visits, often for leisure as well as retail visits. This was in play before the pandemic but has more recently benefitted from people having looked 'local' throughout 2020 and 2021 to meet their purchasing needs.

Accordingly, the Scrutiny Panel has sought to examine the current needs of businesses on the high streets of Lincolnshire, accounting for the impacts of the pandemic and transition and

exit from the EU and sought to link opportunities for a 'green recovery' as a means of creating sustainable, stronger, and resilient high street communities.

Moreover, the Panel's work has accounted for the impact of the extensive level of current and planned town centre investment and how its recommendations can add value to that.

An important element of the Panel's work is the recognition of changes in behaviours including shopping, land use and the impact of technology on the future of high streets across Lincolnshire and how that changes the infrastructure and services needed in town centres.

Furthermore, many stakeholders support and influence our town centres: public, private and third sector as well as the communities who live there and individuals who visit. The Panel heard from expert witnesses and considered a wide range of evidence; however, the Panel has focussed specifically on the role of Lincolnshire County Council and what it can do to affect change. Account is taken of activities being undertaken by other local stakeholders and all recommendations seek to be complimentary to planned and current activity.

As such, the Panel also undertook the review in the context of how any proposed interventions will enable Lincolnshire County Council to maximise the impact and delivery of the Corporate Plan's four ambitions for Lincolnshire which are:

1. High aspirations
2. The opportunity to enjoy life to the full
3. Thriving environments
4. Good-value council services

The recommendations within this report seek to support our key findings and some key strategic areas for improvement, which focus on:

- Leadership and Policy
- High Street Businesses
- Placemaking, Funding and Skills
- Technologies, Innovation and Digitalisation
- Data-Driven Decision Making & Targeted Investment, and
- Green Growth

**Scrutiny Panel A has agreed the following recommendations for the Executive's consideration:**

**Recommendation 1 - Leadership and Policy**

That Lincolnshire County Council engage annually with each of the established 8 Local Transport Boards (LTB) to discuss town centres. This will bring together local strategic partners to discuss and agree actions to address local town centre issues and opportunities and will promote cohesive action with short, medium, and long- term outcomes.

This builds on the Panel's conclusions set out in section 3.3 that recognises the need for:

- **extensive cross-sectoral partnership activity which is being informed by local needs;**
- proactive planning and collaboration as an **important mechanism to bring together other ingredients of success to high streets** such as car parking, cycling storage, and public transport; and
- the vital role of **neighbourhood plans** which can bring together the local community's input and help support local shopping areas that meet local needs and will therefore drive ongoing use.

Further the LTB approach will provide opportunities for towns and villages, in close proximity, to work together to best effect.

**Recommendation 2 - High Street Businesses**

- (a) That the County Council lobbies those organisations that restrict businesses and support further streamlining of administrative processes for town centre businesses, including licencing.
- (b) That the County Council be supportive of High Street businesses by developing a Single point of Contact (SPOC) for town centre matters; and streamlining processes internally to support businesses.
- (c) That the Business Lincolnshire Growth Hub seeks to support an enterprise culture in town centres where services are available.



- (d) That opportunities be considered through regulatory services, such as Trading Standards, to offer selected business advice to support town centre business start-ups.
- (e) That a pilot be explored to *'keep the local spend local'*, working with Lincolnshire County Council's procurement, partners and existing *'buy local'* initiatives.

**Recommendation 3 – Placemaking, Funding and Skills**

- (a) That Lincolnshire County Council work with North Lincolnshire Council and North East Lincolnshire Council to recognise the vital role of market towns in Greater Lincolnshire and to review opportunities for appropriate funding and budgets to support their viability and vitality (including infrastructure provisions) as a key ingredient in growing the economy of Greater Lincolnshire (referenced in Section 4 – Leadership and Strategy).
- (b) That the County Council encourage good design across town centres through its development management functions and through partnership working with teams at Local Planning Authorities and other stakeholders.
- (c) That design excellence, local distinctiveness, and character of town centres are encouraged through partnership working (under guidance from the Historic Places Team); and that quality public realm offers/green spaces are created to provide residents and visitors with the opportunity to increase dwell time and to support health and wellbeing objectives and help develop Lincolnshire's visitor economy (this links to recommendation 2b).
- (d) That consideration be given to each County Councillor receiving a £3,000 budget to support local activities aimed at increasing town centre footfall. Funding to be allocated through an established criteria and aligned to the work and findings of the LTBs (this links to recommendation 1).

#### **Recommendation 4 - Technology, Innovation and Digitisation**

- (a) That Lincolnshire County Council takes a firm view on developments and lobby government so that planning authorities have a greater say in the siting of 5G infrastructure.
- (b) That the County Council support initiatives to drive digital skills amongst people who work in town centres, where appropriate.
- (c) That Lincolnshire County Council test community and visitor opportunities to '*digitise the high street*', working in partnership with local areas to ensure content is created and managed in real time, along the lines of the pilots currently being developed in Holbeach and Mablethorpe (this will build on the work of the Council's Historic Environment Team and look at other opportunities to animate spaces including the use of pop-up museums).

#### **Recommendation 5 - Data-Driven Decision Making & Targeted Investment**

That data and lessons captured through pilots, including digital highstreets and Local Electric Vehicle Infrastructure fund are used to inform better business cases to support interventions and investments in town centres.

#### **Recommendation 6 – Green Growth**

That Lincolnshire County Council: -

- (a) Develop a digital Green Retail/Hospitality Guide aimed at supporting independent businesses.
- (b) Improve facilities to encourage bike use on high streets (basic Sheffield stands) – linking to the work of the LTBs.
- (c) Encourage the use of service budgets to improve outcomes through investing in pilot activity, where benefits are aligned to the County Council's aspirations for inclusive green growth.

## 2. Terms of Reference and Approach to the Review

---

### 2.1 Approval of the Review

On 30 September 2021, the Overview and Scrutiny Management Board considered and approved a review of Town Centre Improvements in the context of stimulating new business and employment opportunities, reviving retail, and supporting a broader demographic to use town centres, notably by younger people. The terms of reference were agreed at the first meeting of Scrutiny Panel A in January 2022. In effect, this would be an in-depth review of current needs and opportunities emerging in Lincolnshire town centres (excluding Lincoln), high streets and market towns. These terms are used interchangeably throughout the report.

The Scrutiny Panel comprised Councillors Phil Dilks (Chairman), Tracey Carter (Vice Chairman), Stephen Bunney, Mrs Julie Killey, Noi Sear, Adam Stokes, and Mark Whittington.

### 2.2 Terms of Reference

The following key lines of enquiry for the scrutiny review were agreed by the Panel:

- (1) Understanding changes in behaviours, shopping, land use and the impact of technology on the future of high streets across Lincolnshire and how that changes the infrastructure and services needed in town centres.

We believe we have achieved this by:

- a. reviewing national policies;
- b. considering best practice;
- c. analysing trends; and
- d. considering national and regional reports.

- (2) Consider the delivery of existing Towns Fund deals; future project pipelines and the ways in which the Council could effectively support such changes and projects.

We believe we have achieved this by:

- a. reviewing national policies and funding;
- b. reviewing local activity and assessing best practice responses across the UK;
- c. commissioning and considering evidence from case studies;
- d. analysing town-focused infrastructure needs at a local level through the Greater Lincolnshire Strategic Infrastructure Delivery Framework (SIDF); and
- e. assessing the Council's current activities to determine where current and future activity can add value.

- (3) Examine how the Council can support the needs of businesses (including retail and hospitality sectors) in town centres, including hardships arising from the Covid-19 pandemic and the EU Transition.

We believe we have achieved this by:

- a. analysing Business Lincolnshire (Growth Hub) activity and support;
- b. considering the impact of the support provided through the Lincolnshire County Council-led Covid-19 responses (comprising Rural Business Grant, Business Recovery Fund, Invest for the Future and Digital Voucher Scheme);
- c. meeting representatives from the Federation of Small Businesses (FSB) and the Lincolnshire Chamber of Commerce (CoC); and
- d. researching and analysing business needs/offers elsewhere, including assessments of *what works*.

- (4) Identify the best practice of supporting green recovery of the high street.

We believe we have achieved this by:

- a. reviewing evidence; and
- b. considering the context of the County Council's Green Masterplan.

Building on the above the aim of this report is: ***“to consider how Lincolnshire County Council could develop its leadership and support Lincolnshire’s high streets to maximise existing opportunities, to achieve economic sustainability, to recover from the pandemic and to help stimulate a visitor economy as well as to support job creation in town centres.”***

## **2.3 Approaches to the Review**

The Panel met twelve times between January 2022 and April 2023. A series of site visits and workshops were also conducted throughout the duration of this review. Previous scrutiny activity on this subject is set out in **Appendix A**. Some specific areas explored by this review included:

- engagement with business representatives to determine business needs in town centres and to explore business-led opportunities to improve the place-based offer to increase footfall and visitor numbers;
- the visitor economy, heritage and the Lincolnshire Extensive Urban Survey project;
- placemaking - what makes our town centres special to their communities and attractive to visitors;
- high street challenges and opportunities;
- decarbonisation and net zero - what towns can meaningfully do; and
- infrastructure needs in town centres.

Importantly, the Panel did not focus on the city centre of Lincoln, as its needs do not, for the most part, coincide with the needs of market towns and smaller town centres.

Further, whilst four town case studies were undertaken, no recommendations are made specific to these four towns, and we believe they can be applied in full or part to many of the towns in Lincolnshire whilst maintaining local distinctiveness.

The report refers in places to ‘public sector’ and ‘local government’ – this covers both district and upper tier functions and may require a combination of roles to achieve successful change or adaption. As a guide, Table 1, on the next page, sets out the split of statutory and discretionary functions in a two-tier geography.

**Table 1 – Two tier local government roles and responsibilities**

**Bold denotes services that have a key impact/bearing on Lincolnshire high streets in particular**

<b>Role/Activity</b>	<b>Responsibility</b>
Adult social care	County
<b>Arts/culture</b>	<b>Both</b>
Building Regs	District
Births, Deaths, Marriages - registration	County
Burials and cremations	District
Childrens Services	County
Coastal protection	Both
<b>Community Safety</b>	<b>District</b>
<b>Concessionary Travel</b>	<b>County</b>
<b>Council Tax and Business Rates collection</b>	<b>District</b>
<b>Consumer Protection</b>	<b>County</b>
<b>Economic Development</b>	<b>Both</b>
Education and Related Services	County
Elections/Electoral Register	District
Emergency Planning	County
<b>Environmental Health</b>	<b>District</b>
<b>Highways and Roads</b>	<b>County</b>
<b>Housing</b>	<b>District</b>
<b>Leisure Centres and Parks</b>	<b>District</b>
<b>Libraries</b>	<b>County</b>
<b>Licensing</b>	<b>District</b>
<b>Local Planning</b>	<b>District</b>
<b>Markets and Fairs</b>	<b>District</b>
<b>Museums and Galleries</b>	<b>Both</b>
<b>Parking</b>	<b>Both</b>
<b>Public Conveniences</b>	<b>District</b>
Public Health	County
Strategic Planning	County
<b>Street cleaning, waste collection and recycling</b>	<b>District</b>
<b>Tourism</b>	<b>Both</b>
<b>Trading Standards</b>	<b>County</b>
<b>Waste Disposal</b>	<b>County</b>

## 2.4 Contributors to the Review

We would like to record our thanks to the following contributors, who attended our meetings:

- Justin Brown, Assistant Director – Growth
- Vanessa Strange, Head of Infrastructure Investment
- Mandy Ramm, Funding, and Investment Manager
- Warren Peppard, Head of Development Management
- Samantha Harrison, Head of Economic Development
- Mary Powell, Place, and Investment Manager
- Ian George, Historic Places Manager
- Nicola Grayson, Extensive Urban Survey Project Officer
- Jeanne Gibson, Programme Leader, Minor Works, and Traffic
- Simon Beardsley, Chief Executive, Lincolnshire Chamber of Commerce
- Katrina Pierce, Development Manager, Lincolnshire Federation of Small Businesses
- Steve Kemp, Director, OpenPlan

In addition, we would like to thank the ten town and parish councils (Alford, Coningsby, Crowland, Holbeach, Horncastle, Long Sutton, Louth, Mablethorpe and Sutton, Market Rasen and Sleaford), who responded to our survey.

Contributions were also received from the Lincolnshire Youth Council (Voices4Choices – Boston and South Holland; Voices4Choices – Lincoln and West Lindsey; and Lincolnshire Young Voices). Their views are captured in Appendix F.

A variety of players exist in looking after and developing the market town and town centres in Lincolnshire. From Town and District Councils to coalitions and networks of local businesses, communities, and the voluntary sector. The Panel has been vigilant to understand and recognise these different roles and any plans that are in place for investment now or in the future. Accordingly, the Panel's recommendations are strategic and seek to add value to developing a place-based approach to developing vital and viable town centres in Lincolnshire.

## 3. National Policy and External Funding

---

### 3.1 Introduction

*High streets can be lively, dynamic, exciting and social places that give a sense of belonging and trust to a community (The Portas Review, 2011)<sup>1</sup>.*

National and local government has focused extensively on high street recovery over recent years, from support to address structural change in the high street, to the recovery from the pandemic, through to the focus of the planning system. Further, significant investment has been awarded to high streets and towns as a means of supporting economic recovery post covid and as part of reviving communities.

We believe that there are opportunities in Lincolnshire to consolidate, expand or develop place-based activities that will create town centres that attract people to visit, shop, socialise and do business.

### 3.2 Summary of National Policies and Funding

#### 3.2.1 Build Back Better High Streets Strategy

Since 2019, Government has invested in a variety of high street programmes including the £830m Future high Streets Fund to *'renew and reshape town centres'*, the £2.4 billion Towns Fund to *'unleash the economic potential'* of towns, the £95 million invested in High Streets Heritage Action Zones and £2.6 billion of UK Shared Prosperity Fund (UKSPF) resources to *'restore local pride across the UK'*. UKSPF supports three main areas of investment:

- Improving communities and places
- People and skills and
- Supporting local businesses

A breakdown of the government funding received in Lincolnshire is included in Appendix B.

In July 2021, the Government published its *Build Back Better High Streets Strategy*<sup>2</sup>, which sets out the government's long-term plan to *'support the evolution of high streets into thriving places to work, visit and live'*. The strategy seeks to:

---

<sup>1</sup> For the full report please visit [The Portas Review](#)

<sup>2</sup> For more information please refer to ([Build Back Better High Streets Report \(publishing.service.gov.uk\)](#))



- make it easier to convert empty shops into new uses, including housing;
- grant automatic rights for pubs, restaurants, and cafes to allow takeaway and allow al fresco dining; and
- make high streets safer and cleaner.

Build Back Better (supplement June 2020) focused in on independent retailers, independent hospitality and independent service businesses.

### **3.2.2 Levelling-Up the United Kingdom**

The Government published its White Paper *Levelling-Up the United Kingdom* on 2 February 2022<sup>3</sup>. In addition to confirming the aims of the Government’s funding streams (see below), the Government put forward further measures that ‘*can make high streets and town centres the thriving hearts of our communities*’. This referred to reforming local taxation to help support local high street revival. Several of the proposals requiring legislation were included in the Levelling-Up and Regeneration Bill which is currently going through its committee stages. The Bill includes several provisions aimed to revitalise high streets, of particular interest are plans to enable local authorities (district councils) to initiate a process, whereby property owners would be required to let vacant premises in a designated high street or town centre.

The Government’s Levelling Up Fund (LUF) is a capital programme designed to invest in infrastructure that improves everyday life across the UK. The £4.8 billion national fund helps support town centre and high street regeneration, local transport projects and cultural and heritage assets. In Greater Lincolnshire, £30 million was allocated to two projects in October 2021 (LUF 1) and a further £62.9 million was announced in January 2023 (LUF 2).

### **3.2.2 High Streets Task Force**

The High Streets Task Force (2022-24) is supporting high street regeneration and is facilitating selected<sup>4</sup> local authorities with access to expert support in areas such as placemaking, planning and design. The Task Force already provides online resources and training modules, webinars, and access to data dashboards for all Local Authorities (LAs)<sup>5</sup>.

The toolkit has been reviewed and where appropriate the principles have been applied in the Panel’s considerations.

---

<sup>3</sup> For more information please refer to [Levelling Up the United Kingdom White Paper \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>4</sup> These LAs have been allocated using the Indices of Multiple Deprivation (IMD), together with a measure of retail exposure.

<sup>5</sup> For more information please refer to [Support Directory | High Streets Task Force](#).

### **3.2.4 Parliamentary Scrutiny**

A report by the House of Commons Levelling Up, Housing and Communities Committee, titled *Supporting our High Streets after Covid-19* was published in December 2021 and looked at the effectiveness of the Government's various funding schemes in supporting local authorities in high street regeneration. A principle that emerged from the Committee's report was the importance of developing long-term plans that consider high streets and town centres in the round and not on a unit-by-unit basis. The Government's response to the select committee's recommendations was published in March 2022, which confirmed the importance of up-to-date Local Plans, as essential in making good use of land, resulting in well-designed and attractive places to live.

### **3.2.5 Planning**

Most of the planning functions affecting towns is exercised by the district councils as the Local Planning Authority (LPA).

Each LPA has a different approach to retail and town centres depending on local circumstances and what challenges and opportunities exist. However, in the context of town centres Government policy as contained in the National Planning Policy Framework (NPPF) states: "*Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation*" (Para. 86).

Further reference to planning is made in the report particularly in relation to the issues being faced by existing businesses.

## **3.3 Conclusions and key learnings, on what is important in a policy and funding context and how it is applied locally in Lincolnshire.**

We were advised that a variety of partners are currently implementing policy and levelling up investment in Lincolnshire towns. This adopts a local, place-based approach which includes:

- The work and Town Deal investment being undertaken by District Councils. This is vital to addressing some of the most urgent cases of levelling up need in towns with awards made to the four Lincolnshire towns of Lincoln, Boston, Mablethorpe and Skegness. Investment totals £92.2 million. Further, there are awards to Grantham, Boston and Gainsborough through other funding (the Levelling Up Fund (LUF), Future High Streets Fund and Heritage Action Zones). Awards through LUF will help create an environment for town centre improvements ranging from cultural investment to health and wellbeing. Whilst there are

always challenges in these projects, not least of all inflationary factors, the projects are being delivered through extensive cross-sectoral partnership activity which is being informed by local needs.

- Further, the role of LPAs has been and will be vital for the vitality of high street ranging from applications for single buildings to significant changes in our high streets. At the same time, it is also an important mechanism to bring together other ingredients of success to high streets such as car parking, cycling storage, and public transport.
- Town and Parish Councils also play a vital role via neighbourhood plans which can bring together the local community's input and help support local shopping areas that meet local needs and will therefore drive ongoing use. Maximising coverage of neighbourhood plans will help support local shopping areas where relevant, and
- In a planning context, the Panel also noted and supported the use of outside spaces to expand the offer and reach of hospitality in town centres (this is referenced further in 6.1.2, page 29).

These points are reflected in Recommendation 1 aligned to Leadership and Policy.

## 4. Leadership and Strategy

---

The Panel sought to understand the role of Lincolnshire County Council as a leader in facilitating successful synergies and in curating effective partnerships that can help drive the best outcomes for all town centre stakeholders. These stakeholders included business tenants, owners, users, residents, visitors, organisations, and networks – both private and public sector.

We considered local authority procedures, structures, and resources as well as roles in developing strategies and plans that could enable positive changes and the evolution of our town centres.

We concurred that there is a role for Lincolnshire County Council that cements providing Lincolnshire residents with excellent services that meet their needs. That is the role of the council as a place leader (see further section 7).

Lincolnshire County Council's role is therefore twofold:

- to **act as a convener** of individuals, stakeholders and organisations that are needed to co-design and deliver change; and
- to be a **key strategic influencer** that unites all under a shared vision, mission, plan, and strategy for change.

### 4.1 Lincolnshire High Streets Task Force

Since 2021 the City of Lincoln and West Lindsey District Council have received direct support from the High Streets Task Force to develop local authority leadership in engaging with communities, businesses, and other public sector organisations. This aim is to diagnose barriers and adopt positive interventions to increase footfall and create the conditions for maintaining town centre viability and sustainable development. This includes support with place-making, planning and design.

Lessons can be learnt from this when pulling together a wider Lincolnshire approach to placemaking.

## 4.2 County Deal

The Government's County Deal programme aims to provide upper tier local authorities with a range of opportunities to enhance their ability to govern and shape the economic and social landscape of their region. In February 2022, Lincolnshire County Council, North Lincolnshire Council and North East Lincolnshire Council prepared a prospectus: *Levelling Up Lincolnshire – A County Deal for Greater Lincolnshire*.

The transfer of decision-making powers from the Government would support Lincolnshire to make more tailored and responsive decisions that reflect the needs and priorities of its places and communities. Moreover, greater control over the budgets and resources would enable investment in those projects that would drive economic growth, enhance public services, and improve quality of life for residents across the County.

The proposed *Levelling Up Lincolnshire – A County Deal for Greater Lincolnshire* includes ten 'asks' and several of these would support the consolidation and revival of high streets:

- electric vehicle charging in rural areas, market towns and urban centres;
- improving public transport connectivity;
- active travel for routes to support our growth sectors, access to jobs and education/training, and which boosts the green and visitor economy; and
- a devolved adult education budget to grow skills.

Reference is made within the recommendations to use the County Deal as a platform to work with North and North East Lincolnshire Councils to support town centre investment as a driver of growth (see section 2).

## 4.3 Inclusive Growth

The Greater Lincolnshire region is committed to inclusive economic growth and levelling up, working to identify and address opportunities and challenges through strategies and visions such as Protecting, Progressing, Prospering – Greater Lincolnshire's Economic Plan for Growth and longer-term ambitions around the Greater Lincolnshire Strategic Infrastructure Delivery Framework (SIDF) and Vision 2050 (see below).

These approaches look to promote growth that is accessible for all, enabling everyone to reach their own potential and to achieve good health and well-being outcomes as per the Council's Corporate Plan priorities.

The Lincolnshire economy is often underplayed, but it contributes significantly to national productivity with well-known strengths in logistics (South Holland has the second highest concentration of logistics in the UK) and agrifood (Lincolnshire is home to Europe's largest agri-food automation and robotics cluster, three food enterprise zones, an agricultural growth zone and produces a third of the nation's vegetables). We also have emerging strengths in defence and security (capitalising on the county housing/being proximate to 40% of the RAF's assets and associated skills base) and health and care (Lincolnshire is already a world leader in rural health innovation and care).

The county offers a good quality of life, and it is attractive to people relocating to the area for employment, to retire or as a lifestyle choice.

Lincolnshire also remains a well visited tourism destination – our market towns, city, heritage, and environmental assets as well as our coastline attract domestic and overseas visitors with our natural assets presenting opportunities to promote green tourism going forward.

A key factor in all of this is the location and service offer of our market towns, towns, and high streets.

Nevertheless, there are significant pockets of deprivation in Lincolnshire and based on the aim for inclusive growth, at the heart of key Lincolnshire strategies is the desire to ensure that town centres are accessible, connected (physically and digitally) and available to everyone.

#### **4.4 Vision 2050**

In September 2022, all Greater Lincolnshire authorities agreed the 2050 Vision for Greater Lincolnshire – A Flourishing Future for All. This set out a vision for what Greater Lincolnshire will be in 2050. The extracts below focus on high streets and market towns, this sets the tone for the approach to town centre vitality within the Greater Lincolnshire Devolution deal.

*“Greater Lincolnshire has a unique place in the future success of our nation as the source of clean energy, carbon capture opportunities and food security. This vision is our chance to set a new standard for what a good life is in the 21st century. (...) Our towns, villages and city high streets are hives of activity. They are great places for people to meet, and for young and old to spend their leisure time safely together. We have seen the creative reuse of buildings like department stores into spaces to live, work, and play, which seamlessly blend marketplaces and co-working spaces. New entrepreneurs are starting out on their journey, taking advantage of the creative community, and digital connectivity, inspired by their work-live opportunities. Our seaside is renowned as the best promenades in the UK, rivalling any in Europe.”*

Vision 2050 (and supporting strategies such as the SIDF) look to focus key aspects of growth on Greater Lincolnshire's network of towns supporting housing and economic growth, this will contribute to:

- ✓ Increased wealth (absolute and per capita)
- ✓ Improved quality of life
- ✓ A healthier society, and
- ✓ A Greater Lincolnshire economy, population and environment that can be resilient to climate change and that can benefit from future economic and technological opportunities.

## **4.5 Partnership Development and Engagement**

The multi-faceted Town Deal partnership approach to Town Deals have been effective across the UK with 4 town deal boards in Lincolnshire. They are cross sectoral, locally driven and access a plethora of skills as required for their programmes. As with most effective partnerships, they have evolved and developed and have drawn heavily on local consultation, input and feedback.

We believe that effective partnerships emerge where the working conditions are positive, there is a clear vision and shared aspirations and participants are encouraged to aspire, innovate and *'think outside the box'*.

By aligning partnership roles, expanding participation, and empowering partners to challenge current thinking, collaboration will have the greatest impact.

The sections below look at some further strategies, plans and partnership boards that form part of the panel's review.

### **4.5.1 Local Transport Boards**

Local Transport Boards (LTBs) are joint bodies developed across the main urban areas and larger market towns across Lincolnshire.

*LTBs "are at the heart of local delivery and enable partners to consider and develop interventions and schemes that reflect the locality and are founded upon a sound evidence base. They are also able to integrate schemes into local programmes and packages enabling*

*greater efficiencies and the ability to make significant improvements across all modes and against a wide-range of objectives”<sup>6</sup>.*

We believe that connectivity should be a regular agenda item for LTBs, when designing, reviewing, proposing interventions, and delivering the local strategies. The Panel heard from many contributors about the importance of access to our town centres – whether getting there by bus, car, foot, or bike - access was vital.

The LTBs across Lincolnshire will provide a strong forum for a debate on the impact of transport and travel decisions on Place. Through both:

- Key transport strategies such as the Bus Service improvement Plan and
- LTP 5 (see below) when updated considering expected government guidance later in 2023 – particularly in terms of decarbonisation opportunities.

These Boards are also reflected in a further recommendation based on their make-up, terms of reference and ability to link local and strategic discussions for place-based discussions.

## **4.6 Traffic Regulation**

The LTB is also a good forum to test and engage on Traffic Regulation Orders (TROs).

A key role for the County Council is in managing traffic and parking, principally through the making of Traffic Regulation Orders (TROs). For example, TROs can be used to:

- restrict traffic to certain areas;
- restrict certain types of vehicles to certain times of day or days of the week;
- manage parking by introducing limited waiting times; and
- apply restrictions to an area which means that yellow lines do not have to be used, if an area is environmentally/visually sensitive.

### **4.6.1 Resourcing TRO Team**

In Lincolnshire there is a small, dedicated team processing TROs<sup>7</sup>. A key focus is on addressing issues around schools, but TROs can also be used to facilitate the effective operation of high streets and can accordingly contribute to the local business environment, if circumstances

---

<sup>6</sup> For more information please refer to [Lincolnshire Local Transport Plan 5](#).

<sup>7</sup> Further information on TROs is contained in **Appendix G**.



allow, by managing appropriate traffic flows and parking regimes. This can be best implemented by a whole-area approach rather than piecemeal change.

However, there are issues with the time it takes to deliver the formal legal processes for TROs and the capacity in the team. In February 2022, a backlog of about 200 traffic regulation order requests was reported. A standard TRO will take around four months if there are no objections; and up to eight months if objections are received.

It is welcomed that during this review, enhanced resources have been provided to support the TRO team in terms of capacity to deliver the statutory processes. This will help support the 'whole-area' approach and facilitate some of the issues businesses raised on parking in town centres and market towns.

#### **4.7 Lincolnshire Local Transport Plan 5**

The Lincolnshire Local Transport Plan 5, which was approved in 2022, has scope to:

- Develop local LTBs and local town transport strategies to identify schemes at the local level;
- Improve connectivity across towns and engage with local communities for the latter to contribute to the on-going development of transport solutions across the county;
- Utilise the LTBs to develop and introduce improvements to local walking and cycling networks; and
- Support the provision of local facilities and services to enable people to live locally and lower their carbon footprint by reducing travel distances.

#### **4.8 Strategic Infrastructure Delivery Framework 23**

The Strategic Infrastructure Delivery Framework 23 (SIDF)<sup>8</sup> was commissioned by the Greater Lincolnshire Infrastructure Group and supported by eleven local authorities in Greater Lincolnshire and Rutland. It seeks to support the infrastructure theme of the County Deal and is aligned to inclusive growth and net zero aspirations.

---

<sup>8</sup> More details on SIDF 23 can be found in **Appendix D**.

The SIDF details the areas where strategic infrastructure investment, as a driver of inclusive growth, is most needed in Greater Lincolnshire. It supports:

- Transport (roads, rail, ports, aviation, rural public transport and active travel), digital, energy, water and waste infrastructure that is fit for growth.
- Housing stock that is affordable, healthy, sustainable, accessible and represents an environment attractive to housing investment (including in town centres).
- Business infrastructure that can create more high value jobs, innovate and increase productivity.
- Prosperous, accessible high streets and market towns which showcase their unique identities and instil a sense of ownership and pride in our residents while attracting visitors to our area; and
- A healthy population with access to appropriate services and resources that help them achieve wellbeing and a good quality of life.

The SIDF also promotes a reduction in transport-related carbon dioxide emissions and the protection/enhancement of the natural and built environments, through advocating for sustainable transport solutions, supporting the introduction of low-carbon technologies, and reducing reliance on fossil fuels, by seeking to support and co-ordinate activities around:

- active travel routes that support our growth sectors (including green tourism), enabling access to jobs, and boosting the green economy;
- the introduction of low carbon technologies and developing access to alternative transport fuels including hydrogen;
- the strategic distribution of electric vehicle charging points and energy distribution;
- investment to upgrade the region's bus fleet to improve the uptake of public transport, to meet the green agenda and create passenger growth / post pandemic recovery;
- upgrades to existing railway stations and promoting new stations in key rural areas to enable greater accessibility to rail services and alternative commuting options; and
- improved internal connectivity to enable residents to access jobs, training, and leisure opportunities within Greater Lincolnshire.

## 4.9 Green Masterplan

The Council's Green Masterplan<sup>9</sup> is a multi-year programme running until 2050 to ensure that Lincolnshire meets the national carbon reduction targets. Initial projects include reducing carbon emissions by 20% through a carbon management plan; installing low energy streetlights; delivering low carbon heat to buildings; assessing buildings for solar panels; creating a sustainability decision-making tool; and exploring electric vehicle opportunities.

## 4.10 Conclusions on Leadership

The Panel concludes that there must be a strong emphasis on leadership and co-operation in successfully promoting thriving high streets.

We recognise the role of local leadership in championing and supporting the evolution of the high street and whilst the lead organisation or individual (a business leader for example) can differ by locality, high streets need a cohesive and coherent partnership behind them which has knowledge of that area, has resources, a vision and a significant profile and credibility.

Whilst the public sector's role is important, the role of the private sector is also critical, in terms of knowledge, expertise and investment. To facilitate change in larger town centres, success has been accelerated by public sector leadership when providing a vision for regeneration (e.g., Town Deals). In smaller centres, the public sector remains a vital partner but does not necessarily have to lead.

Local authorities also play a vital leadership role when utilising knowledge of local geography, economy, and community and in where engagement and consultation is required to identify barriers and solutions.

We also note that connectivity is critical to the health and vitality of high streets – digital and accessibility (roads, rail, public transport, cycle, and pedestrian) and associated infrastructure (cycle parking, car parking, electric vehicle charging). The council has a role in supporting this.

However, the panel wants to support appropriate actions in town centres that contribute to decarbonisation and support green infrastructure and green growth. The Green Masterplan and the SIDF 23 will be useful guides in helping achieve this in line with regulatory measures (planning etc) and partnership approaches.

---

<sup>9</sup> For more information please refer to [Green Masterplan – Lincolnshire County Council](#).

In this context, we concur that:

- In line with the work of the 2019 High Street Vitality Working Group, Lincolnshire High Streets are not without challenges but rather than dying they are changing. Change is at varying pace with some town centres experiencing fundamental change whereas the experience of others is more incremental. The differentiation is largely based on size, primary and secondary functions, location and the level of local partnership collaboration and aspiration.
- The most successful town centres are transitioning wholly or in part from predominantly retail areas to accessible places supporting leisure, living, *and* shopping with unique and compelling visitor offers.
- Cross sector collaboration and a high street that is green, clean, and accessible opens the town centres to new audiences and users - particularly young people.
- Engagement and strategy support a balanced interplay between town centres and the community – with town centres as a destination, which provided a sense of belonging, a focal point with heritage, culture, and local distinctiveness. This allows local people to connect with the place and promoted use.
- Accordingly, there are successful and well embedded partnerships in Lincolnshire dealing effectively with work town centre viability and vitality. There is also a plethora of strategies. To bring these together, LCC needs to be able to effectively bring strategic activity that addresses local needs particular around inclusive growth and connectivity. To do this in a timely and effective manner, it is logical to use the LTB's as existing partnership networks which are individually well versed in local issues and opportunities and bring in knowledge from other local partners/activities.

### **Recommendation 1 - Leadership and Policy**

#### **That our support be recorded for:**

That Lincolnshire County Council engage annually with each of the established 8 Local Transport Boards to discuss town centres. This will bring together local strategic partners to discuss and agree actions to address local town centre issues and opportunities and will promote cohesive action with short-, medium- and long-term outcomes.

This builds on the Panel's conclusions set out in section 3.3 that recognises the need for:

- **extensive cross-sectoral partnership activity which is being informed by local needs.**
- proactive planning and collaboration as an **important mechanism to bring together other ingredients of success to high streets** such as car parking, cycling storage, and public transport and the vital role of **neighbourhood plans** which can bring together the local community's input and help support local shopping areas that meet local needs and will therefore drive ongoing use.

Further the LTB approach will provide opportunities for towns and villages, in close proximity, to work together to best effect.

## 5. Lincolnshire's Towns

---

### 5.1 Greater Lincolnshire

Greater Lincolnshire represents a varied mix of distinctive places. The Greater Lincolnshire economy is diverse and dispersed, which brings both opportunities and challenges. The Local Industrial Strategy (LIS) and most recently the Greater Lincolnshire Local Enterprise Partnership's (GLLEP) Economic Strategy use the idea of 'spatial corridors' to reflect economic and sectoral geographies. This cuts across towns, market towns and a city. The region is bordered by a 186-mile coastline to the east including the South Humber bank to the north, Sheffield City Region to the Northwest, Nottinghamshire, Leicestershire, and Cambridgeshire to the east and the south.

Looking at Greater Lincolnshire's towns and market towns, the areas, and audiences that they serve (residents, visitors, tourist etc) and their cultural and physical connectivity to the wider county reflects a developed place-based approach. This accords with current economic plans and showcases the wealth of activity happening within and across the county.

Further, there are strong retail and hospitality offers but it is the distinctiveness of the towns in Lincolnshire that can be leveraged to make them more competitive with like for like towns outside of Greater Lincolnshire and in acting in partnership and offering complimentary and not competing offers, further strength will be achieved by leveraging multiple offers – perhaps connected to spatial corridors already referenced. For example, across coastal Lincolnshire, South Lincolnshire, greater Lincoln, and the rural heartlands.

### 5.2 Which towns?

The Panel has considered various ways to select representative Lincolnshire towns for deeper analysis<sup>10</sup>. The start point was the Office for National Statistics' (ONS) definition of a town having a population of 10,000 or more. Below that threshold, the ONS defines places as Built Up Areas (BUAs). Using these definitions there would be:

- eleven towns in Lincolnshire, plus the City of Lincoln;
- nine BUAs with a population of 5,000 or more; and
- sixteen smaller settlements with a population of circa 2,000 to 5,000.

As identified, the Panel selected four places which it considered representative of the issues, and which gave a spread of size, geography, and function. The rationale for their selection is

---

<sup>10</sup> See **Appendix C** for further details.

set out below in Table 2. The towns are not listed in order to focus on the lessons and to avoid distraction of hyper-local analysis when the Panel’s intent is to provide recommendations for the whole of Lincolnshire:

<b>Table 2 Case Studies - Rationale for Selection</b>
A ‘smaller town’ to the north of the county and a town already undergoing a locally led review.
A BUA and an example of a coastal town with a seasonal economy with Towns Fund investment.
A BUA and example of an historic market town and major service centre.
The largest BUA and an important market town and service centre in the south of the county.

The Panel commissioned detailed analysis of the four towns. This was provided by OpenPlan. The main findings from the analysis are set out below and are considered applicable to all towns in Lincolnshire.

### **5.3 Case Study Lessons**

The case study identified key themes to improve place and commercial interaction. The themes include:

- Supporting community involvement in place-making to drive ownership and connection of local people to local place and promotion of local distinctiveness as a key asset.
- Focusing on the assets of greatest value to users. In many towns this relates to revitalising/maximising use of market squares/key historic environments.
- Ensuring that:
  - car parking is accessible and can be found (signage/enhanced linkages) but avoiding car parking becoming a prime use of prime assets, it is a facilitator of town centre usage;
  - pedestrian and cycling connections are better integrated to access key spaces such as markets with the rest of the town - including employment areas close to, but outside of, town centres;
  - pedestrian priority and accessibility are achieved for people with disabilities; and
  - the creation of ‘social streets’ leveraging pedestrianisation be supported, offering an environment where people dwell and spend their leisure time.

- Local residents and local businesses need to be directly involved in developing their town centres to create/reinforce a collective local vision and local identity.
- Spaces need to be animated (events, local markets) – local people need to be involved in how this is done and what products are developed. If there is a space that can become the 'go to' for successful events which has sufficient size, accessibility, facilities, and profile this should be developed.
- Where there are draws away from town centres (such as in coastal towns where the beach is a distance from the high street) linkages need to be promoted (physical and animation) to better link and connect the two assets.
- Promote local businesses wherever possible; and
- Provide support for educational institutions in town centres and the opportunity for residents to up-skill and for young local entrepreneurs.



## 6. Lincolnshire High Street Businesses - Challenges and Opportunities

---

### 6.1 Introduction

During the review, the Panel received contributions from the Federation of Small Businesses Lincolnshire (FSB) and the Lincolnshire Chamber of Commerce. The FSB is a membership organisation for the small business community in the UK, with around 170,000 members, from single-person businesses to organisations of up to 249 staff. FSB in Lincolnshire has 3,000 members and acts as a lobbyist for the small business community across Lincolnshire.

On 12 April 2022, the FSB published a report called *Local Leadership - How Local Authorities Can Support Small Businesses*<sup>11</sup>. The report made a series of recommendations to county and district authorities across the UK. In their presentation to the Scrutiny Panel on 26 April 2022, FSB focused on some of the national recommendations that would apply in Lincolnshire. Of those, we concurred that the below could be employed by Lincolnshire County Council to inform this review, accounting for the role of an upper tier authority. Details of all of FSB recommendations are included in **Appendix E**.

#### 6.1.1 Engaging with Small Businesses

1. *Building direct relationships with the business community - face-to-face contact is important for building trust with small businesses and local business groups, fostering good long-term communication. This also includes meeting with businesses who may not have an obvious presence on the high street or physical business premises.*

Councillor Tracey Carter was cited as an example of someone who had built relationships locally and is well-connected to the business community in Holbeach. Being visible and showing representation from LAs was important both as a means of understanding issues and identifying if local government can assist. Businesses valued this contact.

#### 6.1.2 Planning and Environment

2. *Embrace the 'al fresco' and allow businesses to make the most of their outdoor space by utilising new planning powers, where appropriate.*

It was noted the emphasis on more people dining outside since the pandemic, and the widespread emergence of a café and pavement culture. The Panel would support the FSB's

---

<sup>11</sup> Available at [Local leadership | FSB, The Federation of Small Businesses](#)).

premiss to encourage this, where possible, through the planning system or other decision-making process, to allow businesses in leisure and hospitality to embrace the use of outdoor space. This would help drive the diversification of the high street to expand town centre leisure/hospitality functions quicker, making the high street look busier and enabling people to increase their dwell time - staying longer and spending more locally and adding to the visitor draw of town centres and in particular market towns.

### **6.1.3 Procurement**

3. *Pay invoices within 30 days or sooner and ensure that these terms are passed down the supply chain.*

The FSB referred to some poor practices, where businesses had been waiting over 80 days for payment. Sometimes, businesses had to forgo 10% of the invoice if they wanted to get paid quickly. This was particularly prevalent during the pandemic but has endured beyond in some areas. The FSB is encouraging councils to set an example and to pay invoices within terms.

In the case of Lincolnshire County Council, the aim is to pay from 28 days of the date of invoice taking into account the 'No Purchase Order Number, No Payment policy'. Further, the Council seeks to work with local suppliers when appropriate. For contracts valued between £10,001 and £25,000 at least one local supplier will be invited to quote, and the local supplier chosen where they offer Value for Money. Above £25,000 to the Public Contracts Regulations Threshold (£213,477 for goods and services and £5,336,937 for works) at least two local suppliers will be invited to tender.

Nationally government is seeking to award £1 in every £3 to small businesses and this is mirrored in local government contracting to drive growth and benefit locally.

### **6.1.4 Regulation**

4. *Adopt a "support first, enforcement second" approach across your regulatory services, with a focus on reducing the regulatory burden.*

The FSB's the national recommendation is "support first and enforcement second" approach, as some small businesses did not necessarily have all the skills and all the knowledge to manage every regulatory burden.

The Council provides a free general advice service to businesses and explains the law related to specific queries. The advice service is however limited to one hour but can be 'topped up' to address more detailed queries or where tailored advice is required on various subjects including safety of consumer products, legal requirements for websites and internet sales, food labelling, customer rights and business training.

The Council's Trading Standards service recognises that the majority of businesses set out with the intent to comply. The council has discretion as to whether to bring civil and, or criminal action and will do so based on whether it is satisfied that the circumstances of the alleged offence, in the context of one or more public interest factors, outweighs the mitigation factors.

#### **6.1.5 Business Rates**

5. *Keep business rate lists and data up to date, including properties which qualify for Small Business Rates Relief. Good data is critically important for both the collection of rates and should grants need to be paid out to those in receipt of rates relief. Knowing who the business owner is, and how to contact them can be critical.*

The importance of keeping business rate lists and data up to date is acknowledged as an essential way of engaging and communicating with businesses and for maintaining information channels enabling for example the encouragement of *eligible businesses to apply for Small Business Rate Relief and to access any other form of support.*

The Panel noted and supported this based on the experience built up from the administration of grants and support during the pandemic when databases were used effectively to drive maximum take up and awareness of support.

#### **6.1.6 Greener High Street**

6. *Create a 'greener' high street by encouraging zero or low emission transport methods, providing Electric Vehicle (EV) charging points, and highlighting accessible pedestrianised routes and spaces.*

As an example of this, use of EV charging points to attract people to town centres and to balance accessibility/connectivity needs with creating a greener high street.

The Panel heard about the LEVI Pilot in the county and supported the focus on smaller towns to test take-up/demand.

#### **6.1.7 Absent Commercial Landlords**

7. *Tackle the problem of absent commercial landlords who allow empty properties to fall into disrepair.*

The FSB highlighted the number of vacant premises in towns, some of which had been left vacant for tax purposes, resulting in properties falling into disrepair. This led to vandalism and the perception of a 'sorry-looking' high street which was not performing well with the potential to deter investment.

The Panel noted that whatever can be done locally to tackle absent commercial landlords should be implemented in line with government initiatives and policies.

### **6.1.7 Parking**

8. *Addressing parking would have the single biggest impact on bringing people back to town centres.*

FSB surveys identified that 70% of small businesses felt that free parking, or at least easy access to parking, would make the biggest material difference to footfall and therefore to their income. Whilst recognising this as a common 'business ask' it was not always possible for a variety of reasons including the provision of free short-term slots (30 minutes) – although it was felt that the latter could encourage regular spending in shops as people would be put off if they had to pay for an hour, when they only needed ten minutes.

In response to this, the Scrutiny Panel indicated that it was not in favour of timeless free parking as a general principle because free spaces could be used by those working in a town (including business owners), rather than by the shoppers.

The Panel did however support the premise of half hour on-street free parking spaces where it was possible. The Panel did however stress the importance of enforcement to make this work.

### **6.1.8 Access to banks**

9. *Seventy-four percent of businesses had experienced bank branches closing in recent years reducing access to cash in more rural areas.*

Banks had traditionally been seen as a bedrock for market towns and high streets, particularly in more rural areas. With branches closing this was disproportionately impacting the elderly and the vulnerable who still favoured cash and were unable/unwilling to move to online banking. This not only impacted footfall but also local businesses. Where cash was used, the businesses had no means of banking it locally, adding journey times, costs and increasing security concerns if this was not done on a daily basis. As Lincolnshire is large and rural sometimes the nearest bank could be forty minutes away.

### **6.1.9 Other Issues**

Following 17 months of on-and off closure during the pandemic, this had not only impacted the business but had led to increased stress among the business owners themselves. Further, post covid businesses were also dealing with:

- recruitment and labour challenges including the affordability of staff;
- reduced footfall (in some cases);
- ongoing adjustments to changing consumer habits – including moves to online shopping;
- a business rate system that was 'antiquated' and awaiting review particularly in respect of re-rating;

- business rents volatility - 56% of FSB business members stated that rent levels had been an issue, with over half stating that if there had been rent regulation, it would have made things easier;
- Energy cost rises;
- Shifting payment trends away from cash to debit and credit cards (and associated costs of processing these payment);
- The impact of the loss of large retailers/anchor tenants in high streets that acted as a draw for shoppers; and
- Reduced accessibility to nighttime offers when linked to public transport services.

### 6.1.10 Optimism

The FSB's small business index (April 2023) looked more promising, despite the issues being experienced, with trends indicating the potential to exceed pre-pandemic levels. This is not an index focused specifically on the high street/retailing/hospitality etc and these sectors did in fact return negative confidence scores, the worst of all sectors. However, they were not as pessimistic as previous returns and reflected the fact that consumer spending had held up better than forecast. Nonetheless, there were revenue growth concerns due to the relative low-cost margins of the sector. Further UK wide, there was negative growth in employee numbers.

*“Weaker growth aspirations align with the general economic uncertainty and low growth trajectory of the wider economy. Looking at businesses by sector, those in accommodation and food service activities are the least likely to anticipate growth over the coming year, with this being the case for just 17.8% of respondents. For the wholesale and retail sector, the net balance figure stood at 28.0%. Both sectors continue to face pressure from weaker consumer activity amidst declining living standards. Nevertheless, the share expecting growth in wholesale and retail is greater than was the case in Q4 2022, when just 37.5% of small businesses in this sector expected to expand over the coming year. This highlights the shift in sentiment between these periods”<sup>12</sup>.*

## 6.2 Business Support in Lincolnshire

The way that Business Support is funded is changing nationally. European funding came to an end in June 2023 and has been replaced with UK Shared Prosperity Funding (UKSPF) which has been allocated by the UK Government to lower tier authorities. The overall aim of the UKSPF grant is to help restore a sense of community, local pride and belonging. As noted earlier in the report, supporting local businesses is highlighted as one of three central themes of the funding.

---

<sup>12</sup> [Small Business Index, Quarter 1, 2023 | FSB, The Federation of Small Businesses](#)

In Lincolnshire, each district must make their own decisions about how UKSPF is allocated, depending on their knowledge of local needs. Lincolnshire County Council does not have direct access to UKSPF and has no alternative significant funding sources to deliver business support at scale through the existing Business Lincolnshire Growth Hub [www.businesslincolnshire.com](http://www.businesslincolnshire.com), which has developed over many years utilising significant amounts of European funding. The Growth Hub is part of the national business support service, delivered at a local level since 2015, it receives a small amount of funding from the Department of Business and Trade for operational and management but has to rely on securing external funds for business support delivery.

A Business Lincolnshire UKSPF Shared Service programme has been offered to all ten local authorities within the Greater Lincolnshire Local Enterprise Partnership (LEP) area which includes Lincolnshire, North and North East Lincolnshire and Rutland. Local Authorities can use their UKSPF funds 'buy into' this service to meet their business support needs. The UKSPF Shared Service includes a mix of generalist business advice and specialist advice (including retail, leisure and hospitality and digitisation), specialist programmes (including a retail, Leisure and hospitality programme) and a workshop programme supported by a communication campaign. The programme continues to offer a ladder of progression for businesses from start-up, business growth and scale-up.

As of September 2023:

- six authorities have opted in to the shared service model– City of Lincoln Council, North Kesteven District Council, Rutland County Council, South Kesteven District Council, West Lindsey District Council and North East Lincolnshire.
- Discussions are in progress with North Lincolnshire Council
- Three authorities have opted out. These are Boston Borough Council, East Lindsey District Council, South Holland District Council.

Enquiries from businesses in these areas will now be managed by the respective Local Authority Economic Development Teams, who will identify appropriate business support solutions for the businesses in these areas<sup>13</sup>.

In addition, some Districts are offering/considering additional support services for local businesses. For example, North Kesteven District Council wish to extend their net zero offer with a dedicated Low Carbon Adviser and West Lindsey District Council have procured a Retail Sector Adviser.

---

<sup>13</sup> All businesses regardless of their location, will continue to be able to access the many self-service tools and information available on [www.BusinessLincolnshire.com](http://www.BusinessLincolnshire.com).

## **Recommendation 2 (High Street Businesses)**

### **We recommend that:**

- (a) That the County Council lobbies those organisations that restrict businesses and support further streamlining of administrative processes for town centre businesses, including licencing.
- (b) That the County Council be supportive of High Street businesses by developing a Single point of Contact (SPOC) for town centre matters; and streamlining processes internally to support businesses.
- (c) That the Business Lincolnshire Growth Hub seeks to support an enterprise culture in town centres where services are available.
- (d) That opportunities be considered through regulatory services, such as Trading Standards, to offer selected business advice to support town centre business start-ups.
- (e) That a pilot be explored to '*keep the local spend local*', working with Lincolnshire County Council's procurement, partners and existing '*buy local*' initiatives.

## 7. Placemaking, Funding and Skills

---

### 7.1 Place

Frequently the concepts of place and placemaking were raised at our meetings. In this context, a *place* can be identified as:

- where people, location and resources combine to create a sense of identity and purpose.

Placemaking is:

- the collaborative process of turning a space into a place where it is desirable, relevant, and welcoming. In effect the art of addressing the needs and realising the full potential of a place and its communities whilst considering its design, location, infrastructure, services and most importantly, its residents and users.

We were told that places can be shaped by the way resources, services and assets are directed and used by the people who live in and invest in them. Hence, place is a more joined-up, collaborative, and participative approach to services, land, and buildings across all sectors within a place, enabling better outcomes for everyone and increased opportunities for people and communities to shape their own lives.

### 7.2 Placemaking

Placemaking can refer to a process of shaping public space. It is an important aspect of community engagement aimed at identifying assets and resources within a community and harnessing the ideas, skills and assets around the individuals that take part in the process. It helps to identify barriers that can be addressed to create strong and resilient and connected communities. Placemaking aims to build on and enhance a place's local distinctiveness and to create bonds between people and place, in improving the quality of a place it will in turn benefit the wider community and region.

We were advised that by understanding the physical, social, and economic characteristics of a place, placemaking can create a positive impact on the quality of life for residents.

Thoughtful placemaking can create high quality spaces that are inviting, safe, and accessible for all. Additionally, placemaking can foster a sense of identity and belonging among residents. By understanding the community's strengths and weaknesses, placemaking can be used to create a space that is reflective of the community's values and character. From the



evidence before us, we have concluded that collaborative placemaking can be an instrument for accessing and transforming public areas into spaces for dialogue, integration, and democratic engagement. What is more, this can lead to the creation of healthier, safer, and greener places for our residents and places where businesses can contribute, benefit and prosper.

We concurred that good practice involves:

- a) an audit of all current and potential partners/active groups and organisations in an area to understand who the stakeholders and influencers are;
- b) a review to determine if there is any synthesis in areas/interests/activities focusing on:
  - access and linkages
  - comfort and image
  - uses and activities and
  - sociability

(See diagram 1 below <sup>14</sup>)

- c) based on the outcome, the development and provision of support to facilitate a collective, cross sector vision and thereafter to align activity to it.

## What Makes a Great Place?

Project  
for Public  
Spaces

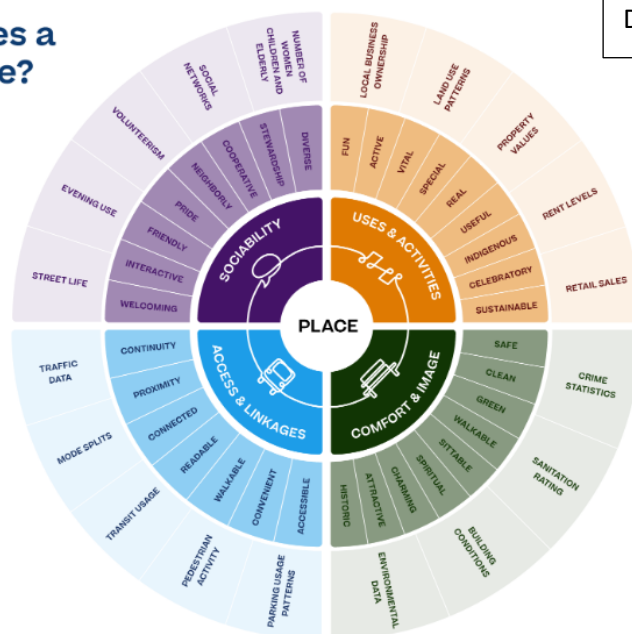


Diagram 1

<sup>14</sup> For further information visit - [What Makes a Successful Place? \(pps.org\)](http://pps.org)

### 7.3 Self-Contained Places

As part of our evidence gathering, we received information on the concept of fifteen-minute and twenty-minute neighbourhoods. A fifteen-minute or twenty-minute neighbourhood is a neighbourhood where residents can access most (and in a few cases all) of their needs within a short walk or bike ride from their home. In effect, such neighbourhoods can become as far as possible ‘*self-contained places*’. We stress that self-contained places are a matter of choice, as individuals are of course free to shop, engage in leisure activities or use certain public services wherever they wish.

The concept of ‘*proximity*’ has been identified as a key barrier and a challenge to be overcome in contemporary towns and one that is associated with sustainability and viability of the built environment. The challenge became more prominent in the context of the pandemic. As part of this, the concept of ‘*walkability*’ arose, with reference to a vision for pedestrian walkable distance of complete and self-contained places.

The key elements of a **self-contained place** in summary could be:

- ✓ development of a social and functional mix;
- ✓ engagement of the public (people living within a specific area) in urban planning processes (aimed at that specific area);
- ✓ improvement of walking and cycling infrastructures, and an aim to reduce the use of private vehicles for everyday local activities; and
- ✓ where appropriate, the decentralisation of core services with flexible uses.

The principle of 15-minute neighbourhoods is more usually associated with larger urban areas and supports local use and reduced carbon. Such tight neighbourhoods are difficult in smaller rural areas, but pioneering work has been undertaken in the Highlands and Islands with a slightly extended and proximate ‘travel time’ 20 Minute Neighbourhoods in the Highlands and Islands<sup>15</sup> and is also being developed in the East Riding of Yorkshire.

Concepts include embracing sustainable travel, using the 20-minute principle as a target, aligning community action and public and private sectors to support and deliver the principle through neighbourhood and/or local plans. Additionally, addressing action not just around the presence of buildings, facilities and transport but aligning around services, resources and community collaboration and all concepts of daily life (education, employment, housing, public services, access to outdoors, movement from rural to urban etc.)

---

<sup>15</sup> For further information visit - <https://nickwrightplanning.co.uk/20mns-highlands-islands.htm>

## 7.4 Benefits of Self-Contained Places

The benefits of such a model are often cited as follows:

- Economic benefits – Self-contained places could lead to a boost to local economies across the seven districts, by encouraging more customers to shop locally, supporting more local businesses, in turn stimulating local employment.
- Environmental Benefits - Reducing long-distance travel has an environmental benefit, reducing transport generated emissions. Introducing greener spaces would enable new community assets and increases biodiversity.
- Health and Wellbeing benefits - Walkable places introduce healthier lifestyles. In addition, a greener environment is likely to have a positive impact on mental health, through opportunities for play and recreation for adults and children. Interactions within the local community can address isolation and loneliness. Improved air quality will also contribute to better health outcomes.
- Viability and inclusivity of Communities - This is a long-term aspiration that would facilitate local people spending more time with their social and family circle within their localities and where places are inclusive, accessible, and enjoyable for individuals of all ages and abilities.

## 7.5 Capacity Building and Skills

We were advised that placemaking ‘capacity building’ involves providing training and coaching, utilising best practices, and engaging with professional bodies and networks of key practitioners.

Options to take this forward include:

- Linkages to existing partnerships with professional memberships and organisations, such as the Association of Directors of Environment, Economy, Planning & Transport (ADEPT) that can provide additional support and expertise through programmes such as Excellence in Place Leadership; and
- The development of an internal toolkit and training programme aimed at supporting and understanding the importance of placemaking throughout the county council’s services and utilisation of key toolkits and strategies including:
  - The Department of Transport’s ‘Gear Change – A bold vision for cycling and walking’ looks at better streets for cycling and people, putting cycling at the

heart of decision making, enabling people to cycle, and be protected and empowering local authorities to lead and implement change; and

- Homes England's 'Building for a Healthy Life' looks at integrated neighbourhoods with walking, cycling and public transport at its heart, distinctive places with well-defined streets and spaces and streets for all with blue green infrastructure, cycling and car parking and above all healthy streets.

Through adopting capacity-building initiatives, Lincolnshire County Council should seek to promote a greater understanding and appreciation of the importance of place-making and equip the Council with the skills and knowledge needed to deliver high-quality outcomes. We believe that adoption and implementation of capacity building programmes (which would follow the European Regional Development Fund technical assistance model<sup>16</sup>) will support in place-making skills being diffused across services to deliver outcomes through training and champion programmes.

## 7.6 Becoming Place-Ready for Investment

The local authority strategic convening role involves creating a supportive environment that attracts commercial investment to areas. This includes working with local stakeholders to identify opportunities for investment and to develop a shared vision for an area's future.

To constitute a place investment ready, Lincolnshire County Council should undertake a range of activities, including infrastructure development, planning, and zoning changes, public-private partnerships, and work to identify and address barriers to investment, such as regulatory hurdles or access to finance.

## 7.7 Viability and Vitality

Drawing on the work of the High Streets Task Force, we accept that both viability (economic performance and yield) and the vitality of high streets are important. Further, there is more to the high street than retail. It can encompass health and fitness, leisure, housing, workspace, entertainment, arts/culture, and even education. We acknowledge that a high street with a wider offer is more inclusive and attractive to a wider audience.

We also acknowledge that economic viability is strengthened by integrated actions, governance, policy, and leadership to support social and cultural, technological, and

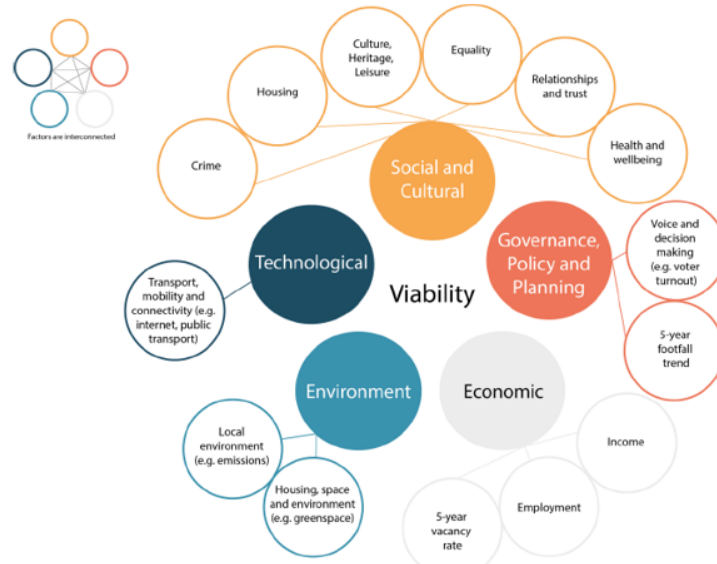
---

<sup>16</sup> For more information on this model and operation visit - [European Regional Development Fund](#)

environmental aspects of the high street. The graphic (diagram 2) below sets out the inter-connectivity.

Diagram 2

## Beyond economic viability



### 7.8 Survey of Town and Parish Councils

The Panel issued a short survey to 21 town and parish councils during 2022 to seek their views on their local town centres. They were asked to provide the following information:

- the current state of their town centre, including changes over the last five years and the impacts of the pandemic;
- initiatives or events to stimulate footfall or activity in the town centre and examples of good practice to increase activity in the town centre; and
- other issues related to their town.

### 7.9 Findings of the Survey

Ten councils responded (Alford, Coningsby, Crowland, Holbeach, Horncastle, Long Sutton, Louth, Mablethorpe and Sutton, Market Rasen and Sleaford). We have identified the following themes from these responses:

- Town / parish councils are generally supportive of local initiatives and organisations, promoting a range of activities in their areas. These initiatives can include the voluntary sector and local businesses.

- The loss of retail bank branches has impacted town centres, as their premises can remain empty, and footfall has fallen because of their closure.
- There is a variation on the impacts of town / parish centres, with one reporting no empty retail premises. Several respondents identified empty premises as a negative feature, as too many empty premises create a less attractive environment for people visiting the town centre. Nevertheless, in one response, a difference between perception and actuality was cited – in other words the view that there are lots of empty premises is not necessarily supported by data.
- Several responses refer to issues such as managing housing development, conservation areas and planning enforcement as examples where there could be improvements (noting that these are District functions).
- Funding challenges across the public sector have been recognised, for example the availability of funding from the County Council and the district councils. Similarly, the availability of funding from other sources has reduced.
- Parking has been identified as an issue (cost and availability).
- Improving public transport and providing facilities for cyclists; and
- There is an acceptance that the composition and role of high streets will evolve from the traditional retail function to more varied services and facilities, for example, leisure, and even housing.

The Panel has selected the following from the survey as examples of good practice. However, in each case these ideas are beyond the remit of the County Council in terms of resourcing or actioning.

- Town Councils assuming responsibility for off-street parking.
- Digital Initiatives:
  - QR Code linking to town websites.
  - Town digital notice boards
- ‘Shop-Local’ Leaflets
- Footfall counters to understand numbers and town centre usage patterns.
- Mural art to make the environment more attractive.
- Repurposing former bank buildings and/or creating Banking Hubs, and
- Restoring disused public sector premises for community use.

## 7.10 Our Conclusions on Place-Making and self-contained places.

We believe that Lincolnshire's market towns and larger villages support or have the scope to support the basic principles of self-contained places, as many of Lincolnshire's towns and villages have a range of retail outlets, a post office, a GP surgery, pharmacy, and various community facilities. However, we acknowledge that for many people in market towns and villages they need to travel for these and other essential services. In addition, people have a choice, and are entitled to use any of the facilities in neighbouring towns. Furthermore, Lincolnshire's communities vary significantly in nature (urban or rural) and purpose. Our communities are not only defined through essential services, but also by characteristics, such as location, history, local economy, and demography.

The principles of self-contained places and placemaking align with the Lincolnshire County Council vision, 'working for a better future' by "*supporting high aspirations; enabling everyone to enjoy life to the full; creating thriving environments; and, providing good value council services*"<sup>17</sup>. However, the council cannot in isolation deliver this in terms of expertise, funding and the decision-making powers required. The role of partnership outlined earlier in the report is essential to delivering this together with community engagement and capacity building.

Having considered all the evidence, the Panel has concluded that there is a role for placemaking and self-contained places in Lincolnshire, as a means of improving the livelihood, viability, and prosperity of Lincolnshire town centres. We feel that efforts should be made to prioritise the principles of excellence in placemaking across services as a key means of maximising economic, social, and environmental outcomes in our Lincolnshire high streets.

### **Recommendation 3 – Placemaking, Funding and Skills**

#### **We recommend: -**

- (a) That Lincolnshire County Council work with North Lincolnshire Council and North East Lincolnshire Council to recognise the vital role of market towns in Greater Lincolnshire and to review opportunities for appropriate funding and budgets to support their viability and vitality (including infrastructure provisions) as a key ingredient in growing the economy of Greater Lincolnshire (referenced in Section 4 – Leadership and Strategy).
- (b) That the County Council encourage good design across town centres through its development management functions and through partnership working with teams at Local Planning Authorities and other stakeholders.

<sup>17</sup> For more information, please refer to [Lincolnshire County Council Corporate Plan](#)

- (c) That design excellence, local distinctiveness, and character of town centres are encouraged through partnership working (under guidance from the Historic Places Team); and that quality public realm offers/green spaces are created to provide residents and visitors with the opportunity to increase dwell time and to support health and wellbeing objectives and help develop Lincolnshire's visitor economy (this links to Recommendation 2b).
- (d) That consideration be given to each County Councillor receiving a £3,000 budget to support local activities aimed at increasing town centre footfall. Funding to be allocated through an established criteria and aligned to the work and findings of the LTBs (this links to Recommendation 1).



## 8. Technology, Innovation and Digitisation

---

### 8.1 Applications of Technology

We were advised that technology enables a wide variety of benefits:

- **Using spaces differently** – use of technology to make town centres environmentally friendly and sustainable and to understand the usage of spaces and how they can be improved.
- **Business support** – digital innovation can facilitate the changing needs of customers including online retailing and the skills needed for businesses to adapt and implement it as well as ways to increase an area’s digital presence and showcase it as a place to use and visit.
- **Connectivity with heritage** – use of digital technology to connect people with a town’s assets (relating to the Extensive Urban Survey work of the Council).
- **Traffic management** – use of technology to understand trends and to support town centre traffic management. For example, sensors can be used to monitor traffic flow, and variable message signs can be used to provide real-time information to drivers; and
- **Parking** – electric vehicle charging points and use of payment technologies (such as app-based solutions) to optimise residents and visitors’ experience in our towns and high streets.

However, digital connectivity, digital skills and access to digital mediums are required. The Panel recognised the importance of technology to support sustainable uses, business resilience and growth opportunities and to enable new markets/audiences to be accessed. Lincolnshire County Council has a unique opportunity to leverage its digital and electric vehicle infrastructure leadership and contract management roles to support this.

### 8.2 Broadband

94.7% of premises have access to superfast broadband in Lincolnshire (>24Mb/s<sup>18</sup> download speeds). This is expected to rise to the national average of 97% during 2023 because of the existing Building Digital UK<sup>19</sup> (BDUK) contract. Gigabit coverage currently sits at 36.6%<sup>20</sup>. The

---

<sup>18</sup> Mb/s = Megabyte per second.

<sup>19</sup> For more information please refer to [Building Digital UK](#)

<sup>20</sup> Further information on coverage at a specific address can be found at [BT Broadband \(btwholesale.com\)](#).

Council will be extending their ongoing BDUK contract to cover a further 2,500 premises in addition to the current 8,000. The 10,500 premises will receive download speeds of >100Mb/s as a minimum, with many getting >1Gb/s<sup>21</sup>.

To create the right conditions for business growth particularly in the high street, digital connectivity is essential. This must be scalable and future proofed provision with access, speed and capacity to support the needs of businesses and addressing digital inclusion for all residents. This can be a challenge in rural areas where businesses can often miss out on higher quality connections.

Without public investment to incentivise broadband proviers – in largely rural areas – there will be disadvantage and ongoing digital exclusion. This will particularly impact the growth and sustainability of micro businesses and SMEs (98% of the Greater Lincolnshire business base) many of these are high street businesses.

There are also needs in the visitor economy to enable the product to be developed further particularly in sparse or rural areas including access to mobile apps that will support resident engagement, increase the visitor offer and suport businesses and cutural and heritage engagement. To this end two pilots to ‘digitise the high street’ are referenced further in Section 10.

### **8.3 Project Gigabit**

The government’s Project Gigabit<sup>22</sup> seeks to increase capacity to at least 85% of premises by 2025 and 100% by 2030. A bid is being made to BDUK’s GigaHub Scheme<sup>23</sup> to connect 150 public buildings in the county.

The Council is working with suppliers to further expand community fibre broadband schemes under the existing Rural Gigabit Connectivity scheme. There are currently several large schemes in various stages of development which are expanding the number of communities involved.

The government is providing up to £210 million worth of voucher funding<sup>24</sup> as immediate help for people experiencing slow broadband speeds in rural areas. The Council is actively encouraging individuals and businesses to take up the scheme. There is also the fibre-to-the-premises scheme focusing on the south in Stamford, Deepings, Boston, Bourne, Grantham, Spalding, and Sleaford.

---

<sup>21</sup> Gb/s = Gigabit per second

<sup>22</sup> For more information refer to [Project Gigabit Delivery Plan: winter update - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/projects/project-gigabit-delivery-plan-winter-update)

<sup>23</sup> For more information refer to [GigaHubs: key information - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/projects/giga-hubs)

<sup>24</sup> For more information refer to [Gigabit Vouchers \(culture.gov.uk\)](https://culture.gov.uk/gigabit-vouchers)

We, however, noted that whilst gigabit speeds are game changing, the government's 'workable speed' of 30Mb presents challenges to inclusive growth and town centre sustainability, especially when there are significant numbers below that speed.

In summary, we recognise the vital role of superfast broadband, and note the important role that the authority plays in providing better access for businesses and communities. We feel that as an authority Lincolnshire County Council must take a firm view on developments and on the visual impact of some 5G infrastructure, and therefore lobby the government so that planning authorities have a greater say in the siting of 5G infrastructure.

#### **Recommendation 4 - Technology, Innovation and Digitisation**

**We recommend that:**

- (a) That Lincolnshire County Council takes a firm view on developments and lobby government so that planning authorities have a greater say in the siting of 5G infrastructure.
- (b) That the County Council support initiatives to drive digital skills amongst people who work in town centres, where appropriate.
- (c) Lincolnshire County Council test community and visitor opportunities to '*digitise the high street*', working in partnership with local areas to ensure content is created and managed in real time, along the lines of the pilots currently being developed in Holbeach and Mablethorpe (this will build on the work of the Council's Historic Environment Team and look at other opportunities to animate spaces including the use of pop-up museums).

## 9 Data Driven Decision-Making and Targeted Investment

---

### 9.1 Data and Place

The Panel acknowledges that data is imperative in developing our learning and understanding of our towns, villages, and high streets. It is essential in making cases for scaling up successful activity, bidding for external funding and making business cases for new activity. Collating data about our places, including those of businesses and other key stakeholders plays an important role in knowing our places and understanding why people visit our towns and how they use the spaces. This information, in conjunction with 'perception data', will help differentiate between the needs of residents and those of visitors and where those needs align.

This information can be important for attracting new investment into town centres. Further, profiling town centres is more than getting people into shops, it is also about attracting skilled individuals from outside of the county to live in Lincolnshire, because of attractive market towns and town centres providing the environment for everyone to 'live, work and play' (Vision 2050).

The evidence presented by the FSB and the Chamber of Commerce earlier in the report indicates that joining forces with businesses and partners on a localised level, sharing information and exchanging data will be of mutual benefit not only in assessing trends, creating foresight of needs (especially unmet needs), but also helping to monitor the impact of decision making in 'real time' enabling greater agility and resilience in interventions.

### 9.2 Use of data in Lincolnshire towns

We considered information in relation to the County's visitor economy. We were advised that the Council uses the Scarborough Tourism Economic Activity Monitor (STEAM) to quantify the local impact of tourism. STEAM is widely accepted by the industry as an evaluation model and harnesses data from a variety of sources including hotels, venues, and attractions. STEAM quantifies the local level of both overnight and day visitors, through analysis and use of a variety of inputs including visitor attraction numbers, tourist accommodation bed-stock, events attendance, occupancy levels, accommodation tariffs, macroeconomic factors, visitor expenditure levels, transport use levels and tourism-specific economic multipliers.

The Panel is confident that ongoing use of STEAM data will allow Lincolnshire County Council to better understand visitor trends and develop collaborative solutions to increase day visits and overnight stays to Lincolnshire with a focus on towns.

Many towns have footfall counters. This information, where available, can help inform decision making in terms of where footfall is increasing/decreasing, fluctuations during the week – perhaps spiking in line with a key event or market. These can also identify pedestrian flow and when footfall is at its peak e.g., summer season. This could be vital to informing partnership activity to support planned interventions in town centres.

In the Technology, Innovation and Digitisation section earlier in this report, there is reference to traffic management technology and to electric vehicle charging points as part of the LEVI pilot. This will also collect data (where anonymised) which will also inform interventions and decision making.

Furthermore, the Virtual Immersive Environment (VIE) pilots (further reference in Section 10) will use data to determine the effectiveness of the intervention in terms of use/take up, effectiveness and issues relating to access and connectivity. This data, as with all pilots, will inform a stop/go approach to next steps and if the initiative is considered value for money, the data will inform the adaptation of the product and the costs involved in set up and maintenance, should it be rolled out to other towns.

### **Recommendation 5- Data-Driven Decision Making and Targeted Investment**

#### **We recommend that:**

That data and lessons captured through pilots, including digital highstreets and Local Electric Vehicle Infrastructure fund are used to inform better business cases to support interventions and investments in town centres.

## 10 Heritage and Visitor Economy

---

### 10.1 Lincolnshire Extensive Urban Survey – Heritage

The Panel reviewed the Extensive Urban Survey (EUS) project recently completed by the council's Historic Places Team. Part of a national programme funded by Historic England, the aim was to better understand the historic development and its influence on the character of Greater Lincolnshire's towns. The survey included a total of 30 towns, with the County Council working in partnership with North Lincolnshire Council and North East Lincolnshire Council.

The EUS has produced historic urban character assessments focused on the evidential, historical, aesthetic, and communal attributes of the individual towns surveyed. This has provided an opportunity to look at the modern-day town at the hyper local level and used digital mapping to plot the changes in the towns over time. More details on the findings of the survey may be found in Appendix H.

The Panel recognises the value of the EUS project and the information and data that it has collected. There is value in using the information to showcase Lincolnshire towns by promoting tourism, supporting local planning; enhancing community engagement; and providing educational resources.

The benefits of this work demonstrate the distinctiveness of each town with supporting maps and digital maps for each of the thirty towns covered. Various benefits and interdisciplinary opportunities were discussed, and the reports provide a data led approach to support future place shaping.

The EUS information is currently being used to develop two high street digitisation pilots that the Panel has recommended be developed to support further actions (Recommendation 2e).

The two pilot projects are being developed in Holbeach and Mablethorpe, which were selected due to:

- funding opportunities targeted in these areas;
- the availability of historical evidence and mapping from the EUS, and
- the opportunities to demonstrate specific outcomes in these towns with Mablethorpe harnessing community development and local history learning and Holbeach adopting a pilot focused on business engagement.

The aim is to create a virtual immersive environment (VIE) for both high streets with the objective of driving new footfall, encouraging new visitors, and re-engaging the 'place' with the local community.

The VIE will have interactive hotspots that will reveal some of the hidden histories of the high street's architectural and social past. The VIE will be a digital creation of exterior spaces and produces a self-led tour of a space or place and can be viewed online or via a mobile device.

Information hotspots or points of interest can be added via text, images, videos, and audio. Multiple copies of a space can be created with hot spots adapted to appeal to a particular audience, for example to businesses or residents.

In Mablethorpe an underspend on the Coastal Communities Fund programme is being used to support digital reimaging of the high street. This will look to engage schools and students in content creation and harnessing local history components in the Key Stages 1/2 national curriculum. Pupils will engage with family members to collect local stories and develop an understanding of 'place identity and its heritage'. These stories will support the story telling.

In Holbeach the focus will be around providing businesses with an opportunity to advertise events and offers and the potential to operate local discount schemes. Whilst telling residents and visitors the hidden story of Holbeach, it will also function as a mobile town notice board.

Other links to heritage were discussed by the Panel including the use of pop-up museums in vacant properties to both animate the space and engage resident and visitors with local heritage stories. Opportunities to undertake more of this type of activity would be welcome, subject to accessing appropriate external funding.

## **10.2 Visitor Economy**

Market towns make a significant contribution to the visitor economy in Lincolnshire, both in terms of attracting tourists to that town and being a fundamental part of the offer of the wider hinterland. In the case of Lincolnshire, this is particularly true for those seeking active walking and cycling holidays on the coast or in the Wolds for example. Tourism and hospitality are also a source of employment in market towns.

Market towns attract a significant amount of tourism spend from visitors who come to explore the area. This includes spending on accommodation, food and drink, attractions, and shopping, which in turn supports local businesses and boosts the local economy. The presence of extra visitors creates more of a buzz in a town and adds to its vibrancy.

This also increases local employment opportunities in market towns, ranging from jobs in hotels and restaurants to positions in tourism-related businesses including attractions and venues.

Market towns often have a rich heritage and unique character that makes them attractive to visitors. In Lincolnshire there is a wide breadth of heritage and many of the smaller market towns are historic urban settlements of interest to visitors. The tourism industry, in turn, can help to preserve this heritage by supporting investment in the restoration and maintenance of historic buildings and landmarks led by the private sector.

Market towns often host a variety of events and festivals throughout the year, from farmers' markets and craft fairs to music festivals and cultural celebrations. These events can also attract visitors from outside the area and help to boost the local economy. In Lincolnshire examples include the Beyond the Wood's Festival (Horncastle), the 1940's Festival (Woodhall Spa), the Holbeach Music & Beer Festival, and the Forbidden Forest (Grantham). The CEO of the Lincolnshire Chamber of Commerce advised the Panel that collaboration in towns was key and that opportunities to link festivals and events to attract tourists and encourage them to stay longer should be explored – creating complementarity and not competition.

In Lincolnshire, tourism is a priority economic sector and as such is critical to the economic prosperity of the county. The Lincolnshire visitor economy was worth £2.49 billion in 2019, falling to £1.24 billion in 2020 and recovering to £2.03 billion in 2021, not quite pre-pandemic levels but displaying a degree of resilience. In 2021, there were 22.7-million-day trippers to Lincolnshire, a reduction of 26% compared to pre-pandemic levels, but an increase of 58% on 2020.

The presence of a thriving tourism industry can help to attract investment into market towns, including funding for infrastructure improvements (as referenced earlier through the SIDF) and the development of new tourism-related businesses and with them jobs and a higher quality of place for residents.

The Council has been active in tourism since the early 1990s, undertaking a strategic place leadership role, focusing on promoting, inspiring and attracting visitors to Lincolnshire via Visit Lincolnshire ([www.visitlincolnshire.com](http://www.visitlincolnshire.com)) The website seeks to enhance the visitor experience, this includes local, national and international visitors. The strategic objective is to increase the number of higher spending staying visitors to the county. The website receives an impressive number of visitors and it can track the conversion rate from looking at an accommodation providers page to a booking.



Some of the key elements that contribute to creating a vibrant mix that attracts visitors to a market town, includes:

- **Historic character:** Market towns that have preserved their historic character and architecture can be very attractive to visitors, creating a sense of charm and uniqueness that is difficult to find elsewhere.
- **A range of independent shops:** Market towns that have a diverse range of independent shops, boutiques, and artisanal businesses can be very appealing to visitors, as they offer a unique shopping experience that is different from the homogenised offerings of larger towns and cities.
- **Markets and events:** Markets and events can be a great draw for visitors, creating a lively, festival type atmosphere that encourages people to linger and explore. Farmers markets, craft fairs, and food festivals can all be effective in attracting visitors.
- **Cultural attractions:** Market towns that have high quality cultural attractions, such as museums, galleries, and performance venues, can provide a draw to visitors who are interested in learning about the history and culture of the area.
- **Natural beauty:** towns that are located / are proximate to areas of natural beauty, such as the countryside or by the coast, are more attractive to visitors who are looking for a relaxing break or want to combine it with walking or cycling activities.
- **Food and drink:** Market towns that have a thriving food and drink scene, with a range of pubs, cafes, and restaurants, can be very attractive to visitors who are looking for good quality, locally sourced food, and drink.
- **Walkability and accessibility:** Market towns that are easy to walk around and have good public transport links can appeal to visitors, as they offer a convenient and stress-free way to explore the town and the surrounding area.

The Panel also acknowledged other key learnings, including that:

- It is crucial to know your visitor and what they want out of a visit so that you can adapt an offer or leverage a key asset.
- Locals, like visitors, want cleanliness, a good range of shops including independents, and eateries.
- Day trippers exceed overnight visitors in numbers and are worth £940 million to the local economy, whilst fewer staying visitors add significantly more contributing £1.08 billion to the economy. Staying visitors want variety which includes heritage,

shopping, walking, cycling, and bird watching. Packaging of these elements is being developed further by Visit Lincolnshire. To support this work:

- Walking and cycling facilities are required including safe cycle storage. This is referenced in Section 11, Recommendation 6b) and
- The availability of walks is being digitally developed on special webpages of Walking on Visit Lincolnshire<sup>25</sup>. When complete the Coastal Path will have its own area as will the Viking Way which is currently undergoing several route improvements.
- Effective parking provision, signposted and accessible must be available. Pay on exit arrangements are preferable to encourage longer dwell time and, as referenced earlier in the report, short periods of free parking encourage a churn of visitors.

### **10.3 Green Tourism – Ambassador and Toolkit Offer**

The Council is already working with tourism businesses to develop their green offer, and this is likely to be increasingly appealing to staying visitors.

The Council has already piloted a green tourism toolkit<sup>26</sup> with coastal businesses which has been rolled out in 2023. There is an opportunity to adapt this specifically for market towns. The Toolkit is divided into People, Planet and Place and is supported by training and an ambassador programme.

The key findings from the pilot showed that many businesses had a very narrow view of what ‘going green’ entails and this was a barrier. The training addressed this perception and provided a forum for businesses to share and discuss problems and solutions. The opportunity for businesses to be Green Ambassadors after completing the course and getting a plaque was seen as a massive draw for the business participation. Collectively, green tourism and a form of accreditation although not unique, help sets the offer apart and differentiates it from other tourism products.

Market towns offer a variety of opportunities to leverage green tourism coupled with their heritage offers and proximity to walks, cycle routes and green spaces including the Wolds Area of Outstanding Natural Beauty (AONB), Sites of Special Scientific Interest (SSSI’s) and nature reserves. The Green Toolkit could present an opportunity to communicate this in a co-ordinated way, putting the market town as the destination in a wider offer. When working together, towns can also leverage complementarity not competition as referenced earlier in the report.

---

<sup>25</sup> For further information visit - [Walking - Visit Lincolnshire](#)

<sup>26</sup> For further information visit - [Green Tourism Toolkit - Business Lincolnshire \(visitlincolnshire.com\)](#)

Dependent on the results and in line with work to develop the towns area on the Visit Lincolnshire website, there could be opportunities to take this a step further by including the development of a town level green indicator. This would help in identifying natural and heritage assets and promoting other 'green provisions' such as the percentage of businesses participating in the green ambassador programme; levels of secure cycle storage; Electric Vehicle charging provision etc.

In addition to the obvious benefits of green tourism training and the ambassador programme, increasing numbers of people are seeking green products and services – there is a proven consumer demand particularly with younger audiences and it can be a key ingredient to staff recruitment and retention, again particularly with younger people.

As a key ingredient of business sustainability, there is a shift towards focusing on the local area, green businesses have the potential to create a whole host of positive impacts for their local area including:

- Celebrating a sense of place in promotional materials and collaborative promotion of green businesses;
- Enhanced engagement between businesses and cultural heritage networks;
- Employment of local staff;
- Business generated initiatives to support wildlife and plant life;
- Opportunities for staff and customers to be more environmentally aware;
- Engagement of staff in sustainability initiatives;
- Adoption of responsible purchasing policies;
- Percentage increase of goods and services provided by local suppliers;
- Monitoring/management of energy and water consumption with the objective of reducing it;
- An increased focus on the circular economy and in particular the waste hierarchy: refuse, reduce, reuse, repurpose, recycle; and
- Supporting local walking and cycling.

#### **10.4 Our Conclusions on Heritage and the Visitor Economy**

The Panel recognises the importance of supporting and maintaining the Lincolnshire visitor economy as a key element in securing the future of our high streets and market towns.

Not knowing enough about a place is the key reason for not visiting (2017 Non-Visitor Research). It is not that Lincolnshire doesn't offer what visitors want, but that they do not always know what it has to offer. The analytics for Visit Lincolnshire increasingly show an interest in searching for 'market towns' to visit. Ways to convert searches to visits are being developed still further with video content, additional text, and photographs. This should not be just about what the town has to offer, it should be seen as a base, cross-selling nearby attractions. For example, Louth can be sold as an excellent base for visiting the new King Charles III National Nature Reserve and the King's England Coastal Path.

The Panel welcomed that the Visit Lincolnshire portal had been established and saw opportunities to cement and enhance it as a centralised place for mapping Lincolnshire's cycling and walking routes and linking that 'offer' to that of market towns.

This can be enhanced by the Council in collaboration with district partners in the form of local apps to promote local offers. The pilots to 'digitise the high street' will offer further learnings to engage businesses, residents, and visitors with specific town *offers* utilising heritage knowledge and data captured through the EUS and will help cement a sense of place.

The Panel also recognises the widespread opportunities that green tourism can afford the high street and in particular Lincolnshire's market towns. To this effect a recommendation on Green Tourism is included in Section 11.

# 11 Green Growth

---

## 11.1 Net Zero

The government published its Net Zero Strategy in October 2021. This set out how the country will deliver its commitment to reach net zero emissions by 2050 through a variety of activities, tools, initiatives, and projects.

The strategy also lays the foundations for businesses to invest in the UK's green economy, taking action to ensure that the UK has the right skills to deliver a green industrial revolution and committing to work with industry to develop sector and supply chain action plans in areas where the UK has an economic advantage.

## 11.2 Local Strategies and Programmes

Opportunities to deliver net zero in Lincolnshire are referenced in the Council's Green Masterplan. Managed by and Environment Programme Board the plan looks at addressing the most pressing actions to reduce carbon and our impacts on the environment. Over the period to 2030, the County Council and its partners will deliver a carbon management plan aiming to reduce carbon emissions by 5,700 tonnes by 2023 (phase 1) and to deliver a heat decarbonisation plan, instal low energy LED<sup>27</sup> lamps in streetlights and create a sustainability decision making tool to ensure that sustainability is considered in council decision making.

The SIDF meanwhile focuses on decarbonisation and other responses to climate change that support sustainable growth and help achieve Net Zero targets. This is in the context of enabling innovation in low carbon technologies and renewable energy particularly in zero emission vehicles, mass transit and the decarbonisation of rail travel.

It is recognised that towns and high streets offer a significant contribution to achieving net zero targets through transitioning. This could also support green growth.

Town deal activity supports net zero transition and net zero targets are embedded within the principles of Devolution for Greater Lincolnshire which in turn will support the green recovery of the high street and programmes such as LEVI scope out opportunities to deliver electric charging in rural areas, market towns and urban centres.

District councils have all developed capacity to deliver environmental and sustainability outcomes, this is largely focused on internal carbon reduction plans and housing retrofit programmes supported by annual funding allocations.

---

<sup>27</sup> Light-emitting diode bulbs.

The South and East Lincolnshire Council Partnership has established the South and East Lincolnshire Climate Action Network to work with businesses and communities.

## **11.2 Opportunities**

Activities that the Council can add value to in this space over and above the plans and activities outlined in 11.1, are varied.

Easy fix opportunities to explore include:

- Scaling up the Council's Zero Carbon Parishes project – building on the success of this, there is scope to expand this and support environmental installations and initiatives in key towns as a start point to 'going greener'. Examples of previous activity includes a public water drinking fountain, a bike repair scheme, and a variety of biodiversity projects.
- Provision of a Green Hospitality and/ or Retail Guide - promoting independent businesses at the Lincolnshire level. Through this business commitment and action on a wide range of "green issues" that align with the Council's Green Masterplan will be demonstrated and linked with its benefits for the visitor economy and visitor experience.
- In response to the lack of bike parking sites in towns and in the context of the Panel's support to improving connectivity in towns and encouraging cycling – undertake a programme of providing Sheffield stands (a cost-effective provision).

## **11.3 Circular Economy**

The circular economy is a model of production and consumption whereby products are shared, leased, re-used, repaired, refurbished, or recycled for as long as possible. It is a model which moves away from fast fashion, fast consumption, and disposal, and from the current linear economic model based on '*take, make, dispose*'.

Any transition to a circular economy will require behavioural change and addressing geographic barriers (particularly in a rural area). Piloting real life examples and processes will help residents and businesses understand the benefits and further refine understanding and practical opportunities.

## **Recommendation 6 - Green Growth**

We recommend that Lincolnshire County Council: -

- (a) Develop a digital Green Retail/Hospitality Guide aimed at supporting independent businesses.
- (b) Improve facilities to encourage bike use on high streets (basic Sheffield stands) – linking to the work of the LTBs.
- (c) Encourage the use of service budgets to improve outcomes through investing in pilot activity, where benefits are aligned to the County Council’s aspirations for inclusive green growth.

## 12 Conclusions

---

A wider review of Lincolnshire town centres and high streets was needed to consider how Lincolnshire County Council could support Lincolnshire's high streets to maximise existing opportunities, to achieve economic and environmental sustainability, to recover from the pandemic and to help stimulate a visitor economy as well as to support job creation in town centres. This was in the context of other key players and authorities also delivering change in the high street, coupled with changes catalysed by consumer behaviour and national and regional economic performance.

The Panel considered a vast amount of varied evidence over the 14-month review period drawn from a combination of interviews, presentations, policy and best practice reviews and engagement with specialists from local communities. The Panel also commissioned case studies and surveyed stakeholders.

The Panel's conclusion is that the high street is not dying but nor is it thriving. There are huge variations in performance across the county and this is dictated by a town's retail and hospitality offer, its location, accessibility, connectivity, and investment in that place as well as external factors such as the wider economy, the cost-of-living crisis, and the lasting impact of the pandemic.

There is no silver bullet and no one stakeholder holds the solution. Only collaboration, co-operation and co-ordination through strong leadership and a shared vision can begin to provide the right support at the right time to Lincolnshire's towns.

This said there are huge opportunities in our high streets – harnessing their unique sense of identity, their heritage, working with businesses and communities and harnessing their pride in their places, knowing our audiences and being aspirational. The Panel sets out in the report that “(...) *there are opportunities in Lincolnshire to consolidate, expand or develop place-based activities that will create town centres that attract people to visit, shop, socialise and do business*”. Holistic actions to present the high street at its best are needed.

The Panel's recommendations are strategic and seek to add value to developing vital and viable town centres in Lincolnshire, these are cognisant of budget constraints across the public sector and largely focus on leadership and facilitation to create an environment for change that responds to the local needs of each town. They are also future facing in terms of net zero and use of technology. There is also particular recognition of the symbiotic interplay between market towns and the visitor economy bolstered by unique heritage and natural assets or proximity to such.



The Panel believes that the Council in the roles of a place leader, convener and influencer can help drive positive change in Lincolnshire's high streets aimed at making them more diverse in use, resilient and adaptable and to promote them to new users as thriving, exciting places where residents and visitors can enjoy new experiences and where businesses can succeed, and local employment opportunities can grow.

Our recommendations as set out in the main report, are now at the disposal of Lincolnshire County Council Senior Leadership and Executive Members and reflect where the County Council can add value to the activity of other stakeholders and prioritise activity based on its strategies, budgets, and capacity.

## 13 Key Contributors

---

Scrutiny Panel A would like to thank the following contributors and officers for their advice and support during this scrutiny review:

- Councillor Colin Davie, Executive Councillor for Economy, and Place
- Councillor Tom Dyer, Executive Support Councillor for Economy, and Place
- Justin Brown, Assistant Director – Growth
- Vanessa Strange, Head of Infrastructure Investment
- Mandy Ramm, Funding, and Investment Manager
- Warren Peppard, Head of Development Management
- Samantha Harrison, Head of Economic Development
- Mary Powell, Place, and Investment Manager
- Ian George, Historic Places Manager
- Nicola Grayson, Extensive Urban Survey Project Officer
- Jeanne Gibson, Programme Leader, Minor Works, and Traffic
- Simon Beardsley, Chief Executive, Lincolnshire Chamber of Commerce
- Katrina Pierce, Development Manager, Lincolnshire Federation of Small Businesses
- Steve Kemp, Director, OpenPlan
- Kiara Chatziioannou, Scrutiny Officer – Project Manager for Scrutiny Panel A
- Simon Evans, Health Scrutiny Officer
- Nigel West, Head of Democratic Services and Statutory Scrutiny Officer
- Thomas Crofts, Democratic Services Officer

### Further Information

If you would like to find out more about this Scrutiny Review or Overview and Scrutiny at Lincolnshire County Council, please contact the Scrutiny Team at [scrutiny@lincolnshire.gov.uk](mailto:scrutiny@lincolnshire.gov.uk).



# TOWN CENTRE IMPROVEMENTS

## Appendices

**Evidence Considered by Scrutiny Panel  
A on behalf of the Environment and  
Economy Scrutiny Committee**

**August 2023**

### Previous Scrutiny Activity

---

The Panel considered the following information from previous scrutiny reviews.

#### [April 2019 Environment and Economy Scrutiny Committee, Item 8 - High Street Revitalisation](#)

##### **The High Street Vitality Working Group report surmised:**

- High Streets were changing rather than dying.
- The transition from predominantly retail spaces was to places for leisure, visiting, living, and shopping.
- The Working Group lobbied for changes to planning to support High Street adaptation and changes in Business Rates.
- Five further **recommendations** were made:
  - Collaboration between Districts and the County Council was essential.
  - That all partners recognised the importance of a clean, green, and accessible High Street environment.
  - Recognition of the importance of engaging and supporting the private sector to understand changing consumer behaviours and possible responses– retailers, landowners, property owners and housing organisations – through collaborative business support programmes.
  - Supporting the County Council and Local Planning Authorities to champion ways to support (largely through Local Plan revisions) ways for each Lincolnshire town to complement and not compete with its neighbours (in terms of offer).
  - Work to engage young people to lead social media campaigns to encourage residents and visitors to use their market towns more.

#### [1.1.1 July 2021 – Environment and Economy Scrutiny Committee Report, Impact of Covid-19 on Lincolnshire’s High Streets.](#)

The Environment and Economy Scrutiny Committee considered the below:

- Function and form of High Streets and the role of the public sector.
- How working from home, internet shopping and home deliveries had removed people’s dependence on town centres and whilst a trend seen for some time, Covid-19 had made this change ‘revolutionary rather than evolutionary’.
- Balance between the role and interplay of town centres and the community – with town centres as a place to go, that provided a sense of belonging, a focal point with heritage, culture and local distinctiveness and identity.
- The Committee’s areas of focus included:

- **Use of publicly owned buildings and land to increase footfall, including the provision of "hubs" in town centres.** The report suggested that many people were now seeking a place to drop into to work and to meet – perhaps for half a day. Digital hubs were physical spaces with access to superfast broadband alongside community and business focussed services.
- **Members views and experiences of their local towns** following the pandemic and whether businesses in their divisions were working differently following the pandemic.
- **The impact of absent landlords/vacancies.**
- The repurposing of shops and empty spaces for **housing.**
- The **pedestrianisation** of high streets and other improvements such as reducing traffic congestion, improving air quality and increasing parking.
- High Streets and Market Towns as '**destination**' areas.
- **Collaboration** and joined up and joint working between local councils to coordinate improvements.
- The positive impact of the new **Local Transport Plan V** for Lincolnshire.

All the information highlighted by the reviews in April 2019 and July 2021 was used and built upon during the course of our investigations in 2022/23.

# Government Funding

## Government Funding in Lincolnshire

There are four streams of national funding, which have been allocated to Lincolnshire.

- (1) **Levelling-Up Fund: £187 million** (LUF 1) in round one and **£2.1 billion** in round two (LUF 2), on three themes: regenerating town centres and high streets; (ii) upgrading public transport; and (iii) investing in cultural and heritage asset.
- (2) **UK Shared Prosperity Fund: £2.6 billion** to ‘restore local pride across the UK’ by providing three main areas of investment: (i) improving communities and places; (ii) people and skills; and (iii) supporting local businesses.
- (3) **Towns Fund: £2.4 billion** to ‘unleash economic potential’, including contributions to net zero targets with individual projects supported with up to **£25 million**.
- (4) **Future High Streets Fund: £830 million** to renew and reshape town centres and support recovery post pandemic. This is complemented by a small loans fund for Business Improvement Districts and the implementation of a Parking Code of Practice to regulate the private parking industry.

### (1) Levelling-Up Fund

The Government’s Levelling-Up Fund (LUF) is a capital programme designed to invest in infrastructure that improves everyday life across the UK. The £4.8 billion national fund will support town centre and high street regeneration, local transport projects and cultural and heritage assets. In Greater Lincolnshire, £30 million was allocated to two projects in October 2021 (LUF 1). A further £124 million was announced in January 2023 (LUF 2).

Lead Authority	Funding Awarded £	Project Summary
Lincolnshire County Council – LUF 1	20,000,000	The A16 Levelling-Up Fund improvement scheme provides six projects along the A16 corridor between Boston and Spalding as a key route for the agri-food industry, reducing congestion, addressing major connectivity issues, and opening up the area for further investment opportunities.

Lead Authority	Funding Awarded £	Project Summary
West Lindsey District Council – LUF 1	10,000,000	Gainsborough Town Centre will be regenerated with projects such as a new four screen cinema and retail space, transforming the town hall into an enterprise hub, improving historic shop fronts, and creating quality residential flats.
Boston Borough Council – LUF 2	14,846,596	Boston’s Rosegarth Square Masterplan will create a new urban park, including new green spaces, improved pedestrian routes and artwork in the heart of Boston to boost resident's health and wellbeing.
City of Lincoln Council – LUF 2	20,000,000	£20 million to build two bridges in Lincoln to run across railway, as part of the development of the Western Growth Corridor.
East Lindsey District Council – LUF 2	8,091,774	In East Lindsey, £8 million will save three of the Lincolnshire Wolds’s most at-risk heritage and cultural sites. This includes Alford Manor House, a Grade II listed building, which will be brought back to life as part of a community visitor complex and Alford’s only remaining windmill.
South Holland District Council – LUF 2	20,000,000	£20 million will build a new swimming pool, a floodlit football pitch and multi-use games area to revamp the Spalding site to inspire people to be active and healthy. There will be community space dedicated for use to provide a health and wellbeing hub, as well as an extra care housing scheme for older residents.
<b>TOTAL</b>	<b>92,938,370</b>	

## (2) UK Shared Prosperity Fund

The UK Shared Prosperity Fund (UKSPF) of £2.6 billion is a successor to the previous EU structural funds. Invested at a local level across three priorities: communities and place, support for local businesses and people and skills. The primary goal of the UKSPF is to build place and increase life changes across the UK. The fund is a mixture of revenue and capital funds. Grant determinations were made in December 2022, confirming over £33 million in Lincolnshire.

The Rural England Prosperity Fund is a top-up to the UKSPF and succeeds EU funding from LEADER and the Growth Programme. It funds capital projects for small businesses and community infrastructure. This will help to improve productivity and strengthen the rural economy and rural communities. Over £6 million has been allocated across our region.

Lead Authority	Funding Awarded £	Hyperlink to Project Activity
Boston Borough Council	2,194,351	<a href="http://www.boston.gov.uk/UKSPF">www.boston.gov.uk/UKSPF</a>
	429,355 REPF	
City of Lincoln Council	2,810,773 REPF	<a href="http://www.lincoln.gov.uk/ukspf">www.lincoln.gov.uk/ukspf</a>
East Lindsey District Council	4,438,286	<a href="http://www.e-lindsey.gov.uk/UKSPF">www.e-lindsey.gov.uk/UKSPF</a>
	1,791,546 REPF	
North Kesteven District Council	3,195,139	<a href="http://www.n-kesteven.gov.uk/ukspf/">www.n-kesteven.gov.uk/ukspf/</a>
	747,556 REPF	
South Holland District Council	2,693,049	<a href="http://www.sholland.gov.uk/UKSPF">www.sholland.gov.uk/UKSPF</a>
	699,884 REPF	
South Kesteven District Council	3,898,582	<a href="http://www.southkesteven.gov.uk/UKSPF">http://www.southkesteven.gov.uk/UKSPF</a>
	540,469 REPF	
West Lindsey District Council	2,700,436	<a href="http://www.west-lindsey.gov.uk/growth-regeneration/uk-shared-prosperity-fund">www.west-lindsey.gov.uk/growth-regeneration/uk-shared-prosperity-fund</a>
	795,821 REPF	

### (3) Towns Fund

On 6 September 2019 the Government invited 100 places to develop proposals for a Town Deal, as part of the £3.6 billion Towns Fund. The Towns Fund is delivered using Town Deal Boards, with investment priorities and project proposals set out in a locally owned Town Investment Plan. There are six places benefiting from over £134 million in Greater Lincolnshire: Boston, Lincoln, Skegness, Mablethorpe, Grimsby and Scunthorpe.

Lead Authority	Funding Awarded £	Project Summary
Boston Borough Council	21,900,000	The investment plan delivers twelve projects, which include Boston Town Centre Regeneration, Boston Train Station improvements, The Centre for Food and Fresh Produce Logistics, and The Mayflower. Details at <a href="http://www.bostontowndeal.co.uk/">www.bostontowndeal.co.uk/</a>
City of Lincoln Council	21,900,000	13 projects across the city include restoration and repurpose of the Central Market, regeneration of the Sincil Bank area, and a Hospitality, Events, Arts and



Lead Authority	Funding Awarded £	Project Summary
		Tourism Institute. Details at: <a href="https://www.lincoln.gov.uk/lincoln-town-deal-board-1">https://www.lincoln.gov.uk/lincoln-town-deal-board-1</a>
East Lindsey District Council	48,400,000	The Connected Coast brings together a vision for Mablethorpe and Skegness to maximise their potential. With a total of 13 projects, the programme will deliver a learning campus in Skegness, town centre transformation, for both towns, and a campus for future living in Mablethorpe. Details at <a href="https://connectedcoast.co.uk/">https://connectedcoast.co.uk/</a>

#### (4) Future High Street Funds

The Future High Street Funds (FHSF) is a national programme to support and fund plans in local areas to make high streets and town centres fit for the future. It will renew and reshape town centres and high streets in way that improves experience, drives growth, and ensures future sustainability.

Lead Authority	Funding Awarded £	Project Summary
South Kesteven District Council	5,600,000	An ambitious programme of regeneration in Grantham, which includes: station approach improvements, re-establishment of the Market Place, introducing residential or creative uses of vacant retail space.

# Deep Dive into Lincolnshire Towns

---

During the course of the review, we have looked at various ways to select representative towns for deeper analysis and review selected by size, geography and location. The Office for National Statistics (ONS) describes a town as being 10,000 population and over. Below that nearly all settlements are defined as built up areas. The ONS states:

“Built-up areas are characteristic of settlements including villages, towns, or cities. In 2011 across England and Wales 95 per cent of the usually resident population lived in built-up areas. The total land area of the built-up areas (BUAs) in 2011 was 1.4 million hectares (9.6 per cent of England and Wales). There are 5,493 built-up areas across England and Wales, with the smallest areas having a population of just over 100, and the largest, Greater London having a population of nearly 9.8 million.”

The table below shows all settlements in Lincolnshire which might be deemed to operate as towns. It is based on analysis of local plan settlement descriptions, population scale and a local knowledge of the functioning of places. Each has been assigned a geographical sphere: Greater Lincoln (GL), South East Lincolnshire (SE), East Lincolnshire (E), South West Lincolnshire (SW) and an A631 Corridor.

Town	2011	2020	Change	% Change	Geographical Sphere
<b>City</b>					
1. Lincoln BUA	114,644	125,044	10,400	0.09	GL
<b>Towns</b>					
2. Grantham BUA	43,986	47,004	3,018	0.07	SW
3. Boston BUA	41,340	46,506	5,166	0.12	SE
4. Spalding BUA	31,702	36,737	5,035	0.16	SE
5. Skegness BUA	24,876	25,612	736	0.03	E
6. Gainsborough BUA	20,922	23,339	2,417	0.12	A631
7. Stamford BUA	20,628	21,734	1,106	0.05	SW
8. Sleaford BUA	17,412	18,741	1,329	0.08	SW
9. Louth BUA	16,466	17,637	1,171	0.07	E
10. Bourne BUA	13,948	17,040	3,092	0.22	SW
11. Market Deeping BUA	13,586	14,339	753	0.06	SW
12. Mablethorpe BUA	12,505	12,551	46	0.00	E
<b>BUAs</b>					
13. Holbeach BUA	7,900	8,395	495	0.06	SE
14. Horncastle BUA	6,807	7,219	412	0.06	E
15. Washingborough BUA	6,469	6,869	400	0.06	GL
16. Welton (West Lindsey) BUA	6,385	6,689	304	0.05	GL
17. Bracebridge Heath BUA	5,685	6,081	396	0.07	GL
18. Coningsby BUA	5,193	5,889	696	0.13	E

Town	2011	2020	Change	% Change	Geographical Sphere
19. Kirton (Boston) BUA	4,815	5,492	677	0.14	E
20. Long Sutton (South Holland) BUA	5,147	5,343	196	0.04	SE
21. Market Rasen BUA	4,773	5,277	504	0.11	A631
<b>Smaller 'towns'</b>					
22. Crowland BUA	4,227	4,786	559	0.13	SE
23. Woodhall Spa BUA	4,314	4,382	68	0.02	E
24. Saxilby BUA	3,987	4,319	332	0.08	GL
25. Cherry Willingham BUA	3,963	4,291	328	0.08	GL
26. Sutton Bridge BUA	3,878	3,992	114	0.03	SE
27. Nettleham BUA	3,436	3,972	536	0.16	GL
28. Alford BUA	3,472	3,900	428	0.12	E
29. Spilsby BUA	3,452	3,746	294	0.09	E
30. Metheringham BUA	3,601	3,427	-174	-0.05	E
31. Skellingthorpe BUA	3,356	3,372	16	0.00	GL
32. Donnington	2,801	3,089	288	0.10	SE
33. Caistor BUA	2,489	2,812	323	0.13	A631
34. Billingham BUA	2,054	2,194	140	0.07	SW
35. Bardney BUA	1,661	2,096	435	0.26	GL
36. Wragby	1,773	1,890	117	0.07	E
37. Wainfleet All Saints BUA	1,749	1,742	-7	0.00	E

Using the ONS 'definition' of a town, there would be:

- Eleven towns in Lincolnshire, plus the City of Lincoln.
- Nine Built Up Areas (BUA) with over 5,000 population and
- Sixteen smaller towns with a population of just under 2,000 to 5,000, which are also relatively important service centres in Lincolnshire due to their strategic positioning and the scale of non-domestic buildings.

**We selected four towns for an in-depth study:**

- (1) Caistor – no 33 and recognised as a 'smaller town' to the north of the county as an example of a town already undergoing locally led review.
- (2) Mablethorpe – no 12, a BUA chosen as an example of a coastal town/seasonal economy with Towns Fund investment.
- (3) Louth – no 9 BUA selected as an historic market town and major service centre for the eastern part of the county.
- (4) Holbeach – no 13 chosen as the largest of the BUAs and an important market town and service centre for the south of the county.

## Appendix D

# Strategic Infrastructure Delivery Framework 23

---

Strategic Infrastructure Delivery Framework (SIDF) 23 was commissioned by the Greater Lincolnshire Infrastructure Group, supported by all eleven local authorities in Greater Lincolnshire. It details the areas where strategic infrastructure investment, as a driver of growth, is most needed in Greater Lincolnshire and Rutland. The SIDF supports devolution. It supports:

- Transport (roads, rail, ports, aviation, rural public transport and active travel), digital, energy, water and waste infrastructure that is fit for growth;
- Housing stock that is affordable, healthy, sustainable, accessible and represents an environment attractive to housing investment (including in town centres);
- Business infrastructure that can create more high value jobs, innovate and increase productivity;
- **Prosperous, accessible high streets and market towns which showcase their unique identities and instil a sense of ownership and pride in our residents while attracting visitors to our area;** and
- A healthy population with access to appropriate services and resources that help them achieve wellbeing and a good quality of life.

This framework is intended as a launch pad that partners across Greater Lincolnshire can use to gather the powers, influence, and finances to make growth in the region happen, and to generate a significant contribution to local and UK growth by supporting our priority economic sectors. This will happen through prioritising projects that align to the SIDF, commissioning action plans that stimulates new activity or accelerates existing activity and strengthening business cases to encourage investment. The SIDF supports devolution by identifying ‘what’ actions are required to deliver growth through strategic infrastructure investment.

Levelling-up requires collaboration, local leadership, and vision to identify sustainable and inclusive growth. Infrastructure investment is a prerequisite to growth, and when coordinated it becomes a springboard to a strong, flourishing economy for residents and businesses.

The SIDF 23 links infrastructure, long-term strategic vision, and social investment to level up the region. It aims to make sure our left-behind neighbourhoods, rural and coastal areas, market towns and city are thriving, attractive communities that residents are proud of, and that provides them with improved wellbeing, opportunity, and quality of living. Infrastructure is vital to attracting visitors, workers, and investment and to achieving sustainable economic growth.

The SIDF 2023 builds upon Greater Lincolnshire Plan for Growth, the extensive Local Industrial Strategy evidence base, adopted Local Plans and Local Transport Plans.

To deliver support the 2050 Vision for Greater Lincolnshire, the SIDF centres around:

- **Place** - levelling up and inclusive growth to create quality places, sustainable communities, and beneficial physical environments.
- **People** - economic growth that helps our 1.1million residents to access well-paid employment, good quality housing and excellent health and well-being outcomes that in turn drive productivity.
- **Planet** - decarbonisation and other responses to climate change that support sustainable growth and help achieve Net Zero targets, while enabling innovation in low carbon technologies and renewable energy particularly in zero emission vehicles, mass transit and the decarbonisation of rail and maritime travel.

Towns such as Grantham, Skegness, Mablethorpe, Boston, Gainsborough, Spalding, and Lincoln have a combination of Levelling Up Fund, Towns Fund and Future High Streets Fund investment helping to deliver inclusive growth. **Collaboration to provide infrastructure that supports these programmes will help them deliver their full potential and achieve value for money.**

A series of ambitions in the SIDF support town centre vitality. These include:

- **Digital connectivity**, this is central to addressing a wide range of health, social, economic, and environmental issues and to creating a place where people want to live, work and visit. This is the core of the SIDF and aligns to Vision 2050. Digital will:
  - Improve local people's lives.
  - Support the growth of local businesses.
  - Bring new businesses to our area.
  - Drive innovation and Research & Development.
  - Attract new investment.
  - Protect our environment and support sustainability.
- **EV charging points** - these are becoming more available to residents but there is a need for more charging facilities across the region. Lincolnshire is leading on a Midlands-wide Local Electric Vehicle Infrastructure (LEVI) pilot in association with Midlands Connect which will deliver over £3 million of Government and private investment to provide on-street residential EV charging in largely rural areas. This will be a catalyst for higher EV ownership, innovation in delivery models and it will raise the profile of EV across Greater Lincolnshire
- **Accessibility (moving people)** - strategic infrastructure needs to encourage the provision of local facilities, improve virtual connectivity through digital connections, and provide improvements to walking and cycling routes. We need sustainable modes of transport to connect residents to their local communities so they can contribute to the local economy and access places to work and socialise, as well as key services like education and healthcare. This will be achieved through investment in improving and extending our existing network, and through the strategic planning of Sustainable Urban Extensions.

## SIDP Case Studies

### **Visitor Economy & Defence Lincoln Be Smarter City, including Lincoln Connected**

The Lincoln Town Deal Investment Plan is currently tackling the city's digital issues through two key projects – Lincoln Be Smarter (LMS) scheme and Lincoln Connected. These developments support Lincoln's growth as a smart city, making it a place with smart networks for residents, encouraging business growth and enabling innovation in key sectors.

Led by the University of Lincoln, the LMS scheme accelerates the adoption and development of industrial digital technologies through focused support to SMEs, helping them digitalise, grow and raise productivity.

Building on the cultural, heritage, retail and leisure offers in Lincoln, Lincoln Connected will reimagine Lincoln's High Street using digital technology to connect people with the city's assets. It will enhance visitor experiences, encourage local spend and promote a thriving city centre. Interventions will include open content management, smart signage, lighting infrastructure, and grants to support digital art installations.

### **Sleaford Town Centre Regeneration – 'The Heart of Sleaford'**

Sleaford serves as a shopping, services and facilities hub for its residents and surrounding rural communities. The Heart of Sleaford is an ambitious town centre regeneration project which aims to create a new destination in the centre of Sleaford. Regeneration of Sleaford may address the decline in footfall in the town during and post Covid-19 and increase the numbers of visitors for retail, leisure and tourism purposes.

There is potential in the town to boost the local economy by:

- improving access, including pedestrian and active travel;
- improving the environment, including the marketplace, public realm, shopfronts, street schemes, and historic restoration;
- opening access to the town's green spaces for residents and visitors;
- supporting businesses to achieve their potential and drive local economic growth; and,
- focusing on people, skills and training to help maximise their income.

Previous regeneration plans for Sleaford, including a new cinema complex in the town, have been disrupted by Covid-19 which heavily impacted independent operators throughout the UK. North Kesteven District Council continues to work with the landowner of the proposed site to redevelop the town centre site, deliver pedestrian links, and carry out redevelopment of key identified sites. The Town Centre Masterplan is currently undergoing a refresh supported by the Government's Welcome Back Fund.

### **Digital Capacity and Skills**

Leicestershire and Warwickshire County Councils and Loughborough University undertook a project to determine digital capacity and capability in high street businesses in order to model how to grow a digital high street economy. The key finding was that there were significant gaps between the skills sets of large and small businesses with the smaller lagging significantly and in some areas only 20% had an online presence.

The project divided businesses into five digital categories and tracked changes over time. These were:

- Disconnected
- Digital informers
- Social sophisticated
- Digital enthusiasts
- Trendsetters

The concept to drive growth was to reduce the disconnected, develop maturity and upskill each profile and build capacity and increase the trendsetter category. Over the course of the project, the disconnected category is down 79% and trendsetters are up 110% (includes retail/service/leisure/convenience).

The SIDF will be published in May 2023 and will, through strategic infrastructure provision, support town centre vitality via physical and digital connectivity to and access to services in towns and enabling towns to support the service needs of residents as well as supporting the conditions for business growth and targeting key economic sectors – in particular the Visitor Economy ensuring that the movement of people to and around the county is maximised and sustainable and supporting the infrastructure investment needed to improve the visitor offer – including through digital connectivity, active travel and public transport.

## Views of the Business Community

---

### Federation of Small Businesses Lincolnshire

We considered evidence provided by the Federation of Small Businesses (FSB), a membership organisation for the small business community in the UK, with around 170,000 members, representing single-person businesses to organisations of up to 249 staff. FSB was the local point of contact for all 3,000 Lincolnshire members and acted as a lobbyist for the small business community across Lincolnshire. There are currently five and a half million small businesses across the UK. In the UK, in total 16.3 million people are employed in small businesses, representing 61% of total employment, with annual turnover of £2.3 trillion.

On 12 April 2022, the FSB published a report called *Local Leadership - How Local Authorities Can Support Small Businesses*, available at [Local leadership | FSB, The Federation of Small Businesses](#)). This report made a series of recommendations to county and district authorities across the UK. Some of the national recommendations that could be supported on a local level were identified for the Panel. We considered these recommendations and highlighted points of particular interest ; these included:

#### Engaging with Small Businesses

1. *Ensure consultations are clear, simple and well communicated in good time. This means making them accessible online and making local businesses and business groups aware of upcoming consultations.*

We acknowledged the importance of supporting this **particularly for businesses on the high street.**

2. *Visit businesses. Face-to-face contact is important for building a trusting relationship with small businesses and local business groups, fostering good long-term communication. This also includes meeting with businesses who may not have an obvious presence on the high street or physical business premises.*

Local representation was identified to be of paramount importance in engaging with small businesses on the high street. Councillor Tracey Carter served as an example of someone well-connected to the businesses in Holbeach and stated that visiting businesses; getting one's face known; and **showing representation from county council and district council level were important; and businesses valued this contact.**

3. *Have a dedicated Councillor and Single Point of Contact acting as small business champions.*



FSB made a plea, calling through its local leadership approach for a **dedicated Councillor or a single point of contact within a council for small businesses, as small businesses often do not know who to contact.** They might contact their local Councillor, the Parish Council, the FSB, the Growth Hub, or even, they might just give up.

4. *Use the new business knowledge and local relationships which your systems and staff have gathered over recent years, to build relationships, engagement and ideas for the future.*

We agreed that councils had learned a lot more about businesses throughout the pandemic and especially through being responsible for administering the Covid-19 Grant systems. **Ownership and activities development are of paramount importance.** The FSB would like to see that continued in the longer term so that new knowledge and local relationships are maintained.

### **Planning and Environment**

5. *Embrace the 'alfresco' and allow businesses to make the most of their outdoor space by utilising new planning powers, where appropriate.*

We supported the use of outside spaces and the simplification of the process allowing this. This would be possible either through the planning system or other decision making, and aims at **allowing businesses in leisure and hospitality to embrace the use of outdoor space, whilst also helping our high streets look busier, encouraging people's tendency to stay out more, spend more and create viable and sustainable connections with businesses that ultimately will maintain and potentially increase the level of footfall of small Market Towns and Villages as well as bigger cities.**

6. *Where possible, development plans should ensure there is a range of affordable and flexible local business premises, both to encourage new enterprises and to allow existing businesses to grow.*

We were asked whether the County Council or District Councils could investigate, if it were possible for them to take over some of those vacant premises and turn them into flexible working spaces. **That would reduce vandalism and keep people on the high street. If there are working spaces, people will spend money at lunchtime in the shops and cafés.**

7. *Local authorities should look to see how they might include commercial waste and recycling collection within existing services for the smallest of businesses.*

We heard that if commercial waste and recycling collections can be incorporated into general collections, small businesses might not need to pay as much for their own commercial waste. We supported in principle the facilitation of businesses in managing waste collections and **requested examples where other councils had employed successful initiatives where we could extract best practice from.**

### Procurement

8. *Pay invoices within 30 days or sooner, and ensure that these terms are passed down the supply chain.*

### Regulation

9. *Adopt a “support first, enforcement second” approach across your regulatory services, with a focus on reducing the regulatory burden.*

**We acknowledged that some small businesses did not necessarily have all the skills and all the knowledge to manage every single regulatory burden.**

10. *Introduce minimum standards for responding to businesses on licensing and inspections, such as food hygiene ratings, allowing businesses to open and operate safely as quickly as possible.*

**We acknowledged the significance of applications for licences or inspection reports being processed quickly.**

### Business Support

11. *Ensure that business support is accessible to all small businesses that need it, not just high growth, high potential firms.*

Councils should avoid charging for business support; Lincolnshire showcased a proactive stance in this area and District Councils were well linked with the FSB. **A cohesive approach that takes into consideration that people might live in one district and work in another is recommended.**

### Business Rates

12. *Keep business rate lists and data up to date, including properties which qualify for Small Business Rates Relief. Good data is critically important for both the collection of rates and should grants need to be paid out to those in receipt of rates relief. Knowing who the business owner is, and how to contact them can be critical.*

We heard that it was important to keep business rate lists and data up-to-date; this facilitated with processing grant applications and helping businesses. **We acknowledged that the Council also would know exactly who was running those businesses, which would aid relationships.**

13. *Encourage eligible businesses to apply for Small Business Rate Relief and other available reliefs by proactively contacting eligible businesses to make them aware of how to apply.*

**Businesses should be encouraged to apply for rate relief** where possible, and Councils could be more pro-active about encouraging those to come forward and claim. In addition, it was suggested that **any opportunities to offer business rate discounts or payment holidays or provide support to businesses to move into empty retail or leisure or hospitality premises, could be highly beneficial.**

14. *Provide appropriate signposting support for any business looking to appeal against their business rate valuation.*

We were informed that **businesses were being deterred from appealing against a valuation and thus they may be paying more than they should be.** Where Councils had powers to support businesses to appeal their valuation, these should be exercised in support.

15. *Support businesses to access any available discretionary reliefs they may be entitled to, including discretionary relief funds provided by the government.*

**We acknowledged that Councils should help businesses gain access to any discretionary relief that is available.**

### Parking

16. *Upgrade parking meters and systems to enable multiple ways to pay. This could include contactless, pay-on-exit, or app-based parking charges.*

It was suggested that to get people onto high streets, parking systems should be upgraded to support virtual/online/card transactions, to allow for users to pay with ease where they had no immediate access the correct amount of change. **We agreed that app-based charging or pay-by-card made it easier for service users to pay and improved chances of the allocated parking being used.**

17. *Trial schemes designed to encourage customers to shop in small businesses on their high streets by giving parking discounts to those who do.*

Reference was made to schemes in Lincoln, where **parking costs were discounted to encourage shoppers to visit independent shops.**

### Greener High Street

18. *Create a 'greener' high street by encouraging zero or low emission transport methods, providing EV charging points, and highlighting accessible pedestrianised routes and spaces.*

**Net Zero: Electric Vehicle charging points, though expensive to install, could attract people to town centres.** Further **technological applications that showed live parking availability would increase ease of use and user satisfaction when visiting a town centre.**

### Absent Commercial Landlords

19. *Tackle the problem of absent commercial landlords who allow empty properties to fall into disrepair.*

We requested further information and clarification on the enforcement powers of local authorities on empty premises. **We acknowledged that where landlords keep properties empty for tax reasons, it could have a detrimental impact on the feel of the town, especially where there may have been rows of shops that were being deliberately empty. We were informed that the approach implemented was ‘support first and enforcement second’.** Being a private landlord of retail premises might be someone's small business, therefore **a softer approach of encouragement to fill those spaces where possible, by meeting the landlord or having a forum where landlords could be encouraged to fill empty spaces and help them realise the impact it has on the town centre.**

Other aspects considered in relation to small business viability and support included:

- Recovery from Covid-19: high street businesses particularly were still recovering from Covid-19 – in effect 17 months of on-and off closure. They are faced with recruitment and labour challenges: since the pandemic recruiting quality staff who would work for appropriate wages that businesses could afford had become difficult; in addition, costs of employment are rising.

Instability of footfall; lockdowns meant no high street footfall, and even when measured were lifted, it never came back to pre-pandemic levels. This is partially owed to changes to habits (such as working from home, ordering online). Many businesses on the high street had introduced online selling, which was an opportunity to re-approach their client base and also expand but was also costly.

- Business Rate System and Business Rents: The existing system was characterised as ‘antiquated’ and long overdue for review, which was happening, but slowly. The business rate system was challenging for small businesses, particularly on high streets. In addition, business rents were extremely volatile, with some larger businesses leaving town and city centre premises, simply because the rents had become unmanageable: 56% of business stated that rent levels had been an issue, with over half stating that if there had been rent regulation, it would have made things easier.
- Energy Costs: (as of April 2022) there was no support for businesses to manage increasing energy costs.
- Shifting Payment Trends: moving away from cash to debit and credit cards, with these trends accelerated by the pandemic: only 25% of payments in cash, but that 25% was crucial for the businesses.

- Investment: lockdowns and the increased expense of running a business, stunted growth plans for SMEs. Businesses were feeling cautious about investing either in new staff, new technology or new premises, simply because they were nervous about what their accounts were going to be looking like in the coming months.
- Impact of Loss of Large Retailers: loss of large-footprint businesses on the high street, such as Debenhams or Toys 'R' Us in Lincoln, could make high streets look 'sorry'. When large retailers pulled out, it could diminish confidence. This was probably more so in the City of Lincoln and some of the larger towns, like Spalding in Boston.
- Rural Small Businesses: these tended to feel more positively about their high streets than those in urban areas, but only 50% of businesses stated they were positive about their high street.
- Parking: FSB referred to free parking as something that would make the biggest difference to footfall: 70% of small businesses said free parking, or at least easy access to parking, would make the biggest realistic material difference to footfall and therefore to their income. Businesses would always want free parking, but it was not universally possible. Free short-term slots, for 30 minutes in town centres, could help regular spending in shops. People would be put off if they had to pay for an hour when they only needed ten minutes.

As a Panel we concluded that timeless free parking as a general principle was not appropriate, because free spaces would be used by those working in a town, rather than by the shoppers. We emphasised on the peril of free parking negating the spaces available for shoppers. In contrast, half hour on-street free parking spaces was supported, but we stressed enforcement as key to successful implementation.

Moreover, we also recorded our opposition in principle to pedestrianisation, as this would hinder footfall; there was a tendency for shoppers to prefer to park as close as possible to the shops.

- Access to Banks: 54% of businesses had referred to the closure of bank branches. This tended to impact the elderly and the vulnerable: if people cannot get access to cash, they cannot spend it in the businesses, who then find it difficult to bank the cash. It also impacted businesses also, who needed to bank their cash. The number of ATMs was also reducing. Some sort of banking presence would help but keeping existing bank branches was the preferred solution. 74% of those businesses had seen their bank branches close in recent years. Banking cash could add a journey to the workload and a cost. As Lincolnshire was large and rural sometimes the nearest bank could be forty minutes away.
- Lincolnshire Coast: The Lincolnshire coast had an extremely strong summer in 2021 after a very poor 2020, but this would be difficult to replicate and sustain in 2022. There was some excellent work going on with *Visit Lincoln*, which is going to become *Destination Lincolnshire*, to drive more tourism along the coast, but it is going to take effort replicate the success of 2021 in 2022.

- Optimism: the latest small business index, which was just about to be published (in April 2022), indicated that business optimism had dipped by over 8%, compared to rising optimism in other sectors. This was because of all the reasons referred to above.
- Night-time Economy and Public Transport: limited public transport after 5 pm, may inhibit business activity and hinder night-time economic activity.
- Support for Businesses: where counties can offer support to businesses who wish to investigate making bids for funding, this was found to be encouraging and allowing businesses to take ownership over their town centres.
- Ad Hoc Market Days: pop up markets; and reducing bureaucracy for ad hoc market days, special events and festivals, as this would be valuable for driving footfall and attracting tourism. If a pop-up market is a success, retailers may then want to move into one of those retail premises permanently.
- Skills and Recruitment: retail businesses often had had issues in recruiting: they were getting fewer candidates for every role and because there were more vacancies; and it was taking longer, with more adverts and costs. Some of candidates were either very young, or not 'work ready'. This was because students had spent their last two years of school learning from home. Digital literacy was also an issue, as many cafés used a tablet ordering system. It took businesses far longer to train staff, which was a cost issue.

## Lincolnshire Chamber of Commerce

The Panel received a presentation from the Lincolnshire Chamber of Commerce, which was actively present in local town centres, and was very much involved in *Shopwatch Schemes* in a number of Market Towns. More recently, we heard that the Lincolnshire Chamber of Commerce (CoC) had looked to other organisations, such as business improvement districts, to take the lead on high streets.

The points we discussed extensively included:

- The **individuality of town centres**. Reference was made thus to varying challenges experienced in each town centre and how these were influenced by factors such as the type of businesses that operated within these.
- **Using space differently** and looking at new technology to make sure that town centres were environmentally friendly and sustainability.

- **Communicating Strengths and Unique Selling Points-** where the county's town centres were location wise, affected their footfall; nevertheless, we acknowledged that it is important to identify their key strengths, features, benefits and their unique selling points and to be able to articulate those to both visitors and residents and to the town centres.
- **Complementing, Not Competing** – it was recommended that towns should complement, but not compete: if two town centres were close and shared similarities, instead of focusing on one, you could double the footfall over two towns, particularly if there was complementary offering: for example, antiques, history or culture. The Panel agreed that pride in local place was important, leading to enthusiasm and a passion for what it was and what it did.

Nevertheless, we observed that potentially the boundaries of District Councils might not assist towards achieving this (where a town in one district complemented a town in another district). It was emphasised that **shoppers and visitors did not take account county or district boundaries**. It is therefore important to know who the customer is and make the best use of assets. Albeit that we were reminded that being able to collaborate was not always easy; an example of Deeping St James, a large village adjacent to a small Market Town was discussed.

- Awareness of who the **key players** in each town centre are, namely the organisations that generated activity, as working together could maximise impact. This would be along the lines of the approach of business improvement districts: bringing businesses together to get a single vision and to make sure that any funding was used together rather individually.
- **Data and information** - Business Improvement Districts (BIDs) are established under legislation and have a duration of five years. There would be consultation with the businesses in a designated district, to ascertain the challenges and develop a plan on what businesses themselves would want to invest in.

If a business improvement district proposal were successful, there would be a levy on the businesses in the area based on their business rates. There would be a ballot in which over 50% of the businesses who voted needed to agree. If there was an agreement all businesses had to pay, with some exceptions owing to size. Business improvement districts could develop a clear vision for the area, as well measures of success and constituted a source of funding for activities.

We enquired whether there was a minimum threshold for each BID in terms of the rateable value of the properties that would be included within the BID and were informed that if businesses met the minimum threshold, they would pay the levy: a business in receipt of small business rates relief would not necessarily be exempt from the business paying the levy.

The Panel also referred to the planned BID for Spalding and we queried whether there were enough big players. In response the importance of stressing the value of a BID over its five-year term and developing a clarity of purpose was emphasised.

- **Market Towns and Markets** play a fundamental role of market towns in place making. Within those towns, open-air or pop-up markets enabled very small businesses to develop cheaply, but subsequently it might enable them to expand, for example into the local shops. In addition, markets in one place could be set up in another place. In some areas there were difficulties: such as who managed the stalls up and who owned the land. However, markets could generate activity in an area that supported the uniqueness of a place. Events and culture also had a role in increasing footfall, but events needed to be of a significant scale to attract sufficient footfall.

We discussed the definition of a 'market town' – whether it required town to have a market or whether the 'market' was in fact the permanent shops and businesses in the town, for example in Market Rasen. The same principles applied irrespective of whether there was a market or not: understanding the strengths and weaknesses; developing aims and objectives; and making the best use of the resources available.

- **Digitalisation**, including free public wi-fi and a *digital town crier*, which would have information on money-off savings. Social media was an important aspect highlighted. It was also important to promote a digital presence, for example in search engines and make sure websites were attractive, with clear information and good quality pictures.
- **Acceptance of change** was also a key factor that emerged in discussions. Lincolnshire businesses might not always be the first to embrace change. The best approach was to show the difference changes could make either to profits, or to savings on costs.

Many small businesses might say they were too busy, and this represented a challenge for Lincolnshire, where 95% of businesses were small. Their focus tended to be on the day-to-day activity, with no time to step back and look at things differently. There were examples where advisors had visited businesses, identified what they needed, and provided a report with suggested solutions. A business then might say they did not have the time to implement the suggested solutions. The businesses almost needed to most hand-holding so that the solution was implemented, and the benefits of the solution were delivered.

The Panel also acknowledged the challenges in very small businesses, with one or two people, who often had other commitments such as family, where there was limited time, where there could often be a resistance to change and concerns any changes would lead to higher costs.



- **Involvement of Businesses in Representative Organisations.** There was a question on the level of business involvement in organisations such as the Chamber of Commerce and the Federation of Small Businesses (FSB), and particularly if there was lower participation in certain towns. In response Simon Beardsley stated that where businesses were responsive initiatives such as training or providing support, they tended to be aligned to the FSB or the Chamber, because they had decided to contribute towards those organisations. Highlighting the benefits of closer local collaboration was a potential solution, although it was sometimes difficult to get smaller businesses to connect.

The Lincolnshire Chamber of Commerce had been established in 2000, following the amalgamation of the various town chambers. For a short period of time, the Lincolnshire Chamber had acted as an umbrella organisation and until a few years ago the Chamber had been centralised with less focus on individual towns. The Chamber appeared to be focusing on more activity, although there were strands where it was more sectoral-based.

Businesses tended to look at their own areas, where the tangible results were immediately apparent. Government funding, such as the Towns Deals, was a good example of a focus on the needs of towns. That could be a catalyst for businesses to see something in another town and want to be a part of it. There was an opportunity to reinvigorate some of those local business networks.

The Panel made reference to the involvement of businesses in Market Rasen in the Chamber of Commerce and the FSB. Sometimes even the timing of meetings could be an obstacle, for example breakfast or evening meetings. Involvement needed to be encouraged. Simon Beardsley stressed that leadership was important; and developing a vision together. There were leaders in Lincolnshire's towns, often under the radar but they needed to be excited and involved, to get them to understand what the opportunities were.

- **Political Involvement** was another element that we considered and were agreed that contact need not necessarily be via a Town, District or County Councillors, as a community-based individual, who was also well known in the community could also facilitate works.
- **New Roles for High Streets.** The Panel referred to the changing and evolving nature of high streets (losing customers to online shopping). During the pandemic the tendency was to shop locally. The current picture suggests that people were drifting back to the pre-pandemic ways. Much of this rested on 'pride in place' and 'passion in place' with the right range of shops. There was a balance: if there were, for example, too many charity shops or coffee shops, and less retail pull, there would be less rationale for people to visit.

- **Skills and Recruitment.** We acknowledged this was a contemporary challenge affecting a large number of businesses who were having problems recruiting and retaining staff. Skills were important and part of this was the progression within companies. Smaller businesses tended not to look to have the time to look to the long term for skills development: limited opportunity to invest in quality training, for example leading to a formal qualification.

A lot of Lincolnshire’s businesses were good at in-house training: getting people up to a certain level of competence, but they were not necessarily setting their sights on a wider aim: If businesses could attract people in from a wider area that would benefit the individuals and the organisation as well.

It can be difficult to get smaller businesses to see the value and spend the time on upskilling. Larger businesses were seeing the opportunity to retain staff through upskilling and adding value to their employment, because they had time and potentially the funds to do so. There were fewer examples of that in smaller businesses.

The table below summarises **in a snapshot**, issues experienced by businesses as these have been reported to the CoC and proposed solutions as these were described by Simon Beardsley, Chief Executive Lincolnshire Chamber of Commerce, Director and Interim CEO Lincoln Business Improvement Group and Director of Lincolnshire Coastal Business Improvement District:

Consumer/User Points	Proposed Solutions	Businesses / Retailer Points	Proposed Solutions
Accessibility issues – lack of public transport, cost of parking	Upgraded parking systems – make different payment methods available.  EV charging infrastructure – access to ensure sustainability	High rents and rates burden, appropriateness of building for use	Understand land/property ownership.  Create a collective vision
Lack of offer including loss of anchor stores, too many charity shops and coffee shops	Expanded hospitality offer including alfresco.  Improved pavement licence process  Create a digital high street that complements customers’ needs	Undercut by the internet	Bring people – increase footfall including animation/cultural offer and events.  Support clicks and bricks through business support/digital skills/e commerce and enable retailers to increase their digital presence and support marketing including social media.

Consumer/User Points	Proposed Solutions	Businesses / Retailer Points	Proposed Solutions
	<p>and business offers – free public Wi-Fi, smart benches, digital town crier – push offers and awareness, allow customers knowledge and access to local offers.</p> <p>Ensure bespoke responses – celebrating individual identity of high streets – there isn't a one size fits all – customers want 'individual offers'.</p>		<p>Work with other towns – complementarity</p> <p>Use markets where appropriate to draw people in</p>
Inflation/price pressures	Making a compelling offer to increase footfall may mitigate reduced spend on a degree.	Reduced footfall	
Safety	Address any real or negative perceptions	Skills and employment base	<p>Significant problems recruiting staff. Skills important as were progression opportunities.</p> <p>Many of Lincolnshire's businesses were good at in-house training – but needed to widen the recruitment net and look longer term at training staff.</p> <p>Options:</p> <ul style="list-style-type: none"> <li>➤ Skills support programmes</li> <li>➤ Develop entrepreneurs.</li> <li>➤ Link with schools</li> </ul>
N/A	N/A	No clear vision for the high street	Wider engagement with councils – single point of contact and clearly focused consultations

Consumer/User Points	Proposed Solutions	Businesses / Retailer Points	Proposed Solutions
			<p>Complementarity not competition</p> <p>Partnerships – including recognizing who the key players are.</p> <p>Understanding the customer base – current and future</p> <p>Building on strengths and USPs</p> <p>Be data driven – use what data and information you have and identify gaps.</p> <p>Address negative perceptions (including crime and safety)</p> <p>Create an environment to attract investment.</p> <p>Consider the impact and lessons from Business Improvement Districts (BIDs).</p> <p>Align the assets that you have.</p> <p>Harness local community enthusiasm and associated pride of place – these can be the most powerful advocates for a town.</p>

# Views of our Future

## Evidence from the Lincolnshire Youth Council

---

Lincolnshire's Youth Council provides a forum for young people to have their say on things that matter to them. It represents their views to the people who make decisions and to the wider community. In November 2022, the panel considered the opportunity of having the voice of youth captured in the review. Members wished to gather evidence pertinent to how young people viewed their towns, what they felt was missing and what they envisaged that their "near future" environment should look like to help them thrive and prosper.

The request was entrusted to our Lincolnshire County Council Quality and Standards Team and in particular to our Participation Officers who met with the Youth Council in 4-6 weekly intervals.

The evidence and contributions gathered by Participation Officers are summarised below, based on the area these were collated from.

### **Voices4Choices Boston and South Holland**

Voices4Choices (V4C) from Boston and South Holland group stated that Holbeach was an "ok/good" place to live in; they added that the school was good and they also "liked the church"; one group, characterised Holbeach as "immense" which indicates that in the eyes of a young person, their locality, no matter what its actual size may be, appears greater and important.

Group participants provided some feedback on what areas they felt needed additional focus and support:

- **Services and facilities that promote and support wellbeing; an,**
- **Better electricity provision; young people explained that in their areas they experienced power cuts often.**

Group participants stated that they wished to see more infrastructure developments including:

- ✓ **Schools**
- ✓ **Shops**
- ✓ **Parks**
- ✓ **a youth centre**
- ✓ **sports facilities (football groups/teams support)**
- ✓ **a hospital**
- ✓ **a fire station**
- ✓ **a Police station**

Young people also added that their area lacked “things to do” in their existing parks and leisure spaces; some suggestions included a zipline, a swimming pool, and a cinema/theatre.

#### **Voices4Choices Lincoln and West Lindsey**

V4C from Lincoln and West Lindsey group had a discussion around **perceived safety**. One teen participant stated that they did not feel safe in Gainsborough and explained that the place had a “very different feel in the day and at night”. They **did not “feel safe after dark”** and added that there were “some ‘dodgy’ people about”. This young person concluded that **“greater Police presence”** would help increase the levels of felt safety in the area. What is important is that the same person added that although there were areas such as Marshall’s Yard that they enjoyed visiting, the outlook of Gainsborough was not positive for them and they were in fact looking forward to begin leaving care as to be in position to leave the area and move to Lincoln where they were closer to family and felt that they had more “things to do” there.

Other participants added that they visited Market Rasen on occasion for shopping and to visit Tesco superstore. They added that they go with their carers and they required **transportation** to visit their friends, hence their knowledge and familiarity with the area was little as they were not able to roam and “spend long time” there. Interestingly, group participants noted that “Market Rasen has 2-hour free parking in the main car park” which corroborates their claim that they only spent little time in the area, enough to carry out their shopping/chores and brief visits to friends.

#### **Lincolnshire Young Voices**

This is a V4C Special Education Needs and Disabilities (SEND) group. When considering the topic, participants had a great focus on **accessibility** and **toilets provision** which were their key priorities. Participants stated that older shops were problematic in terms of entering and roaming around as they had steps. Pavements were also seen as an issue as some lacked **drop curbs at crossing points**.

Participants stated that cobbled areas such as Horncastle, although they were nice to look at, were proving difficult to navigate through. One young autistic person stated that they liked the market towns like Sleaford and Horncastle as they were interested in engaging in activities such as taking photos along the rivers and in the market areas. They noted bigger places like Lincoln and Grantham had much more to offer in terms of activities and variety of options for recreation.

This group also identified **transport** as a key factor. Distances and lack of transportation services made planning visits an important task. Another young person with autism added that they felt stressed and “got very anxious” if bus was not on time.

As mentioned earlier toilet access was a key factor for some of the participants, especially where an **accessible toilet** or a **changing bench** was required. They noted that very few

toilets provide the latter. Changing Places is an organisation that meets the highest requirements for accessible toilets. Currently there are few outside Lincoln with exceptions being Horncastle, Louth, Mablethorpe and Skegness as well as bigger towns Grantham and Boston. Lincolnshire Young Voices have a report for toilets in Lincoln as part of their priority.

In terms of visiting some places where there is lack of provisions required took a great deal of planning, to ensure “the visit would work”. Louth for example despite being acknowledged as a beautiful place to visit, one carer stated it would be very difficult with the large wheelchair to manage some of the narrow streets and old shops when visiting. One young person said Mablethorpe and Skegness were quite good for accessibility with areas that allowed access to the beach for wheelchair users. Moreover, both Mablethorpe and Skegness have Changing Places toilets as aforementioned.

Young participants also added that they were conscious about **giving back to local communities** when visiting, such as spending a little in cafes and shops whilst being there. This was associated with accessibility and lack of appropriate facilities as mentioned elsewhere.

In line with the evidence collated by our Participations Team at these sessions, we felt that in overall young people hold a positive outlook of towns and villages in their proximities, with exceptions being noted in areas where the overall level of perceived safety is lower. Community safety both felt and perceived is of paramount importance for vibrant thriving communities.

Studies have shown that both neighbourhood violence and perceptions of neighbourhood safety are independently associated with mental health<sup>1</sup>. Moreover, according to data from ten sweeps of the British Crime Survey, public trust in the police is influenced more by expressive concerns about neighbourhood stability and breakdown than by instrumental concerns about crime<sup>2</sup>. Hence, trust may be motivated not by the apprehension of criminal activity but by common worries regarding disorder, unity, and informal social regulation.

It must be noted that research indicates that the way young children and young adults perceive safety, is strongly associated with the impact of fear instilled by older children in their environment that make them feel less safe<sup>3</sup>. Therefore, as it emerged in responses, it is rather fear of crime which may be attributed to negative experiences of the individual (child) associated with their exposure to bullying, threats or acts of violence taking place within their community environment<sup>4</sup>. In addition, young adults are more likely to feel protected in the presence of Police and to think that police is actively dealing with issues on a local/community level; this chimes with the evidence above<sup>5</sup>.

---

<sup>1</sup> Wilson-Genderson and Pruchno 2013

<sup>2</sup> Jackson et al 2009

<sup>3</sup> (McCormack et al 2010)

<sup>4</sup> McCormack et al 2010; Pople and Rees 2017; Batchelor, Armstrong and MacLellan 2019

<sup>5</sup> SCJS 2017/18

In terms of views around what would improve their wellbeing outcomes, it must be acknowledged that the question was posed loosely and in absence of a definition that explored domains (namely, positive emotion, engagement, relationships, accomplishment). Therefore, the observation around “facilities that promote and support wellbeing” should, in future, be explored within given frameworks to allow for a clearer view of what is associated with wellbeing and how the objectives of wellbeing are met through certain requested facilities. According to the Measuring What Matters programme (ONS 2011)<sup>1</sup> that considered how individuals *felt* about their own lives and wellbeing, objective circumstances may improve without necessarily causing the improvement of the felt and perceived views of individuals. Hence, another important element and limitation of this report is the level of access that these young people have to the facilities, owed to their circumstances (need to be accompanied by carer, need for special assistance). In addition, certain themes relevant to infrastructure development (such as schools, parks, hospitals, fire stations and police stations) should be taken as perceptions of young persons who may be faced with obstacles when requiring certain services or where they must travel a long distance for them.

Parking restrictions appears to be impeding local shopping and limiting the extent of use of towns and villages by young persons, especially where they need to travel long distances and in the company of a carer. Beyond the responses of the Youth Council, we also considered the impact of transportation and parking availability in association to the night-time economy of towns and concluded it posed an additional limitation.

The SEND group’s point of focus was around accessibility of towns and villages. What emerges from the responses is the apparent requirement for planning and careful consideration of options for transportation and visits, particularly -but not merely for SEND young persons. The availability of accessible spaces, toilets, reliable transportation, and options for recreational activities are prominent through the views captured.

- Perceived safety and crime levels is a concern emerging in our towns.
- Navigability is of paramount importance as is ensuring that our towns and villages remain accessible to all users.
- Limited public transport and restrictions in parking have a negative impact on the footfall of our towns and villages.



# Appendix G

## Traffic Regulation Orders

---

### Traffic Regulation Orders<sup>6</sup>

As part of the evidence gathering process, the Panel requested information relevant to Traffic regulation orders (TROs) which can be used to restrict traffic to certain areas and can be tailored to restrict certain types of vehicles to certain times of day or days of the week.

TROs can also be used to manage parking by introducing limited waiting times to get a turnover of vehicles, and businesses are generally supportive of this. TROs can also be used to apply restrictions to an area which means that yellow lines do not have to be used, if an area is environmentally sensitive.

In Lincolnshire there is a small, dedicated team processing TROs, which prioritises issues affecting schools. TROs can also be prioritised to facilitate business. The Team Leader preferred a systematic approach, looking at a whole area in one go, rather than making piecemeal changes. In February 2022, a backlog of about 200 traffic regulation order requests was reported. A standard TRO will take probably about four months, if there are no objections; and will probably take up to eight months if objections are received.

Lincolnshire has been operating a dedicated TRO team since a restructuring in 2017. It is a specialist area, and it is very hard to recruit staff. Prior to this, TROs were absorbed into the workload of divisional officers, who tended to have other priorities.

Traffic Regulation Orders are made under the provisions of the Road Traffic Regulation Act 1984 and it is this legal status which is required to allow them to be enforced either by the County Council's Civil Parking enforcement team in the case of parking restrictions, or by the police with regard to moving offences.

These orders may be permanent, experimental or temporary and are used to regulate, restrict or prohibit the use of the public highway. They can be introduced for a number of reasons such as to improve highway safety, to facilitate the passage of traffic or prevent the use of a highway by unsuitable traffic. Examples of orders include parking restrictions such as yellow lines, parking bays restricted to a time period or a specific user, such as Blue Badge holders or parking permit holders, and loading restrictions. Examples of orders which restrict access or traffic movements include pedestrian zones, one-way streets and prohibited turns. Under other legislation, the highway authority is also able to introduce pedestrian crossing facilities, shared use footway/cycleways and bus stop clearways.

---

<sup>6</sup> The House of Commons Library Briefing Paper on Traffic Regulation Orders provides further background: [Traffic Regulation Orders \(TROs\) \(parliament.uk\)](https://www.parliament.uk/resources/library/briefing-papers/traffic-regulation-orders-tros/)

## The TRO Process

TROs are delivered via a process set out in the Local Authorities' Traffic Orders (Procedure) Regulations 1996, and we must comply with the statutory requirements for consultation and public advertisement of proposals.

On receipt of a request for an order the steps below are followed:

- Assessment and monitoring – to identify if a scheme is justified and potential measures which could be applied (up to three months).
- Scheme is designed and signage checked for compliance with regulations. Signs designs may be required from Design Services (two to four weeks).
- Consultation documents are prepared and sent to the local Member for the area for comment (two weeks).
- Documents are sent to statutory consultees which will include district/town/parish councils, emergency services, Road Haulage Association, Freight Transport Association, all bus companies using the route affected and other highway authorities affected. We may also consult with other stakeholders at this stage such as residents' groups, NFU and the Chamber of Commerce, depending on the nature of the proposal. If objections or comments are received at this stage, they may be resolved by the Planning and Regulation Committee to gain approval for the scheme in its current form, or the proposal can be amended prior to public advertisement (4-6 weeks or 3 months if reporting to committee).
- The Order is publicly advertised via site notices, in the local press and on the County Council website. Although we are not required to consult directly with residents or businesses, we do so out of courtesy where they are directly affected by a proposal (6-8 weeks).
- If no objections are received than we can advertise the making of the Order, have it sealed by Legal Services and arrange the works on site. This involves preparing a works order which is then submitted to our contractor for programming (2-6 months).
- If objections are received following public advertisement, then these will be reported to the Planning and Regulation Committee (three months).

It is a requirement that TROs are taken through these stages, any one of which can introduce delay. The time taken for a standard waiting restriction for junction protection where no objections are received might take between four and six months to deliver on site, but more complicated schemes and those which need to be reported to committee may take twelve months or more to complete.

## **Enforcement**

A number of Civil Enforcement Officers are managed by the council's Parking Services Team, and they enforce all restrictions across the county which relate to on street parking (see Lincolnshire Civil Parking Enforcement Procedures V2).

Contraventions of moving offences currently rely on enforcement by the police. These would include one-way systems, weight restrictions and vehicles accessing pedestrian zones. Police resource for this function can be limited. In the long term there is an aspiration by the government that local authorities will enforce these along with parking restrictions.

## **Resource**

Additional higher-level staff would assist in reducing the backlog of requests and allow more focus on larger, more complex schemes. However, TRO work is a specialism, and it can be difficult to recruit experienced staff. The team consists of several younger members of staff who we are working to develop in this discipline.

There are approximately 220 live TRO schemes ongoing at various stages and 180 requests awaiting assessment at the time when the discussion took place (Nov 2022)<sup>7</sup>.

A system by which requests for waiting restrictions can be scored and prioritised is being developed and it is anticipated that this may reduce the team's workload to some degree.

## **Traffic Management in Town Centres**

Several of the county's towns have TROs in place to manage traffic within shopping areas with varying degrees of success. These orders generally control or prohibit access by vehicles and can, to some extent, be tailored to suit requirements via the inclusion of exemptions for vehicles involved in certain activities. Difficulties can arise however if a scheme attempts to meet the conflicting needs of an area rather than seeking compromise.

Annex 1 provides some examples of the signage used to convey those Orders which prohibit traffic in this way and thereby introduce a Pedestrian Zone. The TRO can restrict all or certain types of vehicles and specify days and times when the restriction applies. Any exemptions contained in the Order may apply either throughout the day or again, at certain times, and this can also be communicated via signage. These zones are generally accompanied by waiting restrictions and the yellow backed signs shown at Appendix A function as repeater plates for the zone and confirm the waiting restrictions in operation.

Annex 2 shows signage relating to Restricted Zones. These do not restrict access but are a means of controlling on-street parking without the need for yellow lines. Exemptions can be applied for certain activities in marked bays provided within the zone. Best suited to small areas with limited access, access by traffic will be deterred by the unavailability of parking.

---

<sup>7</sup> These are available to view on the County Council website: <https://www.lincolnshire.gov.uk/traffic-management/find-traffic-regulation-order>



Fig.1.High Street, Lincoln



Fig.2. High Street, Lincoln



Fig.3. Waterside South, Lincoln



Fig.4. Bailgate, Lincoln

**Fig.1:** The High Street in Lincoln is subject to a prohibition of vehicles but permits access for loading/unloading before 10am and after 4pm. The digital panel is blank between those hours when the exemption does not apply.

**Fig.2:** The restriction at the southern end of High Street incorporating the level crossing is similar, with an additional variation to cater for those needing access to off-street carparks on this section. A permit system is in place to exempt these vehicles.

**Fig.3:** This shows the signage for a Restricted Zone on Waterside South off Melville St. Marked bays are provided for loading and Blue Badge holders.

These schemes work well but the restriction on access to Bailgate shown on the sign in **Fig.4.** is largely ineffective due to an exemption in the order for access to on-street marked parking spaces. Traffic uses the area freely as enforcing a restriction where it will be necessary to differentiate between vehicles wishing to park and those just passing through will be difficult.

Owing to the historic nature of the Bailgate area the restriction signs are fixed to bespoke hoops for which permission from the Department for Transport was required.

The development of an effective town centre traffic management scheme will rely on engagement with all stakeholders, businesses, and residents to identify the function of the spaces under consideration, access requirements, and potential concessions. Walking and cycling will be promoted where the opportunity arises. Signage will be minimised where possible to reduce its visual impact, but it should be recognised that there will be minimum requirements in this respect to allow enforcement. There may also be limitations on what can be achieved through TROs owing to the restrictions on the design of the traffic signs and road markings prescribed in the Traffic Signs Regulations and General Directions 2016.

Overall, effective town centre traffic management requires a comprehensive and coordinated approach, involving a range of measures and stakeholders. TROs can be a powerful tool in achieving this, but they must be carefully designed and implemented to ensure that they are effective, efficient and acceptable to all parties involved.

The Panel, considering the aforementioned, acknowledged the hardships experienced by the TRO Team as well as their efforts to process TROs as swiftly as possible. We heard that the team was short staffed due to limited recruitment options within this technical field and we agreed to consider formulating a recommendation through this report in support of them and their efforts, with a view to strengthen the Highways Team.

In order to support effective town centre traffic management using TROs, the following recommendations can be made:

- **Conduct a traffic survey:** Before implementing any TROs, it is important to conduct a comprehensive traffic survey. This will help to identify the volume and types of traffic in the town centre, as well as any existing problems or bottlenecks. The survey can also help to identify potential solutions, such as new road layouts, traffic calming measures or parking restrictions.
- **Involve local stakeholders:** Town centre traffic management affects a wide range of stakeholders, including businesses, residents, and visitors. It is important to involve these stakeholders in the decision-making process, to ensure that any TROs implemented are acceptable to all parties.

- **Prioritise pedestrian safety:** In town centres, pedestrian safety should be a top priority. Measures such as pedestrian crossings, pavement widening, and speed limits can be implemented to ensure that pedestrians can move around safely and comfortably.
- **Implement parking controls:** Parking controls can be an effective way to manage traffic in town centres. Measures such as time limits, parking charges, and resident permits can be used to discourage all-day parking and encourage turnover, which can benefit local businesses.
- **Consider road closures:** In some cases, road closures can be an effective way to manage traffic in town centres. This can be done on a temporary or permanent basis, and can help to create pedestrianised areas, reduce traffic congestion, and improve air quality.
- **Use technology:** Technology can be used to support town centre traffic management. For example, sensors can be used to monitor traffic flow, and variable message signs can be used to provide real-time information to drivers.

# Role of Heritage

## Lincolnshire Extensive Urban Survey

---

### Lincolnshire Extensive Urban Survey

We reviewed the Council's Historic Places Team's work on the Extensive Urban Survey (EUS), which is part of a national programme funded by Historic England to better understand the character of the country's historic places. The Lincolnshire survey covers a total of 30 towns across Greater Lincolnshire in partnership with colleagues from North Lincolnshire Council and North East Lincolnshire Council.

The main aim of the project is to increase the understanding of the historical development of each town and to identify how the history of each place can be read in how the town looks today. The EUS has undertaken historic urban character assessments attributing values to evidential, historical, aesthetic and communal attributes. This has enabled an opportunity to look at the modern-day town at the hyper local level and used digital mapping to plot the changes in the towns over time. The survey will cover the towns of the historic county of Lincolnshire, so.

The towns were evaluated to assess their historic character and identify the nature and extent of surviving heritage assets whether as standing structures, below ground archaeological deposits or in the surviving historic town plan. The towns of Lincolnshire vary greatly in their origin. Some towns date to the Roman period (Caistor and Horncastle) while at the other extreme, there are towns which grew as a result of industrialisation (Scunthorpe) or the growth in the leisure sector (Skegness and Woodhall Spa). The towns are as diverse as the internationally acknowledged beauty represented by Stamford to the suburban growth of North Hykeham. The project website, with examples of project reports [www.lincsabout.town](http://www.lincsabout.town)

Moreover, in Lincolnshire there are a wide variety of towns, some like Stamford [MergedFile \(lincolnshire.gov.uk\)](http://lincolnshire.gov.uk) have been dictated by its geology and proximity to limestone quarries resulting in a high number of well-preserved Georgian mellow limestone buildings prompting Sir Walter Scott to call it "the finest stone town in England". The facades are synonymous with the town as they are in Market Deeping and Spalding. Meanwhile in Boston [Boston1.pub \(lincolnshire.gov.uk\)](http://lincolnshire.gov.uk) it is primarily brick build due to its location close to local clays which have given it's unique character along with the skills, trade and technology brought from Europe through the port of Boston during medieval times when the town grew rapidly.

The Historic England supported programme closed at the end of 2022. The results will be held as part of the Lincolnshire Historic Environment Record (HER) and the HERs of NLC and NELC both in a database and spatially in a Geographic Information System (computerised mapping). The principal outputs will be an Historic Character Assessment report for each town. Due to limited resources these will not be available in hard copy form but will be made available digitally through the project's bespoke website ([www.lincsabout.town](http://www.lincsabout.town)) and will be archived with the Archaeology Data Service (ADS).

The project outputs will be used to support and inform a variety of planning policies from national objectives as reflected in the NPPF to the local policies of respective local planning authorities. This improved evidence base will assist the local authorities of the historic county of Lincolnshire and their partners in planning for the care of the county's historic urban settlements, protecting historic character and promoting sympathetic regeneration at a time of intense development pressure.

The County Council's Historic Places Managements Team have set about characterising the environment of the towns of Lincolnshire, one town at a time. Great progress is being made and there is ally good cooperation from partners across the county.

Inevitably the pandemic has had an impact upon the delivery of aspects of the project. With resources such as the County Archives and Local Studies Libraries being inaccessible for large parts of the last year progress has been slowed. The pandemic has also hugely impacted the amount and type of community engagement that the team had been able to do.

We strongly felt that the survey reports should be used as a source document for authorities and be instrumentalised to showcase Lincolnshire towns in a number of fashions:

- **Promoting tourism:** The EUS can be used to promote the heritage and historic character of a town to visitors. By highlighting the unique features and history of a town, it can attract more tourists and enhance the local economy.
- **Supporting local planning:** The information gathered through the EUS can be used by local planners to inform decisions about conservation and development in the town. This can help to ensure that new developments are sympathetic to the historic character of the town, and that historic buildings and spaces are protected.
- **Enhancing community engagement:** The EUS can be used as a tool to engage local communities in discussions about the heritage of their town. By showcasing the unique features and history of the town, it can foster a sense of pride and ownership among residents and encourage them to get involved in local initiatives and projects.
- **Supporting funding applications:** The EUS can be used to support funding applications for heritage projects in the town. By providing a comprehensive overview of the historic environment, it can demonstrate the importance of the town's heritage and the need for investment to protect and enhance it.
- **Providing educational resources:** The information gathered through the EUS can be used to develop educational resources for schools and other groups. This can help to increase awareness and understanding of the town's heritage among younger generations and foster a sense of appreciation for the historic character of the town.

The benefits of this work demonstrate the distinctiveness of each town with supporting maps and digital maps for each of the 30 towns covered. Various benefits and interdisciplinary



opportunities were discussed, and the reports provide a data led approach to support future place shaping.

They also provide an opportunity to support two digitised high street pilots known as **'Hidden Histories – A Virtual High Street Tour'**.

#### **'Hidden Histories – A Virtual High Street Tour'**

Following on from the discussions of the Scrutiny Panel 2 pilot projects are being developed to support:

- a) Holbeach and
- b) Mablethorpe

These have been selected due to targeted funding opportunities, the availability of historical evidence and mapping from the EUS and the opportunities afforded by a pilot to demonstrate specific opportunities.

The aim is to create a virtual immersive environment (VIE) for both high streets with the objective of driving new footfall, encouraging new visitors, and re-engaging the 'place' with the local community.

The VIE will have interactive hotspots that will reveal some of the hidden histories of the high streets architectural and social past. The VIE will be a digital creation of exterior spaces and building interiors and produces a self-led tour of a space or place and can be viewed online or via a mobile device.

Information hotspots or points of interest can be added via text, images, videos, and audio. Multiple copies of a space can be created with hot spot adapted to appeal to a particular audience, for example businesses and residents.

In Mablethorpe an underspend on the Coastal Communities Fund programme is being used to support digital reimagining of the High Street. This will lean to engaging schools and students in content creation and harnessing local history components in the KS1/2 national curriculum. Pupils will engage with family members to collect local stories and develop an understanding of 'place identity and its heritage'. These stories will support the story telling.

In Holbeach the focus will be around providing businesses with an opportunity to advertise events and offers and the potential to operate local discount schemes, whilst telling residents and visitors the hidden story of Holbeach it will also act as a mobile town notice board.

## Case Study - County Durham Pound Project <sup>8</sup>

This project harnessed the collective spending power of 12 public sector organisations and looked to focus that spending locally.

Including social value in decisions to award contracts was central to the premise. It was accepted procedure to consider quality, price and timescales in a contract award, but this was expanded to a contractor's environmental policies, apprenticeship programmes and community outreach work.

This was accompanied by wealth building, working with residents, businesses, and partner organisations to create and retain wealth within communities. Examples of this were promoting locally owned and socially minded enterprises, establishing local supply chains, or managing assets to allow communities greater control of buildings and land in their area. The aim is to maximise the value of every County Durham pound spent to ensure it benefits as many people and businesses as possible.

Focused on a high street/market town this could be a viable way to support high street sustainability – physical regeneration community engagement and local businesses receiving higher numbers and value of contracts.

**Exploration of something similar to the Durham Pound in Lincolnshire would accord with evidence received by the panel and aligns with wider discussions and objectives.**

### Visitor Economy

Market towns make a significant contribution to the visitor economy in the UK, both in terms of attracting tourists to the area and providing employment opportunities in the tourism sector.

Market towns attract a significant amount of tourism spending from visitors who come to explore the area. This includes spending on accommodation, food and drink, attractions, and shopping, which in turn helps to support local businesses and boost the local economy. This also links the tourism sector in market towns with a pool of talent that seeks employment opportunities (especially local residents), ranging from jobs in hotels and restaurants to positions in tourism-related businesses such as tour operators and attractions.

Market towns often have a rich heritage and unique character that makes them attractive to visitors. In Lincolnshire there is a wide breadth of heritage and many of the smaller market towns are indeed historic urban settlements that can serve as a pole of attraction for visitors both from outside the County (nationwide and foreign) as well as domestic visitors (individuals living in the County and traveling across to explore different places). The tourism

---

<sup>8</sup> [County Durham Pound project seeks to maximise local benefits from £1billion spend - Durham County Council](#)

industry, in turn, can help to preserve this heritage by supporting the restoration and maintenance of historic buildings and landmarks.

Another important part of maintaining a vibrant visitor economy is the ability to run and host events and festivals. Market towns often host a variety of events and festivals throughout the year, from farmers' markets and craft fairs to music festivals and cultural celebrations. These events can attract visitors from outside the area and help to boost the local economy. In Lincolnshire some characteristic examples include the Beyond the Wood's Festival (Horncastle), the 1940's Festival (Woodhall Spa), the SO Festival (various locations), the Holbeach Music & Beer Festival, and the Forbidden Forest (Grantham).

It must also be acknowledged that the tourism can set strong foundations for increased investment value. The presence of a thriving tourism industry can help to attract investment in the local area of Market Towns, including funding for infrastructure improvements and the development of new tourism-related businesses.

In summary some of the key elements that contribute to creating a vibrant mix that attracts visitors to a market town, include:

- Historic character: Market towns that have preserved their historic character and architecture can be very attractive to visitors, creating a sense of charm and uniqueness that is difficult to find elsewhere.
- Range of independent shops: Market towns that have a diverse range of independent shops, boutiques, and artisanal businesses can be very appealing to visitors, as they offer a unique shopping experience that is different from the homogenised offerings of larger towns and cities.
- Markets and events: Markets and events can be a great draw for visitors, creating a lively and festive atmosphere that encourages people to linger and explore. Farmers markets, craft fairs, and food festivals can all be effective in attracting visitors.
- Cultural attractions: Market towns that have cultural attractions, such as museums, galleries, and performance venues, can be very attractive to visitors who are interested in learning about the history and culture of the area.
- Natural beauty: Market towns that are located in areas of natural beauty, such as the countryside or by the coast, can be very appealing to visitors who are looking for a peaceful and relaxing break.
- Food and drink: Market towns that have a thriving food and drink scene, with a range of pubs, cafes, and restaurants, can be very attractive to visitors who are looking for good quality, locally-sourced food and drink.
- Walkability and accessibility: Market towns that are easy to walk around and have good public transport links can be very appealing to visitors, as they offer a convenient and stress-free way to explore the town and the surrounding area.

Overall, a vibrant mix of historic character, independent shops, markets and events, cultural attractions, natural beauty, food and drink, and walkability and accessibility can all contribute to creating a market town that is attractive to visitors.

The main points highlighted to the Panel about our visitors were:

- It is crucial to know your visitor (families, young couples, local or international travellers, interested in heritage or recreational activities or sports);
- visitors (like locals) want cleanliness, a good range of shops including independents, and eateries;
- provide safe storage for cyclists;
- consider parking charges – pay on exit more popular than pay and display, and short periods of free parking encourage a churn of visitors; and
- try to establish a unique selling point to attract certain types of visitors; and
- consider new established types of vacationing- tourists contemporarily, favoured self-catered accommodation such as Airbnb, which meant that they were also more likely to use local hospitality venues.

Our Head of Infrastructure Investment informed us that in Lincolnshire in 2019, the visitor economy was worth £2.49 billion, but fell to £1.24 billion in 2020 and recovered to £2.03 billion in 2021, not quite pre-pandemic levels. In 2021, there were 22.7-million-day trippers to Lincolnshire, a reduction of 26% compared to pre-pandemic levels, but an increase of 58% on 2020.

Visit Lincolnshire ([www.visitlincolnshire.com](http://www.visitlincolnshire.com)) recorded 40,200 visits in the thirty days prior to 8 June 2022, with a conversion rate of 16%. Visitlincolnshire.com had been extensively updated during lockdown to be both inspiring and informative and it continues to develop its product.

We welcomed that the Visit Lincolnshire portal had been established and suggested that it offer a centralised place for mapping Lincolnshire's cycling and walking products. Nevertheless, we acknowledged that many of the Lincolnshire's current walking and riding trails needed significant maintenance and better signage so visitors could make better use. Viking Way and Lindsey Trail were cited as tourism products that needed better maintenance.

County Council Officers meet with their District Council Tourism Colleagues on a monthly basis to exchange ideas, modes of best practice, local intelligence, costings and STEAM data. We requested that in future meetings local apps should be raised as a means of promoting local offer and catching up with the digital needs of our visitors.

Visit Lincolnshire did not yet have tracking technology for data purposes; at the time of the review this was still being investigated after having established further content.

Signs variations for Pedestrian Zones (Extract from Traffic Signs Manual: Chapter 3)



Figure 6-1 Diagram 618.3B (S8-2-1) Entry to, and waiting in, pedestrian zone restricted



Figure 6-2 Diagram 618.3C (S8-2-2) Entry to, and waiting in, pedestrian and cycle zone restricted



Zone operates at all times



Zone operates for part of the day at the same times on every day of the week



Zone operates for part of the day at the same times on certain days of the week



Zone operates for 24 hours on certain days of the week

Figure 6-3 Examples of different times of operation for a pedestrian zone



Figure 6-7 Examples of signs indicating a prohibition of waiting and loading in a pedestrian zone

Signs variations for Restricted Zones (Extract from Traffic Signs Manual: Chapter 3)

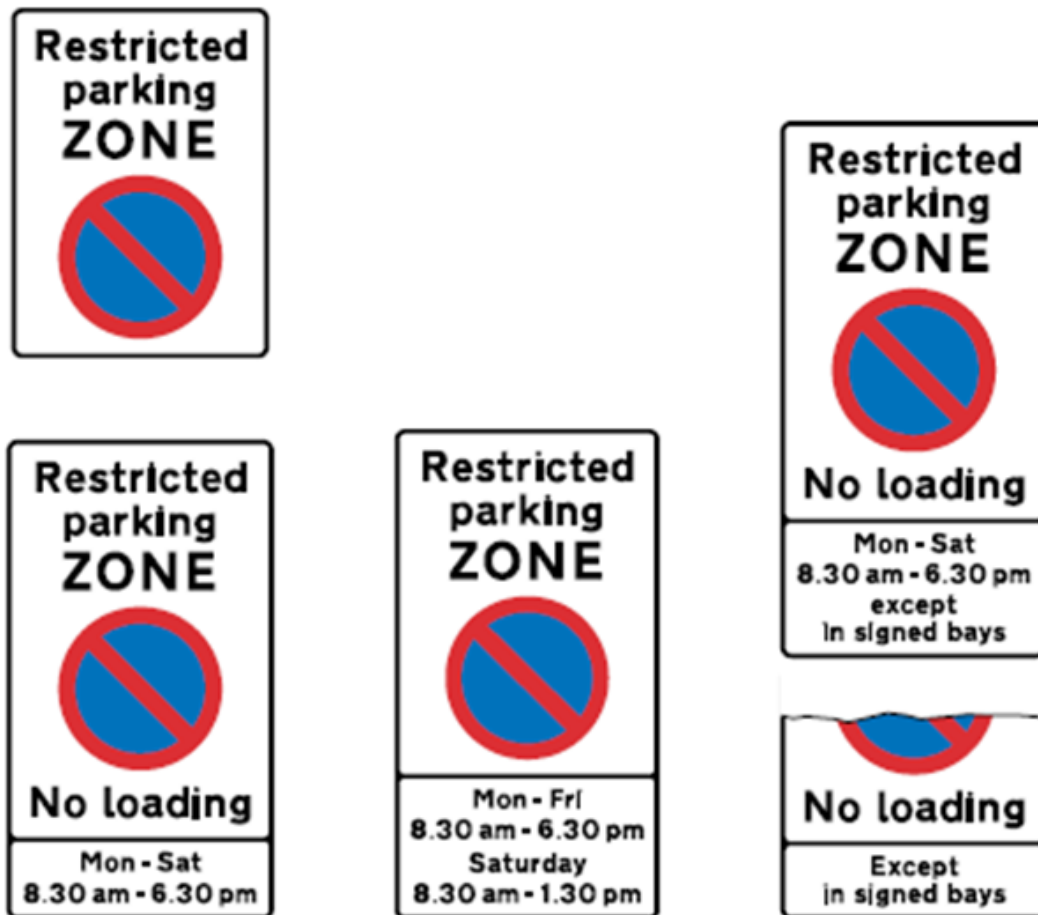


Figure 15-1 Examples of signs indicating the entrance to a restricted parking zone



Figure 15-2 Examples of signs indicating a prohibition of waiting and loading in a restricted parking zone



**Open Report on behalf of Andrew Crookham, Deputy Chief Executive and Executive Director - Resources**

Report to:	<b>Executive</b>
Date:	<b>03 October 2023</b>
Subject:	<b>Appointment to Outside Bodies</b>
Decision Reference:	<b>I030380</b>
Key decision?	<b>No</b>

**Summary:**

This report requests the Executive to make an appointment to the County Council Network (CCN) to fill the vacancy created by the resignation of Councillor Robert Parker from the County Council on 31 July 2023.

**Recommendation(s):**

That the Executive approves the appointment to the CCN as listed in Appendix A.

**Alternatives Considered:**

- |    |  |
|----|--|
| 1. | Not to make appointments to the outside body as detailed |
|----|--|

**Reasons for Recommendation:**

To continue to provide Council representation on organisations, as part of the County Council's community leadership role.

## 1. Background

The Council's Constitution provides for appointments for joint committees of more than one authority and those bodies where the membership of which is politically balanced, to be made by the County Council, and such appointments were made on 21 May 2021 and 15 September 2023.

Under Part 3 of the Council's Constitution the Executive has responsibility to make appointments to all other outside bodies.

Following the resignation of Councillor Robert Parker from the County Council on 31 July 2023, a vacancy arose on the County Council Network (CCN). It is requested that the Executive approve the appointment of Councillor Karen Lee to this vacancy to ensure that the Council continues to be fully represented on this organisation.

## **2. Legal Issues:**

### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified



consideration must be given to measures to avoid that impact as part of the decision-making process.

There are not considered to be any impacts arising out of the contents of this report.

#### Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

There are not considered to be any direct implications arising out of the contents of this report.

#### Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

There are not considered to be any direct implications arising out of the contents of this report.

### **3. Conclusion**

That appointment to the vacancy on the County Council Network will allow the Council to be fully represented on this organisation.

#### **4. Legal Comments:**

The recommendations are lawful and within the remit of the Executive

#### **5. Resource Comments:**

There are no additional material financial implications arising from acceptance of the recommendation in this report.

### **6. Consultation**

**a) Has Local Member Been Consulted?**

n/a

**b) Has Executive Councillor Been Consulted?**

n/a

**c) Scrutiny Comments**

This decision has not been considered by a scrutiny committee

**d) Risks and Impact Analysis**

as detailed in the body of the report

**7. Appendices**

These are listed below and attached at the back of the report	
Appendix A	Executive Appointment to Outside Bodies

**8. Background Papers**

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Rachel Wilson, Democratic Services Officer, who can be contacted on 07796 994874 or [rachel.wilson@lincolnshire.gov.uk](mailto:rachel.wilson@lincolnshire.gov.uk)

# Appendix A

## APPOINTMENTS TO BE MADE BY THE EXECUTIVE

<u>NAME OF BODY</u>	<u>NUMBER OF APPOINTMENTS</u>	<u>APPOINTEE</u>
County Councils Network	4	Clr M J Hill OBE Clr Mrs P A Bradwell OBE Clr M A Whittington <b>Clr K E Lee</b>

@03.10.23

This page is intentionally left blank