



Lincoln City Centre Masterplan:  
Tentercroft Street Intervention Site

## FEASIBILITY STUDY

March 2011



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# INTRODUCTION

## The Brief

The Lincoln City Centre Masterplan (CCMP), prepared by The Prince's Foundation for the Built Environment, sets out a vision for development accross the City Centre. Tentercroft Street is one of a number of key intervention sites where a development need has been identified to help realise the overall vision for the City.

Globe Consultants has been appointed by the partnership of the City of Lincoln Council, Lincolnshire County Council and Lincolnshire Co-operative Society to undertake a feasibility study which objectively evaluates the redevelopment proposals for the site as set out in the CCMP and examines the alternative development opportunities.

The study brief recognised the importance of examining feasibility issues in light of the proposed new east/west Link Road (EWL) as this will have a direct bearing on the development of the Tentercroft Street site. Essentially, the project seeks to address the following key questions:

1. Do the CCMP principles for redevelopment of the site remain desirable, achievable and soundly based?
2. Is delivery of such a scheme practical and achievable?
3. Can the CCMP's proposals for this Intervention Site and the proposals for an EWL be successfully married together?
4. Is there a better alternative redevelopment proposal?





## Methodology

The brief presented the consultancy team with a range of issues to explore, and ultimately five challenges to overcome:

1. Translating optimistic 2006 development aspirations to a climate of, credit restraint, cautiousness and depressed market value expectations
2. Maximising physical, economic and social linkage
3. Marrying urban design / place-making objectives and EWL practicalities
4. Making it sustainable
5. Making it happen

The study has followed a rigorous sequential process to ensure these challenges are fully explored and that the derived conclusions are sound and robust.

The starting point was to review the various studies and pieces of work that had been carried out previously, both directly and indirectly related to the study area. This provided the consultancy team with a set of baseline information from which the study could move forward.

As part of that initial process, the CCMP was reviewed and the key principles were identified and interrogated. Detailed account of this stage of the project is provided at section 4.

A set of evaluation criteria and a method for testing the redevelopment options was agreed with the project

partners. At this point the study moved on to explore alternative development options through a combination of desk based research and consultation with various organisations and individuals.

## Consultancy Team

Qualified and experienced professionals from several consultancies have been brought together to deliver this study. The team has two components:

### *The Core Consultancy Team:*

- Globe Consultants Ltd, providing spatial planning expertise and overall project management;
- Lathams, contributing masterplanning, urban design and architectural expertise;
- Glover Property Consultants, providing property market advice and understanding of development feasibility issues; and,
- JMP, providing advice on the whole range of transport and access issues.

### *Panel of Technical Advisers:*

- Thornton Firkin, providing Cost Consultancy advice;
- Delta Simons, providing advice on ground conditions and other geotechnical matters;
- Waldeck Engineering, providing advice on structural engineering and infrastructure matters.



# THE INTERVENTION SITE

# 2

## Site Appraisal

The study area itself is dominated by a City of Lincoln Council (CoLC) owned and operated surface car park which is “concealed” behind the railway station to the north and properties on High Street and Tentercroft Street to the west and south. The High Street properties within the site boundary are dominated by secondary retail with some A3 and A4. The Magistrates Court and Probate Offices are located to the south of Tentercroft Street, also fronting the High Street and within the study area boundary.

Apart from the Court and the other High Street uses the section of the study area to the south of Tentercroft Street accommodates a variety of offices and employment buildings as well as a Health Centre. The area also contains a service road and car parking associated with both the Health centre and the Court.

The north side of Tentercroft Street contains a variety of office and commercial uses within late C19th building up to number 14. Beyond this heading east are more recently constructed buildings which provide office accommodation (Mencap and Quantum House).

To the east of Sincil Drain there are 14 light industrial units laid out in two banks of 7. The south eastern section of the site, to the south of these units and north of Kesteven Street, is the former coal yard which is owned by Lincolnshire County Council (LCC). This site extends under Pelham Bridge and has been cleared and is currently unoccupied.

## Existing Values

**Buildings:** In terms of the development potential of the study area, the buildings that would be most directly affected are the Tentercroft Street Industrial Estate units. We estimate that these would have a value of £40,000 each. Other buildings would need to be acquired to construct the new EWL including Quantum House and Mencap House. We have assumed that the cost of acquiring these buildings will be borne by Lincolnshire County Council out of the EWL budget.

**Car park:** The Tentercroft Street car park, owned and operated by CoLC extends to approximately 2.9 acres and provides 396 parking bays. Latest net income figures provided by the City Council are £779,000 per annum, a significant revenue stream. Based on this income figure, we estimate the value of the car park to be in the order of £7.8million.

Taking into account the value of the industrial units and the car park, we are of the opinion that the existing use value of the main study area with development potential is in the order of £8.4million.



## Technical Issues

### Flood Risk

The majority of the site is not identified as being within an area that is at risk from flooding. However, the Lincoln Strategic Flood Risk Assessment (SRFA) identifies the south eastern sections (covering much of the former coal yard site) within flood zones 2 and 3.

Flood risk areas ▼



### Ground Contamination

Current and historical potential sources of contamination have been identified on-site and in the surrounding area. In particular, railway lines, timber yard, stone yard and coal yard on-site and commercial and industrial land uses surrounding the site. In addition, ground gases associated with the “made ground” may also be present at the site.

It is therefore recommended that an intrusive investigation is required in order to assess the presence and extent of any soil and/or groundwater contamination at the site, from the identified on-site and off-site potential sources of contamination.

### Ground Conditions

On the basis of the information known from the investigations carried out on the coal yard site, it is anticipated that the ground conditions are likely to comprise significant depths of “made ground”, over alluvium, over sand and gravel to a depth of at least 10 metres. Foundations are therefore likely to comprise piling and/or ground improvement. It is recommended that a detailed geotechnical investigation is carried out prior to development.

### Archaeology

The Lincoln Archaeological Research Assessment (LARA) has been reviewed and it is possible that the site may contain archaeological items of some significance. In the light of what is known, a phased study incorporating a phase 1 desk top study is likely to be required prior to development.

### Highways

The Tentercroft Street development area is bounded by Portland Street to the south, the City Railway Station and rail line to the north and two key north-south linkages through the south of the City centre: to the west, the main High Street, which is pedestrianised north of the railway; and to the east, Pelham Bridge.

A road scheme, which would improve east west linkages across the city centre, has been considered for several years and was introduced to the Local Plan in the late



1990's and to a Transport Strategy for Lincoln in 2004.

Many variants of the scheme have evolved, benefiting from a wide consideration of the management of traffic in and around the City and of the potential for development and for infrastructure investment, including the benefits afforded by the Lincoln Eastern Bypass.

The current scheme responds to the significant challenges that arise from the proposed pedestrianisation of the High Street, between Wigford Way and St Mark's Street which has been precipitated by a projected increase rail freight traffic that would see the High Street Level Crossing closed significantly more frequently than at present.

In 2008, Network Rail started work on upgrading the 'Joint' line between Peterborough and Doncaster which will allow more freight traffic to pass through Lincoln in order to create high speed traffic capacity on the East Coast Main Line. As a result, rail crossing barriers in the High Street, Brayford Wharf East and Great Northern Terrace will be closed to an estimate of forty minutes in the hour.

These rail proposals would prevent the free flow of cars and buses north - south along High Street to and from Wigford Way. As a consequence the Highway Authority has developed the current EWL proposals.

To address the highway and traffic circulation problems that are forecast the Highway Authority has proposed



and consulted on a scheme that uses Tentercroft Street to provide an east to west linkage between the key north to south corridors.

The road is proposed in phases, with the central section bisecting the development land considered in this report. It will link St Marks Street and High Street (south) in the west with Kesteven Street and Canwick Road in the east and it has been designed to cater for improvements in the local public transport network so that bus journey times can be made more reliable.

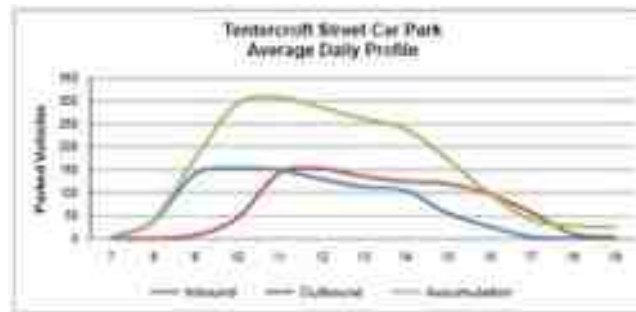
The section of High Street between Tentercroft Street and Wigford Way would be fully pedestrianised and a single carriageway road along Tentercroft Street introduced by 2014/5.

The road is expected to have two-way peak hour traffic in the region of 1,250 vehicles on opening and these forecasts would be expected to rise to over 1,450 hourly traffic movements some twenty years hence.

The road will incorporate bus stops and bus priority/lanes where practicable and appears to be designed to achieve a throughput in excess of 2,000 vehicles per hour. This compares to the 400 or so vehicles that currently use Tentercroft Street to access the car parks at the Magistrates Court complex and the 'Pay and Display' area north of the existing road.

The present Tentercroft Street car park is 'at-grade' and has a capacity of some 396 spaces. It operates, on average, at about four fifths of that capacity and has a use profile that peaks in the late part of the morning. In both the weekday morning and evening peak periods there are some 60 vehicles that access the main car park leaving around 300 other vehicles to serve the adjacent premises including the Magistrates Court. In a day, there are on average around 1,000 vehicles that use the car park.

#### *Tentercroft Street Car Park Accumulation*



Access to the proposed road is not fixed but early plans anticipate the traffic signalisation of key points of access to the Magistrates Courts complex and to the area between the road and the railway to the north. As such, there are key aspects of the East - West Link Road proposals that will influence the emergence of adjacent development proposals,

- The road alignment, though subject to ongoing consultation, is known and can be assumed to be fixed for the purposes of this study

- The Highway Authority has committed to funding Stage 1 of the road and ensuring that it is constructed by 2015

- The junction and access strategy is fluid and not a constraint on development

Whilst the Highway authority has yet to fully 'model' the scheme and determine junction form and capacities, it can be assumed that subsequent emerging transport assessments would secure the necessary land to cater for forecast development traffic.

The present road design assumes that there could be at least 350 vehicles in the 'worst' peak period that may wish to use the road and access land adjacent to Stage 1 of the scheme. This is not a threshold limit.

## Planning Permissions and Proposals

### Coal Yard

Detailed office proposals for the former Coal Yard site at the east of the study area are being prepared by LCC for submission of a planning application for the first phase (about 6,000 sq ft of office space)

The emerging proposals, along with earlier feasibility work for the site, have been reviewed and considered in the context of this study. Where it is thought that alternative uses would be better suited to the delivery of the redevelopment of the whole site, these have been considered.

### Court

At the time of preparing this report there remained some uncertainty about the future of the Crown Court facilities, currently housed in Lincoln Castle. One future possibility (and it is no stronger than that), is that facilities could be co-located with the Magistrates' Court within the study area. This possibility should be noted for future reference.





# THE WIDER CONTEXT

## Tentercroft Street and the Surrounding Area

The Tentercroft Street area is nestled between several key parts of the City: the central shopping areas to the north and west, industrial activity around Great Northern

Terrace – beyond Pelham Bridge – to the east and Sincil Bank residential area to the south. Recognising the transitional nature of the study area and understanding these physical and spatial relationships has been an important part of the study.

*The study area and its relationships*





## St Marks

There are known owner aspirations to explore options for development at higher density, utilising the river corridor as a much more positive townscape influence than present – replacing service yards with city centre buildings incorporating retail, offices and homes, and rationalising edge of centre retailing units, with a multi storey car park to replace inefficient surface car parking.

## Lindongate

An application to replace the dated bus station, shops and car park and surrounding premises with a modern retail development (c25,000m<sup>2</sup>) incorporating a brand new Passenger Transport Interchange next to Lincoln Central Railway Station is thought to be imminent.

## Siemens

The major city employer occupies a waterside site with very large industrial sheds. Siemens remain at the site under the current rationalisation programme but there is a possibility that the firm will relocate in the future. In which case, a large site becomes available for development. Given the location it close to a major waterfront, a residential development housing appears a likely outcome.

## Jacksons/Tesco

There is a long standing aspiration for redevelopment

here in association with phase 2 of the east/west Link Road. Fundamentally, it is a major opportunity for the large format retailers here to improve their operations and for some rationalisation of the Canwick Road Trading Estate. Seemingly, the proposals are coming back on the agenda and, if delivered, would improve access/egress at Pelham Bridge.

## Lincoln University

The Masterplan for the Brayford Pool Campus has recently been reviewed to focus on a strategy for the south east quadrant and, predominantly, additional academic facilities. Development is also suggested at Wigford Yard, with this urban block redeveloped to provide a new pedestrian link between Brayford Wharf East and High Street.

## Park Ward

Over the last 10 years 3 Placechecks have been carried out for the Sincil Bank residential area south of the site. A number of problems were identified and some of these issues remain unresolved. There is now a sense of “consultation fatigue” and some frustration that seemingly nothing has been done. Development of this site will clearly not combat all of these concerns, but it does offer the opportunity to combat the sense of isolation that is felt and better integrate the City Centre with the Park Ward community through enhanced permeability across the site.

During the CCMP workshop in November 2010 five

principles were proposed for the CCMP vision and implementation team to adopt and monitor. These have been respected throughout the duration of this project.

## Tentercroft Street and the City

Unlike other parts of the City, which are defined by their predominant physical use, the Tentercroft Street area (taking into account the bus and rail facilities just outside the study area) is better defined in terms of its functional role as a gateway or ‘reception’ to the south of the City.

With development opportunities coming forward in the surrounding areas, as well as on the site itself (in terms of the EWL), the functional aspect becomes even more evident - and indeed, significant. Any development proposal recommended for the study area should, therefore, respect this inherent role and be compatible with existing and future developments in the adjacent parts of the City.

# DEVELOPMENT PRINCIPLES



## Policy Influences

Decisions on planning applications must follow the policies set out in the adopted Development Plan, unless other material considerations indicate that a different decision should be made. Policies that will be relevant to redevelopment of the study area are discussed in the following sections.

## Local Planning Policy

Those relevant Local Plan policies and objectives which benefit from 'saved' status are set out in the following paragraphs. In the absence of any adopted LDF documents, the Local Plan currently provides the most up to date local planning context.

The site falls within the "South High Street Revival Area" and the central mixed use area. The Local Plan sets out a number of objectives for the Revival Area, notable ones include:

- reduce the dominance of traffic and its harm to the environment and the quality of local life;
- make it safer and more pleasant for people to walk along South High Street and spend time in the Area;
- improve the appearance and pedestrian-friendliness of the "gateways" into South High Street;
- create a strong, attractive, safe and vibrant pedestrian link between the University campus south

of Brayford and the upper part of the South High Street;

- highlight and enhance the historic and architectural interest of South High Street and strengthen the Area's sense of local identity;
- ensure that uses which will be attractive to a large number of shoppers and visitors from a wide catchment area predominate along the frontages between St. Mary's Street and St. Marks, which play a city centre role, as distinct from the more locally orientated and specialist facilities which are more appropriate to the area further south;
- support the provision of shops, services and community facilities for local residents
- balance the need for improved facilities for public transport, cycling and walking with the aim of providing for sufficient on-street 'shopper' car parking.

## **POLICY 18 : Development in Mixed-Use Areas**

A broad range of uses and activities will be encouraged in the Mixed-Use Areas defined on the Proposals Map. The ranges of acceptable uses are set out in schedules A and B, below. Planning permission will be granted for developments involving those uses providing the following requirements are met:

- 1) The development must be consistent with the objectives, policies and proposals of any Revival Scheme for the area in which it is to take place;
- 2) If the development is to take place within a Conservation Area it must preserve or enhance the character or appearance of that Area;
- 3) Major developments must include, or contribute to, a mixture of uses sufficient to add to the overall vitality of the area and to create a purpose and presence extending beyond normal shopping hours. Opportunities to include significant elements of housing should be taken wherever reasonable and possible;
- 4) Within District Mixed-Use Centres, the nature and scale of development must be compatible with a Centre serving mainly local (rather than City-wide) needs and, in particular, the overall balance of uses must improve or maintain the quantity or range of shopping and similar uses (Use Classes A1, A2 and A3) at ground-floor level and increase (or, at very least, maintain) the number of homes within the Area;
- 5) The development must not detract from the vitality and viability of the Central Shopping Core and must be consistent with the requirements of Policies 72A, 72B, 73A and 73C;
- 6) The development must not result in the area in which it is to be located losing its mixed-use character;
- 7) The development must be generally consistent with other policies in this Local Plan which relate to the particular use or uses involved in that development, the Built Environment and the Natural Environment and Open Space, and must also be consistent with the objectives and policies for Access, Transport and Communications;
- 8) The development must not harm the local environment, or the amenities which occupiers of nearby properties may reasonably expect to enjoy, (for example, by causing unacceptable levels of disturbance, noise, smell, fumes, dust, grit or other pollution, or reducing daylight, outlook or privacy to an unacceptable degree) bearing in mind that all the mixed-use Areas should provide a satisfactory environment for homes;
- 9) The development must not result in levels of traffic or on-street parking which would cause either road safety or amenity problems;
- 10) Dwelling houses and other homes must not be lost to non-residential uses, unless:
  - a) the level of amenity available in any particular instance is already so poor that continued residential use is not desirable and there is no realistic prospect of the problem(s) being

remedied; or,  
b) the overall development will maintain or produce a net numerical gain in the number of dwellings on the site.

### **Schedule A - Acceptable uses in the Central Mixed-Use**

Area  
Shops (A1)  
Offices used by the public (A2)  
Food and drink outlets (A3)  
Business (B1)  
Houses and Flats (C3)  
Residential Institutions (C2)  
Hotels (C1)  
Student halls of residence  
Community facilities (D1)  
Leisure and recreation facilities (D2)  
Transport facilities (including public car and bicycle parking) which are in accordance with the Plan's objectives for Access Transport and Communications.

### **POLICY 19E: South High Street Revival Area- Tentercroft Street/ Kesteven Street Area**

Within the Tentercroft Street/Kesteven Street area, planning permission will be granted for development providing a substantial amount of housing, as part of a mixed-use development including small shops (Class A1), and/or food and drink outlets (Class A3), and/or business units (Class B1);  
Alternatively, planning permission will be granted for a major leisure development (Class D2), either alone or in association with any of the above uses.

In either case, developments should be designed and implemented so as to provide for:

- access from and to the proposed new road to the east of Canwick Road and entering the Tentercroft Street/Kesteven Street area via a route below Pelham Bridge (see Policy 15A); and,
- the development of a main Public Transport Interchange Facility, based on the Central Railway Station and allied to improved parking facilities for shoppers, visitors and users of the station, with access from both Tentercroft Street/High Street and the proposed new road referred to above.

These two policies establish the principle of development and assume that the detail of the development will be assessed against a range of criteria which will ensure that the proposals are an appropriate response to the constraints and opportunities afforded by the site and its surroundings as well as appropriate consideration of the relevant technical issues.

Many of the relevant policies have been deleted from the Local Plan following the expiration of the initial saving period and, in such instances, national and regional planning guidance will act as the relevant material considerations.

The Local Plan, together with the CCMP, seeks to strengthen the traditionally linear shopping core of the High Street by physically broadening the 'retail experience in Lincoln and improving permeability across the City. The Lindongate scheme is the key to achieving this as it will help establish a more circulatory route of pedestrian footfall through the City Centre.

It is fair to say that the St Marks development does not conform to this approach; nevertheless, it is tolerated. The City Council has clear intentions to better the retail offer and improve movement within the central shopping core and any proposal on the Tentercroft Street site which challenges this objective should, therefore, be avoided.

### Other policy

National Planning Policy and Guidance is arguably the most important of the "other material considerations". Planning documents and policies further down the hierarchy of documents are required to take due account of national policy, interpreting and reflecting it in appropriate policies and objectives.

### PPS1: Delivering Sustainable Development

PPS 1 sets out the overarching planning policies on the delivery of sustainable development through the planning system. It explains that good planning is a positive and proactive process, operating in the public interest through a system of plan preparation and control over the development and use of land, and that sustainable development is the core principle underpinning planning. One of the key objectives of the planning process is that it makes suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life.

Sustainable development is therefore a key principle to which any proposal for the site will need to endeavor to adhere to.

### PPS4: Planning for Sustainable Economic Growth

PPS4 adopts a positive and constructive approach towards planning applications for economic development, and emphasises that applications which

secure sustainable economic growth should be treated favourably.

Any commercial proposal for the site will need to be considered in light of the tests within PPS4. Being a city centre site proposals will not be subject to the onerous sequential or impact tests.

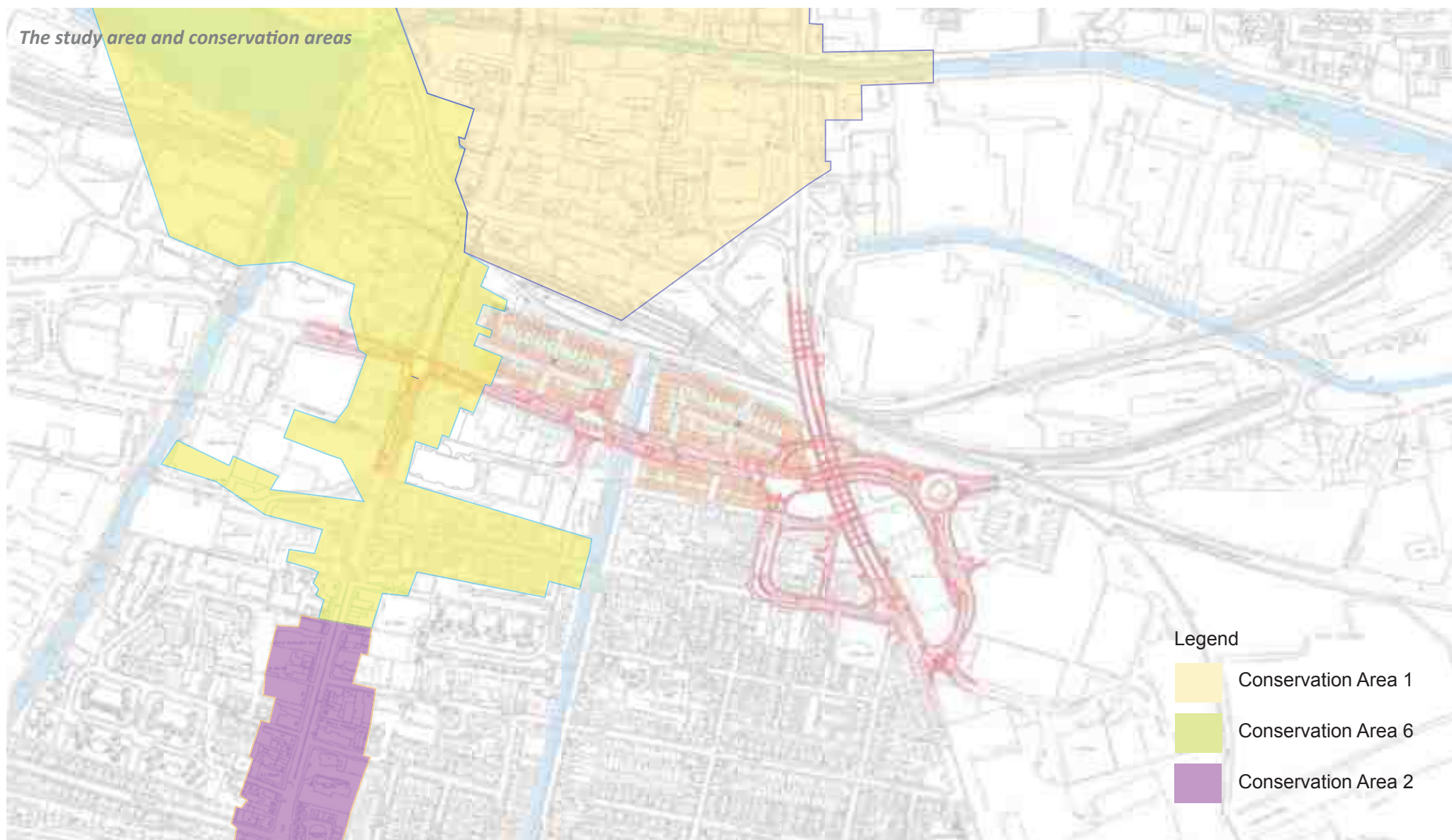
### PPS5: Planning for the Historic Environment

PPS5 sets out national policies on the conservation of the historic environment and requires recognition and emphasis on the importance of both designated and non designated heritage assets in place-making. It seeks to deliver sustainable development that recognises heritage assets as a non renewable resource, that takes account of the cultural, economic and environmental benefits of heritage conservation and of how intelligently managed change brings this about.

The heritage assets on and around the site are concentrated towards the west of the study area with the Cathedral and City Centre Conservation Area incorporating properties on the High Street and Tentercroft Street, and the Grade II listed building at 333 High Street. Any development proposal will need to ensure that these heritage assets are respected and that proposals do not impact upon them detrimentally.



*The study area and conservation areas*



## Urban Design influences

### City Centre Masterplan

The future development of the Tentercroft Street site was considered within the City Centre Masterplan. The proposals and design brief incorporated both the important view of the Cathedral as well as improved north south pedestrian links (connecting the residential neighbourhood of Sincil Bank to the city centre) as identified by the Character Area Statement.

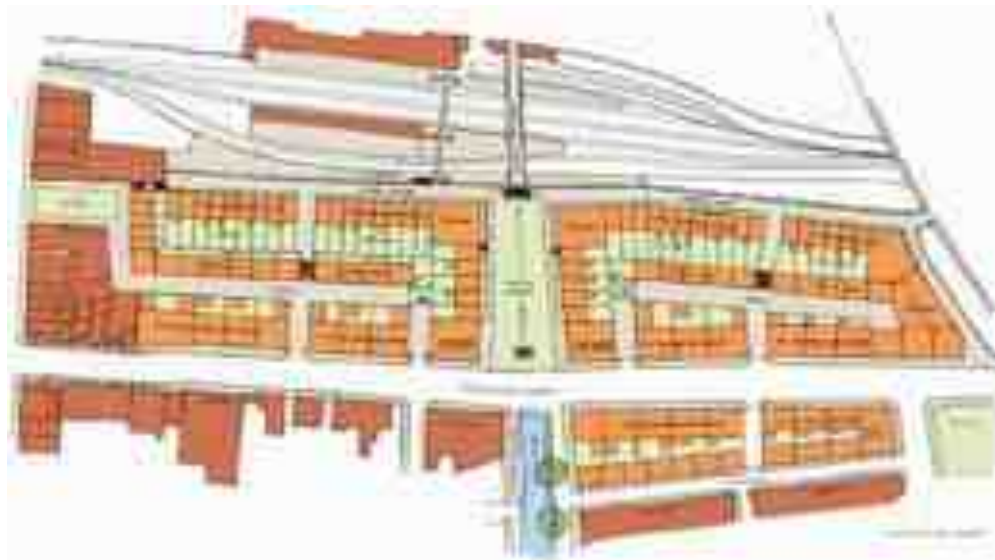
Although the aspirational nature of the proposed development format is attractive in townscape terms

it does present a number of serious challenges both in terms of architectural good practice and in terms of delivery. The pastiche nature of the indicative designs has very little in common with either the character of the site or its surrounding context. Positioning neo-Georgian terraces on top of a multi deck under-croft car park presents an architecturally questionable (ie cosmetic) and economically undeliverable design solution. A more detailed assessment of these indicative proposals identifies a series of problems with pedestrian movement, vehicular movement, market fit, cost and deliverability. Nevertheless there are aspects of the CCMP proposals for Tentercroft Street which are worth incorporating into any future development.

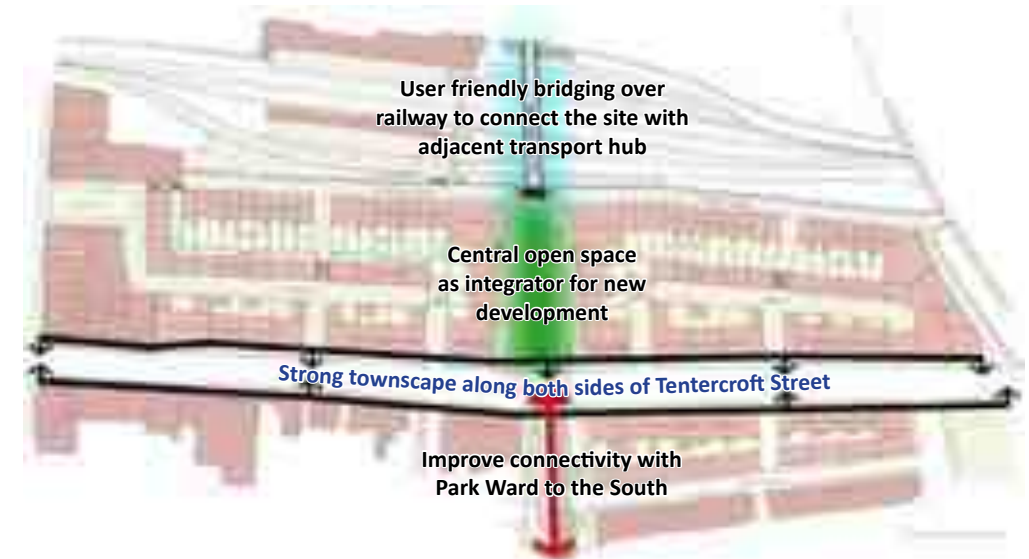
These can be summarised as follows:

- Using the site as a means of delivering area wide integration
- Using the site to provide employment and community benefits for the adjacent neighbourhood
- Provide strong gateways to the site
- Provide public open spaces on the site
- Provide improved pedestrian connectivity through the site
- Provide accessible and convenient parking on the site
- Provide a strong external frontage to the new road

*Tentercroft Street Intervention Site design brief*



*Distilled key urban design principles*



## Townscape

The character and townscape quality of the Tentercroft site has been assessed previously by a number of studies including:

- West Parade and Brayford Conservation Area. Appraisal not published
- Lincoln Townscape Assessment – Tentercroft Street Inherited Character Area Statement (2008). This document identifies a number of characteristics of the site as being important and, as such, considerations which should inform future development.

The key townscape characteristics identified by the Inherited Character Area Statement area as follows:

- Area largely segregated from surrounding townscape due to mostly impermeable boundaries
- Fragmented townscape with incoherent block structure
- Predominantly two-storey detached buildings. Modern buildings more squat with associated car parking
- Disjointed and frequently indistinct public/private boundaries
- Varying sense of enclosure
- Land use mix typical of urban peripheries
- Magistrates Court provides a distinct impermeable enclave
- Important pedestrian link via the railway footbridge
- Generally level topography with the presence of the Sincil Dyke noted

The other important feature of the site noted within the study is the views northwards of the cathedral and the escarpment.

The above characterisation of townscape accurately identifies that the area, as currently configured, offers very little of positive value which might usefully guide future development, with the exceptions of the views to the north and pedestrian permeability.

## Capita Lovejoy Interventions

An urban design strategy for phase 1 of the EWL was prepared by Capita Lovejoy in 2010. Four key intervention typologies were identified, two of which relate directly to the study site.

Whilst these are credible outcomes, directly transposing these interventions to any emerging scheme for the study area could prejudice the development. The general principles of creating useable open space and strong linkages are, however, perfectly sound and indeed concur with those distilled from the CCMP proposals.





# REDEVELOPMENT OPTIONS

## Alternative Scenarios

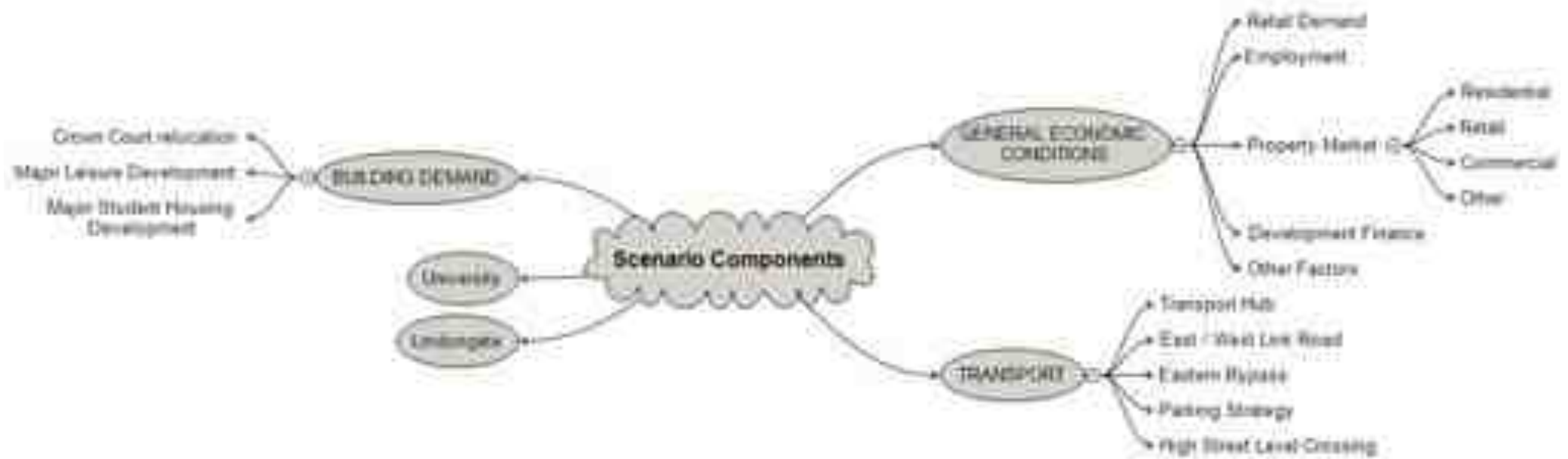
There are a number of multifaceted factors which influence the way in which a site can be developed. In the case of the Tentercroft Street site, these factors range from site specific issues to those which are the result of much broader – City-wide and even national – decisions and scenarios.

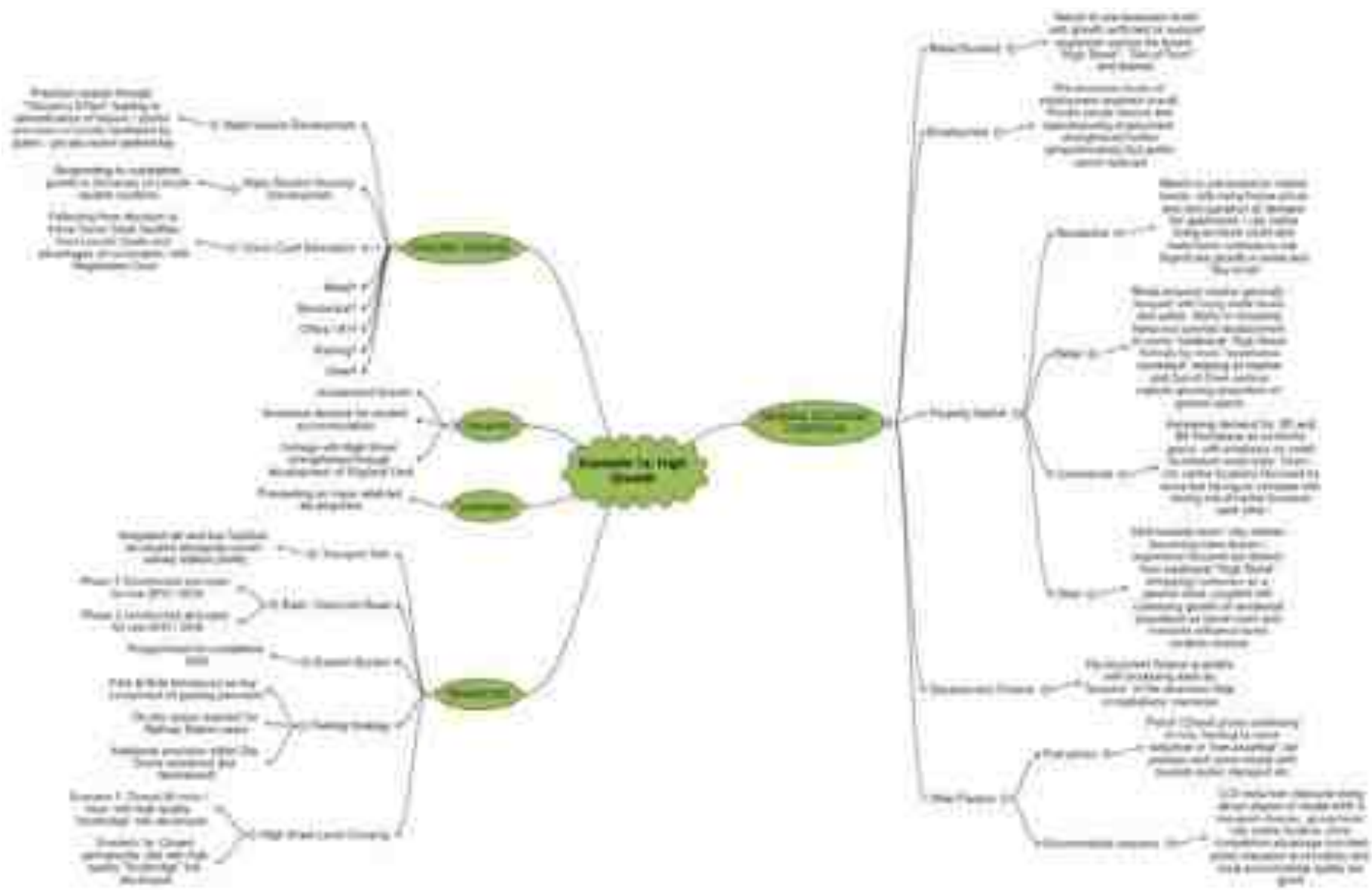
The components of the broader influences are shown below. The way in which each of the factors play out will, fundamentally, be driven by economics. The mind maps presented on the following pages take each of the key 'external' factors and apply them to scenarios of economic low growth and high growth.

These assumptions, together with the site specific considerations (which are discussed in the following section) have influenced the development option for the site.









# HIGH GROWTH



Feasibility Considerations

Physical Feasibility and Capacity

The site is level and extends to approximately 7.7Ha.

The study area breaks down into two distinct elements – one north and one south of the road. The area to the south of Tentercroft Street presents little development capacity or opportunity. The emerging highway proposals for the EWL seek to retain the buildings either side of Tentercroft Street (at its junction with High Street)

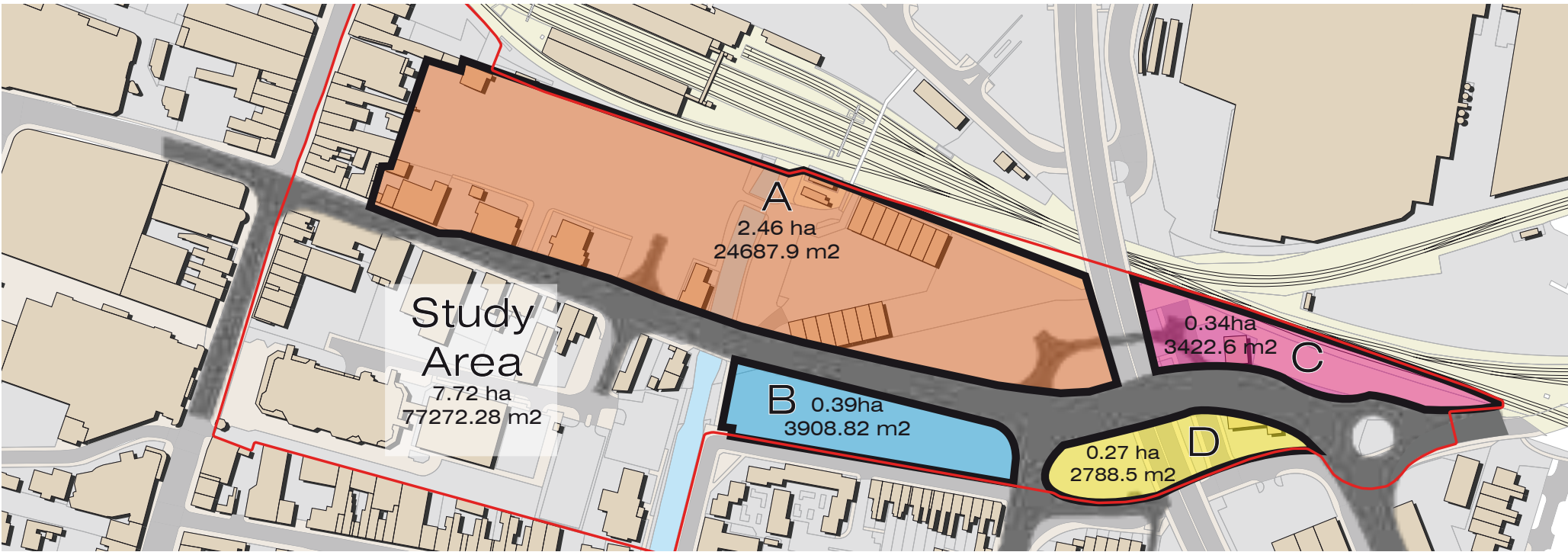
by extending the existing access to the Magistrates’ Court car park to a junction with Portland Street. Given the continuing refinement of the EWL proposals and the unknown aspirations for the Magistrates Court, redevelopment proposals in this area have not been considered.

To the east of Sincil drain, the small development plots south of the road sit within the former Coal Yard site. The study area’s principal development opportunity consists of the surface car park, the industrial estate east of the drain and the sites fronting Tentercroft Street

– the Mencap property and Quantum House.

Potential development site areas within the Study area include:

Description	Site Area (approx)
Tentercroft Street car park	2.9 acres
Tentercroft Street Industrial Estate	1.9 acres
Coal Yard site	1.8 acres net



Study area development areas



## Market / Financial Feasibility

From a market / investment perspective, key features within the study area are:

- Tentercroft Street Car Park – a 396 space pay and display surface car park (CoLC owned).
- Tentercroft Industrial Estate – 2 terraces of small industrial units with communal yard area and parking (CoLC owned).
- The former Coal Yard – a cleared site; potentially accessed from Kesteven Street and being promoted for commercial office purposes (LCC owned).
- High Street – a secondary retail location connecting the main High Street with the St Marks Shopping Centre. Shops include Iceland, Peacocks and small local retailers. At the southern end are the Court buildings.
- Tentercroft Street - buildings of varying styles and ages used for commercial, retail and residential purposes.
- Land east of Pelham Bridge – an area with industrial buildings on which part of the new East west link will be built.

The Study Area has many distinct challenges, which create both constraints and opportunities for its development.

Positive	Negative
<p>It is adjacent the lower end of High Street, an important secondary retail location that connects the main shopping area with St Marks. High Street is a busy area with good levels of footfall.</p> <p>Sincil Dike runs through the centre of the Study Area and currently consists of a concrete-sided drain. Currently an unattractive feature, this could be improved to make a positive contribution to the area.</p> <p>Vehicle access is expected to improve with the construction of the EWL.</p> <p>The EWL is expected to create opportunities for development within the Study Area, in particular, to the north of Tentercroft Street and Kesteven Street.</p>	<p>The elevated Pelham Bridge crossing also creates a strong barrier to the area to the east.</p> <p>Vehicle access is also currently poor.</p> <p>The construction of the EWL is in response to the proposed increase in rail freight traffic through Lincoln. This is expected to significantly increase the time which High Street will be closed to road and pedestrian users, thus further reducing connectivity to the city centre from High Street.</p>
Neutral	
<p>To the south is an established residential area comprising primarily high density Victorian terraced housing enclosed by High Street, Canwick Road and the railway lines.</p>	



### Market Factors

The area to the north of Tentercroft Street (around the Lindongate area) has been under aspiration for redevelopment for many years with proposals focusing on retail-led schemes, together with the more fine-grained mixed use proposals suggested by the Princes Trust. There are many factors that may have influenced why, to date, development not taken place. However, it is important to note that viability and deliverability of new development within the study area is more challenging in the current economic climate.

Reduced business and consumer confidence, lack of available finance, limited public sector funds and weakening of property yields are key factors that influence developer's decisions to purchase land and commit to new development.

Many property sectors either remain inactive or have narrowed their requirement criteria. For example, there are limited live requirements for new office space and many retailers are reluctant to expand where they already have representation in the City. This study considers these issues, but seeks to look into the longer term for potential opportunities under an economic scenario which sees the market improve.

The Tentercroft Street car park represents a high value income generator for Lincoln City Council (net income £780,000pa for 2009/2010). The Existing Use Value of the car park needs to be considered against alternative uses together with the potential to retain a significant level of parking provision on the site.

All development options proposed will also have to consider the costs of compensating or relocating within the study area existing tenants and owner occupiers

whose premises may need to be acquired to facilitate a development (though, acquisition costs required for the EWL will be borne by LCC).

### Potential Land Uses

The table that follows sets out the types of land use initially considered appropriate for the site having taken account of the baseline market analysis undertaken for Lincoln.

It should be noted that, whilst the proposals are mindful of current market conditions, this study seeks to consider the development of Tentercroft Street over the medium to long term (say 5-10 years). There are certain land uses for which there is currently very limited market demand. However, where there is potential for such uses in the longer term, those which could reasonably work within the context of a mixed use scheme, have been considered.

Use	Location	Opportunity	Space	Size
Retail	Tentercroft Street car park and industrial estate.	To deliver additional retail floor space that could complement the existing offer at High Street, St Marks and the proposed Lindongate scheme. This has the potential to provide the platform for the regeneration of the entire area. Potential users could include high street multiples, trade counter or DIY/bulky goods uses (Waitrose, Lidl, Aldi, Zara, H&M, Republic).	A terrace of modern retail units at ground floor with potential for mezzanine levels with a common serve area.	Flexibility to design shop units ranging from 5,000 sq ft to 50,000 sq ft.
A3, Restaurant and Leisure Uses	Tentercroft Street car park and industrial estate	To create ancillary leisure uses to serve this area of the city.	Predominantly ground floor with outside seating (eg Starbucks, Pizza Express).	Flexibility to design units ranging from 2,000 sq ft to 10,000 sq ft.
Offices	Tentercroft Street car park and industrial estate and Coal Yard site.	To deliver Grade A offices close to the city centre with parking suitable for small to medium sized businesses.	Predominantly ground, 1st and 2nd floor accommodation.	Unit sizes from 2,000 sq ft to 30,000 sq ft.
Hotel	Tentercroft Street car park/High Street.	To deliver modern budget/3star city centre hotel accommodation. eg. Travelodge, Hotel Ibis.	Small ground floor entrance leading to reception, facilities and rooms at upper levels (Floors 1-5).	Up to say 100 rooms.
Residential	Integrated across the Study Area and connecting to the residential area to the south.	To create new homes that connect to Kesteven Street and the mix of uses on Tentercroft Street as part of a mix of uses. A suitable mix would comprise predominantly small family housing with some apartments.	Floors – Houses – own front door with gd-2nd floor accommodation with small garden/yard; Flats – mainly floors 1-5 with small workshops/studio space to ground floors.	Small to medium sized family housing (750-1,000 sq ft); 1 and 2 bed flats (450-650 sq ft).
Student Housing	Tentercroft Street.	To provide quality en-suite student rooms to meet future demand of the University of Lincoln.	Floors – 1st floor and above with a small individual or shared entrance at ground floor.	Potential for up to 400 rooms. Min room sizes need to be established.
Health & Education	Variable providing good signage is used.	To provide modern health facilities and children's day nursery within the city centre to meet demand from the new development and surrounding area.	Floors – Ground floor entrance but could use upper floors/quasi office style accommodation. Some outside space preferable for the day nursery.	Flexibility to incorporate within a commercial or residential building – say 2,500 sq ft upwards.
Car Park	To the north of Tentercroft Street.	To deliver space efficient parking for the southern side of Lincoln.	A stand alone multi-storey car park.	Potential of 300-1,000 spaces.
Public Spaces	Within the site but easily accessible from the surrounding area.	To improve connectivity between High Street, north of railway lines and residential areas.	At ground level.	Set around and relating to the key buildings.

	Values					Indicative Costs		
Land Uses	Unit price	Rent psf	Yield	Cap value		Price psf	Unit cost	Comments
Small Retail		£ 18	7.5%	£ 240		£ 80		Generates good margin if occupier demand
Large Retail		£ 25	7.0%	£ 357		£ 75		Optimal retail values if occupier demand
Leisure				£ 200				
Drive through restaurant				£ 500,000			£ 200,000	New EWL will create this opportunity.
Hotel (per bed)	£ 80,000						£ 65,000	Limited finance has increased development costs for hotel which affects margin - long term potential
Student (per room)				£ 50,000			£ 35,000	University growth creates student demand
Offices		£ 12.5	8.0%	£ 156		£ 120		Relatively low rents make large scale office viability marginal
Trade Counter		£ 8	9.0%	£ 89		£ 40		New EWL creates opportunity for trade counter uses. Relatively low value use
Industrial Units		£ 4	10.0%	£ 40		£ 35		Low value use provides for small local businesses; replaces demolished units
Multi-storey car park	£ 20,000						£ 15,000	Established car park location
Surface car park	£ 20,000					£ -		No build cost as in situ
Community (library, hall)		£ 10	9.0%	£ 111		£ 100		Only viable if commercial values are achieved - eg PFI
Residential (flats)	£ 120,000						£ 85,000	
Residential (terraces)	£ 150,000						£ 95,000	High constr cost for comparable small resi schemes affect margin
Values provided do not constitute formal valuations and are for guidance purposes only.								



## Transport

### Highway and Junction Capacity

The proposed EWL is forecast to cater for a design year flow of 1,450 vehicles, including buses and the current adjacent development traffic largely from south of Tentercroft Street.

Given that the proposed road will have a peak period capacity in excess of 2,000 vehicles two-way, this should allow for the development area to the north of Tentercroft Street to be able to generate in excess of 500 additional peak period trips.

### Development Site Access

Access would be expected to be provided at traffic signal junctions with a primary junction serving the main part of the site to the north. This junction(s) should also incorporate at-grade pedestrian and cycle crossing facilities.

### Public Transport

The south High Street has recently incorporated additional bus priority facilities and the East West Link Road will be expected to similarly provide public transport benefits in the form of bus lanes, and a bus stop on Tentercroft Street, adjacent to the northern development area.

### Car Parking

It is proposed to develop a new rail Interchange and bus station to the north of the railway to be served from St Mary's Street. That development will provide a

dedicated pedestrian overbridge from the Interchange into the Tentercroft Street site and link with the residential areas to the south.

As part of that scheme there will be a need to relocate the current long stay car park facilities that are managed by Network Road. Currently this amounts to some 110 spaces.

The development of the Tentercroft Street site will, therefore, be required to accommodate new development – generated traffic and pedestrian demands, residual car parking demand from rail users and also existing users of the 'Pay and Display' facilities.

Net surplus demand for car parking would be expected to be directed to and distributed between other car parks in the City.

A parking strategy is currently being developed by the City Council and it is expected that the emerging Strategy will seek to manage parking stock in this area and throughout the central area and allow for the emergence of Park and Ride facilities in the future.



## Developing the Options

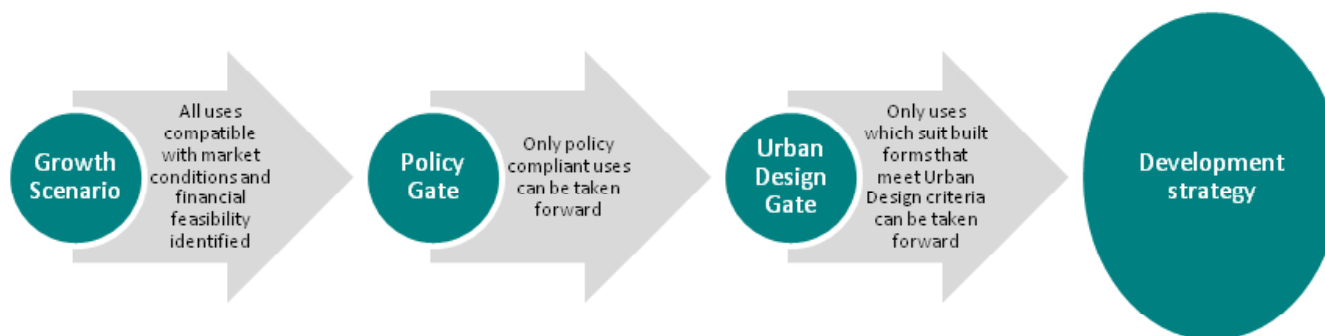
The feasibility options for the Tentercroft Street site have been informed by the requirement to reconcile:

- economically viable and deliverable development formats;
- the character of the site; and
- pragmatic design principles distilled from the CCMP Design Brief.

Where viability and deliverability would be compromised as a result of the inclusion of land uses or development formats which cannot be funded and/or lack market credibility these have been discounted.

The options respond to a set of 'land use and area briefs' which reflect the assessment of current and anticipated demand, and in turn, anticipate future sensitivities within the Lincoln property market. The regenerative and contextual requirements of delivery have also shaped the formulation of the options. In particular the following issues have influenced the composition of the options:

- the need to provide employment and amenity for adjacent residential communities;
- the need to provide land uses which can sustain and support established enterprises;
- the need to limit development to avoid compromising views of the cathedral historic hillside;



- the need to provide improved pedestrian permeability through the site;
- the need to provide strong and positive frontages to the perimeter of the site; and
- the need to respect the character of the adjacent conservation area.

An evaluation matrix was developed to score the emerging options and allow for comparative assessment of the indicator sets across individual development options. However, it was acknowledged through discussion with the client partners that the emphasis on viability meant that the policy and urban design issues were significantly diluted amongst the other criteria. As a result, a strategy was formulated which effectively separated out the policy and design influences and, front loaded the option development process with 'gateway' tests to ensure the fundamental objectives were being met.

The intention initially, was to evaluate the options using

the modified sustainability evaluation matrix. However, given the level of guess-work needed to score each scheme and the absence of any adopted benchmark score for what should be interpreted as 'good' or 'bad', the process was aborted in favour of a more meaningful exercise.

The options have been appraised in terms of the transport, financial and deliverability implications. But applying the 'gateway' test to the option in the first instance ensures that the options meet important strategic objectives.

Testing and refinement of early options led to the discounting of the following:

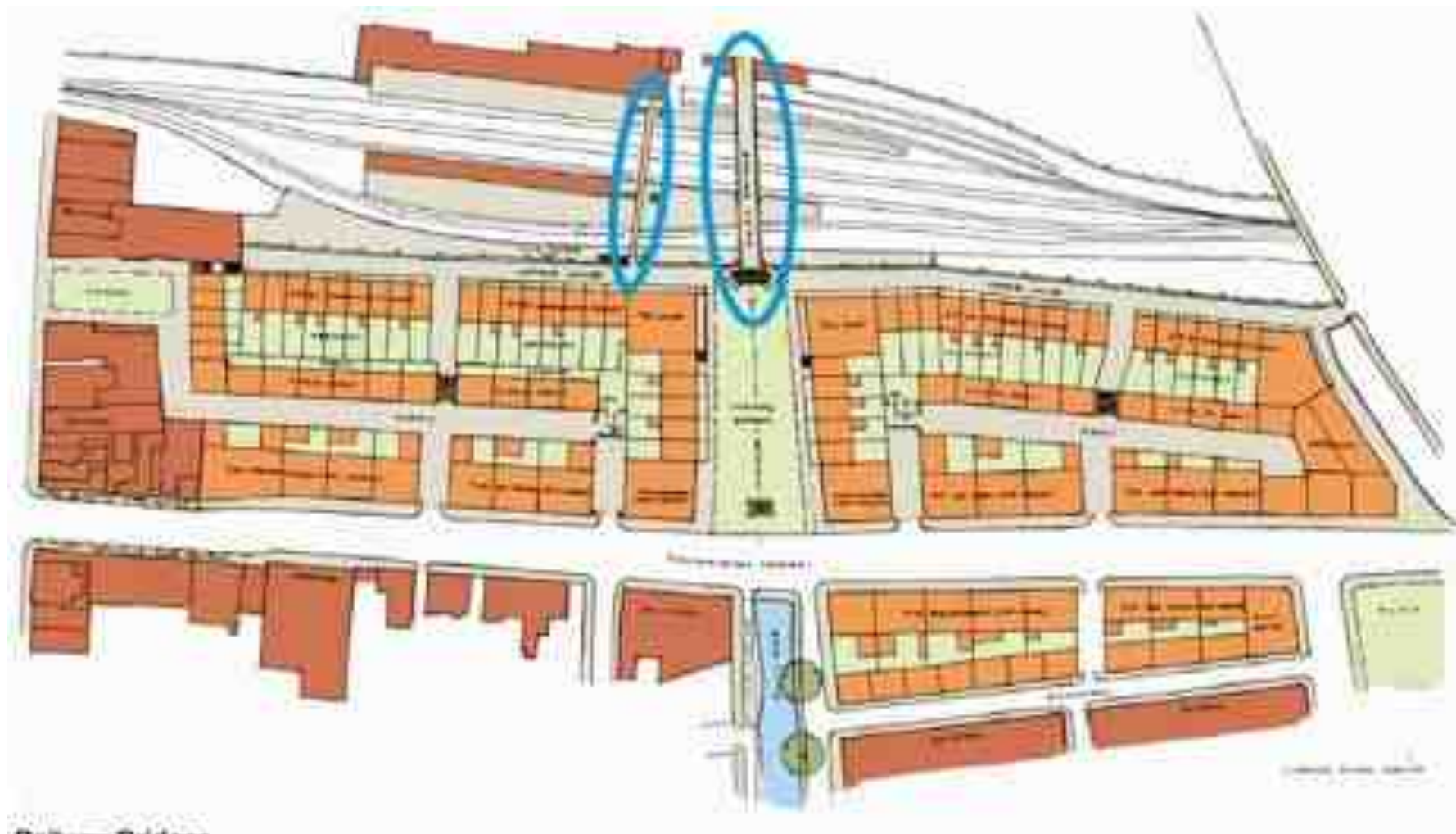
- Fine grain retail as an extension to the High Street
- Retail destination compatible with the High Street and Lindengate
- Bulky goods retail
- Trade counter retail
- Residential – family homes

## City Centre Masterplan Proposals

The CCMP proposals have been appraised and whilst the uses, to a degree, fit with potentially favourable market conditions, issues relating to the format and viability were identified.



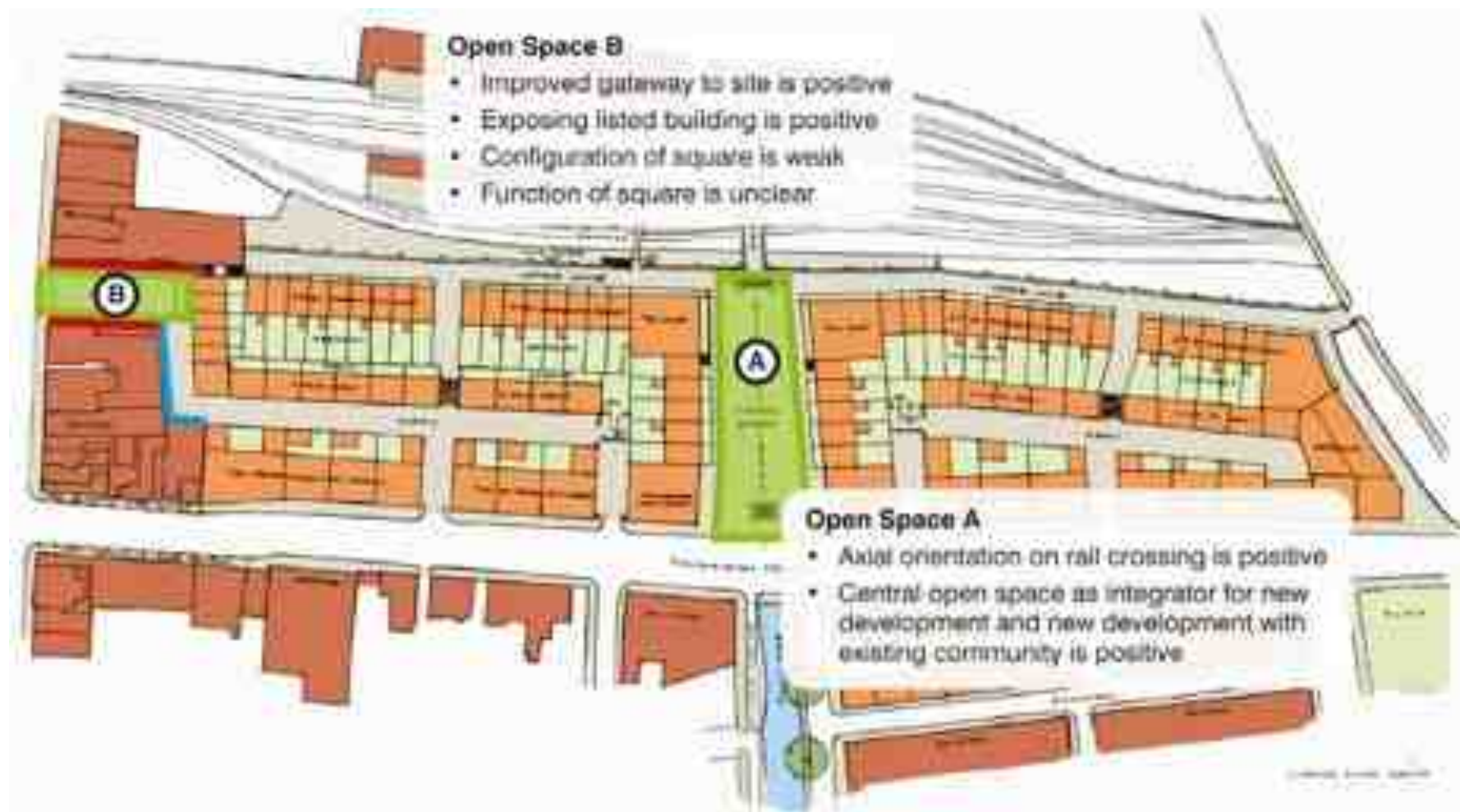
*Design Brief for Tentercroft Street Intervention Site* ►

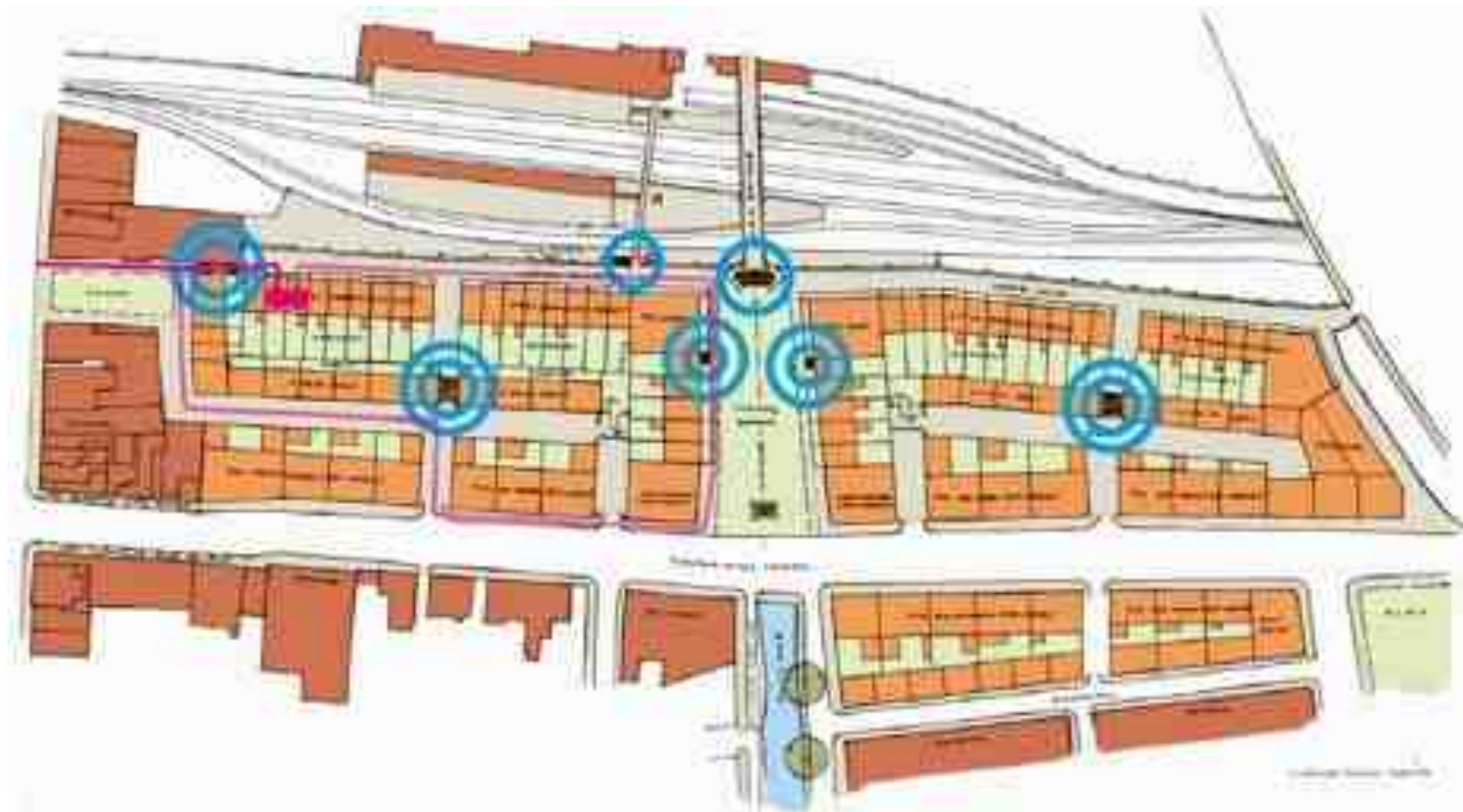


#### Railway Bridges

- Multiple routes rather than single - cost
- Weak bridgefoot and access
- Solution predicated upon adjusting development platform level







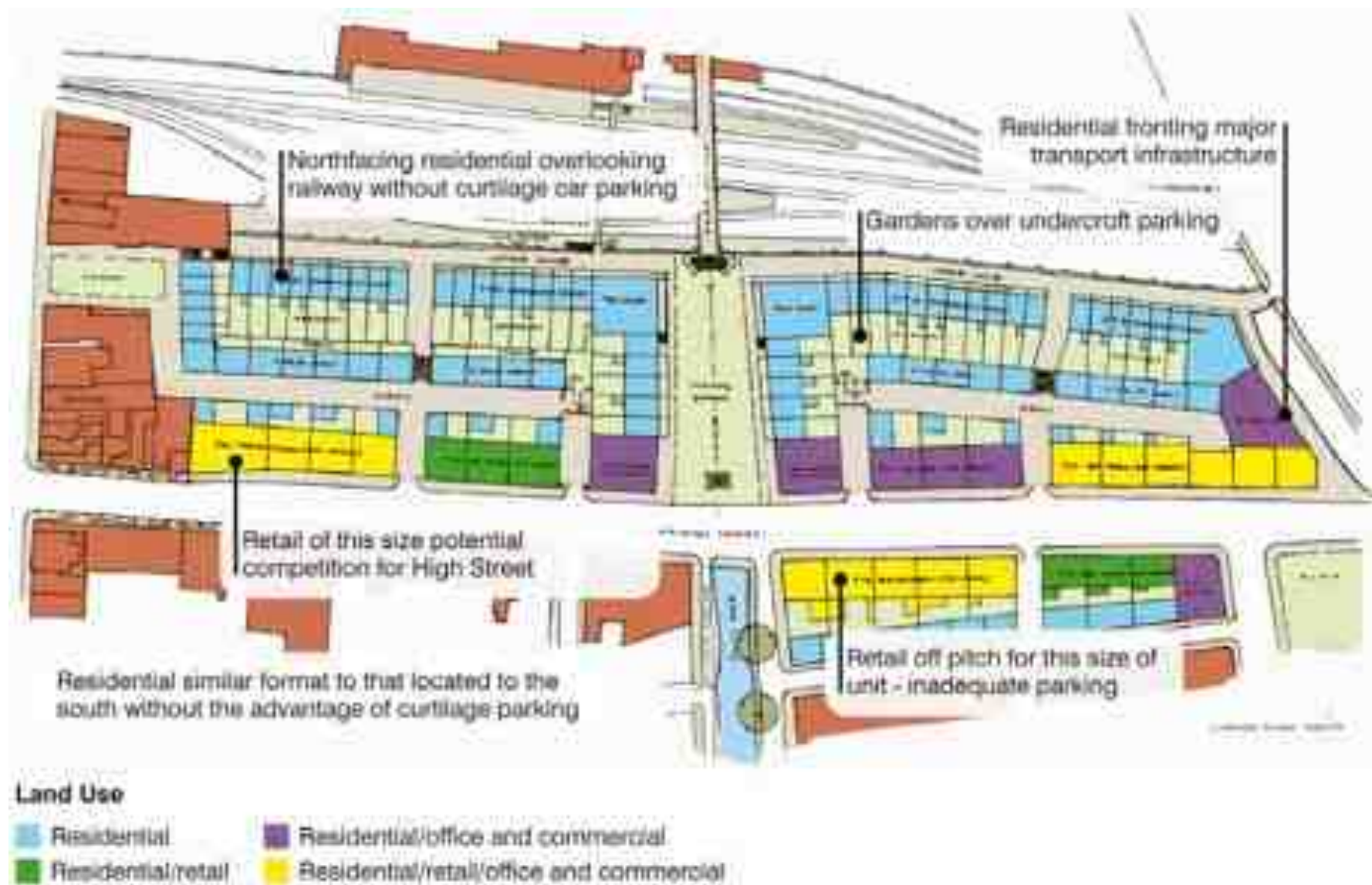
#### Levels

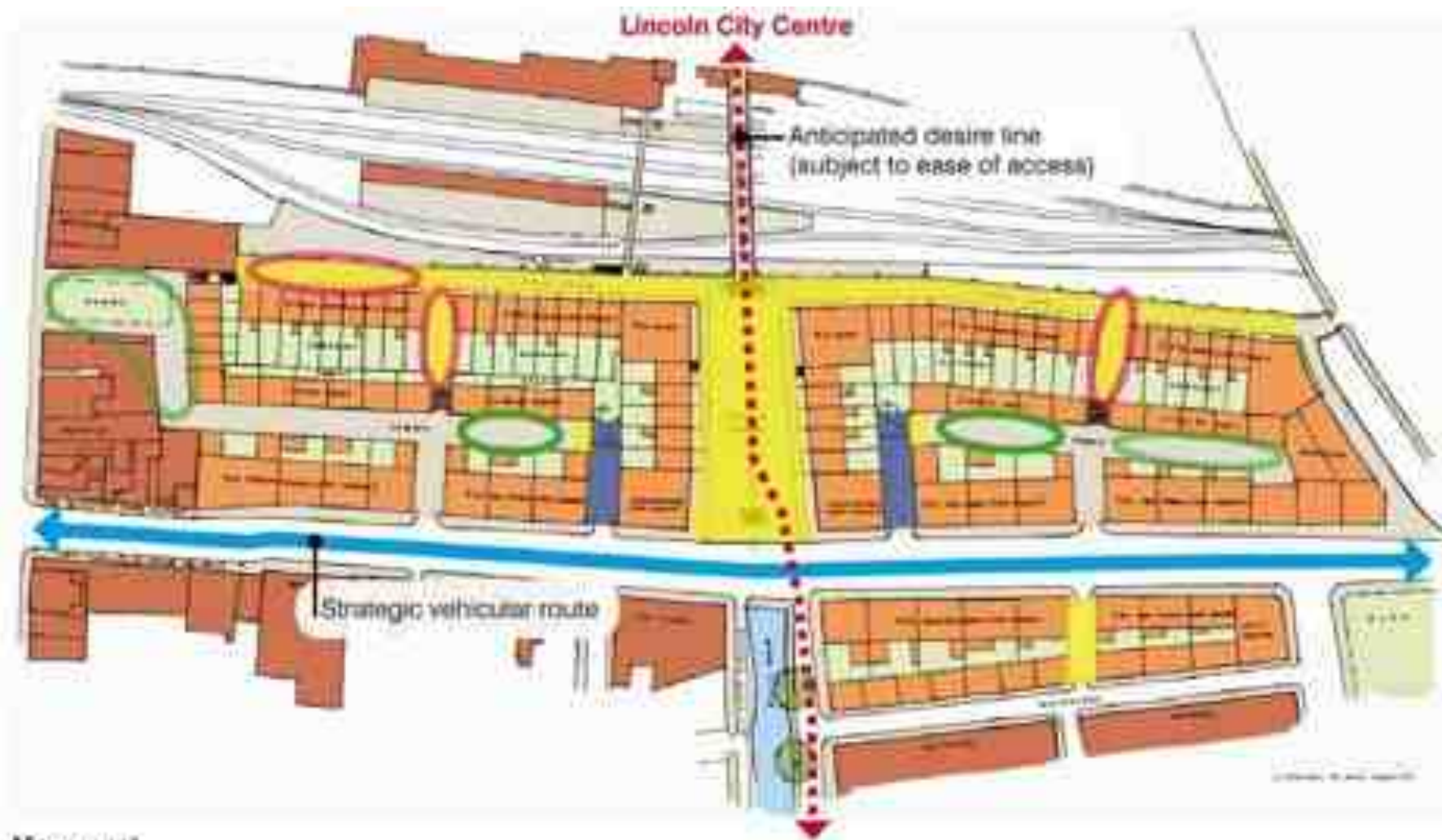
- Introduction of steps at level change creates access problems.
- Disabled access rail crossing appears secondary

#### Examples of access limitation

- Conventional route
- Disabled route







#### Movement

- |                                       |                           |                            |
|---------------------------------------|---------------------------|----------------------------|
| Assumed barrier to vehicular movement | Dead end                  | Limited vehicular access   |
| Assumed vehicular dead end            | Dead end for the disabled | Undercroft car park access |



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## Development Options

Following section describes those options which passed the 'gateway tests'.

Options A-D options are based upon a set of pre-determined assumptions about the site, its context and its future. These can be summarised as follows:

- Tentercroft Street is upgraded as part of the East-West link;
- an improved pedestrian bridge will be constructed to link the site with the city centre as part of the Lindongate scheme; and
- abnormal development costs associated with under-croft/underground car parking and bridging the Sincil Dyke will be avoided

Financial appraisals have been undertaken for each of the development options using Circle Developer an RICS recognised development appraisal software package. Each option has been considered individually and the development area divided into 3 parts:

- Tentercroft Street north (High Street to Sincil Drain)
- Tentercroft Street east (Industrial Estate and Coal Yard Site)
- Tentercroft Street south (Coal Yard Site)

It is assumed that the individual buildings within each phase are constructed and as occupation takes place further construction is undertaken. This approach is aimed at minimising developer's capital expenditure and finance costs.

We have undertaken residual appraisals to arrive at a land value for the study area assuming a developer's profit of 15% of construction costs.

We have assumed that the total period for development is between 5 and 6 years. Each Option is considered in further detail below.

## Option A - Pavilion Offices

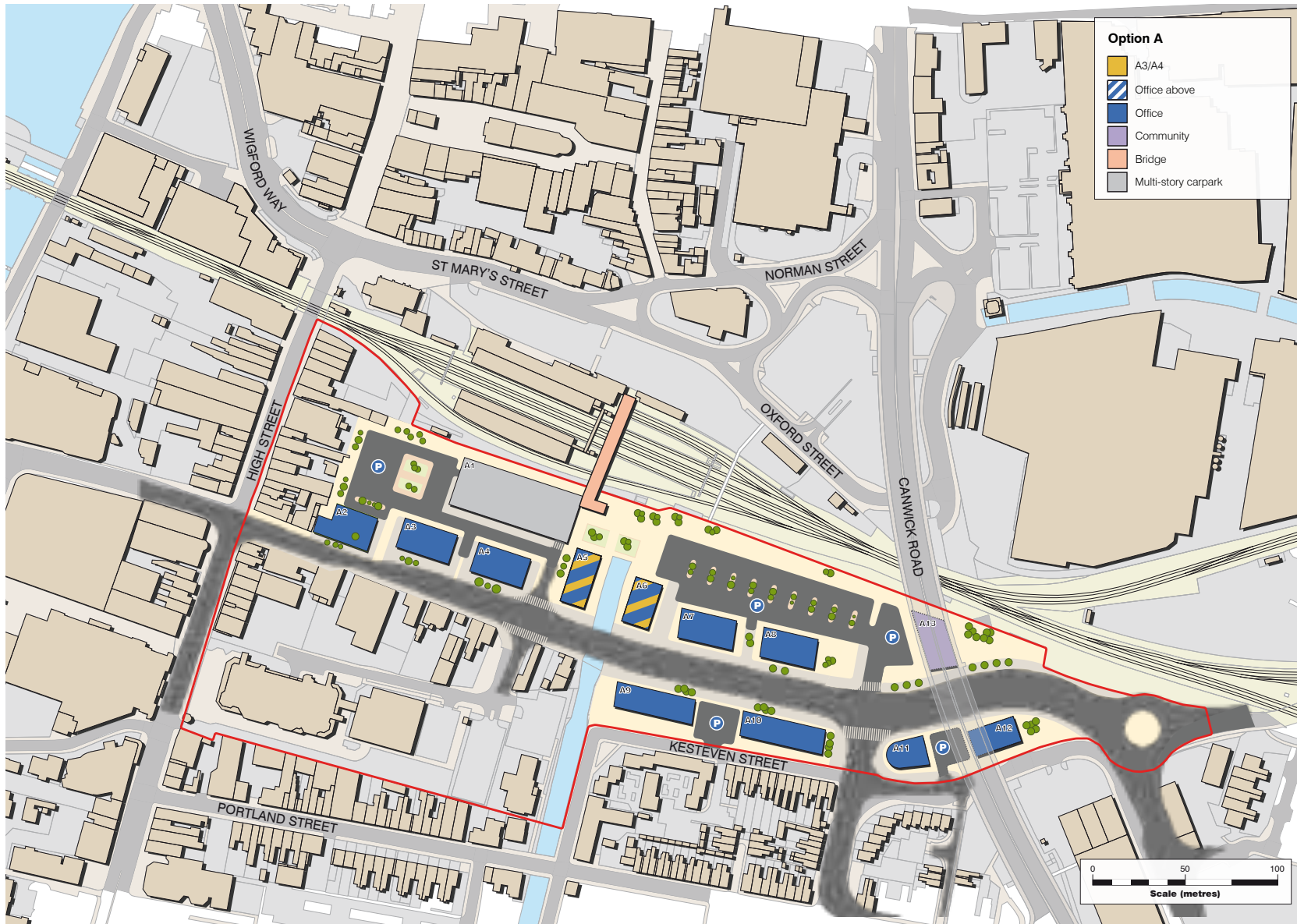
Principal Land Use	Offices
Supplementary Land Use	A3/A4 Retail
Format	Pavilion (for office)
Parking	Dedicated surface parking for office units, plus retained public parking element (surface short term – multi storey medium term)
Locations	Offices front new road. Phase 1 to west (ie in advance of Coal Yard). Community use under flyover.
Access	Use road scheme access points. Layout to work with temporary access road arrangement and preferred road scheme

This option expands on the current proposals for self contained pavilion offices located on the former Coal Yard site (north of Kesteven Street). Contemporary 2 and 3 storey blocks front new Tentercroft Street providing strong containment of the road but with gaps in the frontage to allow views of the cathedral and escarpment to the north. Supplementary food/drink uses are located either side of the Sincil Dyke helping to providing a focus to the development. Car parking, including a future multi-storey car park is concealed behind the office buildings on the northern section of the site. The site is connected to the station and the city centre by a new pedestrian bridge. A new community building is located beneath the Canwick Road flyover and helps to enclose the eastern end of the site.

The scheme generates a total Gross Development Value (GDV) of £26.5m, however costs to deliver this option are £25.6m giving a developer's profit of £3.5m. This results in a negative land value of £2.4m.

The land required to deliver this Option includes the Tentercroft Street car park and Industrial units, the values of which exceed the value generated from this Option (see Option F)

Site Reference	A1	A2	A3	A4	A5	A6	A7	A8	A9	A10	A11	A12	A13
Land Use	MSCP	Office	Office	Office	A3/A4 Office Above	A3/A4 Office Above	Office	Office	Office	Office	Office	Office	Community
Site/Parcel Area (m <sup>2</sup> )	1855.8	325.6	575.19	575.19	627.81	541.46	575.19	575.19	700.92	700.92	373.3	545.8	827.8
Number of Floors	4	3	3	3	3	3	2	2	2	2	2	1	1
Parking bays (5.8 x 3m bays - set out in rows of 4 parallel bays and 2 access routes with allowance for ramps )	288												



# OPTION A

## Option B - Large Floor Plate

Principal Land Use	Offices
Supplementary Land Use	A3/A4 Retail/Leisure (Gym)
Format	Large floor plates
Parking	Limited dedicated parking for office units under-croft/underground elements plus public multi-storey
Locations	Offices front new road. Phase 1 to west (ie in advance of Coal Yard). Keep view of cathedral un-obscured by new development. Community use under flyover
Access	Use road scheme access points. Layout to work with temporary access road arrangement and preferred road scheme

This option provides significantly more office accommodation on the site within a series of large floor plate office buildings. The blocks containing the office accommodation are aligned roughly north south in order to protect views through the site from Tentercroft Street to the cathedral. The blocks are separated by public gardens and squares. Development would be phased and would respond to market/occupier

demand. Proximity to the railway station, improved highways connection and city centre services and amenities combined with the potential critical mass indicates that over time Tentercroft Street could become a distinct office location within the city.

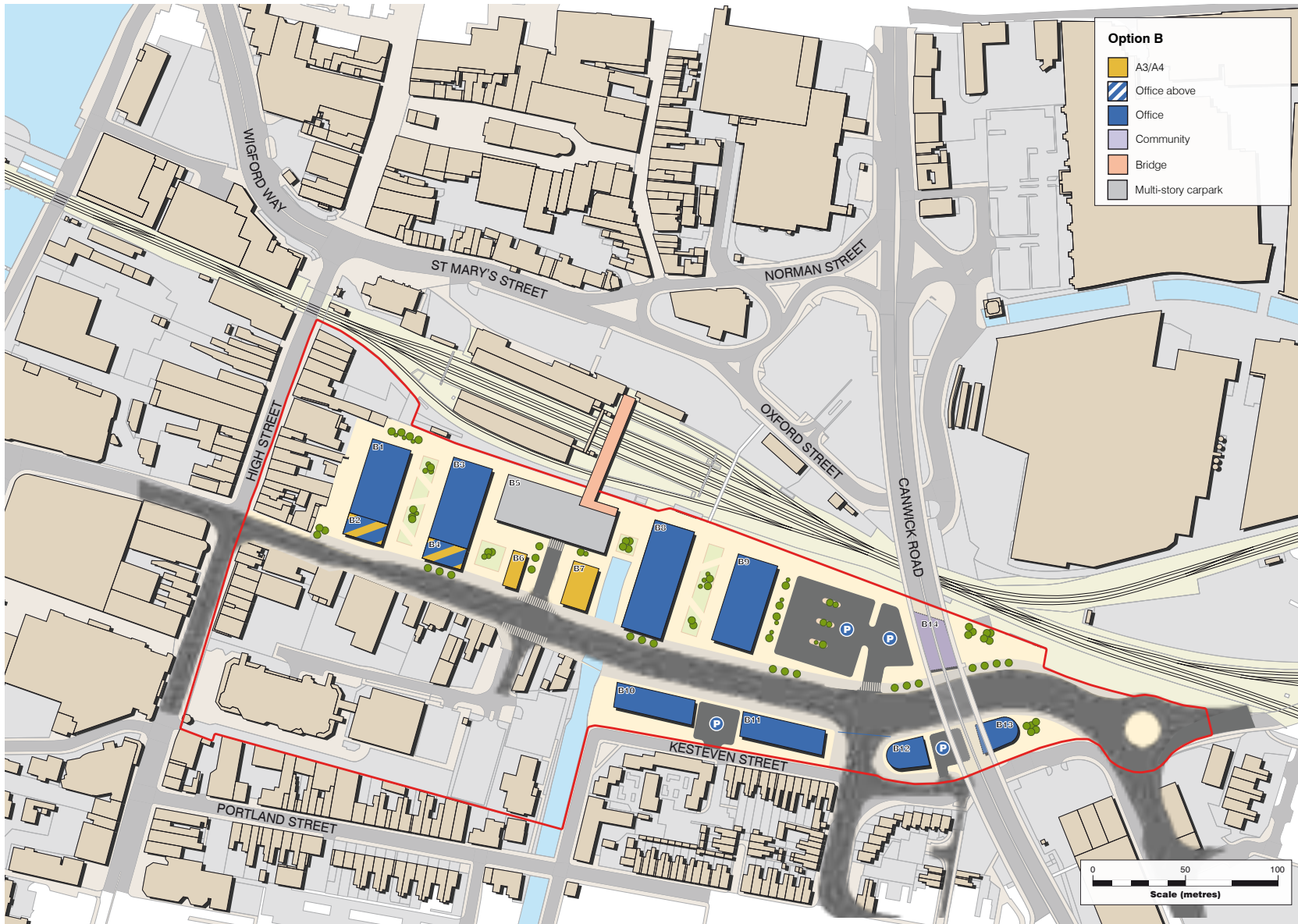
Supplementary food/drink uses are located along the western section of the Tentercroft Street frontage and extend to either side of the Sincil Dyke. This arrangement helps to provide diversity within the development and will stimulate ground level activity and movement. Car parking, including a future multi-storey car park is concealed behind the office buildings on the northern section of the site. The site is connected to the station and the city centre by a new pedestrian bridge. A new community building is located beneath the Canwick Road flyover and helps to enclose the eastern end of the site.

The scheme generates a total Gross Development Value (GDV) of £44.4m, however costs to deliver this option are £42.1m giving a developer's profit of £5.9m. This results in a negative land value of £3.6m.

The land required to deliver this Option includes the Tentercroft Street car park and Industrial units – the current values of which exceed the value generated from this Option.

Site Reference	B1	B2	B3	B4	B5	B6	B7	B8	B9	B10	B11	B12	B13	B14
Land Use	Office	A3/A4 Office Above	Office/Gym Above	A3/A4 Office Above	MSCP	A3/A4	A3/A4	Office	Office	Office	Office	Office	Office	Community
Site/Parcel Area (m <sup>2</sup> )	939.57	262.9	1290.1	294.93	1778.3	162.9	397.5	1401.8	1125.7	700.92	700.92	373.3	545.8	827.8
Number of Floors	5	5	4	4	4	2	2	4	3	2	2	2	1	1
Parking bays (5.8 x 3M bays - set out in rows of 4 parallel bays and 2 access routes with allowance for ramps)	288													

# OPTION B





## Option C – Student Housing – Village

Principal Land Use	Student Housing
Supplementary Land Use	A3/A4 Retail/ Leisure (Gym) plus Hotel if capacity
Format	Large floor plate blocks (similar to existing 500-600 person blocks in area). Height capped to avoid obscuring views
Parking	No dedicated student parking (public surface parking short term – multi storey medium term)
Locations	Phase 1 to west. Community use under flyover.
Access	Use road scheme access points. Layout to work with temporary access road arrangement and preferred road scheme

This option is dominated by student housing together with supplementary uses. Although dominated by student housing the diversity within the mix would seek to establish a distinct and vibrant student village. The blocks containing the student accommodation are aligned roughly north south in order to protect views through the site from Tentercroft Street to the cathedral. The blocks are separated by public gardens and squares some of which will be activated by food/drink and possibly limited convenience retail at ground level. A hotel would be located at the western

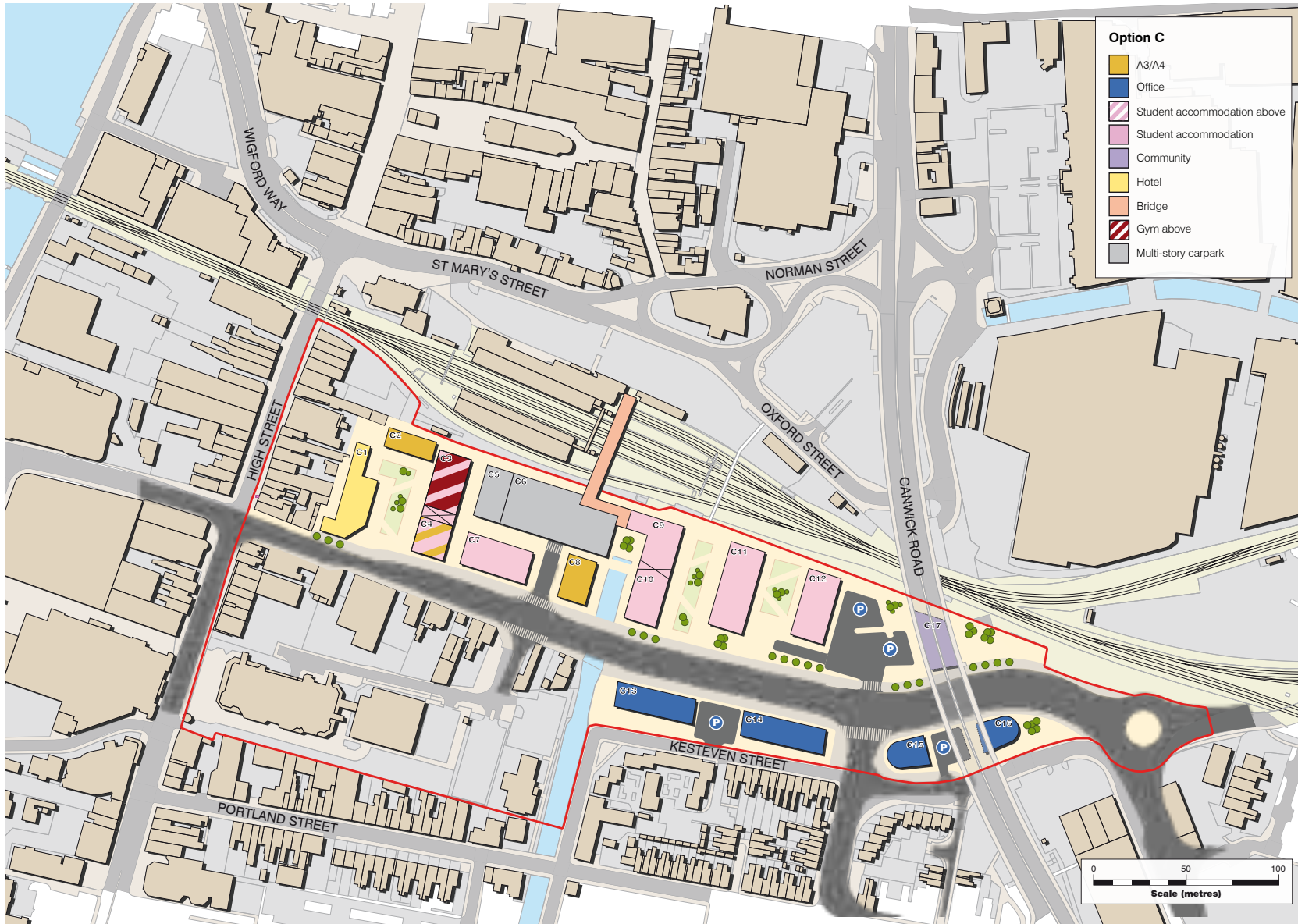
end of the site, closest to the High Street and would follow a similar development pattern to the student housing. Development would be phased and would respond to market demand. Proximity to the railway station, the university campus and existing purpose built student housing suggests that Tentercroft Street could become a successful mixed use student village.

Car parking, including a future multi-storey car park is concealed behind the office buildings on the northern section of the site. The car parking seeks to retain some of the bays (and associated footfall) displaced by development. The site is connected to the station and the city centre by a new pedestrian bridge. A new community building is located beneath the Canwick Road flyover and helps to enclose the eastern end of the site.

The scheme generates a total Gross Development Value (GDV) of £69m. Costs to deliver this option are £57m giving a developer's profit of £9.3m. This results in a positive land value of £2.7m.

The land required to deliver this Option includes the Tentercroft Street car park and Industrial units. Although this Option delivers a positive land value and an attractive developer's profit the land value generated remains lower than the existing use value (see Option F).

Site Reference	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	C15	C16	C17
Land Use	Hotel	A3/A4	Student /Gym Above	A3/A3 Student Above	MSCP	MSCP	Student	A3/A4	Student	A3/A4 Student Above	Student	Student	Office	Office	Office	Office	Community
Site/Parcel Area (m²)	775.7	266.5	606.1	374.1	430.4	1807.1	692.4	394.1	454.5	546.3	891.3	694	700.92	700.92	373.3	545.8	827.8
Number of Floors	5	2	4	4	4	4	4	2	3	3	3	3	2	2	2	1	1
Bedrooms (Combined Hotel accom based on standard room of 18m2, - 15% allowance for circ/ancillary accom and no bedroom on GF)	144																
Student bedrooms based on 12m2 study bedroom, 20% circ/shared accom and limited GF coverage on highlighted blocks				165		162		165	174	138							
Parking bays (5.8 x 3M bays - set out in rows of 4 parallel bays and 2 access routes with allowance for ramps - blocks combined)						352											



# OPTION C

## Option D – Mixed Use

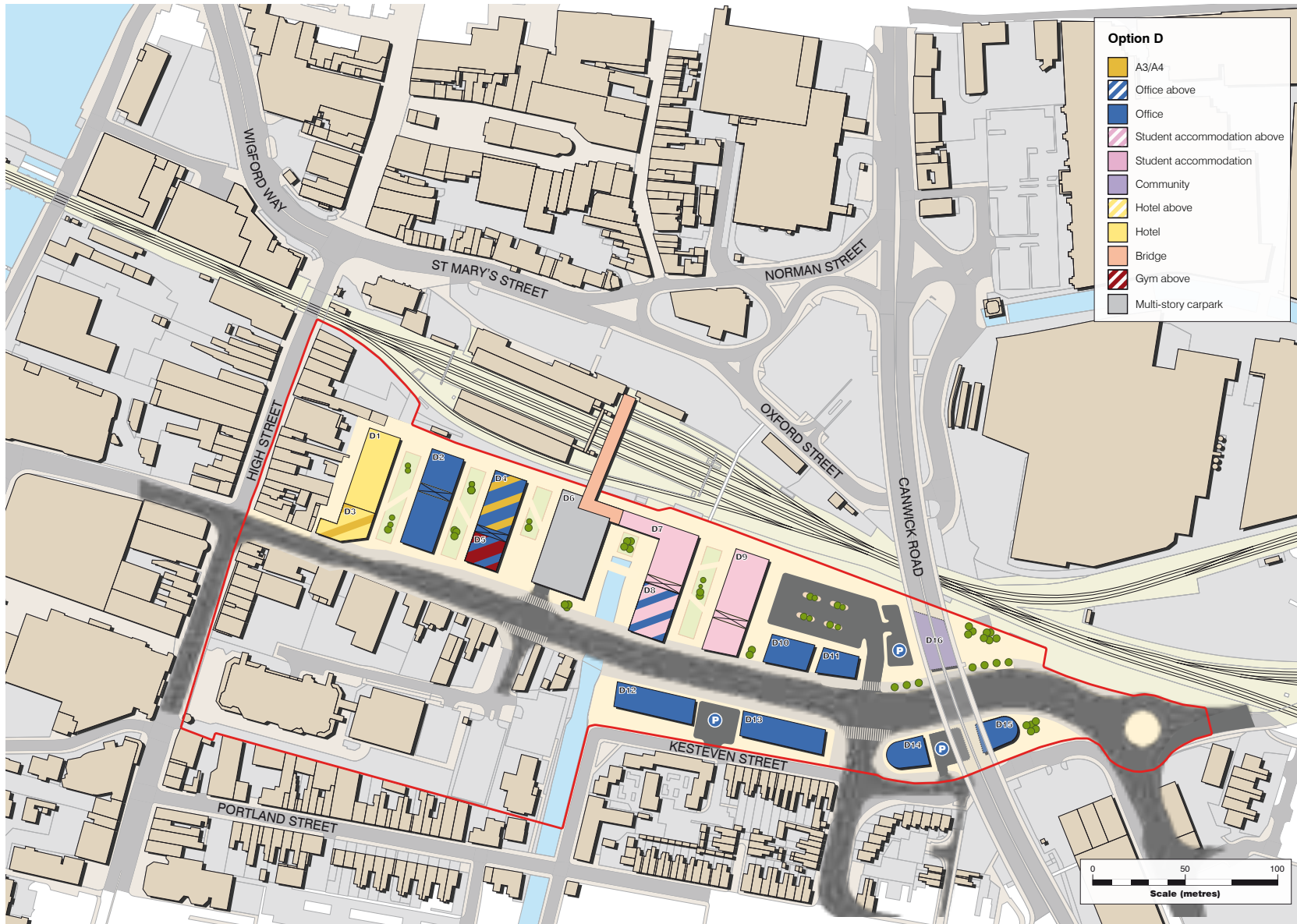
Principal Land Use	Offices/Hotel/Student Housing
Supplementary Land Use	A3/A4 Retail
Format	Mixed block scale
Parking	All parking within multi storey
Locations	Student housing to east, offices central and west, multi-storey central. Community under flyover.
Access	Use road scheme access points. Layout to work with temporary access road arrangement and preferred road scheme

This mixed use option is structured around a series of parallel blocks orientated approximately north south. The hotel and large floor plate office blocks are located towards the western end of the site with student housing and pavilion office development to the east. The blocks are separated by public gardens and squares some of which will be animated by food/drink and possibly limited convenience retail at ground level. Development would be phased and would respond to market demand.

Car parking, including a future multi-storey car park also orientated north-south and is easily accessible from Tentercroft Street. The car parking seeks to retain some of the bays (and associated footfall) displaced by development. The site is connected to the station and the city centre by a new pedestrian bridge. A new community building is located beneath the Canwick Road flyover and helps to enclose the eastern end of the site

The scheme generates a total Gross Development Value (GDV) of £61m, however costs to deliver this option are £52m giving a developer's profit of £8.7m. This results in a small positive land value of £300,000.

Site Reference	D1	D2	D3	D4	D5	D6	D7	D8	D9	D10	D11	D12	D13	D14	D15	D16
Land Use	Hotel	Office	A3/A4 Hotel Above	Office/ Gym Above	A3/A4 Office Above	MSCP	Student	A3/A4 Student Above	Student	Office	Office	Office	Office	Office	Office	Community
Site/Parcel Area (m <sup>2</sup> )	789.5	964.9	406.5	549.5	332.1	1619.4	558.1	523.8	1061	321	253.8	700.92	700.92	373.3	545.8	827.8
Number of Floors	5	5	5	5	5	4	4	4	3	2	2	2	2	2	1	1
Bedrooms (Combined Hotel accom based on standard room of 18m2, - 15% allowance for circ/ancillary accom and no bedroom on GF)	220															
Student bedrooms based on 12m2 study bedroom, 20% circ/shared accom and limited GF coverage on highlighted blocks							216	104	240							
Parking bays (5.8 x 3M bays - set out in rows of 4 parallel bays and 2 access routes with allowance for ramps - blocks combined)							192									



# OPTION D

Option E – Car Park – Status Quo

The current car parking use of the site is viable, contributes to the health of the adjacent High Street and provides an income stream to the local authority. Although perpetuating the current arrangement is pragmatic when viewed in accounting terms it is a low aspiration arrangement which contributes limited regenerative benefits to the wider area and fails to optimise the full environmental and economic potential of the site. This option may be valid is seen as an element within a phased delivery plan.

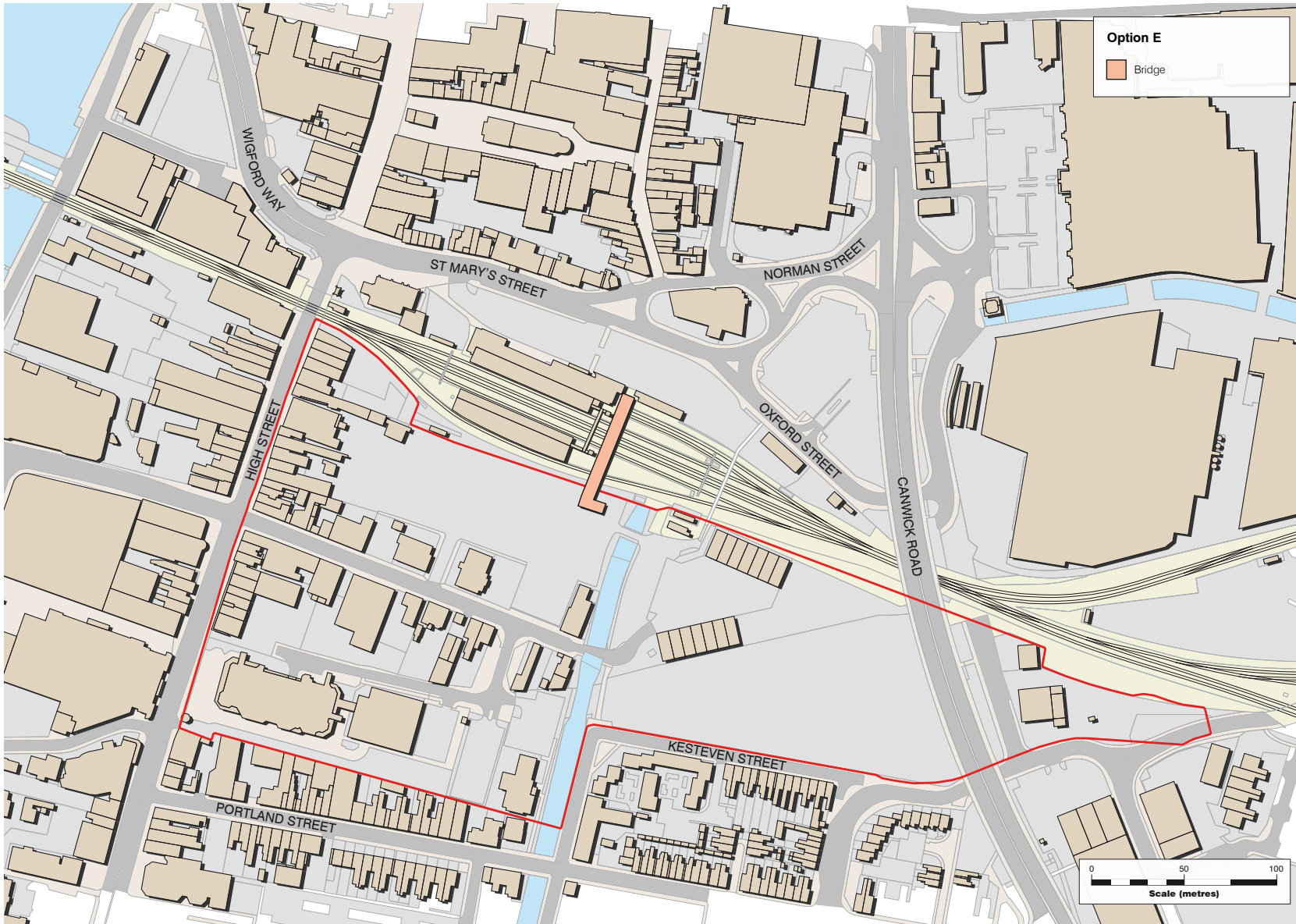
The land required to deliver this Option includes the Tentercroft Street car park and Industrial units, the values of which exceed the value generated from this Option (see Option F).

No land is required in this instance

Site Reference								
Land Use	Car Parking	Lt Industrial	Quantum House	Mencap	5 TS	8 TS	10 - 14 TS	46 TS
Site/Parcel Area (m²)	10406.65	1488.41	346.44	302.33	20	122.344	333.66	278.72



# OPTION E



## Appraisal Summary

### Financial

The option analysis demonstrates that the 'Do Nothing' option, which reflects stagnant economic conditions and is valued on the existing uses within the study area, delivers a higher land value than either of options A-D. The existing use value of the car park and industrial units is estimated at £8.3m.

Of the development options assessed, Option C the student village and hotel led scheme generated the greatest land value (£2.7m) and profit (£9.3m). Option B, which proposed mainly large floor plate office buildings performed the worst – giving a negative land value of £3.6m. The pavilion office led scheme (Option A) performed slightly better, but still generated a negative land value (-£2.4m).

Option D, a blend of student, hotel, office and car park uses showed a developer's profit of £8.7m, but only a nominal land value was generated (£300,000).

Considering individual uses, the main value-drivers across the schemes were student and hotel uses. Multi-storey car parking and offices generated small margins, but, once incorporated into a large phased development with additional costs and finance charges, did not generate positive land values.

Option	Option A	Option B	Option C	Option D	Option E	Option F
Proposed Uses					Existing Uses	
Offices	141,689 sq ft	246,909 sq ft	44,090 sq ft	133,977 sq ft	Mencap House; Quantum Hse	
Multi-Storey Car Park	288 spaces	288 spaces	352 spaces	192 spaces	396 space surface car park	396 space surface car park
Student Housing	-	-	804 rooms	456 rooms		
Hotel	-	-	144 bed	220 bed		
Retail (A1-A4)	12,586 sq ft	12,064 sq ft	7,111 sq ft	13,589 sq ft		
Leisure	-	26,847 sq ft	10,551 sq ft	5,915 sq ft		
Community	8,910 sq ft	8,910 sq ft	8,910 sq ft	8,910 sq ft		
Total area of new development	243,088 sq ft	371,297 sq ft	360,830 sq ft	379,688 sq ft	-	-
GDV	£26.5m	£44.4m	£69m	£61m	£-	£-
Costs	£25.6m	£42.1m	£57m	£52m	£-	£-
Profit	£3.5m	£5.9m	£9.3m	£8.7m	LCC net income £779,000pa	LCC net income £779,000pa
Land Value	-£2.4m	-£3.6m	£2.7m	£300,000	£10m	£8.2m

## Highways

Development opportunities can be assessed in a comparative manner by considering the number of vehicle and pedestrian movements likely to be generated and the scale of the various land-uses proposed.

Notwithstanding that for some uses there would be a linking of trips from elsewhere or a diversion of movement within the city, an initial comparative study has been based on the emerging land forms.

These data can then be used to determine the likely daily and peak period demands for individual uses or the aggregate components for each of the development options.

In broad terms, the development proposals would create a demand for local car parking that comprises:

- the residue of Network Rail Long Stay spaces,
- the residual use of the area primarily by existing parkers; and
- development specific generations.

Hotel, leisure and restaurant uses are all largely off peak generators of traffic. The industrial and office uses would be provided with their own surface car park spaces and student parking would be expected to be severely restricted by the management of the University Travel Plan.

Therefore, the combined requirements for daily

development related parking for each of the Options are likely to be accommodated in a multi-storey facility and these are summarised in the table below.

### *Parking Requirements*

Option	Spaces
A	117
B	168
C	145
D	126
E	0

By comparison, taking the proposals for multi-storey car parking in Options A to D, the number of spaces that would be provided ranges from 82 to 242 (net of the Network Rail requirements). This is consistent with the magnitude of the likely leisure requirements that are proposed. In the day, the provision of a maximum 242 spaces may result in the necessary displacement of around 65 parking spaces to elsewhere in the City to serve the late morning requirements.

### *Comparative Daily Travel Demand*

Worst Peak	A	B	C	D	E
Vehicles	242	433	231	342	27
Pedestrians	59	108	223	195	5
PT Users	79	143	71	120	8
Cyclists	6	11	5	8	1

### *Comparative Peak Period Travel Demand*

Average Day	A	B	C	D	E
Vehicles	2412	4274	2503	3547	215
Pedestrians	1197	2112	2594	2686	104
PT Users	556	1025	610	932	58
Cyclists	45	87	47	68	5

The tables show the two-way aggregate forecast generations likely, on average, to be generated in a day by the Tentercroft Street development. It appears that even with the maximum 'Option B' vehicular generations these could be accommodated within the design for the proposed EWL. On that basis, the proposed uses do not pose a constraint on the development of the road and vice versa.

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## Deliverability

### A realistic approach to development

The development appraisals prepared demonstrate that developing the car park and coal yard sites in their entirety is unlikely to generate sufficient land values that exceed existing use values. The combined factors of current values, anticipated levels of take up and limited development finance depress land values. Therefore, at face value, it would seem inappropriate to consider development in the short term.

However, the appraisals do not paint the entire picture. Viable development can be achieved if a flexible approach is adopted in relation to the way development is procured and phased.

Landowner flexibility: a partnership arrangement between the landowner and developer should enable the developer to improve their cashflow and funding position. Without the need to purchase land upfront buildings that would otherwise not be viable or obtain finance can be delivered. This approach will increase the possibility of development coming forward in the short to medium term.

It should be noted that if Option C were pursued in a partnership a profit of £12m would be generated, of which the landowners would receive a share.

In order to attract interest from developers and occupiers the landowners need to be seen to be 'Open

for Business' and willing to discuss flexible development options identified in the preferred option.

Phasing: Careful phasing of the scheme options can optimise capital receipts/profit share to the landowners. By offering a flexible master plan that enables particular buildings to be delivered as the market dictates can improve viability. By combining this process with the retention of surface car parking as the scheme gets developed will ensure a continued revenue stream, thus reducing loss of income to the City Council.

Improved market conditions – The preferred Option can be designed to be developed over time to benefit from future economic growth. Such growth will have a positive impact on values, availability of finance and take up rates, which can generate an increase in viability.

Taking Option C as an example, development could be delivered in the steps shown opposite.

This ongoing approach will see viable development come forward that both optimises value and delivers regeneration to this part of the city.

### An alternative strategy

The comments above assume limited public sector intervention beyond the construction of the EWL and depend on the private sector to deliver 'something' on the site.

We have demonstrated through this study that the site

has the potential to be a valuable asset in the City's offer. We believe that with the right development its functional role can be strengthened, and in doing so will also help redefine its 'place' identity within the City. If the stakeholders are signed up to maximising this potential, then an alternative deliverability strategy should be considered.

In view of this, the development options have been reappraised and reconsidered so as to offer a solution to the deliverability challenge.

For developer interest to be generated, a degree of regeneration 'activity' needs to be happening on or around the site. The redevelopment options presented in this report assume reliance on the construction of the road as a means of improving the connectivity of the site. Further investigation of this principle suggests that it is actually activity itself, that is needed to encourage further regeneration impetus and, therefore, kick-start development activity on the sites either side of the new road.

If there is a funding short-fall for the EWL and an expectation that development in this study area will help plug that gap, then it is quite possible that the stakeholders could be faced with a chicken and egg scenario - development will not come forward until the EWL is built, but the EWL cannot come forward without development on adjacent sites to help fund it.

It is clear then that there needs to be some form of 'development' to catalyse additional interest and



activity. It may not need to be the construction of the EWL.

Our reassessment of the options at this stage of the study resulted in the conceptual hybrid scheme shown overleaf, which we believe could take on momentum even in advance of the EWL.

We were mindful of the problems often encountered with piecemeal development of large redevelopment sites. Once certain uses, and forms of uses, are built they can affect future interest in the site - so what is seemingly beneficial in the short-term can hinder achievement of the wider vision and aspiration for the site. With that in mind, we took the most compatible use type proposed and made that the starting point.

Whilst it could be argued that redeveloping a surface car park with another form of car park is illogical, there are actually benefits that can be gained from a multi-storey car park (MSCP) development. Importantly, it provides that activity needed to generate developer and investor interest. It also has functional purposes:

- as a high quality car park environment it would be attractive to occupiers and developers
- it would deliver the Network Rail's car parking requirements resulting from the Lindongate development;
- it could cater for increased parking demand in this location resulting from the direct Lincoln - London rail connections.

In the conceptual drawing prepared for this option, the position of the MSCP reflects the design justification for similar positioning within the earlier options. From a practical perspective it is also sited at a point of the site where no property is affected by its development.

With a MSCP on the site, the areas east and west of Sincil Drain then start to emerge as two separate development sites. The site to the east is seen to adopt and expand on the office aspirations for the coal yard. To the west, the mixed-use elements of the options are considered appropriate. An attractive environment around the Sincil Drain acts as the interface between the two sites.

Addressing the study area as two sites and adopting a detailed vision for them both will lend itself to greater control of the redevelopment outcome.

With the MSCP acting as a catalyst, plots within the two sites could develop in advance of the road, ensuring of course that the road alignment is protected. Depending on land values, the landowner flexibility identified earlier would, however, still be required. Capital for the MSCP would also be necessary, but with evidence and justification, in the form of a parking strategy for example, then gap funding could well be secured.

Undoubtedly, the EWL would quicken the regeneration process of the site and would help strengthen land values, thus reducing the level of intervention needed for property development.

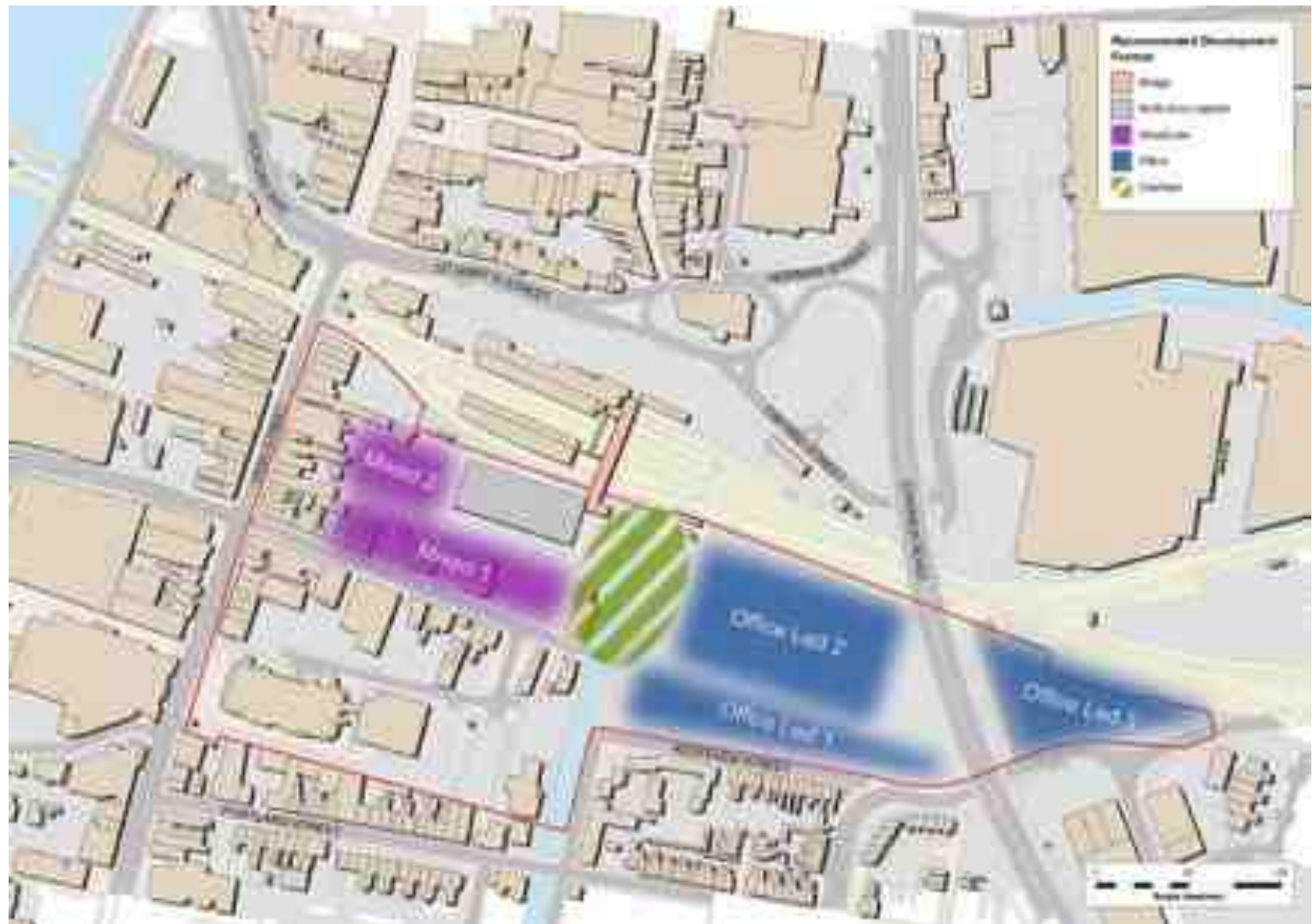


Should the funding strategy focus on the delivery of the EWL, with the desired outcome of improving connectivity across the city then the drawing opposite presents a short term solution to the difficulty of constructing the EWL at a time of economic austerity.

It is recognised that this is not a perfect solution and that the suggestion here might possibly lead to some problems on other parts of the highway network, but addressing these issues as and when they arise would not be insurmountable.

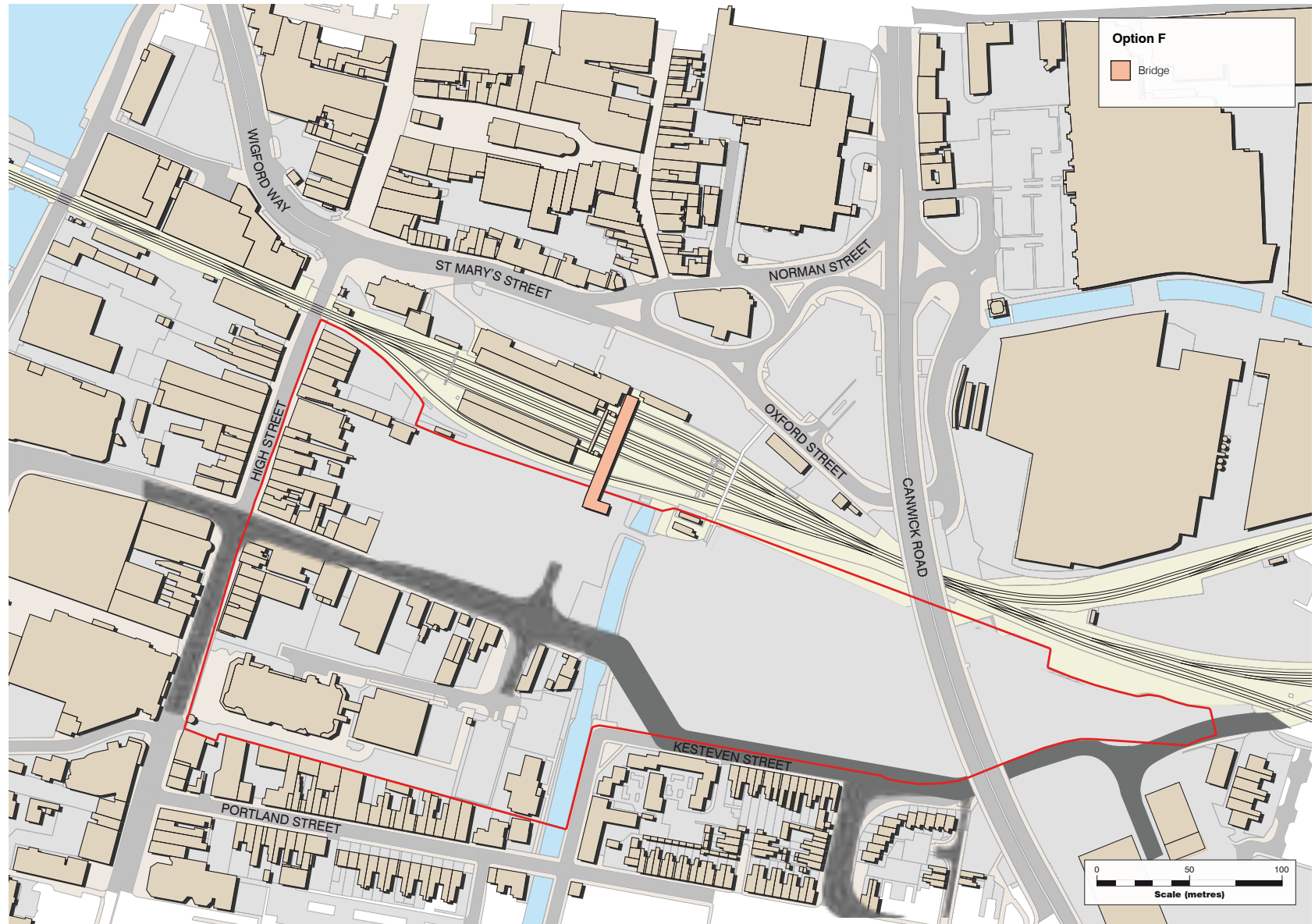
Improved accessibility and the delivery of a 'through' route adjacent to the Tentercroft Street site is fundamental in securing future development opportunities if no other intervention is undertaken. It will also promote other development activity across the City which could contribute to upgrading the road to meet the standards and objectives being sought by the EWL proposals today.

Conceptual Hybrid  
Option



### Option F – Car Park – Modified Highway

Although all options anticipate the delivery of the EWL this option envisages a temporary/intermediate highways solution which connects Kesteven Street to Tentercroft Street. This arrangement provides improved highways access, and therefore improved market potential for the development site whilst not compromising or frustrating the longer term delivery of the EWL. This highways arrangement is compatible with the early phases of development of options A to D inclusive, with the exception of the development around the south west section of the coal yard site.



## CONCLUSIONS AND RECOMMENDATIONS



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For the reasons explained in the body of this report, the most financially advantageous approach to this site in the short term is to maintain the status quo: car parking produces the highest revenue and establishes the site's current value. However, there is a clear expectation that, looking forward, this well-located site should deliver more than just the best immediate financial income: its development has the clear potential to deliver a range of economic, social and environmental benefits and it may be considered that maximising the delivery of these is an equal or overriding objective. In that context, the key requirement may be more one of minimising a gap funding requirement than maximising a sales profit.

At a time of continuing uncertainty, following the deepest recession experienced in many decades, it is very difficult – probably impossible – to predict economic conditions that may pertain 1 year, 5 years, 10 years or even further ahead: yet, realistically, that is the sort of time-frame during which a redevelopment of this site may be expected to come forward. This report has, therefore, sought to identify the feasibility of bringing forward development focusing on a various market sectors / uses, whilst recognising that, in reality, the composition of the development that actually appears on the site will be shaped by a combination of what is “profitable” and what is desirable, indeed in all probability it is likely to emerge from compromises struck between those two objectives.

Key design and policy principles have been identified for developing the site, as opportunities arise, to fulfil a future vision. As explained in the “alternative strategy” outlined immediately before these conclusions, the key to promoting development



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on this site may actually be to make a start so that it becomes seen as a development opportunity and then starts to take on a life of its own. In that context, the choice and promotion of an initial “catalyst” development may be seen as a priority, with a delivery framework needed to ensure the catalytic components come forward appropriately (probably through partnership between public and private stakeholders).

## Further Work

The design of the EWL is expected to be further refined and the traffic model and junction strategy updated as soon as the results of the current consultation are known. This work will determine the scale of infrastructure associated with access into the Tentercroft Street site. At that stage it may become necessary to provide a range of alternative and phased solutions that enable the delivery of a new link road within specific financial constraints. Therefore, it is advised that further investigations in to detailed design issues which materially affect a strategy for regeneration in the study area are undertaken. This work should include:

- a City wide parking strategy that acknowledges a redistribution of destinations within the centre;
- an updated traffic model that incorporates Saturday periods and surrounding development and infrastructure initiatives;
- a design risk assessment and value engineered solution to infrastructure provision;
- consultation and dialogue with stakeholders and cost contributors;
- a development plan for the site that dovetails with the road design and the development of the parking strategy; and
- an urban design study which explores methods of humanising the preferred EWL\*

*\*it is understood that this work is already underway*

Globe Consultants Limited  
26 Westgate  
Lincoln LN1 3BD

**t:** 01522 546483 **f:** 01522 538712  
**e:** [enquiry@globelimited.co.uk](mailto:enquiry@globelimited.co.uk)  
**w:** [www.globelimited.co.uk](http://www.globelimited.co.uk)