

HEMSWELL CLIFF MASTERPLAN

April 2016



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1. Introduction

Purpose of the Masterplan

- 1.1 Hemswell Cliff is a mixed residential and business village that has been formed from a former Royal Air Force (RAF) air base since the Ministry of Defence (MoD) disposed of it in the mid 1980s.
- 1.2 West Lindsey District Council has, for some years, been working with residents, businesses, landowners and other stakeholders to identify and address social, economic and environmental issues and challenges affecting Hemswell Cliff, its residents, its businesses and their future.
- 1.3 In its Strategic Economic Plan, the Greater Lincolnshire Local Enterprise Partnership (GLLEP) has identified agri-food as one of three core sectors prioritised for growth of the economy, noting that:

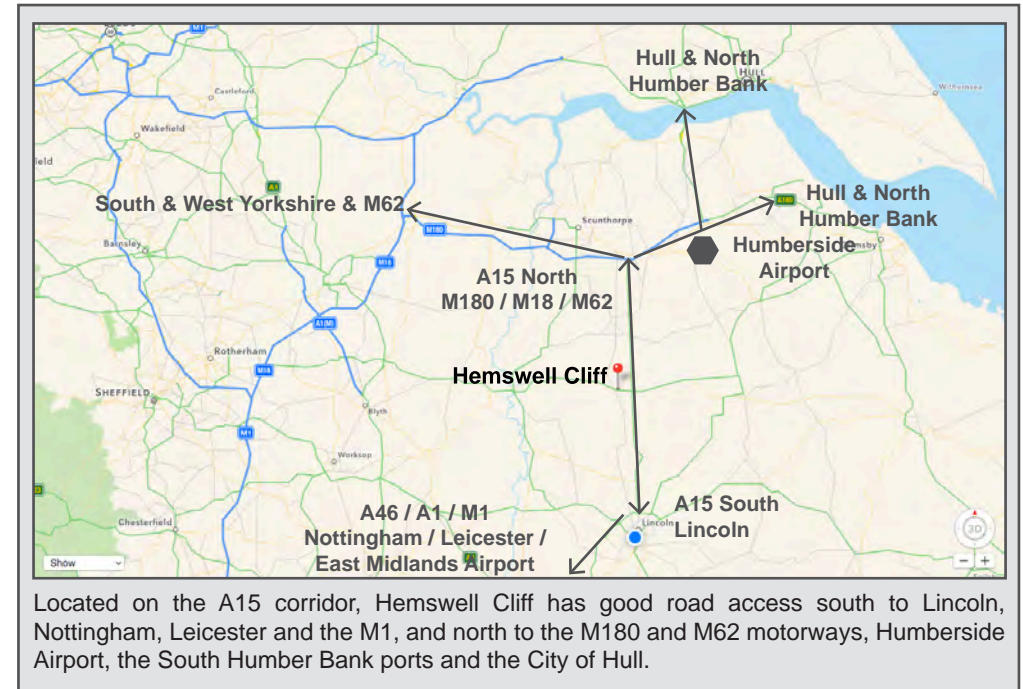
“Greater Lincolnshire has more grade 1 agricultural land than any other LEP in England, producing/processing over 12% of the UK’s food supply, including more than 70% of its seafood and 25% of its vegetables; the sector employs more than 68,000 people across the supply chain, with a diverse mix of businesses...”

Greater Lincolnshire LEP: Strategic Economic Plan, page 20

In line with that priority, the GLLEP decided, in 2015, to include an area of land at Hemswell Cliff - together with the Lincolnshire Showground, located just a few miles to the south - in one of three Food Enterprise Zones (FEZs) it is promoting.

- 1.4 The proposal has since been included in Policy LP5 of the Central Lincolnshire Local Plan Submission Draft, April 2016, (CLLP) which provides for a substantial area (26 hectares developable area) of new industrial and business development extending westwards from the current built edge of Hemswell Cliff.
- 1.5 The CLLP also proposes a level of housing growth at Hemswell Cliff that is higher than generally provided for in villages of the same category (Category 5 “Medium” villages), explaining that:

“the reasoning for this exceptional approach is due to the adjacent Hemswell Cliff Business Park area being identified as a national Food Enterprise



Located on the A15 corridor, Hemswell Cliff has good road access south to Lincoln, Nottingham, Leicester and the M1, and north to the M180 and M62 motorways, Humberside Airport, the South Humber Bank ports and the City of Hull.

Zone, which will lead to significant investment and job creation. As such, this Local Plan makes specific allocations for dwellings in Hemswell Cliff (see Policy LP53), to complement the employment and other growth associated with the Enterprise Zone...”

CLLP paragraph 3.4.7

The policy referred to allocates a site to the south of the main road (A631) and refers to an indicative number of 180 dwellings.

- 1.6 The specification for the masterplan stipulated that it should “guide the future growth and development of Hemswell Cliff as a strategic employment area and establish a more sustainable residential settlement”. This means that requirements and impacts arising from proposed new development must be identified and planned for, so that opportunities for wider social, economic and environmental improvements may be seized. This Masterplan has been prepared in that context.
- 1.7 The Masterplan has been commissioned by West Lindsey District Council

and prepared by a multi-disciplinary consultancy team led by OpenPlan (the full team is listed on the title page).

- 1.8 Preparation of the Masterplan has been informed by the outputs of previous community consultations, supplemented by a series of meetings and discussions with key stakeholders, particularly a Key Stakeholders' Workshop on 17th February 2016 and a Community "Drop-in" on 3rd March 2016.

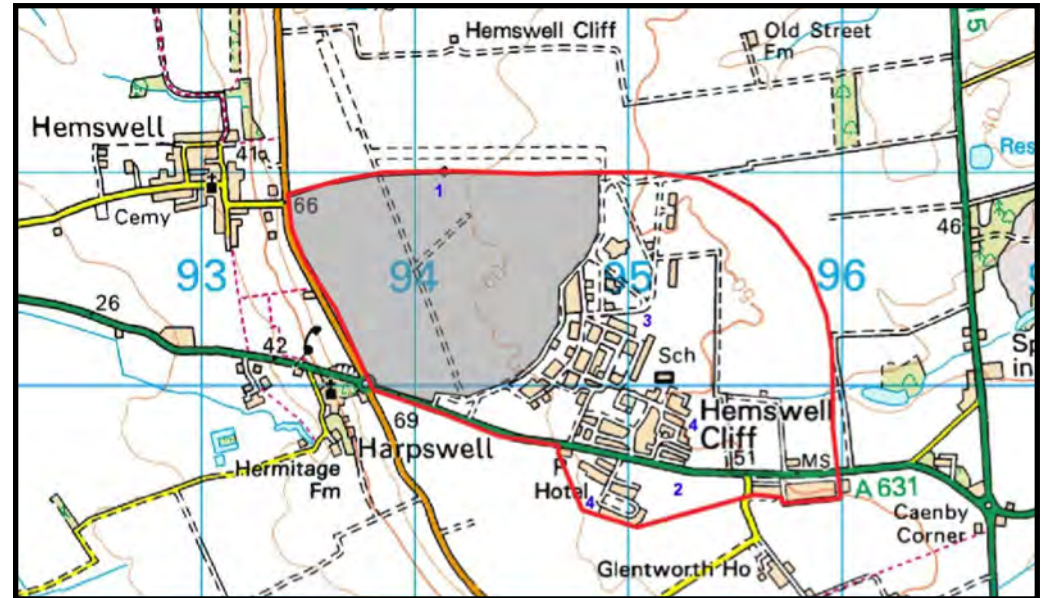
Project Brief

- 1.9 The project specification stipulated that the Masterplan should provide *"a clear vision and spatial land use framework which will shape the development of Hemswell Cliff as a sustainable community and employment growth hub"*.

- 1.10 The boundary for the study, which is shown on the map included as Figure 1 (previous page), was drawn quite widely to allow options to be considered across a wider area before delineating the area considered suitable for development.

- 1.11 Preparation of the Masterplan has followed the requirements of the brief, which stipulated that is should:

- **Provide** a 'high level' framework that will help guide development and establish associated parameters, without prescribing them, allowing for flexibility to accommodate different buildings, sizes, functions whilst at the same time considering off-site constraints and sensitivities;
- **Outline** associated key infrastructure, facilities and service requirements;
- **Improve** legibility and develop a green space framework (including landscape screening) as the mechanism to achieve a better sense of place and closer integration with the existing built environment;
- **Explore** the best commercial use mix for the food LDO and Enterprise Zone;
- **Assess** any requirements for Environmental Impact Assessment;
- **Identify** the impact of the proposed development on traffic flow and the existing highways infrastructure, assessing whether separate transport modelling is necessary to properly evaluate the need for any improvements to the existing road network;
- **Ensure** that the views of existing residents, businesses and other stakeholders are fully considered.



INFORMATION BOX 1 - Food Enterprise Zones

Greater Lincolnshire has three out of the seventeen FEZs approved by DEFRA in early 2015.

"Food Enterprise Zones will unleash food entrepreneurs, bringing together researchers, farmers, manufacturers, distributors and retailers so they can improve productivity and spark new ideas off each other all the way along the supply chain from farm to fork, from lab to lunch."

Secretary of State for Environment, Food & Rural Affairs, The Rt Hon Elizabeth Truss MP

Responding to the DEFRA approvals, Mark Tinsley, the Greater Lincolnshire LEP board member leading on agri-food, commented:

"Our strategy is to double the value of our food and farming industry in Lincolnshire by 2030. To achieve that we not only need to help our existing businesses in the food sector, we also need to encourage new business."

"The Food Enterprise Zones are strategically located to allow that expansion, whether it be Holbeach situated alongside the University of Lincoln's National Centre for Food Manufacturing and in the middle of the nationally important fresh produce and flower area, in West Lindsey – an excellent site in the middle of the county – or in Grimsby in the heart of our fish processing industry."

"To have a co-ordinated plan in each zone working with all parties involved is crucial to encourage the expansion and make it a success."

Source: <http://www.greaterlincolnshirelep.co.uk/growth/agri-food>

2. A Brief History of Hemswell Cliff

- 1.1 To understand Hemswell Cliff as it is now, it is useful to look at its history and evolution.
- 2.2 Prior to the 1st World War, the place where Hemswell Cliff now stands was farmland. The fields were “inclosed” during the late 18th/ early 19th Century (Lincolnshire Archive records show two Inclosure Awards relating to Hemswell in 1794), and the characteristic features of the landscape in which the village is set originate from that time. The main road (A631) shows the typical characteristics of an “inclosure road”.
- 2.3 The origins of the village itself are entirely military. An airfield, referred to as RFCS Harpswell, was set up at what is now Hemswell Cliff during the First World War (1916) for the Royal Flying Corps (RFC) but the land was subsequently returned to agriculture. The development of RAF Hemswell started in the 1930s, opening in December 1936 as one of the bases for the then newly-formed Bomber Command.
- 2.4 The base developed over the following three decades with runways and operational buildings and structures, together with housing for airmen and their families and the Sergeants’ Mess, all on the north side of the main road, and the more spaciouly planned and landscaped area of officers’ houses and the Officers’ Mess on the south side. Most of those buildings still exist and are, at this time, still the main components of Hemswell Cliff’s built form.
- 2.5 RAF Hemswell was used throughout the 2nd World War and remained operational in to the Cold War period. Its active use as an RAF base came to an end in 1967.
- 2.6 In 1972 the disused base temporarily became Hemswell Resettlement Camp when it received Ugandan-Asian refugees expelled from Uganda by the country’s president, Idi Amin.
- 2.7 Further information about Hemswell Cliff’s military history can be found on the “Bomber County Aviation Resource” at www.bcar.org.uk/hemswell-history.php. A particularly interesting observation on that site is that “Hemswell is perhaps the only pre-war RAF Station converted to private

use, which has retained its character and still has an unmistakable Royal Air Force feel to it”.

- 2.8 When it was eventually sold by the MoD, in 1985, there was no strategy or plan for adapting the former military base for civilian use, or providing for future development, even though basic requirements relating to the functioning of an air base differ greatly from those that relate to a sustainable civilian settlement (those differences are explored in Appendix 1).
- 2.9 The owners of some of the farmland that had been acquired to build the base exercised their right to buy it back. Most of the buildings – hangars, other operational buildings, mess buildings and houses - were bought by just a few property holding firms and the houses were subsequently sold mostly to individual owners. The former operational buildings have either been converted to commercial and industrial uses or have fallen in to disuse and disrepair. The Officers’ Mess was converted in to a hotel, conference and wedding centre. The former RAF school was transferred to



the education authority. What had been the NAAFI shop was run as a civilian shop for a while but has since been converted in to a house. The former Sergeants' Mess stands empty and increasingly derelict.

RAF Hemswell on Film

To emphasise the Guy Gibson and No.617 Squadron connection, Hemswell was used as a substitute for RAF Scampton in the ground based filming of the 1954 movie The Dambusters as the wartime layout of both Scampton and Hemswell was almost identical. It remains the best known filmed record of what RAF Hemswell looked like during and just after the war. However there is also a colour film of Avro Lancaster's at Hemswell in preparation for a raid over Germany which shows briefings, loading of bombs and the raid itself and was the only known colour film of Lancaster's at War. Scenes for the Dambusters film were filmed in various offices of the station headquarters, the front entrance, the bedrooms, ante room and dining room of the officers mess, hangars and the NAAFI canteen with the latter used for the squadron briefing theatre scenes, as well as on the roadways within the base.

Extract from Bomber County Aviation Resource
<http://www.bcar.org.uk/hemswell-history.php>



3. Hemswell Cliff Now

Portrait of the Place

- 3.1 Since the original disposal in 1985, the community has grown incrementally, with about 800 people now living in the former RAF housing, and a mix of industrial, agricultural, residential and commercial / retail businesses now occupying the mixture of former RAF hangars and other operational buildings and more recent additions.

Sub-areas

- 3.2 Seven sub-areas can be identified, differentiated by use and form. On the next page, these are shown on the annotated aerial view of Hemswell Cliff (Figure 2) and each is described briefly in the accompanying text.



Sub-areas 1a & 1b

Two separate areas of larger, mostly detached and semi-detached houses - former officers' quarters - and a conference / wedding venue (formerly the Officers' Mess), all to the south of the A631.

Sub-area 2

An area of smaller, mostly terraced houses together with a primary school, extensive open grass areas and a recently developed recreation facility (ball park), all to the north of the A631.

Sub-area 3

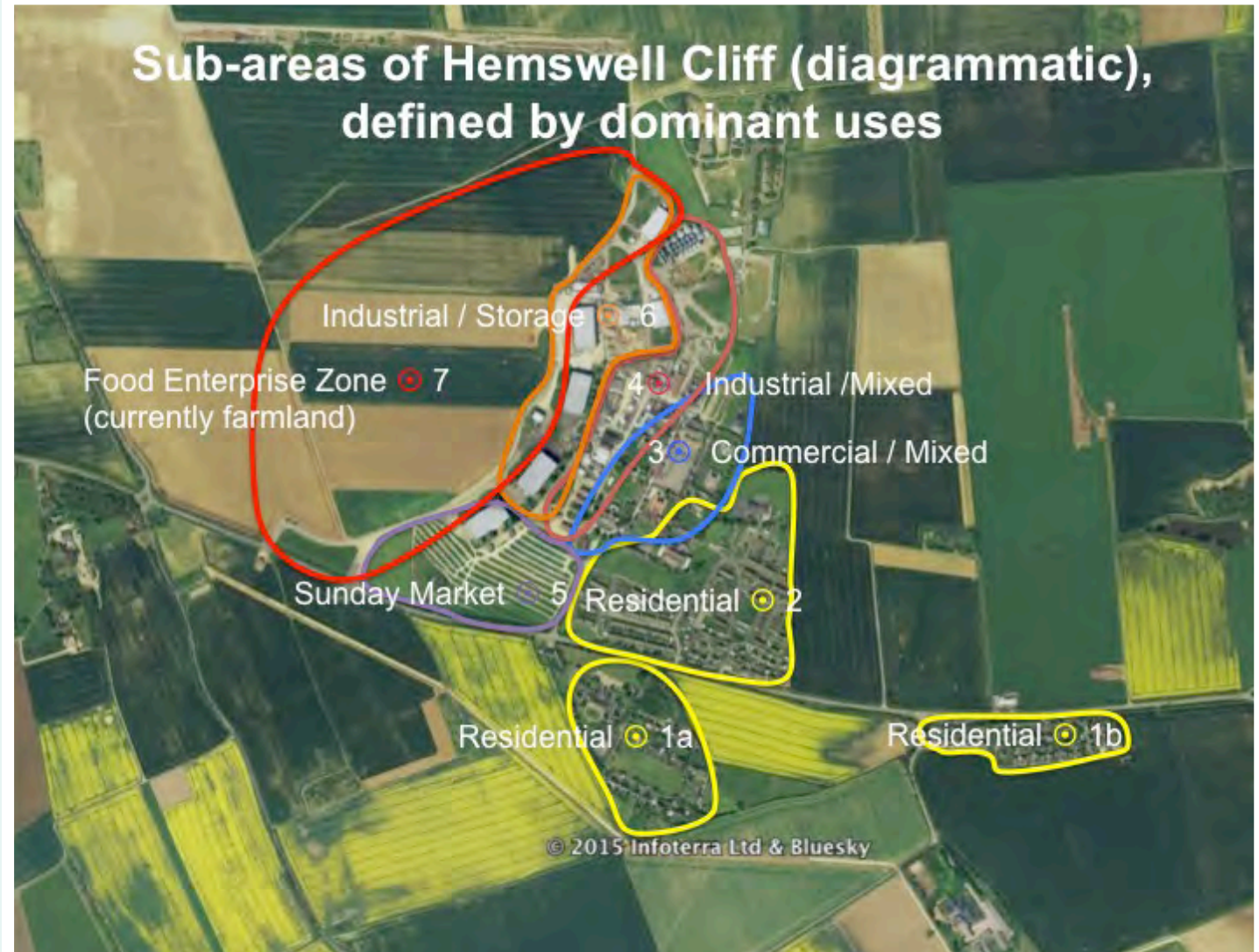
An area of former RAF operational buildings now converted in to a large antiques centre (plus extensive car parking areas), a number of offices and an elderly persons care home, to the west of the houses on the north side of the A631.

Sub-area 4

Adjoining and to the west of area 3, an area of former RAF operational buildings in varying states of repair (some dilapidated) used by small businesses of various types, including some in the antiques trade, and some providing catering.

Sub-area 5

South and west of area 4, an extensive open area used by a Sunday market, immediately north of the A631.



Sub-area 6

An area comprising a mixture of former RAF hangars and more recent buildings, used mostly for industrial and storage purposes - plus a waste recovery plant and anaerobic digester, all to the west of area 4.

Sub-area 7

An extensive area of farmland, part of which is allocated in the Central Lincolnshire Local Plan as a Strategic Employment Site and is being designated as a Food Enterprise Zone.

- 3.3 The former air base buildings, together with more recent additions, now accommodate approximately 60 businesses of varying sizes, providing around 650 jobs across a range of sectors, including manufacturing, wholesale, retail, transportation, office, administrative services, consultancy, construction activities and recycling. About 60% of the businesses at Hemswell Cliff are small businesses (SMEs), employing less than 10 people. Some of the businesses are long-established, in some cases operating for more than 30 years, whilst others are relatively new to Hemswell Cliff.
- 3.4 Buildings around the former Parade Ground are now occupied mainly by what is thought to be Europe's largest antique centre, Hemswell Antique Centres. Alongside these, to the west, are industrial and warehousing/distribution businesses housed in a mixture of converted military buildings and more recent developments. The largest are a plastics recycling plant (Evolve Polymers), Woldgrain Storage, Parkacre Enterprises and Gleadell Agriculture. An anaerobic digester energy plant has recently been developed and brought in to use.
- 3.5 A Sunday market and car boot sale currently operates regularly from the business park with over 800 stalls trading weekly.
- 3.6 Although the area has become an important employment site for West Lindsey, it is also a priority for regeneration, as a former MoD site currently lacking in the facilities and services that would normally be expected in a settlement of its size, with the notable exception of its primary school. Some of the key socio-economic issues are outlined in paragraphs 3.20 to 3.24, below.
- 3.7 Hemswell Cliff's residents are mainly housed in properties built for the RAF. Most of the houses are to the north of the A631. That side of the road, the houses are predominantly terraced and semi-detached and the character is quite dense and urban, notwithstanding the presence of extensive areas of grassed open space. The standard of maintenance of the houses varies greatly.
- 3.8 There is a smaller number of larger, detached and semi-detached houses south of the A631, and here the character is more spacious and suburban.
- 3.9 Alongside the houses on the south side of the A631, the former Officers' Mess, now known as Hemswell Court, provides a venue for weddings,

other functions and conference facilities, as does The White Heather located further east, close to Caenby Corner.

- 3.10 West of Hemsell Court there is a convenience shop and post office, currently the only shop in Hemswell Cliff except for those associated with the antiques trade.

Landscape

- 3.11 In planning for further development and change at Hemswell Cliff, careful consideration needs to be given to the relationship between the settlement and the context within which it is set – the landscape.
- 3.12 The general landscape character of this part of Lincolnshire is described in the West Lindsey Character Appraisal (1999). The most relevant parts of that description have been reproduced below:

"The Limestone Dip Slope falls gently to the east from the 'Cliff'. This is a large-scale arable landscape, crossed by a number of straight roads and trackways. Many have the wide verge and enclosing hedgerows typical of the ancient enclosure roads. The Roman road, Ermine Street (A15) is the most prominent route and runs due north-south across the area, linking Lincoln with the Humber crossing to the north..."

The landscape feels very exposed and open, particularly in the west. The large redundant air bases in the area contribute to the large-scale pattern and featureless character of the landscape. For instance the bases at Hemswell cliff and Scampton are both in visually prominent positions. Other large-scale sites include an agricultural showground between the A1500 and Ermine Street and a large grain store and warehouse style antiques centre at Hemswell Cliff.

Settlements are generally sparse to the west of the character area. Here the landform is smooth and gently rolling and views are generally contained by the roadside hedgerows, but there are extensive panoramic views towards the Wolds to the east wherever hedges have been removed. Individual trees and lines of trees, particularly ash and oak, are important landscape features..."

- 3.13 Hemswell Cliff itself is, in essence, a 20th Century urban development of military origin, surrounded by – and partly divided by - a rural and semi-rural landscape, with its origins in the Inclosure Acts of the 18th and

19th Centuries. It is a place where an 18th and 19th Century agricultural landscape co-exists with a 20th Century military landscape, and where a 21st Century settlement is now growing. This is explored in more detail in a Landscape Character Appraisal of the A631 corridor, undertaken alongside the Masterplan study (please refer to Appendix 2).

- 3.14 In this open and relatively flat landscape, larger, taller buildings, such as the ex-RAF hangars and more recently constructed grain silos, are prominent features, visible from some distance. Where they occur, trees and hedgerows are also prominent and contribute interest, visual variety and, in some case screening of buildings that may otherwise be intrusive.

Roads, streets and transport

- 3.15 Internal estate roads and streets are currently below adoptable standard and not well maintained. There are no existing plans - or funds - for the improvement, replacement or re-development of those in the business / industrial areas.
- 3.16 Maintenance responsibilities for streets in the residential areas are somewhat awkwardly divided. Those north of the A631 are the responsibility of two residential management companies (one very much bigger than the other), with local residents on their management boards. Streets south of the A631 (and in one small area on the north side too) are the responsibility of the residents themselves.
- 3.17 As a business location, Hemswell Cliff benefits from its proximity to the A15, which is a route of strategic importance, especially for HGV traffic, providing as it does the main north / south road corridor between Lincoln, Scunthorpe and the South Humber Bank, and the Humber Bridge.

The A631 serves as both a major road-link between Gainsborough and the A15 and a main road for the settlement of Hemswell Cliff as a whole. It is a busy road with an accident record. Further development on the site generating additional traffic movements – including a large number of HGVs – will have a major impact on the A631, potentially making it more difficult and hazardous to cross between the southern and northern parts of the settlement. A workable solution will need to be found.

The roundabout at Caenby Corner, where the A631 intersects with the A15, may also require safety-related improvements.

- 3.18 Public transport services are limited, but do provide connections with the nearest major urban centres – Gainsborough, Lincoln and Scunthorpe. The services running at the time this report was prepared were listed as:

- 103 - Lincoln – Scunthorpe (1 bus 'out' and 1 'in' each weekday)
- PC25 - Market Rasen - Hemswell – Lincoln (several buses 'in' and 'out' each day, but long gaps between services)
- 100G & 101G Gainsborough CallConnect (timetable is not fixed but responds to passenger requests)

- 3.19 There is a network of paths within the village – some tree-lined. Mostly, the paths would benefit from better maintenance, but the network is potentially attractive.



Socio-Economic Portrait

3.20 Hemswell Cliff is an unusual community. In addition to its somewhat challenging spatial legacy as a former military airbase (see Appendix 1), it currently has:

- virtually no community facilities, apart from the primary school;
- a considerably higher than national average stock of private rented houses;
- a significant employment base, but with very limited connections between the individuals living in the community and the businesses which operate from it;
- higher than average levels of deprivation in terms of employment, health, qualifications and income;
- residents left with responsibilities for maintaining expensive infrastructure that has now, post-decommissioning, fallen further into disrepair;

stark social divisions (reflected in house prices) between those living in the former officer and other ranks housing.

3.21 Economic Inactivity

Economic inactivity and unemployment in an area gives a useful indicator of the potential of people living locally to fill local jobs. Data from the 2011 census local suggests an unusually high level of economic inactivity: 33% compared to figures of 20.5% for West Lindsey as a whole and 22.5% for Great Britain. It is estimated that there are only around 400 people actively engaged in the labour market.

Live / Work Patterns

3.22 Available data suggest that businesses at Hemswell Cliff draw most of their workers from the north – with 28% coming from the local area (about 5 miles radius) and 26% coming from North and North East Lincolnshire, Caistor, Scotter and Market Rasen areas. 9% of employees live in Gainsborough and 14% live in other parts of Lincolnshire and further afield.

3.23 Breaking the origin of those who live in the Hemswell area down in more detail, (by looking at Lower Layer Super Output Area (LSOA) rather than Middle Layer Super Output Area (MSOA) data), indicates that only slightly more than 100 people in Hemswell Cliff, Willoughton, Blyborough and

Grayingham work at Hemswell Cliff. Given that the population of Hemswell Cliff is 58% of the whole MSOA, a straight-line apportionment suggests that only 62 people, or 16%, of those who live in Hemswell Cliff work there too.

Deprivation

3.24 The latest Indices of Deprivation were released on 30 September 2015, and update the 2010 indices. For overall performance, the area that includes Hemswell Cliff (ref. 005B) ranks in the 22% most deprived LSOAs in England. This is in contrast to its neighbouring LSOAs, which range from 42% to 59% and are, therefore, nearer the mid-point of the national rankings. Particular problems include income (16%); employment (18%); and health (18%). The LSOA also ranks in the top third most deprived for Education, Barriers to Housing and Services, and Living Environment. There is stark incongruity between these levels of social and economic deprivation, experienced by many residents, and the relatively prosperous customer bases served by neighbouring businesses such as the international antiques destination and Hemswell Court as a wedding and conference venue.

3.25 The spatial distribution of families and individuals experiencing social and economic stress is not even. There are some notable concentrations, correlating with the tenure, type, condition and value of housing.

3.26 It is notable, however, that overall the LSOA performs well on crime. At 88% its crime ranking is considerably better than its neighbouring LSOA (005A), which covers Hemswell Village, Corringham and Heapham.

3.27 Although this section has focused primarily on socio-economic challenges, there are some significant positive features too, several of which are referred to under the heading “Celebrate Success” on page 20.

Property Market Portrait

Commercial and Industrial - Current Situation

3.28 ‘Market’ perceptions of Hemswell Cliff as a business location have been explored in the context of the proposed FEZ. The purpose of this exploration was to understand how Hemswell Cliff is perceived as a business location now, without any additional investment – or promise of investment - in



infrastructure upgrades or other improvements. This information helps to identify current strengths and weaknesses, and any changes and/or interventions that may be necessary in order to make this a more attractive business location.

Strengths

- 3.29 At the present level of occupancy (i.e. because it has not yet exceeded the capacity of the local infrastructure), the site offers the following attractions:

Good road connections - Hemswell Cliff is well positioned within Greater Lincolnshire for distribution and import/export activities, with a significant customer-base within a relatively small radius. It is close to the A15, leading south to Lincoln and on, via the A46, to Newark and the A1, and Leicester and the M1. Northwards, the A15 provides access to the Humber with links to the M180, M18 and M62 and, via these routes, to the A1 North and M1. Hemswell Cliff is only about 30 miles from Grimsby and the other major ports on the Humber (Immingham and Hull); about 100 miles from Manchester; and about 100 miles from Birmingham.

Affordable land - the site is currently under-developed and the new FEZ will provide an affordable option for business growth with plenty of land (currently in agricultural use) available for development

Separation - The site suits occupiers whose activities may benefit from a degree of separation from more sensitive uses. The separation between the greenfield land and the residential areas of Hemswell Cliff is clear and

defined with the additional benefit of the brownfield industrial estate and extensive areas of common land, which form a buffer-zone between the two.

Agricultural base - Hemswell Cliff is in the middle of a predominantly agricultural part of Lincolnshire, which is, in turn, the county in the UK with the largest proportion of its land dedicated to agricultural production and food-processing. The agri-food sector has continued to grow in the last decade and future prospects suggest that this growth will continue. West Lindsey borders North and North East Lincolnshire, with easy access to the UK's largest port (by volume) at Immingham. This area is a major centre for logistics with one of the largest concentrations of food storage and freezing facilities in the world. Agri-business in West Lindsey is well placed to take advantage of such facilities.

Weaknesses / Constraints

- 3.30 There are some significant constraints on development too, including:

Infrastructure capacity limitations, both on-site and off-site in the local area:

- **Roads** - as described in paragraphs 3.15 to 3.17, above, the internal estate roads are currently below adoptable standard and not well maintained. The A631 (including Caenby Corner) will require safety-enhancement work and junction improvements if further development

is to be accommodated. The case for improving the A15 itself to maximise the opportunities it presents as the main north / south road corridor between Lincoln, Scunthorpe and the South Humber Bank, and the Humber Bridge is currently the subject of a study commissioned jointly by the councils for West Lindsey, North Lincolnshire and Lincolnshire.

- **Other services** are already operating at close to or beyond capacity. Further substantial development at Hemswell Cliff would require additional electricity and gas supply, new drainage solutions, expansion of the mains sewerage, water supply improvements and broadband improvements.
- **Surface Water Drainage** is a particular problem, with localised flooding regularly affecting several places.
- **Shortage of skilled labour**, with few of the residents of Hemswell Cliff working in the commercial premises on the other side of the village, at least in part because they do not, generally, have the necessary training and skills.



Future Opportunities - Commercial and Industrial

- 3.31 Initial discussions with existing agri-food businesses in West Lindsey suggest that latent demand for employment space dedicated to the agri-food sector; however, developing a fully serviced site will be key to securing their location within the FEZ. Without this, the constraints outlined above may inhibit or preclude further large-scale development at present.
- 3.32 If businesses are going to be attracted to Hemswell Cliff, as opposed to other sites both in Lincolnshire and elsewhere in the UK, a number of steps will need to be taken and these will require close partnership between the local authorities, GLLEP and the landowners.
In order to secure significant investment by the public sector in the local infrastructure at Hemswell Cliff, it will be necessary for the landowners to commit to investment (of land and money) in the site themselves.
- 3.33 To make the case for investment it is important that a costed plan for the support needed to develop the site is prepared. This plan needs the explicit agreement and commitment of the private landowners, given their need to commit match funding, as well as the support of the Council. Broad-brush estimates have been included in this Masterplan Report (Appendix 4), but further detail will be needed.
- 3.34 If the landowners and the public sector work together to create the FEZ, it is likely that the heightened awareness of the site, its improved infrastructure and services, and its access to a skilled workforce could make it attractive to agri-food businesses looking to expand or re-locate their activities into the heart of the UK's agricultural economy.

Future Opportunities - Housing

- 3.35 Broadly speaking, housing at Hemswell Cliff consists of smaller, less expensive homes north of the A631 and larger, more expensive home south of that road. This pattern has been inherited from the RAF's separation of accommodation for airmen and their families and officers and their families, north and south of the road, respectively.
- 3.36 Within those broad categories, there are variations in the types of houses (detached, semi-detached and terraced), their design and original build-quality, their current states of maintenance and their tenure (rented or owner-occupied). All those factors are reflected in market value variations.

3.37 Again in broad terms, the area north of the A631 includes relatively large number of houses priced below the average for this part of Lincolnshire. Within this area there are some particular concentrations of poorly maintained homes, whilst other parts are characterised by homes and gardens that are clearly well maintained.

3.38 Generally, the houses south of the A631 are more valuable and incidences of poor maintenance are notably fewer.

3.39 There are future residential sites identified within this Masterplan, initially to the south of the A631 (enabling the connection of sub-areas 1a and 1b), and then, in the longer term, to the north of the A631. Development on this northern side will assist in diversifying the housing stock and growing the critical mass of population to support further investment in services and facilities.



4. Hemswell Cliff's Future

Planning Context

- 4.1 The Proposed Submission Central Lincolnshire Local Plan identifies Hemswell Cliff as a place for growth.
- 4.2 Policy LP5 – Delivering Prosperity and Jobs – identifies Hemswell Cliff as the largest of three Strategic Employment Sites (SEs) in West Lindsey. The SEs are intended “to meet the needs for large scale investment that requires significant land take”. The other two SEs in West Lindsey are at the Lincolnshire Showground (also part of the FEZ) and Somerby Park, Gainsborough.
- 4.3 Policy LP2 – The Spatial Strategy and Settlement Hierarchy – includes Hemswell Cliff as one of a category referred to as “medium” sized villages – settlements which “will accommodate a limited amount of development in order to support their function and/or sustainability”. However, Policy LP4 – Growth in Villages – identifies Hemswell Cliff “for a greater level of growth than would otherwise be the case [for medium villages]...the reasoning for this exceptional approach is due to the adjacent Hemswell Cliff Business Park area being identified as a national Food Enterprise Zone, which will lead to significant investment and job creation. As such, this Local Plan makes specific allocations for dwellings in Hemswell Cliff (see Policy LP53), to complement the employment and other growth associated with the Enterprise Zone, rather than a more general, no allocation, percentage increase approach”.
- 4.4 Policy LP53 - Residential Allocations - Medium and Small Villages - allocates land at Hemswell Cliff (specifically, a site south of the A631) for residential development, with an indicative number of 180 dwellings being proposed.
- 4.5 In that context of planned growth, the driving purpose of this Masterplan is to set out “a clear vision and spatial land use framework which will shape the development of Hemswell Cliff as a sustainable community and employment growth hub” (quoted from the project specification).
- 4.6 The vision that follows has been formulated by considering, together,



the policy intentions embodied in the draft Local plan; the reality of Hemswell Cliff as it is now; and, views, concerns and aspirations expressed by residents, businesses, landowners and service providers.

Economic Development Context

- 4.7 In its Strategic Economic Plan (SEP), the Greater Lincolnshire Local Enterprise Partnership, highlights the importance of the agri-foods sector and identifies its further development as a priority. In the SEP it is explained (page 22) that “to realise its potential, the sector must address some significant barriers to growth, including access to skilled labour, access to finance, energy costs and managing scarce water resources. In some parts of the LEP area, flood risk management and the protection of valuable production and processing assets remain a significant concern”.
- 4.8 Against that background, the SEP sets out (on pages 22 and 23) a number of key actions and interventions, including the following, to which future development of Hemswell Cliff can make significant contributions:
- “invest in the infrastructure required to support long-term growth of the sector, including development of the Ports of Immingham and Boston, and Humberside Airport’s Perishables Hub and long-term investment in enhancing the capacity of the A15...”

- *increase the supply of high-quality food-grade industrial accommodation to support the growth of the agri-food sector;*
- *build the capacity and competitiveness of supply chains across the agri-food sector and stimulate collaboration within and across supply chains to address issues including energy costs, water resource management and workforce skills;*
- *develop our skills base to facilitate access to entry-level, intermediate and higher-skilled apprenticeships and employment opportunities across the agri-food sector, through partnership with the University of Lincoln and the network of Further Education Colleges across Greater Lincolnshire;*
- *maintain a supply of high-quality, serviced employment sites and premises across Greater Lincolnshire to support the attraction of inward investment and facilitate the expansion of existing businesses - this will include promotion of our existing Enterprise Zones (EZ) in North and North East Lincolnshire and exploring the potential to develop further EZ-based initiatives in other parts of Greater Lincolnshire."*



Vision

The statement that follows envisions Hemswell Cliff in, perhaps, 15 years' time. It describes the place the Masterplan sets out to help create. Hemswell Cliff provides an attractive and supportive environment for residents, businesses and visitors.

The Food Enterprise Zone has attracted investment and employment and has established Hemswell Cliff, together with the Lincolnshire Showground, as a centre of excellence in this sector. There is sufficient separation to ensure that businesses can thrive without causing problems for people living nearby, and sufficient integration for the two parts of the community to support each other and benefit from shared facilities.

Positive aspects of Hemswell Cliff's RAF legacy have been kept and enhanced, including the distinctive pattern of streets and green-spaces, the Parade Ground, some notable buildings, and the stories of the people who served here and the things they achieved.

Problems that once affected the village's infrastructure have been overcome through rationalisation of both maintenance responsibilities and funding for community's assets.

The population of the village has grown and diversified substantially. Together, people who work and live here – support

the local shopping, leisure, cultural and community facilities that have been developed in the village centre and the primary school continues to thrive. They also contribute towards the funding of the village's communal infrastructure and services.

New houses have been built alongside the original RAF housing, many of which have been renovated – and some renewed. Although the main road (A631) now handles more traffic associated with the businesses, it has been calmed to make it a safer road for pedestrians and cyclists to use and cross. This is a particular benefit for residents living south of the main road, where more limited new development has linked two residential areas that were previously more isolated from each other and the main part of the village.

One of the features that marks Hemswell Cliff out as a special place is its network of green-spaces, providing a mixture of recreational spaces and facilities, productive community gardens and amenity areas. Coupled with the ponds and swales created as part of the sustainable drainage system, and the tree-lined avenues that have been retained, strengthened and extended from the RAF legacy, Hemswell Cliff is now a village noted for both its attractive appearance and the sustainable lifestyle that the people who live and work here are able to enjoy.

Principles

Nine core principles have been identified as the basis for translating the vision in to reality. Those principles are listed below and each is then explained in greater detail.

1. Make Hemswell Cliff a great place (not just an ex-base)
2. Integrate
3. Invest in people and businesses together
4. Celebrate success
5. Promote the place
6. Fix the roads and pipes
7. The fences must go
8. Make good use of the spaces
9. Empower the Community

1. Make Hemswell Cliff a great place (not just an ex-base)

This first overarching principle is fundamental and it is the intended result of following all the other principles.

When Hemswell Cliff ceased to be an air base little thought was given to the changes necessary to make it into a sustainable and successful place for a civilian community. Many of the issues that concern today's residents and businesses stem from that lack of planning and coordinated intervention at the time when the MoD originally disposed of the redundant base. This was a situation over which West Lindsey District Council had no effective control at the time, but which it has been trying to find ways of rectifying since.

To complete the job of transforming Hemswell Cliff from Base to Place, it will be important to:

- a. recognise, and make the most of, the up-side of the RAF legacy, including:
 - tree-lined roads and paths;
 - some strong and potentially attractive spaces – especially the old Parade Ground;
 - extensive areas of green space;
 - some distinctive and attractive buildings;

- the houses and streets (and the potential to improve them);
- a great story – the evolution of RAF Hemswell, the people who flew and fought, the planes they flew, the lives they led, the Ugandan refugees who lived here after the RAF moved out...

- b. recognise the down-side of the RAF legacy and tackle the resulting problems, including:
 - social and spatial segregation;
 - out-moded infrastructure ;
 - haphazard ownership patterns;
 - management and maintenance issues;
 - isolation;
 - limited facilities;
 - run-down buildings and degraded surroundings.

2. Integrate

The second overarching principle is based on recognition that:

- a. Hemswell Cliff will only work as a place if it is planned as a place and used as a place – by the whole community (residents, businesses and workers, and visitors);
- b. the big challenges (infrastructure weaknesses, inadequate amenities and services, social and economic isolation, poor environments) all need comprehensive and integrated solutions, and targeted investment; and,
- c. segregation is a negative, yet still very influential, inheritance from Hemswell Cliff's military past:
 - it is built in to the layout – officers and their families segregated from "other ranks", houses segregated from work places, the whole air-base segregated from the civilian world;
 - it is so deeply embedded that social and functional divisions have carried forward in different forms, after the military use has ceased;
 - the fences, the main road "barrier", the lack of integration between residents and businesses are all inherited problems that have to be tackled if a successful transformation from base to place is now to be achieved;

Planning for – and achieving - better integration is, therefore, crucial to a sustainable future.



3. Invest in people and businesses together

The Food Enterprise Zone (FEZ) presents opportunities to attract a different type of business and offer new and different employment opportunities. The aim should be to make sure that economic growth drives sustainable development – and this must include development of the local skills base, so that local residents are able to benefit from the development of new businesses and new jobs.

Without adequate investment to help local people gain the skills they need, new jobs will simply go “out” to commuters, and that is not a sustainable solution, so a coordinated programme of skills development needs to be made available.

The area between the new FEZ and the antiques-focused businesses around the old Parade Ground has potential for regeneration and redevelopment and this could include opportunities for new local enterprises. This could offer further opportunities for people to live and work at Hemswell Cliff.

4. Celebrate success

There are, very clearly, some big challenges to be tackled in transforming Hemswell Cliff, but there are also big success stories here that deserve recognition and celebration. For example:

- **Hemswell Antique Centres** is reputed to provide the largest concentration of antique dealers in Europe.
- **Business Growth and Successes** – such as Evolve Polymers (formerly Eco Plastics) which is also a leader in Europe, Its Hemswell Cliff plant, capable of sorting around 150,000 tonnes of waste plastic bottles per year – representing around 35% of the total bottle recycling capacity

in the UK each year - is said to be one of the world’s largest and most sophisticated plastic reprocessing plants. Other success stories include Park Acre and Wold Grain.

- **Hemswell Cliff Primary School**, even though it is the smallest school in the area and has much the highest proportion of pupils receiving free school meals, is rated as “good” by Ofsted (2013), whose report commented that “pupils behave well and enjoy being part of a small school where the high quality of care and support makes them feel safe. As one commented, ‘this is a small school with a big heart’”.

The creation of the school’s “**Room of Requirement**”, an asset shared with the whole community is another success story

- **Hemswell Cliff Parish Council** is itself an achievement, the parish having been formed relatively recently, since the decommissioning of the former RAF base. It provides foundations for effective democratic governance of the community as it now grows and develop.
- **The Ball Park** is a notable Parish Council success, achieved by the hard work of the Ball Park Committee turning around a derelict tennis court to produce a valued and well-used community asset.

5. Promote the place

There is now an opportunity for the Food Enterprise Zone to add substantially to Hemswell Cliff’s business successes, provided that it is recognised that:

- a. the Food Enterprise Zone is a new concept that will need to be promoted actively; and,
- b. it is not about responding to a known, existing demand - it is about creating an opportunity (for which demand is then confidently anticipated).



This means bringing three things together - the space, the place, and the advantage.

The space is there – it has been there for quite a while and although there have been notable success stories, the level of demand has been modest.

The main attraction up to now seems to have been that the space is relatively inexpensive and the access to the main road network is relatively good. The planning system does not appear to have been a problem or an obstacle. However, the existing infrastructure is outmoded, over-used and not able to cope with substantial further development without substantial upgrading.

The challenge now is to turn the space in to a place:

- a place that works well;
- a place that is attractive and distinctive;
- a place that will attract;
- a sustainable place; and
- a place within a place.

Inexpensive land and premises may be one advantage, but this has not proved attractive enough to create huge demand or develop a significant “cluster” so far (with the notable exception of the antiques trade). To deliver the economic development objectives expected of the Food Enterprise Zone, businesses in the agri-foods sector will need to see real advantage in being part of Hemswell Cliff.

The package on offer will need to include:

- significantly improved basic physical infrastructure – roads, drains, sewers, power, broadband;

- a tidy and attractive environment;
- good opportunities for synergy between businesses;
- good facilities for people working there – including social facilities and meeting places (eg, cafes);

In short, Hemswell Cliff needs to become an attractive place – a place that attracts businesses, attracts investment and supports both collaborative and competitive enterprise.

To achieve the transformation – of place, image and opportunity – that is required, the Food Enterprise Zone will need to be supported by:

- a. initial, continuing and coordinated investment in infrastructure;
- b. an approach to planning that creates and maintains a supportive and attractive environment, without putting unnecessary obstacles in the way of the development that is wanted;
- c. integration with the rest of Hemswell Cliff – where there are opportunities to develop facilities that workers, residents and visitors can all share – and support – and where as many as possible of the people who work in the businesses can live - and may reasonably choose to do so;
- d. a clear and effective strategy for facilitating synergy at four levels:
 - i. between the businesses in the FEZ;
 - ii. between those businesses and others at Hemswell Cliff;
 - iii. with the people who live – and will live – at Hemswell Cliff;
 - iv. with the Lincolnshire Showground and the other Greater Lincolnshire FEZs.

6. Fix the roads and pipes

Significant – and costly – infrastructure improvements will be necessary to cope with any significant additional development. The estate roads (residential and industrial) need substantial improvements and repairs; drainage is inadequate and needs upgrading; the sewage treatment plant will need upgrading; energy supply is also likely to require improvement; and broadband enhancements would also be beneficial.

Initial cost estimates are set out in Appendix 4.

A programme of improvements will need to be pursued in tandem with further development. Estimates of the uplift in property values that may be achievable by upgrading the infrastructure to make fully serviced sites available for development (see Appendix 5) suggest that such investment should be viable in the longer term, but it is unlikely that this could be advance-funded without public sector investment support. This will need to be agreed, together with appropriate pay-back mechanisms, between land-owners, developers and the relevant public sector organisations.

It is intended that a Community Infrastructure Levy (CIL) will be introduced in West Lindsey, and payments in relation to new developments could then be one source of (part) funding. At the time of writing, the situation was that the Council had consulted on its Preliminary Draft Charging Schedule in late 2015 and was planning to undertake the next round of consultation on a Draft Charging Schedule in May/June 2016, before submitting it to the Secretary of State in early summer. West Lindsey's CIL is aligned to the rates proposed by the other Central Lincolnshire authorities and uses a shared evidence base, and it is the intention that there will be a joint examination with those authorities late in 2016 (date determined by the Planning Inspectorate) around the same time as the examination for the new Local Plan.

7. The fences must go!

Hemswell Cliff is riddled with fences – some higher, some lower, most ugly, poorly maintained and depressing. Most are ineffective, most are not needed. They divide residents from businesses, businesses from businesses, residents from residents; they segregate and isolate, when integration is what's needed.

8. Make good use of the spaces

In the residential parts of Hemswell Cliff, there are large areas of open, green space. However, open space is not always good space: too much open space can be uncomfortable, unusable, unsafe, and either uncared for or expensive to maintain. Emphasis should, therefore, be on quality rather than quantity alone (although this does not mean that open space is considered dispensable).

Some small areas of the existing green space could beneficially be used for building houses and/or new community facilities. Some might be better used as community gardens or allotments.

There are some “hard spaces” that could also be used more constructively and beneficially than they are at present.

A creative and integrated approach is needed – both to the planning of these areas and to the mechanisms through which the community can benefit from the changes.

9. Empower the Community

It is understood that the Parish Council proposes to prepare a Neighbourhood Plan. This should be supported as it will enable the whole community – residents, businesses, land-owners – to plan their future together. It will give the local community real influence over the location and form of new developments.

It will also entitle the local community (through their Parish Council) to 25% of any Community Infrastructure Levy receipts from developments in the Parish – to invest in things the community needs.

Consideration should be given to opportunities for exercising other Localism rights, such as the “Right to Bid”, the “Right to Build” and “Neighbourhood Development Orders”.

It is recommended that consideration should also be given to using the mechanism of a Community Land Trust to manage community assets and realise development and other opportunities for the community's benefit.

Envisioning the Place

The plan on page 25 illustrates the physical form that Hemswell Cliff could take if the principles described in this Masterplan report are followed in the planning and delivery of development and change. The plan is not a “blueprint” but, rather, an illustration of just one combination of a series of possible outcomes. The main features are described briefly below, working, generally, from north-west to south-east.

The Food Enterprise Zone

Within this zone, which has a developable area of about 26 hectares of mainly “green-field” land, the focus will be on development of businesses operating within the agri-food sector. Most of the new development will be to the west of the existing main access road, which will be upgraded as necessary. There will also be some development on the north-east side of that road. A new roundabout will be created to replace the existing junctions with the A631. Buildings and operational open areas (for parking / manoeuvring / servicing) will be set within landscaped areas, much of which will function as part of a Sustainable Urban Drainage System (SUDS), with permeable open spaces, linked storage ponds and swales all combining to provide improved surface water drainage.

The Business Core

This area will be home for a broader mix of businesses, sitting alongside the FEZ. Businesses related to the antiques trade will continue to form a strong and vibrant cluster here, but set up ventures in other sectors will also find this an attractive area to start up and develop, many of them benefiting from synergies with each other. Buildings that are in good condition and adaptable will be retained, whilst those in poor condition will either be renovated or redeveloped with modern, fit-for-purpose replacements. The antiques centres will continue to attract large numbers of visitors to Hemswell Cliff, as will the Market area, which may evolve to provide retail outlets for locally produced food and other local products.

The Village Centre

This area will develop as a focal point for both the business community and the residents of Hemswell Cliff, linked conveniently with both by safe and attractive streets and paths. The shops, cafes and services that cluster in the Village Centre will be able to draw on three main customer bases – local residents, people working in the adjacent business, and visitors to the antiques centres and markets.

The Residential Areas

The Masterplan envisages substantial new residential development, integrated with and extending from the existing residential areas. Benefits of growing the village’s housing stock as illustrated include;

- bringing in new people to broaden the community and support better local facilities and better infrastructure;
- breaking down the divisions (perceived and physical) between the residential areas and the business / employment areas, to build mutually-beneficial and sustainable relationships between:
- homes and jobs;
- businesses and the wider community;
- facilities and users;
- people and place;
- promoting the renovation, improvement (and perhaps, in some cases, redevelopment) of existing houses by raising confidence and property values.

Some new development on the south side of the A631 will help to connect the two residential areas that are currently isolated from each other and the main part of the village.

It is envisaged that, in the longer term, most of the new housing will be to the north of A631 where most of the village’s facilities and services will be available without needing to cross the main road.

Extending housing closer to the proposed new Village Centre (mainly through redevelopment of the former Sergeants’ Mess) will help to break down the residential / business divide and encourage shared use of facilities by both communities.

Additional and improved facilities

(shops, café’s, workspaces, leisure and recreation etc.), preferably located close to the old Parade Ground, where their viability can be maximised through accessibility to several “customer bases” – residents, businesses/workers and visitors. It is envisaged that this area could become a distinctive village centre. Hemswell Cliff’s network of green spaces is part of the RAF legacy that provides a valuable asset for the whole community. However, much of it currently consists

of quite featureless expanses of grass. There is potential for some of these areas to be used as productive community gardens or allotments, others to be playing pitches, and others to be local nature reserves. This approach could facilitate the further development of a local food production culture that is already apparent in the use of some of the private gardens.

The Main Road Corridor

The A631 is busy – and can be expected to get busier if more businesses come to Hemswell Cliff. The environment for pedestrians and cyclists is currently noisy, unpleasant, uncomfortable and sometimes unsafe.

The Masterplan proposes the introduction of two new roundabouts, one at the eastern edge of the village, providing access to proposed and existing residential areas; the other, at the western end, providing access to the proposed FEZ and

parts of the existing business area. Roundabouts in these positions will provide obvious entrance points to the village and will help to reduce traffic speeds. These should be accompanied by further traffic calming and environmental enhancement measures along the whole length of the A631 as it passes through the village. It is recommended that pedestrian crossings should be included, recognising that the primary school, most of the local employment, and the best opportunities for developing more and better local facilities and services are all to the north of the A631.

It will be important to protect and enhance the landscape of the A631 corridor which is characteristic of 19th Century “Inclosure Roads” and a significant part of Hemswell Cliff’s distinctive heritage.



5. Making it Happen

Overview

- 5.1** As explained, the plan on page 25 is illustrative: it shows the sort of place Hemswell Cliff could become. To turn this from a “nice idea” to reality will require commitment, determination, funding, cross-sector support, willing developers, amenable service providers and community “buy-in”. This chapter starts to explore and map some of the issues, challenges, opportunities and steps involved in turning Hemswell Cliff from “base to place”.

Market Demand

- 5.2** As outlined, the study that has informed this Masterplan has shown that market demand is currently relatively modest – for both business and residential properties. The FEZ will not be responding to an explicit market demand but harnessing latent demand by offering an attractive new concept with clear advantages for those who choose to pursue it.
- 5.3** Existing demand to live in Hemswell Cliff is probably not strong enough for all the new houses to be built, but demand will grow if Hemswell Cliff is seen to offer a good environment with good opportunities.
- 5.4** This Masterplan is both a planning tool and part of the process of raising awareness of Hemswell Cliff’s potential and marketing its opportunities.
- 5.5** A strategic approach to marketing will be essential and this will require cross-sector and inter-agency collaboration, as well as the on-going support of the business and residential communities.

Financial factors

- 5.6** This is an area of relatively low property values, where demand is also relatively low at present. Significant opportunities have been identified, but investors taking a conventional view of the market may see Hemswell Cliff as relatively high risk for achieving a return on investment that is commercially viable in terms of both timescale and net financial gain. This means that public sector funding is very likely to be required as part of a package of investment and intervention to “prime the pump”. Such funding will still need to be paid back, but this can be over a longer period.

Infrastructure costs

- 5.7** Estimates of the costs of upgrading and replacing key infrastructure components, such as roads, drainage and energy supply are set out in Appendix 4. Those costs are substantial.

Land / property values

- 5.8** Estimates of current values and the likely effects on these of investment in infrastructure improvements are given in Appendix 5. These suggest that the potential uplift in land values through investment to make serviced land available for development may exceed the costs of investment quite substantially, but the certainty factor may be insufficient for investors to take the risk without additional security being provided through forward investment of public funds.

Interventions

- 5.9** Both financial and other interventions will be needed in order to address current issues at Hemswell Cliff and realise the opportunities that have been identified.

Financial summary

- 5.10** The financial aspects will require investment funding to enable infrastructure improvements and commitments to be made in advance of development that will provide for future repayment. It is expected that a package of financial and other incentives may be developed to support and promote the FEZ.

Regulatory

Local Development Order

- 5.11** As part of the FEZ “package”, a Local Development Order is to be made, effectively granting conditional planning permission for specified types of agri-food-related development within the FEZ. This will increase certainty and reduce the time and costs involved in obtaining the required planning permissions for development within this zone.

Neighbourhood Plan

- 5.12** Hemswell Cliff Parish Council has started the process of preparing a Neighbourhood Plan. Once that Plan is in place it will enable the local community to have greater influence over the scale and form of development that takes place at Hemswell Cliff. This Masterplan will help to inform the plan-preparation process, which should, in itself, help to build the level of community support that will be required to achieve the scale of change and improvement that is envisaged.

- 5.13** With a Neighbourhood Plan in place, the Parish Council will be entitled to a greater proportion (25%) of any Community Infrastructure Levy (CIL) payments that may be received in relation to developments at Hemswell Cliff, if and when the local authority introduces a CIL regime.

Rationalisation of Community Land ownership, and stewardship

- 5.14** Ownership of community assets and responsibilities for maintenance of roads, streets, open spaces, drainage systems and other assets of community value are currently complicated, with the result that it is often of a standard that is inconsistent with the community's aspirations.

- 5.15** Ways of rationalising all this need to be explored further and it is recommended that the potential role of a Community Land Trust should be considered in this context. Through this mechanism it may be possible for the community to make more creative - and less financially burdensome – use of its assets.

Housing provision and housing renewal

- 5.16** A Community Land Trust may also provide a means through which houses may in need of renovation or replacement could be acquired by the community and then moved on as part of a rolling programme to deal with some of the more problematic aspects of the RAF legacy.

Key Development Stages and Phases

- 5.18** Only a broad phasing plan for development at Hemswell Cliff can be advanced at this stage and it has to relate to sequence and form rather than a specific dates.

FEZ

The layout shows larger units mainly towards the northern parts of the FEZ and smaller units closer to the A631 entrance (with scope for these in the north-east sector as well). This arrangement enables visual and other



impacts of larger structures to be minimised, whilst allowing for a wide range of unit types and sizes overall.

- 5.19** The new, roundabout junction should be built at an early stage so as to provide a new “gateway” and to cater in advance for increased traffic. Improvement of the main access road would logically, be phased from south to north, but there may need to be flexibility (or further advance investment) to allow for responsiveness to any early demand from developers/ operators requiring larger buildings that should be located in the northern parts of the zone.

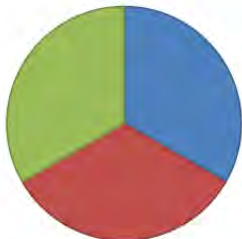
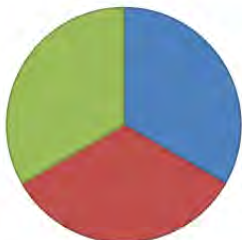
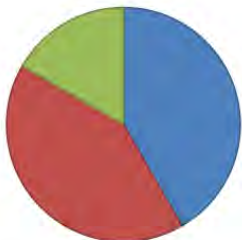
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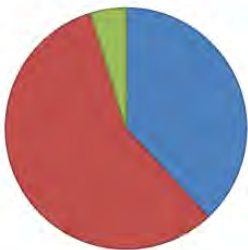

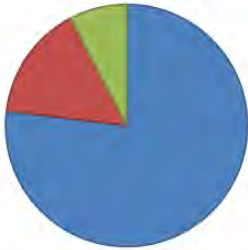
- 5.20** The Masterplan identifies a site for new housing to the south of the A631, supporting the growth of the settlement in line with the emerging CLLP. Longer-term, the Masterplan recommends further housing growth to the north of the A631, to support the integration and regeneration of the settlement. Such development would help to support the improved facilities that are envisaged for the village centre and to lift confidence.

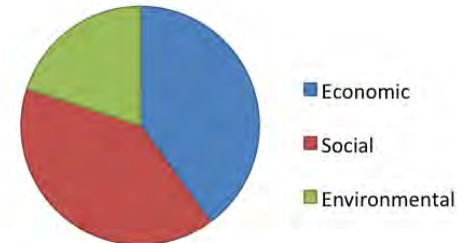
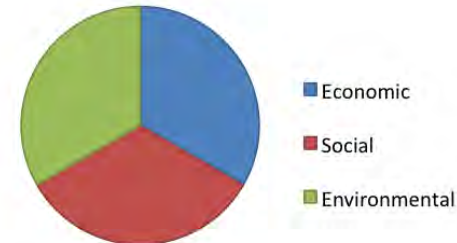
Action Plan

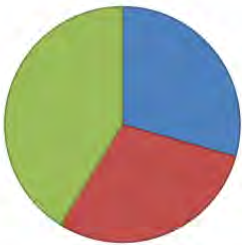
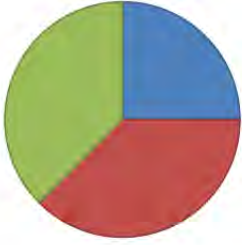
- 5.21** In the table that follows a number of specific recommended actions are outlined. The list is not intended to be exhaustive but rather to serve as a starting point for both action and further thought and discussion about Hemswell Cliff's potential and ways of realising it to the full.

5.22 The actions are all intended – both collectively and individually - to meet the integrated social, economic and environmental objectives embedded in the Masterplan. Against that context, an indication of the emphasis of each action is shown in the diagrams in the right-hand column.

Action Point Ref.	Recommended Action(s)	Social, Environmental, Economic Emphasis
1.	Adopt the Masterplan as a formal statement of Council policy and encourage other relevant organisations (including: Greater Lincolnshire LEP, Lincolnshire County Council, Hemswell Cliff Parish Council and partners in private and community sectors) to acknowledge its significance in their strategies relating to economic development, community development, quality of life, transport and spatial planning.	 <ul style="list-style-type: none"> Economic Social Environmental
2.	Support Hemswell Cliff Parish Council in its production of a Hemswell Cliff Neighbourhood Plan , and related actions, to take forward the long-term vision of an integrated settlement with: refurbished current housing stock alongside new housing development; expanded and regenerated business areas; and improved services and amenities for both residents and businesses / employees.	 <ul style="list-style-type: none"> Economic Social Environmental
3.	<p>Develop and implement a programme for improving the infrastructure, the current state of which is clearly impeding the longer-term evolution of Hemswell Cliff, by consolidating current work with the local estate management companies and renewing the dialogue with Lincolnshire County Council, as highway authority, and utilities companies.</p> <p>Ensure that any new development of scale contributes appropriately to infrastructure improvement, and explore the potential to use public sector resources to front-load some of this investment on a longer-term payback basis.</p> <p>Consider initiatives such as a small levy on the uplift value of housing sales in the areas improved.</p>	 <ul style="list-style-type: none"> Economic Social Environmental

Action Point Ref.	Recommended Action(s)	Social, Environmental, Economic Emphasis
4.	<p>Identify resources to work in partnership with local employers and landlords to:</p> <ol style="list-style-type: none"> develop a local training and recruitment programme, with the intention of linking more local residents into job opportunities in the area; and explore the potential to develop low-cost, low-risk starter and/or live-work opportunities through the redevelopment of vacant and semi-derelict premises in the brownfield commercial zone between the major employers at the western edge of the site and the residential and antique based uses in the east. 	 <p>■ Economic ■ Social ■ Environmental</p>
5.	<p>Establish a regeneration partnership for the area to support the Parish and District Councils, drawing the school, antiques centre, conference / banqueting venue and larger employers into a strategic group meeting at least twice a year to oversee and a strategy for the implementation of the Masterplan.</p>	 <p>■ Economic ■ Social ■ Environmental</p>
6.	<p>Develop a series of investment portfolio opportunities for each of the “zones” referred to in the Masterplan, focusing on:</p> <ul style="list-style-type: none"> attracting commercial investment to the FEZ area; identifying public/private sector partnership opportunities with current landlords and third parties to develop the low cost commercial space between the larger employers and the antiques centre; and, developing community-led solutions to the improvement of the current housing stock and associated open spaces. <p>This should be allied to initiatives for:</p> <ul style="list-style-type: none"> working with the larger employers and the antiques centre to scope out how best to support their longer-term commercial aspirations for their parts of the site; 	 <p>■ Economic ■ Social ■ Environmental</p>

Action Point Ref.	Recommended Action(s)	Social, Environmental, Economic Emphasis
6 continued...	<ul style="list-style-type: none"> actively exploring with the major landowners / businesses the creation of a special purpose vehicle to lead and manage the marketing and development of the FEZ, incorporating WLDC and the GLLEP as partners and seeking public funds to address market failure (in the short term). In those contexts, consideration could be given to the potential for coordinating activities through a Business Improvement Group or similar vehicle. 	
7.	Promote, facilitate and enable the development of a new Village Centre , working with the owners of appropriately located land and buildings and potential investors and businesses, to realise opportunities for creating this in a location that offers maximum viability by being accessible to resident, businesses and their employees and visitors / customers.	 <p>■ Economic ■ Social ■ Environmental</p>
8.	<p>Create a residents-led Community Land Trust (building on the current estate management company) and seek development funds to acquire, let and manage vacant properties and other community assets. Recycle the resources from this to purchase new properties as they arise and invest in the amenity spaces and other assets.</p> <p>Develop a linking strategy to connect the activities and resources from this trust into the development of the low-cost commercial/industrial space (see also Action Point 4), community enterprises and, possibly, the development of the Village Centre (see Action Point 7).</p>	 <p>■ Economic ■ Social ■ Environmental</p>

Action Point Ref.	Recommended Action(s)	Social, Environmental, Economic Emphasis
9.	<p>Establish an environmental regeneration programme, through a process of formal engagement and negotiation involving land owners, businesses and residents, seeking to improve and integrate the “public realm” of the residential and commercial/business areas (including removal of unnecessary fences and barriers) all in the context of a design-led approach to environmental quality, security and safety.</p> <p>Undertake a CPTED (Crime Prevention Through Environmental Design) audit as the basis for producing place-specific guidelines and an effective action plan.</p>	 <ul style="list-style-type: none"> Economic Social Environmental
10.	<p>Build on the programme above to develop a costed and time-bound plan to re-orientate the estate, leveraging grant funds where possible (and tying in closely with the proposed residents-led Community Land Trust) to beneficially adjust the use of key spaces within the estate – including, for example:</p> <p>the redevelopment or demolition of the former Sergeant’s Mess; the creation and management of productive Community Gardens (and, possibly, Community Woodland); further development of sports and recreation facilities...</p>	 <ul style="list-style-type: none"> Economic Social Environmental

Appendices

- 1. RAF Hemswell**
- 2. Landscape Appraisal**
- 3. Development Issues**
- 4. Infrastructure Cost Estimates**
- 5. Market Demand and Valuation Considerations**

Appendix 1: Some basic challenges in transforming from Base to Place

Introduction

- 1.1 RAF Hemswell became surplus to operational requirements and was sold by the MoD in the early-mid 1980s. At that time, closure and disposal of former RAF and other military bases was regarded as part of a “peace dividend” accompanying the collapse of the Soviet Union and the apparent end of the Cold War. For the MoD, it seems that the primary - perhaps only - dividend of any real interest, as far as bases like Hemswell were concerned, was financial: reduce the size of the defence estate; off-load maintenance liabilities and costs; and sell the assets for whatever could be got for them. There appears to have been little, if any, enthusiasm for planned after-use of most of the redundant bases. It seems that this was generally regarded as something that local authorities could, if they wished, try to sort out with new owners after the properties had been disposed of - not a matter for the MoD (government) to concern itself with as part of the disposal process itself.
- 1.2 In response to concerns about harmful local economic impacts of closing service bases (loss of civilian jobs and loss of service-based spending to local economies), potential for enterprising businesses to acquire and use ex-MoD buildings and land was promoted. The transfer of former service housing to the open market was also portrayed as a beneficial addition to local housing stocks. What does not seem to have been appreciated (or, if it was, it was not widely discussed) was the simple fact that most bases designed for military purposes would not convert to places suitable for civilian communities without significant, planned adaptation and change.
- 1.3 The purpose of this paper is to highlight some inherent incompatibilities between key locational and design considerations applicable to military bases and sustainable communities, respectively, which do not appear to have been taken in to account at the time the property passed out of MoD ownership.

Background

- 2.1 First a few pieces of background information regarding the RAF Legacy.
 - Heritage - There are several websites containing accounts of RAF

Hemswell's history, and a particularly helpful outline is set out on this one - <http://www.forgottenairfields.com/united-kingdom/england/lincolnshire/hemswell-s1038.html>.

- Design considerations for RAF bases – The Archive and Library Department of the RAF Museum was approached to see if there was any sort of “design manual” for RAF bases like Hemswell. None could be found.
- The initial transfer - In 1985, after some previous owners of land compulsorily acquired to develop the air base originally had exercised their rights of “first refusal” (some buying back parcels of land in the process), most of former RAF Hemswell was sold by the MoD to a company called First State Holdings, part of the Welbeck Estates Group <http://www.forgottenairfields.com/united-kingdom/england/lincolnshire/hemswell-s1038.html>.
- Infrastructure maintenance responsibilities - Streets and other common areas within the residential estate are managed by maintenance companies - <http://www.preim.co.uk> -on behalf of Hemswell Residents Company Ltd - <https://beta.companieshouse.gov.uk/company/04080467/officers>



Location, Design and Management Issues

3.1 There appear to be some fundamental – and, in the context of this masterplanning project, very significant - differences between locational, design and management principles appropriate to military bases and those appropriate to sustainable communities, as outlined in the table that follows.

3.2 Table 1: Comparison of Locational, Design and Management Principles

Air Base Locational Principles	Compatible? (y/n)	Sustainable Community Locational Principles
Isolation and Dispersal <ul style="list-style-type: none"> to minimise risk of all assets being wiped out in one strike; to minimise extent of “collateral damage”. 	N	Isolation and Dispersal <ul style="list-style-type: none"> to minimise risk of all assets being wiped out in one strike; to minimise extent of “collateral damage”.
Self-containment <ul style="list-style-type: none"> to maintain security; to enable the base to function independently 	Y	Self-containment <ul style="list-style-type: none"> to minimise daily travel distances between home and work, school, shops, services etc. to reduce dependence on cars and encourage walking, cycling and public transport; to facilitate community interaction
Segregation <ul style="list-style-type: none"> to separate functions for organizational purposes; to reflect and reinforce military ranks hierarchy and maintain discipline. 	N	Integration <ul style="list-style-type: none"> to facilitate multiple-purpose (rather than single-purpose) trips by locating complementary uses in close proximity to each other; to promote social inclusion and interaction.
Dispersal <ul style="list-style-type: none"> to minimise risks of losing multiple assets in one strike. 	N	Concentration <ul style="list-style-type: none"> same intended outcomes as “Self-containment” and “Integration”; to aid efficiency in providing and maintaining services and infrastructure.
Exclusion <ul style="list-style-type: none"> to maximise security, through tight control over who comes and goes 	N	Inclusion <ul style="list-style-type: none"> to promote community development, support and interaction
Uniformity <ul style="list-style-type: none"> to reinforce conformity; to minimise costs. 	N	Diversity <ul style="list-style-type: none"> to provide and interesting, stimulating and productive physical and social environment.
Air Base Management Principles		Current Reality
• Single (State) ownership	N	• Multiple (private) ownerships
• Highly regulated	N	• Minimally regulated
• Centralised maintenance responsibilities	N	• Diffused maintenance responsibilities

3.3 As can be seen, the principles applicable to a military base and those applicable to a sustainable civilian community differ markedly in many respects. This 'mis-match' and the challenges it presents for effective adaptation and change, now need to be recognised and addressed very clearly – even rather belatedly - . There appears to be no evidence that these fundamental incompatibilities were either recognised or addressed at the time when bases like Hemswell were being disposed of.

Appendix 2: Landscape Appraisal of the A631 Corridor

Introduction

This landscape character assessment of the A631 corridor has been carried out in connection with the preparation of a masterplan to guide further development and work towards the creation of a more sustainable settlement at Hemswell Cliff.

Both the landscape character assessment and the masterplan to which it relates were commissioned by West Lindsey District Council and undertaken by a consultancy team led by the placemaking studio, OpenPlan (Open Plan Consultants Ltd).

Under the heading “Conserving and enhancing the natural environment”, the National Planning Policy Framework (NPPF) explains, at Paragraph 109, that: “The planning system should contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, geological conservation interests and soils...”

The assessment focuses on the landscape character and value of the areas alongside the A631, as it runs east/west through the Parish of Hemswell Cliff. The assessment considers:

- the existing character of the corridor;
- the contribution it makes to the overall character of Hemswell Cliff as a place; and,
- the most appropriate ways of treating this area as further development takes place at Hemswell Cliff.

The methodology used for the assessment has been derived from that referred to in the Planning Practice Guidance for England (Natural Environment, Paragraph 001; Reference ID: 8-001-20140306) and detailed in Natural England’s publication, “An Approach to Landscape Character Assessment”, October 2014, but it has been abbreviated in response to the relatively limited spatial extent of the corridor being assessed.

The study has been undertaken in 4 steps, as advised in the guidance documents referred to above:

1. Define the purpose and scope of the Landscape Character Assessment (the

area it covers, its scale, level of detail and resources available to carry out the work);

2. Conduct a desk study – collect, review and analyse data and documentation and speak to stakeholders involved with the landscape;
3. Conduct a field survey – test, refine and add to the outputs from the desk study, capturing aesthetic, perceptual and experiential qualities of the landscape;
4. Classify, map and describe the landscape’s character areas, types and characteristics including geological, other physical and socio-cultural influences.

Purpose and Scope of the Landscape Character Appraisal

Several related factors have prompted the requirement for a specific landscape character assessment of the A631 corridor at Hemswell Cliff:

- The emerging Central Lincolnshire Local Plan proposes the allocation of substantial areas of land at Hemswell Cliff for housing and as a Strategic Employment Allocation (focusing on a proposed Food Enterprise Zone);
- West Lindsey District Council has commissioned the preparation of a masterplan to guide further development and work towards the creation of a more sustainable settlement at Hemswell Cliff;
- In its response to the Further Draft Central Lincolnshire Local Plan (October 2015), Hemswell Cliff Parish Council has asked for several areas of land on both sides of the A631 to be considered for identification as ‘Potential Local Green Space Areas’;
- a proposal to allocate land to the south of the A631 has been included in the draft Central Lincolnshire Local Plan (the Parish Council has objected to this);
- an application has been made for planning permission to build houses on another site also immediately to the south of the A631 (the Parish Council has objected to this);
- a Tree Preservation Order was made by West Lindsey in September 2015 in respect of several trees and groups of trees on that same land.

The Landscape Character Assessment has been undertaken in the light of those particular factors, and in consideration of the expectation that the emerging

masterplan will suggest substantial further development of both business space and housing at Hemswell Cliff, both of which are likely to have implications for the way in which the A631 corridor is both used and treated.

The detailed Landscape Character Assessment has been restricted to the A631 corridor, although wider landscape character issues and potential development impacts are being considered more broadly in the masterplanning process and have been taken in to account when assessing the landscape character of the A631 corridor and the contribution it makes.

In accordance with advice outlined in the relevant sections of Planning Practice Guidance for England, characteristics that have been considered and assessed include:

- topographic features;
- flora and fauna;
- land use;
- sights, sounds, touch and smells;
- cultural associations, history and memories.

Desk Study

This section outlines the key findings of the “desk study” of relevant features and issues, under the headings listed above.

Topographical features

Hemswell Cliff is a settlement in West Lindsey, Lincolnshire. The settlement includes and originates from a former RAF base – RAF Hemswell – which was disposed of by the Ministry of Defence in the 1980s and has subsequently been divided in to a multiplicity of ownerships and now includes a resident population of about 700 people, living in the former RAF houses, and a wide range of businesses accommodated in the former RAF operational and support buildings and other buildings developed since the military use ceased.

The study focuses on a “corridor” of land including the A631 and extending about 50 metres each side of that road as it runs east/west through Hemswell Cliff. In places the “edge” of the corridor is defined by buildings, in others it simply flows in to the broader landscape of fields. In assessing the landscape character of this corridor, consideration has been given to the ways in which it relates to adjacent

land – and land uses – extending further to the north and south, and the ways in which it is perceived when travelling east/west towards, through and beyond the area.

In latitudinal cross section, the area that is assumed to be the responsibility of the highway authority, generally displays the characteristics of a typical “Inclosure Road”: a metalled carriageway, flanked by wide grass verges, bounded by hedgerows and trees, all within a space of around 60 feet (18 metres). This zone is all “public realm”.

To assess the landscape character and value of the A631 corridor, it is important to consider and understand the wider landscape within which it is set. Hemswell Cliff is situated on the Limestone Dip Slope, which runs north/south through West Lindsey, east of the Lincoln Cliff. The general landscape character of this part of Lincolnshire is described in the West Lindsey Character Appraisal (1999). The most relevant parts of that description have been reproduced below:

“The Limestone Dip Slope falls gently to the east from the ‘Cliff’. This is a large scale arable landscape, crossed by a number of straight roads and trackways. Many have the wide verge and enclosing hedgerows typical of the ancient enclosure roads. The Roman road, Ermine Street (A15) is the most prominent route and runs due north-south across the area, linking Lincoln with the Humber crossing to the north...”

The landscape feels very exposed and open, particularly in the west. The large redundant air bases in the area contribute to the large scale pattern and featureless character of the landscape. For instance the bases at Hemswell cliff and Scampton are both in visually prominent positions. Other large scale sites include an agricultural showground between the A1500 and Ermine Street and a large grain store and warehouse style antiques centre at Hemswell Cliff.

Settlements are generally sparse to the west of the character area. Here the landform is smooth and gently rolling and views are generally contained by the roadside hedgerows, but there are extensive panoramic views towards the Wolds to the east wherever hedges have been removed. Individual trees and lines of trees, particularly ash and oak, are important landscape features...”

The West Lindsey Character Appraisal goes on to identify features within the landscape that are of particular sensitivity, and sets out principles for landscape management and accommodating new development. The following extracts have been selected for reproduction in this report because they are considered to be the ones most directly relevant to Hemswell Cliff

Limestone Dip Slope: Landscape Sensitivity

- Open arable farmland with long views, although hedged enclosure roads and clustered villages provide enclosure and contrasts in scale.
- The potential redevelopment of redundant air bases on prominent ridge-top sites will be a significant landscape issue.
- The most sensitive parts of this landscape are:
 - ◊ hedgerows and wide verges on enclosure roads;
 - ◊ local landscape features at entrances to villages along undulating north-south roads;
 - ◊ lines of trees and individual specimen trees (oak and ash).

Limestone Dip Slope: Principles for Landscape Management

- Management of hedgerows and verges along enclosure roads will ensure that these distinctive landscape features are retained.
- New tree planting along enclosure roads should be positioned within hedgerows rather than on verges; planting should be designed to retain and enhance the historic sense of enclosure. Appropriate local tree species include field maple, beech, ash, oak and Wych elm; hedgerow species include hawthorn, hazel, dog rose and blackthorn. ...

Principles for Accommodating New Development

- The development of redundant air bases will require extensive landscape planting. This must be designed to screen and shelter new buildings and to create a sense of local identity. There is a need to introduce a stronger landscape structure at a smaller scale (compatible with the surrounding landscape) within these sites. There may be opportunities to retain the runways and key airbase buildings (traffic control towers, hangers) as focal points in the new development to conserve links with the history of the site.
- Existing trees and hedgerows on the fringes of villages provide a diverse, relatively soft edge. Any new development should be associated with new planting which is designed to frame rather than screen views from the surrounding farmland.
- The existing mature trees within most of these villages helps to assimilate a variety of architectural styles and to provide a distinctive sense of enclosure. New developments should be designed to incorporate trees of stature (ash, horse chestnut, oak) as focal points within the overall layout, as well as on its boundary.

Although the West Lindsey Character Appraisal was published in 1999, its analysis and recommendations are still considered to be relevant as a context generally, and for this particular study.

Flora and fauna

A detailed study of the area's flora and fauna has not been undertaken as part of this assessment.

Land use

Taking the entire length of the A631 corridor, as it runs through Hemswell Cliff, about half of the land adjoining the highway is currently in agricultural use, consisting of open fields. The remaining half is in either residential use (houses and gardens) or commercial / industrial use. There is a small, triangular area of woodland, which borders the road, just to the east of Hemswell Court, the former RAF Officers' Mess.

There are several junctions along this length of the A631, all being with roads that are currently unadopted. On the south side, four junctions serve groups of houses (formerly RAF, now private) and Hemswell Court, which provides accommodation and facilities for conferences, weddings and banquets. A post office and convenience shop is also accessed independently from the south side of the A631.

On the north side of the road there are two junctions serving housing areas (again, formerly RAF), a junction serving mostly commercial and industrial premises, and two more junctions that serve a group of larger industrial premises (some being converted RAF hangars) and the Hemswell Sunday Market, which occupies a relatively large open area towards the western end of the study area.

Sights, Sounds, Touch and Smells

Sights

The A631 is edged with wide verges bounded by hedgerows and trees for most of its length through Hemswell Cliff. Trees – many of them mature – are particularly prominent on the south side of the road, where they are more-or-less continuous along much of the roadside.

There are gaps in the hedgerows, but the overall impression is of a road lined by hedges and trees, with fields and some buildings beyond.

The housing areas north and south of the road differ markedly from each other

in character and appearance. To the south are the former RAF officers' quarters, consisting mostly of relatively large, brick-built, detached and semi-detached houses, set mostly in quite large gardens. The houses nearest to the road are set back a considerable distance – generally at least 25 metres from the roadside hedge line. This means that the buildings to the south of the A631 (including Hemswell Court, as well as the houses) are generally quite unobtrusive in the landscape, in which the hedgerows and trees, with green space beyond, contribute strongly to the area's character.

On the north side, the situation is rather different. Here, the houses nearest to the main road are mostly in terraces of four or six, with just a few being semi-detached. As on the south side, the buildings are generally set back at least 20 metres (often further) from the hedge line that borders the A631, but the hedges are generally rather less full and there are fewer trees. The houses are accessed via service roads that run parallel with the main road (mostly set beyond strips of open grass that border the hedgerows) and, as on the south side, none have direct access to/ from the A631. The houses on the north side are more prominent in the landscape of the A631 corridor, although the combination of grass verges, hedges, trees and substantial set-backs, still maintains a generally "green" impression for people travelling along that corridor.

The larger, industrial and commercial buildings towards the western end of the corridor, are located considerably further north than the houses. These buildings include the former RAF hangars, some more modern industrial and storage buildings, grain silos (further north) and an anaerobic digester power plant. The extent of set-back, coupled with continuity of the hedgerows, means that, despite their bulk and height, these buildings obtrude relatively little in views along the corridor. They are, however, visible when looking north (and when viewing from other parts of the surrounding area).

Sounds

The A631 is a busy, main road. It carries significant numbers of HGVs as well as lighter commercial vehicles and cars. Unsurprisingly, traffic noise is evident throughout the A631 corridor and has been identified as an issue that needs to be considered and responded to appropriately in the planning, design and construction of any residential development alongside the A631 (for example, in relation to the application - current at the time of preparing this assessment - for permission to build houses adjacent to Hemswell Court). Proximity of houses to the road and the presence or absence of hedges, trees, intervening space and other attenuating features are potentially significant considerations that have

landscape character effects and implications.

Noise surveys have also detected some noise, in areas towards the west of the corridor, from industrial plant and activities, but sound levels appear to be variable and to a large extent "masked" by traffic noise.

The hedgerows trees and open spaces along the corridor provide wildlife habitats and birdsong can be expected to be heard in many places.

Touch

The most frequently felt "touch" experienced by people within the public realm of the A631 corridor, and not inside vehicles, is the movement of air caused by vehicles as they pass.

Contact with wind and rain may be moderated by the presence of hedges and trees in places.

Smells

Motor vehicle fumes and emitted pollutants are likely to be inhaled by people throughout the A631 corridor, although they may not always be discerned as other than a background odor.

Smells from some agricultural activities may some times be apparent, although there is little evidence of livestock keeping in the immediate vicinity, so any smells are more likely to arise from applying fertilizers and spraying crops.

Some smells are likely to be experienced intermittently from industrial processes in some parts of the corridor.

Associations, history and memories

There have been two particularly notable historic influences on the present-day landscape of the A631 corridor: The "Inclosure" of the previous common fields in the late 18th and 19th Centuries; and development of the airfield and RAF base from the First World War to the 1960s.

Inclosure

From the 18th Century through the early 20th Century the Inclosure (sometimes

“Enclosure”) Acts, provided the legal framework through which fields that had been in common ownership were, in effect, privatised. The strips into which common fields had been divided were amalgamated and land ownerships were ceded and amalgamated, leading to the pattern of much larger fields that are the norm today and the laying out of relatively straight “Inclosure” roads of standard widths (generally 40 feet or 60 feet), with wide expanses of grass (or mud), bounded by walls or (here) hedges and trees. The A631 at Hemswell Cliff still has the characteristics of an Inclosure road and the fields around are clearly the result of the changes the Inclosure Acts brought about. Lincolnshire Archive records show two Inclosure Awards relating to Hemswell in 1794, so it is probable that the characteristic features of the landscape that exists today came in to being around that time.

RAF Hemswell

An airfield, referred to as RFCS Harpswell, was set up at what is now Hemswell Cliff during the First World War (1916) for the Royal Flying Corps (RFC) but the land was subsequently returned to agriculture. The development of RAF Hemswell started in the 1930s, opening in December 1936 as one of the bases for the then newly-formed Bomber Command.

The base developed over the following three decades with runways and operational buildings and structures, together with housing for airmen and their families together with the Sergeants’ Mess, all on the north side of the main road, and the more spaciouly planned and landscaped area of officers’ houses and the Officers’ Mess on the south side. Most of those buildings still exist and are the main components of Hemswell Cliff’s built form.



Field Survey

The images and commentary that follow relate to a sequence of views as seen when travelling from east to west along the route indicated by the sequence of viewpoints marked on the aerial image below.





1.
Approaching Caenby Corner roundabout from south on A15, with A631 leading of towards west from first junction. Note prominence of hedges and trees.



2.
Heading north-west along A631 from Caenby Corner. Note hedges trees continuing as strong landscape elements, with views of open field starting to open up.



3.
Continuing north-west along A631, with the entrance to the White Heather restaurant on right.
Note the wide verges, bounded by hedges and trees.



4.
Approaching the easternmost group of houses (Canberra Crescent) at Hemswell Cliff (south side of A631).
Note the open field to the south, where the hedgerow has been removed, and the strong hedgerow with mature trees on the north side.



5.
Continuing westwards towards Hemswell Cliff.
Wider verges, with strong a hedge line and trees on the south side. The hedge is weaker on north side of the road, but the trees provide a degree of continuity. Open fields beyond.



6.
Approaching the first group of houses (Canberra Crescent) from the east.
The strong hedge line and trees reduce the prominence of the houses in the landscape.
Looking ahead (west), the Inclosure road character is strong – wide verges bounded by hedegrows and mature trees, with open fields beyond.



7.
Continuing west along A631, with the first group of houses immediately to the left (south). Hedge, trees and substantial set-back all serve to minimise the prominence of the houses in the landscape at this point.



8.
Approaching the first residential road junction – Canberra Crescent - on the south side of A631. Characteristics of the Inclosure road landscape are clearly maintained here. The residential access road (parallel to A631) is just discernible to the left.



9.
The junction with Canberra Crescent is on south side of A631. Hedge, trees and substantial set-back all serve to minimise the prominence of the houses in the landscape, despite the openness of the junction itself.



10.
Approaching the lay-by on the south side of the road, adjacent to the houses on Creampoke Crescent (which back on to the lay-by). On the south side, the Inclosure road character has been diluted by the lay-by, but is still evident, whilst on the north side it remains very strong. Set-back and trees / hedges continue to minimise the prominence of the houses.



11.
Continuing westwards on A631, passing the junction with Dog Kennel Lane on the left, the full Inclosure road landscape resumes.



12.
Continuing westwards, the hedge line has been weakened on the south side of the A631, but the line of mature trees ahead, coupled with the strength of the hedgerow and trees on the north, maintains the overall continuity of the Inclosure road landscape.
At this point the easternmost houses on the north side of the A631 become apparent – though not prominent, due to set-back and the screening effect of the hedges and trees.
To the south, the larger houses on Lancaster Green are just discernible.



13.

Approaching the “Hemswell Cliff” name sign, the Inclosure road character is strong again. Houses to the north (Plassey Road) are set back about 20metres from the A631 carriageway edge at this point.

The open field on the left (south) is proposed for housing development in the Draft Central Lincolnshire Local Plan.



14.

This view demonstrates the degree to which the maintenance of the hedgerow and tree line affects the prominence of buildings, even when they are set back 20 metres.



15.

Immediately west of the junction with Gibraltar Road, the hedgerow remains quite dense, but at a reduced height and with no trees (although those further west provide visual continuity). The houses on the north side of the road are quite prominent at this point.

On the south side, the hedge and tree line on the remain strong approaching the Lancaster Green junction.



15a.

This aerial view shows the set-back of the houses shown in the image immediately above. The distances represented by the red lines are approximately 28 metres and 24 metres respectively.

The yellow field to the left (south) is the site proposed for residential development in the Draft Central Lincolnshire Local Plan. The houses to the west are at Lancaster Green. The green space on the other side (west) of the Lancaster Green/A631 junction is the subject of a current application for planning permission to build 41 houses.



16.

Approaching the Lancaster Green junction on the left (south), a small area of woodland is a strong feature. Looking further ahead (west), the hedegrows and mature trees maintain the Inclosure road character, although the houses on the right (north) are quite clearly visible despite being set back about 28 metres from the A631 carriageway edge.



17.

The land on the left, behind the hedge is the subject of a current application for permission to build 41 houses.

On the right (north), the houses are set back about 28 metres.



18.

The characteristic Inclosure road landscape continues here, but more strongly on the left (south) where there is a higher hedge and the closest building, Hemswell Court, is set back from the A631 carriageway by about 80 metres, than on the right (north) where the hedge is more sparse and the building are set back less far (approximately 28 metres).



19.

Heading westward past the residential areas, the characteristic landscape of the corridor continues, strongly on the left (south) but less so on the right (north).



20.

Here, with the Post Office on the left (south) and the junction with Gibson Road (leading in to the main commercial area) on the right (north), the landscape features that have characterised the corridor up to this point are greatly weakened – although they remain discernible looking further ahead (westwards).



21.

Continuing westwards, passing the Sunday Market site on the right (north), the wide verge, tree line and hedge on that side of the road continue the characteristic Inclosure road landscape. On the left (south) the verge continues, but the hedgerow has been greatly weakened.

Landscape Character Description

The landscape of the A631 corridor through Hemswell Cliff is characterised by:

- wide roadside verges, bounded by substantial hedgerows with frequent lines and groups of mature, mostly deciduous, trees;
- open space extending beyond the hedgerows, with buildings (where present) set back to the extent that, mostly, they do not stand out prominently in the landscape;

This is mostly a rural and semi-rural landscape, with its origins in the Inclosure Acts of the 18th and 19th Centuries strongly evident, despite the proximity of extensive 20th Century urban development of military origin. The juxtaposition of those very different landscapes is central to Hemswell Cliff's distinctiveness and identity: this is a place where an 18th and 19th Century agricultural landscape co-exists with a 20th Century military landscape, and where a 21st Century settlement is now growing. The A631 "highway" retains the distinctive features of an Inclosure road: it is not a village street. Although the character of built development differs between the north and south sides, the buildings are generally set back from the road to the extent that it's original character is not compromised. Generally, it is the treatment of the carriageway itself – and related signage and street furniture – that makes the greatest visual intrusion in to the landscape of the corridor.

There are views "out" of distant rural landscapes to the east and west, whilst views to the north and south are largely confined by the hedgerows, trees and set-back buildings.

Whilst the experience of this landscape may often be marred by the intrusive effects of traffic using the road itself – especially for pedestrians and cyclists – the landscape remains distinctive and attractive, and there is considerable scope to enhance it through careful treatment of both the highway (hedge-to-hedge) and the land adjacent.

Part of the military heritage is the difference of character of the residential areas north and south of the A631. To the north, is a decidedly urban townscape of mostly terraced houses (the former airmen's quarters), whilst to the south the form is much more suburban, with low density housing consisting mostly of larger detached – and some semi-detached – houses, set back further from the main road, in large gardens and a generally spacious, green setting. The former Officers' Mess, Hemswell Court, sits in a setting akin to a small park. The result of these characteristics, in combination, is that buildings on

the south side of the road do not feature greatly in the consciousness of anyone travelling along the A631 corridor.

Development Considerations

To maintain and enhance the distinctive landscape character of the A631 corridor at Hemswell Cliff:

1. The following principles should be applied within and adjacent to the 'highway zone', to maintain and enhance its Inclosure Road characteristics:
 - a. maintain wide verges each side of the carriageway and footways / cyclepaths;
 - b. encourage wildflower growth in the verges;
 - c. maintain vigorous mixed hedgerows along the highway edges, with as few gaps as possible and strengthening the hedge line where necessary and appropriate;
 - d. retain existing trees within the corridor and plant further trees of suitable species where opportunities arise (helping both to maintain and enhance the inherent landscape character and to mitigate some of the harmful impacts of traffic using the route);
 - e. reduce the visual intrusion of the carriageway and road signage etc. wherever opportunities arise to do so without compromising road safety.
2. Throughout the corridor, any further buildings or replacement buildings should be set back at least 25 metres from the A631 carriageway edge.
3. Green space should be retained or created between the hedge lines and any buildings to the north or south.
4. Hedges on the north side should be strengthened where they have become weak, especially where this will reduce the visibility of adjacent houses and contribute towards a better residential environment.
5. Any further development south of the A631 should be of a form and density that is broadly similar to that of exiting adjacent housing areas on that side of the road.
6. Direct access between individual buildings and the A631 highway should be avoided, with any new residential development being accessed by shared access roads using a single point of access to/from the A631.

Appendix 3: Development Issues

Notes from Key Stakeholders Consultation Workshop

17th February 2016

General Comments

- Safeguard football pitch space en route to village square (sports facilities).
- Housing to north side is more favourable.
- Housing on south side: need to ensure proper traffic calming. 30mph zone through the village given segregation
- Roundabout is good idea but needs further calming measures.
- Proper crossing points needed.
- Good plan, ambitious; challenge to attract developers. Cohesive plan will give greater developer confidence.
- Problem with no community / commercial facilities.
- Perception of Hemswell Cliff as a 'camp' (negative).
- Removal of fences will help with changing 'camp' perception.
- Village centre close to old Mess; ideal location, big enough for expansion of services.
- Community operators will not come based on current population. Need at least 1000 homes to make this a viable proposition.
- Nocton example: 20 years to bring forward. Harmston?
- Need to improve infrastructure within existing housing to uplift land values.
- Will need substantial subsidy to ensure quality development is viable – ie removing barriers to development.
- Undesirable business uses within existing park need to be replaced
- Strong demand for larger spaces, eg EcoPlastics.
- Commercial development must be the forerunner.
- Opportunity for neighbourhood plan to take forward masterplan aspirations eg NDO, community right to buy options for village centre.
- Anti-social behavior causing problems for the community
- Selective licensing could assist.
- Management arrangements complicate existing housing community.
- Possible CPO for some of worst housing.
- Issue with travellers.

A Place to Invest

- Not a desirable investment location; requires public sector investment, serviced employment land and A15 improvements; GLLEP funding as per Teal Park.
- Working with LCC /partners to tap into future funding.
- CPO and redevelop worst of existing housing.
- RAF Cranwell good example of tree-lined avenue /community hub but still RAF working base.
- Glentham village hall / Metheringham village facilities – worked together with council to secure funding for facilities.
- Already happening: £110k WREN/CAF for multi-use facilities; £800k Big Lottery Newtoft for new village hall – considerable success. Environmental survey – residents say it is a nice place to live.
- Issues are with people in houses, and not just poor housing stock – mostly rented with absentee landlords.
- Some people are reluctant to report anti-social behaviour.
- Impressed that WLDC taken the step to develop a vision for the place.

A Place to Do Business

- Antiques – working well together.
- What do we do re poor-quality businesses on existing park?
- Village centre needs to be worked on / underway so people can see what can be done.
- Need to think about how a new centre in existing park would work with potential for new centre in FEZ.
- Need to build on success of existing park; antiques etc alongside FEZ
- Need to explain FEZ is only the new part of the business development and that existing park would be open to all types of business.
- Look at option for CPO / demolition and rebuild of small industrial units on existing park.
- Sunday market helps sustain existing businesses.
- Market not perceived as a problem by residents. Actually a positive – brings people in, can showcase the place. May be Interested in business, etc. Residents do walk over / buy things at the market. Parking issues broadly

resolved.

- Road infrastructure – existing to be upgraded.
- Route linking through to existing park may be problematic. Use of existing road not a problem – minimizes landtake. Upgrading existing route & dealing with drainage.
- Link route security problem.
- Road maintenance on existing park is complicated. Marginal businesses. Millennium bid did a lot of research on existing park.
- Woodland planting - 2-3 rows of tree planting or more?
- Bund for noise protection; safeguard Hemswell village.
- If business park expanded further west would still be appropriate to subdivide with tree buffer.
- Visual impact, noise, odour and traffic need to be addressed; these would be main concerns of residents. Noise from Wold Grain.
- Renewables.
- Design code to incorporate aspirations re noise, renewables, Community etc.
- Community meeting space required but management issue.
- Need to 'adopt' the place. Most of north side managed by company but rules / covenants not fit for purpose. Need to remove this layer.
- Needs to be picked back up.
- APSE 2 x reports on management issues. This needs to be done in order to address bigger issue.
- Can't manage situation because covenants are unenforceable.
- Need something to propel it eg Sergeants' Mess refurb.
- Capper Ave adoption subject to footway being in place full length of the road.
- Highways were willing to adopt road, but Lincs legal blocked it.
- Key driver for change at HC should be economic prior to residential growth.
- Building on successes – Antiques etc

Appendix 4: Infrastructure Cost Estimates

EXECUTIVE SUMMARY

- | | |
|---|------------|
| ▪ New Roundabout on Existing A631 | £900,000 |
| ▪ Access Road for proposed Industrial Development | £1,975,000 |
| ▪ External Services and Drainage for Industrial Development | £1,435,000 |
| ▪ New Roundabout on A631 for proposed Residential Development | £700,000 |
| ▪ External Services and Drainage for proposed Residential Development | £395,000 |

CONTENTS

	Executive Summary
1.00	Introduction
2.00	Assumed Scope of Works
3.00	Detail of Estimates
4.00	Basis of Estimates
5.00	Assumptions
6.00	Exclusions

APPENDICES

Appendix A -	Development Zone Indicative Drawing
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1.00 INTRODUCTION

- .1 Further to an instruction received from Open Plan, Thornton-Firkin LLP have been asked to prepare high level cost estimates for potential infrastructure work associated with proposed industrial and residential development works at Hemswell Cliff, Lincolnshire.
- .2 The proposed development works are associated with a proposed masterplan for West Lindsey District Council in connection with Central Lincolnshire Food Enterprise Zone (FEZ). A drawing indicating development zones is included in Appendix A.
- .3 The purpose of this report is to outline high level costs and assumed scope of works connected with the potential infrastructure works. It should be noted that no specialist technical advice or utility quotation requests have been sought in relation to the potential infrastructure works solutions. All works scope is assumed based on direction received from Open Plan and from a visual inspection of the site and surrounding area. Cost advice is indicative only and should not be used for the purposes of e.g. viability decisions without further technical assessment and risk analysis.
- .4 The proposed infrastructure works covered in this report are as follows:
 - New roundabout on existing A631
 - Access road for industrial development
 - External services and drainage for industrial development
 - New roundabout on A631 for residential development
 - External services and drainage for residential development
- .5 Further details of scope of proposed infrastructure works assumed for the purposes of this report are described later in this report.

2.00 ASSUMED SCOPE OF WORKS

- .1 The scope of infrastructure works included within this report is assumed and is based solely on broad brush third party opinion and, where relevant, on visual site inspection. The assumed works are as follows:-

.01 New Roundabout on Existing A631

- New roundabout (50m internal diameter); specification to highways standard; width and tracking suitable for articulated vehicles; no traffic lights or automatic traffic/pedestrian control; including standard signage; no widening or other modification to A631 approach from either direction; no diversion of existing services.

.02 Access Road for proposed Industrial Development

- New 1600m two lane access road from new A631 roundabout to furthest point of proposed industrial development; scope of new road is as indicated on drawing included at Appendix A; includes lighting and kerbing; drainage included elsewhere; it is assumed that a proportion of the existing tarmac road carriageway at the site can be reused, where suitable (extent of reuse assumed at this stage to off-set cost of breaking out/disposing of existing road surface to form new road).

.03 External Services and Drainage for Industrial Development

a) Foul Water Drainage

New foul drain to serve industrial units laid in new access road; including connection runs between road drain and edge of industrial unit plots; new foul drain in access road assumed to connect to existing foul drain located across existing Hemswell Cliff antique centre zone; it is assumed that existing foul main discharges to existing foul water plant to east of Hemswell Cliff; new pumping chamber is assumed between new industrial unit foul main and existing Hemswell Cliff foul drain; it is assumed that capacity of existing drain/foul water plant is sufficient to cater for new industrial development waste; no foul drainage allowed for within industrial development plots beyond plot boundaries.

b) Surface Water Drainage

New surface water drain to serve industrial units laid in new access road; including connection runs between road drain and edge of industrial unit plots; new surface water drain is assumed to connect to an existing surface water culvert which is assumed to be located on a west to east alignment running across the existing Hemswell Cliff antiques centre; existing culvert is assumed to flow towards an outfall in an existing watercourse to the immediate east of the existing foul treatment plant; an allowance has been made for repair of the existing surface water culvert (no details of damage or repairs is known); it is

2.00 ASSUMED SCOPE OF WORKS (cont'd)

.03 External Services and Drainage for Industrial Development (cont'd)

b) Surface Water Drainage (cont'd)

assumed that the existing surface water culvert and surface water outfall have adequate capacity to cater for regulated surface water outfall from the new industrial units and access road; no allowance is made for any attenuation of surface water within each included industrial plot; it is assumed that plot developers will be responsible for attenuation costs; an allowance is made for storm cell attenuation between new access road and existing culvert.

c) Electricity

A new substation is allowed for to serve the new industrial units. It is assumed that the new substation is a maximum of 200m from an existing connection point. No further electrical infrastructure reinforcement is allowed for.

d) Water

A simple extension of the existing water infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed; new water run serving industrial units allowed for in access road.

e) Gas

A simple extension of the existing gas infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed; new gas run serving industrial units allowed for in access road.

f) Data / Fibre

A simple extension of the existing data/fibre infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed; new data/fibre run serving industrial units allowed for in access road.

.04 New Roundabout on A631 for proposed Residential Development

New roundabout for proposed residential site; 35m diameter; specification to highways standard; no traffic lights on automatic traffic/ pedestrian control; including standard signage; no widening or other modification to A631 approach from either direction; no diversion of existing services.

2.00 ASSUMED SCOPE OF WORKS (cont'd)

.05 External Services and Drainage for Residential Development

a) Foul Water Drainage

New foul drain to serve new residential site is assumed to be a connection to the existing residential site foul drainage network and onward outfall into existing foul drainage run to existing treatment plant; new pumping chamber is included between new residential site and existing Hemswell Cliff foul drain; it is assumed that capacity of existing drain/foul water plant is sufficient to cater for new residential development site waste; no foul drainage allowed for within residential development site; provision of internal site foul network assumed to be by housing site developer.

b) Surface Water Drainage

New surface water drain to serve residential units laid from site boundary; new surface water drain is assumed to connect to an existing surface water culvert which is assumed to be located on a west to east alignment running across the existing Hemswell Cliff antique centre; existing culvert is assumed to flow towards an outfall in an existing watercourse to the immediate east of the existing foul treatment plant; an allowance has been made for repair of the existing surface water culvert (no details of damage or repairs is known); it is assumed that the existing surface water culvert and surface water outfall have adequate capacity to cater for regular surface water outfall from the new residential units and access road; no allowance is made for any attenuation of surface water from the residential site; it is assumed that plot developers will be responsible for attenuation and internal site surface water drainage net work costs.

c) Electricity

A new substation is allowed for to serve the new residential site. It is assumed that the new substation is a maximum of 200m from an existing connection point. No further electrical infrastructure reinforcement is allowed for.

d) Water

A simple extension of the existing water infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed.

e) Gas

A simple extension of the existing gas infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed.

2.00 ASSUMED SCOPE OF WORKS (cont'd)

.05 External Services and Drainage for Residential Development (cont'd)

f) Data / Fibre

A simple extension of the existing data/fibre infrastructure serving the existing Hemswell Cliff antiques centre and residential site is assumed.

3.00 DETAIL OF ESTIMATES

.01 New Roundabout on existing A631

	£
▪ Roundabout	600,000
▪ Statutory services etc	250,000
▪ Signage / lighting / preliminaries	50,000
	£900,000

.02 Access Road for proposed Industrial Development

	£
▪ Access road; 1600m x £1050/m	1,680,000
▪ Extra width at Roundabout	30,000
▪ Bellmouths to plots	50,000
▪ Preliminaries	215,000
	£1,975,000

3.00 DETAIL OF ESTIMATES (cont'd)

.03 External Services and Drainage for Industrial Development

Summary

	£
▪ Foul Water Drainage	360,000
▪ Surface Water Drainage	625,000
▪ Electricity	190,000
▪ Water	90,000
▪ Gas	120,000
▪ Data / Fibre	50,000
	£1,435,000

Foul Water Drainage

	£
▪ Drain in road; 1600m x £100/m	160,000
▪ Manholes	75,000
▪ Stubs to plots	35,000
▪ Pump Station	50,000
▪ Preliminaries	40,000
	£360,000

3.00 DETAIL OF ESTIMATES (cont'd)

.03 External Services and Drainage for Industrial Development (cont'd)

Surface Water Drainage

	£
▪ Drain in road; 1600m x £250/m	400,000
▪ Stubs to plots	10,000
▪ Run to culvert	30,000
▪ Storm cell attenuation	50,000
▪ Repairs to existing culvert	75,000
▪ Preliminaries	60,000
	<hr/>
	£625,000
	<hr/>

Electricity

	£
▪ Supply to cable to plots; 1200m x £50/m	60,000
▪ Inspection chambers	10,000
▪ Substation	100,000
▪ Preliminaries	20,000
	<hr/>
	£190,000
	<hr/>

3.00 DETAIL OF ESTIMATES (cont'd)

.03 External Services and Drainage for Industrial Development (cont'd)

Water

	£
▪ Supply to plots; 1200m x £60/m	72,000
▪ Inspection chambers	10,000
▪ Preliminaries	8,000
	£90,000

Gas

	£
▪ Supply to plots; 1200m x £70/m	84,000
▪ Gas governor housing	25,000
▪ Preliminaries	11,000
	£120,000

Data / Fibre

	£
▪ Supply to plots; 1200m x £30/m	36,000
▪ Inspection chambers	7,000
▪ Preliminaries	7,000
	£50,000

3.00 DETAIL OF ESTIMATES (cont'd)

.04 New Roundabout on A631 for proposed Residential Development

	£
▪ Roundabout	475,000
▪ Statutory services etc	175,000
▪ Signage / lighting / preliminaries	50,000
	£700,000

.05 External Services and Drainage for Residential Development

Summary

	£
▪ Foul Water Drainage	100,000
▪ Surface Water Drainage	70,000
▪ Electricity	135,000
▪ Water	25,000
▪ Gas	50,000
▪ Data / Fibre	15,000
	£395,000

3.00 DETAIL OF ESTIMATES (cont'd)

.05 External Services and Drainage for Residential Development (cont'd)

Foul Water Drainage

	£
▪ Rising main to sewer; 300m x £100/m	30,000
▪ Pump station (small)	50,000
▪ Inspection chambers	10,000
▪ Preliminaries	10,000
	<hr/>
	£100,000
	<hr/>

Surface Water Drainage

	£
▪ Drain run to sewer; 300m x £100/m	30,000
▪ Inspection chambers	7,500
▪ Repairs to existing culvert	25,000
▪ Preliminaries	7,500
	<hr/>
	£70,000
	<hr/>

3.00 DETAIL OF ESTIMATES (cont'd)

.05 External Services and Drainage for Residential Development (cont'd)

Electricity

	£
▪ Supply cable to plots; 300m x £50/m	15,000
▪ Inspection chambers	5,000
▪ Substation	100,000
▪ Preliminaries	15,000
	<hr/>
	£135,000
	<hr/>

Water

	£
▪ Supply to plots; 300m x £60/m	18,000
▪ Inspection chambers	5,000
▪ Preliminaries	2,000
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	£25,000
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Gas

	£
▪ Supply to plots; 300m x £70/m	21,000
▪ Gas governor housing	25,000
▪ Preliminaries	4,000
	<hr/>
	£50,000
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3.00 DETAIL OF ESTIMATES (cont'd)

.05 External Services and Drainage for Residential Development (cont'd)

Data / Fibre

	£
▪ Supply to plots; 300m x £30/m	9,000
▪ Inspection chambers	3,000
▪ Preliminaries	3,000
	<hr/>
	£15,000
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4.00 BASIS OF ESTIMATE

The Order of Cost Estimates for the proposed development are based upon the following information:-

.1 Drawings

Open Plan /Stem drawings included at Appendix A.

.2 Specification Information

As detailed at Section 2.00 of this document.

.3 Costs

The costs are based on Thornton-Firkin LLP's experience of previous schemes of this nature and market rates.

.4 Price Level

Prices are at 1st Quarter 2016.

.5 Procurement

Competitive single stage design and build tender.

.6 Programme

Not known.

5.00 ASSUMPTIONS

- The site is not contaminated and the ground is of good load bearing capacity.
- Level site.
- No allowances made for BREEAM.
- Existing access road is generally not suitable for reuse; estimate allows for general replacement with 15% reused area.
- Foul water drainage scope assumed as Section 2.00.
- Surface water drainage assumed as Section 2.00.
- Allowance for site electricity supply assumes 200m from existing supply with adequate available capacity.
- Existing mains services infrastructure [water, electric, BT/Comms] has sufficient capacity to serve the new development without significant off site upgrade costs.
- No allowance for alterations/diversions to existing services.
- Pricing level assumes a single stage competitive design and build tender for the scheme Q1 2016.

6.00 EXCLUSIONS

- VAT.
- Land purchase/legal costs.
- Contingency allowance.
- Fees (professional fees, design fees and statutory etc fees).
- Upgrade of external services infrastructure to facilitate development.
- Diversion of or any other works in connection with any underground service (including diversion of existing services crossing the site area).
- Removal of contaminated material.
- Large scale removal of rock and/or other obstructions.
- Archaeological investigations and/or site works.
- Specialist ground works including upgrade of CBR levels.
- Works outside of site.
- Upgrade/works to existing approach roads and site entrances.
- Inflationary costs after Q1 – 2016.
- Surface water swales/water holding facilities to development plots.
- No allowance for phasing of the works.
- Compliance with Planning Conditions – no details.
- Compliance with changes to Statutory regulations.

Appendix 5: Market Demand and Valuation

Part 1: Factors affecting demand for commercial premises at Hemswell Cliff

Introduction

This appendix outlines the masterplan consultancy team's assessment of demand relating to the establishment of a Food Enterprise Zone at Hemswell Cliff. It identifies a relative absence of sector-specific demand at present and explores some apparent reasons for this and some measures that should be taken in promoting and realising the FEZ opportunity.

The appendix is in three parts:

- Part 1 provides an overview, together with the professional opinions and advice of the consultancy team;
- Part 2 summarises the outcome of interviews held with estate agents involved in marketing commercial and industrial premises in the area, and advising businesses seeking appropriate locations.
- Part 3 sets out some initial assumptions relating to the possible values of agricultural and industrial land at or near Hemswell Cliff.

The interviews summarised in Part 2 were conducted to verify or challenge the findings and emerging recommendations in Part 1. For the most part the responses verified those initial findings and recommendations.

The main authors of the report are:

- Simon Johnson, MA (Cantab) (Welton House Ltd.), corporate financial, property and business consultant; and,
- Ivan Annibal, MA, BA (Rose Regeneration), economic development consultant and socio-economic analyst.
- Telephone interviews were carried out by Sue North.
- The report has been reviewed and edited by masterplan project leader, Steve Kemp, BA, DipTP, MRTPI.

- 1 The comments below relate only to the partially developed greenfield site to the West of Hemswell Cliff, including the area of land currently proposed for the Food Enterprise Zone (FEZ) and to be covered by the LDO. In addition to our own experience of industrial and commercial property investment and development, prior to producing this briefing paper we have spoken informally to Globe Consultants Ltd., who have advised landowners at Hemswell Cliff and their agents (Hodgson Elkington) on the planning issues around their proposed Eco Business Park, and to Martin Collison, who is currently advising the GLLEP on the three proposed FEZs in Lincolnshire.

Current Situation

- 1.2 At the present level of occupancy (i.e. because it has not yet exceeded the capacity of the local infrastructure), the site offers the following attractive features:
 - Relatively good road connections - It is close to the A631, which provides quick and direct access to the A15. Southwards, the A15 goes to Lincoln and thence onto the A46 to Newark and the A1 South. Northwards, the A15 heads up to the Humber with links to the M180, M18 and M62 and, via these routes, to the A1 North and M1. Hemswell Cliff is only about 30 miles from Grimsby and the major ports on the Humber (Immingham and Hull); about 100 miles from Manchester; and about 100 miles from Birmingham. So it is quite well positioned for import/export activities with a significant customer-base within a relatively small radius.
 - Inexpensive land - Because the remaining undeveloped land is isolated, agricultural and largely unserviced, it is inexpensive to buy or rent, especially in comparison to a fully serviced site in close proximity to a centre of population.
 - Isolation - The site suits occupiers whose activities may be loud, dusty or dirty, malodorous or in other ways difficult to accommodate on a traditional business or industrial park. The separation between the greenfield land and the residential areas of Hemswell Cliff is clear and defined with the additional benefit of the brownfield industrial estate and extensive areas of common land, which form a buffer-zone between the two.
 - Agricultural base - Hemswell Cliff is in the middle of a predominantly agricultural part of Lincolnshire, which is, in turn, the county in the UK with the largest proportion of its land dedicated to agricultural production

and food-processing. The agri-food sector has continued to grow in the last decade and future prospects suggest that this growth will continue. Trade in food products has grown, too, and the proximity of several ports, large and small, is thus also supportive of growth at Hemswell Cliff. The site is, therefore, well suited to businesses involved in or connected to the agri-food sector and its supply-chain.

Constraints on development include:

- 1.3** a. The limited capacity of the infrastructure, both on-site and off-site in the local area:
 - i. According to the landowners, the internal roads are deteriorating quite seriously in some parts - too many vehicles are using them, the surfaces are wearing thin and/or becoming unstable and the current layout is barely fit-for-purpose. They are not in a suitable condition for adoption and there are no existing plans - or funds - for their improvement, replacement or re-development.
 - ii. The A631 itself is both a main road for the settlement of Hemswell Cliff as a whole and a major road-link between Gainsborough and the A15. Further development on the site generating additional traffic movements – including a large number of HGVs – will have a major impact on the A631, potentially making it more difficult and hazardous to cross between the southern part of the settlement, where a considerable number of houses (though not the greater proportion), a hotel/ conference centre and the only shop are all located, and the northern part, where most of the houses and the few other local amenities – most notably the primary school – are situated. This could create serious safety issues for all users of the A631.
 - iii. The roundabout at Caenby Corner, where the A631 intersects with the A15, is a potential bottle-neck. It has limited visibility and, because of the commercial premises around it, it may not be easy to improve.
 - iv. Other services in Hemswell Cliff are already operating at close to or beyond capacity. Substantial development on the site would require additional electricity supply, new drainage solutions, expansion of the mains sewerage, improved water supply, etc.
- b. Shortage of skilled labour in the area:

It seems that few of the residents of Hemswell Cliff work in the commercial premises on the other side of the village. One explanation seems to be that they do not, generally, have the necessary training and skills. Accordingly, the majority of the workforce in the factories and warehouses is recruited from elsewhere and commutes to Hemswell Cliff on a daily basis.

Future Opportunities

- 1.4** There appears to be little existing, user-specific demand for land and/or premises at Hemswell Cliff. In any case, even if a major occupier were to approach the landowners with a proposal to develop a facility on the site, the constraints mentioned above would currently inhibit or preclude its development.
- 1.5** Therefore, if businesses are going to be attracted to Hemswell Cliff, as opposed to other sites both in Lincolnshire and elsewhere in the UK, a number of steps will need to be taken. They will require the establishment of a partnership between West Lindsey District Council and the landowners, possibly also involving the GLLEP and/or Lincolnshire County Council.
- 1.6** The landowners will need explicitly to accept and acknowledge that, in order to secure significant investment by the public sector in the local infrastructure at Hemswell Cliff, they will have to commit to investing land and money in the development of the site.
- 1.7** However, the rewards could be considerable. We understand that the GLLEP has access to direct funding for infrastructure projects (up to a third of the total cost), “soft” short- to medium-term loans for landowners/ developers and grants for staff training. In addition, it will support marketing for the three FEZs, both as part of its own work and in conjunction with partners including UKTI, which will enable it to promote Hemswell Cliff nationally and internationally.
- 1.8** To make the case for investment to the GLLEP and other government agencies it is important that a costed plan for the support needed to develop the site is prepared. This plan needs the explicit agreement and commitment of the private landowners, given their need to commit match funding, as well as the support of the Council.

- 1.9 If the landowners and the public sector work together to create the FEZ, it is likely that the heightened awareness of the site, its improved infrastructure and services and its access to a skilled workforce could make it an attractive site for agri-food businesses looking to expand or re-locate their activities into the heart of the UK's agricultural economy.

Part 2: Market Perceptions

Introduction

To help assess the overall development challenges and options associated with the Food Enterprise Zone at Hemswell Cliff a demand assessment exercise was conducted with local commercial agents. Five agents were interviewed by telephone using a set script. They were:

- Harriet Hatcher (Banks Long and Co)
- Andrew France (JH Walter)
- Lucy Croft (Lovells Bacons)
- Jamie Thorpe (Pygott and Crone)
- Sam Elkington (Hodgson Elkington)¹

All the agents are, or have previously been, involved in marketing commercial/industrial property at Hemswell Cliff and are, therefore, familiar with the issues that businesses take into account when considering Hemswell Cliff as a location. A summary of the responses to the questions by the agents is set out below. It should be noted that there was a modest, but discernible difference in the level of optimism about the Food Enterprise Zone opportunities between the independent agents and the two agents with a more specific interest in the site.

¹It should be noted that the two agents at the end of the list, as set out above, have current involvement in promoting further land for development at Hemswell Cliff - Hodgson Elkington being appointed by one of the owners of the land being proposed for development as the Food Enterprise Zone; and Pygott and Crone being owned by members of the same family that is currently seeking permission to develop houses on a site immediately north of Hemswell Court. Whilst we are sure that these two companies have answered the questions as objectively as possible, the fact that they have those more direct interests in the promotion of development at Hemswell Cliff does need to be borne in mind when considering their responses.

Questions and Responses

“What is your general opinion of Hemswell Cliff as a location?”

- 2.1 There was a general view that Hemswell Cliff as a location was a relatively well connected, if rather isolated site, from an industrial perspective. None of the interviewees drew particular attention to the locational advantages it had from an agri-food perspective, although subsequent discussions with LEP food sector adviser, Martin Collison, suggest that these are, potentially, a distinctive and advantageous feature. Looking forward, all commentators took the view that it would be possible to develop a market for the location, but that this would require dedicated marketing and a partnership between the owners and those involved in economic development in the area. The current view was that without more infrastructure investment and direct promotion the site would continue to be seen as a low-cost location and relatively difficult to promote for one very specific sector, focused on agri-food.

“Have you had any enquiries from commercial or industrial occupiers for land or premises at Hemswell Cliff in the recent past?”

- 2.2 Two of the agents who have specific interests in the Hemswell Cliff area had promoted the site to third parties and generated some interest, although not specifically to date around agri-food uses. The other agents identified that there had been no interest in the site from their perspective. The broad consensus was that interest in the site over the past decade had been relatively limited. This did not, however, mean that the agents were pessimistic about its future development, rather they returned to the issue of the need for structured investment and promotion to deliver a step change in interest in the area.

“Would you consider Hemswell Cliff as a possible location for an existing or potential client who was looking for premises in your area?”

- 2.3 All the clients indicated that they would consider Hemswell Cliff as a possible location for clients. They returned to the caveats that without further investment the nature of clients was likely to be based around businesses wanting low-cost space and who were unconstrained by the relative absence of a skilled local workforce.

“Do you see any major reasons why Hemswell Cliff would not be a suitable location for commercial development?”

- 2.4 There was a clear split between those agents with more direct interests

in promoting development opportunities in the area and the other agents interviewed. None of the agents said that they would not see it as a location for commercial development. All agreed that it required significant infrastructure investment, if it was to realise a more ambitious potential. The key difference between the more directly interested agents and the others was that the former felt that the investment had a compelling case and should be given a high priority by the public sector, while the latter felt that other sites had more compelling cases for investment and more to offer in a scenario of scarce resources. One opinion expressed was that investment by the public sector could build interest and critical mass to a tipping point at which whole site increased in value and developed significant momentum as an investment location.

“There are plans to create a Food Enterprise Zone at Hemswell Cliff. If they went ahead and significant investment was made in the infrastructure on- and off-site, do you think that potential occupiers would see it as an attractive location? If not, why not?”

- 2.5 There was general agreement that, if the requisite investment was made, the site could become a successful Food Enterprise Zone. The agents without a direct interest in the site were generally more cautious as to the case for such investment, even when the Food Enterprise Zone idea was elaborated to them in detail. They were not negative, but they were concerned to understand how realistic the prospect of the major infrastructure required to make the site a success was. The general view was that such investment could have a long payback period. The agents with a more direct interest in the area were much more optimistic about the case for investment and the potential to persuade the LEP and others to invest to help to overcome the market failure investment in the site at present.

“What other incentives might be used to attract potential occupiers to the site?”

- 2.6 The general view was that a package of business rate breaks, subsidised rents and a management regime, which built the case for the location of other food businesses on the site, would all help attract potential occupiers. There was a view that the site could continue to grow and develop on an ad hoc basis over time, but not necessarily in terms of agri-food. It was thought that, without a clear marketing and infrastructure investment process linked to the FEZ concept, most interest would be unlikely to be agri-food related.

“Do you have anything else to say about Hemswell Cliff, which might help us with this project?”

- 2.7 There were no significantly negative comments about the Food Enterprise Zone. Both of the agents with a more direct interest in the area were optimistic that, in the right circumstances, it could be brought fully to fruition. Comments from the other agents returned to the need to do three things to make it a success:

- develop a specific marketing campaign for it;
- pull together a discrete package of infrastructure to fully realise its potential; and
- provide some focused incentives to attract agri-food businesses to the site.

Part 3. Land Value Assumptions

Preliminary discussions held separately with commercial agents involved in marketing land in West Lindsey have provided information regarding the respective values of agricultural and industrial land.

Agricultural land

- 3.1 The undeveloped land to the West of Hemswell Cliff is currently unserviced agricultural land, which can be expected to have a current (March 2016) value of between £7k and £12k per acre. That estimated range is based on conversations with agents active in this part of Lincolnshire, who have extensive experience of buying and selling agricultural land.
- 3.2 At the time of preparing this report, an area of 262 acres of prime arable land in a good location, adjacent to the Lincolnshire Showground, at Scampton, was advertised for sale through Perkins George Mawer at a price equivalent to about £11,500 per acre, including some useful buildings, so an asking price of around £12,000 per acre would seem to be a reasonable upper-limit assumption for land alone.
- 3.3 During consultation on the emerging masterplan, one of the landowners at Hemswell Cliff suggested that, although he considered his agricultural land to be worth around £8,000 per acre, he would be unlikely to sell it for less than £30,000 at present – presumably reflecting the historic development of the site and his expectation of a change of use to industrial/commercial being permitted in future, thus increasing its value.

Industrial land

- 3.4** It is estimated that fully serviced plots of, say, 2 acres might be worth up to £150,000 per acre in this part of Lincolnshire. Bare, unserviced land is, however, likely to be worth significantly less. Preliminary discussions with local agents suggest that the value of unserviced industrial land to the north of Lincoln varies between about £20,000 per acre (e.g. a site recently sold in Brookenby) and about £100,000 per acre (e.g. a site on the edge of Market Rasen), depending on the location, the size of the plot and a number of other factors. From those same discussions it is suggested that, if land at Hemswell Cliff were marketed on the basis that there would be public sector support to help with the cost of upgrading the local infrastructure and services, a value-range of perhaps £50,000 to £75,000 per acre might be achievable.

Potential uplift in value

- 3.5** The information available suggests that, in very crude terms, 26 hectares (64 acres) of land at Hemswell Cliff (the approximate area of the proposed Food Enterprise Zone) might have a value of between £448,000 and £768,000 as agricultural land, rising to between £3.2 million and £4.8 million as unserviced industrial land with the promise of public sector help with the necessary infrastructure improvements. These figures suggest a possible “uplift” in value of between £2.75 million and £4.0 million. Once fully serviced, the whole site could potentially be worth between £6.4 million and £9.6 million, a further uplift of £3.2 million to £4.8 million (excluding the cost of providing the improved infrastructure and the requisite services to facilitate development of the site).
- 3.6** These values are only indicative and, like any other property, the land will ultimately be worth whatever someone is prepared to pay for it at the time of its sale. Furthermore, there is no site of a similar size and with similar characteristics in the immediate vicinity, which can readily be used for comparative purposes. However, if these significant increases in value were achievable, then they should be sufficient to justify the gradual development of the site over time, together with the necessary improvements to the infrastructure, on a commercial basis.
- 3.7** It is understood that existing occupiers have already expressed interest in expanding their operations at Hemswell Cliff and an unsolicited approach has also been received from an inward investor. In addition, it should be said that there has to date been no marketing of the site – either as a potential industrial area with a presumption of planning permission (through the LDO)

or as a Food Enterprise Zone (with whatever incentives may be provided to attract agri-food occupiers). It is reasonable to assume that, once a full-scale marketing campaign has begun, there will be considerable interest in the site and values will be enhanced accordingly.

