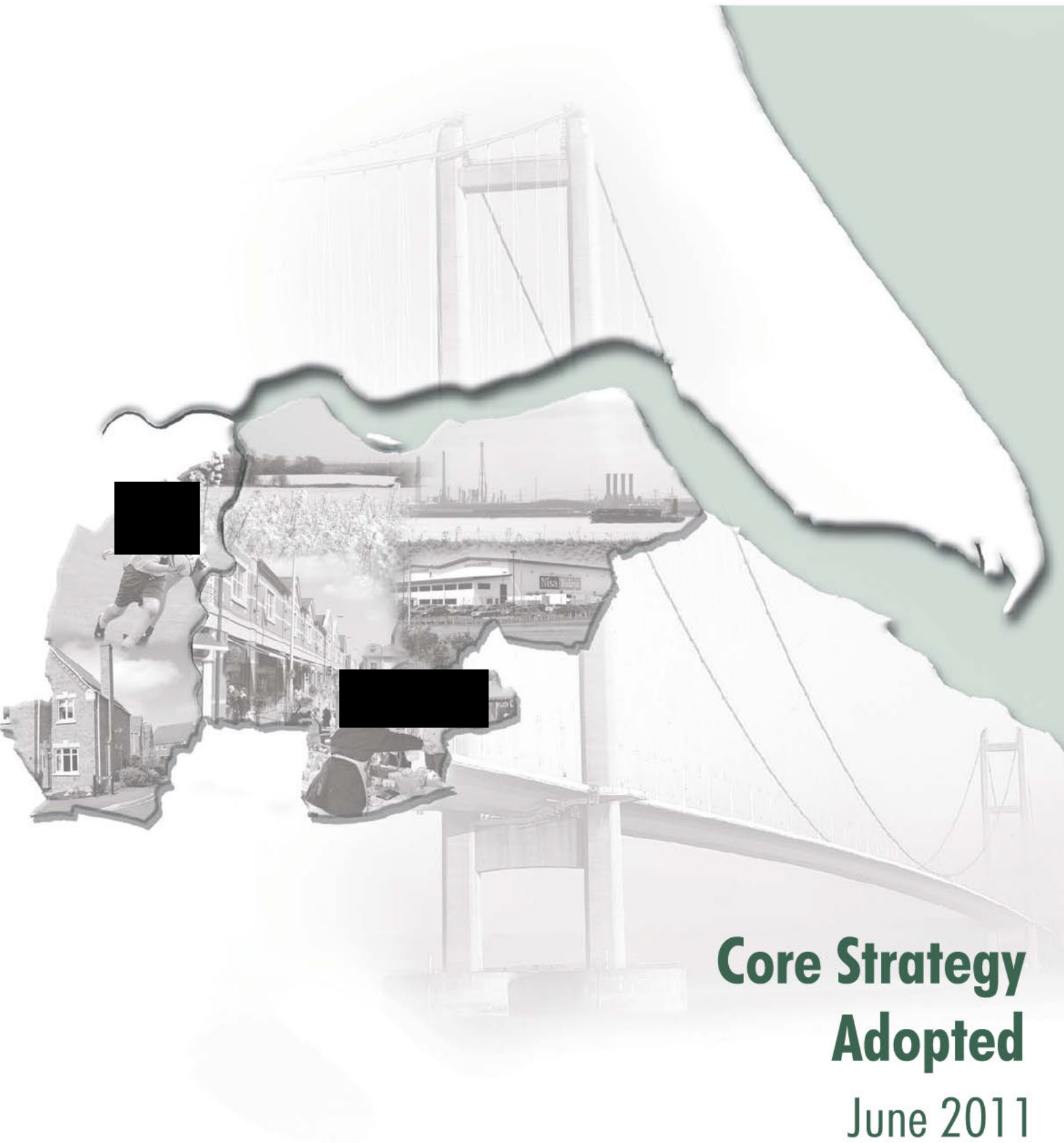




# North Lincolnshire Local Development Framework

## People · Places · Spaces



### Core Strategy Adopted

June 2011



[www.northlincs.gov.uk](http://www.northlincs.gov.uk)

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# FOREWORD

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# 1

## A NEW PLAN FOR NORTH LINCOLNSHIRE (2006 TO 2026)

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- 1.1 North Lincolnshire's vision is to become the Global Gateway for the north. With a growing population, the busiest port complex in the United Kingdom and with potential investment of over £3bn on the South Humber Bank over the next 10 years, this vision is a distinct reality.
- 1.2 Located on the south bank of the Humber Estuary, North Lincolnshire's prime location places the area at a distinct advantage to access the European mainland and its main trading and commercial centres via the Humber ports of Killingholme and Immingham, which handle over a quarter of the United Kingdom's imports and exports. North Lincolnshire also benefits from excellent transport links including two international airports – Humberside Airport and Doncaster Robin Hood Airport, and well-developed motorway, road and rail networks connecting the area with the rest of the country and beyond.
- 1.3 In support of the growing economy and the potential creation of 10,000 jobs on the South Humber Bank, the area must provide 15,700 new homes between 2004 and 2026 in sustainable communities. To do this, schemes such as Lincolnshire Lakes are crucial to ensuring that North Lincolnshire remains competitive and can provide homes, services and infrastructure that enhance the quality of life for everyone and meets the needs of existing and future residents.
- 1.4 Lincolnshire Lakes has the potential to make a significant contribution to effecting a positive change for Scunthorpe in the direction of a sustainable, modern and vibrant economy. Bringing with it significant financial, social and environmental benefits for North Lincolnshire, its community and the wider region. It will do this through the creation of a high quality, sustainable urban extension for Scunthorpe incorporating new homes, business parks and leisure facilities in an attractive waterside setting, which will put Scunthorpe on the map as a location of choice in the 21st century, changing its image and placing it on a new economic trajectory. This flagship project forms a fundamental part of the transformation of the town. Its delivery reflects the priorities of North Lincolnshire Council, the Scunthorpe Town Team and the North Lincolnshire Strategic Partnership. The project has captured the hearts and minds of the local community, business and media alike. Together with the other major renaissance projects in the town it will enhance Scunthorpe's role as major sub-regional town in the wider Yorkshire & Humber region creating an area that is thriving and a location of choice to live, work and invest.

- 1.5 To ensure that North Lincolnshire is a world class environment, major renaissance programmes are underway. Significant plans have been created to develop the urban heart of the area through the creation of new education and leisure facilities within Scunthorpe and major investment in the town centre including new retail and business accommodation. In support of the need to create sustainable and thriving communities in our rural areas, rural renaissance and LEADER programmes are helping to drive forward substantial yet sympathetic changes to our Market Towns. The Crowle Market Place redevelopment scheme has already made an important impact on one of North Lincolnshire's major market towns through improvements to the town centre.
- 1.6 North Lincolnshire is also in a unique position to be at the heart of the growing low carbon and green economy - a renewable energy capital. There is significant interest in the area to develop various forms of green energy generation facilities, particularly on the South Humber Bank. Lincolnshire Lakes could become an exemplar for combined heat and power whilst the area's proximity to the recently announced off-shore wind energy zones could allow the area to become a key location for the manufacturing of wind turbines. The emerging technology of carbon capture and storage - pumping CO<sub>2</sub> from heavy industry and power generation to disused gas wells under the southern North Sea, will also be important, particularly given the presence of the steel, power generation and petrochemicals industries within and adjacent to the area.
- 1.7 Whilst it is our ambition to grow North Lincolnshire into an attractive and thriving place to live and work, it is one of our main priorities to ensure that all developments are sustainable and complement and enhance the area's high quality natural and built environment without any detrimental impact.
- 1.8 The purpose of Local Development Framework (LDF) is to take a long-term view, which supports the transformation of North Lincolnshire. This Core Strategy sets out the long term spatial planning framework for the development of North Lincolnshire up to 2026 by providing strategic policies and guidance to deliver the vision for the area including the scale and distribution of development, the provision of infrastructure to support it and the protection of our natural and built environment. It will also help to ensure that the investment decisions of key bodies are not made in isolation, but are properly co-ordinated, with a strong focus on the principles of sustainable development.
- 1.9 The Core Strategy should be read as a whole to enable the reader to understand the combined effect of the document's objectives and policies upon a planning proposal. The document should also be read with the accompanying Sustainability Appraisal Report and Appropriate Assessment.



# 2

## NORTH LINCOLNSHIRE TODAY – A SPATIAL PORTRAIT

### Introduction

- 2.1 To achieve and sustain the vision of North Lincolnshire being the north of England's Global Gateway, the area must plan not only for the needs of existing communities, but ensure that it remains a destination of choice; a place where people and businesses choose to live and invest in. The strategy to get there must be based on a good understanding of the area's characteristics and the key opportunities and challenges presented by them. This portrait sets out some of these characteristics.

### Location/Settlement Pattern

- 2.2 Covering an area of 328 square miles (84,952ha) on the southern bank of the Humber Estuary, on the United Kingdom's east coast, North Lincolnshire is home to 160,250 people<sup>1</sup>. However, North Lincolnshire is unlike many of its counterparts in Yorkshire and Humber in that its population is growing and is expected to reach 184,000 by 2021 and 198,900 by 2031<sup>2</sup>. These projections indicate that the younger age groups lose population whilst the older age groups increase in significant proportions. This change in demographics is projected to be more acute in North Lincolnshire than across England and Wales as a whole. In North Lincolnshire the proportion of total population aged 65 and over is projected to increase to 27.1% in 2028 from just 17.7% in 2006. Across England and Wales this change is expected to reach 21.9% in 2028 up from 16.1% in 2006<sup>3</sup>.
- 2.3 North Lincolnshire has a very distinct settlement pattern. It comprises the large urban area of Scunthorpe (population 71,003)<sup>4</sup>, located in the centre of the area, which acts as the main service centre. Scunthorpe is identified in the Regional Spatial Strategy as a sub-regional town. It is complemented by six market towns - Barton upon Humber (population 10,043) and Brigg (5,296) to the east and Crowle (4,400) and Epworth (3,919) to the west as well as Winterton (4,834) to the north and Kirton in Lindsey (2,860)<sup>5</sup> to the south, which are also important service centres. Outside these settlements North Lincolnshire is predominately rural with around 80 villages of varying sizes spread across an attractive countryside.

1 ONS (2008), Mid Year Population Estimates

2 ONS (2006), Populations projections

3 North Lincolnshire Council Housing Needs and Market Assessment 2006 final report November 2006

4 ONS (2007) Mid Year Population Estimates

5 ONS (2005) Mid Year Population Estimates



## A Global Gateway - South Humber Gateway

- 2.4 North Lincolnshire's geographical location in the United Kingdom allows the area to take full advantage of the trading opportunities with the countries bordering the North Sea. The ports at Killingholme & Immingham are the busiest in the United Kingdom accounting for 12% of all port traffic. In 2008, this totalled 65 million tonnes of cargo<sup>6</sup>. These ports are part of the multi-modal North European Trade Axis (NETA), the broad trade and transport corridor from Ireland and across Northern England to mainland Europe. Collectively the Humber Ports are the fourth busiest in Europe. It is the Global Gateway for trade to and from the United Kingdom.
- 2.5 The South Humber Bank Industrial Area provides significant employment opportunities and potential for economic growth. It is currently the largest area of undeveloped land in England adjacent to a deep water estuary, which places it at a significant advantage compared with its other UK competitors. Recent years have seen significant levels of private and public sector investment including a planning application submitted by Able UK that was approved by North Lincolnshire Council on 14th October 2010 subject to Secretary of State call in, which could signal direct investment in the region of £100 million. The proposed development would see the creation of transport depots, warehousing and external storage areas, together with offices, a business park linked to the estuary, motel and truck stop restaurant.
- 2.6 To aid the development of this area £95 million has been agreed through the Regional Fund Allocation to upgrade the A160 between the A180 and the port entrance. When the Government assessed major infrastructure needs in the UK they committed £300 million nationally, with successful lobbying a further £30 million was secured to ensure that the best possible enhancements could be achieved. Currently, the precise details for the start of construction are unknown, however it is anticipated to be by 2015.
- 2.7 The railway lines are also a key artery for freight to and from the South Humber Bank ports. Around 25% of the freight carried on the country's rail network starts and ends its life there. Network Rail have already undertaken improvement works on the Doncaster – Immingham and Brigg lines which will further assist the development of the South Humber Bank. Further improvements are in the pipeline with the proposed development of the Killingholme Loop, which will create a new rail access to the site, allowing for an increased number of freight trains to and from the area.
- 2.8 Due to the strategic importance of the Global Gateway, the South Humber Gateway Board has been created to drive forward ambitious plans for the location. Some of the key functions of the group are shaping the strategic direction of the South Humber Gateway, co-ordinating planning and planning gain and marketing. The board comprises the leaders and chief executives of North Lincolnshire and North East Lincolnshire councils, plus the directors of economic development from the two councils, and an executive director from Yorkshire Forward, the Regional Development Agency. Overseeing environmental issues and developing green infrastructure will be of significant importance over the coming years to complement and support the growth of the Global Gateway.
- 2.9 The Global Gateway is equally important with regards to the Green Economy around the estuary, and the area has great potential for green energy with regards to bio fuels and wind turbines. Due to the current types of industry already in this region this would be a natural progression. Drax Biomass (Immingham) Ltd recently announced a £700m renewable energy power plant for the South Humber Bank. The need for green energy is only going to increase and the South Humber Bank is an ideal site having already established links to the power and energy industries.

6 Department for Transport, (Maritime Stats 2008)

## An Expanding Economy

- 2.10 North Lincolnshire's economy is buoyant and has an ever developing diversity. Recent significant investments by major companies show that there is a willingness to invest in North Lincolnshire. At the South Humber Bank both Total Fina Elf and Conoco Phillips have invested a total of £600 million since January 2007. Elsewhere major investment by Nisa Today's has taken place in recent years at Normanby Enterprise Park in Scunthorpe, whilst Humberside Airport has seen the development of a £1.6 million Perishables Hub for the food industry. More recently CanPack opened a £60 million manufacturing plant in Scunthorpe creating 300 jobs. The green economy was further enhanced when North Lincolnshire's first wind farm opened in 2009, consisting of 8 wind turbines on a 300 acre site at Bagmoor.
- 2.11 Manufacturing still plays an important role in North Lincolnshire's economy. The Tata steelworks remains North Lincolnshire's single largest private sector employer and is one of the most productive plants in Europe. Tata's presence has created an abundance of skills in the metal and engineering sector. Many companies operating in this sector use cutting-edge engineering and manufacturing techniques and take a global lead in advancing the technology.
- 2.12 Key growth sectors and clusters within the area are food and drink, metals and engineering, logistics, chemicals and electronics. Tourism and the service sector are also expanding. In 2007, the majority (67%) of the working population was employed in the service sector with 23% being employed in manufacturing. Distribution, hotels and restaurants and public administration, education and health employ around 22% of those in the service sector. This is also borne out in the job structure as there is a greater than average concentration of jobs within the skilled trades, operatives and elementary occupations, whilst jobs at managerial and professional levels are below average. Trends show that this is likely to continue in the short to medium term.
- 2.13 The unemployment rate in North Lincolnshire currently sits at 5.5%, which is broadly similar to the national and regional averages, but significantly lower than some neighbouring Yorkshire and the Humber districts. Wage levels in North Lincolnshire are above the regional and national average. Mean annual salaries in North Lincolnshire are £24,118 compared to £19,900 in Yorkshire & Humber and £22,360 in England and Wales. On first examination the average wage for North Lincolnshire compares well to that of the region. Closer examination highlights that much of North Lincolnshire's workforce is actually receiving well below the average annual wage. 20% of workers are earning less than £10,183 per annum and 30% are earning less than £13,296 per annum<sup>7</sup>. An important fact for North Lincolnshire is that wages include allowances paid for shift work. This means that there are a high proportion of employees earning above average due to the shift allowances. Therefore, as the above figures show, there is a growing disparity between those on higher and lower incomes.
- 2.14 Tourism is an increasingly important part of the area's economy. During 2008, visitors brought £167 million into the local economy and supported around 4,000 jobs. Alongside existing attractions such as Waters' Edge Visitor Centre and Country Park, Alkborough Flats and Normanby Hall and Country Park, North Lincolnshire offers great opportunities to develop "green" tourism via the natural assets such as the Humber Estuary and the River Trent together with the area's landscape and countryside.

7 North Lincolnshire Council Housing Needs and Market Assessment 2006 final report November 2006

## Town Centres

- 2.15 Significant changes to Scunthorpe town centre have included the opening of The Parishes retail and leisure complex, and £40 million of private sector investment. This provided 250,000 sq. ft of retail floorspace and attracted a number of national retailers such as HMV, H&M, Wilkinsons and Costa Coffee. As part of the development a new multi-screen cinema, a new bus station and multi storey car park were provided. However, the town continues to face competition from nearby centres such as Doncaster, Grimsby, Hull, Lincoln, Meadowhall and Sheffield. Further significant change is proposed for Scunthorpe town centre as part of the Scunthorpe Urban Renaissance programme.
- 2.16 The area's market towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton are key service centres for the local community and those of the surrounding settlements. All are characterised by their historic centres and have a good range of shops, services, facilities and thriving evening economies. Brigg is well known for its markets and fairs which attract visitors to the area. Crowle is currently undergoing major rural renaissance improvements.

## Transport Infrastructure

- 2.17 North Lincolnshire is in the fortunate position to have one international airport within its boundary as well as another within easy reach. Both provide major opportunities for the area and the region in terms of economic growth and the development of air freight. Both Humberside Airport and Robin Hood Airport Doncaster Sheffield plays host to a range of scheduled and charter services which operate to a variety of destinations. Humberside Airport is also the second largest heliport in the UK reflecting the area's strong connections with the offshore oil and gas industry. To maximise these opportunities, particularly for Humberside Airport, surface access including public transport connections need to be improved.
- 2.18 The A160 provides a crucial link to the South Humber Bank ports and employment area. It is programmed to undergo major upgrading works to support the continued growth of the ports. The M181/M180/M18 connects North Lincolnshire to the M62 trans-pennine routes and A1/M1 north-south routes. These motorway links bring most of the UK's major cities within a four hour drive of the area. The M180/A180 have one clear advantage, as they are relatively congestion free. However, outside North Lincolnshire there are issues regarding the wider motorway network and its capacity, in particular on the M18 between its junction with the M180 at Thorne and its interchange with the A1 (M) to the south of Doncaster. The A15 also provides a key route for the area, linking it northwards to Hull, York, the north east of England and Scotland via the Humber Bridge and south to Lincolnshire and the East Midlands.
- 2.19 The Trans-pennine rail route is an important part of the national rail network providing fast, convenient links to the main north-south and east-west rail services, via connections at Doncaster. There are also direct links to Sheffield, Manchester and Manchester Airport. Other services link the area to Lincoln and Newark, whilst Barton upon Humber is also served by a regular service to and from Grimsby and Cleethorpes. A limited passenger service operates between Cleethorpes and Sheffield using the Barnetby to Gainsborough line via Brigg and Kirton in Lindsey.
- 2.20 With the majority of North Lincolnshire being rural, public transport services are largely limited. Services are generally good on the main transport corridors between major towns in North Lincolnshire and surrounding large towns and cities, and within the Scunthorpe urban area. Away from these corridors and the urban area, bus services can be infrequent and limited.

## A Place to Live

- 2.21 North Lincolnshire has a range of housing spread across its towns and villages. As a result of its attractive environment, good services and buoyant economy, it has become a desirable place for many people to live, therefore residential development has increased considerably in recent years. The area has approximately 70,000 dwellings, however due to expected population growth and economic developments an additional 12,000 new dwellings will be required up to 2026.
- 2.22 The profile of the area's housing stock differs considerably from the region as a whole as there are considerably more detached or semi-detached dwellings, whilst the quantities of terraced houses and flats are substantially less. In terms of tenure, North Lincolnshire has a greater proportion of owner occupation and lower levels of renting.
- 2.23 By national standards, North Lincolnshire's house prices are relatively low. Pre 2008 property price increases had seen homes becoming unobtainable. Since the economic downturn the average house price has fallen to £107,892<sup>8</sup>, a decrease of 11% on the previous year. Although this has helped to make housing more affordable, due to mortgage lenders being more stringent with their lending requirements and the drop in price being a fraction of the previous years increases, this is still resulting in a general lack of affordable housing for local people, especially in rural settlements where house prices are considerably higher. At the opposite end of the spectrum the former Crosby renewal area of Scunthorpe still appears in the top 10 most deprived super output areas in England with a gradual decline of owner-occupiers
- 2.24 As a greater proportion of the population is move toward pensionable age, there are clear implications for housing policy. This generation are likely to very different from those that have retired previously. It is likely that they are going to want greater independence, to live in their own homes and will exercise more choice and make demands of different services. Demographic trends also indicate movement towards greater number of households being small in size.

## Deprivation, Health & Wellbeing

- 2.25 In 2007, North Lincolnshire was ranked as the 132nd most deprived local authority in England out of 354, which means that it is amongst the top 50% most deprived<sup>9</sup>. This, however, is an improvement on its 2004 ranking of 121st. The area has 9 neighbourhoods in the top 20% most deprived in England all of which are concentrated in the Scunthorpe Urban Area, in particular in the Crosby area. These areas suffer from unemployment, low incomes, poorer quality housing and there are high incidences of crime and low educational attainment.
- 2.26 In comparison to the rest of the United Kingdom, the health and well being of people who live in Yorkshire and the Humber is some of the poorest in England, especially during the last two decades. Health in North Lincolnshire is good overall, but there are significant variations in health levels across North Lincolnshire with neighbourhoods in Scunthorpe experiencing high levels of deprivation. NHS North Lincolnshire identified rising levels of obesity in the area and the fact that North Lincolnshire is statistically one of the worst areas in the country.

8 Land Registry data – May 2009

9 ONS, Index of Multiple Deprivation 2007

- 2.27 The Director of Public Health's 2007 Report for North Lincolnshire identified three key priority areas for health improvement over the next three years, which are likely to have a major impact on our population's future health if they are not adequately addressed. They include tackling coronary heart disease, maintaining a healthy bodyweight, and tobacco control. Other important issues include the promotion of mental health and emotional well being amongst the local population and encouraging sensible drinking.

## Education

- 2.28 In terms of educational attainment, North Lincolnshire generally mirrors the national and regional averages for those gaining five or more GCSEs at grades A to C. Locally this is 61.4% of students compared with 62.1% regionally and 65.3% nationally. Whilst John Leggott College and North Lindsey College provide further education opportunities for around 15,000 full and part time students, at degree level however, the proportion of residents achieving a degree or equivalent in North Lincolnshire is 19%, below both national (28%) and regional (24%) levels. This is mainly due to the lack of opportunities locally for students to access higher education, as well as the lack of job opportunities in the area for graduates. As part of addressing this issue, the Scunthorpe Urban Renaissance programme proposes to create a Knowledge Campus in Scunthorpe.

## Environment

- 2.29 Flood risk and climate change pose a number of challenges for North Lincolnshire. The Humber Estuary and the area's rivers have extensive flood plains, which could flood in extreme circumstances. The risk may increase in the future with rising sea levels. The Humber Flood Risk Management Strategy includes a programme to improve flood defences and areas for storing flood water are being created. So far one such area has been developed at Alkborough Flats. Other areas for potential flood water storage include Flixborough Grange and land close to Goxhill Haven.
- 2.30 North Lincolnshire has a varied natural and built environment. The area has an abundance of wildlife habitats, which range from the world class, internationally important areas of the Humber Estuary and Crowle Moors, through to nationally and regionally important wildlife and geological sites, and sites of particular local importance. These sites include five international designations (one Ramsar, two Special Areas of Conservation and two Special Protection Areas), 29 Sites of Special Scientific Interest (SSSI's), 10 Local Nature Reserves (LNR's), 200 Local Wildlife Sites (Sites of Importance to Nature Conservation – SINC's), and 22 Local Geological Sites (Regionally Important Geological Sites – RIG's). North Lincolnshire is also characterised by a variety of landscapes ranging from the clay pits of the Humber Estuary, the rolling chalk escarpment of the Lincolnshire Wolds, the Ancholme Valley, the Lincoln Edge, the Trent Valley and the Isle of Axholme.
- 2.31 Significant changes to the landscape have resulted following the extraction of minerals where semi-natural landscapes, such as Barton Clay Pits and the Ironstone Gulleys, have been created, and also from the development of large scale industry such as at Killingholme at the mouth of the Humber Estuary. The southern Isle of Axholme has the most extensive surviving examples of a medieval landscape in England, notably the medieval open strip fields and Turbaries, both of which are of considerable national importance. These attributes together with enclosed land and the overall settlement pattern of the area make it unique in the country.

- 2.32 The wetland areas of the Ancholme Valley, the Trent Valley, and the Humber coast, have high archaeological potential, particularly in relation to the preservation of organic finds and palaeo-environmental remains. There are a number of high quality ecclesiastical sites, particularly those at the Thornton Abbey Augustinian Monastery and St Peter's Church in Barton-upon-Humber. The area has 1,088 listed buildings, 17 Conservation Areas and 44 Scheduled Ancient Monuments (SAMs). The proportion of Grade 1 Listed Buildings is twice the national average, which indicates the historic importance of the area. However, the 2009 Heritage At Risk Register showed that over 30% of North Lincolnshire's Scheduled Monuments and 40% of its Conservation Areas were at risk. The need to reconcile the development needs of the area with the protection of heritage assets is an important issue for the plan to address.

## Urban & Rural Renaissance

- 2.33 North Lincolnshire is also undergoing a renaissance. The Scunthorpe Urban Renaissance programme aims to bring about a major change in the town's image and to make it a more effective economic driver for the area. A number of major transformational projects are now underway, including the Lincolnshire Lakes, town centre developments, Baths Hall - new entertainment venue and rejuvenation of Doncaster Road, creation of a knowledge campus in partnership with further and higher education providers, The Pods - a new state of the art sporting and leisure facility, and improvements to Central Park.
- 2.34 Elsewhere in Scunthorpe, other projects are underway to regenerate local neighbourhoods. In the Crosby area, the Advance Crosby programme is working to improve housing, communal areas, green space and education in an area of deprivation, whilst in the Westcliff area, a project to improve the existing shopping precinct is also underway.
- 2.35 In the rural areas, the Crowle Market Place redevelopment will transform the town's market place, providing a functional, attractive and safe environment for residents. The proposed redevelopment includes changes to the road network to create an easier flow of traffic and ensuring the market place can be accessed safely by both vehicles and pedestrians. It will also allow for the relocation of existing facilities to open up the market place, a brand new bistro/café in the market place, including an area for outside seating and extra parking spaces.



# 3

## PUTTING THE LOCAL DEVELOPMENT FRAMEWORK INTO CONTEXT

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### Introduction

- 3.1 The Core Strategy sets out the long term spatial planning framework for the development of North Lincolnshire up to 2026 by providing strategic policies and guidance to deliver the vision for the area including the scale and distribution of development, the provision of infrastructure to support it and the protection of our natural and built environment with a strong focus on the principles of sustainable development. The spatial strategy set out in this document has been shaped by national and regional planning policy as well as the Sustainability Community Strategy. Other influences include extensive public consultation, the Sustainability Appraisal/Strategic Environmental Assessment and the evidence base.

### Policy Context

#### National

- 3.2 Government produces policy in the form of legislation (which interprets European policy), Planning Policy Guidance and Statements (PPG and PPS), Circulars and other statements to ensure that the planning system achieves its stated objectives. The Local Development Framework should not have policies that replicate national policy, but rather introduce policies and proposals that are needed to bring about the Council's vision and strategic objectives, and adopt a plan, monitor, manage approach.
- 3.3 National planning policy places emphasis on delivering sustainable communities. This focuses on transforming towns into vibrant centres of activity as well as ensuring rural areas continue to thrive. There is also a need for accelerated housing provision to meet existing and future needs. Key measures include a focus on sustainable development which makes the most efficient use of land, reduces the need to travel and gives priority to the use of previously developed land.

#### Regional

- 3.4 The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026 issued in May 2008 guides development in the Yorkshire and Humber region over the next 15 to 20 years and forms part of the development plan for North Lincolnshire. This means that the Regional Spatial Strategy (RSS) is used alongside the North Lincolnshire Local Plan and in the future the Local Development Framework to make planning decisions in the area. Local Development Documents must be in general conformity with the Regional Spatial Strategy to 2026<sup>1</sup>.

<sup>1</sup> Planning & Compulsory Purchase Act 2004 – section 24



- 3.5 The RSS helps define the future roles of places; how places work together and, ultimately, about the effect places have on the quality of life that people living in, working in or visiting that area experience. It provides a broad and long term development strategy for the region, for everyone in the area as well as generations to come. It seeks to help the region become more competitive, meet its housing needs and address its environmental and transport pressures in ways that are sustainable.
- 3.6 The RSS embodies the Regional Transport Strategy. Local authorities must take this into account when preparing their Local Development Frameworks and Local Transport Plans. It will also be an important influence on housing, economic development, waste, renaissance and other strategies, and guide the investment plans and priorities of a range of delivery agencies, infrastructure and service providers.
- 3.7 The main points of the RSS Core Approach which are relevant to North Lincolnshire, are:
- Transform economic, environmental and social conditions in the Regeneration Priority Areas - the older industrialised parts of South Yorkshire, West Yorkshire and the Humber.
  - Optimise the opportunities provided by the Humber Ports as an international trade gateway for the region and the country.
  - Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy.
  - Protect and enhance the region's environmental resources including areas of international and national importance and the character and qualities of the region's coast and countryside including for economic and social development.
  - Avoid exacerbating environmental threats to the region and reduce the region's exposure to those threats.
  - Avoid increasing flood risk and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover.
  - Ensure that transport management and investment support and help deliver the spatial strategy.
- 3.8 It also focuses on policies and strategies for sub-areas of the region. North Lincolnshire is part of the Humber sub-area, which broadly mirrors that of the Northern Way's Hull and Humber Ports City Region. In the Humber sub-area, it is expected that there will be a focus on supporting the regeneration and renaissance of the area's main urban areas (Hull, Scunthorpe and Grimsby) to enhance their roles and improve urban quality. Also there is a strong emphasis on realising the potential of the Humber Ports, as one of the United Kingdom's global gateways, and that this is supported by significant regeneration and growth. All this should be achieved without damaging the quality and integrity of the Humber Estuary.

## Sub-regional

- 3.9 North Lincolnshire is part of the Humber Estuary sub-area, along with East Riding of Yorkshire, the City of Kingston upon Hull and North East Lincolnshire. The Estuary represents a shared opportunity for growth through the expansion of its ports. The Hull & Humber Ports City Region Development Plan, which resulted from the Northern Way Growth Strategy aims to make the most of the sub-region's opportunities provided by its key location and ports to improve the economy and help the north of England close the productivity gap with the south.

## Local

3.10 The Core Strategy must also take into account the Council’s strategic priorities and other key Council strategies such as the Local Transport Plan and those of other organisations in North Lincolnshire, which have a spatial dimension.

3.11 The Core Strategy is also the spatial expression of North Lincolnshire’s Sustainable Community Strategy 2006 - “Many Faces, One Community”. The Strategy which is prepared by the North Lincolnshire Strategic Partnership (NLSP) outlines a series of improvements that the public and key partners want to see in the area by 2010. Its vision is:

*“North Lincolnshire is a place where we all:*

- *Live in decent homes and safe neighbourhoods and have choices about our future*
- *Have the chance to learn, develop skills and work in satisfying jobs*
- *Lead healthy lifestyles and make use of a wide range of quality leisure and cultural facilities*
- *Make special efforts to improve conditions for the least well off in our communities and ensure that quality of life improves for everyone over the next 10 years*
- *Take pride in our area, respect our neighbours, and protect our natural environment.”*

3.12 As part of this four shared ambitions and priorities have been developed to which all NLSP members are signed up to. These are:

Shared Ambitions	Shared Priorities
<b>An area that is thriving</b> - our first ambition is that North Lincolnshire is a place where the economy is thriving and where everyone enjoys sustainable growth. Central to this is an economy that is diverse, dynamic and competitive, and which reflects the needs of the 21st century.	<ul style="list-style-type: none"> <li>• Create a strong identity for the area</li> <li>• Develop a dynamic economy</li> <li>• Develop an adaptable and highly skilled workforce</li> <li>• Implement the Area Renaissance programme in our towns and villages</li> </ul>
<b>Communities that are confident and caring</b> - our second shared ambition is to strengthen local communities and ensure inequalities in quality of life are reduced.	<ul style="list-style-type: none"> <li>• Support capacity building in our communities</li> <li>• Reduce inequalities in health</li> <li>• Improve the quality of our local environment</li> <li>• Improve the quality of our homes and neighbourhoods</li> <li>• Enable people to feel and be safe</li> <li>• Look after the future well being of our communities</li> </ul>
<b>Individuals can see the difference</b> - our third ambition is to raise the quality of life of individual residents so that everyone is enabled to lead healthy and fulfilling lives. It especially means that our children and young people are safe, healthy, and happy and are supported to develop to their full potential. It also means making sure that our older residents are supported to lead independent lives and feel valued by their local communities	<ul style="list-style-type: none"> <li>• Support and celebrate achievement</li> <li>• Help people to look after their health</li> <li>• Support people to maintain their independence</li> <li>• Develop opportunities for active leisure and recreation</li> </ul>
<b>Everyone works together for the benefit of the area</b> - our fourth ambition is that everyone works together for the benefit of the area and has opportunities to shape the future of North Lincolnshire. It is about reconnecting communities and individuals. This fits in with the NLSP’s aim of “working together to make a better future for the people of North Lincolnshire”	<ul style="list-style-type: none"> <li>• Developing a shared identity</li> <li>• Developing communities to achieve the area vision</li> <li>• Re-engaging communities</li> <li>• Area cohesion</li> </ul>

3.13 The Core Strategy has a key role to play in supporting and delivering the shared ambitions as well as some of the shared priorities. In particular, it can assist in delivering ambitions and priorities relating to the creation of a dynamic economy, improving the quality of the local environment, improving the quality of homes and neighbourhoods, ensuring high quality design and improving the quality of life for local residents.

## Public Consultation and Stakeholder Involvement

- 3.14 The Government has placed community involvement at the heart of the Local Development Framework system to help create sustainable communities. The Core Strategy must take into account the views of local people, stakeholders and other interested parties. When developing the Core Strategy, the document was subject to several stages of public consultation as set out in the adopted Statement of Community Involvement, the first version of which was adopted in April 2006 and its successor, adopted in July 2010. All the comments received during the consultation periods were taken into account in preparing this document. Comments received during the preparation of the Core Strategy can be found on the council's website [www.northlincs.gov.uk](http://www.northlincs.gov.uk) or are in the evidence base.

## A Robust and Credible Evidence Base

- 3.15 A key requirement of the Local Development Framework system is that documents and the policies and proposals set out in them are based on a robust and credible evidence base. This is a collection of various policy statements, strategies, studies and other relevant information ranging from government policy through to local strategies as well as specific studies commissioned by the council. Details of the evidence base and how it has influenced the spatial strategy can be found in the accompanying evidence base document. Copies of this can be found on the council's website [www.northlincs.gov.uk](http://www.northlincs.gov.uk).

## Sustainability Appraisal & Strategic Environmental Assessment

- 3.16 The Local Development Framework should enable North Lincolnshire to develop sustainably. Therefore, each of the Local Development Documents being prepared must be subject to a Sustainability Appraisal (SA)<sup>2</sup> and comply with the requirements of the EU Directive on Strategic Environmental Assessment (SEA)<sup>3</sup>. This means testing objectives, strategies and policies at each stage of preparation to assess their potential impact on environmental, economic and social objectives and making any necessary changes to ensure sustainability. The SA Report, which accompanies this document fulfils these requirements.
- 3.17 A Scoping Report was produced for the Core Strategy Issues & Options consultation in 2005. This was followed by an SA of the Preferred Options Document, which appraised both the proposed objectives, and the various options for strategy and policies put forward at that stage. The outcomes and recommendations of the SA have been taken into account when preparing this document wherever possible.

## Appropriate Assessment

- 3.18 Under Regulation 60 of the Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations) a Habitats Regulation Assessment has been carried out for the Core Strategy in order to consider whether its policies and proposals have the potential to result in adverse effects upon a 'European Site'. These are sites that have been designated for their international nature conservation interests and include:
- Special Areas of Conservation (SAC) - designated under European Council Directive 92/43/EEC(a) on the Conservation of Natural Habitats and of Wild Fauna and Flora (the Habitats Directive);

<sup>2</sup> Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks, ODPM, 2005

<sup>3</sup> Environmental Assessment of Plans and Programmes Regulations 2004, and A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005

- Special Protection Areas (SPA) designated under the European Council Directive 79/409/EEC on the Conservation of Wild Birds (the Birds Directive); and,
  - The UK Government (in the accompanying circular to Planning Policy Statement 9) as a matter of policy has chosen to apply the Appropriate Assessment procedures in respect of Wetlands of International Importance (Ramsar sites) even though these are not European sites as a matter of law.
- 3.19 Within North Lincolnshire there are six European Sites. Those of relevance to the Core Strategy are the Humber Estuary SAC, Humber Estuary SPA and Humber Estuary Ramsar site; the Thorne and Hatfield Moors SPA; the Thorne Moor SAC; and the Hatfield Moor SAC.
- 3.20 In accordance with Regulation 60 of the Habitats Regulations a Habitats Regulation Assessment has been carried out to determine whether this document is likely, (either alone or in combination with other plans and projects), to have a significant effect upon the European sites identified. The results of the Appropriate Assessment show that there are no likely significant effects on the integrity of any of the European sites. The accompanying Appropriate Assessment Report and AA Review show the outcome of the assessment (copies of these reports and a summary are available on request and can be accessed on the Council's website).
- 3.21 However, in accordance with the precautionary principle enshrined within the Habitats Regulations, it is recommended that further consideration and assessment will need to be made for relevant proposals at the development control stage. This includes development that may arise out of Policies CS2, CS3, CS4, CS7, CS8, CS9, CS10, CS11, CS13, CS14, CS15, CS18, CS20, CS21, CS22, CS23, CS24, CS25, CS26 and CS27. This will require the preparation of a thorough ecological assessment of the likely effects upon the relevant "European" site or sites. Any development that cannot demonstrate that it would not have a significant adverse effect upon the integrity of a site of European or international importance to nature conservation will be refused.

## Delivering the Core Strategy

- 3.22 The Core Strategy will be supported by a number of planning policy documents known as Development Plan Documents (DPDs), all of which must be in conformity with the Core Strategy. The DPDs will include:
- Area Action Plans – these provide a framework for areas of major change. The first of these is the Lincolnshire Lakes Area Action Plan;
  - Site Allocation DPD's – these will set out site/area specific proposals for the future use of individual sites. The Council is producing a document covering Housing & Employment Land Allocations;
  - A General Policies DPD - this will deal with other designations such as open space and areas of nature conservation, as well as more detail policies to assist in decision making on planning applications;
  - A Minerals & Waste DPD – this will set out the Council's approach to the extraction and use of minerals as well as the sustainable management of waste; and
  - A Proposals Map – this will show policies and proposals for the area.
- 3.23 In addition, the Council may produce Supplementary Planning Documents (SPDs) to help amplify and expand on the policies contained in the above documents. The need for additional DPDs and future SPDs will be determined through the Annual Monitoring Report (AMR) process and the formal review of the Local Development Scheme (LDS). Over the next few years, these Local Development Documents will replace the existing policies of the North Lincolnshire Local Plan, which was adopted in May 2003.

## Monitoring and Keeping the Strategy Up to Date (Annual Monitoring Report)

3.24 The Council is required to ensure that the DPD's for North Lincolnshire are up to date and remain relevant. This helps to provide the certainty in which long term planning and investment decisions can be made. The spatial strategy set out in this document has to be capable of being delivered on the ground. It also needs to be flexible and adaptable to change. In ensuring that this takes place, the role of monitoring is vital. The principal tool to assess whether or not the strategy is being delivered is the Annual Monitoring Report (AMR). This document must be produced and submitted to the Secretary of State at the end of each calendar year. The AMR contains a series of indicators and targets to assess the performance of the policies and whether they are being delivered in the correct manner. Should the strategy not be performing as required, the AMR will identify the issue and suggest appropriate action to remedy it. Each section of the Core Strategy contains a set of monitoring indicators and targets which are the same as those in the AMR to ensure policies are performing adequately.

### Key Documents

- Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008)
- Many Faces, One Community – North Lincolnshire's Sustainable Community Strategy (NLSP, 2006)
- Statement of Pre-Submission Consultation (NLC, 2009)
- Evidence Base Document (NLC, 2009)
- Sustainability Appraisal Report (NLC, 2009)
- Appropriate Assessment Report (NLC, 2009)
- Planning Policy Statement (PPS)12: Local Spatial Planning (DCLG, 2008)
- Annual Monitoring Report (NLC, 2008)

# 4

## A SPATIAL VISION FOR NORTH LINCOLNSHIRE

### Introduction

- 4.1 At the heart of the Local Development Framework and the Core Strategy, is the spatial vision for North Lincolnshire. This vision and associated spatial objectives aim to address the issues that face the area and provide a framework for the policies that will guide development in North Lincolnshire over the next 15 years up to 2026.

### The Spatial Vision

- 4.2 The agreed spatial vision for the future development of North Lincolnshire is:

*“By 2026, North Lincolnshire will be the north of England’s Global Gateway. It will have a strong economy, thriving towns and villages, a protected world class environment and will be a place where people are proud to live”*

- 4.3 The Core Strategy’s spatial vision provides the direction needed to deliver the spatial aspects of the Sustainable Community Strategy and the four shared ambitions up to 2026, which has been highlighted in chapter 3. The vision also takes into account the spatial aspects of other plans, strategies and programmes at regional, sub-regional and local level that deal with urban renaissance, housing, regeneration, economic development, the protection and enhancement of a world class environment including climate change, transport, investment, health, culture and safety, amongst other matters

### Spatial Objectives

- 4.4 The 10 spatial objectives set out below show how the spatial vision will be delivered. Many of these objectives are identified as priorities in the Sustainable Community Strategy or reflect other key strategies such as the Regional Spatial Strategy.

#### **Spatial Objective 1: An Area Wide Renaissance**

- 4.5 **To deliver area wide renaissance in North Lincolnshire which creates a step change in the area’s role both regionally and nationally and creates a high quality of life for the area’s residents, with Scunthorpe providing the sub-regional focus for development supported by the market towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton.**

- 4.6 The delivery of area wide renaissance is a key priority for the Sustainable Community Strategy to create an area that is thriving. The Local Development Framework will provide the planning policy framework for the delivery of area renaissance programmes in North Lincolnshire. In Scunthorpe major transformational projects including a new town centre, The Pods sporting and leisure facility, Baths Hall and the regeneration of Doncaster Road, and the Lincolnshire Lakes will further strengthen its role as a sub-regional town and provide key economic drivers for North Lincolnshire as a whole. The market towns and rural areas will also be transformed through improvements to the environment in ways that reflect the diverse heritage of the area. It will also help to change perceptions of North Lincolnshire.
- 4.7 The renaissance will help to improve the quality of life for North Lincolnshire's people by ensuring that they have access to housing, employment, transport, services, open space and other everyday facilities, all within a high quality environment. This programme of positive change will be delivered by working closely with key stakeholders and the local community.

### **Spatial Objective 2: Delivering the Global Gateway**

- 4.8 **To secure North Lincolnshire's major growth potential in the Yorkshire and the Humber region based on the benefits of the unique opportunities provided by the South Humber Bank ports, Humberside Airport, Doncaster Robin Hood Airport and the area's transport network.**
- 4.9 The South Humber Bank ports of Grimsby and Immingham, together with the international airports of Humberside and Doncaster Robin Hood, are recognised in the Northern Way Growth Strategy and the Regional Spatial Strategy as key economic drivers not only in North Lincolnshire but for the Yorkshire and Humber region and the United Kingdom. Their growth and development will be supported to provide an ideal location for industrial growth and secure up to 10,000 high quality jobs, which collectively will maintain and strengthen the area's economy. Key to this will be ensuring that appropriate infrastructure and investment is put in place to support their development as well as secure improved access to these key locations.
- 4.10 This will involve working with partners including neighbouring North East Lincolnshire Council, port operators, the Highways Agency, the airport operators, Network Rail, freight operators, transport operators, existing businesses and others to ensure that the appropriate road, rail and water infrastructure needed to maximise the opportunities is delivered. Work with investors and existing businesses located on the South Humber Bank will also continue to ensure that the development of the site is supported by the private sector.

### **Spatial Objective 3: Delivering Better Homes**

- 4.11 **To provide a sufficient quantity and range of good quality homes that are well designed, affordable, sustainable, located close to everyday services and meet the needs of North Lincolnshire's people.**
- 4.12 The provision of housing is a central issue for the Local Development Framework to deliver major change in North Lincolnshire. Future supply of housing will reflect the requirements set out in the Regional Spatial Strategy and will address the challenges of a growing population, increasing number of households and the need to support economic growth.

- 4.13 This will be achieved by prioritising locations for new housing developments that best contribute to creating sustainable, balanced communities and supporting the area's transformation. In support of this an appropriate mix, type and tenure of housing in a range of locations, including affordable and special housing needs will be provided across North Lincolnshire. Where appropriate, the use of previously developed land and vacant or underused buildings will be encouraged. All new housing developments should contribute to the creation of quality living environments.
- 4.14 To ensure that everyone has access to a place to live, a range of appropriate, developable sites for Gypsy and Traveller accommodation will be provided.
- 4.15 In delivering this objective, the council will work closely with local communities, developers, landowners and social housing providers.

#### **Spatial Objective 4: Creating Greater Economic Success**

- 4.16 **To create a strong, competitive and diverse economy by encouraging business growth and employment opportunities supported by the delivery of strategic employment sites and improvement of the range and level of skills by developing a higher education sector.**
- 4.17 This will be delivered through the identification of key strategic locations for economic development and a robust framework that supports growth. Among the key locations that will be identified are the South Humber Bank, Humberside Airport, the Scunthorpe Urban Area (including the town centre) and Sandtoft Industrial Estate. These locations will be developed in partnership with the private sector and developers, port and airport operators, Yorkshire Forward, the Highways Agency and others to ensure that these locations can be accessed and the development potential achieved.
- 4.18 A strong rural economy is also vital to the future of North Lincolnshire; therefore the sustainable diversification of the rural economy will be supported to ensure that rural areas remains vibrant. North Lincolnshire will be promoted as a quality visitor and sustainable tourism destination by taking advantage of the opportunities provided by the area's high quality environment, including our landscapes and countryside, culture and history.
- 4.19 Developing skills is a key priority for the Sustainable Community Strategy to help build an adaptable and highly skilled workforce to meet the area's future economic challenges and meet the needs of business. As part of this agenda the development of a higher education sector in North Lincolnshire will be supported. This will also deliver a key component of the Scunthorpe urban renaissance programme.

#### **Spatial Objective 5: Creating Thriving Towns and Villages**

- 4.20 **To develop Scunthorpe town centre as a strong sub-regional shopping, leisure and cultural focus for North Lincolnshire, and support and develop thriving service centres in our market towns and improve key rural services in our villages.**
- 4.21 As part of the urban renaissance programme, Scunthorpe town centre will see a number of changes over the coming years to reinforce its role as the main centre for North Lincolnshire. The development of new retail, market and cultural quarters will work in harmony to enhance the town's role as a regional centre. The Local Development Framework will help deliver a policy framework that supports this and will identify key sites in the town centre area for future development.



- 4.22 The role of North Lincolnshire's six market towns – Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton - as key service centres will be supported by a policy framework that encourages the maintenance and enhancement of services in the towns to ensure that the needs of the surrounding communities are met. Opportunities for rural economic diversification in the area's rural communities will also be supported.

### **Spatial Objective 6: Protecting and Enhancing The World Class Environment**

- 4.23 **To conserve and enhance our world class environments of the Humber Estuary and Crowle Moors and improve our other natural, historic and built landscapes as well as guiding changes in a way which reduces and takes proper account of environmental impact, climate change and sea level rise.**
- 4.24 North Lincolnshire's natural, built and historic environment makes the area very attractive as a place to live, work, visit and invest. The Local Development Framework will create a policy framework that safeguards, enhances, and promotes North Lincolnshire's internationally, nationally and locally recognised areas for nature conservation importance and biodiversity, including the Humber Estuary and Crowle Moors. The framework will pay particular regard to the maintenance, restoration and re-creation of priority habitats and species as well as the creation of new habitats and the development of a green infrastructure network.
- 4.25 The Framework will also support the need to tackle climate change and its effects by encouraging sustainable development. New development will be safe from flooding and the risks of flooding to existing development will be reduced and managed in a sustainable manner consistent with other spatial planning objectives.
- 4.26 The Framework will also work towards ensuring that the best of North Lincolnshire's built environment and townscapes are protected and enhanced to maintain the local scene and distinctiveness. Within this it will ensure the area's historic environment and assets are conserved, protected, enhanced and managed appropriately and to be better utilised to help deliver other objectives of the strategy.

### **Spatial Objective 7: Efficient Use and Management of Resources**

- 4.27 **To ensure the efficient use of resources, maximising recycling of minerals and waste products, minimising pollution, maintaining and improving air, soil and water quality, and employing sustainable building practices in new development.**
- 4.28 The Local Development Framework will achieve this by providing a policy framework that supports the reduction in the consumption of non-renewable resources. This includes fossil fuels, land, soil and minerals. As part of this it will be important to ensure that the use of suitable previously developed land is maximised, where possible. The framework will also support measures to minimise pollution and improve air, soil and water quality, and ensure that adequate infrastructure is available to serve new development. It will also promote the use of renewable energy and more energy efficient developments.
- 4.29 The Framework will identify mechanisms for reducing the level of waste produced and the amount of waste being sent to landfill in North Lincolnshire from all sources. Where appropriate sites for new waste facilities to meet the waste management targets and apportionments identified in the RSS will need to be identified. Detailed policies regarding waste matters will be included in a Minerals & Waste DPD.

### **Spatial Objective 8: Promoting Community Health and Well Being**

- 4.30 **To promote an improvement in the health and well being of North Lincolnshire's people by maintaining and providing quality open spaces, play and sports facilities, better access to the countryside and improved health facilities.**
- 4.31 Community well being and improving the health of North Lincolnshire's residents is an important priority for the Sustainable Community Strategy and the local community. Therefore, the Local Development Framework will set a planning policy framework that encourages the protection and improvement of sport, play and recreation facilities as well as key open spaces. It will also support the delivery of new facilities that will be required as a result of any growth in North Lincolnshire or as a result of the renaissance programmes. This will involve working with developers, other council services and organisations like Sport England to identify the level of provision needed.
- 4.32 In respect of health, the Local Development Framework will set a framework for the delivery of high quality health facilities. This will involve working closely with NHS North Lincolnshire as well as the Northern Lincolnshire & Goole Hospitals NHS Trust to identify future requirements for new/enhanced facilities.

### **Spatial Objective 9: Connecting North Lincolnshire**

- 4.33 **To improve North Lincolnshire's transport network to ensure that the area's major economic development opportunities are well served and that local residents have high quality access to key services and facilities without increasing the need to travel.**
- 4.34 Poor access to North Lincolnshire's major development opportunities is a barrier to growth. The successful delivery of the Council's priorities and those of other key partners will depend on investment in the transport network and infrastructure. The Council will work closely with developers, the Highways Agency, transport providers and operators and neighbouring local authorities by focusing on:
- Improving the strategic highway network, particularly the M180/A180/A160 corridor and the A15
  - Improving the main rail links in North Lincolnshire, particularly the South Humber Main Line
  - Improving surface access to Humberside Airport, especially by public transport
  - Ensuring the development of a high quality public transport network.

### **Spatial Objective 10: Creating A Quality Environment**

- 4.35 **To transform North Lincolnshire's image by ensuring that all new development exhibits a high standard of design and architectural quality that respects and enhances the distinctive landscapes and townscapes of North Lincolnshire's towns and villages.**
- 4.36 The design of new development will contribute to the future image and perception change of North Lincolnshire. It should make the best of its surroundings, be accessible to all sections of the community, contribute to an enhanced feeling of safety and security, maximise resource efficiency, minimise pollution and waste. Poor quality design will not be acceptable.



# 5

## SPATIAL STRATEGY FOR NORTH LINCOLNSHIRE

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### Introduction

- 5.1 The Spatial Strategy sets how North Lincolnshire will be transformed towards a better future for all. It outlines the overall approach for the provision of new homes, jobs, infrastructure and community facilities over the next 15 years up to 2026. The strategy directs development towards the most suitable locations to create sustainable local communities. It also emphasises the importance of fulfilling the area's vision of becoming the north of England's Global Gateway.

### Context

#### National/Regional

- 5.2 National planning policy is set out in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) as well as a range of other government documents. Together these aim to deliver sustainable development and support the creation of sustainable communities.
- 5.3 Within the Yorkshire and Humber Plan - Regional Spatial Strategy to 2026, policies have identified the need to transform economic, environmental and social conditions in the older industrialised parts of the Humber sub-region, including Scunthorpe as well as the importance of maximising opportunities provided by the Humber Ports as an international trade gateway for the region and the country. Towns, including market towns, are seen as service centres for local communities and hubs for the rural economy. In respect of the environment, the policy supports the protection and enhancement of region's environmental resources including areas of international and national importance, and the region's countryside. It also reflects the need to avoid worsening environmental threats facing the region including climate change and reduce exposure to them by using resources sustainably.
- 5.4 The RSS provides a framework for choosing locations for development to make the best use of previously developed land and buildings and existing developed areas, followed by infill opportunities within the relevant town or city, then greenfield urban extensions. It also requires planning authorities to adopt a transport-orientated approach to identifying development sites.

#### Local

- 5.5 As previously mentioned the Sustainable Community Strategy plays a key role in setting out the direction for the area through four shared ambitions that are agreed with the Council and other key partners in the Local Strategic Partnership. Therefore, it is a major influence on the spatial strategy of the Local Development Framework.

- 5.6 The Hull & Humber Ports City Region Development Plan (CRDP) was prepared as part of the Northern Way programme and sets out how the city region can contribute to closing the national productivity gap between the north and the English average. It aims to build on the competitive base provided by the Humber Ports and their position at the heart of one of Europe's key trading arteries in order to enhance the local economy and create employment. In delivering this, the area's unique heritage and environment will be preserved. These elements are central for the Local Development Framework.

## Future Provision

- 5.7 As mentioned in the Spatial Portrait, North Lincolnshire is an area that is growing. It is anticipated that the area's population will grow from 160,250 in 2008 to some 184,000 by 2021 and eventually to 198,900 by 2031. To accommodate this long-term growth and to provide flexibility to manage change in the interim, the strategy sets out a detailed approach to development up to 2026
- 5.8 The Regional Spatial Strategy sets the levels of development that should be delivered in North Lincolnshire over the next 15 to 20 years. Between 2004 and 2026 the area is expected to deliver 15,700 new dwellings which is phased into two periods, 2004 to 2008 and 2008 to 2026. Between 2004 and 2008 North Lincolnshire was expected to provide 2,200 new dwellings (at a rate of 550 dwellings per year). Between 2008 and 2026, the area is expected to deliver 13,500 new dwellings, which is a rate of 750 new dwellings per year, together with an additional 40 hectares of employment land. It also anticipates that job growth will take place at a rate of 550 per year until 2026.
- 5.9 It must be noted that in attempting to achieve these anticipated levels of growth, it must be seen as a long term process, which is reliant on a variety of factors including the national and global economy, availability of funding and priorities of infrastructure providers and others.

## Approach

- 5.10 An important element in preparing the LDF is the identification and testing of a number of different policy options for the Spatial Strategy. These options are tested against the sustainability objectives of the Sustainability Appraisal and through the stages of public consultation. In this way it is possible to develop the spatial vision and strategy required to deliver North Lincolnshire's growth in a sustainable way. From this a preferred approach has been identified which will provide the framework for developing policy options, not only within the Core Strategy, but also the other DPDs that will comprise the LDF.
- 5.11 The selection of options to appraise was agreed having regard to a number of factors. These include matters such as national planning policy, and the Regional Spatial Strategy. There are also a number of regional and sub-regional and local initiatives that have a direct bearing on the choice and form of the Spatial Strategy. These issues include the Northern Way strategies, Hull and Humber Ports City Regional Development Programme and the Yorkshire Forward Urban Renaissance Scheme for Scunthorpe and Rural Renaissance Programme for Crowle.
- 5.12 The LDF should be developed in general conformity with the RSS unless there are significant reasons of need and concern that should override this approach. Through previous versions of the Core Strategy and in the Sustainability Appraisal other strategic options were considered that were not in general conformity with the RSS. However these options came out negatively in terms of sustainability against the Sustainability Appraisal objectives and from a public consultation perspective and therefore an approach in compliance with this RSS has been adopted.
- 5.13 The council had to then set out a number of strategic options to deliver the requirements of the RSS and the other sub-regional and local initiatives.

5.14 These are:

- Meeting the RSS Growth Requirements
- Scunthorpe Sub-Regional Town
- North Lincolnshire's Market Towns
- North Lincolnshire's Rural Areas and Communities
- The Global Gateway
- The World Class Environment

### Meeting the RSS Growth Requirements

5.15 As stated earlier the RSS outlines an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods with an additional 40 hectares of employment. In first period (2004 to 2008) North Lincolnshire was expected to provide 2,200 new dwellings at a rate of 550 per year. Then in the second period (2008 - 2026), the area is expected to provide 13,500 new dwellings at a rate of 750 dwellings per year. The Core Strategy has been drafted two years into the RSS second period for housing delivery. Between 2004 and 2010, a total of 3,506 dwellings have been completed. This leaves a requirement of 12,063 dwellings (at a rate of 754 dwellings per year) to be delivered during the remainder of the period between 2010 and 2026. It is this up to date requirement which will be delivered through this Core Strategy.

5.16 To meet this requirement strategic options needed to be considered in delivering this growth sustainably across North Lincolnshire. Using the strategic options of the previous versions of the Core Strategy, Sustainability Appraisal and Appropriate Assessment the council considered a number of approaches in delivering the RSS figures for growth in line with its other policies. The RSS implications for North Lincolnshire identify Scunthorpe as a Sub-Regional Town that should be the focus for growth to secure rapid urban renaissance and strengthen its role as a Sub-Regional Town. The RSS did not identify any Principal Settlements in North Lincolnshire. It then allows local planning authorities to decide their local service centres. Local service centres should provide sustainable communities with local infrastructure that caters for the settlement and the surrounding rural communities and hinterland. Below the local service centres very little growth should be promoted except in exceptional circumstances.

5.17 The options posed the question of what level of growth should be split between Scunthorpe and the local service centres. A strategic option of significantly expanding the local service centres was assessed but due to the lack of deliverable land, existing constraints and environmental capacity in the potential settlements, it was considered that the investment in supporting infrastructure involved would make this option unviable. Based on a thorough assessment of the wider implications of this level of development on the settlements, assessment in sustainability terms against the SA objectives of the SA and public consultation feedback the most sustainable option was that Scunthorpe should be the focus for the majority of growth which will be complemented by the transformational strategy of the Scunthorpe urban renaissance project. The local service centres will then be a focus for a proportion of growth that maintains their status as vibrant, attractive sustainable communities in their own right, acting as rural service centres for the surrounding less sustainable settlements and rural hinterland. The following paragraphs explain in more depth, why the spatial strategy has emerged as the most sustainable option and expands on the development constraints and opportunities that are present which has led to this framework for focussing the majority of growth in Scunthorpe and to a lesser extent in the local service centres.

## Scunthorpe Sub-Regional Town

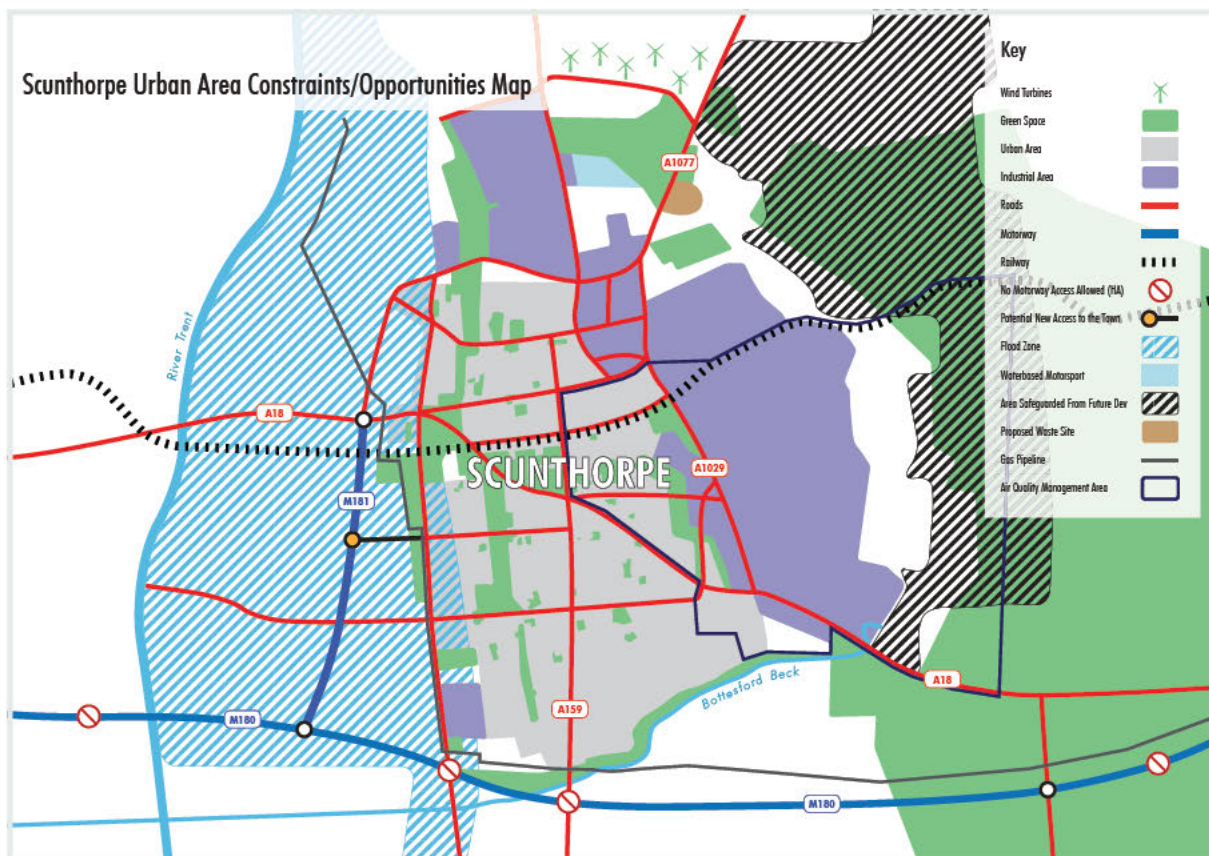
- 5.18 Scunthorpe is North Lincolnshire's largest settlement and is identified as a Sub Regional Town in the Regional Spatial Strategy (RSS). Therefore, to reflect spatial objectives 1 and 5, the Sustainability Appraisal, as well as the RSS, more new development will take place in Scunthorpe than in any other locations in order to enhance its role as a Sub Regional Town within the wider Yorkshire and Humber region.
- 5.19 Scunthorpe will be the main location for new housing and employment development. A high priority will be given to supporting the urban renaissance programme which will physically transform the town. The town centre will be the main focus of new retailing, leisure, commercial office and cultural developments in the area. New housing should also be concentrated within the urban area, making best use of previously developed land and buildings, followed by greenfield urban extension sites.
- 5.20 The evidence base for the Core Strategy has identified that there are insufficient sites in Scunthorpe, and North Lincolnshire as a whole, to deliver the housing figures in the RSS. Therefore, in accommodating projected population growth and ensuring that Scunthorpe becomes a thriving sub-regional town, the identification of a location for a sustainable urban extension has been identified as a fundamental part of the strategy. Due to the way that Scunthorpe has grown and its garden town character, it has meant that there are only a few areas of readily available previously developed land available for future housing and other growth. This is identified in the Strategic Housing Land Availability Assessment (SHLAA). Where these areas do exist, and where there are no constraints, this land will be identified for growth.
- 5.21 In considering the best location for urban extensions, an assessment of the options available was carried out. The details of which are outlined a topic paper which is a key part of the evidence base. Four broad geographical areas for urban extensions adjoining the existing Scunthorpe urban area were assessed to identify the most suitable location for sustainable development. An option to focus more growth in the Market Towns was not considered as this was not supported through the public consultation and sustainability appraisal process. The four broad geographic areas are:
- Area 1 - North of Scunthorpe
  - Area 2 - East of Scunthorpe
  - Area 3 - South of Scunthorpe
  - Area 4 - West of Scunthorpe
- 5.22 The outcome of the assessment concluded that Area 4 – West of Scunthorpe was most suitable location for a major urban extension. This area provides clear locational advantages over the other three areas including direct motorway access, sizeable land areas to meet the needs of a large urban extension as well as proximity to local services and availability of infrastructure. The other areas have significant limitations that would be difficult to overcome including sustainability constraints, access issues and limited land availability to accommodate the required level of development.
- 5.23 Opportunities for developing to the east of the town are non-existent due to the steelworks. Much of the town centre and the eastern part of the town is also covered by the Air Quality Management Area (AQMA) for the steelworks, which would make it difficult for residential development to take place in this area. If housing could be developed it would be isolated, well away from the Scunthorpe urban fringe and would require significant expensive infrastructure, services and facilities to create a sustainable mixed community. In effect if housing development was located in this area it would create a new settlement requiring its own solutions to infrastructure, services and facilities and would be contrary to the Regional Spatial Strategy for Yorkshire and Humber.

- 5.24 To the north of the town the location proposed for residential development is adjacent to major industrial developments and is divorced from the main body of the town. This raises issues about how easily any urban extension in this area could be integrated into the wider urban area. It also raises issues about whether placing residential development so close to a busy industrial area would deliver the quality residential environment required. The existence of restored quarries that are to be retained as important green infrastructure, a windfarm and various safeguarded and protected areas, are all severe constraints to housing development. It may be possible to select small areas of housing in small pockets of land, but they would be so isolated well away from the Scunthorpe urban fringe and would not have the critical mass to be viable for the provision of new infrastructure or facilities. In effect the housing development would create new settlements requiring their own solutions to infrastructure, services and facilities and would be contrary to the Regional Spatial Strategy for Yorkshire and Humber. There may be some limited scope for small scale housing development adjoining the urban area, but this would not deliver a major urban extension to Scunthorpe as required by the housing figures and policies of the RSS.
- 5.25 To the south, the locations assessed have a number of key difficulties. The first of these relates to accessibility. Despite being adjacent to the M180 motorway, the Highways Agency have ruled out any possibility of creating direct access to southern part of the town. This would result in traffic having to use existing roads and creating additional congestion. The second relates to drainage issues which are associated with the topography of the area and its proximity to Bottesford Beck. Land ownership is a key constraint as much of the land in the area is multiple ownership, which could have an effect on deliverability due to land assembly issues. Also the current physical boundary to Scunthorpe of both Bottesford Beck and the M180 limits the scope for the area to accommodate the scale housing development required. Broadly this location would not deliver the major urban extension to Scunthorpe as required by the housing figures and policies of the Regional Spatial Strategy.
- 5.26 Based on these limitations the only other option of achieving necessary housing provision would be to create at least one new settlement in North Lincolnshire. This solution is a “non starter” as it does not conform to the Regional Spatial Strategy. Therefore as part of the process of identifying suitable locations for an urban extension, the concept of the creating a sustainable urban extension to the west of Scunthorpe became the preferred option. A previous exercise as part of the Urban Renaissance project identified a similar solution.. The outcome of this is Lincolnshire Lakes.
- 5.27 Since 2002 the process of identifying suitable locations for an urban extension for Scunthorpe that will create the critical mass required in creating the step change required by the Scunthorpe Urban Renaissance Programme has been a council priority. The original consultants who were assigned the project identified the same issues as above when looking at a location for an urban extension to Scunthorpe. The consultants identified a concept of creating a sustainable urban extension in a waterside setting that could accommodate a range of different uses including housing, business, leisure, innovative energy generation/efficiency and habitat provision began to be formulated. The outcome of this is Lincolnshire Lakes which is to be situated on the western urban fringe of Scunthorpe.
- 5.28 Following extensive consultation as part of the Scunthorpe Urban Renaissance programme, the Lincolnshire Lakes project was identified within the Scunthorpe Strategic Development Framework (SSDF) as a key component in the transformation of Scunthorpe. It enjoys strong support from the local population, the Scunthorpe Town Team, North Lincolnshire Strategic Partnership and Yorkshire Forward (the Regional Development Agency). The Sustainable Community Strategy highlights it as a flagship project for the Local Strategic Partnership.



5.29 The Lincolnshire Lakes concept is of a sustainable urban extension to the western side of Scunthorpe that will transform the inauspicious entrance to the town through the creation of a new waterside environment that can be seen from the M180 and M181 motorways. The Lakes will act as an engine for regeneration for Scunthorpe and North Lincolnshire as a whole, creating a more attractive, sustainable and competitive economy for the town which is capable of attracting and retaining skilled and talented people. Lincolnshire Lakes will be a truly sustainable development and will encompass the following principles:

- Residential development including affordable and sustainable low density housing.
- Business developments that diversify the employment offer of the town, including offices with an attractive waterside setting.
- Flood alleviation to both the new community and existing Trentside villages through mitigation provided by the water bodies.
- Community facilities (including schools, health facilities, libraries, community centres etc)
- Leisure facilities (including water sports, sport stadia and recreational opportunities).
- A sustainable energy landscape with biomass and wind power.
- Sustainable tourism associated with the lakes unique waterside landscape setting.
- Green infrastructure throughout which compliments and improves the locations biodiversity character.
- Sustainable transport infrastructure through improved access into the town, strong public transport, park and ride facilities and walking and cycling routes within the site that provide direct links to the existing networks.



- 5.30 Building on the initial concept numerous studies have been undertaken or are currently underway to help make the Lincolnshire Lakes a reality. A final Economic Assessment has revealed that the scheme is both technically and financially feasible to deliver. The study assessed economic, transport, legal, environmental, and planning issues, and outlined development scenarios for housing, employment, sustainable power generation, recreation and tourism, and the creation of a significant body of water. The study also looked into the need for flood alleviation measures and how best to develop the land for maximum impact.
- 5.31 A Sequential Test has also been undertaken that further established the suitability of the Lincolnshire Lakes study area for development, based exclusively on the probability of flood risk and on the probability of flood risk assessed alongside other known constraints to development. An Exceptions Test has been completed which shows that safe development can take place in this location. The Lincolnshire Lakes project area is within an area that is mostly classified as PPS25 flood zone 3a and it is therefore crucial that safe development can be delivered. An Exception Test Strategy, including a vision, options, a set of exemplar principles and much technical detail has been completed which shows that safe development can be achieved in this location. The Exception Test Strategy sets a very firm strategic base to address flood risk issues at the detailed level. It will ensure that new development is safe and that the risks to existing communities are reduced through the future Lincolnshire Lakes Area Action Plan. Any further flood management proposals will have to be agreed by both the council and the Environment Agency during the process of the Lincolnshire Lakes Area Action Plan.
- 5.32 The Lincolnshire Lakes will be delivered through an Area Action Plan that will allocate land for development alongside the other Development Plan Documents. The AAP will provide a detailed planning and implementation strategy for the Lincolnshire Lakes in compliance with the Core Strategy policies ensuring that development is phased alongside the provision of infrastructure as set out in the Infrastructure Delivery Plan.

### **North Lincolnshire's Market Towns**

- 5.33 The Market Towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton have a vital role to play in supporting North Lincolnshire's rural communities in terms of providing a range of housing, shopping, leisure, education, health and other services. These towns equate to Local Service Centres in terms of the Regional Spatial Strategy and are highlighted in the council's Sustainable Settlement Survey, as being the most sustainable settlements outside the Scunthorpe Urban Area.
- 5.34 The overall level of development that will take place in the Market Towns will be of a scale to ensure that they are protected and enhanced as vibrant and attractive communities in compliance with RSS Policy YH6 and in accordance with the objectives of the Sustainability Appraisal (SA). Essentially development should maintain or enhance the level of services, facilities and jobs provided and meet local housing need (both market and affordable), to create balanced, sustainable communities. Also the enhancement of the local environment, in particular the urban fabric of the towns, will be a major element in ensuring that they remain vibrant, high quality places to live, work and visit. The following paragraphs provide an overview of the environmental capacity and existing development constraints of these settlements and how this has influenced the distribution of development in the Spatial Strategy in accordance with SA objectives and RSS.

- 5.35 Barton upon Humber is the largest settlement in North Lincolnshire outside the Scunthorpe urban area and provides a key role in serving the villages along the south bank of the Humber Estuary such as Barrow upon Humber and Goxhill. It has a good range of services, facilities and good public transport links to Hull, Scunthorpe, Brigg and Grimsby making Barton upon Humber an appropriate location to focus future growth. There are also a range of employment opportunities within the town. There are however a number of constraints. Much of the lower part of the town adjacent to the Humber Estuary is located within flood zone 3ii. The town is also adjacent to a number of areas of significant nature conservation interest along the Humber Estuary and within the former Clay Pits area. Most of the town centre is a conservation area. Future growth will be located with the environmental constraints in mind.
- 5.36 Brigg is the second largest of the Market Towns in terms of its population and is a very popular location for living and working. It provides an important service centre for surrounding villages and a number of settlements within West Lindsey district. The town centre is thriving with a wide range of shops and other amenities and has the widest range of services and facilities of the Market Towns. It has good public transport links with Scunthorpe and Barton upon Humber, but limited connections elsewhere. Brigg also has some constraints in relation to flood risk and traffic issues. In respect of flood risk, the town is located on the banks of the Old and New River Ancholme and therefore much of it is located in flood risk zones 2, 3i and 3ii. In terms of traffic issues, the existing road infrastructure of the A18 which runs through the town is often busy, particularly at peak times when congestion occurs regularly. Alongside Barton upon Humber, Brigg will be expected to accommodate more development than other smaller market towns, whilst taking into account issues regarding flood risk and transport infrastructure.
- 5.37 Crowle is the fourth largest of the Market Towns in terms of its population and acts the service centre for the northern portion of the Isle of Axholme. Crowle suffers from a lower level of service and facility provision. However the town is currently undergoing a Yorkshire Forward funded rural renaissance programme to help improve the town centre, particularly around the Market Place to provide better facilities and services and to make the town more vibrant and attractive to business investors. Crowle does have a number of development constraints that impact on the town's environmental capacity for growth. To the west and north west of the town lie the Thorne and Hatfield Moors SPA, the Thorne Moor SAC and the Hatfield Moor SAC. These are areas of national and international importance for nature conservation and it will be important to ensure that their integrity is maintained. Also most of Crowle is located within areas of high flood risk (flood risk zones 3i and 3ii), with the exception of an area to the north-east and east of town. These particular constraints mean that development can only be accommodated in the central area of the town and to the east. The level of growth will support the renaissance project and take into account any constraints.
- 5.38 Epworth is the main service centre for southern portion of the Isle of Axholme. It has a very strong range of services and facilities, which are mainly located in the thriving town centre. The town is surrounded by an area of special historic landscape interest, which limits opportunities for expansion. There are a number of constraints affecting the town. Public transport provision is limited and there are issues with traffic, especially within the town centre where parking can be a problem. Employment opportunities are limited as many of the employment sites have now been redeveloped for housing. It is also felt by many that infrastructure is not suitable and cannot accommodate further growth. To reflect the need to support its important role as a Market Town and taking into account the constraints experienced, the level of future development in Epworth will be limited to that which is already committed in existing plans.

- 5.39 Kirton in Lindsey is the smallest of North Lincolnshire's Market Towns by population, but is well provided for in terms of local services such as shops and schools. Like all the Market Towns it is considered to be an attractive place to live as it is close to Scunthorpe and within easy reach of Lincoln. In a similar vein to Brigg, Kirton in Lindsey is also a service centre for a number of villages in the neighbouring West Lindsey district. The town does suffer from a number of existing infrastructure constraints. Drainage is considered to be a problem and public transport provision is limited. Future growth in Kirton in Lindsey will ensure that its status as a Market Town is supported through a level which is reflective of the town's character, but which enhances the settlement as a vibrant and attractive community.
- 5.40 Winterton is third largest of the Market Towns by population. It acts as a service centre for smaller villages such as Burton upon Stather and Winteringham. During the past 30 years the town has grown considerably with new estates being developed. However, the level of service and facility provision has not kept pace. It has good public transport links to Scunthorpe, Barton upon Humber and Hull. Development in Winterton will be of small scale that is in keeping with the existing character of the town, whilst at the same time supporting local services.

### **North Lincolnshire's Rural Area and Communities**

- 5.41 North Lincolnshire's rural area and its communities are home to around half of its population. There are around 80 settlements of varying sizes and roles throughout the area, which have a range of services and facilities or in many cases none. The countryside around them is a vital resource for the area in terms of the economy, leisure and recreation and the natural environment. In line with national and regional policy, a positive approach will be adopted to planning for the rural areas of North Lincolnshire. This will be based on maintaining and enhancing the quality of life as well as the environment in rural areas, promoting sustainable patterns of development in rural communities, improving the economic performance of rural areas and promoting a sustainable, diverse and adaptable agricultural sector.
- 5.42 In sustainability terms, the assessment of the strategic options against the SA objectives guided the Spatial Strategy towards sensitive development in rural settlements, which balanced the environmental perspective against the economic and social perspective.
- 5.43 To support this aim small-scale development will be allowed in rural settlements. However, the scale of new development will be limited and reflect local needs as well as the availability of facilities, services and infrastructure. Development will also make the best use of existing land and buildings within these settlements. Accessibility, in particular by public transport, walking and cycling will also be a vital consideration. There will be a strong focus on ensuring the existing facilities and services are maintained and enhanced to meet local needs and sustain the quality of life for people in rural communities, as well as the diversification of the rural economy. Where future residential development takes place in these settlements it will be considered to be windfall development.
- 5.44 Outside the area's rural settlements or in those villages without a defined development limit, the priority will be to maintain and enhance the countryside including the area's landscapes. This will involve limiting future development to the type which needs a countryside setting such as agriculture, forestry, rural diversification and tourism development.

## SETTLEMENT HIERARCHY

- 5.45 **Major Sub-Regional Town** – Scunthorpe
- 5.46 **Market Towns** – Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton
- 5.47 **Rural Settlements** – Alkborough, Althorpe, Amcotts, Appleby, Barnetby-le-Wold, Barrow upon Humber, Beltoft, Belton, Bonby, Broughton, Burton upon Stather, Burringham, Cadney, Coleby, Derrythorpe, Dragonby, Ealand, East Butterwick, East Halton, East Lound, Eastoft, Elsham, Flixborough, Garthorpe & Fockerby, Goxhill, Graizelound, Greetwell, Gunness, Gunthorpe, Haxey, Hibaldstow, Horkstow, Howsham, Keadby, Kirmington, Low Burnham, Luddington, Melton Ross, Messingham, New Barnetby, New Holland, Normanby, North Killingholme, Owston Ferry, Redbourne, Roxby, Sandtoft (village), Santon, Saxby-all-Saints, Scawby, South Ferriby, South Killingholme, Thealby, Thornton Curtis, Ulceby, West Butterwick, West Halton, Westwoodside, Whitton, Winteringham, Wootton, Worlaby, Wrawby, Wressle and Wroot.
- 5.48 **Rural Settlements in the Countryside** – Barrow Haven, Carrhouse, Castlethorpe, Cleatham, Croxton, Eastoft Carr, Goxhill South End, Haxey Carrs, Holme, Kelfield, Messingham Ings, Manton, Ulceby Skitter, Walcot, Westgate and Woodhouse

## The Global Gateway

- 5.49 The continued growth and success of the Global Gateway – the South Humber Bank ports and the international airports – is vital to the future prosperity and transformation of North Lincolnshire. Its regional and national role cannot be understated. In line with the Northern Way Growth Strategy, the RSS and spatial objectives 2, 4, 5 and 9, the growth and development of the South Humber Bank Ports and Humberside Airport will be supported.
- 5.50 The South Humber Bank area will continue to be safeguarded for port and estuary related uses. Accordingly around 900 hectares of land will be safeguarded at the South Humber Bank and North Killingholme Airfield for such uses. The SA objectives in the sustainability appraisal and the Appropriate Assessment highlighted that subject to a balance between environmental, economic and social factors that the South Humber Bank scored positively overall in sustainability terms. This balance will be managed through a specific policy in this DPD containing guiding principles for the delivery plans, groups and boards that are already in existence. Work will continue to secure better access to the site via improvements to the A160 and the local highway network as well as the rail network. In driving forward the delivery of the South Humber Bank, a South Humber Gateway Board has been set up to lead this. A series of delivery groups operates within this framework consisting of the local authorities and other key partners.
- 5.51 To support the increased jobs and investment on the South Humber Bank it will be important to ensure that the area is accessible by a variety of transport modes, in particular sustainable transport modes. As part of the implementation work measures such as travel plans should be put in place.
- 5.52 As part of the future growth of the South Humber Bank, a strategic approach will be adopted to address the impact for future development on the internationally and nationally important sites of nature conservation in the Humber Estuary. As such, work will continue with partners such as Natural England, Environment Agency and RSPB to ensure that developments do not harm the integrity of protected natural habitats and are compliant with flood management principles informed by the Strategic (SFRA) and site specific flood risk assessments and emergency planning advice.

- 5.53 Humberside Airport is recognised as an important driver for the local economy and its role as key gateway to the area will be supported. As such it will be focus for economic development. Also key to the airport's development is the need to improve surface transport access, especially by public transport. This is reflected in the surface access priorities set out in the airport's Masterplan, which sets out how the airport will develop up to 2030.
- 5.54 The potential for the redevelopment of Sandtoft Airfield for a major logistics/distribution facility has been investigated through the Sandtoft Evidence Base. This considered the economic and transport case for a logistics park of around 100 hectares. Since this time the Employment Land Review identified around 50 hectares of land for development given that much of the site is already developed. The evidence base showed that this location would be economically feasible and that a suitable access arrangement, which would remove industrial traffic from Westgate Road and Belton Road, could be provided. The site is in a good strategic location and has potential to support the ongoing development of the South Humber ports. Sustainable transport and flood management will need to be addressed, given the location of Sandtoft Airfield, in terms of producing a robust travel plan and being informed by the Strategic Flood Risk Assessment (SFRA) and site specific flood risk assessments and emergency planning advice.

## **World Class Environment**

- 5.55 North Lincolnshire's natural and built setting provides the area with attractive landscapes, heritage assets and townscapes. In line with spatial objectives 6 and 10 as well as RSS, the spatial strategy will support the continued protection and enhancement of the biodiversity and landscape character of North Lincolnshire, including protection of the integrity of the internationally important biodiversity sites of the Humber Estuary and Thorne & Hatfield Moors and the protection and enhancement of locally designated nature conservation sites. As mentioned previously in relation to the Humber Estuary, a strategic approach will be adopted to deal with the impact of development on the important areas of nature conservation. The spatial strategy will also support the need for high quality design that respects the area's character and the continued protection and enhancement of the area's built heritage.

## CSI: SPATIAL STRATEGY FOR NORTH LINCOLNSHIRE

The spatial vision and the future development requirements will be delivered through the spatial strategy for North Lincolnshire as outlined below and on the key diagram.

The spatial strategy will focus on:

- a) Delivering an urban renaissance in Scunthorpe and supporting its role as a major sub-regional town.
  - Scunthorpe will be the focus for the majority of new development and growth, including housing, employment, retail, sustainable transport links, and higher order services and facilities to serve North Lincolnshire.
  - High quality, well designed new housing will be provided on a range of previously developed sites within the urban area followed by a greenfield urban extension with a focus on areas to the west of the built up area. During the plan period Scunthorpe should contribute around 9,892 new dwellings.
  - Opportunities for economic development will be provided within existing established employment locations as well as on additional sites. Focus will be on the town centre and areas to the north of the Scunthorpe urban area around the Normanby Enterprise Park. A range of sites and premises will be required to meet business needs and to meet the overall aim of diversifying the economy. A high quality business park will be developed in combination with the Lincolnshire Lakes development. During the plan period around 71 hectares of employment land should be developed. It will be important all existing and future employment sites are accessible by sustainable modes of transport from existing and proposed residential areas.
  - The town centre will be the main focus of new retail, leisure, commercial office and cultural developments in the area. As part of the urban renaissance programme, significant regeneration will take place within the town centre to provide new retail opportunities, a new market hall, cultural and leisure facilities as well as enhancements to the public realm and urban fabric. The use of high quality and innovative design will be supported in the town centre. Mixed use development will be encouraged in the town centre.
  - Major flagship urban renaissance projects will be delivered to enhance the town and its image. The largest of these is the Lincolnshire Lakes, which will be located to the west of the town creating a major new sustainable waterside setting that will soften the edge and provide an impressive gateway to the town and place it on a new economic trajectory. A knowledge campus will be created that develops the town's existing Further Education offer by bringing together local educational institutions to broaden the opportunities and encourage local people to access higher education. Also a major new state of the art leisure and sports facility will be provided in the form of The Pods that will deliver sports, education and training. Work is also underway to create a new multi-use venue to host live performances, events and conferencing. This development, known as The Baths Hall and regeneration of Doncaster Road, will help to create a quality gateway into the town.
- b) Supporting the Market Towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton as thriving places to live, work and visit, and as important service centres serving the needs of local communities across North Lincolnshire.

- North Lincolnshire's Market Towns will continue to provide important services for the area's rural communities and support the higher level services provided by Scunthorpe. Levels of growth and development will be more limited reflecting their position in the settlement hierarchy. All growth will take account of existing infrastructure, environmental constraints and ensure that the distinctive character of the town is protected.
  - An appropriate level and range of new housing development will be provided to support the market towns as sustainable communities. During the plan period, the market towns will provide over 2,171 new dwellings.
  - Small and medium scale employment opportunities will be encouraged to meet the need to provide local jobs. The retention of existing local employment sites will be supported and where appropriate additional land will be allocated. Around 10 hectares of employment land will be provided in the market towns, with the majority being focussed in Barton upon Humber and Brigg.
  - The existing market town will be supported as key locations for shopping and services. Over the plan period limited levels of new retail development will be permitted and should be located within the town centres. The level of development will be dependent on local need and should be in keeping with the historic nature of these centres.
  - Transport links between the market towns and their surrounding settlements will be improved by working with public transport providers to ensure that services are convenient and accessible.
  - The Rural Renaissance programme will be supported in Crowle to improve the fabric of the town centre, market place and to develop the range of services and employment opportunities available.
- c) Supporting thriving rural communities and a vibrant countryside through the protection and enhancement of local services, creating opportunities for rural economic diversification and the promotion of tourism.
- Rural settlements will be supported as thriving sustainable communities, with a strong focus on retaining and enhancing existing local services to meet local needs. Development will be limited and should take into account levels of local service provision, infrastructure capacity and accessibility. Any development that takes place should be in keeping with the character and nature of the settlement.
  - In the countryside, support will be given to development that promotes rural economic diversification and small-scale employment opportunities, particularly on previously used land or in existing rural buildings. Tourism development will also be supported, in particular the development of green tourism making the most of the area's important natural and built environments.
- d) Supporting the development of key strategic employment sites at the South Humber Bank, Humberside Airport and Sandtoft Airfield.



- The development of the nationally important South Humber Bank ports will be supported by safeguarding around 900ha of land in and around the port complexes for estuary related development as well as to support the continued growth of the chemical and renewable energy industries. To support increased development at the South Humber Bank, the council will work with key partners to deliver improved rail and road access through major upgrades to the rail network in and around the ports and the dualling of the A160 between the A180 and the port. However, development of the ports will need to be considered in light of the legal requirement to protect the adjacent internationally important sites of nature conservation and nearby nationally important archaeological sites.
  - Humberside Airport is a key location for economic growth and as such its growth will be supported. To facilitate further growth around 20 hectares of land will be allocated. This will be for uses related to aviation and those that are ancillary to the airport. The council will also work with partners to improve surface access particularly by public transport. However, development around the airport will need to protect the character and setting of nearby historic assets.
  - To support the growing logistics and distribution sector in North Lincolnshire, the potential of Sandtoft Airfield as a strategic location for a logistics/distribution facility has been identified. This site is ideally placed to take advantage of the ports and nearby airports of Humberside and Doncaster Robin Hood as well as providing an important employment opportunity for the Isle of Axholme. In order to enable the development in this location, the council will work with partners to ensure that appropriate transport infrastructure is developed to provide access.
- e) Supporting the protection and enhancement of North Lincolnshire's world class natural and built environment to ensure the continued attractiveness of the area as place to live, work and visit.
- The internationally and nationally designated sites of nature conservation importance of the Humber Estuary and Thorne and Hatfield Moors will be protected and enhanced. In the Humber Estuary area, particularly where the expansion of the South Humber ports is likely to occur, a strategic approach to the creation of new habitats will be adopted. This will ensure that the collective impact of major developments are designed to secure positive environmental benefits from flood management and development proposals.
  - North Lincolnshire's townscapes and historic landscapes will also be protected and enhanced and high quality design encouraged. In particular, the nationally significant historic landscapes of the Isle of Axholme and Crowle Moors will be conserved and their potential as a tourist and educational resource realised. The character and landscape setting of the area's historic market towns will be safeguarded (especially Barton upon Humber, Crowle and Epworth) and the rich archaeological heritage of North Lincolnshire will be preserved and enhanced. The value of regionally and locally important sites will be enhanced and opportunities to improve green infrastructure will be included in all new development.

All future growth regardless of location should contribute to sustainable development in particular in respect of those criteria set out in policy CS2 as well as the other policies of the plan. All change will be managed in an environmentally sustainable way by avoiding/minimising or mitigating development pressure on the area's natural and built environment, its existing utilities and associated infrastructure and areas at risk of flooding. Where development unavoidably has an environmental impact adequate mitigation measures should be used for the development to be acceptable.

5.56 Policy CS1 sets out the broad framework around which the spatial development strategy for North Lincolnshire will be based. It provides clear priorities for the distribution and location of future development and a distinct direction for moving the area forward and achieving the spatial vision and objectives. The implementation of the strategy will be dependent on working in partnership with a number of key national, regional and local stakeholders.

- 5.57 In delivering the priorities of the spatial strategy, a consistent approach to the location of all development must be taken. It should be recognised that not every settlement can accommodate development, and a settlement hierarchy (see above) has been devised, based on the role and function of each settlement identifying those where most development should take place and others where development ought to be limited. The overall intention of this is to create sustainable communities that reflect local needs.
- 5.58 The settlement hierarchy reflects the role and function of settlements within the area, taking account of current Government guidance, Regional Spatial Strategy, the Sustainable Settlement Survey and feedback received during consultation. It builds on the settlement network set out in the Regional Spatial Strategy core approach and seeks to accommodate its proposals for the Humber sub-region.

## CS2: DELIVERING MORE SUSTAINABLE DEVELOPMENT

In supporting the delivery of the spatial strategy set out in policy CS1, as well as determining how future development needs will be met in North Lincolnshire, a sequential approach will be adopted. Development should be focused on:

1. Previously developed land and buildings within the Scunthorpe urban area, followed by other suitable infill opportunities within the town, then by appropriate greenfield urban extensions
2. Previously developed land and buildings within the defined development limits of North Lincolnshire's Market Towns, followed by other suitable infill opportunities then appropriate small scale greenfield extensions to meet identified local needs
3. Small scale developments within the defined development limits of rural settlements to meet identified local needs.

Any development that takes place outside the defined development limits of settlements or in rural settlements in the countryside will be restricted. Only development which is essential to the functioning of the countryside will be allowed to take place. This might include uses such as that related to agriculture, forestry or other uses which require a countryside location or which will contribute to the sustainable development of the tourist industry.

A 'sequential approach' will also be applied to ensure that development is, where possible, directed to those areas that have the lowest probability of flooding, taking account the vulnerability of the type of development proposed, its contribution to creating sustainable communities and achieving the sustainable development objectives of the plan. Where development does take place in the flood plain, mitigation measures should be applied to ensure that the development is safe.

All future development in North Lincolnshire will be required to contribute towards achieving sustainable development. Proposals should comply with the overall spatial strategy together with the following sustainable development principles:

- Be located to minimise the need to travel and to encourage any journeys that remain necessary to be possible by walking, cycling and public transport. It should be compliant with public transport accessibility criteria as set out in the Regional Spatial Strategy
- Be located where it can make the best use of existing transport infrastructure and capacity, as well as taking account of capacity constraints and deliverable transport improvements particularly in relation to junctions on the Strategic Road Network
- Where large freight movements are involved the use of rail and water transport should be maximised
- Contribute towards to the creation of locally distinctive, sustainable, inclusive, healthy and vibrant communities
- Contribute to achieving sustainable economic development to support a competitive business and industrial sector
- Ensure that everyone has access to health, education, jobs, shops, leisure and other community and cultural facilities that they need for their daily lives
- Ensure the appropriate provision of services, facilities and infrastructure to meet the needs of the development, but where appropriate it is to be recognised that a phased approach may not be required on small scale development proposals.

- To be constructed and operated using a minimum amount of non-renewable resources including increasing the use of renewable energy in construction and operation
- Take account of local environmental capacity and to improve air, water and soil quality and minimise the risk and hazards associated with flooding, and
- Be designed to a high standard, consistent with policy CS5, and use sustainable construction and design techniques.

All change will be managed in an environmentally sustainable way by avoiding/minimising or mitigating development pressure on the area's natural and built environment, its existing utilities and associated infrastructure and areas at risk of flooding. Environmental impacts to or from development that cannot be avoided should be adequately mitigated for it to be acceptable.

- 5.59 Whilst policy CS1 sets out the principle elements that make up the overall spatial strategy, policy CS2 sets out how this will be implemented using a sequential approach to the location of future development that is based on the settlement hierarchy and taking into account other sustainability criteria. This meets national and regional planning policy requirements to deliver development in the most appropriate places.
- 5.60 A further sequential test in relation to flood risk also has to be applied in line with Government guidance, set out in Planning Policy Statement 25, to ensure that there are no alternative sites available and suitable for development in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. Only in exceptional circumstances can a deviation from this approach be permitted where there is a need to meet the wider aims of sustainable development. The council's Strategic Flood Risk Assessment has informed the development of the spatial strategy and the distribution of development.
- 5.61 Accessibility to new developments is a key consideration to ensure sustainability. As such development should be located where it is readily accessible by sustainable forms of transport including public transport, walking and cycling, and where the need to travel is minimised. In the case of uses generating large freight movements, sites should be accessible by rail and water.
- 5.62 This policy is applicable to all development proposals and its implementation is fundamental to achieving the Core Strategy objectives and development strategy.

### **CS3: DEVELOPMENT LIMITS**

Development limits will be applied to the Scunthorpe urban area, the Market Towns and Rural Settlements. They will not be applied to rural settlements in the countryside.

In applying development limits the following considerations will be taken into account:

- Existing development patterns - the development limit will be drawn around the main built up area of the settlement. Scattered, sporadic or dispersed development or buildings separated from the main body of the settlement by areas of undeveloped land, roads or industrial areas will not be included. Where possible, limits should follow clearly defined features or constraints such as roads.
- Capacity - the ability of the settlement to accommodate future development based on existing and proposed infrastructure, on its access to facilities and services and levels of public transport. This also includes the availability of previously developed land.
- Existing planning consents/development - land with planning consent for residential development or community facilities where development has been implemented.
- Character - the limit will be drawn to reflect the need to protect and enhance settlement character. This means protecting areas of open space or land with the characteristics of open countryside within and adjacent to settlements by not including them within development limits. Large rear gardens or paddocks stretching well out the villages built form will also be excluded.

Development outside these defined boundaries will be restricted to that which is essential to the functioning of the countryside. This will include uses such as that related to agriculture, forestry or other uses which require a countryside location or that which will contribute to the sustainable development of the tourist industry.

The extent of the development limits will be defined in the Housing & Employment Land Allocations Development Plan Documents and shown on the accompanying Proposals Map and settlement insets.

- 5.63 Development limits for each settlement were set out in the existing North Lincolnshire Local Plan and are strongly supported as a key tool in ensuring that future development occurs in sustainable locations. They also ensure that the countryside is protected from inappropriate development and no uncontrolled expansion of settlements will take place.
- 5.64 The exact extent of development limits will be defined in the Housing & Employment Land Allocations Development Plan Document. Development limits will not be applied to those settlements classed as rural settlements in the countryside. Development in these locations will only be permitted where it is appropriate to the functioning of the countryside.

### **Monitoring**

- 5.65 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter.

Indicator	Target
Number of net additional dwellings per annum by settlement hierarchy.	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%
Amount of floorspace developed for employment by type.	Delivering at least 10 hectares of employment land within North Lincolnshire per annum (excluding the South Humber Bank employment site) between 2006 and 2026.
Development on previously used land	30% of all new development to be completed on previously developed land.
Annual amount of employment land developed by type at the South Humber Bank.	To deliver the South Humber Bank allocation by 2026
Amount of new residential development within 30 minutes public transport time of a GP, primary school, secondary school, employment area, major retail centre and hospital	All residential parts of North Lincolnshire to have easy access to local shopping and community facilities by 2026
Number of planning applications granted outside settlement development limits.	80% of planning permissions to take place within development limits
Proportion of new development located in areas at risk of flooding (excluding the Lincolnshire Lakes Project and the South Humber Gateway)	No more than 15% to 20%
Change in areas of biodiversity importance	Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance

## Key Documents

- Planning Policy Statement (PPS) 1: Delivering Sustainable Development (ODPM, 2005)
- Planning Policy Statement (PPS) 3: Housing (DCLG, 2006)
- Planning Policy Statement (PPS) 4: Planning Sustainable Economic Growth (DCLG, 2009)
- Planning Policy Statement (PPS) 7: Sustainable Development in Rural Areas (ODPM, 2004)
- Planning Policy Statement (PPS) 25: Development & Flood Risk (DCLG, 2010)
- Planning Policy Guidance (PPG) 13: Transport (DETR, 2001)
- The Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008)
- Hull & Humber Ports City Region Development Plan (Yorkshire Forward, 2007)
- Many Faces, One Community – North Lincolnshire’s Sustainable Community Strategy (NLSR, 2006)
- Strategic Housing Land Availability Assessment (NLC, 2008)
- North Lincolnshire Sustainable Settlement Survey (NLC, 2009)
- Employment Land Review (NLC, 2009)
- Assessment of Possible Locations for an Urban Extension for Scunthorpe (NLC, 2010)
- Lincolnshire Lakes Feasibility Study (Halcrow, 2009)
- Sequential Test of the Flood Risk of Potential Development Sites (Halcrow/NLC, 2009)

- Western Scunthorpe Urban Extension - Exception Test Strategy (Halcrow/NLC, 2010)
- Lincolnshire Lakes - Economic Assessment (Halcrow, 2010)
- Lincolnshire Lakes Access Study (Pell Frischmann, 2010)
- Sandtoft Evidence Base (Pell Frischmann, 2009)
- Humberside Airport Masterplan (Humberside Airport, 2007)

## Link to Key Objectives

### **Spatial Objectives:**

1, 2, 3, 4, 5, 6, 7, 8, 9, 10

### **SA Objectives:**

SA1; SA2; SA3; SA4; SA5; SA6; SA7; SA8; SA9; SA10; SA11; SA12; SA13; SA14; SA15; SA16; SA17; SA18; SA19; SA20; SA21; SA22; SA23; SA24; SA25; SA26; SA27; SA28

# 6

## RENAISSANCE ACROSS NORTH LINCOLNSHIRE

### Introduction

- 6.1 North Lincolnshire's Urban and Rural Renaissance programmes aim to transform the area for a better future for all. They will deliver a range of flagship projects that will not only help to support economic growth and improve the environment, but will also enhance the image of the area making North Lincolnshire an attractive place to live, work and invest.

### Context

#### National/Regional

- 6.2 At national level there is strong support for creating thriving towns and rural areas as part of the sustainable communities agenda. At regional level, this has been recognised by Yorkshire Forward and in the Regional Spatial Strategy. Scunthorpe forms part of Yorkshire Forward's Renaissance Towns and Cities programme, which encompasses 19 towns across the Yorkshire and Humber region, with the aim of transforming the lives of people living in them, creating brighter, far reaching visions of world class places to live, work and visit. In the rural areas, Yorkshire Forward selected the Isle of Axholme to be part of its Renaissance Market Towns Programme.

#### Local

- 6.3 The delivery of the renaissance programmes is a central aim for the Sustainable Community Strategy in ensuring that North Lincolnshire is an area that is thriving. In particular it supports the creation of a vibrant town centre and the Lincolnshire Lakes in Scunthorpe, which has been adopted by the Local Strategic Partnership as a flagship project, to establish the town as a key economic driver for the area. Also it supports the rural renaissance programmes to transform the area's rural towns and villages which reflect the diverse heritage of the area.
- 6.4 As part of the renaissance programmes, Town Teams were formed to draw up frameworks for the way ahead. In Scunthorpe, the end result was the Scunthorpe Strategic Development Framework (SSDF), published in April 2005, with the aim of successfully repositioning Scunthorpe over the next ten to twenty years by helping it become:
- A more competitive place
  - A strong hub for the sub-region
  - A more attractive place



- A distinctive destination
  - A more sustainable place
- 6.5 The Scunthorpe Strategic Development Framework (SSDF) sets out a vision to create a transformed urban area, based around three principle themes – a New Urban Heart, a New Century Garden Town and Lincolnshire Lakes.
- 6.6 In rural areas, the outcome of the Renaissance Market Town Initiative was a set of proposals for Crowle and Epworth aimed at promoting a diverse and expanding vibrant economy, including tourism and the improvement of services through the expansion and improvement of Crowle and Epworth town centres. The provision and coordination of community facilities including health, education and recreation are also important, as is the protection and enhancement of the distinctive cultural and environmental assets of the Isle of Axholme. However, these proposals, particularly in Epworth were not widely supported by the local community. As a result, the proposals now solely focus on Crowle.

## Approach

- 6.7 The Council's approach will be to ensure the co-ordinated delivery of the proposals set out in the Scunthorpe Strategic Development Framework (SSDF) and rural renaissance programmes.
- 6.8 In Scunthorpe, the first of these proposals is to create a New Urban Heart. This is based on creating a vibrant town centre through new mixed-use developments, including improving the retail offer, the establishment of a 'cultural quarter' and enhancement of the public realm. The aim is to produce an attractive, diverse and distinctive town centre and provide a community focus for residents and visitors.
- 6.9 The town centre proposals will be complemented by improvements to Central Park and the development a new iconic sport and leisure facility called The Pods. North Lincolnshire Council, with financial support from Yorkshire Forward, are investing over £26m to provide a high quality sports facility for the town and a reinvigorated community park. The scheme will provide opportunities to promote health, recreation, leisure and sport within one location based around Central Park. The Pods, which is due for completion in 2011, will become a centre of excellence for sports and recreation and be the hub for the development and delivery of sports, education and leadership training. The improvements to the park will create a boulevard to link the further education colleges with the The Pods and the town centre. The design of The Pods is currently rated under Breeam standards as very good but it is anticipated that it may achieve excellent once it is built.
- 6.10 Also forming part of the New Urban Heart proposals is the development of a Knowledge Campus concept for Scunthorpe. The Knowledge Campus is currently in early development and involves North Lincolnshire Council, John Leggott College, North Lindsey College, Local Senior Schools and Local Training Providers, to create a location with a reputation for learning, enterprise and creativity, with the ability to promote lifelong learning, business excellence and economic regeneration. The Knowledge Campus also aims to work specifically with local businesses to determine training and development needs and the potential to bring physical "technical support" presence to the town.

- 6.11 The second proposal is the creation a New Century Garden Town. The principle is based on the legacy of Patrick Abercrombie's town plan for the industrial garden town of Scunthorpe, which although never fully realised left the town with a range of high quality public open spaces. The modern day proposals are aimed at making the best use of the green spaces in Scunthorpe through revitalising their environment and the links between them, for both people and wildlife. This will also include improving important routes into and through the town as well as important gateways capitalising on the steel industry and the proposed Lincolnshire Lakes area. The proposals support the enhancement of sustainable transport opportunities (walking, cycling, and public transport).
- 6.12 The third and largest proposal is the flagship Lincolnshire Lakes which will create a major new sustainable waterside setting and neighbourhood for Scunthorpe. The project involves the creation of a sustainable urban extension to the west of the town, providing high quality, well designed sustainable new homes, as well as major opportunities for tourism, leisure, recreation and sport facilities all set within a unique lakeside environment. The proposals include the provision of a high quality business park and office accommodation which will help in the diversification of the North Lincolnshire economy and the creation of new, highly skilled jobs. The Lakes would positively transform the western approach to Scunthorpe and create a valuable opportunity for biodiversity and habitat creation. The long term goal is to provide around 10,000 new homes within the lakes areas, however during the plan period (up to 2026) the aim is to deliver around 6,000 of these new homes, with the rest being developed after 2026.
- 6.13 As part of the rural renaissance programme the Isle of Axholme Renaissance Market Towns Development Framework, Business Plan and Delivery Plan recommends the enhancement of Crowle Market Place to create a high quality meeting place at the heart of the town. The proposals include the relocation of existing facilities to open up the Market Place and changes to road layout to create an easier flow of traffic to ensure safer access for vehicles and pedestrians. The enhancement of the market place could also act as a catalyst to bring more businesses and visitors to the Isle of Axholme thus boosting the local economy.

## **CS4: CREATING A RENAISSANCE IN NORTH LINCOLNSHIRE**

The Council will work with its partners to promote and secure area wide renaissance in North Lincolnshire through delivering the following major transformational projects:

1. Scunthorpe Town Centre – creation of a vibrant and attractive town centre including new well designed mixed use developments to the east and west of the retail core showcasing the latest in energy efficient design and sustainable construction techniques and an improved public realm
2. Central Park & The Pods, Scunthorpe – development of an iconic sports facility, together with the rejuvenation of Central Park will create a centre for sports, recreation and leisure
3. Knowledge Campus, Scunthorpe - development of a higher education concept working with existing education and business institutions including North Lindsey College, John Leggott College and the Kingsway Centre
4. New Century Garden Town - improvements to open spaces greenways and gateways into Scunthorpe
5. Lincolnshire Lakes - developing a major waterside setting to the west of Scunthorpe providing a high quality environment in which to live and work and a significant wildlife habitat. This will be delivered through the creation a masterplan as part of the development of an Area Action Plan
6. Crowle - development in the Market Place to expand the range and quality of shops and other facilities and improve the quality of the environment.

New development supported by this policy must be designed to the highest standards to meet energy efficiency, accessibility and sustainable waste management and construction techniques. All development will meet the highest possible flood risk management standards, including the use of sustainable drainage systems to be incorporated, where practicable and viable.

- 6.14 This policy sets out the major transformational projects which are aimed at delivering area wide renaissance in North Lincolnshire. Implementation of these schemes will be dependent on working closely with partners such as Yorkshire Forward, other public sector bodies and the private sector as well as ensuring that the local community are involved throughout the process.
- 6.15 The design of The Pods and Central Park project was commissioned through an international design competition to ensure the building and surrounding parkland is modern, iconic, state of the art to drive forward the Urban Renaissance of the town. Work has commenced and is due to be completed in 2011. The work on Central Park also forms a key part of the creation of the New Century Garden Town.
- 6.16 The Knowledge Campus is dependent on partnership working between the Council and education and skills providers to provide opportunities for education and the development of skilled and talented people and develop a lifelong learning culture.

- 6.17 To deliver the Lincolnshire Lakes scheme, feasibility studies have been undertaken which considered economic, transport, legal, environmental, and planning issues. The feasibility studies outlined potential development scenarios for housing, employment, sustainable power generation, recreation and tourism, and the creation of a significant body of water. The next stage will be the development of a masterplan for the Lakes area which will form part of the Lincolnshire Lakes Area Action Plan. The Area Action Plan will ensure that the planning and delivery of the uses set out in the masterplan is co-ordinated and phased appropriately. It will also be the key document which will guide developers and decision makers on what form development should take and the levels of infrastructure to be provided to support that development.
- 6.18 As part of the Renaissance Market Town Initiative Crowle has seen the completion of a major £3m redevelopment of the market place. This first phase has seen a new modernised, pedestrianised market square, changes to the layout of the road network to create an easier flow of traffic and new bus stops. North Lincolnshire Council and Crowle Market Place Delivery Group are now working on Phase 2 of the project, and will work in partnership with English Heritage during the planning application stage to ensure that the final phase of the scheme will be in keeping with the Conservation Area Status. Phase 2, which is still subject to securing funding, will hopefully include: - a brand new bistro/café in the market place, including an area for outside seating; the relocation of the public toilets; an overall increase in parking spaces; small business units and retail space, with development opportunities for residential accommodation on first and second floors.

## Monitoring

- 6.19 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter.

Indicator	Target
Delivery of The Pods and Central Park.	To create an innovative and iconic new sports facility for the residents of North Lincolnshire together with the reinvigoration of Central Park by April 2011
Knowledge Campus	Increase Higher Education offer within North Lincolnshire
Lincolnshire Lakes The securing of the principles of the Exception Test Strategy The phasing of development in line with the provision of water infrastructure. Change in areas of biodiversity importance	Mitigation measures delivered in accordance with a timetable and masterplan to be agreed through the Lincolnshire Lakes Area Action Plan (AAP) Outline Water Cycle Strategy for North Lincolnshire Council (October 2010) -and any further up dated information- to be applied where relevant to the Lincolnshire Lakes project area together with an appropriate phasing plan for the delivery of development to inform the Lincolnshire Lakes AAP Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance.
Crowle Market Place redevelopment	Improve public realm and public space in Crowle Market Place. Increase usage of Market Place.

## Key Documents

- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- Many Faces, One Community – North Lincolnshire’s Sustainable Community Strategy (NLSP, 2006)
- Scunthorpe Strategic Development Framework (Gillespies/Yorkshire Forward, 2005)
- Lincolnshire Lakes Feasibility Study (Halcrow, 2008)
- Isle of Axholme Development Framework (Spawforths, 2005)
- Isle of Axholme Delivery Plan (Spawforths, 2005)
- Isle of Axholme Business Plan (Spawforths, 2005)
- Crowle Market Place - Consultation Document (Baumann Lyons, 2009)

## Link to Key Objectives

### **Spatial Objectives:**

1, 3, 4, 5, 6, 7, 8, 10

### **Sustainability Objectives:**

SA1; SA2; SA3; SA4; SA5; SA6; SA7; SA8; SA9; SA10; SA17; SA18; SA19; SA24; SA25; SA26; SA27; SA28

# 7

## DELIVERING QUALITY DESIGN IN NORTH LINCOLNSHIRE

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### Introduction

- 7.1 The design of buildings and spaces play an important role in everyday life by enhancing the local scene and help to sustain a sense of local distinctiveness, which is important to the character and appearance of towns, villages and the countryside. Therefore, good design will be promoted and the best of the area's heritage protected and enhanced in order to create places and spaces that contribute to sustainable communities.
- 7.2 Over the next 15 to 20 years, North Lincolnshire will undergo significant changes as part of supporting an area wide renaissance and achieving the vision of being the north of England's Global Gateway. This will include accommodating an increased level of development. It will be vital to ensure that this growth is planned and designed appropriately as it will have a major impact on the lives of residents and visitors to the area. High quality design will need to be at the centre of all changes taking place in North Lincolnshire. The challenge for the LDF is to drive up design standards whilst maintaining and enhancing the area's built and historic environment.

### Context

#### National/Regional

- 7.3 Over recent years raising the quality of design has been placed at the heart of the planning process and is now indivisible from good planning. This is emphasised in Planning Policy Statement (PPS) 1 and Planning Policy Statement (PPS) 3, together with a number of other government publications such as Secured By Design (2000), Safer Places (2004) and Manual For Streets (2007). Other guidance and best practice has also been produced by English Partnerships and the Commission for Architecture and the Built Environment (CABE). These will provide useful tools in delivering high quality design in North Lincolnshire.
- 7.4 Manual for Streets places an emphasis on the needs of pedestrians where previously motorists and traffic flow were given priority. New residential development needs to make car use an option rather than a necessity and therefore design has an important role to play in tackling climate change and reducing energy consumption.

- 7.5 The Code for Sustainable Homes was introduced to improve environmental standards including energy efficiency and water usage standards with new dwellings. Whilst the code does have direct linkages with building regulations the implications for planning are also significant. Urban designers are required to ensure that design minimises energy consumption, maximises the use of renewable forms of energy on site and utilises potential for sustainable urban drainage systems (SUDS). These issues should all be considered early on in the process. Consequently sustainable design is essential if the development industry is to successfully address the challenge ahead.
- 7.6 National policy towards the historic and built environment is set out in Planning Policy Statement (PPS) 5 and its associated practice guide. Its overarching aim is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations.
- 7.7 The Regional Spatial Strategy (RSS) supports government policy by encouraging good design and ensuring the region's best built and historic environment is conserved and enhanced. It also encourages a reduction in the level of greenhouse gas emissions in the region (by 20% to 25% of 1990 levels) by 2016 through creating more energy, resource and water efficient buildings.

## Local

- 7.8 The Urban and Rural Renaissance programmes have placed good design at the heart of creating transformational change in North Lincolnshire. With good design, the profile and the image of the area can be enhanced as an area of choice to live, work and invest.
- 7.9 The Sustainable Community Strategy (SCS) shares the vision of raising the quality of the built environment through the delivery of the renaissance programmes to create a strong identity for the area and improve the area's environment. The SCS supports the need to enable people to feel and be safe by reducing the impact of anti-social behaviour, reducing crime and improving road safety. Design can play an important role in helping to tackle these.
- 7.10 North Lincolnshire contains more than 1,000 listed buildings of historical importance, of which the proportion of Grade 1 historic buildings is twice the national average. These range from prominent buildings like Normanby Hall and Thornton Abbey to buildings in the historic centres of some of the area's towns and villages, which reflect development over the centuries. The heritage of North Lincolnshire is further emphasised by 17 Conservation Areas and 35 Scheduled Ancient Monuments. It is important that the uniqueness of the built and historic environment remains for future generations to enjoy by protecting it from harmful change and allowing sympathetic adaptation and re-use of buildings.

## Approach

- 7.11 All new buildings and spaces in North Lincolnshire should be of a high quality design and contribute to making places more attractive and convenient for people. They should respect their surroundings, not harm local amenity, protect local distinctiveness and character, and be designed to be accessible by all sections of the community. Policies will be focussed on designing successful places for people. For example, new housing development should include a range of house types and tenures with a density that relates to their surroundings, with routes that can be easily understood and that connect logically with existing street patterns. All development should create safe places, which have distinct identity, as these are important to our quality of life. Developers and applicants will be required to take account of national, regional and local planning policies. At the local level, policy considerations may include village design statements, conservation area appraisals or development briefs which could influence how a site is developed. The North Lincolnshire Residential Design Guide should be considered in new residential development, which incorporates the broad design principles contained within Manual For Streets.
- 7.12 In designing new buildings and spaces, climate change and the wider global environment need to be taken into account. This provides a major opportunity to promote the use of sustainable design and construction techniques to reduce energy consumption, promote energy efficiency, reduce carbon emissions and discourage the wasteful use of finite natural resources. Developments should also be designed to mitigate against and withstand the effects of climate change. Sustainable design also includes the sustainable use of resources which plays an important part in conserving materials and natural resources, which over time are likely to become scarcer. Therefore consideration should be given to how existing buildings can be re-used, as well as how new buildings could be used in different ways in the future. Sustainable materials including those that are degradable, have low embedded energy, are easily renewed, or are recyclable are key considerations. Overall, the sustainable design of buildings and spaces is a vital part of supporting transformational change and encouraging greater sustainability.
- 7.13 The LDF recognises the need to protect and enhance the area's built heritage assets for the enjoyment of local people and to promote the image of the area to investors and tourists. It acknowledges the importance of land mark buildings and historic areas, and promoting elements that gives North Lincolnshire a positive recognisable identity. The preservation of the built heritage will positively promote the design of future development.



## CS5: DELIVERING QUALITY DESIGN IN NORTH LINCOLNSHIRE

All new development in North Lincolnshire should be well designed and appropriate for their context. It should contribute to creating a sense of place. The council will encourage contemporary design, provided that it is appropriate for its location and is informed by its surrounding context. Design which is inappropriate to the local area or fails to maximise opportunities for improving the character and quality of the area will not be acceptable.

New development in North Lincolnshire should:

- Contribute towards creating a positive and strong identity for North Lincolnshire by enhancing and promoting the image of the area through the creation of high quality townscapes and streetscapes.
- Ensure it takes account of the existing built heritage from the earliest stages in the design process, in particular terms of scale, density, layout and access.
- Incorporate the principles of sustainable development throughout the whole design process. This will include site layout, minimising energy consumption, maximising use of on-site renewable forms of energy whilst mitigating against the impacts of climate change; for instance flood risk.
- Create safe and secure environments, which reduce the opportunities for crime and increase the sense of security for local residents through the use of Secured by Design guidance.
- Consider the relationship between any buildings and the spaces around them, and how they interact with each other as well as the surrounding area. The function of buildings should also be considered in terms of its appropriateness for the context in which it is located.
- Create attractive, accessible and easily distinguished public and private spaces that complement the built form.
- Support sustainable living and ensure that a mix of uses, which complement one another are incorporated.
- Provide flexibility in that new and existing buildings and spaces are able to respond to future social, technological, environmental and economic needs.
- Be easily accessible to all users via recognisable routes, interchanges and landmarks that are suitably connected to public transport links, community facilities and services and individual communities and neighbourhoods in North Lincolnshire. Buildings and spaces should be accessible by all sections of the community, and ensure that the principles of inclusive design are reflected.
- Incorporate appropriate landscaping and planting which enhances biodiversity or geological features whilst contributing to the creation of a network of linked greenspaces across the area. Tree planting and landscaping schemes can also assist in minimising the impacts of carbon emissions upon the environment.
- Integrate car parking provision within the existing public realm and other pedestrian and cycle routes.

- 7.14 This policy sets out the key design principles for all new development in North Lincolnshire. Its aim is to ensure that development supports the creation of a high quality built environment which is attractive to residents, investors and visitors. However, is not just about the architecture of a building. The same principles will apply to the spaces between buildings, particularly within built up areas, that make an important contribution to people's lives. Parks, gardens, playing fields, amenity areas and town and village squares offer pleasant settings to live, work and play as well as providing social meeting places and important breaks in built up areas.

- 7.15 To ensure that development proposals meet this policy requirement, a Design and Access Statement should accompany planning applications in accordance with the guidance set out in Department of Communities and Local Government Circular 01/2006: Guidance On Changes To The Development Control System and CABI guidance. Design and Access Statements should provide a site analysis describing how the proposal has evolved, how the proposal responds to its context and how it connects with surrounding areas. The applicant will need to demonstrate how issues relating to access to the development have been dealt with.
- 7.16 It is likely that large-scale developments or areas which are covered by Area Action Plans (AAP) will take place over a number of years. It will be important to ensure a design strategy is prepared as part of the application or AAP to provide a clear steer for the design of new developments as they are implemented.
- 7.17 As design is a major part of creating sustainable communities, it will have an important role with regard to landscape protection, biodiversity, natural resource use, energy efficiency, flood risk and pollution. When considering proposals for future developments, applicants should give close attention to other policies in the Core Strategy covering the natural environment and resource use as part of the design process.
- 7.18 The Building Regulations help to ensure that all new dwellings are constructed to mobility standards, taking into account the characteristics of each site. New dwellings should also be built to, or be easily adaptable to, lifetime standards. Lifetime homes incorporate features which make the dwellings easily adaptable to changing family needs and enable everyone to live independently. The council advises developers to consult a specialist in this field, such as the Joseph Rowntree Foundation to discuss development proposals. The government's Code for Sustainable Homes and Building for Life Criteria provides national standard for the construction industry and incorporates a requirement for new homes to be built to lifetime standards.
- 7.19 The policy will mainly be implemented through the development control process. Further information and advice on how to design buildings and spaces sustainably will be provided in a Supplementary Planning Document (SPD).

## CS6: HISTORIC ENVIRONMENT

The council will promote the effective management of North Lincolnshire's historic assets through:

- Safeguarding the nationally significant medieval landscapes of the Isle of Axholme (notably the open strip fields and turbaries) and supporting initiatives which seek to realise the potential of these areas as a tourist, educational and environmental resource.
- Preserving and enhancing the rich archaeological heritage of North Lincolnshire
- Ensuring that development within Epworth (including schemes needed to exploit the economic potential of the Wesleys or manage visitors) safeguards and, where possible, improves the setting of buildings associated with its Methodist heritage.
- Ensuring that development within North Lincolnshire's Market Towns safeguards their distinctive character and landscape setting, especially Barton upon Humber, Crowle and Epworth.

The council will seek to protect, conserve and enhance North Lincolnshire's historic environment, as well as the character and setting of areas of acknowledged importance including historic buildings, conservation areas, listed buildings (both statutory and locally listed), registered parks and gardens, scheduled ancient monuments and archaeological remains.

All new development must respect and enhance the local character and distinctiveness of the area in which it would be situated, particularly in areas with high heritage value.

Development proposals should provide archaeological assessments where appropriate.

- 7.20 The aim of this policy is to ensure that North Lincolnshire's important sites and areas of historic and built heritage value are protected, conserved and enhanced in order that they continue to make an important contribution to the area's scene and the quality of life for local people.
- 7.21 In determining proposals for development affecting sites and areas of historic and built heritage value, a key consideration will be the need to ensure that development does not affect their character and setting but respects and enhances them. Development should also contribute to the local distinctiveness. Consideration should be given to any relevant saved policies of the North Lincolnshire Local Plan and Conservation Area Appraisals.
- 7.22 These policies will be implemented in the following ways:
- Using the planning application process to positively bring about development which supports the design policy
  - Through the application of design and heritage guidance in a Design SPD
  - Through the production of Conservation Area appraisals and management plans
  - Through the up to date record of historic assets and a list of locally listed buildings.

## Monitoring

- 7.23 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter.

Indicator	Target
Number of planning applications to have the highest standard of sustainable construction design	60% of all new development attaining the highest standard of sustainable construction design certificate and meeting appropriate construction design levels in Part B (or higher national standards).
Number of heritage assets on the 'Heritage at Risk' register	Annual reduction in the number of heritage assets on the 'Heritage at Risk' register.
Number of planning applications granted contrary to English Heritage objections	No more than 10% of planning applications granted planning permission despite sustained objections from English Heritage. Nil planning applications granted subject to sustained objection from English Heritage due to impact on historic environment.
Percentage of Conservation Areas with up to date character appraisals	80% of designated Conservation Areas with adopted character appraisals.

## Key Documents

- Planning Policy Statement (PPS) 1: Delivering Sustainable Development (ODPM, 2006)
- Planning Policy Statement (PPS) 5: Planning for the Historic Environment (DCLG, 2010)
- By Design - Urban Design in the Planning System - Towards Better Practice (DETR, 2000)
- Safer Places: The Planning System and Crime Prevention (ODPM/Home Office, 2004)
- Scunthorpe Strategic Development Framework (Gillespies/Yorkshire Forward, 2005)
- Urban Realm Document (LDA Design working with Modus Operandi, 2006)

## Link to Key Objectives

### Spatial Objectives:

1, 6

### SA Objectives:

SA1, SA2, SA4, SA5, SA8, SA9, SA11, SA13, SA17, SA19, SA23



# 8

## DELIVERING BETTER HOMES IN NORTH LINCOLNSHIRE

### Introduction

- 8.1 Everyone has the right to a safe, decent and affordable home which meets their needs, in a community where they want to live. This is at the heart of delivering the spatial vision for North Lincolnshire. Housing is the most extensive land use and, in its relationship with jobs, services and transport networks, is a key ingredient in helping to achieve sustainable communities. The number of new dwellings provided, together with the location and their affordability, are major issues for the Local Development Framework (LDF) to address, in order to provide high quality housing that reflects local people's aspirations.
- 8.2 Its main aim is to set out a strategy for housing provision, within the context of its sub-regional housing market that:
- Contributes towards North Lincolnshire's renaissance, by helping to create more mixed, diverse, inclusive and well connected communities. This will encourage attractive, safe, well designed, quality developments, located in areas with good access to jobs, key services and infrastructure
  - Encourages a wide range of housing types, for both affordable and market housing, to meet the needs of all members of the community – ensuring a better balance between housing demand and supply, as well as increasing affordability
  - Keeps the area's housing requirements, and the way in which they are being met, under regular review.

### Context

#### National/Regional

- 8.3 Planning Policy Statement (PPS) 3: Housing sets out the national planning framework for delivering the Government's housing objectives. The main aim of the policy is to ensure that everyone has the opportunity to live in a decent home, which they can afford, in a community where they want to live. The framework aims to achieve this overall goal through delivering housing which is well designed, built to a high standard and suitably located, with a mixture of house types and tenures.
- 8.4 The Regional Spatial Strategy (RSS) for Yorkshire and Humber identifies Scunthorpe as one of 11 sub-regional cities or towns, which are seen as the prime focus for new housing development and growth in the region. They offer the best opportunities to ensure that development takes place in the most sustainable way. Elsewhere, the Core Strategy aims to meet locally generated needs for both affordable and market housing including in the area's Market Towns.

- 8.5 The RSS identifies an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods – 2004 to 2008 and 2008 to 2026. Between 2004 and 2008, North Lincolnshire was expected to provide 2,200 new dwellings (a rate of 550 dwellings per year). Then in the period 2008 to 2026, the area is expected to provide 13,500 new dwellings (a rate of 750 dwellings per year). This level of housing provision reflects the economic opportunities provided by the Humber ports and the significant opportunity to provide an urban focus of development in Scunthorpe.

## Local

- 8.6 As of April 2010 there were 71,947 dwellings within North Lincolnshire, with the following characteristics:

- Over three quarters of properties in North Lincolnshire are detached or semi-detached with three bedroom properties being the most prevalent
- Almost a fifth of homes in North Lincolnshire are under-occupied; this is reflected in the high demand on the social housing register for one and two bedroom housing. Over-occupation is relatively low
- 16.3% of properties are terraces and the supply of flats/apartments is small
- Owner-occupation is the dominant tenure, with 38.6% of households owning their properties outright and 38.5% doing so with a mortgage or loan
- 15.7% of households live in socially rented accommodation

- 8.7 The private rented sector is relatively small, accounting for just 6.3%. The Strategic Housing Market Assessment Market Review (November 2008) identified the following key issues for future provision:

- In the 25 year period between 2004 and 2029, the population of North Lincolnshire will grow by 21,000 households to 88,000. This growth will predominately be one person households specifically made up of people over the age of 45 years old, increasing the already high demand for smaller properties
- North Lincolnshire has an annual net shortfall of affordable homes of 373 units. This increased from 302 in 2005 and is as a result of a combination of low wage levels and high house prices
- The greatest level of need for affordable housing is housing for rent, however a small proportion of this need could be met by an appropriate intermediate affordable tenure
- The mean house price in North Lincolnshire ranges from £88,000 in the Frodingham area of Scunthorpe to £194,789 in Axholme South and £197,057 in Axholme Central. This demonstrates the extreme affordability difficulties being faced in rural communities.

## Future Provision

- 8.8 The RSS outlines an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods with an additional 40 hectares of employment. In first period (2004 to 2008) North Lincolnshire was expected to provide 2,200 new dwellings at a rate of 550 per year. Then in the second period (2008 - 2026), the area is expected to provide 13,500 new dwellings at a rate of 750 dwellings per year. The Core Strategy has been drafted two years into the RSS second period for housing delivery. Between 2004 and 2010, a total of 3,506 dwellings have been completed. This leaves a requirement of 12,063 dwellings (at a rate of 754 dwellings per year) to be delivered during the remainder of the period between 2010 and 2026. It is this up to date requirement which will be delivered through this Core Strategy. Table 8.1 identifies the overall housing requirement, spatial distribution and the number of dwellings with planning permission as the basis at April 2010.

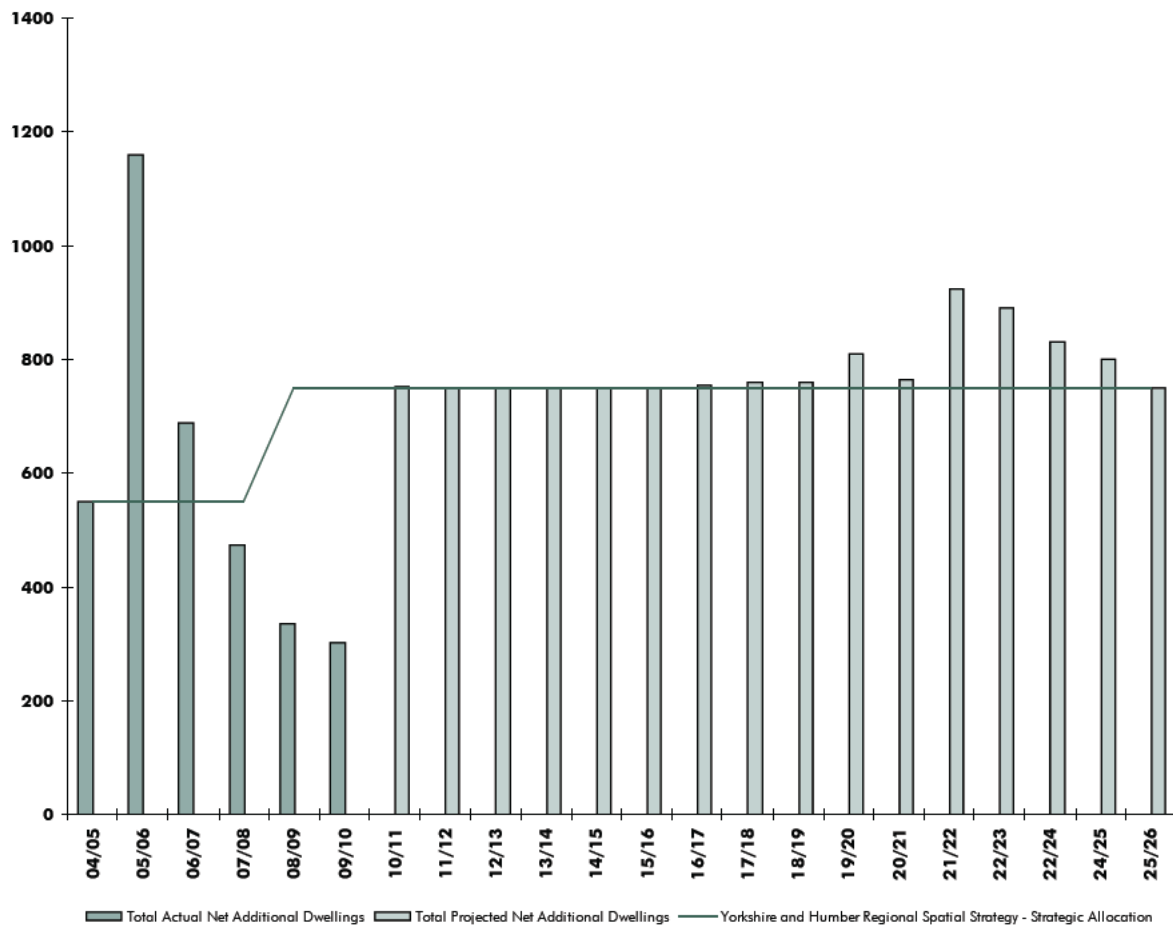
	<b>Spatial Distribution</b>	<b>Commitments at April 2010</b>	<b>Additional Housing Requirement</b>
North Lincolnshire overall requirement	12,063	3,482	8,581
Scunthorpe	9,892	2,642	7,250
Barton upon Humber	724	553	171
Brigg	844	88	756
Crowle	145	31	114
Kirton in Lindsey	181	168	13
Winterton	277	0	277
<b>Total</b>	<b>12,063</b>	<b>3,482</b>	<b>8,581</b>

- 8.9 In making provision to meet this strategic housing requirement, the council has had regard to the following key principles:
- To focus growth in the Scunthorpe Urban Area, by adopting a long term, flexible approach. The need to secure rapid urban renaissance in the town and housing renewal and growth is vital to strengthen its role as a sub-regional town
  - Ensure that the area's Market Towns provide sustainable communities with local services that cater for their surrounding settlements
  - Takes into account existing commitments, in terms of dwellings under construction and planning permissions at April 2010
  - Makes an assumption that, while windfalls will inevitably occur and need to be shown as part of overall levels of housing supply, an allowance from this should not be included in the strategic allocation for the first ten years of the plan period.

## North Lincolnshire's Housing Trajectory to 2026

- 8.10 The housing trajectory takes into account sites likely to come forward in the first 5 years. The expected phasing and delivery detail for each site will be established through the Housing and Employment Land Allocations DPD, enabling the housing trajectory, including the requirement for a 15-year housing land supply.





## Approach

8.11 The approach of the Core Strategy will ensure that sufficient homes are provided in North Lincolnshire at prices that residents can afford and that meet the needs of people living in them. The delivery of housing is a key element in building sustainable linked communities. This underpins other key objectives of the strategy, including good health, education, economic prosperity and community safety.

## Spatial Distribution

8.12 To ensure that housing development takes place in the most sustainable locations, North Lincolnshire's additional housing requirement will be mainly allocated within Scunthorpe Urban Area. 82% of the net requirement will be allocated within Scunthorpe whilst a further 18% will be divided between five of the six Market Towns (Barton upon Humber, Brigg, Crowle, Kirton in Lindsey and Winterton) with a particular focus on Brigg and Barton upon Humber. The distribution reflects the intentions of the RSS to concentrate development in Regional and Sub Regional Cities and Towns and Local Service Centres.

8.13 Scunthorpe is the most sustainable settlement, as it has the greatest amount and range of employment and services including excellent public transport. In delivering 82% of the area's housing requirements, priority will be to use suitable previously developed land and buildings and other infill opportunities within the urban area followed by an urban extension to the west of the town.

- 8.14 The Strategic Housing Land Availability Assessment (SHLAA) identified that previously developed land within Scunthorpe is extremely limited. Therefore a significant amount of greenfield development will be required to accommodate 9,892 homes. This will take the form of an urban extension adjoining the western edge of the built up area. To deliver this urban extension, which takes the form of the Lincolnshire Lakes development, an Area Action Plan will be prepared. This will provide a detailed planning and implementation strategy for the Lincolnshire Lakes in accordance with the Core Strategy policies to ensure that development is phased appropriately alongside the provision of infrastructure as set out in the Infrastructure Delivery Plan.
- 8.15 North Lincolnshire's remaining housing requirement will be distributed between five Market Towns. The Sustainable Settlement Survey 2009 identified Barton upon Humber and Brigg to be the most sustainable settlements outside the Scunthorpe Urban Area. Both towns have a good variety of employment opportunities and key services and facilities including shops, schools, GP and leisure centres and provide an important role in serving the surrounding settlements. Given these points approximately 6% of the area's housing requirement will be located in Barton upon Humber with 7% being met in Brigg.
- 8.16 Crowle is the fourth largest Market Town in population terms and acts as a service centre for the northern proportion of the Isle of Axholme. The town is currently undergoing rural renaissance as part of Yorkshire Forward's Renaissance Market Towns project to improve local services and facilities and make the town more attractive to visitors and investors. In support of Crowle's role as Market Town and to help deliver rural renaissance, approximately 1.2% of the overall housing requirement will be located within the town.
- 8.17 The towns of Kirton in Lindsey and Winterton provide good local services such as schools and shops and act as service centres for the neighbouring settlements. In keeping with the existing character of the towns 1.5% of the housing requirement will be allocated in Kirton in Lindsey with 2.3% being allocated in Winterton.
- 8.18 Epworth is the sixth Market Town within North Lincolnshire and is the main service centre for the southern portion of the Isle of Axholme. The town has a wide range of services and facilities, and a thriving town centre. However there are a number of issues affecting the town, including traffic congestion and limited employment opportunities due to employment sites being redeveloped for housing. It is also felt that the existing infrastructure is not suitable to accommodate further growth. Taking these into account the future level of development within Epworth will be limited to that which has already commenced or has planning consent.
- 8.19 The release of housing land will be identified in more detail through the Housing and Employment Land Allocations DPD. This will be phased to ensure that a five year supply of deliverable sites which are available, suitable and achievable exist to meet the annual net dwelling target. Previously developed land will be released as a priority over greenfield land where the land is in a sustainable location.

## Affordable Housing

- 8.20 North Lincolnshire Council is committed to providing high quality affordable homes for people who are unable to access or afford market housing. Throughout the LDF consultation process local people highlighted the affordability of homes in the area as a major concern. The planning system is one of a number of mechanisms the local authority and its partners will use to increase the supply of good quality, affordable homes.
- 8.21 For the purpose of the LDF, the PPS3 definition of affordable housing will be used. This states that affordable housing includes social rented and intermediate housing provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, taking into account local incomes and local house prices
  - Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.
- 8.22 The need for affordable housing in North Lincolnshire has been calculated using government guidance and is set out in the Strategic Housing Market Assessment Review 2008. This has taken into account current levels of housing need, future housing need (based upon new household formation, proportion of new households unable to buy or rent in the market and existing households falling into need), together with affordable housing supply.
- 8.23 The concept of affordability is critical in the needs assessment process. Government guidance states that gross household income and entry-level house prices should be used in the estimate affordable housing needs. A household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income home and 2.9 times the gross household income for a two income household. The Strategic Housing Market Assessment - Market Review 2008 identified that to purchase an entry-level property in North Lincolnshire of £95,000 a single income household would need £27,143 per annum (3.5 times income). A household with two or more incomes wishing to purchase an entry-level property would need £32,758 per annum (2.9 times income).
- 8.24 The Strategic Housing Market Assessment - Market Review 2008 estimates that annually 0.6% of all households in North Lincolnshire would be in housing need, resulting in a need to provide 373 new affordable homes per year. This is more than half of the total average annual requirement set by the RSS for North Lincolnshire of 550 dwellings between 2004 and 2008 and just over half the requirement for the period 2008-2026 of 750 dwellings. However, it is recognised that this level of provision is not economically deliverable or sustainable on all housing sites in North Lincolnshire, as there are wider issues such as viability, creating sustainable communities and delivering regeneration. It is evident that setting targets, which are unachievable, would prejudice the regeneration objectives for Scunthorpe and be counter-productive.
- 8.25 In addition to assessing local housing needs, PPS3 places a duty on local authorities to undertake an assessment of the economic viability of the threshold proportions of proposed affordable housing, including their likely impact on the overall level of housing delivery and creating mixed communities. In 2008 the council commissioned a Financial Viability Assessment of the policies for affordable housing within the emerging Core Strategy. Affordable housing impacts on development viability because it provides a significantly reduced level of revenue to the developer compared with market level sales values. Maintaining the viability (in this sense meaning the financial health) of residential development schemes is crucial to ensuring the release of sites and thus the supply of housing of all types.
- 8.26 The 2008 Financial Viability Assessment recommended:
- It is not financially viable to request more than 30% affordable housing on any development site in North Lincolnshire
  - On a site of 15 or more dwellings in the Scunthorpe urban area a target of 20% affordable housing on windfall sites and up to 30% on certain greenfield site allocations is viable
  - A target of 20% affordable housing on development sites of 5 or more dwellings in Market Towns

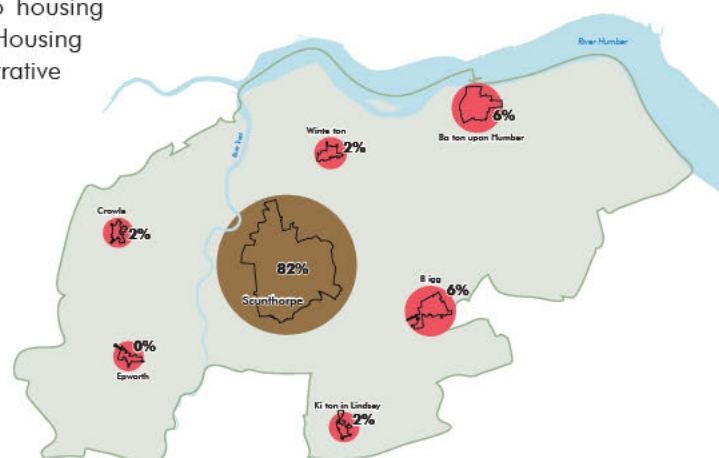
- That the council could also consider, again as a target, seeking carefully judged financial contributions equivalent to between 10% and 20% affordable housing from sites of 3 or more units in rural settlements
  - A target affordable housing tenure mix of 70% social rented and 30% intermediate tenure.
- 8.27 The RSS also states that North Lincolnshire should seek up to 30% of the total number of dwellings to be affordable. Although the level of housing need in North Lincolnshire would support this approach, the findings of the Financial Viability Assessment clearly show that this would render housing development in North Lincolnshire unviable thus impacting on housing delivery and the creation of mixed communities.
- 8.28 PPS3 states that the site-size threshold for affordable housing should be 15 dwellings, though a lower threshold may be adopted where viable and practicable.
- 8.29 It is proposed to adopt the threshold of 15 dwellings in the Scunthorpe urban area. In addition, there needs to be policy support for the provision of rural affordable housing where need is identified that will help to maintain sustainable rural communities. It will be necessary to apply a threshold for affordable housing provision, which is lower than 15 dwellings, to make sure that opportunities to provide the necessary affordable housing are taken. A threshold of 5 dwellings will be adopted in the Market Towns and 3 dwellings in the rural settlements. It is important that housing in small towns and villages contributes to affordable housing provision.
- 8.30 A stepped approach to the percentage requirement has also been proposed that will seek a target of 20% affordable housing in the Scunthorpe urban area and the Market Towns and a target of 10% in rural settlements.
- 8.31 Given that within current local policy there is no requirement for affordable housing on rural sites below 15 units, this policy change is significant and should have a positive impact on the provision of affordable housing in rural areas. As the Financial Viability Assessment suggests, this 10% contribution will be sought as an off-site financial contribution based on sites between 3 and 5 dwellings, or on sites of 5 or more dwellings the contribution should be on site if it is possible to do so.
- 8.32 Off site financial contributions will be made to the council and held until they can be used solely for the provision of affordable housing. Payments will be used within the same parish as the original development where possible. If this is not possible it will be used within the same housing market area. Payments will be secured through a Section 106 legal agreement. Provision of affordable housing using off-site contributions will include:
- New build affordable housing units
  - Refurbishment of existing affordable units to bring them up to standard
  - Purchase and refurbishment of empty properties to bring them into use as affordable dwellings
  - Land purchase to build home new affordable homes
  - Where new build homes is the only option the sum would be expected to cover the cost of finding an alternative site and developing new affordable homes.
- 8.33 All off-site contributions will be applied according to local housing needs and in line with North Lincolnshire Council's Housing Strategy.

- 8.34 A positive and proactive approach, informed by evidence, is required that sets clear targets for the deliverability of rural affordable housing. The council considers that in exceptional circumstances, this is best achieved by allowing small sites to be used, specifically for affordable housing in small rural communities that would not normally be used for speculative new housing. These exception sites would be outside existing development limits and be based on the identified needs of the local community. They would only be used for affordable housing and would be reserved for such uses indefinitely.
- 8.35 This approach takes into account the findings of the Strategic Housing Market Assessment - Market Review 2008 and the Financial Viability Assessment, but has been written to ensure that development is not stagnated. Additional guidance on the council's approach to affordable housing is set out in the forthcoming Affordable Housing SPD.

## Housing Density

- 8.36 The increased demand for new homes is putting development land under pressure. In order to maximise the use of available sites and reduce the pressure on greenfield land, priority will be to re-use previously developed land.
- 8.37 In recent years North Lincolnshire has seen development at or around 30 dwellings per hectare, depending upon the location and nature of the site. Sites within Scunthorpe and the Market Towns have achieved high quality design with densities significantly higher than this figure. These sites have included a variety of housing types for example family homes, apartments and town houses. Higher density development does not mean poor development. The requirement for quality will not be sacrificed in the pursuit of high densities. In order to further its aims of regeneration, as well ensuring the protection of the natural and built environment, the Core Strategy will aim to achieve the optimum density of development that is compatible with quality design and amenity of existing and future occupiers.
- 8.38 The Strategic Housing Land Availability Assessment (SHLAA) gave an indication of the dwelling densities that have been achieved over the past five years on a variety of site sizes and locations within North Lincolnshire. It identified that the following net density ranges have been achieved:
- Scunthorpe Town Centre 45-70 dwellings per hectares (dph)
  - Within Scunthorpe and Market Towns development limits 40-45dph
  - Outside the development limits of Scunthorpe and Market Towns 30-35 dph

- 8.39 The proposed spatial approach to housing provision is shown on the Housing Distribution Diagram for illustrative purposes.



## **CS7: OVERALL HOUSING PROVISION**

Between 2010 and 2026, North Lincolnshire's housing requirement is for 12,063 new dwellings to be provided (754 new dwellings per year):

Of these new dwellings around 3,482 will be provided from sites that already have planning permission or are under construction.

All proposals for housing should include a variety of housing types, sizes and tenures to meet the local housing needs. All new dwellings should be well designed and meet the Codes for Sustainable Homes. The exact housing mix on each site will be determined based on the Strategic Housing Market Assessment - Market Review (November 2008) and any updates to this document.

Housing land will be allocated, released and phased to ensure the delivery of additional dwellings remains close to the target identified above. Previously developed land will take priority over greenfield land where it is in a sustainable location. Based on the Annual Monitoring Report findings, allocated sites will be brought forward as required to maintain the five year supply and distribution of land for housing in the most sustainable locations in accordance with the spatial development strategy.

To provide flexibility in the delivery of housing the council will allocate contingency sites through the Housing and Employment Land Allocations Development Plan Document to deliver 1,300 additional dwellings within the Scunthorpe Urban Area. If over any continuous three year period the net additional housing requirement varies by more than 20% the allocated contingency sites will be brought forward.

Housing development will be required to make efficient use of land but the density of new development should be in keeping with the character of the area and should support the development of sustainable, balanced communities.

Dependent upon the location of a development site at least the following net density ranges should be achieved within a residential development site, or the residential element of a mixed use site:

- Scunthorpe town centre: 45-70 dwellings per hectare
- Within Scunthorpe and Market Towns development limits: 40-45 dwellings per hectare
- Within rural settlements and the countryside: 30-35 dwellings per hectare

- 8.40 The purpose of this policy is to set out the overall level of housing provision that will be required to meet North Lincolnshire's needs until 2026 and that an appropriate range and mix of housing is provided to meet the needs of the existing and future population.
- 8.41 The policy will be mainly delivered through the allocation of sites in the Housing and Employment Land Allocations DPD, Lincolnshire Lakes Area Action Plan and the consideration of planning applications. At least a ten-year supply will be identified through the Housing and Employment Land Allocations DPD. In accordance with Government advice there will be no allowance in the 10 year supply for windfalls, although these sites will be monitored on an annual basis.
- 8.42 The priority for the release of sites will be given to sites within the Scunthorpe Urban Area, then the Market Towns and small scale development in rural settlements. It is a key requirement to deliver development on previously developed land, contributing to the brownfield target. It will be important to ensure that a range of development sites are identified, in order to ensure that there is a choice of locations, and dwelling types and sizes available. Proposals for individual sites will give an indication of the number of dwellings that could be anticipated, along with any other requirements that the development may deliver.

- 8.43 New development will be in accordance with national density guidelines. Higher density does not mean a reduction in quality of amenity, or the urban and rural environment. All development including higher density development will be required to incorporate a high standard of design of buildings, streets and spaces. Densities will vary across North Lincolnshire's settlements. In some cases it might be necessary in the interest of townscape, or nature conservation, to provide for development at a lower density. Achieving higher densities will not be a reason for not providing a mix of property types and sizes.

## CS8: SPATIAL DISTRIBUTION OF HOUSING SITES

The allocation of sites for 12,063 new dwellings will be delivered in accordance with sustainable development principles and the following sequential approach:

- The principal focus for housing is previously developed land and buildings within the development limits of Scunthorpe followed by a greenfield urban extension to the west of the town. 82% of all new dwellings will be located in and adjacent to the urban area, equating 9,892 new dwellings. A total of 6,000 new dwellings will be provided within the Lincolnshire Lakes area during the plan period, with 1,250 being provided elsewhere within the urban area. Of these new dwellings 2,642 will be provided from sites that already have planning permission or are under construction.
- The Market Towns of Barton upon Humber, Brigg, Crowle, Kirton in Lindsey and Winterton will have approximately 18% houses built overall equating to 2,171 new dwellings of which 840 will be provided from sites that already have planning permission or are under construction. The overall provision will be divided as follows to enhance the level of services provided or meet the needs of the settlements and its immediate area:
 

• Barton upon Humber	6% (724 dwellings)
• Brigg	7% (844 dwellings)
• Crowle	1.2% (145 dwellings)
• Kirton in Lindsey	1.5% (181 dwellings)
• Winterton	2.3% (277 dwellings)
- New housing within the rural settlements will create opportunities for small scale infill development that maintains the viability of the settlement and meets identified local needs without increasing the need to travel.

In rural settlements in the countryside and in the open countryside outside development limits, housing development will be strictly limited. Consideration will be given to development, which relates to agriculture, forestry or to meet a special need associated with the countryside. All development should not have an adverse impact on the environment or landscape.

Urban extensions to support the Scunthorpe Urban Renaissance Programme will be promoted particularly alongside proposals for Lincolnshire Lakes project. To ensure that the scale of the house building is in line with the housing allocation the western urban extension will be phased to release land in such a way as to allow for the control of the pattern and speed of urban growth, co-ordination of infrastructure, and delivery of the previously developed land target and other sustainability objectives. The Lincolnshire Lakes project will be subject to the development and approval of an Area Action Plan.

The first priority is to re-use previously developed land and buildings within North Lincolnshire's built up areas which will be promoted by setting a target of 30% of the housing provision on such land. Second priority will be given to other suitable infill opportunities in North Lincolnshire's built up areas.

Development on greenfield sites will only be allowed where it can be demonstrated that this will bring additional community benefits, contributing to building sustainable communities and is acceptable in terms of its impact on the high quality environment of the urban space and adjoining countryside.

Flood risk will be taken into account, as this will be a determining factor in the distribution and location of housing.

- 8.44 The purpose of this policy is to set out the spatial distribution of housing for North Lincolnshire in the most sustainable locations. The majority of new housing will be located within the Scunthorpe urban area, reflecting its sub-regional role and to support the urban renaissance planned for the town. This will be followed in preference by the area's Market Towns and then the rural settlements.
- 8.45 A target of developing 30% of all new housing on previously developed land has been identified through the Strategic Housing Land Availability Assessment. This reflects the limited levels of such land across the area.
- 8.46 In recent years Scunthorpe has experienced a large amount of housing development. This has resulted in a relatively limited amount of previously used land being left available for development within the town. To ensure that the area's housing requirements can be delivered and assist in the delivery of the economic aspirations for the town as well as meet the requirements of the RSS to focus development in sub-regional towns like Scunthorpe, a sustainable urban extension approach will be adopted. Sites will be identified to the west of the urban area in the Housing and Employment Land Allocations DPD and Lincolnshire Lakes Area Action Plan.
- 8.47 To support the Market Towns as key service centres, appropriate levels of housing growth have been identified to ensure that the local services and facilities are able to support the level of expansion and develop alongside the additional housing.
- 8.48 In respect of the remaining settlements in North Lincolnshire, it is proposed not to allocate specific sites, but to allow limited levels of growth in appropriate circumstances with the focus on smaller infill developments.

## **CS9: AFFORDABLE HOUSING**

New residential housing development of 15 or more dwellings in the Scunthorpe urban area, 5 or more dwellings in Market Towns and 3 or more dwellings in rural settlements must make provision for an element of affordable housing which is accessible to those unable to compete in the general housing market. This policy seeks to achieve the following proportion of affordable housing:

- Scunthorpe urban area and Market Towns 20%
- Rural settlements 10%

A target of 70% of the affordable homes will be provided for rent, with the remaining provided as an intermediate tenure, to be agreed on a site by site basis.

Wherever possible, affordable housing should be provided on-site, but an off-site contribution may be acceptable where:

- a) Management of the affordable housing on-site cannot be secured effectively; or
- b) Affordable housing provision elsewhere in more suitable settlements is more likely to contribute towards the creation of mixed communities.

Where it can be demonstrated that the percentage of affordable housing sought will negatively impact on the delivery of a mixed community, or are subject to exceptional and authenticated site development costs, there may be a case for reducing the affordable housing. This should be proven through open book discussions with the council at planning application stage.

### **Rural Exception Sites**

Planning permission will be granted for the release of small rural exception sites within or adjacent to the development limits or within rural settlements for 100% affordable housing where a local need has been clearly identified. All proposals must be substantiated by evidence that the scale of development proposed meets the identified needs.



- 8.49 The actual amount of affordable housing to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. The opportunities and constraints provided by the development of housing differ greatly. As a result the provision of affordable housing through a section 106 legal agreement will be on a site-by-site basis and individual circumstances will be considered.
- 8.50 The latest housing needs information held by the council will be used to inform negotiations about the type and tenure of affordable housing provision. This will vary across North Lincolnshire, but will be clearly set out for each necessary section 106 legal agreement. For rural exception sites, an assessment of the housing need of the settlement where the development will take place must be provided. This should set out the type and tenure of the properties required to meet the identified needs.
- 8.51 A critical element of agreeing affordable housing provision is the impact it can have on the overall financial viability of housing development. If the target policy provision is not deemed to be financially viable, the onus is placed on the developer to set out the financial viability of the development and to demonstrate at what point the provision of affordable becomes viable.
- 8.52 The council will be flexible when negotiating for affordable housing, with the aim of agreeing an appropriate affordable housing contribution, whilst enabling the development of housing provision. Once an agreement has been reached the developer must complete an Affordable Housing Pro Forma, to be signed by the council's Strategic Housing Team and the developer. A planning application with an affordable housing contribution will not be able to have their affordable housing condition discharged without a completed pro-forma.
- 8.53 Affordable housing will be secured by a Section 106 legal agreement to ensure, where applicable, the provision remains affordable indefinitely. It is the council's preference for affordable housing to be transferred by the developer to a Registered Social Landlord working as one of the council's partners.
- 8.54 PPS3 states a presumption in favour of affordable housing on-site. It allows local authorities to set a lower threshold in certain parts of its rural areas. This policy indicates thresholds for rural settlements at 3 dwellings or more if the evidence base demonstrates this is viable and practicable. At this threshold there may be cases where the normal mechanism of on-site contribution cannot easily be reached if proposals are of an inappropriate scale. Therefore off-site contributions are the only possible method to utilise. Furthermore on-site provision may also be unviable as Registered Social Landlords could not easily or realistically be expected to manage isolated single dwellings. The approach to off-site contributions will be set out in greater detail in the Affordable Housing SPD.

## Gypsies, Travellers and Travelling Showpeople

- 8.55 The Government is concerned that not enough is being done to make provision for Gypsies and Travellers, and this is one of the factors that is leading to the establishment of a number of unauthorised sites across the country. Government planning guidance on this issue is Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites, setting out the policy and legislative framework for sustainable site provision and effective enforcement. The circular requires local authorities to identify sites in their LDFs for Gypsies, Travellers and Travelling Showpeople. On the 29th August 2010, the Secretary of State for Communities & Local Government announced that the government intends to revoke Circulars 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and 04/2007 'Planning for Travelling Showpeople' and replace them with new guidance for local authorities, outlining their statutory responsibilities. These circulars remain the current planning guidance on this issue and will continue to be used by this council until officially revoked.

- 8.56 Existing site provision for Gypsies and Travellers in North Lincolnshire comprises of three private sites: two in Brigg and a third near Kirton in Lindsey. A local authority owned site on Normanby Road, Scunthorpe, provides 20 transit pitches although this site is currently closed. There are four showman's yards in the area, one Local Authority owned, socially rented site and a further three private/owner-occupied sites providing pitches for approximately 17 travelling showpeople households.
- 8.57 The council together with North East Lincolnshire Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA). The GTAA established the need for 34 additional residential Gypsy and Traveller pitches between 2007 and 2012 and a further 10 residential pitches between 2012 and 2016 within North Lincolnshire. A need was also identified for 10 transit pitches between 2007 and 2016 across North and North East Lincolnshire and a further two Showman's pitches within the same period in North Lincolnshire.

### **CS10: GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE SITES**

Sites will be identified to meet the demand for approximately 46 residential Gypsy and Traveller pitches between 2007 and 2016 and a further 10 transit pitches jointly across North and North East Lincolnshire within the same period.

1. The following considerations will be taken into account to designate sites for Gypsies and Travellers and Travelling Showpeople in the General Policies DPD:
  - Safe and convenient vehicular and pedestrian access to the site including public transport
  - Be large enough to provide adequate on site facilities for parking, storage, play and residential amenity
  - Should be well located on the highway network
  - Be in or near to existing settlements with access to local services, including shops, schools and healthcare
  - Not have an adverse impact on environmental assets such as landscape, historic environment, biodiversity, open space and green infrastructure, and avoid areas shown as at risk of flooding in the Strategic Flood Risk Assessment (SFRA).
  - Should not be detrimental to amenities of adjacent occupiers
  - Must be suitable for such accommodation with a realistic likelihood that the site can come forward within the plan period
2. These criteria are also to be used to assess planning applications in advance of the adoption of the Housing and Employment Land Allocations DPD

Previously developed land, derelict land and land on the edge of urban areas will be considered before any rural sites as with all other types of accommodation.

- 8.58 Providing sites in appropriate locations will help prevent the social exclusion of Gypsies, Travellers and Travelling Showpeople and conflicts with settled communities. In accordance with Circular 01/2006 and the Designing Gypsy and Traveller Sites Good Practice Guide 2008 new sites can be provided by the Local Authority or privately by Gypsies and Travellers themselves. Sites provided by the local authority will be managed by them, or by a Housing Association, in consultation with site residents or representatives of the Gypsy and Traveller community.

- 8.59 Sites to meet the unmet need will be identified in the General Policies DPD. In the meantime in accordance with Circular 01/2006 and the Designing Gypsy and Traveller Sites Good Practise Guide 2008, a general criteria based policy, which is considered to be fair, reasonable, realistic and effective in delivering sites will be applied. The criteria in the policy will also be used to assess planning applications and enable the council to respond to planning applications to address the specific needs of Gypsies, Travellers and Travelling Showpeople.

## Monitoring

- 8.60 Housing development activity will continue to be monitored to ensure any changes in the relationship between wages and house prices are considered. The Annual Monitoring Report will be used to identify the need for any changes to the affordable housing targets in relation to delivery through the planning system.
- 8.61 The Strategic Housing Needs and Market Assessment will be updated on a regular basis to ensure these matters are kept under constant review. The following indicators and targets will be used to monitor the implications and effectiveness of the policies contained in this chapter.

Indicator	Target
Number of net additional dwellings per annum by settlement hierarchy	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%
Percentage of new dwellings completed at: <ul style="list-style-type: none"> <li>Less than 35 dwellings per hectare (low density);</li> <li>Between 35 and 45 dwellings per hectare (medium density); and</li> <li>Above 45 dwellings per hectare (high density).</li> </ul>	PPS 3 requires all new dwellings to be completed at a minimum of 30 dwellings per hectare.
Ensure a five-year supply of deliverable sites is identified and maintained throughout the plan period.	North Lincolnshire Council will consistently have a 5 year supply of deliverable sites throughout the plan period
Percentage of new and converted dwellings on previously developed land.	30% of all new and converted dwellings on previously developed land.
Annual number of Affordable Homes delivered within North Lincolnshire.	2008/2009 70 units 2009/2010 149 unit 2010/2011 225 units
Number of Rural Exception Sites Completed.	The number of Rural Exception dwellings completed in settlements with an identified affordable housing need.
Annual number of net additional dwellings built to Lifetime Homes standards (Use CABE Building for Life Criteria).	10% of annual net additional dwellings will be built to Lifetime Home standards.
Meet the identified need for Gypsies, Travellers and Travelling Showpeople through regional and local surveys.	100% identified need met.

## Key Documents

- Planning Policy Statement (PPS) 3: Housing (DCLG, 2006)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- ODPM Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites (ODPM, 2006)
- The Road Ahead: Final report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers (DCLG, 2007)
- North Lincolnshire Housing Need and Market Assessment 2006 (Outside, 2006)
- North Lincolnshire Strategic Housing Market Assessment (Outside, 2008)
- North and North East Lincolnshire Gypsy and Traveller Accommodation Needs Assessment Final Report March 2008 (NLC, 2008)
- Designing Gypsy and Traveller Sites: Good Practice Guide (DCLG, 2008)
- Strategic Housing Land Availability Assessment (NLC, 2009)
- North Lincolnshire Sustainable Settlement Survey (NLC, 2009)

## Links to Key Objectives

### **Spatial Objectives:**

1, 3, 6

### **SA Objectives:**

SA1; SA4; SA5; SA6; SA9; SA10



# 9

## DELIVERING GREATER ECONOMIC SUCCESS IN NORTH LINCOLNSHIRE

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### Introduction

- 9.1 A thriving economy and strong skills base is key in helping North Lincolnshire to grow and compete in an ever-changing global economy. The area's economy remains buoyant with a number of large-scale investments attracted to the area in recent years. However to ensure the full economic potential of North Lincolnshire is achieved and the area becomes the north of England's Global Gateway, further growth and diversification is still required.
- 9.2 The Core Strategy will set out a clear direction for the continued growth of the North Lincolnshire economy. It will provide support for the long-term success of existing and new businesses in the area to help encourage job creation and the diversification of the employment base, particularly in key growth sectors. Key strategic locations for employment land will be identified and their development supported, particularly the South Humber Bank as North Lincolnshire's main strategic employment location.
- 9.3 Allied to these steps, the skill levels of the population must be considered as part of the overall strategy. This is vital in attracting new industries to the area and improving opportunities for local people. The principal role for the Core Strategy is to provide the spatial planning framework, which supports skills development by improvements to educational and lifelong learning provision in North Lincolnshire at all levels. This will allow everyone to have a positive impact on the future prosperity of the area.

### Context

#### National/Regional

- 9.4 At national level, through Planning Policy Statement (PPS 4), local authorities are encouraged to plan effectively and pro-actively for economic growth and to achieve a proper balance between economic opportunities and environmental and social considerations. A similar approach is taken towards the rural economy, which supports sustainable rural development. It recognises the importance of maximising the potential that rural areas have to offer whilst ensuring development does not have a negative effect on the environment. The importance of agricultural industries is also emphasised but acknowledges that diversification into non-agricultural activities is vital to the continuing viability of many farm enterprises.

- 9.5 The management of the regional economy is addressed by the Regional Spatial Strategy (RSS) and the Regional Economic Strategy (RES). Both aim to create a sustainable and competitive economy and when combined set out a clear economic strategy for Yorkshire and Humber. The economic vision for the Humber sub area, of which North Lincolnshire is a part, is of a “Global gateway with a thriving, outward looking, sustainable economy building on its unique assets of location, the estuary, ports connectivity and physical environment, perpetually changing for the benefit of people, business and the environment, whilst making significant contributions to the sustainability of regional, national and European communities.
- 9.6 The RSS identifies a number of key regional priority industrial/economic sectors and clusters, which should be supported through the planning process. These are:

Key Sectors	Key Clusters
<ul style="list-style-type: none"> <li>Financial &amp; Business Services</li> <li>Tourism</li> <li>Logistics</li> <li>Construction</li> </ul>	<ul style="list-style-type: none"> <li>Advanced Engineering &amp; Metals</li> <li>Chemicals</li> <li>Bio-science</li> <li>Digital</li> <li>Food &amp; Drink</li> <li>Healthcare Technologies</li> <li>Environmental Technologies</li> </ul>

- 9.7 In particular the RSS supports the diversification and development of Scunthorpe’s economy, especially the development of the service sector in order to enhance its role as a Sub Regional Town. It also makes specific reference to maximising opportunities around the ports and close to the estuary’s deep-water channel including safeguarding land to the north west of Immingham for estuary-related uses. In terms of the rural economy, the RSS supports its diversification and strengthening by facilitating development of rural industries, businesses and enterprises.
- 9.8 The RSS identifies a potential annual job growth of 550 full time equivalents for North Lincolnshire from 2006. This equates to around 11,000 new jobs in total up until 2026. In terms of future employment land, the RSS sets guidance on the level of land, which is required for industrial and storage/distribution uses. Between 2006 and 2021, it states that North Lincolnshire will require a net change in land for industrial and storage/distribution uses of 40ha – refer to table 9.1 below.

	Yorkshire and Humber Regional Spatial Strategy Requirement 2006-2021 (ha)	North Lincolnshire Local Plan Allocations (ha)	Completed (ha)	Outstanding (ha)
North Lincolnshire	40.00	1,229.80	153.93	1,075.87

Source Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008), Industrial Land Availability Monitoring, Spatial Planning, North Lincolnshire Council, 2008

	Main Town Centre Uses		Main Employment Uses		Public Services		Other
	Offices B1a	Retail & Leisure	Industry B1b/c B2	Storage/ Dist'n B8	Health & Education	Other	
North Lincolnshire	160	60	0	100	110	-10	130

Source: Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008)

## Local Context

- 9.9 The development of an economy which is dynamic, diverse, and competitive, and that reflects the needs of the global 21st century market is a key objective of the Sustainable Community Strategy. It aims to create a culture where innovation and new enterprise can flourish and where knowledge and best practice are shared. It supports building on and developing the area's existing assets, including its regional position, transport infrastructure and the resources of the South Humber Bank.

## North Lincolnshire Economy

- 9.10 North Lincolnshire has more businesses per 1,000 people than the regional average, but less than the national average. The vast majority of business units in North Lincolnshire have 1-10 employees, and the proportion of business units in each size category in North Lincolnshire is similar to the regional profile. There are over 3,000 businesses throughout North Lincolnshire covering a range of sectors and industries. In 2008, the top ten private sector employers in North Lincolnshire were:
- Tata Steel
  - 2 Sisters Food Group
  - ConocoPhillips
  - Watson Norie Ltd
  - Cape Industrial Services Ltd
  - Bibby Distribution Services Ltd
  - C Spencer Ltd
  - Clugston Construction
  - Hanson Support Services Ltd
  - Lloyds TSB Bank Plc - Mortgage Unit
- 9.11 In North Lincolnshire, the main business sectors are defined as "clusters" as there are a number of companies working within one particular or related industry, particularly in port related activities/logistics, services, chemicals and petrochemicals, food, metals and metal products, and energy. In 2006, the distribution, hotels and restaurants; and banking, finance and insurance sectors jointly accounted for over half of the number of businesses in North Lincolnshire. Compared to the regional averages North Lincolnshire had a fairly similar profile, the only exceptions being that the construction sector had a slightly higher proportion; and banking, finance and insurance a slightly lower proportion.
- 9.12 Compared to the national averages, there are some notable differences. Manufacturing, construction, distribution, hotels and restaurants, and transport and communications all had a higher proportion of businesses in North Lincolnshire compared to the national average. However, in banking, finance and insurance the proportion of businesses in this sector in North Lincolnshire was around two-thirds of the national average.
- 9.13 In 2007, North Lincolnshire's overall employment rate compared favourably with other areas in the Humber. Indeed, there has also been a growth in the employment rate since 2004 similar to the regional average, but below the national average.



- 9.14 The high level of low skilled jobs, particularly in the manufacturing sector, is a major risk for the local economy. It is precisely these jobs in other parts of northern England that have been relocated abroad. However, North Lincolnshire has been fortunate not to suffer this decline so far, and the fact that businesses have remained in North Lincolnshire may be a reflection of the productivity of local workers, good relations between employers and workers, or the advantages that the area has in terms of location and connectivity.
- 9.15 In terms of the local economy, North Lincolnshire has seen a slower growth in productivity than the national average, and growth in jobs has been lower than that seen nationally. The industrial base is dominated by a small number of industries and individual companies.
- 9.16 A large proportion of jobs in North Lincolnshire, particularly in low value manufacturing, only pay the minimum wage. Employees in the area work the longest hours in the region so average hourly pay rates are below the regional and national averages. North Lincolnshire has difficulties in attracting and recruiting higher-skilled staff and managers (for example, operations, financial, and planning), and few recent graduates are employed in the area.
- 9.17 Public transport links in the area are not aligned to shift working and employment locations, and the Humber Estuary creates a natural barrier to transport. Indeed, the Humber Bridge tolls are an economic barrier creating separate economies and labour markets on either bank of the estuary, as evidenced in the Humber Bridge Tolls Impact Assessment in October 2008. This has led to a major local campaign for the abolition of the tolls involving the four Humber councils, the Chamber of Commerce, community organisations and a range of other partners.
- 9.18 Demand for warehousing space is higher nearer the docks and wharves rather than in Scunthorpe town centre where there are vacant properties. North Lincolnshire is also affected by having low levels of office and retail space compared to the region.

## Approach

- 9.19 The Sustainable Community Strategy seeks to see the area develop a diverse and dynamic economy supported by an adaptable and highly skilled workforce. This will involve attracting further investment in the area by both new and existing companies, and through raising the skills of local residents to ensure that the workforce is equipped to meet the needs of present and future employers.
- 9.20 The economy of North Lincolnshire and the Humber sub region lags behind regional and national performance. The need for the area to improve is outlined and promoted in the North Lincolnshire Economic Development Strategy which sets aspirations and explains how North Lincolnshire will contribute towards delivery of the City Region Development Programme (CRDP). A number of key growth sectors have been identified including environmental technologies, high-tech manufacturing, and food and drink manufacturing, and its over-arching goal is to create an economy that is diverse, dynamic, competitive and reflects local needs.
- 9.21 The strategy also highlights the importance of the area as a major contributor to the economic performance of the wider region and aims to complement and add value to existing and proposed economic development and regeneration related strategies and initiatives. It seeks to drive development in North Lincolnshire above and beyond aspirational aims in order to deliver further sustainable growth in the area. The principles of the Economic Development Strategy guides and provides the thrust for the North Lincolnshire Employment Land Review.

- 9.22 The North Lincolnshire Employment Land Review provides an employment land assessment for use by North Lincolnshire Council in developing the Local Development Framework (LDF) and informing long-term employment land provision in the area. It is a key component of the LDF's evidence base and performs four main functions, which are to: assess the suitability of sites for employment development; look to safeguard the best sites in the face of competition from other higher value uses; identify those that are no longer suitable for employment development that should be made available for other uses; and enable the council to identify an up to date and balanced portfolio of employment sites in the LDF.
- 9.23 Since 2003, unprecedented changes have taken place in the economy and this continues to have an impact on local economic forecasting including future growth industries, employment projections and employment land requirements. Over the past six years, a number of the allocated sites have been developed, but some also remain vacant. The Employment Land Review takes into account these outstanding allocations when considering the amount of employment land that the council is required to allocate in the LDF. This economic shift has altered future predictions for the local employment structure, thus changing anticipated employment land and premises requirements. The council is also in the process of producing a Local Economic Assessment (LEA), which will be written in partnership with an LEA for the Hull and Humber Ports City Region.

## Future Provision

- 9.24 The Employment Land Review assessed available employment land stock alongside the RSS requirements, latest economic forecasts and new potential employment sites. Table 9.3 illustrates the future employment land requirement of 168 hectares for North Lincolnshire and how outstanding Local Plan allocations currently contribute to that requirement.

	<b>Future Land Requirement up to 2026 (Ha)</b>	<b>Allocated (Ha)</b>	<b>Proposed Retained Sites</b>	<b>Proposed Additional sites</b>	<b>Balance (Ha)</b>
Scunthorpe	71.00	107.84	80.09	57.77	-66.86
Sandtoft Airfield*	58.50	1.58	1.58	56.92	0
Humberside Airport	20.00	10.12	10.12	9.88	0
Other North Lincolnshire-wide locations**	18.50	89.47	58.23	78.78	-118.51
<b>Total</b>	<b>168.00</b>	<b>209.01</b>	<b>150.02</b>	<b>203.35</b>	<b>-185.37</b>

\* Approximately half of the wider 100-hectare site is already developed.

\*\* Excluding the South Humber Bank and North Killingholme Airfield 'special' sites.

- 9.25 Table 9.3 above shows an over-allocation of 185 hectares, or an additional 120%. This total excludes the regionally important proposals for new employment at the South Humber Bank which is a very specific, long-term allocation making it difficult to predict future land take up, and at North Killingholme Airfield which will accommodate port-related uses.
- 9.26 This surplus results from the retention of vacant allocated sites that are considered developable, the de-allocation of allocated sites that are considered unsustainable and not developable, and the introduction of new sites that benefit from planning permission and/or that have been identified on their own merit. Approximately 40% of the proposed sites are the retained and vacant element of North Lincolnshire Local Plan's proposed and committed sites, whilst the remaining 60% of land arises from additional sites that have come forward.

- 9.27 The continuing growth of Scunthorpe as North Lincolnshire's main urban area is reflected in the allocation and is closely linked with the housing growth central to the Core Strategy.
- 9.28 In the Market Towns the provision of small and medium scale employment opportunities will be encouraged in order to meet the need to provide local jobs. Accordingly the retention and enhancement of existing sites will be supported, and if appropriate additional land allocated. Therefore around 10 hectares of employment land will be provided.
- 9.29 Further strategic allocations are proposed at Sandtoft and Humberside Airport. The 58.5 hectare brownfield site at Sandtoft provides potential for a logistics park that would maximise its proximity to the M180 motorway, subject to satisfactory access arrangements being met. A logistics park in this location will support the growth of the South Humber Bank ports by providing a suitable for storage and distribution of goods. A Transport Study and Economic Viability Study (Sandtoft Evidence Base Document) covering the business park proposal have been undertaken that demonstrates that the site can be developed with satisfactory access arrangements.
- 9.30 A 20 hectare allocation at Humberside Airport is proposed to help bolster airport operations and to maximise freight potential with particular regard to the Perishables Hub, the region's first airside cold storage facility. The release of this land will be phased and will only come forward when the existing Local Plan allocation has been developed.
- 9.31 The Rural Strategy for North Lincolnshire has brought together the main priorities of all the agencies involved in economic, social and environmental regeneration and renewal activity across rural North Lincolnshire.
- 9.32 The agricultural industry is still important to North Lincolnshire's economy. Farming has had to undergo considerable change in recent years. Increasingly, farmers have had to diversify their businesses to include rural related enterprises including tourism. The countryside needs to develop thriving businesses whilst ensuring that there is no harm to the qualities that make North Lincolnshire's rural areas special.
- 9.33 The Market Towns and Rural Settlements are key locations for improving the quality of life and the environment. In recent years a number of rural settlements have seen a decline in their services. It is important that this trend is reversed so that such settlements can become thriving, inclusive and sustainable communities, through economic growth and diversification. This could be promoted through rural business development, sustainable tourism, rural affordable housing schemes and appropriate leisure opportunities in the wider countryside. New development, including conversions should be of a scale and character appropriate to each settlement or location where a social or economic need is demonstrated. These factors will not be at the expense of the quality of the rural environment.

## **CS11: PROVISION AND DISTRIBUTION OF EMPLOYMENT LAND**

The council will support the continued expansion and improvement of North Lincolnshire's economy in order to create a step change in the area's role regionally and nationally. This will be achieved through the identification and allocation in the Housing and Employment Land Allocations DPD of a range of appropriate sites for employment and economic uses that will meet the requirement for an additional 40 hectares of employment land between 2006 and 2021 as identified within the Regional Spatial Strategy. This land will accommodate traditional land use (use classes B1, B2 & B8) as well as key priority growth sectors.

Strategic employment sites will be identified in the following broad locations:

### **Scunthorpe – 71 Hectares**

1. To support the renaissance of Scunthorpe around 71 hectares will be identified and allocated. Principle locations will be:
  - Scunthorpe North – B1, B2 and B8 uses
  - Town Centre – B1 and town centre uses
  - Scunthorpe West – B1- High quality business park – Lincolnshire Lakes.

### **Market Towns -10 Hectares**

2. To support North Lincolnshire's market towns as key hubs of the rural economy.

### **Humberside Airport – 20 Hectares**

3. To support the key role of the airport in delivering economic growth both locally and regionally, around 20 hectares will be reserved for economic activities with airport links.

### **Sandtoft Business Park – 58.5 Hectares**

4. To support the growing logistics industry in North Lincolnshire and to take advantage of the connections provided by the airports of Humberside and Doncaster Robin Hood, and the South Humber Bank ports, around 59 hectares will be allocated for a logistics and distribution park. The development of this strategic location will be subject to satisfactory access arrangements being put in place.

### **General Provisions**

To support development elsewhere within North Lincolnshire that meet local employment needs and maximises other special locations.

In considering all development proposals for employment purposes in North Lincolnshire, regard should be given to making all locations accessible by range of transport modes in particular by public transport, cycling and walking. Accordingly, travel plans will be required setting out how employment locations will be linked to settlements in the area.

### **Rural Economy**

To deliver a thriving rural economy by supporting development or activities that assist in rural regeneration and that strengthen or diversify rural businesses.

- 9.34 This policy aims to ensure that the right amount and quality of employment land is available in North Lincolnshire to support the growth of the local economy and help deliver the vision for the area. The exact extent of the key allocations will be defined in the Housing & Employment Land Allocations DPD.

## South Humber Bank

- 9.35 The South Humber Bank (SHB) is an expansive area of flat land located on the southern bank of the Humber Estuary. The site is the most important employment site in the Humber sub-region. As the site provides the largest employment land allocation located alongside the last major undeveloped deep-water estuary in the country, it is also of national importance. This is further highlighted in the Regional Spatial Strategy (RSS) and the Northern Way Growth Strategy, which draws on the significance of the site and its development having a major contribution to the local and regional economy.
- 9.36 The development of the SHB is fundamental to achieving its economic potential. The site is ideal for a range of port-related industries or those requiring proximity to a deep-water frontage. The SHB is part of a larger cluster of port-related activity along the south bank of the Humber, with the ports of Grimsby and Immingham being the largest ports complex in the UK in terms of tonnage handled (65.3 millions tonnes of cargo in 2008). There is a major opportunity for these ports to have significant growth and expansion. Collectively with the ports of Hull and Goole, they also form the fourth largest complex in Europe in terms of tonnage handled, and are the UK's most northerly port complex that can offer overnight services of less than 12 hours to and from continental Europe. As such with the right development the South Humber Bank has the real potential to becoming the north of England's Global Gateway. The continuing development of the South Humber Bank is the council's key economic driver. The importance of this area is reflected in its strategic allocation.
- 9.37 Improvements to the transport infrastructure in and around the SHB, particularly to the north, have been identified as key to helping realise the SHB's full potential. These improvements are for the internal network which are owned by the Local Highways Authority. In addition, despite having the advantage of excellent links to the road network and the rest of the country via the A180 and M180, work is needed to improve the A160, which provides direct port access from Brocklesby Interchange junction off the A180. These improvements were given preferred route status in March 2010, by the Secretary of State, after £95m was allocated to the scheme by the Regional Funding Allocation. The road scheme was viewed as one of the biggest priorities in the whole of the Yorkshire and Humber region. Such is its importance as an economic driver for the region, the previous Government in November 2008's Pre-Budget Statement, took the unusual step of allocating an extra £30m to improve the scheme – viewing it as of internationally significant.
- 9.38 The rail networks to the site is currently acceptable, however a study is currently being undertaken to determine how existing and improved road and rail networks can better serve the area. Other constraints affecting the SHB are land drainage issues and potential flood risk and nature conservation. All these issues will need to be addressed in order for it to be developed to its full potential.
- 9.39 The South Humber Bank employment area is currently occupied by a range of estuary-related industrial operators such as large oil, gas and electricity companies, riverside terminal facilities and associated activities including storage, processing and distribution. The area is also fast becoming an energy capital. The site is already home to a number of chemical companies, which provide 27 percent of the UK's oil refinery capacity.
- 9.40 In contrast, the SHB is also regionally significant in environmental terms and is home to sensitive estuary and wetland habitats and some important bird species. The entire Humber Estuary is designated as a Site of Special Scientific Interest (SSSI), Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar which is directly adjacent to the South Humber Bank Strategic Employment Site (SHBSE). There is also a separate SSSI North Killingholme Haven, which is located within the SHBSE site.

- 9.41 Essential development to the South Humber Bank can be successfully achieved alongside the preservation of existing nature conservation areas, wildlife habitats and species by ensuring it has no adverse impact on the local environment. Establishing buffer areas around existing and proposed industry, requiring high quality landscaping to screen industrial development and the provision of new habitats and local green networks between and around industrial areas will help to minimise any potential negative effects inflicted by industrial development on the environment. A strategic approach to mitigation for loss of SPA bird feeding and roosting habitats is being advanced by a number of agencies operating in the South Humber Bank, together with an area outside the South Humber Bank allocation. This mitigation only provides for the loss of a feeding and roosting site for SPA/Ramsar birds, therefore further mitigation is likely to be required for protected species and BAP species.
- 9.42 Furthermore, in order to protect the intertidal habitats which form part of the Humber Estuary SAC, SPA and Ramsar site it is considered by North Lincolnshire Council that there is a presumption against development on intertidal habitats within the South Humber Bank Strategic Employment Site (SHBSES). The frontage of the SHBSES will be reserved for port related activities only and development will only be permitted where it can be demonstrated that the relevant Habitat Regulations test can be met. For example, where adverse effects on the integrity of the SAC (and its intertidal and/or subtidal habitats) are identified and cannot be mitigated, development will only take place where there are no alternatives and where there are imperative reasons of overriding public interest and where permission has been granted by the Secretary of State (once compensatory measures are agreed).
- 9.43 A study has been undertaken to look at the feasibility of developing the key employment area. The feasibility study found that the site is regionally strategic and should be developed for regionally significant projects in key sectors including chemicals, ports/logistics, food manufacturing and environmental technology, which is identified as a key sector in regional and sub-regional policy. Whilst the area is environmentally sensitive, it is suggested there is scope to accommodate further development whilst enhancing ecological assets and managing flood risks.
- 9.44 The delivery of the South Humber Bank Strategic Employment Site will be achieved through the following Plans, Boards and Delivery Groups:
- South Humber Bank Master Plan (2004)
  - Individual South Humber Bank Infrastructure, Economic and Environmental Studies that up date the South Humber Bank Master Plan where relevant
  - South Humber Bank Gateway Board
  - South Humber Bank Gateway Delivery Group and its South Humber Bank Ecology Sub-Group
- 9.45 This collaborative framework has the support of key delivery partners and will ensure the successful large-scale future development of the South Humber Bank, help to overcome existing constraints, and harmonise potential conflict between economic development and the environment; thus achieving sustainable development objectives.
- 9.46 Investment interest in the South Humber Bank Strategic Employment Site is key to the delivery of the site. To emphasise the importance of investment it should be noted that South Humber Gateway investment indications regarding freight ferry, ports and logistics and rail from 2005 to 2008 amounted to £420 million. Projected investment indications from 2008 to 2013 amount to just over £2 billion in relation to power and energy generation from biomass and gas firing, enhanced freight ferries, manufacturing, petro-chemicals, ports and logistics, as well as improved rail and road access.

- 9.47 In 2009, approval was given for branding the area as the 'South Humber Gateway'. This will help to improve the marketing potential of the area and increase the amount of inward investment. Approval was also given for establishment of a South Humber Gateway Board which will guide the work of officers who are responsible for helping the area achieve its potential of attracting £2billion in investment and creating 10,000 jobs.
- 9.48 Future employment land provision in this area is in the form of an existing Local Plan employment land allocation and combining it with a review of the area to form an extensive site. Most of this land is still available for development. The council need to review the actual perimeter boundary and sites within it in terms of appropriate areas for employment and nature conservation. The supporting paragraphs to policy CS12 give an explanation of the framework of how the development is to be delivered and the progress of relevant studies. This includes an explanation that a number of studies have recently been completed and planning proposals and applications have come forward in recent times, and some studies are still continuing with particular regard to future infrastructure requirements and protection, enhancement and mitigation of nature conservation and the landscape. Policy CS12 therefore relates to a broad strategic location of around 900 hectares that continues the existing allocation in a Local Plan. The site is not a strategic allocation. A strategic allocation would have to specify precise land use boundaries to be justified and such matters will be addressed in detail relevant and equivalent to a more detailed Development Plan Document and any subsequent SPDs as appropriate.

## **CS12: SOUTH HUMBER BANK STRATEGIC EMPLOYMENT SITE – A BROAD LOCATION**

The South Humber Bank Strategic Employment Site (SHBSES) will be reserved for B1, B2 and B8 port related activities to take special advantage of its location, flat topography and adjacent a deep water channel of the River Humber as an extension to Immingham Port and the Humber Sea Terminal.

The delivery of the SHBSES will be achieved through the following Plans, Boards and Delivery Groups:

- South Humber Bank Master Plan (2004);
- Individual South Humber Bank Infrastructure, Economic and Environmental Studies that up date the South Humber Bank Master Plan where relevant
- South Humber Bank Gateway Board (formed May 2009)
- South Humber Bank Gateway Delivery Group and its South Humber Bank Ecology Sub-Group

The Plans, Strategies and Investment Decisions and Programmes for the SHBSES should:

### a) Role and Function of the Site

Maintain, increase and enhance the role of Immingham Port as part of the busiest port complex in the UK, by extending port related development northwards from Immingham Port to East Halton Skitter in harmony with the environmental and ecological assets of the Humber Estuary. This will include safeguarding the site frontage to the deep water channel of the River Humber for the development of new port facilities and the development of new pipe routes needing access to the frontage. The deep water channel offers the opportunity of developing a new port along the River Humber frontage between Immingham Port and the Humber Sea Terminal. The role of the South Humber Ports should be strengthened by providing an increased number of jobs particularly giving employment opportunities for North Lincolnshire and North East Lincolnshire residents.

### b) Economic Development

Diversify and develop the economies of North Lincolnshire and North East Lincolnshire Council areas within the Humber sub area's economy. This can be achieved in the following ways: by making the most of the multimodal transport links and proposed highway improvements on site and to the port entrance along the A160 from the A180; by enhancing and improving the railway line between the East Coast Main Line at Doncaster and Immingham; by enhancing the established South Humber Ports; by taking the sustainable opportunity to transfer goods by trans-shipping goods from the southern and south eastern UK ports and by offering berths for transporting goods by barge/boat inland along the well connected inland waterways; and by utilising the workforces of the nearby towns of Scunthorpe, Immingham, Grimsby and Cleethorpes.

Attract value added employment port-related activities and maximise opportunities around the ports by enhancing and improving skills. This can be achieved by encouraging the expansion of existing training centres such as CATCH near Immingham and taking opportunities to create new training centres within the South Humber Ports area. These opportunities should also benefit the existing and growing economic clusters of the energy, chemicals and food sectors. This will include the diversification of the energy sector into the development of renewable energy such as biomass opportunities.



#### c) Infrastructure

Develop an infrastructure strategy to improve transport accessibility and movement, drainage and flood defence.

Improve multimodal land access to the South Humber Ports and develop their complementary roles. The transport strategy includes the delivery of the South Humber Bank Transport Study outcomes within the SHBSES, the Highways Agency A160/A180 Highway Improvement Scheme (top priority in the Regional Transport Priorities) anticipated to begin construction around 2015 and the Network Rail Freight Utilisation Strategy that programmes line speed and signalling improvements between Immingham and Doncaster (being carried out within the current strategy 2007 and 2014) and the Killingholme Loop (that will enable a one way freight rail route into the South Humber Ports) post 2015.

In improving transport accessibility, it is vital that the ports can be accessed by a range of transport modes, including public transport, cycling and walking. Accordingly, robust travel plans should be developed to show how the area will be linked to surrounding settlements.

Development will be assisted by a drainage programme. Works are programmed to start and be completed in 2011. The outcome will be to include surface water and sewage management solutions to accommodate development of the SHBSES without harming the natural environment.

Safeguard and improve the flood defences of the SHBSES from tidal flooding through partnership working with the Environment Agency and its Humber Flood Risk Management Strategy (March 2008), North Lincolnshire and North East Lincolnshire Councils, Yorkshire Forward, landowners and industry. This will include managing the predicted effects of climate change in harmony with the development of port related activities by managing and minimising the risk of flooding.

#### d) Environment

Protect and enhance the biodiversity and landscape character of the Humber Estuary by harmonising the ecology, nature conservation and landscape with port related development activities. This will be achieved by implementing the South Humber Gateway Conservation Mitigation Strategy Delivery Plan (SHGCMSDP). The SHGCMSDP will identify appropriate areas of mitigation for the loss of offsite SPA and Ramsar waterbird roosting and foraging habitat. These areas will be delineated and safeguarded in the Housing and Employment Land Allocations DPD. The SHGCMSDP will help unlock the economic development opportunity of the South Humber Bank Employment Site whilst ensuring the protection of the Humber Estuary Special Protection Area, SAC and Ramsar site and developing new green infrastructure. The delivery of this SHGCMSDP will link directly to the Green Infrastructure Strategy for North Lincolnshire and will be produced by partnership working with Natural England, Royal Society for the Protection of Birds (RSPB), Lincolnshire Wildlife Trust, Environment Agency, Yorkshire Forward, North Lincolnshire and North East Lincolnshire Councils, landowners and industry. New development will also need to harmonise with the North Killingholme Haven Pits SSSI and the Local Wildlife Sites such as Chase Hill Wood (a proposed Local Nature Reserve) Burkinshaws Covert, Halton Marsh Clay Pits and Rosper Road Ponds.

- 9.49 The aim of this policy is not just to recognise the economic advantages of developing the site for employment use and port extension but also to acknowledge the importance of the environmental and ecological assets of the area. Any proposed development must harmonise with these assets.

## Lifelong Learning and Skills

- 9.50 Businesses in North Lincolnshire have identified skills as a key factor in remaining competitive. Therefore it is vital that the council continues to support educational and training development in the area to ensure that today's workforce and the workforce of the future are equipped with the necessary skills to meet the ever-increasing demand from local employers.

- 9.51 In order to raise educational attainment and adjust school provision to changing needs, the council in its role as the Local Education Authority (LEA) has produced a School Asset Management Plan 2003 – 2008. This sets out a number of proposals for improving overall education provision in North Lincolnshire, meeting the supply and demand for school places, and extending the role of schools to better serve the wider community. As part of the process of improving educational standards and ensuring pupils have high quality learning environments, the council has embarked on the Building Schools for the Future programme. This represents around £70 million of investment in new school facilities and a vision for delivering future educational services. It is mainly concentrated in the first instance on secondary school provision in the Scunthorpe urban area.
- 9.52 North Lincolnshire has a high quality further education sector which makes a substantial contribution to the economy and its future prosperity. This includes John Leggott College and North Lindsey College.
- 9.53 The council encourages these establishments to continue to deliver excellent education services, whilst developing stronger links with their neighbouring communities. In addition, the council supports investment in higher education facilities, such as the potential creation of a Knowledge Campus. The Scunthorpe Strategic Development Framework proposes that the Knowledge Campus be based on John Leggott College, North Lindsey College and the Kingsway Centre, forming a centre of some reputation for learning, enterprise and creativity for North Lincolnshire. The ambition would not be to create a University of Scunthorpe but to form a campus that would be a multi-institutional site that demonstrates lifelong learning, business excellence and economic regeneration. The Knowledge Campus could encourage young people to stay in the area for their higher education and in turn find jobs in the local area. The Knowledge Campus is one of a number of potential projects that will help to increase the skills levels of local people to help ensure they are able to find well-paid, secure employment in the future.
- 9.54 The LDF can help to deliver this vision by including policies to support the provision of new or enhanced schools. Where school sites become redundant, they should be redeveloped in a way that supports the creation of sustainable linked communities.

### **CS13: LIFELONG LEARNING AND SKILLS**

The council will support improvements in education provision to enable everyone to share North Lincolnshire's growing prosperity by:

1. Assisting in the implementation of the Schools Organisation Plan and School Asset Management Plan 2003 – 2008 by identifying suitable sites that are accessible so that new schools can play their part in creating sustainable communities.
2. Helping to deliver the Building Schools for the Future programme.
3. Supporting the extended role of schools in the community to enable wider community use of school facilities.
4. Working with the Learning and Skills Council, providers of further and higher education, employers and neighbourhood renewal partnerships to identify sites and premises for new or expanded provision for further/higher education, training and lifelong learning.
5. Supporting the development of a Knowledge Campus to deliver locally based higher education facilities in Scunthorpe focussed around John Leggott College, North Lindsey College and the Kingsway Centre and other projects aimed at improving the skills and employability of local people.

Where proposals are identified for the development of educational facilities that include school or further/higher education, facilities should be:

- Of high quality design, well related to neighbourhood services and amenities, and easily accessible by sustainable transport modes.
- Include, where appropriate, provision for community use in addition to their educational use.

Proposals for the redevelopment of redundant educational sites should support the creation of sustainable, linked communities including the wider need to protect open spaces and playing pitches.

- 9.55 This policy aims to facilitate improvements to education provision, including the continuing support of a Knowledge Campus, provided that they also contribute to greater community use and the wider objectives of the spatial strategy. It also seeks to ensure that any redundant educational sites are redeveloped in a sustainable way. This policy will be implemented through the normal planning process.

### **Monitoring**

- 9.56 The following indicators and targets will be used in monitoring the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Amount of employment land available by type.	Five year supply of land for offices, industry and distribution (50 hectares) always to be available for development
Amount of floorspace developed for employment by type.	Delivering at least 10 hectares of employment land within North Lincolnshire per annum and between 2006 and 2026.
Annual amount of employment land developed by type at the South Humber Bank.	To deliver the South Humber Bank allocation by 2026
Annual amount of job created through inward investment at the South Humber Bank location.	To deliver the South Humber Bank allocation by 2026
Knowledge Campus.	Increase Higher Education offer within North Lincolnshire
Working age population qualified to at least level 2 or higher.	65.5% of the working population qualified to at least level 2 or higher
Working age population qualified to at least level 3 or higher.	44% of the working population qualified to at least level 3 or higher
Working age population qualified to at least level 4 or higher.	23% of the working population qualified to at least level 4 or higher

### Key Documents:

- Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth (DCLG, December 2009)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- Regional Economic Strategy 2006 to 2015 (Yorkshire Forward, 2006)
- North Lincolnshire Employment Land Review (NLC, 2009)
- Scunthorpe Strategic Development Framework (Gillespies/Yorkshire Forward, 2005)
- Economic Development Strategy (NLC, 2009)
- South Humber Bank, Feasibility and Masterplanning Study (BDP Planning, 2004)
- Killingholme Marshes Drainage Improvements Design Stage 1 Report (Hannah Reed Associates Ltd, 2009)
- Humber Flood Defence Strategy (Environment Agency, 2008)
- Sandtoft Evidence Base Document (Pell Frischmann, 2009)

### Link to Key Objectives

#### Spatial Objectives:

1, 2, 4, 5, 6, 7, 8, 9

#### SA Objectives:

SA2; SA3; SA5; SA8; SA9; SA10; SA11; SA12; SA13; SA16; SA17; SA19; SA20; SA21; SA22; SA23; SA24; SA25; SA26; SA27; SA28



# 10

## CREATING THRIVING TOWNS AND VILLAGES IN NORTH LINCOLNSHIRE

### Introduction

- 10.1 Having access to a range of shops, cultural and leisure facilities that meet local needs is vital to creating sustainable communities and promoting a good quality of life for residents in North Lincolnshire. Shopping, culture, leisure and tourism are also important parts of creating a successful and vibrant economy.
- 10.2 The Local Development Framework's (LDF) role is to set a proactive planning policy framework to deliver the vision for the area and support the sustainable delivery of new and improved shopping, cultural, leisure and tourism facilities across North Lincolnshire. In doing so, it will ensure that new retail development is directed to appropriate locations, existing retail facilities are improved and any deficiencies in the retail hierarchy are addressed, allowing for future growth to be planned for. The aim of the LDF is to promote the vitality and viability of the area's shopping hierarchy, encouraging a wide range of services that promotes genuine choice, in a good quality environment, with a vibrant mix of activity, which is accessible to all. Ultimately, the LDF supports the growth of the local economy by ensuring that the area's towns, villages and countryside are vibrant, thriving places to live, work, visit and relax.

### Context

#### National/Regional

- 10.3 National planning policy, as set out in Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth, advocates town centres as the principal locations for new retail, leisure, commercial office, tourism and cultural facilities. The key objective is to promote their vitality and viability. Key to this is developing a hierarchy of centres with each performing an appropriate role to meet the needs of its catchment area. It also sets out provisions for determining the need for retail and leisure development and establishes the sequential approach for new development.
- 10.4 Tourism is seen to be of crucial importance to the national economy. It generates significant revenues, provides millions of jobs, supports communities and helps maintain and improve important national assets. This is highlighted within the Good Practice Guide on Planning for Tourism. PPS4 also highlights the specific importance of tourism to rural economies by sustaining local businesses and promoting prosperity in rural towns and villages as well as encouraging farm diversification.

- 10.5 One part of the Regional Spatial Strategy's (RSS) core approach is to strengthen the role and performance of the region's main town and city centres. To achieve sustainable economic growth and investment in the region, regional cities and sub regional towns, such as Scunthorpe, there has to be a focus on providing offices, retail, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation facilities. Local service centres (i.e. the Market Towns) are also seen as being key hubs in serving the needs of rural communities. The RSS emphasises that development, environmental enhancements, accessibility improvements and town centre management activities should take place to create a distinctive, attractive and vibrant sense of place and identity for town centres.
- 10.6 Within the RSS, tourism is recognised and valued as a key component of regional activity making a significant contribution to the local and regional economy. Both the RSS and the Regional Economic Strategy (RES) recognise the potential of some parts of the region to further develop their assets to build on the tourism offer.

## Local

- 10.7 Scunthorpe is North Lincolnshire's main retail and service centre and as such provides the bulk of the area's housing, employment, education and leisure facilities. Recent years have seen significant investment in Scunthorpe town centre with the opening of the multi-million pound Parishes retail complex, which has improved the range and type of shops on offer and provided a new multi-screen cinema. However, much still needs to be done to improve the retail offer and improve the town centre's environment. The improvement of Scunthorpe town centre is priority for both the Sustainable Community Strategy and the LDF.
- 10.8 In terms of the retail hierarchy, following Scunthorpe town centre are the Market Town centres of Barton upon Humber and Brigg with further smaller town centres in Crowle and Epworth providing for convenience and comparison shopping needs. These town centres also offer a range of leisure facilities and other supporting services. Kirton in Lindsey and Winterton are also classed as Market Towns and are important service centres but due to limited services and retail provision are considered to be district centres rather than town centres. Below the market towns fall the district centres of Ashby High Street and Frodingham Road, both of which are located in the Scunthorpe urban area. Both provide for local shopping needs but not on the same scale as the market towns. Elsewhere a range of smaller local centres, shopping parades and corner shops provide a vital range of shops and facilities for their local communities, both urban and rural.
- 10.9 As part of the Scunthorpe Urban Renaissance Programme the town centre will be subject to considerable change and redevelopment that reinforces its role as North Lincolnshire's main centre as well as enhancing its role regionally.
- 10.10 Culture and tourism are growth industries in North Lincolnshire. Visitors to the area contributed £167m to the local economy, supported by 3,971 jobs in 2008. Tourism has a key role to play in providing economic support for local communities. It can also provide a hub for environmental enhancement. The area's tourism industry is constantly evolving being centred on the area's market towns and natural environment, such as the Humber Estuary. Opportunities may also arise from the area's accessibility by both Humberside and Doncaster Robin Hood Airports in supporting short break holidays tied into specialist local facilities such as high-quality golf courses.

- 10.11 North Lincolnshire also has a range of cultural and leisure assets, which play an important role in the life of the area's towns and villages. Scunthorpe has the Plowright Theatre, 20-21 Visual Arts Centre, North Lincolnshire Museum, Scunthorpe Leisure Centre (to be replaced in 2011 by The Pods leisure and sporting facility) and the Vue cinema as well as a range of bars, restaurants and nightclubs. Barton upon Humber is the focus of the South Humber Collection, a destination for wildlife heritage and the arts. Attractions include the Ropewalk Arts and Crafts Centre, Waters' Edge Visitors Centre, Baysgarth Museum and a new leisure centre. Brigg has an attractive town centre and an award winning Farmers' Market. Epworth is famous for its connections with the Wesley family, the founding fathers of Methodism, which attracts visitors from across the world.
- 10.12 The evening economy is a particular facet of the cultural sector, which poses both a major opportunity and a challenge. It generates jobs and has the potential to add vitality to town centres.
- 10.13 Scunthorpe needs to achieve a better balance in terms of the range of evening and late night activities and their distribution throughout the town centre. In some parts of the town there are concentrations of pubs and bars – in particular Doncaster Road, Britannia Corner and the western High Street. Concentrations in these areas have led to problems of litter and anti-social behaviour. In the market towns a good range of pubs and restaurants exist. These should be protected to maintain a healthy economy. A greater range of cultural facilities should be proposed for these locations that offer evening uses appropriate with their character. The LDF supports the development of Scunthorpe town centre as a leisure and cultural focus for North Lincolnshire as well as the importance of thriving service centres in market towns. This can be achieved by:
- Supporting new investment in the cultural sector and safeguarding existing cultural facilities
  - Containing and controlling new uses, in particular new drinking establishments and nightclubs, where they could cause significant problems or add to existing problems
  - Encouraging cultural uses including restaurants and café bars within Scunthorpe town centre
  - Sympathetically diversify the cultural economy in the market towns as part of a balanced mix of uses in these locations.

## Future Provision

- 10.14 The North Lincolnshire Retail Study assessed the retail provision in North Lincolnshire and showed that there was need for additional town centre retail floor space over the coming years. Despite the study showing that many people were satisfied with the retail provision across all of the area's town centres, there was demand for new shops, and a better choice and quality of shops in Scunthorpe, particularly for clothes shops, multiple retailers and national chain department stores. In other centres, many people wanted better choice of shops.
- 10.15 The Retail Study identified the capacity for additional convenience and comparison shopping floorspace needs up until 2015 in the area's main centres.



Centre	Floorspace Type	2010	2015
Scunthorpe	Convenience	800m <sup>2</sup> to 1,650m <sup>2</sup>	1,830m <sup>2</sup> to 3,670m <sup>2</sup>
	Comparison	4,300m <sup>2</sup> to 11,400m <sup>2</sup>	12,900m <sup>2</sup> to 28,600m <sup>2</sup>
Barton upon Humber	Convenience	90m <sup>2</sup> to 180m <sup>2</sup>	170m <sup>2</sup> to 330m <sup>2</sup>
	Comparison	300m <sup>2</sup> to 600m <sup>2</sup>	500m <sup>2</sup> to 1,100m <sup>2</sup>
Brigg	Convenience	110m <sup>2</sup> to 200m <sup>2</sup>	260m <sup>2</sup> to 500m <sup>2</sup>
	Comparison	400m <sup>2</sup> to 800m <sup>2</sup>	800m <sup>2</sup> to 1,600m <sup>2</sup>
Crowle and Epworth	Convenience	40m <sup>2</sup> to 80m <sup>2</sup>	60m <sup>2</sup> to 120m <sup>2</sup>
	Comparison	-	-

10.16 In addition the RSS gives an indication of the number of jobs that are likely to be created annually in main town centre uses over its lifespan (between 2006 and 2026). The uses are offices (use class B1) and retail and leisure. In the case of North Lincolnshire, offices are expected to create an additional 160 jobs annually, whilst retail and leisure is expected to create 60 jobs annually. This could potentially create upwards of 4,400 new jobs over the next 20 years in the area's town centres.

## Approach

10.17 The strategy is to support North Lincolnshire's town, district and local centres as centres for retail, cultural and tourism development. It aims to encourage new retail development in the right location, in a way that supports the delivery of the spatial vision for North Lincolnshire and the regeneration of Scunthorpe town centre. It is also about ensuring that a positive climate is put in place to attract investors to the area to meet consumer demands for a range and choice of shopping opportunities, all within an attractive and well-designed environment. All this should take place in a sustainable way.

10.18 A key priority is to safeguard and enhance Scunthorpe town centre as a major sub-regional shopping destination as envisaged by the Scunthorpe Urban Renaissance Programme. This will introduce a new mix of uses to the town centre including enhanced opportunities for retail and cultural development within a high quality, well designed built environment and public realm. This will help to secure high quality new development, which substantially improves the town centre's retail offer in quantitative and qualitative terms. The overall aim is to create a centre where people chose to shop because of its excellent range and offer of shops and attractiveness as a retail destination.

10.19 Another key part of the strategy is ensuring that the area's network of centres is preserved and enhanced. This will be achieved through the establishment of a retail hierarchy. This four level hierarchy will ensure that future retail development is directed to the correct location, taking account of the function and role of the centre. The Market Town centres, district centres and local centres/corner shops will also be supported as important locations for retail development and their enhancement and preservation encouraged.

10.20 Where new retail development is not appropriate to be located in or on the edge of existing centres (in terms of the sequential approach), if there is a clearly defined need it will be directed to existing retail destinations, ensuring that unsustainable piecemeal development does not occur.

- 10.21 Retail development will play a wider role than just meeting people's shopping needs. Like all development, it needs to contribute to our wider objectives of creating sustainable communities, delivering regeneration and renaissance, as well as promoting social inclusion. The strategy is to direct retail to help address these issues, secure Scunthorpe town centre, respond to retail need and ensure an even spread of shopping opportunities and facilities for the area's residents, as reasonably as possible.
- 10.22 In respect of culture and tourism, the council will support these sectors as a growing part of the area's economy. Both have an important role to play in securing the vitality and viability of the area's town centres by ensuring that there is a mix of uses provided within them. Until recently the value of green tourism to the local economy has been understated within North Lincolnshire. However, it has now a key role to play in assisting the diversification of the rural economy with environmental assets that include the internationally significant Humber Estuary and Crowle and Thorne Moors proving to be significant visitor draws in their own rights.

## **CS14: RETAIL DEVELOPMENT**

The Council will work with partner organisations to identify, protect and enhance the following hierarchy of vital and viable town, district, and local centres in North Lincolnshire:

### **1. Scunthorpe Town Centre**

To fulfil its sub-regional role, identified in the RSS, Scunthorpe town centre will be main location for all new retail, leisure, cultural and office development. Development will be provided which meets the quantitative and qualitative needs for these uses. To support the Scunthorpe Urban Renaissance Programme the town centre will be subject to major redevelopment with increased comparison and convenience retail floorspace together with an improved market and enhanced cultural facilities. New development should make a positive contribution to improving the town centre's viability and vitality, support the creation of a comfortable, safe, attractive and accessible shopping environment, and improve both the overall mix of land uses in the centre and its connectivity to adjoining areas.

### **2. Market Town Centres of Barton upon Humber, Brigg, Crowle and Epworth**

To fulfil their role as key shopping and service centres in North Lincolnshire, the market town centres will be supported as locations for further retail, leisure, cultural and tourism development. Development will only be permitted that meet the needs of the area served by the centre in a sustainable way, is of a scale appropriate to the centre, and that will not adversely impact upon the vitality or viability of other nearby town and district centres. Within the town centres, any new development should respect their historic character.

### **3. District Centres of Kirton in Lindsey and Winterton**

To fulfil their role as key shopping and service centres the district centres will be supported as locations for further retail, leisure, cultural and tourism development. Development will only be permitted that is required to meet the needs of the area served by the centre in a sustainable way, is of a scale appropriate to the centre, and that will not adversely impact upon the vitality or viability of other nearby town and district centres. Within the district centres, any new development should be respect their historic character.

### **4. District Centres of Ashby High Street and Frodingham Road**

These centres will continue to have an important role in providing shopping and services within the Scunthorpe urban area. However, no proposed development will take place within these centres, unless it can be demonstrated that it is to meet local needs, is of a scale appropriate to the centre and will not adversely impact upon the vitality or viability of other nearby centres.

### 5. Local Centres/Corner Shops

To fulfil their role in providing vital day-to-day shopping facilities for local communities in both urban and rural areas, the retention and enhancement of Local Centres and corner shops will be supported.

In supporting the vitality and viability of North Lincolnshire's network of town centres, it will be important to ensure that:

- The existing retail character and function of centres is safeguarded. Development that detracts from vitality and viability of the area's town centres will be resisted.
- New town centre development complies with the sequential approach to site selection, which prioritises development in existing centres, then edge-of-centre sites, and only then out of centre sites that are accessible by a choice of means of transport.
- The scale and type of development reflects the centre's existing and proposed function and its capacity for new development.
- The retail function of town centres are protected by way of restricting non-A1 uses particularly within the defined town centres boundaries.
- A balanced range of facilities and uses are encouraged within district and local centres in keeping with their size and function to meet the every day needs of the local population. Local shops located within smaller settlements, in particular in rural areas will be protected where they are important to the day-to-day needs of people.
- Shopping facilities are accessible by a range of means including by car, walking, cycling and public transport.
- New developments are of an appropriately high quality design, particularly in the town centre.

10.23 This policy aims to support the sustainable development of a vibrant Scunthorpe town centre, Market Towns and other centres in the retail hierarchy at a scale and function proportionate to the retail standing of the centre. This policy will be implemented through the normal planning process.

10.24 Town centre boundaries and primary shopping frontages will be identified through the Housing and Employment Land Allocations DPD.

10.25 New retail development is an important part of the continued growth in North Lincolnshire. In particular it will have an important role to play in helping to regenerate Scunthorpe town centre. In choosing the location of new retail development, it should be done in line with the sequential test as set out in PPS4, which is as follows:

- Existing centres, where the development is appropriate in relation to the role and function of the centre, then
- Edge of centre locations, which are well-connected to the existing centre and where the development is appropriate to the role and function of the centre, and then
- Out of centre sites that are well serviced by a choice of means of transport.

## CS15: CULTURE AND TOURISM

A balanced and socially inclusive cultural and evening economy will be promoted within North Lincolnshire by supporting uses such as museums, theatres, restaurants, café bars and leisure uses within Scunthorpe town centre and market towns provided that the proposals:

- Are managed to minimise crime, disorder and public concern
- Are of a high quality design
- Do not have an unacceptable adverse impact on neighbouring uses in terms of noise, traffic and disturbance.

Elsewhere, schemes that extend the range of cultural and evening economy uses will be supported where they are consistent with the size and function of the centre. The loss of leisure, arts or cultural facilities will be permitted only where there are overriding regeneration or community benefits from such a development, in which case consideration must be given to the replacement of the facilities elsewhere.

Existing tourist facilities and infrastructure will be protected and enhanced and the development and promotion of sustainable tourism focusing on the area's natural and built assets will be supported, particularly the Humber Estuary, Thorne and Crowle Moors and Market Towns.

- 10.26 New developments for tourism/leisure related shopping may also be appropriate in other locations where tourism and leisure activities already exist or are proposed. Retail facilities are now recognised as a leisure activity in their own right, and therefore provide an added attraction to leisure and tourism location, increasing the appeal of North Lincolnshire as a tourism and leisure destination.
- 10.27 This policy aims to support the development of a vibrant Scunthorpe town centre and Market Towns to ensure the development of a balanced evening economy throughout North Lincolnshire. It also seeks to support the continuing development of sustainable tourism in North Lincolnshire by focusing on the area's natural and built assets. This policy will be implemented through the normal planning process.

### Monitoring

- 10.28 The following indicators and targets will be used in monitoring the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Amount of completed retail, office and leisure development in town centres.	70% of all new retail, office and leisure development to take place in identified town and district centres.
Number of vacant units within town and district centres.	Annual decrease in the number of vacant units within the identified town and district centre
Amount of new cultural facilities within the Town and District centres.	Net increase in cultural facilities per annum.
Amount of new tourism facilities within the Town and District centres.	Net increase in tourism facilities per annum
Amount of new tourism facilities outside Town and District centres.	Net increase in tourism facilities per annum

## Key Documents

- Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth (DCLG, December 2009)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- North Lincolnshire Retail Study (England & Lyle, 2005)
- A Tourism Strategy for North Lincolnshire 2004-2007 (NLC, 2004)
- Scunthorpe Strategic Development Framework (Gillespies/Yorkshire Forward, 2005)

## Link to Key Objectives

### Spatial Objectives:

1, 5, 9, 10

### SA Objectives:

SA1; SA2; SA3; SA4; SA5; SA6; SA7; SA8; SA9; SA10; SA11; SA12; SA13; SA14; SA15; SA16; SA17; SA18; SA19; SA20; SA21; SA22; SA23; SA24; SA25; SA26; SA27; SA28





# ENVIRONMENT AND RESOURCES

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## Introduction

- 11.1 The condition of the surrounding environment has a significant impact on quality of life. Enhancing and protecting North Lincolnshire's natural environment, built heritage and natural assets is critical to the area's image, as well as bringing both social and economic benefits to its communities. The core environmental approach will emphasise the need to transform all areas in North Lincolnshire, particularly in the main population centres of Scunthorpe, the Market Towns of Barton upon Humber, Brigg, Crowle, Epworth, Winterton, Kirton in Lindsey and the large employment site at the South Humber Bank. It is also vital to recognise the need to increase, improve and enhance North Lincolnshire's biodiversity and varied land and waterscapes. The environmental components of the core approach will also address climate change, sustainable resources (including renewable energy) and flood risk.
- 11.2 The task of the LDF is to build on this evidence base, setting out positive policies that help to protect and enhance the quality of the natural environment, and promoting its contribution to the regeneration of North Lincolnshire. The purpose of this chapter is to provide a more locally detailed approach and operational priorities for managing the environment of North Lincolnshire in spatial terms and to set out monitoring and delivery mechanisms accordingly.

## Context

### National/Regional

- 11.3 National and regional planning policy expects development and growth in North Lincolnshire to preserve and enhance a variety of environmental assets to help ensure that the area is left in a condition that future generations can enjoy and benefit from.
- 11.4 The main environmental components of the core approach of the Yorkshire & Humber Plan - Regional Spatial Strategy (RSS) to 2026 include the need to transform cities and towns, raise environmental quality, increase biodiversity, enhance natural heritage, address climate change, and protect rural and coastal areas. It also sets out clear priorities for each of the region's seven sub-areas, in particular how the impacts of climate change should be addressed and how the region should adapt to it.

- 11.5 North Lincolnshire is part of the Humber Estuary Sub Region along with North East Lincolnshire, Kingston upon Hull and the East Riding of Yorkshire. The sub-region has considerable economic and environmental shared needs and opportunities, particularly in and around the Humber Estuary, which is its dominant environmental feature. The Humber Estuary is unique with the largest port operations in the UK (and predicted to grow at a steady rate) coupled with major international and national environmental designations. The improvement and enhancement of both the economic and environmental assets must take place in a sensitive, balanced way to accommodate predicted economic growth and climate change.

## Local

### Landscape, Green Space and Waterscape

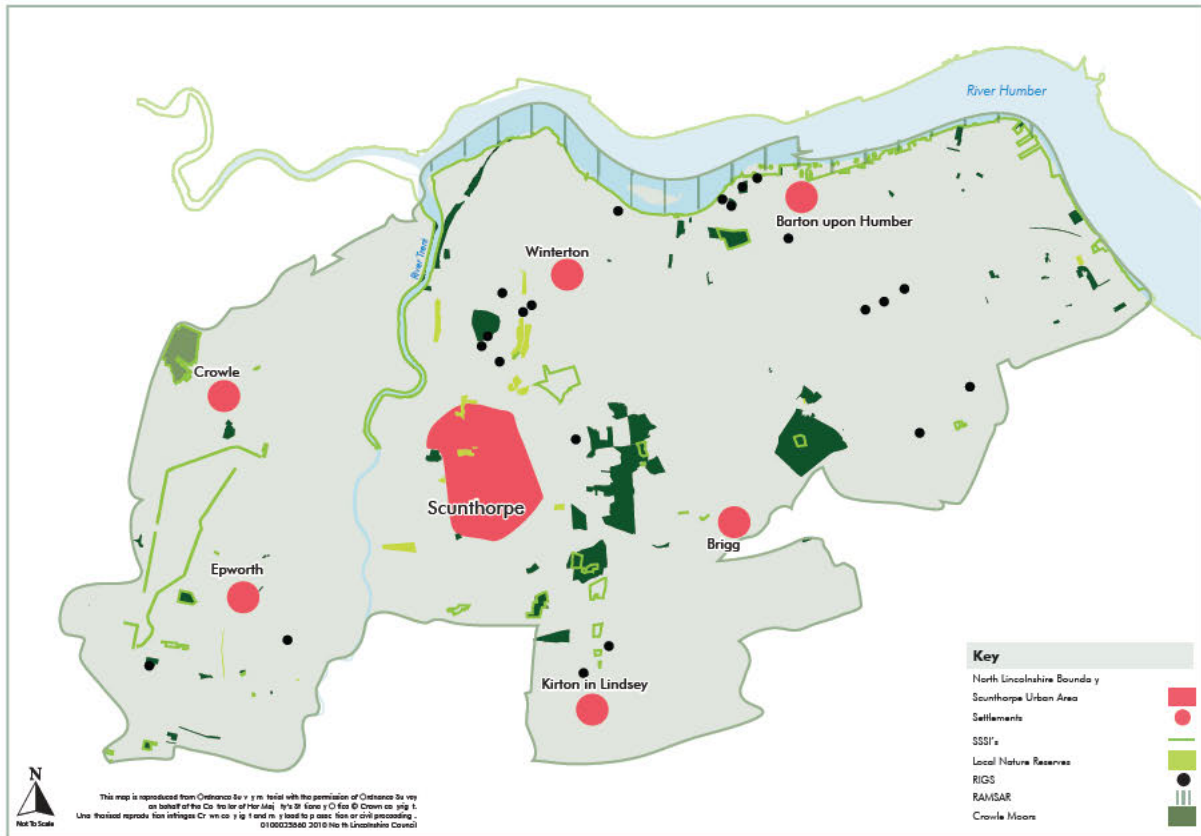
- 11.6 North Lincolnshire's most valuable natural asset is its high quality natural environment containing a mixture of different landscapes, waterscapes and greenspace in both urban and rural settings. This includes international and national habitats and wildlife designations, particularly the Humber Estuary, Crowle Moors and the area of special historic landscape interest in the Isle of Axholme (based on historic landscape assets of medieval open strip fields and turbaries) and the major waterscape assets of the Barton Claypits Country Park, Ironstone Gulleys and Rivers Humber, Trent and Ancholme. The large areas of greenspace in Scunthorpe reflect its original Garden Town design and are of particular local importance to the urban design of the town.
- 11.7 North Lincolnshire's landscape character contains vast areas of flat low lying land, large areas of lowland moorland of the Trent Levels, Vale of Ancholme, Lincolnshire Drift and Humber Estuary to the west, and the higher land of the Lincolnshire Wolds and Lincoln Edge running north to south in two separate swathes of land. Despite the large areas of flat land the topography rolls enough to offer opportunities, in both rural and urban areas, of dramatic locations and views that have not always been exploited.
- 11.8 North Lincolnshire's network of parks, natural green spaces, historic landscape and water areas provides quality greenspace between settlements, connecting town to country with a natural and recreational resource, which are equally important to the area's distinctiveness.
- 11.9 These environmental features provide a clean and safe environment that provides opportunities for recreation, leisure and tourism activities, which can make a significant contribution to the health and well being of North Lincolnshire's residents and those visiting or working in the area, as well as providing an ecological resource.
- 11.10 The aim of the Core Strategy is to protect and enhance North Lincolnshire's natural heritage and world class landscapes and habitats by maintaining and creating a sensitive balance between urban and rural, built form and natural assets, and physical and cultural links between townscape and landscape. This will be incorporated in new areas and replacement of existing areas such as the western urban extension of Scunthorpe (to further enhance and transform its Garden Town image) and replacement land (mitigation and compensation) for loss of habitat and landscape to industry at the South Humber Bank. Improved accessibility through better public transport and recreational activities such as cycling and walking for residents and visitors must continue to be promoted. Key matters to be addressed are:

- To produce a Green Infrastructure Strategy for North Lincolnshire. Natural England has provided completed mapped results to North Lincolnshire Council for use in applying a Green Infrastructure Strategy. This involved working closely in partnership with Natural England, the Humber sub-region local authorities and other partners to identify, collate and map green infrastructure assets and areas within North Lincolnshire. Future work will aim to identify opportunities for intervention. This work shall be linked to similar areas identified in adjacent local authority areas (where appropriate). The council will use Natural England results and work with North East Lincolnshire, Hull and East Riding Councils to develop a relevant green infrastructure strategy for North Lincolnshire (and/or the HHP sub-region) from the work carried out by Natural England on green infrastructure and regional biodiversity. Work is currently progressing on these plans at a regional and sub-regional level.
- Focussing the majority of new development in the Scunthorpe urban area will inevitably add pressure to these assets. The aim is to protect, enhance and transform these resources by managing them wisely. Investment will need to be directed towards improving their quality and accessibility, encouraging and actively being involved in the creation of new landscapes and waterscapes, urban greening projects and initiatives and public parks through the development process.
- The Lincolnshire Lakes western urban extension to Scunthorpe is seen as essential to help transform its image as a steel town while adding to its Garden Town image. This transformational project will involve an urban mixed land use extension that will have a unique lakeside environment as its central feature and proposes several large artificially created lakes connected by water channels. These new landscape/waterscape areas will be integrated into the Green Infrastructure Study that is currently being developed. Investment needs to be directed towards creating a quality urban development inclusive of a quality landscape and biodiversity that is accessible to, and can be enjoyed by the public, particularly for walking and cycling. This will also create an attractive green western entrance into the town that will attract future investment for North Lincolnshire and will become a focal point for people to live, work and visit the area.
- It will be important to safeguard and enhance North Lincolnshire's varied landscapes including important prehistoric, historic medieval landscapes and archaeological remains (where appropriate) where development is proposed.
- North Lincolnshire has particularly low levels of tree cover and tree planting will need to be substantially increased, without compromising individual landscape character types, within the area. Increasing tree cover within accessible natural green space close to the main urban areas including settlements and the large South Humber Bank employment site will promote a range of environmental, social and health benefits.

## Biodiversity

- 11.11 North Lincolnshire has a duty to implement a biodiversity strategy under the Natural Environment and Rural Communities Act 2006. North Lincolnshire's landscapes are rich in biological and geological diversity. This is reflected in the range of international, national and local designations, which includes five international designations (one Ramsar, two Special Areas of Conservation and two Special Protection Areas) on the Humber Estuary, Thorne Moor and Thorne and Hatfield Moor, 29 Sites of Special Scientific Interest (SSSI's), 10 Local Nature Reserves (LNR's), some 200 Local Wildlife Sites (Sites of Importance to Nature Conservation – SINC's) and 22 Local Geological Sites (Regionally Important Geological Sites).





- 11.12 North Lincolnshire supports important areas of species, rich coversand heath, lowland raised bog (peat rich areas), intertidal habitat areas including salt marsh and mud flats, reed beds and some ancient woodland. Significant numbers of national rare/declining species have been recorded including Bats, Brown Hare, Water Vole Otter, Badger, Bittern, several farmland (for example, Skylark) and woodland (for example, Spotted Flycatcher) bird species, and plants including Pillwort, Shepherd's Needle, Cornflower and Dense Silky Bent.
- 11.13 A key issue will be to secure wildlife species in the designated protected areas where there is a proven economic need for development (for example at the South Humber Bank Employment Site). Within these sites appropriate replacement habitat areas will be agreed with the developer and relevant environmental agencies/bodies. The council is currently working on a South Humber Bank Delivery Framework for harmonising industry and ecology at the strategic South Humber Bank Employment Site. This is being achieved by working in partnership with nature conservation bodies, landowners, industry and North East Lincolnshire Council. Where replacement habitat cannot be achieved the existing habitat will be protected from development. Biodiversity is threatened by inappropriate land management, habitat fragmentation, development pressure and climate change. North Lincolnshire needs to play its role in enhancing its existing assets and rebuilding (where possible) what has been previously lost.
- 11.14 Work to protect biodiversity will also have a broader focus than just rare habitats and species. Recognition will be given to the educational, health and quality of life benefits that come from regular contact with nature, and plan for accessible green spaces that allow these benefits to be realised. An excellent recent example of this is a reclaimed area (from a former chemical works) called Waters' Edge Visitor Centre and Country Park at Barton upon Humber.

## Sustainable Resource Use and Climate Change

- 11.15 The quality of North Lincolnshire's local environment needs to be framed within a wider global picture. Globally, natural resources are being consumed and the environment is being altered at an unprecedented rate and scale.
- 11.16 Human activities around the globe are increasing the amount of carbon dioxide and other 'greenhouse gases' that are entering the atmosphere, which is leading to global warming and climate change. North Lincolnshire must take steps to reduce the cause of carbon dioxide and make plans to respond to its effects (sea level rise and flood risk). The Government has set a national target to reduce greenhouse gas emissions by 12.5% below 1990 levels over the period 2008-2012 with an aim of achieving 20% cuts by 2010. The Government in the Climate Change Act 2008 has set a UK target of reducing carbon emissions by at least 80% by 2050 and by at least 40% by 2020 (based against a 1990 baseline). The Act also 2008 contains enabling powers to introduce new carbon trading schemes. Achieving these targets will require a wide range of actions, many of which fall outside the scope of the LDF.
- 11.17 Yorkshire Forward carried out a scoping study in 2008 to introduce an understanding of transporting CO<sub>2</sub> from the Yorkshire and Humber Region emitters into offshore storage sites (gas wells in the North Sea coming to the end of their life in the next decade). The study area in the document importantly covers North Lincolnshire and recognises that the area has high individual industrial emitters of CO<sub>2</sub>, including oil refineries, steelworks, power stations and port operators. These high levels of CO<sub>2</sub> emissions and proximity to ready made off shore storage sites means that the development of a low cost CO<sub>2</sub> transport network (pipes) would position the region and North Lincolnshire as the first and potentially lowest cost user of depleting North Sea gas fields for carbon storage. This possible solution for storing carbon is supported by the government's overview stated in the Stern Review of Climate Change, which confirms that carbon capture and storage is essential to enable the provision of a lower carbon future, thereby having a positive effect on climate change. The recommendations of this scoping report include high level government and regional development agency involvement to materially address the cumulative emissions of CO<sub>2</sub> from the UK in line with the time scales of the "Central" scenario with operation in 2016 .
- 11.18 The council has signed the Nottingham Declaration on Climate Change that requires it to develop a Climate Change Action Plan. North Lincolnshire is currently carrying out a study review to establish its ecological/carbon footprint. This is a review of North Lincolnshire's Climate Change Action Plan and Greening the Workplace document. This will indicate how many hectares of land are required to meet each North Lincolnshire resident's requirements for food, energy and transport. Whatever the result of this study North Lincolnshire residents and developments should aim to be more resource efficient in the future. The Climate Change Action Plan has a five year programme (2007-2012), that highlights some actions which can be implemented and will lead to a reduction in greenhouse gas emissions. The consequences of the Government's recent announcement to raise the reduction in carbon emissions target by 2050 will inevitably lead to another review of the Climate Change Action Plan.
- 11.19 Homes contribute one-third of the UK's total carbon dioxide emissions and when other buildings are factored in, the figure is closer to one half (Town and Country Planning Association 2006). To meet the challenges of rising demand for housing and reduce greenhouse gas emissions, there is a need to move towards an urban environment that demands less energy and that has a sustainable energy resources.
- 11.20 To meet this challenge development will need to be planned which will help slow down the rate of (and be resilient to the effects of), climate change. In order to do this, the aim is to:
- Reduce consumption of natural and non renewable resources where possible

- Plan to reduce carbon emissions in the context of required efficient non renewable energy by the use of the best available clean technologies
- Reduce pollution to levels that do not damage natural systems
- Reduce the need to travel
- Help improve air, land and water quality
- Reduce contributions, and adapt, to climate change
- Reduce the use of non renewable energy and promote renewable energy
- Plan in the context of increased flood risk
- Plan in the context of reducing carbon emissions.

- 11.21 The key issue for the LDF is how it reconciles the need to reduce reliance on fossil fuels such as coal, oil and gas by generating energy from renewable resources with the need to protect and enhance our landscapes and minimise their impact on communities. North Lincolnshire has a history of providing power including combined heat and power and providing fuel sources for the area and elsewhere. Where non-renewable resources such as oil, gas and coal continue to be used it will be essential to use the best available clean technologies and abatement measures, including developing carbon capture methods, to help reduce carbon emissions. There are a number of ways that energy can be generated from renewable resources; these include biomass, burning waste to create energy, using landfill gas, using solar panels on buildings, wave and tidal power and wind power. The overall aim of reducing North Lincolnshire's carbon footprint can be achieved in part by the promotion of renewable energy generation and low carbon energy, including it wherever possible, and by maximising improvements to energy efficiency to meet the appropriate energy efficient standards for the region.
- 11.22 Energy from renewable sources makes an important contribution to reducing greenhouse gas emissions which are the main cause of global warming and climate change. North Lincolnshire will meet its RSS renewable energy targets through the Development Control process. Although wind energy is only one of the different renewable energy resources, a 16mw wind farm at Bagmoor Gullet has been developed whilst a 66MW cross border (with Doncaster Metropolitan Borough Council) wind farm at Tween Bridge has been given planning permission as has an 85MW windfarm at Keadby. This indicates that the RSS 2010 – 54MW and 2021 – 112MW target for installed grid-connected renewable energy for North Lincolnshire will meet the minimum requirements of RSS policy ENV5 and table 10.2. It should be noted that no maximum targets are set by RSS and compliance with minimum targets does not prevent further renewable energy development being allowed. There is currently major interest in locating biomass plants in North Lincolnshire and off-shore wind farms and wave power in the Humber Estuary/North Sea, which is currently being researched. In addition, existing energy generation sites such as Keadby Power Station are supported. It is expected that existing power stations in North Lincolnshire will continue to play an important role in energy production and will continue to be a major contributor to North Lincolnshire's power generation supply to the national grid.
- 11.23 Where specified requirements are not practically achievable on any major development, a section 106 legal agreement will be sought to secure savings through the implementation of other local renewable energy or energy efficient schemes. Further guidance will be provided in a Supplementary Planning Document.

## Flood Risk

- 11.24 As an area that is framed by the sea and three large river systems and large areas of low flat lying land, North Lincolnshire needs to respond to the issue of flood risk. A Strategic Flood Risk Assessment (SFRA) covering North Lincolnshire and North East Lincolnshire was approved in November 2006.. This SFRA has been subjected to Review and was completed in April 2010. This Review sets out what is expected in flood risk terms over the next 100+ years up to 2115 by considering the latest Lidar data and climate change predictions, including the consequences of predicted tidal, fluvial and pluvial outcomes. The Review has considered the latest PPS25 (and its new companion guide) and the latest flood modelling (coastal breach analysis) made available by the EA at the beginning of 2010. The Review also includes the relevant SFRA Level 2 assessment from a separate and more detailed PPS25 Exceptions Test Strategy on land to the west of Scunthorpe that includes the Lincolnshire Lakes project area.
- 11.25 The risk of coastal and river flooding will increase as a result of the predicted effects of climate change, including rising sea level and increased rainfall. To achieve a programme of sustainable development North Lincolnshire will need to adapt to this situation, in agreement with the Environment Agency, by taking steps to defend existing properties and direct new sustainable growth to areas with little or no risk of flooding. However, North Lincolnshire has a significant amount of land within zone 3, where in part, for wider sustainable reasons, development will have to be located.
- 11.26 The majority of development allocations will be located in Scunthorpe and the South Humber Bank. Significant environmental, design and construction challenges exist with the need to deliver social and economic growth in areas of flood risk. The majority of housing land will be directed towards a western extension of the Scunthorpe urban area and will include the Lincolnshire Lakes project area which will be delivered as an Area Action Plan DPD. The majority of employment land will be delivered at the South Humber Bank by extending the existing port areas. It will be crucial to respond in these areas to the risk of flooding now and in the future. The council's SFRA Review indicates that in the next 100+ years the absence of appropriate defences, sea level rise, greater storms and increased rainfall will result in more frequent flood events. The Government's Foresight Study predicts wetter winters and dryer summers, but a greater intensity of rainfall events in the summer season. Without appropriate mitigation measures applied to development in terms of construction and design, floods in the areas more susceptible to flood risk could be caused by the actions of the sea, rivers and rainfall reducing the capacity of surface water systems.
- 11.27 The Environment Agency South Humber Water Cycle Strategy (North Lincolnshire and North East Lincolnshire Council's areas) reached Scoping stage in July 2008 but did not progress because of the uncertainty of future Surface Water Management Plans and possible overlap and repetition of study work on different water plans. However, since that time it has recently emerged in progressing various individual studies that it will be beneficial for North Lincolnshire Council to progress a Water Cycle Strategy particularly concentrating on the strategic locations for future growth. Whilst the responsible water companies in the area have indicated that there are no real capacity problems during the consultation process of the Core Strategy, a Water Cycle Strategy will provide a formal plan and programme of water services infrastructure implementation through a thorough assessment of the environment and infrastructure capacity for water supply, sewage disposal, flood risk management and surface water drainage. It will also consider the impact of efficiency measures and provide an overall estimate of cost for the identified solutions and of the identified infrastructure improvements required at an early stage.

- 11.28 The final publication of the Outline Water Cycle Strategy is expected during late October 2010. Surface Water Management Plans will be required under the Floods and Water Management Act 2010 but the process is not likely to progress until the council has given the issue more considered thought. The council has responded to the Act during its draft stages and one of the main concerns highlighted from the council's Floods Forum was the funding and resource issue of developing Surface Water Management Plans. However, it is clear that Strategic Flood Risk Assessments, Water Cycle Strategies, the Exception Test Strategy for the western Scunthorpe urban extension and other individual water studies recently carried out by the council will assist Surface Water Management Plans and help plan future development in terms of flood risk and the capacity of water infrastructure over a much longer time frame (20 to 30 years).
- 11.29 The Catchment Flood Management Plan (CFMP's) for Grimsby and Ancholme, and the Draft CFMP for the Trent are higher-level strategic flood management plans that cover parts of North Lincolnshire. These include a broad set of policies for the river catchment areas. Both CFMP's will sit alongside the Humber Shoreline Management Plan (HESMP – Flamborough Head, North Yorkshire to the Wash, South Lincolnshire/Norfolk) which in effect for the North Lincolnshire area is the Humber Flood Defence Strategy – Planning for the Rising Tides (March 2008). These latter plans also include broad strategies that need to be defined in separate more detailed project studies such the Isle of Axholme and Gunness/Flixborough studies, which are currently ongoing. The Humber River Basin Management Plan is currently in draft form and tends to address water quality issues that will feed through to CFMPs. All these flood and water plans will contribute towards the European Water Framework Directive 2009.
- 11.30 The North and North East Lincolnshire SFRA Review, and any subsequent reviews should be used as a basis for all Flood Risk Assessments in addition to revised PPS25 (March 2010). It is essential that the SFRA is reviewed on a regular basis to take into account any new relevant flood data, including future PPS25 reviews. The current SFRA Review is the most up to date it can be at the time of publishing this Core Strategy. North Lincolnshire Council and North East Lincolnshire Council have agreed with the EA the SFRA Review is to be used as a "living document" that is set out in a way that parts can be amended as and when necessary. All development will be measured against a risk based approach to flooding involving Sequential and Exception testing. The Sequential Test looks to steer new development away from areas at risk of flooding wherever possible. To pass the Sequential Test, anyone proposing development in areas at risk of flooding will need to show that reasonably available, acceptable sites are unsustainable in other ways in lower flood risk zones. If the Sequential Test is passed, the Exception Test may be necessary, depending on the vulnerability of the development and the level of flood risk (see Table D3 of PPS25). The Exception test seeks to ensure that development:
- Provides benefits to the community that outweigh the risks of flooding
  - Is located on previously developed land where possible; and
  - Is safe and does not increase the risk to others.
- 11.31 Once these tests have been passed, all development proposals in areas considered at risk of flooding will require a detailed Flood Risk Assessment that will demonstrate how it will make a positive contribution to reducing or managing flood risk. Whilst the approach to locating development should be to avoid developing in the high flood risk area (and not at all in the functional flood plain) it will be important to avoid "sterilising" the higher flood risk zoned areas by prohibiting necessary sustainable development in it. A better approach will be to integrate water management into areas that are needed for development in the high flood risk areas with people safety being at the top of the agenda as will be the case with the Lincolnshire Lakes Project Area. This will involve a number of measures including:
- Locating vulnerable types of development to avoid flood risk
  - Raising floor and land levels and providing safe flow paths within and outside development and safe routes for people

- Improving capacity and effectiveness of drainage infrastructure
- Providing, enhancing and maintaining flood defences and flood warning systems
- Designing and constructing buildings to be resilient and resistant to the effects of flooding, safe for human occupation and do not increase flood risk to others.

## Approach

11.32 Everyone in North Lincolnshire is dependent on the natural environment. It is the foundation for economic and social well being. The North Lincolnshire vision will not be achieved without its effective stewardship.

11.33 To achieve a balance between the natural environment with people's social and economic wellbeing, the LDF will:

- Protect and enhance the landscape, greenspace and waterscape that are essential to North Lincolnshire's historic setting and character particularly by recording existing green assets by means of a green infrastructure study, including setting out future green infrastructure requirements
- Ensure future development enhances the quality and accessibility of green spaces by encouraging the creation of new landscapes and waterscapes, town greening initiatives and public parks within a green infrastructure study.
- Recognise the importance of providing a 'multi functional' green infrastructure that delivers a broad range of quality of life benefits (education, access, amenity, recreation, green tourism, biodiversity) in line with existing council strategies to be delivered through a green infrastructure study.
- Protect, enhance and restore biological diversity in line with targets expressed within national, regional and local Biodiversity Action Plans
- Ensure future development 'designs in' wildlife from an early stage
- Respond to the threat of flooding through the planning of development proposals in the light of Strategic Flood Risk Assessment and emerging Water Cycle Strategy and Surface Water Management Plans
- Recognise that effective protection and management of the Humber Estuary and its main tributaries and existing settlements requires a sub regional/cross boundary partnership approach to planning and delivery assisted by the Trent CFMP, Grimsby and Ancholme CFMP, Humber Flood Defence Strategy (Environment Agency), Strategic Flood Risk Assessment, Humber Nature Conservation Strategies (Natural England) and the South Humber Bank Delivery Group – including the environmental sub-group

11.34 The Council also recognise that to create and support 'sustainable communities' there is an urgent need to plan for climate change, and limit North Lincolnshire's 'eco footprint' by embracing design and technology that reduces our use of non-renewable resources and ensure that development goes through a process of climate proofing.

11.35 To address these climate change issues the LDF will:

- Promote development that maximises energy efficiency and minimises CO2 emissions and improves the quality of air, land and water
- Promote sustainable building construction methods through the Development and Building Control processes that will help minimise CO2 emissions

- Promote development that utilises low or zero carbon sustainable energy sources and support new technology for carbon capture
- Promote development that reduces the need to travel and dependency upon the car
- Promote a green infrastructure study for North Lincolnshire
- Respond to the threat of flooding through the consideration of planning proposals in light of a Strategic Flood Risk Assessment and emerging Water Cycle Strategy and Surface Water Management Strategy
- Reduce consumption of natural and non-renewable resources, but where there is no option but to use non-renewable resources the best available clean technologies will be promoted
- Respond to minimising waste by reducing it and recycling it to create a sustainable energy source.

### **CS16: NORTH LINCOLNSHIRE'S LANDSCAPE, GREENSPACE AND WATERSCAPE**

The council will protect, enhance and support a diverse and multi-functional network of landscape, greenspace and waterscape through:

1. Identifying in supporting documents within or evidencing the Local Development Framework, a network of strategically and locally important landscape, greenspace and waterscape areas. Development on or adjacent to these areas will not be permitted where it would result in unacceptable conflict with the function(s) or characteristic of that area.
2. Requiring development proposals to improve the quality and quantity of accessible landscape, greenspace and waterscape, where appropriate.
3. Requiring development proposals to address local deficiencies in accessible landscape, waterscape and greenspace where appropriate.
4. Requiring the protection of trees, hedgerows and historic landscape to be specified where appropriate.

The creation and maintenance of the network of landscape, green space and waterscapes will be secured by a range of measures, including protecting open space, creating new open spaces as part of new development, and by using developer contributions to create, improve and maintain green infrastructure assets where appropriate

- 11.36 The aim of this policy is to ensure that the key strategic spaces are protected and enhanced, contributing to the formation of sustainable linked communities. Strategic landscape, greenspace, estuary and water environments and archaeology are of importance to North Lincolnshire as a whole in terms of its character, biodiversity value, recreation/sports value and its potential for improving and enhancing green tourism value.
- 11.37 Smaller scale greenspace features which include individual trees and hedgerows are also important to quality of life and the environment. The council will be proactive in protecting such features through Tree Preservation Orders or other applications of its powers. Development proposals should also bring forward landscaping schemes that protect existing landscape features and deliver environmental improvements appropriate to the location of the scheme and the function and scale of development.
- 11.38 The policy will be implemented through:

- Identifying greenspace sites in supporting documents within or evidencing the LDF, and through the consideration of planning applications
- Production of a Green Infrastructure Study.

## **CS17: BIODIVERSITY**

The council will promote effective stewardship of North Lincolnshire's wildlife through:

1. Safeguarding national and international protected sites for nature conservation from inappropriate development.
2. Appropriate consideration being given to European and nationally important habitats and species.
3. Maintaining and promoting a North Lincolnshire network of local wildlife sites and corridors, links and stepping stones between areas of natural green space.
4. Ensuring development retains, protects and enhances features of biological and geological interest and provides for the appropriate management of these features.
5. Ensuring development seeks to produce a net gain in biodiversity by designing in wildlife, and ensuring any unavoidable impacts are appropriately mitigated for.
6. Supporting wildlife enhancements that contribute to the habitat restoration targets set out in the North Lincolnshire's Nature Map and in national, regional and local biodiversity action plans.
7. Improving access to and education/interpretation of biodiversity sites for tourism and the local population, providing their ecological integrity is not harmed.

- 11.39 This policy is primarily about conserving and enhancing North Lincolnshire's wildlife, including intertidal and peat moor locations and supporting a richness of biodiversity that will underpin the creation of sustainable neighbourhoods and green tourism. Alkborough Flats is a recent example (completed in 2006) where a flood risk management scheme has been and a managed nature conservation area provided which includes the creation of some 170 hectares of intertidal habitat. The spatial distribution of the hierarchy of important nature conservation sites is illustrated in the Key Diagram. It recognises the importance of protecting species and the assets found within the statutorily designated sites, but also the need to view biodiversity enhancement as an integral opportunity in all development. Certain developments may be required to submit an impact assessment to quantify the effect on biodiversity and inform design and mitigation measures. Development proposals need to consider protected species at an early stage. Where development adversely affects biodiversity interest, negative impacts should be minimised and compensation to offset these impacts should be provided. Any proposed development likely to have a significant effect on a wildlife site of international importance will be subject to a thorough ecological assessment. A Habitat Regulations Assessment under the Habitat Regulations will be made by the council to inform development control decisions. Where it cannot be demonstrated that a development proposal will not have an adverse effect on the integrity of a site of European or international importance to nature conservation, such development is not supported by this Plan and will not be permitted.
- 11.40 This policy will be implemented through specific proposals, where appropriate, in supporting documents within or evidencing the LDF and by the planning application process to positively bring about development which supports wildlife policy. It will be amplified through special studies/delivery frameworks and by a Supplementary Planning Document.



## CS18: SUSTAINABLE RESOURCE USE AND CLIMATE CHANGE

The council will actively promote development that utilises natural resources as efficiently and sustainably as possible. This will include:

1. Meeting high water efficiency standards, and incorporating new technologies to recycle and conserve water resources.
2. Requiring the use of Sustainable Urban Drainage Systems (SuDS) where practicable.
3. Supporting the necessary improvement of flood defences and surface water infrastructure required against the actions of climate change, and preventing development in high flood risk areas wherever practicable and possible.
4. Meeting required national reductions of predicted CO<sub>2</sub> emissions by at least 34% in 2020 and 80% in 2050 by applying the following measures on development proposals. Requiring all industrial and commercial premises greater than 1000 square metres to provide 20% of their expected energy demand from on site renewable energy until the code for such buildings is applied nationally. Where developers consider these Codes and targets cannot be met on the basis of viability they will be required to provide proof through open book discussions with the council at the planning application stage.
5. Ensuring building design reduces energy consumption by appropriate methods such as high standards of insulation, avoiding development in areas subject to significant effects from shadow, wind and frost, using natural lighting and ventilation, capturing the sun's heat, where appropriate.
6. Supporting development that minimises the consumption and extraction of minerals by making the greatest possible reuse or recycling of materials in new construction, and by making best use of existing buildings and infrastructure.
7. Supporting development that seeks to minimise waste and facilitates recycling and using waste for energy where appropriate.
8. Ensuring that development and land use in areas close to the Humber Estuary and rivers responds appropriately to the character of the area, in the interests of preserving and making best use of limited resources.
9. Supporting development that will help to reduce the need to travel for people using that development.
10. Ensuring development and land use helps to protect people and the environment from unsafe, unhealthy and polluted environments, by protecting and improving the quality of the air, land and water.
11. Supporting renewable sources of energy in appropriate locations, where possible, and ensuring that development maximises the use of combined heat and power, particularly at the South Humber Bank employment site and where energy demands for more than 2MW are required for development.
12. Supporting new technology and development for carbon capture and the best available clean and efficient energy technology, particularly in relation to the heavy industrial users in North Lincolnshire, to help reduce CO<sub>2</sub> emissions.
13. Promote the use of a greenspace strategy and a green infrastructure plan, where applicable, which could help reduce the effects of climate change.

- 11.41 This policy aims to reduce the size of North Lincolnshire's ecological footprint, reduce the causes of climate change, and move North Lincolnshire towards a more resource efficient future. It will be implemented through specific resource use policies and proposals in relevant Action Plans, and through the planning application and building control processes. The issue of renewable energy will be amplified through a Supplementary Planning Document. Examples of this include using renewable energy technology, being positive about supporting new carbon capture technologies, concentrating more on waste minimisation, reuse and recycling by applying the national waste hierarchy and delivering cleaned up, previously used contaminated land where it is sustainably located and where practicable, in accordance with Environment Agency and local guidance.
- 11.42 The Outline Water Cycle Strategy shows that there will be a need for major improvements to the sewage network to accommodate growth within and adjoining Scunthorpe. This policy makes it clear that development will need to be phased in a way that ensures that infrastructure is provided either before or alongside development for it to be sustainable. The phasing of development will need to be informed by further evidence on infrastructure as part of the development of the Lincolnshire Lakes Area Action Plan and the Housing and Employment Development Plan Document. This is necessary to ensure the protection of the water environment and to meet the objectives of the Water Framework Directive as set out in the Humber River Basin Management Plan.

### **CS19: FLOOD RISK**

The council will support development proposals that avoid areas of current or future flood risk, and which do not increase the risk of flooding elsewhere. This will involve a risk based sequential approach to determine the suitability of land for development that uses the principle of locating development, where possible, on land that has a lower flood risk, and relates land use to its vulnerability to flood. Development in areas of high flood risk will only be permitted where it meets the following prerequisites:

1. It can be demonstrated that the development provides wider sustainability benefits to the community and the area that outweigh flood risk.
2. The development should be on previously used land. If not, there must be no reasonable alternative developable sites on previously developed land.
3. A flood risk assessment has demonstrated that the development will be safe, without increasing flood risk elsewhere by integrating water management methods into development.

Development within the Lincolnshire Lakes area will comply with the flood management principals set out in the Western Scunthorpe Urban Extension Exception Test Strategy. Any further flood management proposals will have to be agreed by both the council and the Environment Agency during the process of the Lincolnshire Lakes Area Action Plan. Development proposals in flood risk areas which come forward in the remainder of North Lincolnshire shall be guided by the Strategic Flood Risk Assessment for North Lincolnshire and North East Lincolnshire. This will ensure that proposals include site specific flood risk assessments which take into account strategic flood management objectives and properly apply the Sequential and, where necessary, Exception Tests.

In addition development will be required, wherever practicable, to incorporate Sustainable Urban Drainage Systems (SUDS) to manage surface water drainage. The Council will also seek to reduce the increase in flood risk due to climate change through measures to reduce carbon dioxide emissions.

- 11.43 This policy is needed to safeguard people and property from the risks of flooding. The risks of flooding in North Lincolnshire are forecasted to increase due to climate change.

11.44 Flood risk is increased where there is a lack of capacity within the existing drainage infrastructure. SUDS are natural drainage systems that bring environmental, ecological and social benefits to residents. They are designed to slow the surface water run off from land into drains, watercourses and main rivers to limit the flooding and pollution problems associated with conventional drainage schemes. The systems also have a part to play in reducing flood risk to and from new development, and can be designed to function in most urban settings. SUDS can include green roofs, water butts, rain water harvesting, filter strips and swales, infiltration devices and basins or ponds.

11.45 The policy will be implemented in the following ways:

- By applying the flood risk sequential and exception tests and using the vulnerable land use classification in Annex D of PPS25 Development and Flood Risk
- Identification of specific policies and proposals to reduce flood risk as part of development proposals in other relevant Local Development Documents
- Development proposals will be informed by the SFRA and any subsequent review of this document, PPS25 and development based Flood Risk Assessment that demonstrates how it will make a positive contribution to reducing or managing flood risk. This will include a number of measures to ensure that:
  - iv) Development is zoned to ensure the most vulnerable development types are avoided
  - v) Drainage infrastructure is increased
  - vi) Flood defence and flood warnings are increased
  - vii) Flood resistant or resilient design is included as part of the development solution
  - viii) SUDS will be required on all development and applied through the planning application process where practicable
  - ix) Water management methods are integrated into development, particularly into developments that are required for other wider sustainable community reasons in the high flood risk zone.

## Monitoring

11.46 The following indicators and targets will be used in monitoring the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Renewable energy developments installed by type	54 MW of installed grid-connected renewable energy in 2010 112 MW of installed grid-connected renewable energy in 2021 These are both minimum targets – no maximum targets are set
Areas of parks and open spaces with a current Green Flag Award compared to the total amount of parks and open spaces	Annual increase in percentage of local authority managed parks and with a current Green Flag Award compared to the total amount of parks and open spaces
Proportion of total dwellings permitted and proportion of employment permissions granted, located in areas at risk of flooding (excluding the Lincolnshire Lakes project area – Western Scunthorpe Urban Extension and the South Humber Gateway).	15% -20%
Actions are taken to protect and enhance water quality.	Annual Environment Agency confirmation of satisfactory progress with the delivery of relevant actions from the Humber River Basin Management Plan.
Improved Local Biodiversity – local sites of biodiversity importance where active conservation management is being carried out	Proportion of local sites where positive conservation management has been, or is being implemented.
Change in areas of biodiversity importance	Change in areas (ha) of biodiversity habitat- sites of international, national, regional, sub-regional or local significance

## Key Documents

- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- A Carbon Capture and Storage Network for Yorkshire and Humber (Yorkshire Forward, 2008)
- Lincolnshire Biodiversity Action Plan (Lincolnshire Biodiversity Partnership, 2006)
- Strategic Flood Risk Assessment for North & North East Lincolnshire (NLC, 2006)
- Interim Review of Strategic Flood Risk Assessment for North & North East Lincolnshire (NLC & NELC 2009)
- South Humber Water Cycle Scoping Study July 2008 (Halcrow, 2008)
- Humber Flood Risk Management Strategy March 2008 (Shoreline Management Plan) (Environment Agency, 2008)
- Draft Trent Catchment Flood Management Plan (to be finalised)
- Grimsby and Ancholme Catchment Flood Management Plan (Environment Agency, 2009)
- Draft Humber River Basin Management Plan (July to September 2009) (Environment Agency, 2009)
- Planning Policy Statement (PPS) 25: Development & Flood Risk (DCLG, 2010)
- Planning Policy Statement 25: Development and Flood Risk - Practice Guide (DCLG, 2009)
- Nottingham Declaration on Climate Change 2007 – 2012 (Energy Saving Trust)
- North Lincolnshire Climate Change Action Plan (Annual reviews) (NLC)
- Emerging South Humber Bank Ecology Delivery Framework 2009

## Link to Key Objectives

### **Spatial Objectives:**

1, 2, 6, 7, 8, 10

### **SA Objectives:**

SA1; SA5; SA7; SA8; SA9; SA11; SA12; SA13; SA14; SA15; SA18; SA19; SA20; SA21; SA22; SA23; SA28

# 12

## SUSTAINABLE WASTE MANAGEMENT

### Introduction

- 12.1 All activities generate waste, which needs to be collected, managed and disposed of in a suitable way. The volume of waste has increased due to national economic growth. The Government is eager to break the link between economic growth and waste production by improving resource efficiency. Currently the majority of this material is landfilled but increasing global concern about sustainable development means that large scale landfilling of waste is no longer suitable. Consequently, it is important to reduce the environmental burden of waste by producing less, making better use of it through better management and treatment, and with lessening reliance on landfilling.
- 12.2 The Core Strategy sets out a framework to guide waste management facilities to the most appropriate types of location. The Municipal Waste Management Strategy will guide the development of solutions and type of facilities required for the treatment of municipal waste. The Core Strategy is also supported by the Minerals and Waste DPD.

### Context

#### National/Regional

- 12.3 Much of the higher level United Kingdom policy and guidance about waste originates from the European Union through the Framework Directive on Waste, which establishes fundamental principles for waste management - the Waste Hierarchy and the Proximity Principle. The Waste Hierarchy is a scale of preferences for waste treatment, with waste reduction as first preference followed by re-use, then recycling, recovery and disposal. The impending incorporation of the Directive into UK law may see this become a priority order. The Proximity Principle states waste management or disposal should take place as close as possible to the waste's origin. This and other European Directives have been influential in formulating waste management practices and targets.
- 12.4 Legislation is then interpreted through the National Waste Strategy 2007 and Planning Policy Statement 10 (PPS10): Planning for Sustainable Waste Management, which state that the planning system is pivotal to the adequate and timely provision of the new waste management) facilities. They encourage positive planning towards delivering sustainable waste management, through the development of appropriate strategies for growth and regeneration. They also encourage the prudent use of resources and the need to provide sufficient opportunities for new facilities of the right type, in the right place and at the right time.

- 12.5 The Regional Spatial Strategy (RSS) amplifies national policy by requiring local authorities to provide a range of plans, strategies, investment decisions, programmes and facilities for sustainable waste management. Local authorities should work with businesses and regional partners, including the Environment Agency, the waste industry, Regional Development Agency, and the third sector to ensure the integration of strategies and proposals for sustainable waste management. Local authorities should also support the timely provision of a combination of infrastructure and improved waste management practices which best meet environmental, social and economic needs for their areas. The Regional Technical Advisory Body (RTAB) advises on waste planning issues and offers technical advice on the implementation and review of the RSS policies. Where necessary, and appropriate, managing waste at the nearest location may involve seeking agreement with neighbouring authorities.

## Local

- 12.6 North Lincolnshire Council is the waste collection and disposal authority investing in waste management facilities and the waste planning authority, setting and implementing policies through the planning process. The Council is responsible for collecting and managing Municipal Solid Waste (MSW), mostly from households. Other waste streams, such as construction and demolition waste, commercial and industrial waste, and agricultural waste, are mainly handled by private waste management firms. Collectively, all of the above are called controlled waste.
- 12.7 The Council has prepared a Draft Municipal Waste Management Strategy (MWMS), which covers the period 2008 to 2025. It sets out how municipal waste will be managed and treated in a sustainable way. In North Lincolnshire the municipal waste stream accounts for less than 10% of all waste streams, so even with a 50% recycling rate, the volume treated will be still be quite small. The Strategy will:
- Limit the growth in municipal waste through the use of waste reduction and minimisation programmes.
  - Increase the level of recycling and composting of household waste to a minimum of 50% by 2010/11, and meet any future statutory targets set by the UK Government.
  - Treat the remaining waste in a facility located within North Lincolnshire, in order to recover energy. This will enable North Lincolnshire Council to meet the targets set by the Waste and Emissions Trading Act 2003, thereby avoiding the purchase landfill allowances from other waste authorities, or the payment of a fine to the Government, once the facility is operational.
  - Provide sufficient future landfill capacity for any municipal waste that is unsuitable for recycling or recovery.
- 12.8 The draft Strategy identifies three areas where additional waste handling and treatment capacity will be required in the short to medium term. These areas will have the capacity to handle additional recyclables, to treat residual municipal waste, and to manage similar, non-municipal waste streams arising locally.
- 12.9 The strategy recognises the opportunity to treat additional organic waste fractions at the Lower Trent Composting Plant in Flixborough. The licenced capacity is currently up to 50,000 tonnes p.a., which exceeds the organic municipal waste handled by the council. Spare capacity for horticultural and commercial feedstocks exists. However, if this site is deemed to be environmentally unsuitable, a different one will be required. For residual MSW treatment, new technology is required, possibly Advanced Thermal Treatment, but the type and location are unspecified. For landfilling of any residues, the current extensive local capacity, especially in the Ironstone Gulleys, is recognised.

## Existing Provision

- 12.10 In 2006 licensed and permitted waste treatment and disposal facilities in North Lincolnshire received around 1.95 million tonnes of controlled waste, of which only 5.3% (103,000 tonnes) was MSW managed locally. Currently 49% of MSW is recycled or composted, and the remainder goes to the New Crosby landfill site in Scunthorpe. Elsewhere in the area, there are a number of other operational landfill sites. BIFFA operate a site at Roxby, which receives MSW by rail from the Greater Manchester Waste Disposal Authority. Waste Recycling Group operates the Winterton site, which receives waste from neighbouring local authorities in the Humber sub-region. A number of other disposal sites are operated by process manufacturers, such as Tata Steel, Cemex and Singleton Birch, to accommodate waste generated by their activities.
- 12.11 The majority of waste in North Lincolnshire is landfilled in redundant quarries, the legacy of aggregates and ironstone extraction for steel and associated industries. The area has an abundance of landfill capacity, with currently 14 million m<sup>3</sup> of void space having planning permission for waste disposal.
- 12.12 Table 12.1 shows how the 1.95 million tonnes of controlled waste managed within North Lincolnshire in 2006, was treated:

Treatment Type	Tonnage
Non-hazardous landfill (Construction/Industrial waste + MSW)	1,213,200
Hazardous landfill (C&I waste)	107,500
Inert landfill (construction & demolition materia )	196,300
Restricted landfill (material produced on site)	375,300
Composting (MSW)	(21,500)
Recycling (MSW)	(23,000)

- 12.13 The RSS estimates that North Lincolnshire has the following level of capacity for waste disposal:
- Landfill – 19.4 million m<sup>3</sup> total
  - Composting – 176,000 tonnes pa
  - Recovery as energy from waste – 96,000 tonnes pa.

## Future Provision

- 12.14 In 2007/8 household waste in North Lincolnshire increased by more than 2%. However, in 2008/9 an unprecedented 7% decrease was recorded. The extent to which this decrease was due to the prevailing economic climate will not be known for some time. For waste forecasting purposes, the Council has assumed no annual per capita growth in household waste, but future housing provision in the area will increase output by about 1.5% per year. If this forecasting is accurate, the area will produce around 116,000 tonnes of waste per year by 2021. If this additional waste was landfilled, it would mean that after 2011, North Lincolnshire would exceed its permitted allowances under the Waste and Emissions Trading Act 2003. Therefore it is essential that new facilities for the recycling, composting and recovery of waste are provided.



12.15 The RSS predicts that landfill will decline, so by 2021 it will account for only one quarter of final waste disposed of. The remaining 90,000 tonnes per year will require treatment, with about two thirds to be recycled. It also expects commercial and industrial waste output to grow. However, the impact of a greater proportion being recycled or recovered means capacity requirements will remain static for the next decade, at about 520,000 tonnes per year. Landfill disposal and treatment capacity requirements are also expected to be constant over the same timescale at about 170,000 tonnes and 348,000 tonnes respectively.

## Approach

12.16 To provide an appropriate planning framework for sustainable waste management, treatment and recovery, the strategy identifies broad locations which could accommodate strategic facilities. It will also set out a criteria-based approach that promotes sustainable waste management in a sequential pattern, and in locations that support the proximity principle and self-sufficiency principle. These principles look at the convenience of proposed facilities for the public, businesses, and other land uses, and will evaluate what facilities can be realistically provided. These criteria will assist in the identification of other sites for waste facilities and will be used to assist in determining proposals for new facilities.

12.17 The identification of broad locations for waste facilities relates directly to the following:

- where the majority of the population live and work now and where the majority of new housing and employment development will be proposed in the future;
- locations where suitable technologies already exist that can be utilised and/or adapted for waste processing.
- locations where the treatment of waste by particular technologies produces marketable goods and the users of such goods are in close proximity.

12.18 As part of the overall development strategy for the area, Scunthorpe and the South Humber Bank Employment site are identified as strategic locations for development which will see increases in the population and employment. In using the proximity principle in seeking to provide future waste facilities close to areas that will continue to create waste, Scunthorpe and the South Humber Bank employment area are therefore identified as broad locations for future waste facilities.

12.19 It is also recognised that there are existing industrial users that have processes that can be used or adapted for waste management purposes and as such it is considered logical and appropriate to include these locations as broad locations. These locations are at Melton Ross, where planning permission was given in November 2008 for a waste facility, Flixborough Industrial Estate, where there is an existing composting waste plant, power station sites and other high energy usage installations, including for example Keadby Power Station, where there is a significant opportunity for extra electricity generation, and South Ferriby, where solid recovered fuel (SRF) is already used in a cement manufacturing process.

12.20 Advances in organic waste treatment technologies have resulted in products for a particular sector e.g. compost and liquid fertilizer for agriculture from a combined dry and wet anaerobic digestion process. These treatment facilities are best located close to the markets they supply.

12.21 In line with the RSS, a priority order for the identification of sites and facilities based on a sequential approach will be set out.

- 12.22 In support of the draft MWMS no new waste landfill sites will be provided because of the existence of a very high surplus of void space capacity, the unsuitability of final disposal of untreated waste, and the presence of environmental constraints, sometimes high, at abandoned quarry sites. The Core Strategy recognises the need to safeguard existing facilities for recycling, reuse, storage, transfer and processing waste. Extra locations for waste management, though not for landfill, will be needed.
- 12.23 It is now a statutory requirement for developers proposing major schemes to submit a Site Waste Management Plan (SWMP), detailing how much waste they expect to be produced and how it will be managed. Monitoring this output will help to identify how waste can be reduced. Since construction/demolition waste is the largest waste stream by volume, extra management of the erection and removal of buildings is worthwhile, and several waste treatments are possible on the same site simultaneously. The re-use, recycling, composting or recovery of waste must take precedence over landfill, in the waste hierarchy.
- 12.24 Waste management facilities have some impact on their surroundings, so mitigation and compensatory works need consideration. Finally, with numerous waste management technologies available, all-round suitability of their location is especially important, possibly with two or more processes integrated. The Core Strategy recognises that new technologies for waste management will be driven by commercial considerations.
- 12.25 The Minerals and Waste DPD will provide a framework for development management policies on waste to help guide the processing of planning applications. The DPD will set out locations and provide policies for future site-specific treatment facilities in North Lincolnshire. It will identify specific sites within the broad locations close to where the majority of the population live and work for larger strategic facilities to process controlled waste and provide a planning policy framework for smaller sites. The DPD will also cover access, design, landscaping, water source protection, alleviation of flood risk, restoration, and aftercare for waste treatment sites. Criteria-based policies will also be included to encourage waste minimisation and control different types of waste management.
- 12.26 Whilst much of this section is devoted to the management and treatment of waste, it is also a resource which can be used. The use of waste as a fuel to generate heat and power is a key component of the National Waste Strategy 2007. It can clearly be viewed as a form of renewable energy, and as such will have a role to play in helping to reduce carbon dioxide emissions and the effects of climate change. For example this could be done via thermal treatments or combustion or use of landfill gas. Research commissioned by the Waste Regional Advisory Group (WRAG), on behalf of the Regional Development Agency (Yorkshire Forward), identified key installations within North Lincolnshire where energy demand is high, and where the use of Solid Recovered Fuel (SRF) may be appropriate. These installations include existing power stations. Waste reception and treatment facilities may therefore be required on these sites. Planning permission was given in November 2008 for the development of Advanced Thermal Waste Treatment technology at an existing high energy usage industrial process operation. North Lincolnshire is aiming to develop a green economy and potential become a renewable energy hub. The use of waste as a renewable resource could contribute to this.

## **CS20: SUSTAINABLE WASTE MANAGEMENT**

The Council will consider new and enhanced facilities for the treatment and management of waste in the following broad strategic areas:

- Scunthorpe
- South Humber Bank Employment Area
- Flixborough Industrial Estate
- Power station sites and other high energy usage installations
- Farms which will directly use organic agricultural products derived from waste treatment

In general a sequential search will be made for the location of waste management facilities from the highest to lowest preference as follows:

1. On-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban areas (The Proximity Principle)
2. Pursuit of neighbourhood self-sufficiency, at the lowest practicable level for the waste stream concerned (The Self-Sufficiency Principle)
3. Encouraging co-location of waste facilities - at Materials or Resource Recovery Parks for example
4. Locations at existing mineral extraction and waste landfill sites
5. Locations at established and proposed industrial and business sites
6. Locations in redundant farm buildings and associated land
7. Use of other previously-developed land.

The Council will promote sustainable waste management by:

- Requiring Site Waste Management Plans for future major developments to minimise waste
- Requiring the integration of facilities for waste minimisation, re-use, recycling and composting, in association with the planning, construction and occupation of new development.
- Providing guidance on minimising potential social, environmental and economic impacts that are likely to arise in the development of waste infrastructure
- Establishing a planning policy framework that identifies suitable locations for waste management.

12.27 The policy will be implemented via consideration of planning applications and pre-application advice to applicants, and if planning permission is given, by conditions or if appropriate, a Section 106 Agreement or Community Infrastructure Levy. These measures involve scrutiny of all proposed developments that have the potential to generate waste. Since North Lincolnshire Council deals with municipal solid waste, and has prepared a Draft Municipal Waste Management Strategy, information and awareness for developers and the general public on the need to reduce, reuse and manage waste, can be emphasised.

12.28 The Minerals and Waste DPD will refine the Core Strategy waste policy further. This will be prepared as the two topics are closely inter-related in function and current operational location. Operational quarries generate spoil, which can be progressively backfilled, or the redundant parts of quarries may be suitable for other waste treatment/disposal. Waste presence in North Lincolnshire is quite significant in volume, with the area being a net importer. As such a separate DPD is required.

## Monitoring

12.29 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Proportion of household waste recycled or composted	Increase the level of household waste recycled or composted to at least 40% by 2010; 45% by 2015; and 50% by 2020.
Recovery of Municipal Waste	Increase the level of municipal waste recovered to 53% by 2010; 67% by 2015; and 75% by 2020.
Landfill Diversion	Provide a surplus under the Landfill Allowance Trading Scheme (LATS)

## Key Documents

- Minerals Planning Guidance (MPG) 7: Reclamation of Mineral Workings (DOE, 1989)
- Planning Policy Statement (PPS) 1: Delivering Sustainable Development, Supplement – Planning and Climate Change (DCLG, 2007)
- Planning Policy Statement (PPS) 10: Planning for Sustainable Waste Management (ODPM, 2005)
- Planning for Sustainable Waste Management - A Companion Guide to PPS 10 (DCLG, 2006)
- Planning Policy Statement (PPS) 23: Planning and Pollution Control (ODPM, 2006)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- Draft Municipal Waste Strategy (NLC, 2007)

## Link to Key Objectives

### Spatial Objectives:

6, 7, 10

### SA Objectives:

SA9; SA11; SA12; SA13; SA15; SA18; SA19; SA20; SA22; SA27



# 13

## MINERALS

### Introduction

- 13.1 Minerals make an essential contribution to the nation's prosperity and to quality of life, not least in helping to create and develop sustainable communities. Their extraction can have positive impacts on the environment and the economy. In accordance with sustainable principles an adequate and steady supply of minerals is necessary to contribute towards infrastructure and buildings as well as goods that society, industry and the economy needs. Minerals are a vital but finite resource, and can only be worked where they exist. Primary aggregates, a non-renewable resource, are heavily used for building and infrastructure as well as goods that society, industry and the economy need. However, to support the long-term sustainability of North Lincolnshire, the need to maximise the use of secondary aggregates will be key. These secondary materials, including by-products from primary mineral workings, power generation and steel working – such as pulverised fuel ash, colliery shale, furnace bottom ash, and blast furnace slag, are all reusable and recyclable materials. The use of these materials is advocated in national guidance to reduce dependency on primary extraction. Scunthorpe, with its steel tradition, is well placed for this. Recycled materials embrace construction and demolition waste, and road planings. Markets for such reclamations need to be viable and space is needed for sorting, processing, and stockpiling materials.
- 13.2 The extraction of minerals should take account of their impact on the environment, and people living in close proximity. Provision of supplies to meet current needs is conducted via sites with planning permission. To meet long-term future needs, mineral resources that are known to exist, but do not currently have permission for extraction, must be protected from other development. This is achieved through Minerals Safeguarding Areas, which the Core Strategy identifies. The Strategy also endorses sustainable mineral extraction practices. More detailed policies will be included in a Minerals and Waste DPD.

### Context

#### National/Regional

- 13.3 Minerals Planning Guidance Notes and Minerals Planning Statements (MPGs and MPSs) are published by the government, which give advice on detailed criteria for assessing proposals for mineral extraction to ensure environmental acceptability. Topics include processing planning applications, reclamations, and review of pre-1948 permissions. MPG13 and MPG15 refer to peat extraction and silica sand respectively, both of which are minerals of scarcity, of national economic importance and relevant to North Lincolnshire. MPS1: Planning and Minerals and MPS2: Control and Mitigation are also relevant for planning in the area.

- 13.4 The MPGs and MPSs state that an adequate and steady supply of minerals is essential in helping to achieve sustainable development. A hierarchical approach seeks to reduce extraction and waste generation, whilst maximising recycling and secondary material. National mineral objectives are to:
- to ensure, so far as practicable, the prudent, efficient and sustainable use of minerals and recycling of suitable materials, thereby minimising the requirement for new primary extraction;
  - to conserve mineral resources through appropriate domestic provision and timing of supply;
  - to safeguard mineral resources as far as possible;
  - to prevent or minimise production of mineral waste;
  - to secure working practices which prevent or reduce as far as possible, impacts on the environment and human health arising from the extraction, processing, management or transportation of minerals;
  - to protect internationally and nationally designated areas of landscape value and nature conservation importance from minerals development, other than in the exceptional circumstances as detailed national planning policy and guidance;
  - to secure adequate and steady supplies of minerals needed by society and the economy within the limits set by the environment, assessed through sustainability appraisal, without irreversible damage;
  - to maximise the benefits and minimise the impacts of minerals operations over their full life cycle;
  - to promote the sustainable transport of minerals by rail, sea or inland waterways;
  - to protect and seek to enhance the overall quality of the environment once extraction has ceased, through high standards of restoration, and to safeguard the long-term potential of land for a wide range of after-uses;
  - to secure closer integration of minerals planning policy with national policy on sustainable construction and waste management and other applicable environmental protection legislation; and
  - to encourage the use of high quality materials for the purposes for which they are most suitable.
- 13.5 Therefore emphasis has been placed on the importance of safeguarding mineral deposits in the region from sterilisation by other types of development, and provide for an adequate and steady supply of minerals. The use of secondary and recycled aggregates will be maximised in the region to reduce dependency on primary extraction, and Mineral Planning Authorities should provide appropriate sites. Landbanks for all nationally and regionally significant minerals will be maintained and safeguarded including aggregates (sand, gravel, limestone and sandstone), silica sand, clay, brickearth, and chalk.
- 13.6 National minerals policy guidance requires North Lincolnshire to contribute to the regional supply of aggregates and provide an adequate and steady supply of other minerals. The Core Strategy aims to deliver national and regional objectives and policies for minerals planning.

## Existing and Future Provision

- 13.7 North Lincolnshire has a wide variety of minerals. The most important are silica sand, chalk, limestone, clay and peat. There are also reserves of oil, gas, ironstone, sand and gravel, and the area is a contributor to regional aggregate provision of crushed rock, because of large reserves. North Lincolnshire is also a net importer of sand and gravel. Sub-regional apportionments based on the work of the Regional Aggregates Working Party were set out on the RSS and formed the basis of necessary landbanks of key nationally and regionally important minerals. Between 2001 and 2016, North Lincolnshire, the land-won sand and gravel landbank is 4.1m tonnes, and the land-won crushed rock landbank is 2.6m tonnes.
- 13.8 Numerous areas are safeguarded for minerals in the adopted North Lincolnshire Local Plan (May 2003). Silica sand resources are currently safeguarded adjacent to/west of North Moor Road, Messingham, east of Scallow Grove and adjacent to/east of Kirton Road, Messingham, adjacent to/west of the Lincoln edge to the north west of Manton and at Black Nook Wood. Sand and gravel resources are maintained west of Willow Holt in Flixborough and at Cove Farm in Haxey. Clay resources are safeguarded adjacent/east of Barrow Tileries in Barrow Haven, adjacent/north of Far Ings Road in Barton upon Humber, north of South Marsh Farm to the east of Falkland Way in Barton upon Humber, and west of Low Melwood Farm adjacent to the C204 between Epworth and Owston Ferry. Although ironstone mining has finished east of Yarborough Gullet, the resources should be protected in case the market may change in the future. These areas will continue to be safeguarded in the Core Strategy with the boundaries set out in the Minerals and Waste DPD.

## Approach

- 13.9 In support of national minerals policy, North Lincolnshire will continue to contribute to the national and regional supply of minerals, including aggregates. Mineral resources are a finite resource, consequently, an appropriate policy framework of protection to avoid sterilisation of the land by development and depletion of mineral supplies for the future will be adopted. Whilst defining Mineral Safeguarding Areas (MSA) carries no presumption that the mineral resource will be worked, they nevertheless indicate potential mineral resources and enable a choice of sites to help to ensure that the planning system retains the flexibility to identify sites that have the least environmental impacts.
- 13.10 The use of secondary and alternative aggregates will be encouraged to conserve the primary mineral resources which supports the aim of the strategy to reduce the area's dependence on non-renewable resources. Other policies in the strategy set out how resource demands from new development should be minimised.
- 13.11 The source of restoration material for mineral sites will follow the proximity principle with material sourced as close to the mineral site as possible to satisfy the issue of transport sustainability. This will help reduce transport distances and reduce carbon emissions. An Environmental Statement will be required for all but the most minor applications, such as provision of small and temporary buildings or machinery.
- 13.12 Mitigating the environmental impact of primary mineral extraction is important, and there are various ways this can be done including buffer zones, screening, and integrated mineral waste disposal. Buffer zones are appropriate to protect amenities, however it is expected operational mineral sites will be located sufficiently distant from sensitive receptors.



## CS21: MINERALS

The Council will safeguard mineral resources in North Lincolnshire from other development that would prejudice future mineral extraction. To achieve this Mineral Safeguarding Areas will be identified in the Minerals and Waste DPD.

Based on the geologically mapped resources that are considered to be of current and future economic importance; specifically including all unsterilised deposits of aggregates (sand, gravel, limestone and sandstone), ironstone, silica sand, clay, brickearth, and chalk. Major developments in the Mineral Safeguarding Areas will only be permitted where it has been demonstrated that:

- a) the mineral is no longer of any value, or
- b) the mineral can be extracted prior to the development taking place, or
- c) the development will not inhibit extraction if required in the future, or
- d) there is an overriding need for the development and prior extraction cannot be reasonably undertaken, or
- e) the development is allocated in a local development plan document, or
- f) the development is not incompatible

Mineral Safeguarding Areas along with Specific Sites, Preferred Areas, and Areas of Search will be identified as appropriate in the Minerals and Waste DPD, through formal consultation with operators, land owners and others.

The council will provide for a steady and adequate supply of minerals to be maintained in accordance with national and regional guidance.

Therefore, the council will maintain landbanks of at least:

- a) 10 years at each individual site for silica sand or in the case of significant new capital investment 15 years or substantially longer for Greenfield sites.
- b) 7 years for sand gravel
- c) 10 years for crushed rock

The sustainable extraction of minerals will be managed by:

- a) Reducing the consumption of non-renewable mineral resources by encouraging reuse and recycling of construction and demolition waste, particularly from land reclamation schemes, and the by-products of industrial processes, especially power generation and steel manufacture.
- b) Requiring phased development and progressive restoration of mineral sites
- c) The use of restoration materials to progressively restore mineral sites.
- d) Safeguarding natural watercourses.
- e) Planning applications for mineral extraction to be accompanied by an Environmental Statement where required by guidelines.
- f) Where appropriate, site restoration will contribute to the attainment of local biodiversity targets.

- 13.13 This policy will be implemented through the consideration of planning applications and pre-application advice to applicants, and if planning permission is given, by conditions or if appropriate, a Section 106 Agreement. The Minerals and Waste DPD will refine the Core Strategy minerals policy further. The planning system has an important role to play in safeguarding proven deposits of minerals which are, or may become, of economic importance within the Plan period, from unnecessary sterilisation by surface development. It is therefore important that mineral safeguarding areas (MSA's) are identified and that appropriate safeguarding policies are incorporated. This policy identifies some safeguarding areas but further discussion will take place with the industry and other stakeholders to comprehensively identify Mineral Safeguarding Areas for inclusion in the future Minerals and Waste DPD. The policies and areas to be included in the Minerals and Waste DPD will also show how the council propose to provide for the adequate and steady supply of minerals to accord with national minerals policy. It will provide a clear guide to mineral operators and others the places where mineral extraction is most likely to take place. These will take the form of 'specific sites', 'preferred areas' or 'areas of search.
- 13.14 The impact of planning permissions for mineral extraction will be scrutinised in the Annual Monitoring Report. If this indicates that North Lincolnshire cannot supply its share of regional requirement for aggregates, the Council may proactively encourage its key partners to bring forward economically and environmentally appropriate mineral extraction.
- 13.15 Reports prepared by the Yorkshire and Humber Regional Aggregates Working Party, based on returns from operators, set out monitoring data for primary and secondary mineral production and reserves. This information will help to show whether sub-regional targets for aggregate production are being achieved and to evaluate the need for new mineral workings.

## Monitoring

- 13.16 The responsibility for mineral extraction lies chiefly with private operators exercising planning permissions, which will be examined in the Annual Monitoring Report. Regional Aggregates Working Party Reports process returns from mineral operators to allow monitoring of primary and secondary mineral output. Such information can show if sub-regional targets for aggregates extraction are being achieved, and to consider whether new mineral workings are required.
- 13.17 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Annual production of primary land-won aggregates.	For primary aggregates, 4.1 million tonnes of sand and gravel and 2.6 million tonnes of land-won crushed rock by 2016
Annual Production of secondary/recycled aggregates.	Annual amount (tonnes) of secondary/ recycled aggregates produced

## Key Documents

- Minerals Planning Guidance (MPG) 7: Reclamation of Mineral Workings (DOE, 1989)
- Minerals Planning Guidance (MPG) 13: Guidelines for Peat Provision in England (DoE, 1995)
- Minerals Planning Guidance (MPG) 15: Provision of Silica Sand in England (DoE, 1996)
- Minerals Planning Statement (MPS) 1: Planning and Minerals (DCLG, 2006)
- Minerals Planning Statement (MPS) 2: Controlling and Mitigating the Environmental Effects of Mineral Extraction in England (ODPM, 2005)
- Planning Policy Statement (PPS)1: Delivering Sustainable Development, Supplement – Planning and Climate Change (DCLG, 2007)
- Planning Policy Statement (PPS) 10: Planning for Sustainable Waste Management (ODPM, 2005)
- Planning for Sustainable Waste Management - A Companion Guide to PPS 10 (DCLG, 2006)
- Planning Policy Statement (PPS) 23: Planning and Pollution Control (ODPM, 2006)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)

## Link to Key Objectives

### Spatial Objectives:

6, 7, 10

### SA Objectives:

SA9; SA11; SA12; SA13; SA15; SA18; SA19; SA20; SA22; SA27

# 14

## SUSTAINABLE COMMUNITIES

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### Introduction

- 14.1 Sustainable communities are places where people want to live and work, now and in the future. They embody the principles of sustainable development at the local level. This means they improve the quality of life for all whilst safeguarding the environment for future generations. Sustainable communities are also about giving the local people the opportunity to be involved in the way that their community is designed, managed and developed. This helps to deliver a caring environment where local people feel part of their community.
- 14.2 Delivering sustainable communities is at the heart of the planning system. This means ensuring that alongside homes, jobs and transport infrastructure, all local people have ready access to those services and facilities they need for their everyday lives and that contribute positively to the health and well-being of the community. Many factors influence the community's health, including lifestyles, the living environment, the opportunities to exercise and the access to health facilities, education, community facilities, childcare, provision for youths, sporting facilities, natural green spaces and open space. A wider sense of well-being is influenced by a variety of factors such as opportunities for work and recreation, personal relations, feelings of safety and community.
- 14.3 The task of the Local Development Framework (LDF) is to set a spatial planning framework that will facilitate positive improvements to North Lincolnshire's health, safety and well being and support the achievement of North Lincolnshire's vision. This chapter will set out a delivery strategy for:
- Community Facilities and Services;
  - Sport, Recreation and Open Space, and
  - Health care provision

### Context

#### National/Regional

- 14.4 National planning policy, as set out in Planning Policy Statement (PPS) 1: Delivering Sustainable Development requires that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

- 14.5 National planning policy on open space, sport and recreation is set out in Planning Policy Guidance (PPG) 17: Planning for Open Space, Sport & Recreation and its companion guide. The aim is to ensure that there are sufficient high quality open spaces and sport and recreation facilities, which are attractive to users and well managed and maintained. Policy guidance on leisure uses is included in Planning Policy Statement (PPS) 4: Planning Sustainable Economic Growth.
- 14.6 Creating sustainable communities is a Government priority. Their aims are set out in Sustainable Communities People, Places and Prosperity Plan (2005). Health, well-being and safety are major issues on the national agenda, and are closely interrelated. Health is not solely about access to medical treatment and services but about lifestyle, safe environments and feeling part of a community. Major development proposals such as large mixed-use areas or urban extensions should have regard to the potential health impacts of proposals.
- 14.7 The Government has set a national target that by 2010 there should be a children's centre in every community providing services to families. The services delivered by the centre should reflect the needs of that individual community.
- 14.8 Our Health, Our Care, Our Say: A New Direction For Community Services – White Paper published by the Department of Health (DOH), is the key policy document on the nature and provision of Primary Care Services over the next 10 years. It has implications for the location of preventative services, the role of joint commissioning with Local Authority's Social Services and the influence of shared facilities and shared services.
- 14.9 The publication of Game Plan redefined the sporting landscape and initiated the drive to achieve increased participation in sport and physical activity. This also emphasised the importance of sport and active recreation as a contributor towards improving health.
- 14.10 The Regional Spatial Strategy (RSS) requires plans, strategies, investment decisions and programmes to assist in improving the health of residents by focussing economic development in and around Regional and Sub-regional Cities and Towns. RSS policy ENV11 seeks to safeguard and enhance sports and recreation facilities and maximise opportunities for cycling and walking to improve health, in line with the Regional Strategic Framework for Health. It also encourages the development of opportunities for walking and cycling routes and other green infrastructure particularly in the main towns and cities in the region. The voluntary and community sector can play an important role in supporting such health and well being initiatives, utilising community facilities and services within the region.
- 14.11 In terms of healthcare, the key is the provision of accessible health care facilities by working with health and social care providers to ensure services are targeted as close to peoples' homes as possible, promoting independence and prevention, and, where not possible, to be easily accessible by public transport. The retention and development of major health care facilities within regional cities, sub-regional cities and towns, and principal towns are also recognised, as well as supporting the provision of outreach facilities in rural areas. The Regional Strategic Framework for Health (RSFH) entitled Our Region Our Health (2004) recommends spatially relevant actions such as: improve cycling, walking and physical activity; more school travel plans; lower road speeds in residential areas; better public and green space. The Yorkshire Plan for Sport also provides related objectives including, safeguarding playing fields and aims to increase participation in sport and active recreation by 1% each year.
- 14.12 Demographic trends over the next 15-20 years mean that there will be significant increases in the number of elderly people in the region. Meeting the needs of the elderly population will have spatial implications, for example in terms of access to transport, community facilities (community centres and meeting halls) and housing.

## Local

- 14.13 The basis of North Lincolnshire's Sustainable Community Strategy, *Many Faces, One Community* (2006) is to achieve community well-being and the council have developed four ambitions which are shared by the North Lincolnshire Strategic Partnership (NLSP). This is to help focus the council's efforts on improving the area, communities, and the lives of individual residents. The Strategy specifically identifies the themes of more rewarding leisure and the development of healthier communities. The aim is to ensure residents in North Lincolnshire lead healthy lifestyles and make use of a wide range of quality leisure and community facilities. Local community facilities provide a focus for people to meet and socialise and assist in developing a sense of community. Community facilities can include community centres, meeting halls, village halls, schools, parks, sports facilities, public houses, cultural facilities, religious buildings and libraries.
- 14.14 The council has, a Strategy for Sport, Physical Activity and Active Recreation, a Strategy for Health and Well Being and a Playing Pitch Strategy to identify shortfalls in provision and to guide investment. Work is nearing completion on a PPG17-compliant Open Space Audit. This will provide an assessment of existing green space across North Lincolnshire together with identifying local needs and aspirations. This will be done through consultation, a strategic review and a review of existing provision standards. The audit will recommend standards of provision based around quantity, quality and accessibility.
- 14.15 The council has a variety of core leisure and recreation facilities that serve the whole community, including 20-21 and the Ropewalk visual arts centres, North Lincolnshire Museum and Waters' Edge Country Park and Visitor Centre. Scunthorpe also offers a number of managed indoor and outdoor sport and recreation facilities for active and competitive sports. The area's exceptional natural setting and wealth of open spaces also provides a wonderful stage and a range of opportunities for outdoor recreation and leisure.
- 14.16 The Sustainable Community Strategy acknowledges the contribution that sport can make to the quality of life. Taking part in sport and physical activity makes a significant contribution to creating healthier communities by reducing levels of inactivity. These facilities and the existing network of community centres, recreational facilities and open spaces have assisted in bringing communities together. In shaping the future development of the area, it is essential that these existing networks and facilities are built upon and enhanced.
- 14.17 The council is also promoting the development of Children's Centres, which underpin much of Government policy on early years education and reducing poverty. Their aim is to ensure every child gets the best start in life and that families receive the help and support they need. The Centres give parents more choice about how to balance work and family life and so have the opportunity for returning to education, training or work if they wish. The Council is also responsible for the Sure Start programme, the main aims of which are to:
- Integrate services for young children and their families;
  - Create and sustain childcare;
  - Quality, access and inclusion;
  - Develop the early years and childcare workforce.
- 14.18 Many factors influence the community's health, including the lifestyles, the living environment, the opportunities to exercise and the access to health facilities. A wider sense of well-being is influenced by a variety of factors such as opportunities for work and recreation, personal relations, feelings of safety and community. It is also about living in a safe environment and feeling part of a community.

- 14.19 The Director of Public Health's 2007 Report for North Lincolnshire identified three key priority areas for health improvement over the next three years, which are likely to have a major impact on our population's future health if they are not adequately addressed. They include tackling coronary heart disease, maintaining a healthy bodyweight, and tobacco control. Other important issues include the promotion of mental health and emotional well being amongst the local population and encouraging sensible drinking.
- 14.20 North Lincolnshire Council and NHS North Lincolnshire have identified key actions over the next five years that will provide the right health services for North Lincolnshire's growing population in the Joint Strategic Needs Assessment. These include improved access to high quality stop smoking services, developing programmes aimed at helping people stay physically active, target people in deprived communities who are most at risk of poor heart health for early treatment and advice and developing services which help people with long term conditions better at home.
- 14.21 Health in North Lincolnshire is good overall, but there are significant variations in health levels across the area with neighbourhoods in Scunthorpe experiencing high levels of deprivation. NHS North Lincolnshire identified rising levels of obesity in the area - statistically it is one of the worst areas in the country, estimated obesity prevalence (27.1%) is significantly higher than the England average (22%). The Obesity Strategy (2006) identifies its commitment to a multi agency approach to promote healthier lifestyles for adults and young people. This includes a number of initiatives aimed at increasing physical activity levels.
- 14.22 In 2006, Sport England found that 19.1% of people in North Lincolnshire participate in 30 minutes of moderate sport and active recreation three times a week, which is below the national average of 20.1%. They also identified that 53.4% of residents are inactive (compared to a regional average 50.6%). There is also significant evidence that a high number of people in the area have health related problems that can be linked to physical inactivity.
- 14.23 Active Choices, Active Futures - A Strategy for Sport, Physical Activity & Active Recreation in North Lincolnshire 2007 – 2012 sets out a project of developing better quality environments and opportunities for participation in sport and active recreation. Young people and families and older people in particular are identified as target groups to focus resources on.
- 14.24 Regularly taking part in sport and active recreation can increase life expectancy. For people later in life, regular activity can help them lead an independent life and it also promotes healthy growth in young people. Improving the health of the community also has an economic benefit by reducing sickness absence in the work place.

## Approach

- 14.25 A critically important aspect of achieving a sustainable future for North Lincolnshire is the need to encourage more sustainable settlements and communities, with a rich and diverse community life. It is important to promote an improvement in the health and well being of North Lincolnshire's people by maintaining and providing quality open spaces, play and sports facilities, better access to the countryside and improved health facilities.
- 14.26 The social and cultural infrastructure of a settlement provided by local services and community facilities can add vibrancy to communities and by providing a focus for activities and foster community spirit. They are essential ingredients contributing to the quality of life for many residents. Many projects are being carried out around the area in order to improve, refurbish or create additional community facilities. They can also provide an essential service to communities and their potential loss can have adverse consequences in the form of unsustainable travel patterns and social exclusion.

- 14.27 To be sustainable, suitable good quality facilities must be provided locally, whilst ensuring those that attract larger numbers of visitors are accessible by walking, cycling and public transport. This particularly benefits the less mobile and more deprived members of the community. Working in partnership with other providers and the voluntary sector, the council will seek to ensure that community facilities and services are provided in the most effective and accessible way. In rural communities, services must be protected as much as possible, as their loss can have a major impact on communities. On occasions leisure or recreation facilities need to be provided where a particular attraction or feature is located. In these cases attention has to be paid to possible conflicts with environmental objectives. Open spaces are often threatened by competing land uses, and it is important that they are offered appropriate protection.
- 14.28 In order to implement North Lincolnshire's Strategy for Sport, Physical Activity & Active Recreation there is a need for a more coordinated and strategic approach to managing the council's sports facilities, as well as investment in improving facility provision and these include developing a modern leisure facility. As part of Scunthorpe's Urban Renaissance Programme, work is now underway to create a high quality sports facility called The Pods located at Brumby Hall, Scunthorpe. The new facility will include a swimming pool, fitness suite, dance studio and a six-court sports hall.
- 14.29 The Lincolnshire Lakes project which proposes the creation of a new sustainable waterside setting and neighbourhood for Scunthorpe will provide among other things, new sport and active recreation opportunities including a range of water sports to maximise the lakeland setting.
- 14.30 A key priority in the Children and Young People's Plan 2006-2009 is being healthy as participation in sport play and active recreation contributes to a healthy lifestyle, and reducing obesity and the risks of ill health. The £70m Building Schools for the Future programme in North Lincolnshire aims to rebuild and modernise secondary schools in Scunthorpe. This presents a great opportunity for Scunthorpe based schools to maximise impact on the physical activity levels of children and families.
- 14.31 North Lincolnshire's £900,000 Freshstart centres programme aims to transform the way recreation, leisure, care and support for older people is organised. It has a clear focus on preventative care and supporting independent living which shifts away from focussing care on the sick and needy but towards a more preventative approach.
- 14.32 The local infrastructure and network for walking and cycling play an important role in promoting increased physical activity. The Local Transport Plan proposes to improve the cycling network in Scunthorpe by filling in the gaps between cycle routes and providing links to the key employment, shopping, education and hospital locations. This includes plans for Central Park and The Pods sporting and leisure facility.
- 14.33 The council's Playing Pitch Strategy 2005 assessed the overall quality of pitch provision as reasonable. There is an overall supply of adult provision and an under supply of mini soccer pitches, which is a common problem for many council's. It may be addressed by changing some adult pitches to junior, mini soccer or junior rugby pitches to meet identified shortfalls and improve the quality of key pitches. Partnership working will continue to be a key factor to ensure the priorities of the Playing Pitch Strategy are implemented and to ensure that facilities are sustained and improved.



- 14.34 NHS North Lincolnshire's Strategic Service Development Plan (SSDP) presents a vision for the delivery of primary care services over the next ten years. It aims to constantly improve the quality of care provided, ensure services are more responsive, convenient and delivered in the most appropriate setting. It envisages services moving from the secondary (hospital) to primary care setting, where appropriate. This will enable patients to receive advice and treatment in local settings. Due to the geography and differing health needs of the area, the SSDP recommends that a greater range of facilities be provided and that a number of integrated health and social care centres should be developed. These centres would operate as a 'one-stop shop' with a range of different services and facilities under one roof to provide better patient-centred care. A network of branch surgeries would then support these facilities.
- 14.35 To support these proposals a new Integrated Health and Social Care Centre is proposed in the Crosby area of Scunthorpe, providing a range of core and enhanced GP services, 365 days per year. The scheme will provide users with access to a wide range of additional health and social care services, which have traditionally been difficult for patients to access.
- 14.36 A key priority set out in the Sustainable Community Strategy is to lead healthy lifestyles and make use of a wide range of quality leisure and cultural facilities. New development should provide opportunities for communities to be naturally active by integrating physical activity with high quality design and active travel modes. The benefits of this approach will include; better health of residents and social inclusion; reduced disparities and levels of poor health; increased activity rates and opportunities to participate in sport and recreation; increased wealth from increased productivity; healthier workforce and increased resilience to respiratory and other conditions. It is the aim of the core strategy to protect and enhance the existing community facilities in developing sustainable communities.

## **CS22: COMMUNITY FACILITIES AND SERVICES**

The provision of new community facilities, or the improvement of existing community facilities, which meet the needs of local residents will be supported in principle.

Good quality services and facilities will be provided that meet the needs of local communities and are accessible by public transport, cycling or on foot.

The provision of new facilities should be focused in the following locations:

- a) Sites allocated for such purposes, or as part of a mixed use allocation.
- b) In town centres, market town centres, district centres or local centres subject to policies in the local development documents.
- c) In market towns, rural settlements and rural settlements in the countryside where the facility is needed to serve the immediate local area and could not be provided elsewhere.
- d) In residential areas where there is no adverse affect on the amenities of neighbouring properties.

The provision of services and facilities will be of the scale appropriate to the type and size of the settlement.

The loss of community facilities or land allocated for such purposes will be resisted, unless there is no longer a need for the land or building in any form of community use, or there is an acceptable alternative means of meeting such need.

Developers will be expected to make an appropriate contribution towards necessary improvements or additional provision for community services and facilities arising from their development proposals.

- 14.37 The policy is needed to protect and improve community facilities. The provision of local community facilities and services is essential to the quality of life of local residents, and will reduce the need for people to travel to obtain essential services.
- 14.38 Any loss of community facilities will not be supported, unless an alternative facility to meet local needs is available, or can be provided, at an equally accessible location, or all options for continued use have been fully explored and none remain that would be financially viable.
- 14.39 Proposals involving the loss of community facilities including land in community use, for example relating to facilities such as community/village halls, village shops and post offices, schools, colleges, nurseries, places of worship, health services, care homes, convenience stores, libraries and public houses will not be supported.
- 14.40 Working in partnership with other providers and the voluntary sector, the council will seek to ensure that community facilities and services are provided in the most effective and accessible way. In rural communities, existing services must be protected as much as possible, as their loss can have a major impact on communities.
- 14.41 Details of the approach to be adopted in relation to the addition or potential loss of community facilities will be addressed in the General Policies DPD. The approach must include the close involvement of the local community itself and be informed by the context and priorities set by the Sustainable Community Strategy.
- 14.42 The policy will be implemented through:
- Policy area designations and any subsequent reviews
  - The identification of sites to meet additional need generated by new development
  - Protection of existing facilities to meet current and future need and demand
  - Negotiating developer contributions
  - Development management, informed by PPG 17- compliant audits.

## **CS23: SPORT, RECREATION AND OPEN SPACE**

The council will work with its partners, appropriate agencies and the voluntary sector to ensure the provision of good quality, well maintained leisure, recreation and open space facilities, which meet the needs of the local communities, will be secured and improved. In particular, provision will be sought to address identified deficiencies or that will benefit deprived groups and meet the needs of local communities.

To significantly enhance North Lincolnshire's leisure and recreation facilities a new sport and leisure centre called The Pods at Brumby Sports Ground, Central Park will be provided. The new facility will be a centre of excellence for sports, recreation and a hub for the development and delivery of sports education and leadership training.

Development proposals for new leisure and recreation facilities, children's play facilities and open space or the extension/enhancement of an existing facility should be on a scale appropriate to the type and size of settlement. Wherever possible facilities that attract large numbers of people should be located in the larger settlements and be accessible by walking, cycling and public transport.

Proposals will be permitted provided that:

1. There is no adverse impact to nearby properties or habitats, by reason of noise, general disturbance, fumes or external lighting; and
2. The development contributes to meet identified shortfalls in provisions or enhances the quality of existing provision.

Development proposals that will result in the loss of an existing leisure, recreation facility, natural green space, open space or playing pitches will not be supported unless:

1. There is currently an excess of provision; or
2. Satisfactory alternative provision equivalent or better quality and quantity in a suitable location is made; or
3. The facility is no longer needed.

Developers will be expected to make an appropriate contribution towards necessary improvements or additional provision for recreation facilities and open space arising from their development proposals, in accordance with the standards set out in the LDF.

The implementation of new facilities supported by this policy will be permitted subject to other relevant plan policies.

- 14.43 The aim of this policy is to ensure that North Lincolnshire's leisure and recreation facilities are sustained and improved so that they continue to make an important contribution to the quality of life for local people. The policy supports the aims and implementations of A Strategy for Sport, Physical Activity and Active Recreation in North Lincolnshire 2007-2012, the council's Playing Pitch Strategy 2005 and The Local Transport Plan 2006.
- 14.44 Responsibility for the provision of good quality, well maintained leisure, recreation, open space and ancillary facilities, which meet the needs of local communities, rests with the Council and its partners, including Humber Sports Partnership and the voluntary sector.
- 14.45 The policy will be implemented through:
- The identification of sites in the General Policies DPD to support the implementation of the Strategy for Sport, Physical Activity & Active Recreation in North Lincolnshire 2007 – 2012 and the Playing Pitch Strategy

- The identification of sites to meet additional need generated by new development
- The protection of existing facilities to meet current and future need and demand
- Negotiating developer contributions
- Applying for funding
- Open space audit
- Development management, informed by PPG 17- compliant audits.

## **CS24: HEALTH CARE PROVISION**

The council will support the implementation of health care provision in North Lincolnshire, in order to modernise and improve the primary health care facilities, and to improve the health of residents through safeguarding and enhancing open space, facilities for sports and recreation and improving walking and cycling routes.

The council will work with NHS North Lincolnshire to identify sites and premises for health facilities that are accessible by sustainable transport modes, contribute to strengthening sustainable communities and that deliver a new Health and Social Care Centre in Scunthorpe.

Proposals for new health care facilities should provide high standards of accessibility to all sectors of the community.

The loss of health care facilities or land allocated for such purposes will be resisted, unless there is no longer a need for the land or building in any form of health care use, or there is an acceptable alternative means of meeting such need.

Developers will be expected to make an appropriate contribution towards necessary improvements, additional provision improvements or additional provision for health care services and facilities arising from their development proposals, in accordance with the Planning Obligations policy and Developer Contributions SPD.

The implementation of new facilities supported by this policy will be permitted subject to other relevant plan policies.

- 14.46 The aim of this policy is to ensure the development of primary and social care buildings facilitate improvements in the range and quality of services offered in primary care. The development of health care provision must enable safe and effective services, which are provided as locally as possible.
- 14.47 NHS North Lincolnshire are responsible for the provision of hospitals and health services, in partnership with other agencies including the council. In turn, the council works with its partners, appropriate agencies and the voluntary sector to secure the provision of a wider range of good quality community services and facilities, which meet the needs of local communities, either through direct funding or improvements provided in connection with new development.
- 14.48 The policy will be implemented through:
- The identification of sites to meet additional need generated by new development
  - The protection of existing facilities to meet current and future need and demand
  - The delivery of new investment in healthcare infrastructure
  - Site allocations and any subsequent reviews
  - Negotiating developer contributions.

## Monitoring

14.49 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter.

Indicator	Target
Area of parks and open spaces with a current Green Flag Award compared to the total amount of parks and open spaces.	Annual increase in percentage of local authority managed parks and open spaces with a current Green Flag Award compared to the total amount of parks and open spaces .
Improving and safeguarding of open space	No reduction in number of facilities and open space.
Development granted planning permission contrary to advice from Sport England.	No planning applications approved against the policy requirements.
Improvement in local health care facilities.	Annual number of new and expanded primary and secondary health care facilities by type.
Improvements and new additions to Community Facilities	Annual number of new and improved facilities by type.
Safeguarding of existing Community facilities.	No community facilities to be lost.
Participation in sport and recreation	Increase by 1% per year.

## Key Documents

- Planning Policy Statement (PPS) 1: Delivering Sustainable Development (ODPM, 2005)
- Planning Policy Guidance (PPG) 17: Planning for Open Space, Sport & Recreation (ODPM, 2002)
- Companion Guide to (PPG) 17 Assessing Needs and Opportunities (ODPM, 2001).
- Sustainable Communities - A Shared Agenda, A Share of the Action – July 2006 (DEFRA, 2006)
- Sustainable Communities - People, Places and Prosperity (ODPM, 2005)
- Strategic Service Development Plan (North Lincolnshire Primary Care Trust, 2007)
- Our Health, Our Care, Our Say: A New Direction For Community Services – White Paper (Department of Health, 2006)
- Many Faces, One Community – North Lincolnshire’s Sustainable Community Strategy (NLSP, 2006)
- Playing Pitch Strategy (NLC, 2005)
- Strategy for Sport, Physical Activity & Active Recreation in North Lincolnshire 2007 – 2012 (NLC, 2007)
- Health and Well Being Strategy 2009-2011 (NLC)
- North Lincolnshire Local Transport Plan 2006 to 2011 (NLC, 2006)
- Children and Young People’s Plan 2006-2009 (NLC, 2006)
- The Egan Review - Skills for Sustainable Communities (ODPM, 2004)
- Game Plan: A Strategy for Delivering Governments Sports and Physical Activity Objectives (DCMS/Strategy Unit 2002)

- North Lincolnshire Primary Care Trust Strategic Plan 2008-2009 (North Lincolnshire Primary Care Trust, 2008)
- Rural Strategy for Hull and Humber Ports City Region May 2009 (Humber Rural Partnership, 2009)
- Our Region Our Health (2004) The Regional Strategic Framework for Health (RSFH) Yorkshire and Humber Region

## Link to Key Objectives

### **Spatial Objectives:**

1, 2, 3, 4, 5, 6, 7, 8, 9, 10

### **SA Objectives:**

SA1; SA2; SA3; SA4; SA5; SA7; SA8; SA9; SA10; SA15; SA18; SA24; SA26; SA27



# 15

## TRANSPORT AND COMMUNICATION - CONNECTING NORTH LINCOLNSHIRE

### Introduction

- 15.1 North Lincolnshire's transport and communications network is crucial to the area's future and its ability to support growth. It will play an important role in transforming North Lincolnshire towards a better future for all. A more efficient and cleaner transport system that improves accessibility and movement will have significant economic, social and environmental sustainability benefits across the area. Delivering sustainable transport and communication improvements relating to different modes and better connections within and beyond the borders of North Lincolnshire.
- 15.2 Living more sustainably is also a factor in helping to reverse a dependency on car usage, which has already led to increased pollution, noise, congestion and to a detrimental affect on climate change. The crucial issue is to deliver other sufficiently attractive options to persuade people to use their cars less often and make more journeys on foot, by cycling or by public transport.
- 15.3 In delivering North Lincolnshire's vision to become the Global Gateway for the north of England there will be a need to maximise opportunities offered by the area's ports, wharves and airports to increase trade and improve transport connections with the world.
- 15.4 New transport and communications infrastructure must not be at the expense of people's living environment and must respect North Lincolnshire's uniqueness by balancing critical sensitive issues of urban, rural, port, airport, major nature conservation designations, high flood risk areas and high quality landscape.

### Context

#### National/Regional

- 15.5 Government policy and the Regional Transport Strategy which is part of the Regional Spatial Strategy (RSS) are underpinned by the same message – the need to support the most sustainable forms of transport, whilst discouraging the most unsustainable. The Regional Transport Strategy sets a number of transport priorities/requirements for North Lincolnshire including:
- Increase rail and road capacity and capability to the South Humber ports;
  - Improving passenger and freight capacity and capability on the Trans-Pennine rail network;
  - Improved connectivity to and between Scunthorpe, Immingham, Grimsby and Cleethorpes, particularly by public transport;



- Strategic public transport improvements to improve links between regional and sub regional cities and towns;
- Improved accessibility to regeneration priority areas, particularly public transport links to ensure sustainable access to employment opportunities;
- Strategic approach to enabling the development of the region's waterways as a sustainable means of distribution.

## Local

15.6 North Lincolnshire's Local Transport Plan (LTP), prioritises accessibility for all, reduced congestion, reduced air pollution and improved road safety. Integrating the contents of the LTP and aligning these with government national transport objectives is the task of the LDF.

## The Strategic Communications Network

15.7 North Lincolnshire's strategic transport and communications network links the area to the rest of the Yorkshire and Humber region, the United Kingdom and Europe. It consists of the principal road and rail links together with the area's ports, wharves and airports:

15.8 Main road links:

- The M180/M181/A180(T)/A160(T)/A18 corridor, which links the South Humber Ports, Trent Wharves, Scunthorpe and Humberside Airport to the M62 Trans-Pennine route and the A1/M1 north-south routes, via the M18;
- The A15, which links the area with Hull, York, East Yorkshire, the North East of England and Scotland via the Humber Bridge and Lincoln, the East Midlands and the A1(T) north/south route at Newark.

15.9 Main rail links for freight and passenger:

- The trans-pennine route (Cleethorpes – Grimsby – Scunthorpe - Doncaster) connecting North Lincolnshire with the East Coast Main Line at Doncaster, where there are frequent north/south and cross country intercity services. This route also provides direct links to Sheffield, Manchester and Manchester Airport;
- The Barnetby – Brigg – Gainsborough – Retford line, which has a very limited passenger service to/from Cleethorpes to Sheffield, but is an important route for freight to access the national network;
- The Barnetby – Lincoln – Newark line, provides passenger services to/from Cleethorpes and Newark via Lincoln. There are links to East Coast Main Line passenger services at Newark;
- The Barton upon Humber to Grimsby/Cleethorpes line, which has a regular passenger service and at its southern end provides the main access for rail freight to/from the South Humber Bank industrial area.

## South Humber Ports and Trent Wharves

- 15.10 The Humber Ports are the largest in the UK by tonnage of cargo handled, with the South Humber Bank ports of Killingholme, and Immingham handling the bulk of this. They are also important nodes in the North European Trade Axis (NETA). The RSS and the Northern Way Growth Strategy both highlight the major opportunity for these ports and wharves to have significant growth and expansion, particularly by competing with the ports in the south and south east of England for traffic that has a final destination in the north of England and Scotland.
- 15.11 Further growth and expansion will not only help the area's economy and assist in bridging the north-south output gap, it will offer wider sustainability and environmental benefits by having a major positive impact on road congestion and reducing CO2 emissions.
- 15.12 The Northern Way Growth Strategy also recognises that the South Humber ports and the undeveloped South Humber Bank strategic employment sites are served by motorways with surplus capacity. In ensuring the future development of the ports, access by rail and road via the A160 will need to be improved to accommodate additional growth.
- 15.13 A number of wharf complexes can be found along the River Humber (New Holland and Barrow Haven) and River Trent (Burton upon Stather, Flixborough, Neap House, Grove, Keadby and Gunness). Despite varying sizes they are an important part of the local economy and allow for the import and export of various cargos including steel, timber and dry bulk. They also provide opportunities for short sea shipping to ports around the North Sea and importing tran-shipped cargo from larger ports.

## Airports

- 15.14 The Humberside and Doncaster Robin Hood Airport Masterplans indicate significant growth in the near future and improvement of road and rail surface access will be key to their expansion and future function. Humberside Airport currently boasts some 500,000 passengers per year with a current terminal capacity of some 750,000 passengers, in achieving this additional infrastructure work will be needed.

## Bus Services

- 15.15 North Lincolnshire's two main bus operators provide a good level of public transport throughout much of the main urban areas. There is limited bus service coverage throughout the rural area where there is more reliance on the use of cars. It is recognised that making improvements to the quality, frequency and reliability of public transport has the potential to substantially reduce congestion and reliance on the car. These improvements are being addressed through the Council's Local Transport Plan's Bus Strategy and the Quality Bus Partnership. In rural areas community transport provides a vital service where residents have transport difficulties.

## Rail Passenger Services

- 15.16 Rail does not form a significant element of local commuter travel in North Lincolnshire primarily because the services are not frequent enough to offer sufficient choice. However, it is considered important to support rail as a regional objective as a means of reducing congestion and reliance on the car, particularly as the area is likely to become a more commuter based area due to lower house prices, increased housing provision in Scunthorpe and the development of employment areas on the South Humber Bank and the two airports. Improvement to rail passenger services will be addressed by the following measures:

- Improve the integration between rail and other travel modes;

- Improve signage to, from and at railway stations;
- Link timing of bus services to train departure and arrival times;
- Provide improvements to station security;
- Continue to work in partnership with the relevant rail organisations and operators;
- Continue to support the Barton to Cleethorpes Community Line Rail Partnership (commuter rail link) through the Council's membership by improving publicity and raising passenger numbers.

## Approach

- 15.17 A positive approach will be adopted to the future provision and delivery of a sustainable, high quality transport and communications network in North Lincolnshire. This is based on the priorities set out in the Regional Transport Strategy and the Local Transport Plan (LTP) as well as the spatial vision and objectives of this Plan. The LTP expires in March 2011 and Local Transport Plan 3 (LTP3) will cover the period after this. Local authorities are expected to build their LTP3 on a framework informed by the five national transport goals (supporting economic growth, tackling climate change, promoting equality of opportunity, contributing to better safety, security and health and improving quality of life), the relevant regional objectives and local goals. It is anticipated that LTP3s should reflect and support LDFs, and be a key consideration in the planning process. This means supporting increased accessibility, promoting safer roads, tackling congestion as well as promoting walking and cycling.
- 15.18 Part of the answer to these issues lies in reducing the distance travelled in North Lincolnshire by focussing development in urban areas and in line with the preferred settlement hierarchy as set out in the Spatial Strategy. Additionally, the council need to develop an integrated transport network that improves accessibility, is sensitive to the different aspects of urban and rural life of the area, will allow easy and efficient movement in and between the areas' settlements, and creates a clear hierarchy of road user modes, based on the most sustainable options. The Road User Hierarchy – as outlined in the LTP - will relate to all transport and land use planning matters in the following priority order:
- Pedestrians, including those with restricted mobility
  - Cyclists and motorcyclists
  - Public transport and taxis
  - Commercial/business users
  - Car and coach borne shoppers and visitors
  - Car borne commuters
- 15.19 In taking a positive approach, a policy framework will be provided to deliver a number of strategic transport schemes that are essential to the provision and enhancement of access to and from key economic development opportunities as well as to support renaissance programmes. Their development is also vital to improving the area's connections to the outside world, in particular via the ports and airports and ensuring that the area's aspiration to establishing the north of England's Global Gateway can be realised.
- 15.20 The South Humber Bank area for port related activities covers an area of some 800 hectares around Immingham Dock and the Humber Sea Terminal. Its development is reliant on upgrading key transport arteries - the A160, the A15 and the Doncaster/Immingham railway line.

- 15.21 The upgrading and dualling of the A160 and its junctions is an important regional and national priority and as such is included as a priority scheme within the Regional Transport Strategy and has funding committed through the Regional Funding Allocations with an allocation of £95m. Such is its importance as an economic driver for the region the previous Government took the unusual step of allocating an extra strategic fund of £30m to enhance the scheme. The current estimate for the scheme is approximately £114m. The Highways Agency has carried out a consultation on options and preferred options between 2008 and 2010 which resulted in a preferred route announcement by the Secretary of State in March 2010. Stakeholder agreement plus a strategy for community and consultation will be added to the overall programme. It is anticipated that the scheme will start construction around 2015. Pell Frischmann has published a study, funded by Yorkshire Forward and the Local Authority, on the required improvements to the highway network within the South Humber Bank employment site, which highlights the need for improvements to the A160 and the internal site highway network linking areas of the South Humber Bank employment site. The chosen preferred option for the A160 will improve access from the A180/A160 into the employment site and the proposed new and improved internal road scheme for the employment site will need to link into the A160 improvement scheme.
- 15.22 The A15 (from Junction 4 on the M180 at Scunthorpe) to the council's boundary with Lincolnshire is a single carriageway road. Lincolnshire County Council has recently carried out a route assessment to evaluate the potential for the dualling of part or all of the route from the M180 to the junction with the A46, at Lincoln. North Lincolnshire Council will continue liaison with Lincolnshire County Council with the aim of achieving this improvement.
- 15.23 Rail is becoming increasingly important in the movement of freight due to the need to use more sustainable modes for freight transport. This is particularly important for the South Humber Bank Ports and has been recognised in Network Rail's Freight Utilisation Strategy (2007 – 2014) which includes a programme of substantial rail improvements between Immingham and Doncaster. Line speed and junction improvements have already been completed in the area, including on the Brigg - Gainsborough line and at Wrawby Junction. Network Rail has also proposed to develop the Killingholme Loop close to Immingham Dock and the Humber Sea Terminal. This will create a one-way rail loop in place of the existing cul-de-sac and will free up the line to be able to at least introduce 16 new rail paths per day. The latest estimated costs of the scheme have increased from £20 million to £40 million and it is likely that the Killingholme Loop will now be transferred into Network Rail's programme for post 2015. Negotiations with Network Rail and the South Humber Bank Delivery Group are continuing.
- 15.24 The Surface Access Priorities required for Humberside Airport are covered in the Humberside Airport Masterplan 2007. It is recognised that because the airport is situated outside the main urban area and some distance from the main public transport routes, it will be essential to establish regular and consistent services to and from the airport, including travel initiatives. It is however, highlighted, that because of the passenger numbers involved, it is not feasible to provide substantial public transport initiatives. Nevertheless the Masterplan identifies the main surface access priority themes to be rail links, coach and bus services, taxis, road links, green commuter plan and information and promotion. The intention will be to programme surface access improvements within the 25 year masterplan. The Council has commissioned a transport study regarding surface access to the airport.

- 15.25 As Scunthorpe is a growing urban area and is the prime focus for development in North Lincolnshire, there is a need to ensure that its transport network to and from the town is suitable to accommodate this, particularly given the major transformational changes being actively promoted through the Scunthorpe Urban Renaissance programme. The renaissance projects proposed will make the town more attractive to the local people, investors and potential visitors to the area. To support this aspiration and Scunthorpe's role as a thriving sub-regional town significant investment in its transport network, including better connections to the motorway network, improved gateways to the town, and an enhanced road, footpath and cycleway network are being promoted. This will be of major importance to enable sustainable access to the Lincolnshire Lakes and other urban renaissance project areas. The Council is currently working with the Highways Agency and others to develop suitable road access to the Lincolnshire Lakes project area. This will be developed further during the Action Area Plan process.
- 15.26 Sandtoft Airfield is proposed as a logistics park adjacent to the M180 and close to junction 2. Its main access is through the village of Belton by way of Westgate Road, a long linear narrow residential road. This access is recognised as inadequate for the future growth proposed at the Airfield and would unacceptably reduce the amenity of residents along Westgate Road. The Highways Agency have approved an approach to investigate a possible access route along the existing road system at the western end of the Airfield, linking with the A18 and eventually junction 2 of the M180. An evidence base study considering the economic and transport case for a logistics park of around 59 hectares showed that the development of this location would be feasible economically and that a suitable access arrangement could be provided. The study examined four potential access routes with associated costs. The preferred option is to access the site from M180 via the A161, A18 and High Levels Bank. This would remove industrial traffic from Westgate Road and Belton Road. Sustainable transport access for employees will need to be addressed given the location of Sandtoft Airfield, and a robust travel plan will be required. It is likely that any access improvements would need to be funded by the private sector as part of any development on the site.
- 15.27 The Environment Agency's Humber Flood Risk Management Strategy, under flood area 18 (Winteringham Ings) and 19 (South Ferriby) states that because of undercutting of the flood bank adjacent to the A1077 continual repairs have been applied to the flood bank in the last ten years. The Strategy also highlights there is a serious threat to the flood defences and the A1077 being washed away adjacent to Reeds Island, South Ferriby. The A1077, which links Barton upon Humber and the Humber Bridge with Scunthorpe, together with the flood defences, will require a forced major improvement near Reeds Island within the next ten years. The proposed managed approach by the Environment Agency is to continue to maintain and improve the estuary defences protecting this area and one solution may be to move the flood defences back from the shore. This could involve a realignment of the A1077 at this point. The funding is not secure for the works at the moment and no specific timescales have been given. However, the council will include the option generation and feasibility study with the EA in the first 3 year implementation plan for Local Transport Plan 3 (LTP3) for the period 2011-2014. Following this implementation plan the council expect works to be carried out (subject to funding) in the life of LTP3. The council has not explored funding potentials at this stage. It is understood that the EA is likely to request financial contributions from benefactors if an event happens that washes away the flood defences and the A1077 at this point and will be looking to meet with the council soon.

## Telecommunications and Information Technology

- 15.28 The continuing advancement in telecommunications and information technology will enable North Lincolnshire to be better connected within its area and to the world beyond. It will be important to support the development of infrastructure for telecommunications and information technology in the context of a co-ordinated approach and accounting for the impact on the environment and public health.

## **CS25: PROMOTING SUSTAINABLE TRANSPORT**

The council will support and promote a sustainable transport system in North Lincolnshire that offers a choice of transport modes and reduces the need to travel through spatial planning and design and by utilising a range of demand and network management tools.

### **Transport Demand Management**

- Reduce the need to travel and improve accessibility for all as part of all future spatial design within North Lincolnshire
- Introduce appropriate demand management measures, to reduce car based travel by ensuring highway safety, improving and encouraging walking and cycling and integrate such measures with a high quality public transport network
- Require that transport provision is integrated into the design of all development from the start of any development project
- Apply maximum car parking standards and a car parking charging regime within the context of urban and rural renaissance
- Support the progressive improvements of a high quality public transport network by working in partnership with public transport operators and community transport providers to ensure a cohesive, flexible approach to improve the public transport network in North Lincolnshire and public transport connections beyond its boundaries.

### **Transport Network Management**

- Support and encourage a Rural Transport Strategy for the rural parts of North Lincolnshire
- Support the improvement and enhancement (significant upgrades) of transport inter-changes (relating to high quality facilities) in North Lincolnshire, principally at Scunthorpe, Barton upon Humber, Brigg and Humberside Airport
- Integrate and enhance the whole spectrum of local transport services to feed into, and be complementary with, a high quality public transport network
- Support the development of a freight strategy to include lorry parking sites, HGV route management and provision of facilities for (and promote the benefits of) transferring freight delivery from road to rail and/or water transport, wherever practical, particularly in relation to the movement of freight to and from the South Humber Ports and Trent Wharves
- Support the progressive introduction of network management technology to maximise existing and future capacity and investment across all transport modes, and to reduce congestion and delay for the benefit of both business and domestic travellers in North Lincolnshire
- Establish local, regional and national priorities for transport infrastructure investment
- Promote the continuation and improvement of North Lincolnshire's network of safe walking and cycling routes, including the Viking Way, the Public Rights of Way network and the National Cycle Route, as well as the local footway and cycleway network and linking them to key locations in the urban and rural areas of North Lincolnshire (communities, recreational and tourist areas).

15.29 This policy seeks to ensure that future Local Development Documents and development control decisions take into account the need to deliver the objectives for sustainable and high quality transport set out in this strategy. It is also consistent with the aims and objectives of the North Lincolnshire Local Transport Plan 2006 to 2011.

- 15.30 In terms of delivering the policy, this will be related to how the council uses its planning powers to ensure that new development meet the objective of promoting sustainable transport. Funding from a range of sources will be required to deliver these proposals.

## **CS26: STRATEGIC TRANSPORT INFRASTRUCTURE PROPOSALS**

The Council will support strategic infrastructure proposals to enhance North Lincolnshire's internal and external transport connections and provide access to the area's key strategic economic development locations by road, rail, air, water and information technology. In particular, the following key pieces of transport infrastructure and improvements to the area's communications technology will be supported:

### **1. Strategic Road Schemes**

- The dualling of the A160 South Humber Bank access road between the A180(T) and South Killingholme including associated improvements to junctions along the route and at the port entrance.
- The longer term dualling or upgrading of the A15 between the M180 junction 4 and the A46(T) Lincoln bypass to enable a more efficient movement of freight between the South Humber Ports and the A1(T) at Newark.
- Access improvements to Scunthorpe from the west to relieve existing congestion, via improvements to the Berkeley Circle and to provide access to the Lincolnshire Lakes area.
- Improvements to the A18 and local roads to provide access to proposed logistics park at Sandtoft Airfield.
- In the longer term, the potential realignment of the A1077 west of South Ferriby, should the Environment Agency no longer continue to maintain all flood defences along the Humber Estuary.

### **2. Rail Schemes**

- Upgrades to the South Humber Main Line between Doncaster and Immingham and improvements to the Brigg line and in the Wrawby junction area to support access to the South Humber Bank ports.
- Restoration of the rail access to the northern section of the South Humber Bank Industrial Area to create the Killingholme Loop, through the use of the former rail alignment between Goxhill and the South Humber Bank area.

### **3. Airport Surface Access**

- Supporting improved international connections at Humberside Airport by ensuring road and rail surface access improvements (from the M180 and the Barnetby to Cleethorpes railway line) are delivered commensurate with the expected growth of the airport.

### **4. Water Transport Schemes**

- Encouraging increased barge/boat movements inland from the South Humber Bank ports to transfer goods.

### **5. Scunthorpe Urban Renaissance**

- Supporting transport improvements that will assist in the delivery of the key transformation projects proposed as part of the Scunthorpe Urban Renaissance Programme. This will involve road and potentially rail access improvements to provide better quality access to Scunthorpe and developments such as the Lincolnshire Lakes.

## 6. Electronic and Telecommunications Technology

- Supporting the introduction of the latest electronic and telecommunications technology subject to consideration of any impact on the environment and public health.

In delivering the key strategic infrastructure schemes and programmes it is vital to ensure that necessary nature conservation, landscape and flood risk issues are addressed and mitigated against, particularly at the South Humber Bank area and potentially at Sandtoft Airfield. It will also be necessary, where relevant and appropriate, for this policy to apply the promotion of sustainable transport measures set out in Policy CS25.

15.31 These strategic transport infrastructure schemes are principal ways by which North Lincolnshire is linked to the rest of world and to support major economic development to take place to help maintain a thriving economy. They also are vital in supporting the wider regeneration of the area particularly in respect of the Scunthorpe urban area. Delivery of the strategic infrastructure will be by means of public and private funding. Developer contributions, demand management revenue as well as regional and national support will be required to create a source of finance for the enhancement of the strategic links.

15.32 In terms of delivering several of these schemes a number of studies have been undertaken and strategies, programmes and masterplans formulated. Major contributors to the delivery of all these transport schemes will be the Regional Transport Board, Highways Agency, Network Rail, the North Lincolnshire Local Transport Plan, Yorkshire Forward and public/private delivery groups such as the South Humber Bank Delivery Group (overseen by the new South Humber Gateway Board). Electronic and telecommunications technology will be delivered as necessary by working closely with industry and public health bodies.

## Monitoring

15.33 The following indicators and targets will be used to monitoring the implementation and effectiveness of the policies contained in this chapter:

Indicator	Target
Percentage of dwellings completed (in schemes of 10 dwellings or more) which conform with the North Lincolnshire Accessibility Criteria	100%
Percentage of new employment related uses (B1, B2, B8) over 1000m <sup>2</sup> and retail uses over 2500m <sup>2</sup> which conform with the North Lincolnshire Accessibility Criteria	100%
Percentage of completed non-residential development which complies with the car parking standards set out in the Regional Transport Strategy	80%
Progress in the delivery of strategic transport priorities and projects	All Strategic Transport Infrastructure Proposal to be delivered by 2026.



## Key Documents

- Planning Policy Guidance (PPG)13: Transport (DETR, 2001)
- Planning Policy Guidance (PPG) 8 : Telecommunications (DETR, 2001)
- The Yorkshire and Humber Plan - Regional Spatial Strategy to 2026 (GOYH 2008)
- North Lincolnshire Local Transport Plan 2006 to 2011 - (NLC, 2006)
- Humberside Airport Masterplan (Humberside Airport, 2007)
- Scunthorpe Transportation Study (Pell Frischman, 2004)
- Scunthorpe Strategic Development Framework (Gillespies/Yorkshire Forward, 2005)
- Network Rail Freight Route Utilisation Strategy (Network Rail, 2007)
- South Humber Bank A160/A180 Transport Study (Carlbro, 2006)
- South Humber Bank A160/A180 Proposed Highway Improvement Options Consultation - June 2009 (Highways Agency, 2009)
- South Humber Bank Employment Site Highway Improvement Scheme Study November 2008 (Pell Frischmann, 2008)
- Sandtoft Airfield Transport Study July 2009 (Pell Frischmann, 2009)
- Humber Flood Risk Management Strategy (Environment Agency, 2008)

## Link to Key Objectives

### Spatial Objectives:

1, 2, 4, 6, 7, 9, 10

### SA Objectives:

SA1; SA5, SA8, SA9, SA10; SA11; SA12; SA13; SA14; SA15, SA16; SA17; SA24

# 16

## DELIVERING AND IMPLEMENTING DEVELOPMENT IN NORTH LINCOLNSHIRE

### Introduction

- 16.1 A key element of the Core Strategy, as well as of the Local Development Framework (LDF) in general, is the need to identify how the policies and proposals contained within it will be delivered to meet the spatial vision and objectives. A clear mechanism and targets that focus on delivery, which is supported by a robust monitoring and implementation framework is required to ensure outcomes are delivered. Implementation of the policies contained in the Core Strategy will require concerted action by a range of public, private and voluntary sector bodies working in partnership.
- 16.2 The Infrastructure Delivery Schedule (Appendix 1) will set out key infrastructure that will be delivered to support the implementation of the strategy, whilst the Core Strategy Monitoring Framework (Appendix 2), together with each chapter's monitoring section (with indicators, targets and monitoring system), are intended to form the basis of the monitoring and implementation of the Core Strategy. Indicators and targets will be reviewed and refined in the Annual Monitoring Report.

### Context for Implementation and Delivery

- 16.3 In implementing and delivering the LDF and the Core Strategy in particular, there are a number of different tools available to the council. The first of these is ensuring the timely delivery on plans and planning policy through the Local Development Scheme (LDS). This project management tool sets out the programme for producing the Local Development Documents (LDD) that support the Core Strategy. In doing so, the LDS ensures that the policies and proposals of the Core Strategy are brought forward in such a way that ensures priority areas are tackled first. This coordinated approach will help to secure the implementation and timely delivery of the Core Strategy's objectives.

### Partnerships

- 16.4 Partnership working will be vital, and in order to deliver sustainable development and sustainable communities North Lincolnshire Council will strive to work closely with local stakeholders. The council has played a leading role in developing key partnerships that will assist in delivering the agenda set out within the Local Development Framework. These partnerships include:
- North Lincolnshire Local Strategic Partnership
  - Scunthorpe Town Team
  - Crowle Market Place Delivery Group

- South Humber Bank Delivery Group
  - Town & Parish Councils
- 16.5 In relation to site-specific spatial development projects or individual areas partnerships in North Lincolnshire will consist of the council together with any local regeneration or community group, and the private sector.
- 16.6 Action plans for the council and its partners are set out in a variety of strategy documents from regional to local levels. At the regional level the Regional Spatial Strategy, Regional Housing Strategy, Regional Economic Strategy and others combine to deliver targeted investment and action. At the local level partners are guided by, for example, the North Lincolnshire Housing Strategy and North Lincolnshire Sustainable Community Strategy, which have been formulated and adopted not only by the council but also by other partners, stakeholders and by the community at large.

### Planning Obligations (Section 106 agreements)

- 16.7 New development often creates a need for additional or improved community services and facilities without which the development could have an adverse effect upon amenity, safety, or the environment. Planning obligations - or Section 106 Agreements - are legally binding agreements between a local authority and a developer/landowner as a means through which any deficiencies are mitigated through the provision of additional community benefits. Planning obligations are commonly used to bring development in line with the objectives of sustainable development as outlined in relevant local, regional and national planning policies.
- 16.8 Advice on the use of planning obligations is contained within Circular 05/2005. The Circular together with practice guidance and its accompanying model s106 agreement has been produced to guide all parties involved in the planning obligations process. The Circular advises that general policies about planning obligations should be included in the appropriate Development Plan Document, with detail being set out in a Supplementary Planning Document.
- 16.9 The main use of planning obligations in North Lincolnshire in recent years has been in securing contributions towards affordable housing, education provision, the provision of public open space, and for transport infrastructure improvements. S106 planning obligations focus on three areas:
- Non-financial, technical, or operational matters
  - Site-specific impacts that must be mitigated before permission can be granted (such as access roads or the preservation of an endangered species)
  - For sufficient affordable housing to be provided (where possible, on-site) to achieve genuinely mixed communities.
- 16.10 The Secretary of State requires that a planning obligation is only sought where it meets all of the following tests. It must be:
- Relevant to planning; and
  - Necessary to make the proposed development acceptable in planning terms; and
  - Directly relate to the proposed development; and
  - Fairly and reasonably relate in scale and kind to the proposed development; and
  - Be reasonable in all other respects.

- 16.11 Where there is a choice between imposing conditions and entering into a planning obligation, the imposition of a condition is preferable. However, there will be occasions when there is no alternative but to use a planning obligation. Where this is the case, the requirements of Policy CS27 should be followed.

### **CS27: PLANNING OBLIGATIONS**

Where a development proposal generates an identified need for additional infrastructure, North Lincolnshire Council will, through the negotiation of planning obligations pursuant to Section 106 of the Town & Country Planning Act 1990 and in accordance with guidance set out in Circular 05/2005, seek to ensure that the development proposal:

1. Meets the reasonable cost of new infrastructure and improvements to existing infrastructure made necessary by the proposal in order to support, for example, affordable housing, maintenance payments, highway infrastructure, nature conservation, transport initiatives, utilities, education, community facilities, health, leisure and recreation provision, public art and waste management; and/or
2. Mitigates the impact(s) of the development; and/or
3. Offsets the loss of any significant amenity or resource through compensatory provision elsewhere; and/or
4. Provides for the ongoing maintenance of facilities provided as a result of the development.

- 16.12 This policy sets out the council's approach to the process of negotiating planning obligation agreements. It is essential for the growth and development of North Lincolnshire that future development makes a positive contribution to the area and that any impacts are managed in an appropriate manner. A Supplementary Planning Document will be prepared to amplify the policy. It will set out where the council will seek planning obligation agreements and how the levels of contribution will be determined. This will also provide useful advice for the development industry.
- 16.13 There is a presumption that the requirements arising from a planning obligation will be provided on the site in question. In exceptional circumstances where on-site provision is inappropriate or impractical a financial contribution towards off-site provision may be permitted where this can be clearly justified. Where on-site provision is appropriate, infrastructure should be in place before new development is occupied.
- 16.14 It is important that development costs, including the cost of implementing planning obligation agreements should not prejudice development that supports North Lincolnshire Council's aspiration to see the regeneration, improvement and revitalisation of the area. If it is claimed that a development is unable to support the costs of a planning obligation (other than those essential to allow the development to proceed) then this could be the subject of negotiations. In such cases, the developer will have to demonstrate non-viability via an "open book" approach. Normal development costs, and the costs of high quality building, materials and design considerations are universally applicable, and will not be allowed for in negotiations to reduce planning obligations.

## Infrastructure Proposals

- 16.15 A key element of implementing development is the provision of infrastructure. Infrastructure can be summarised as the basic facilities, services and installations needed for a community to work. Physical, critical or economic infrastructure includes transport, communications systems, water and power lines. Community or social infrastructure includes public services related to, for example, schools and healthcare, whilst green or environmental infrastructure can include green corridors or open green space.
- 16.16 Adequate and appropriate infrastructure is essential for place-shaping and sustainable development and is a key issue in statutory planning. There is, therefore, a need to consider and assess infrastructure needs and provision in a comprehensive and integrated way. In order to achieve the vision and strategic objectives of this Plan it is vital that appropriate infrastructure is provided both to support new development and investigate ways to remedy existing deficiencies. Ideally this should occur in advance of, or at least alongside, development. This is possibly one of the biggest challenges for the LDF as a whole to address.
- 16.17 Recent national policy and legislation contains a new approach to infrastructure. The Housing Green Paper 2007 builds on the findings of respective reviews. It provides for both increased housing supply and the delivery of necessary infrastructure to unlock land and address related issues such as access to schools, health care, roads, public transport, water, energy sources and public spaces.
- 16.18 The Government intends its housing growth proposals to be accompanied by the social, transport and environmental infrastructure needed to deliver sustainable development at the local level. Improved infrastructure planning is needed to, amongst others, supply and manage the demand for water, provide facilities for waste water, and mitigate the risks of flooding.
- 16.19 Increased housing supply requires a coordinated approach at the regional and local level, including better coordination between infrastructure provision and housing growth. Local authorities and regional bodies have a key role in supporting growth particularly through the RSS, LDF and the coordination of infrastructure.
- 16.20 The level of growth proposed in North Lincolnshire is substantial, which is linked to the need for new infrastructure. Therefore it is crucial that the Core Strategy identifies the major issues and sets out how these might be addressed.

## Infrastructure Delivery Plan

- 16.21 In achieving the Core Strategy's vision and objectives, the provision of appropriate infrastructure to support proposed growth and remedy existing deficiencies is critical. Planning Policy Statement (PPS) 12: Local Spatial Planning, states that the Core Strategy "is to be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The core strategy should draw on and in parallel influence any strategies and investment plans of the local authority and other organisation". This is one of the major challenges facing the LDF.
- 16.22 Infrastructure covers a wide range of services and facilities. This includes:
- Physical infrastructure - this is things like roads, flood defence, drainage, utilities (gas, electricity, telecommunications), water provision/treatment, and sewerage

- Community infrastructure - this is things like schools, GP surgeries, hospitals, public transport, emergency services, community centres, sports/recreation facilities, social care facilities, and open spaces.
- Green infrastructure - this is a network of green spaces which connect towns and villages with the countryside. It can include green corridors, open spaces, parks and allotments.

16.23 Infrastructure provision is vital task for the local authorities and other public bodies to fulfil their place-shaping role. Therefore, along with its partners North Lincolnshire Council has prepared an Infrastructure Delivery Plan (IDP). The IDP will consider the area’s social, green and physical infrastructure to establish a delivery strategy for meeting local objectives, including potential arrangements where, when and by what means infrastructure will be provided. The plan will include clear arrangements for managing delivery and how the strategy will be monitored, together with evidence of infrastructure requirements. An Infrastructure Delivery Schedule (Appendix 1) has been produced which provides a link between the Core Strategy and IDP, and illustrates the range of infrastructure requirements needed to deliver the spatial strategy.

16.24 Community Infrastructure Levy (CIL)

16.25 The Planning Act 2008 made provision for the introduction of a Community Infrastructure Levy (CIL). This is a new charge which local authorities in England and Wales will be empowered, but not required, to levy on most types of new development in their areas. The proceeds of the levy will provide new local and sub-regional infrastructure to support the development of an area in line with local authorities’ development plans. Detailed guidance on its operation was issued in April 2010 through the Community Infrastructure Levy Regulations 2010.

16.26 The new arrangements are proposed to work in parallel with the current system of planning obligations. For those authorities that choose not to implement the levy, section 106 obligations will continue to be used as a way of securing contributions.

16.27 Regardless of whether North Lincolnshire Council sets an infrastructure levy, continues with the planning obligations method of securing developer contributions, or operates a combination of both systems, there will be the need to prepare evidence on infrastructure needs and local land values to consider:

- The level of growth that is expected/needed;
- What infrastructure is needed; and
- How the information will be collated.

## Monitoring

16.28 The following indicator and target will be used to monitor the implementation and effectiveness of the policy contained in this chapter:

Indicator	Target
Development contributions received in association with new development.	Development contributions received in accordance with the Developer Contributions Supplementary Planning Document.

### **Key Documents:**

- Circular 05/2005: Planning Obligations (ODPM)
- External Funding Strategy 2007 (NLC)
- North Lincolnshire Infrastructure Delivery Plan (Halcrow, 2010)

### **Link to Key Objectives**

#### **Spatial Objectives:**

1; 2; 3; 4; 5; 6; 7; 8; 9; 10

#### **Sustainability Appraisal Objectives:**

SA1; SA4; SA5; SA6; SA7; SA8; SA9; SA10; SA13; SA14; SA15; SA16; SA17; SA18; SA19; SA20; SA21; SA22; SA24; SA25; SA27

# 17

## MONITORING

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### Introduction

- 17.1 The Core Strategy plays a central role in delivering the spatial vision for North Lincolnshire. To remain current and effective it must be able to respond to changes at the national, regional and local level. This also applies to other Local Development Framework documents. Therefore, the monitoring and review of the Local Development Framework (LDF) is central to its successful delivery.
- 17.2 This process provides important feedback on the performance of planning policy to assess its effectiveness in delivering the spatial vision and spatial objectives. It also helps North Lincolnshire Council, as the local planning authority, to define the characteristics of the area, determine baseline trends, and understand the social, economic and environmental issues affecting the area.

### Plan, Monitor and Manage

- 17.3 A key feature of the LDF is that it should be flexible enough to be able to respond quickly to changing policies and circumstances through the 'plan, monitor and manage' approach. This enables different parts of the plan to be updated where necessary with monitoring directly initiating the review and amendment of policy. A sound plan should, therefore, include clear mechanisms to:
- Monitor the strategy's preparation and outcomes by reviewing its performance, effectiveness and relevance
  - Manage its implementation by taking early action to overcome barriers to delivery, or review the strategy to meet changing circumstances.
- 17.4 One of the tests of soundness of a Core Strategy is that it must be "effective" which is defined in government guidance as a strategy that is:
- Deliverable
  - Flexible
  - Able to be monitored.
- 17.5 Each of the above components is considered in more detail below.



## Deliverability

- 17.6 Implementation of the policies contained in the Core Strategy will require concerted action by a range of public, private and voluntary sector bodies working in partnership. The document's role is to provide a clear and robust framework for development so that investment and action can be co-ordinated and geared to efficient and effective delivery of development. Whilst the council has neither the powers nor the resources to implement the Core Strategy in isolation it will work closely with local stakeholders.
- 17.7 The Local Development Scheme (LDS) is the core project management tool that facilitates the implementation and delivery of the Local Development Framework and the Core Strategy in particular. It also sets out the programme for producing the variety of LDF documents that will support the Core Strategy. As such, the LDS can ensure that Core Strategy policies and proposals are brought forward in such a way that ensures priorities are tackled first (see also Chapter 16).
- 17.8 The effectiveness of these policies is kept under review in the Annual Monitoring Report (AMR) (see below) which identifies whether a policy is not being delivered or is not effective and needs to be amended and replaced.
- 17.9 In order to achieve the vision and strategic objectives established in the LDF, it is vital that the appropriate infrastructure is provided in order to support new development and to investigate ways to remedy existing deficiencies. Chapter 16 discusses infrastructure proposals in more detail. As part of preparing the Core Strategy, an Infrastructure Delivery Plan (IDP) has been developed. Appendix 1 sets out an Infrastructure Delivery Schedule which is extracted from the IDP.

## Flexibility

- 17.10 Upward and downward cycles in the economy will inevitably occur during the life of this strategy, which in turn will impact upon delivery. The strategy as a whole takes account of this by being flexible and adaptive to change, whilst maintaining the vision for growth over the longer term.
- 17.11 An important feature of the new system is the flexibility to update components of the LDF to reflect changing circumstances. The ability to produce various LDF documents will allow the council to respond quickly to national, regional and local priorities. If any changes are required these will be brought forward through a review of the AMR.
- 17.12 Linked to flexibility is the issue of what will be done if certain things do not happen as and when they are expected. One of the most important examples of this is what happens if an allocated site does not come forward for development as and when expected. This would trigger the need for either a partial review of the Core Strategy or an Area Action Plan to allocate an alternative site.

## Ability to be Monitored

- 17.13 One of the requirements of the LDF system is that a robust framework is put in place to monitor and assess the effectiveness of policies and proposals in delivering the spatial objectives and ultimately the vision for North Lincolnshire. Application of a monitoring framework will identify which policies and implementation measures are succeeding and highlight those that are not achieving their intended effect and are thus in need of revision or replacement. In practice, each LDF document and policy will be monitored individually and the results will be compiled and published in the AMR.

17.14 The monitoring and review of policies will determine:

- What impact the policy is having and if it was the intended impact
- Whether the policy needs adjusting to achieve the intended impact
- Whether it needs to be replaced or deleted.

17.15 In North Lincolnshire an integrated approach is needed where economic growth, housing development and infrastructure provision go hand in hand to create a sustainable area. Therefore, the monitoring process will also consider an overview of the area - and the sub-region as a whole - to assess the extent that the spatial strategy is being delivered, remains appropriate, and is sustainable.

## Monitoring Framework

17.16 The Monitoring Framework (Appendix 2) is intended to form the basis of the monitoring of the Core Strategy. It lists the indicators and targets for each section together with the monitoring system to be used. The targets and indicators that will be met by each policy are also identified at the end of each policy chapter, with all targets and indicators being 'SMART' (Specific, Measurable, Achievable, Realistic and Time-bound). Should annual monitoring of the indicators reveal any significant failure to meet targets, the council will take action to rectify the situation as soon as possible.

## Annual Monitoring Report (AMR)

17.17 Production of an AMR each December is a statutory requirement for local planning authorities<sup>1</sup>. It is the main mechanism for assessing the Core Strategy and appraises the performance of its policies and proposals as well as its preparation and implementation in accordance with a nationally- and locally-established framework of monitoring indicators. As a result, aspects of the Core Strategy that are not being implemented or targets that are not being met will be identified and reasons for this will be explained, indicating where further steps to review, amend or replace a policy is necessary.

17.18 The AMR will also assess progress made in preparing Local Development Documents (LDD) compared to the timetable and milestones set out in the Local Development Scheme (LDS). If preparation of LDDs is behind schedule or targets are not being met the AMR will investigate the reasons for this. If the LDS needs amending or a new LDD is to be produced, the LDS will be amended accordingly and re-submitted for consideration and approval.

17.19 The Annual Monitoring Report sets out:

- Whether the LDF is achieving what it intends to achieve each year
- Whether it is being produced to the timescale shown in the Local Development Scheme
- If any adjustments to the Local Development Scheme are required for the next year.

17.20 The AMR contains a number of indicators, many of which are defined by government (the "core output" indicators), and more detailed local indicators and targets that will be included as LDF documents. It also contains a housing trajectory which compares past and estimated future housing completions against the regional housing supply requirement. The trajectory is a tool for analysing and illustrating whether future housing delivery is on target.

<sup>1</sup> Section 35 - Planning & Compulsory Purchase Act 2004/Regulation 48 – Town & Country Planning (Local Development) (England) Regulations 2004

- 17.21 The monitoring framework will be reviewed as part of the AMR. If it is deemed that adjustments to indicators or targets are required, or if new, more appropriate data sources become available, then they will be introduced through the AMR.

## Sustainability and the Environment

- 17.22 The potential social, environmental and economic impacts of the Core Strategy's policies and proposals will be identified through the statutory Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA). This report is required under both European and UK legislation to accompany each LDD to ensure that the final adopted document follows the most sustainable course. The performance of policies and proposals will then be monitored against the objectives and targets included in the SA/SEA, indicating the contribution of the Core Strategy to sustainable development.

## Evidence Base

- 17.23 It is expected that the content of LDF documents should be informed and justified by more comprehensive evidence than was considered adequate for the previous development plan system. The evidence base, together with the monitoring framework, plays a vital role in the production of LDF documents in both the direction and justification of planning policy.
- 17.24 Various studies have been undertaken by North Lincolnshire Council to support the preparation of LDF documents and to meet national, regional and local requirements. The council will strive to ensure that the evidence base is robust and will stand up to scrutiny and that the monitoring systems are accurate and efficient to better inform future LDF and AMR preparation. A summary document of the evidence base used to underpin the Core Strategy is available to view alongside this document. Copies of the evidence base document can be viewed via the council's website [www.northlincs.gov.uk](http://www.northlincs.gov.uk) or at Pittwood House by arrangement with Spatial Planning.

## Review

- 17.25 A full review of the Core Strategy will take place after five years unless evidence suggests that an earlier review is necessary. Revision of key aspects of the evidence base will also be undertaken every five years unless monitoring indicates a more urgent need.

## Summary

- 17.26 In summary, monitoring of the Core Strategy will check that identified targets are being met and will identify the actions needed to address any barriers or shortfalls. It will assess the risks associated with particular aspects of the Strategy and devise risk management strategies. It will also monitor the quality of new development and its compliance with the policies and proposals of the LDF, and assess the potential impacts of new or updated planning policy and guidance.
- 17.27 Performance of the Core Strategy will be measured against the vision and spatial objectives (whilst also considering whether the objectives are still appropriate), and against other relevant local, regional and national targets. The impact of policies will be measured against sustainability indicators to assess whether they are contributing to the creation of a sustainable North Lincolnshire, to the reduction of carbon emissions, and whether there are any significant unforeseen adverse effects.

- 17.28 Conditions across North Lincolnshire will be assessed in conjunction with partners to determine the need for further spatial interventions, including checking and updating the assumptions upon which the Core Strategy is based. Appropriate data will be collected to continually evolve the LDF evidence base. Indeed, information collected as part of the monitoring regime will be shared with and fed back to other partners and the community, as appropriate.
- 17.29 A full review of the Core Strategy and of the evidence base will take place every five years unless the need for a more urgent review is identified.

### **Key Documents:**

- LDF Monitoring: A Good Practice Guide (ODPM, 2005)
- Planning Policy Statement 12: Local Spatial Planning (DCLG, 2008)



# 1

## APPENDIX - INFRASTRUCTURE SCHEDULE

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The Core Strategy Infrastructure Delivery Schedule set out in the tables below provides an indicative framework for delivering the policies and associated infrastructure. The schedule identifies what will be required, where, specific requirements, the lead organisation, the possible costs and funding sources. A greater level of detail will be set out in the supporting Infrastructure Delivery Plan.

## Critical 2010 - 2015

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
1	Transport	A160	2010 - 2015	Upgrading and dualling the first 1.7 kilometres of the A160, junction improvements from the A180 to the northern / western entrance to Immingham Port and other associated highway improvement infrastructure. RFA funding £95m committed; further government funding £30m. Construction anticipated to start in 2015.	Highways Agency; North Lincolnshire Council; DfT	£125million (outlined in by North Lincolnshire); £110million (outlined by HA Preferred Route Announcement);	RFA and additional Government funding (DfT)	CS1, CS2, CS25, CS26	Seek improvement to the existing highways infrastructure through the Local Transport Plan (LTP) 3 and developer and developer contributions.
2	Transport	South Humber Bank employment site	2011 - 2026	Internal highway improvements: Improve and enhance the existing highway infrastructure including Rosper Road, Haven Road, Eastfield Road, Chase Hill Road and provide new highways north of Chase Hill Road.	North Lincolnshire Council; Developers	£9million (outlined by North Lincolnshire Council)	Developer contributions (£106), RFA and additional external funding subject to financial viability	CS1, CS12	Improve and enhance the existing highway infrastructure including Rosper Road, Haven Road, Eastfield Road, Chase Hill Road and provide new highways north of Chase Hill Road through the LTP 3 and developer contributions.
3	Transport	Scunthorpe	2011 - 2016	Proposals for improvements to the Berkeley Circle junction on the A18	North Lincolnshire Council; Developer (Gallaghers)	£1.5million (outlined by Gallaghers and North Lincolnshire Council)	Gallagher Estates	CS1, CS2, CS7, CS8	Seek alternative funding and/or developer contributions.
4	Transport	Scunthorpe	2011 - 2026	Access road to A161 from Sandtoft Airfield (2 options)	North Lincolnshire Council; Developers	£2million (outlined by North Lincolnshire Council)	Developer contributions (£106), subject to financial viability	CS1, CS11, CS25, CS26	Improve and enhance existing highways infrastructure through developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
5	Transport	Scunthorpe	2011 - 2016	Ashbyville roundabout	North Lincolnshire Council; Developers	No costings available	-	CS1, CS7, CS8, CS25, CS26	Seek alternative funding and/ or developer contributions.
6	Transport	Scunthorpe	2010 - 2011	Urban Traffic Control system	North Lincolnshire Council	Up to £500,000 (outlined by North Lincolnshire Council)	North Lincolnshire Council (LTP2/3)	CS1, CS11, CS13, CS26	Through measures identified in LTP3.
7	Transport	Scunthorpe	2010 - 2013	Scunthorpe Ridgeway Connect 2 scheme	North Lincolnshire Council; Sustrans	£2.6million (outlined by North Lincolnshire Council)	Sustrans; North Lincolnshire Council; Big Lottery Fund	CS1, CS2, CS23, CS25, CS26	The majority of the 'core route' is now complete and money has been secured to design the two bridges by the Big Lottery Fund.



No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
8	Flood Defences	Scunthorpe, Market Towns, key strategic employment sites Rural Settlements	2010 - 2026	All types of flood defence and drainage infrastructure to protect existing and new communities and other land and infrastructure assets in North Lincolnshire.	North Lincolnshire Council, North East Lincolnshire Council, Environment Agency, DEFRA, Internal Drainage Boards, Water Companies and Private Sector Developers	At the time of preparation of the Infrastructure Delivery Plan, given the nascent implementation stage of the proposed housing and employment growth, it has not been possible to establish the full suite of flood defence mechanisms. Equally, no new firm solutions have recently been designed by any partner organisations to safeguard existing settlements, land and infrastructure assets. Hence, at this stage, it has not been possible to establish relevant cost estimates for the necessary flood defence across North Lincolnshire. That said, the West of Scunthorpe Urban extension (Lincolnshire Lakes), the most significant housing growth location in North Lincolnshire, will improve the town's flood defences significantly. The current cost estimates for necessary flood works for this site are estimated at £85 million, which would be incurred by the private sector developer/s.	Natural England, Yorkshire Forward, North Lincolnshire Council, Environment Agency, Developers (through contributions from planning applications) and Land Owners. In particular, approaches similar to West of Scunthorpe Urban extension (Lincolnshire Lakes), where the private sector will take the lead (subject to financial viability), will be adopted for delivering all flood defences for new housing and employment land developments in the Local Authority area. On the other hand, public sector partners, such as the EA, are envisaged to take a lead on the management of flood risk for existing settlements through strategic plans such as the Catchment Flood Management Plans and the Humber Flood Risk Strategy.	CS1, CS2, CS4	The council will work closely with developers and the Environment Agency to maintain and improve existing flood defences through developer contributions and public funding.
9	Utilities	North Lincolnshire	2010 - 2026	Improvements to foul water and sewerage network. The Outline Water Cycle Strategy (WCS) identifies the need for improvements to both the sewerage network and treatment facilities in North Lincolnshire, including the need for a new strategic trunk sewer to serve the proposed development at Lincolnshire Lakes project area. This will help to meet the objectives of the Water Framework Directive as set out in the Humber River Basin Management Plan.	North Lincolnshire Council Environment Agency Anglian Water Severn Trent Water Yorkshire Water	To be delivered by Private Sector; therefore no costs have been appraised. The cost of the requirements specified in WCS will need to be investigated.	Private Developers and Utility Companies	CS1, CS2, CS7, CS8, CS9, CS10, CS11, CS12	Seek improvements to foul water and sewerage networks through developer contributions and utilities companies Business Plan.

**Required During Plan Period 2010 – 2026**

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
10	Education: Nurseries	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	10 nurseries across North Lincolnshire as a whole, including 8 in Scunthorpe, 1 in Brigg and 1 in Barton Upon Humber. Improvements to existing nursery provision may be required at these locations as an initial alternative solution. In Winterton, Crowle, Kirton in Lindsey and other settlements, where enhancements to existing nursery provision is the only solution due to the projected marginal increase in demand.	Private Sector	To be delivered by Private Sector; therefore no costs have been appraised.	Private Sector, along with support from Sure Start (channelled by North Lincolnshire Council)	CS1, CS7, CS8, CS9, CS10, CS22	The council will work closely with developers and nursery providers to ensure that provision standards are maintained through alternative sources of funding and/or developer contributions.
11	Education: Primary Schools	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	6 new primary schools across North Lincolnshire in total, including 4 large primary schools in Scunthorpe (one of these new schools has already received planning permission as part of the Doncaster Road housing development; circa 2 more primary schools will be delivered on Lincolnshire Lakes / West of Scunthorpe Urban extension) and 1 small primary school each in both Brigg and Barton Upon Humber. Improvements to existing nursery provision may be required at these locations as an initial alternative solution. In Winterton, Crowle, Kirton in Lindsey and other settlements, enhancements to existing primary school provision is the only solution due to the projected marginal increase in demand.	North Lincolnshire Council and LEA	£25 million (North Lincolnshire SPG 8: Developer Contributions to Schools); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS13, CS22	The council will work closely with developers and LEA to deliver improvements to existing facilities through alternative sources of funding and/or developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
12	Education: Secondary Schools	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	2 new secondary schools across North Lincolnshire (both in Scunthorpe). One of these new schools will be delivered as part of the Lincolnshire Lakes development during the plan period. Improvements to existing secondary schools may provide a temporary solution in Scunthorpe, whilst enhancements to existing facilities at Brigg, Barton Upon Humber, Winterton, Crowle, Kirton in Lindsey and other settlements where enhancements to existing facilities are the only options, given the expected marginal increase in demand.	North Lincolnshire Council and LEA	£35 million (North Lincolnshire SPG 8: Developer Contributions to Schools); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability) supplemented by Building Schools for Future Programme	CS1, CS13, CS22	The council will work closely with developers and LEA to deliver improvements to existing facilities through alternative sources of funding and/or developer contributions.
13	Education: Special Schools	Scunthorpe	2010 - 2026	Expansion of the two existing special schools in Scunthorpe	North Lincolnshire Council, LEA, Specialist Schools Trust	£5 million (Assumed the same cost as secondary schools, per pupil)	Specialist Schools Trust, supplemented with developer contributions (subject to viability) and DCSF grants for specialist schools	CS1, CS13, CS22	In the long term the council will work closely with developers and LEA to deliver improvements to existing facilities through alternative sources of funding and/or developer contributions.
14	Education: Further and Higher Education	Scunthorpe	2010 - 2026	The development of a new integrated facility for Further and Higher Education: a Knowledge Campus to create a location with a reputation for learning, enterprise and creativity.	North Lincolnshire Council, Yorkshire Forward, Local Further Education Colleges and Key Regional Universities.	As the Knowledge Campus is in early development stage, it has not been possible to ascertain costs for these facilities.	Higher Education Funding Council for England, LEA, LSC and Campus partners	CS1, CS4, CS13, CS22	When necessary the council will work closely with developers, Higher Education Funding Council, LSC and LEA to deliver improvements to existing facilities through alternative sources of funding and/or developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
15	Health: GP and Dental Services	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	A total of 5 new GP surgeries and 3 new dental surgeries will be required in North Lincolnshire. All of the dental surgeries will be needed in Scunthorpe. Three large GP surgeries will also be required in Scunthorpe (including at least 1 at Lincolnshire Lakes / West of Scunthorpe Urban Extension site during the plan period). One smaller GP surgery will be needed in both Brigg and Barton Upon Humber. Fourteen new GPs will be required in Scunthorpe, with 1 new GP needed in both Brigg and Barton Upon Humber. Seven new dentists will be required in Scunthorpe, with an additional dentist in both Brigg and Barton Upon Humber as well. To staff these new and / or improved facilities, additional staff (e.g. nurses) may be required. In Winterton, Crowle and Kirton in Lindsey (and other settlements), enhancements to existing services will be required as only marginal increases in demand are forecast.	North Lincolnshire Council and North Lincolnshire Primary Care Trust	£20 million (Spans building costs, equipment cost, average salaries for GPs, nurses and dentists); More than three quarter of this expenditure will be incurred to support housing growth in Scunthorpe.	Through developer contributions (subject to viability) and mainstream health services funding	CS1, CS24	Where necessary the council will work in partnerships with PCT to improve existing facilities and provide Integrated Health and Social Care Centres through alternative sources of funding and/ or developer contributions.
16	Health: Pharmacies and Optician Services	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	Across North Lincolnshire, 4 new pharmacies and 3 new opticians will be required. The majority of the demand for these new services will be in Scunthorpe. The level of demand in other areas may only be enough to justify improvements to existing services.	Private Sector	To be delivered by Private Sector; therefore no costs have been appraised	Private Sector	CS1, CS7, CS8, CS24	Where necessary seek the expansion/ upgrading of existing facilities through alternative sources of funding and/ or developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
17	Health: Hospital Provision	Scunthorpe General Hospital		As a result of the population growth envisaged for Scunthorpe, Scunthorpe General Hospital may need to be improved / expanded.	Northern Lincolnshire & Goole Hospitals NHS Trust and North Lincolnshire Council	As the exact nature and scale of improvements has not been determined yet, no cost estimates are available at present.	Mainstream health services funding supplemented by developer contributions (subject to financial viability)	CS1, CS24	North Lincolnshire & Goole Hospital NHS Trust and the council will work closely to ensure that the necessary improvements are financed through developer contributions and public sector funding.
18	Health: Care Homes	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	In total, 22 new care home units will need to be provided, to meet the additional demand for 255 beds across the Local Authority area. Considering the current supply situation most of the care provision will be private sector driven, with some supplementary provision through the NHS provision (if necessary).	Private Sector led, supplemented by some NHS provision (if necessary)	To be delivered predominantly by Private Sector; therefore no costs have been appraised	Private Sector	CS1, CS24	The council will work closely with the PCT to improve existing facilities through developer contribution will be investigated.
19	Community Facilities: Community Centres	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	Across North Lincolnshire, 2 new community centres will be required. One community centre will be located at West of Scunthorpe Urban Extension Area (Lincolnshire Lakes) during the plan period. Another new community centre will be needed elsewhere in Scunthorpe. The remaining demand for community centres will be best delivered through improvements and expansions to existing facilities in the other Market Towns and Rural Settlements	North Lincolnshire Council	£3 million (Spans building costs); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS8, CS22	Currently no deficiencies identified. But when necessary expansion/upgrading of existing facilities through developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
20	Community Facilities: Libraries	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	Two new libraries will be required in North Lincolnshire. Both will be located in Scunthorpe. Enhancements to existing libraries and amalgamation with existing community facilities may provide a temporary solution to increased demand in Scunthorpe. Improvement to existing services should take place in Brigg, Barton Upon Humber, Winterton, Crowle, Kirton in Lindsey and other rural settlements with a library, where marginal increases in demand are expected.	North Lincolnshire Council	£2 million (Spons building costs); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS22	The council will look at options for improving/consolidating existing facilities.
21	Community Facilities: Cemeteries and Crematoria	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	A total of 10 ha of additional land for cemeteries and crematoria is required across North Lincolnshire. The majority of this land will be required in Scunthorpe (8 ha). In Brigg, 0.7ha will be needed, whilst 0.6ha will be required in Barton Upon Humber. Improvements to existing services should take place in Winterton, Crowle, Kirton in Lindsey and other rural settlements where marginal increases in demand for cemeteries and crematoria are likely to be required.	North Lincolnshire Council and town/parish councils	£186k (provision costs only; doesn't include cost of land); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	North Lincolnshire Council's Mainstream funding	CS22	The council will work in partnership with local town and parish council to improve/expand existing facilities through the council's mainstream funding.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
22	Community Facilities: Youth Centres	Scunthorpe, Market Towns and Rural Settlements.	2010 - 2026	2 new youth centres will be required in North Lincolnshire. Both will be located in Scunthorpe (one at Lincolnshire Lakes / West of Scunthorpe Urban Extension). Enhancements to existing youth centres may provide an initial alternative solution to increased demand in Scunthorpe. Improvement to existing services should take place in Brigg, Barton Upon Humber, Winterton, Crowle, Epworth and Kirtton in Lindsey and other rural settlements with existing youth centres, where marginal increases in demand are expected.	North Lincolnshire Council	£3 million (Spans building costs); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS22, CS23	Currently no future deficiencies identified in meeting growth. But if necessary expansion/ upgrading of existing facilities through developer contributions will be investigated.
23	Affordable Housing	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	Up to 30% (or 3, 600) affordable homes will be provided as part of the proposed housing target, subject to development viability and funds available to Housing Associations. Rural Exceptions Schemes will also be investigated where there is an identified need. The specific location of the affordable homes has not been identified yet.	North Lincolnshire Council, housing associations and private developers	To be delivered by Housing Associations and Private Sector; therefore no costs have been appraised	Housing Associations, private developers and Homes and Communities Agency.	CS1, CS9	Monitor affordable housing policy.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
24	Leisure Centres	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	One new leisure centre will be required in North Lincolnshire. The leisure centre would have to be located in Scunthorpe. The development of the new Pods facility, will meet increased demand in Scunthorpe. Contributions for improving existing facilities will also address Scunthorpe's increased demand. Due to the nature of marginal increase in demand in other locations, improvements, rather than the provision of new leisure centres, will be sought to existing leisure centres. Any further provision will be based on market demand and is envisaged to be led by the private sector.	Yorkshire Forward, North Lincolnshire Council and Private Sector	Any additional requirement above the planned provision of the new Pods facility will be delivered by Private Sector; therefore no costs have been appraised	Yorkshire Forward funding for Pods Facility. Any other new developments are envisaged to be privately developed.	CS1, CS22, CS23	Expansion/ upgrading of existing facilities through developer contributions where extra demand is identified.
25	Cultural Facilities: Cinemas, Theatres and Museums	Scunthorpe and Market Towns	2010 - 2026	A sustainable North Lincolnshire would require additional cultural facilities in terms of cinemas, theatres and museums. It is projected that 1358 sq m of cultural facilities floorspace would be required to meet increased demand. The majority of the increased demand would be focussed on Scunthorpe Town Centre; around 80% of the additional cultural floor space in North Lincolnshire would be required at this location. An increase in cultural facilities floorspace would also be required in the other towns, although the level of increased demand in other Market Towns is projected to be marginal compared to that forecasted for Scunthorpe.	Private Sector in partnership with North Lincolnshire Council	To be delivered by Private Sector; therefore no costs have been appraised.	Private Sector	CS1, CS15, CS22	Currently no future deficiencies identified the council will work closely with the relevant organisations to ensure that provision standards and quality are maintained through alternative sources of funding and/or developer contributions.



No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
26	Retail Facilities	Scunthorpe and Market Towns	2010 - 2026	A sustainable North Lincolnshire would also require additional retail facilities. Approximately 23000 sq m of additional retail floorspace would be required to meet increased demand. The majority of the increased demand (almost 19000 sq m) would be focussed on Scunthorpe Town Centre. An increase in retail floorspace would also be required in the other Market Towns, although the level of increased demand in other Market Towns is projected to be marginal compared to that forecasted for Scunthorpe. As part of the expansion and improvement of retail facilities in North Lincolnshire, enhancements to the public realm may also be required.	Private Sector in partnership with North Lincolnshire Council	To be delivered by Private Sector; therefore no costs have been appraised.	Private Sector	CS1, CS14, CS15	The council will work in partnership with developers and retailers to ensure that the provision standards and quality are maintained.
27	Strategic Green Infrastructure	Within Scunthorpe and surrounding countryside	2010 - 2026	Develop a Green Infrastructure Network across North Lincolnshire in accordance with Natural England Regional Study.	North Lincolnshire Council, Natural England, Environment Agency	To be delivered by Public and Private Sector; therefore no costs have been appraised	Natural England and through developer contributions (particularly to safeguard existing network and improve access, subject to viability)	CS1, CS16, CS17, CS23	Developer contributions to new development for improvements to existing green Infrastructure and the creation of new green infrastructure.
28	Formal Recreational Open Space	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	As part of proposals, 26ha of formal recreational open space will be required. Most of the demand will be in Scunthorpe (21ha), although 2ha will be needed in both Brigg and Barton Upon Humber, and a further 1ha will be required in Winterton. Much smaller amounts will be required in both Crowle and Kirton in Lindsey.	North Lincolnshire Council	£2.2 million (North Lincolnshire SPG 10: Provision of Open Space in New Housing Developments); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS7, CS8, CS23	Developer contributions to new development. Contributions to expansion/upgrading of existing facilities.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
29	Informal Recreational Open Space	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	In total, around 11 ha of informal recreational open space will be required in North Lincolnshire. Most of the demand will be in Scunthorpe (9ha), although 1ha will be needed in both Brigg and Barton Upon Humber. Much smaller amounts will be required in Winterton, Crowle and Kirton in Lindsey.	North Lincolnshire Council	£1m (North Lincolnshire SPG 10: Provision of Open Space in New Housing Developments); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS7, CS8, CS23	Developer contributions to new development. Contributions to expansion/upgrading of existing facilities.
30	Formal Children's Play Space	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	As part of proposals, 6ha of formal children's play space will be required. Most of the demand will be in Scunthorpe (5ha). Smaller amounts of formal children's play space will be required in Brigg, Barton Upon Humber, Winterton, Crowle and Kirton in Lindsey.	North Lincolnshire Council	£0.6m (North Lincolnshire SPG 10: Provision of Open Space in New Housing Developments); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS7, CS8, CS23	Developer contributions to new development. Contributions to expansion/upgrading of existing facilities.
31	Informal Children's Play Space	Scunthorpe, Market Towns and Rural Settlements	2010 - 2026	Across North Lincolnshire, approximately 11 ha of informal children's play space will be required. Most of the demand will be in Scunthorpe (9ha), although 1 ha will be needed in both Brigg and Barton Upon Humber. Much smaller amounts will be required in Winterton, Crowle and Kirton in Lindsey.	North Lincolnshire Council	£1m (North Lincolnshire SPG 10: Provision of Open Space in New Housing Developments); Some 80% of this expenditure will be incurred for housing growth proposed in Scunthorpe.	Through developer contributions (subject to viability)	CS1, CS7, CS8, CS23	Developer contributions to new development. Contributions to expansion/upgrading of existing facilities.
32	Emergency Services: Police	West of Scunthorpe Urban Extension (Lincolnshire Lakes), South Humber Bank and / or location of existing facilities in the wider Local Authority area	2010 - 2026	Additional facilities to meet the need and to deal with the growing and expanding population and growth of businesses; along with increased custody facilities at Scunthorpe police station.	North Lincolnshire Council (in partnership with developers of strategic sites in North Lincolnshire) Humber-side Police	The costs of short - term improvements, in particular, the custody facilities are envisaged to be incurred by Humber-side Police through its Force's Estate Strategy (and relevant funding). The scale and nature of additional improvements or new facilities is yet to be determined. Hence, no additional costs have been derived as yet.	Humber-side Police Home Office Grant Developer contributions (£106), subject to financial viability	CS1, CS7,	Expansion/upgrading of existing facilities through Humber-side Police Force Estates Strategy and supplemented by developer contributions.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
33	Emergency Services: Ambulance	South western part of the Scunthorpe urban area, as suggested by East Midlands Ambulance Service NHS Trust (EMAS)	2026	New larger ambulance station or sub - division of existing site across two sites in Scunthorpe to meet the increased demand generated by proposed growth in North Lincolnshire (and other adjacent areas within Lincolnshire County e.g. Gainsborough)	North Lincolnshire Council (in partnership with developers of strategic sites in North Lincolnshire)  East Midlands Ambulance Service (in partnership with NHS North Lincolnshire )	Cost of this improved / additional facility and any supporting equipment has not yet been agreed for this additional provision.	East Midlands Ambulance Service (through main stream funding of PCT & Acute Trusts)  Developer contributions (\$106), subject to financial viability	CS1, CS7, CS8,	Expansion/ upgrading of existing facilities through funding from East Midlands Ambulance Services and supplemented by developer contributions.
34	Emergency Services: Fire Services	West of Scunthorpe Urban Extension (Lincolnshire Lakes), South Humber Bank and / or location of existing facilities in the wider Local Authority area	2010 - 2026	Additional or improved facilities to meet the need and to deal with the growing and expanding population and growth of businesses.	North Lincolnshire Council  Humberside Fire and Rescue Services	As the exact nature of improvements to existing facilities or potential new facilities has not been determined yet, it has not been possible to establish a cost estimate for enhancing the local Fire and Rescue services	Humberside Fire and Rescue Services (in partnership with Humberside Fire Authority)  Developer contributions (\$106), subject to financial viability	CS1, CS7,	Expansion/ upgrading of existing facilities through funding from Humberside Fire and Rescue (in partnership with Humberside Fire Authority) and supplemented by developer contributions.
35	Transport	Immingham Docks	2015 - 2026	Killingholme loop	Network Rail	£40million (outlined by Network Rail)	Network Rail; Developer Contributions (\$106) from Association of British Ports	CS1, CS12, CS25, CS26	Seek alternative solutions and/ or funding and / or development contributions.
36	Transport	Humberside Airport	2011 - 2026	Humberside Airport	North Lincolnshire Council; Developers	No costings available	-	CS1, CS11, CS25, CS26	Measure identified in LTP3 and the HUY Surface Access Strategy

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
37	Transport	West of Scunthorpe Urban Extension	2011 - 2026	Lincolnshire Lakes (6,000 dwellings)	North Lincolnshire Council; Developer	£6million (provided by Pell Frischmann)	Developer contributions (£106), subject to financial viability	CS1, CS2, CS4, CS7, CS8, CS11, CS13	North Lincolnshire Council to ensure full partnership working and effective Masterplanning to ensure delivery of scheme.
38	Transport	South Ferriby	2011 - 2026	New road alignment A1077, South Ferriby	North Lincolnshire Council	No costings available	-	CS1, CS7	Seek alternative sources of funding through discussions with the Environment Agency.
39	Transport	North Lincolnshire wide	2011 - 2026	Public Transport initiatives	North Lincolnshire; Public Transport Operators; Network Rail	Current public transport initiatives have been accounted for, where relevant, in the schemes outlined above. No further specific schemes have been outlined by North Lincolnshire Council, however future initiatives (within LTP3) will be discussed and investigated in partnership with public transport providers and North Lincolnshire Council.	LTP3, developer contributions (if relevant), Network Rail	CS1, CS25, CS26	Measure to reinforce public transport network through alternative sources of funding and/or development contributions.
40	Utilities	North Lincolnshire	2010 - 2026	Improvements in gas supply infrastructure	North Lincolnshire Council National Grid Gas Suppliers	To be delivered by Private Sector; therefore no costs have been appraised.	Private Developers and Utility Companies	CS1, CS7, CS8, CS11, CS12, CS13	Where necessary expansion/upgrading of existing local infrastructure through development contributions and utility company Business Plans.

No.	What	Where	When	Specific Requirement	Lead Delivery Organisation	Cost	Sources of Funding	Policy	Contingencies
41	Utilities	North Lincolnshire	2010 - 2026	Improvements in electricity supply infrastructure	North Lincolnshire Council National Grid Yorkshire Electricity Distribution Ltd - Northern Electric (YEDL) Renewable Energy Providers	To be delivered by Private Sector; therefore no costs have been appraised.	Private Developers and Utility Companies	CS1, CS7, CS8, CS11, CS12,	Where necessary expansion / upgrading of existing local infrastructure through development contributions and utility company Business Plans.
42	Utilities	North Lincolnshire	2010 - 2026	Improvements to water supply infrastructure	North Lincolnshire Council Environment Agency Anglian Water Severn Trent Yorkshire Water	To be delivered by Private Sector; therefore no costs have been appraised. The costs of the requirements specific in the WCS will need to be investigated further.	Private Developers and Utility Companies	CS1, CS7, CS8, CS11, CS12,	Where necessary seek improvements to foul water and sewerage networks through utilities company Business Plan and developer contributions.
43	Utilities	North Lincolnshire	2010 - 2026	Improvements to telecoms infrastructure	ICT providers	To be delivered by Private Sector; therefore no costs have been appraised.	Utility Companies (supplemented with developer contribution, where necessary, subject to financial viability)	CS1, CS7, CS8, CS9, CS10, CS25, CS26	Seek improvements to telecoms infrastructure through utility company Business Plan and developer contributions.
44	Waste Management	North Lincolnshire	2010 - 2026	New sites and facilities to meet the need of growing population and business base	North Lincolnshire Council Environment Agency Waste Management firms	Uncalculated at this stage – will depend on the location of facilities, type, and technology employed	Private Sector Waste Management Firms North Lincolnshire Council Developer Contribution, subject to financial viability	CS1, CS20	As need arises the council will work closely with key stakeholders in order to deliver the appropriate waste management facilities.

# 2

## APPENDIX - MONITORING FRAMEWORK

APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS1: Spatial Strategy for North Lincolnshire	Number of net additional dwellings per annum by settlement hierarchy.	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%	Housing completions database.
	Amount of floorspace developed for employment by type.	Delivering at least 10 hectares of employment land within North Lincolnshire per annum (excluding the South Humber Bank employment site) between 2006 and 2026.	Planning applications database Employment completions database.
	Annual amount of employment land developed by type at the South Humber Bank	To deliver the South Humber Bank allocation by 2026	Employment completions database.
	Amount of new residential development within 30 mins public transport time of GP, primary school, secondary school, employment area, major retail centre and hospital.	All residential parts of North Lincolnshire to have easy access to local shopping and community facilities by 2026.	Accessibility database
	Proportion of new development located in areas at risk of flooding (excluding the Lincolnshire Lakes Project and the South Humber Gateway)	No more than 15% to 20%	
	Change in areas of biodiversity importance	Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance	

APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS2: Delivering More Sustainable Development	Development on previously developed land.	30% of all new development to be completed on previously developed land.	Housing completions database. Employment completions database Planning applications database
	Amount of new residential development within 30 mins public transport time of GP, primary school, secondary school, employment area, major retail centre and hospital.	All residential parts of North Lincolnshire to have easy access to local shopping and community facilities by 2026	Accessibility database
	Proportion of new development located in areas at risk of flooding (excluding the Lincolnshire Lakes Project and the South Humber Gateway)	No more than 15% to 20%	
	Change in areas of biodiversity importance	Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance	
CS3: Development Limits	Number of planning applications granted outside settlement development limits.	80% of planning permissions to take place within development limits	Planning applications database
CS4: Creating a Renaissance in North Lincolnshire	Delivery of The Pods and Central Park.	To create an innovative and iconic new sports facility for the residents of North Lincolnshire together with the reinvigoration of Central Park by April 2011	North Lincolnshire Renaissance Projects progress report
	Knowledge Campus	Increase Higher Education offer within North Lincolnshire	North Lincolnshire Renaissance Projects progress report
	Lincolnshire Lakes The securing of the principles of the Exception Test Strategy The phasing of development in line with the provision of water infrastructure. Change in areas of biodiversity importance	Mitigation measures delivered in accordance with a timetable and masterplan to be agreed through the Lincolnshire Lakes Area Action Plan (AAP) Outline Water Cycle Strategy for North Lincolnshire Council (October 2010) -and any further up dated information- to be applied where relevant to the Lincolnshire Lakes project area together with an appropriate phasing plan for the delivery of development to inform the Lincolnshire Lakes AAP Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance.	North Lincolnshire Renaissance Projects progress report
	Crowle Market Place redevelopment	Improve public realm and public space in Crowle Market Place. Increase usage of Market Place.	North Lincolnshire Renaissance Projects progress report

APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS5: Delivering Quality Design in North Lincolnshire	Number of planning applications to have the highest standard of sustainable construction and design.	60% of all new development attaining the highest standard of sustainable construction design certificate and meeting appropriate construction design level in Part B (or higher national standard).	Planning applications database
	Annual number of net additional dwellings built to Lifetime Home standards (Using CABE Building for Life Criteria)	10% of annual net additional dwellings will be built to Lifetime Homes standards.	Planning applications database Housing completions database
CS6: Historic Environment	Number of heritage assets on the 'Heritage at Risk' register.	Annual reduction in the number of heritage assets on the 'Heritage at Risk' register.	English Heritage database
	Number of planning applications granted contrary to English Heritage objections.	No more than 10% of planning applications granted planning permission despite sustained objections from English Heritage.  No planning applications granted subject to sustained objection from English Heritage due to impacts on the Historic environment.	Planning applications database
	Percentage of Conservation Areas with up to date character appraisals.	80% of designated Conservation Areas with adopted character appraisals.	Environment Team
CS7: Overall Housing Provision	Ensure a five-year supply of deliverable sites is identified and maintained	North Lincolnshire Council will consistently have a 5 year supply of deliverable sites throughout the plan period	Strategic Housing Land Availability Assessment database.
	Percentage of new dwellings completed at less than 35 dwellings per hectare; Between 35 and 45 dwellings per hectare; Above 45 dwellings per hectare.	PPS 3 requires all new dwellings to be completed at a minimum of 30 dwellings per hectare.	Housing completions database
	Percentage of new and converted dwellings on previously developed land.	30% of all new and converted dwellings on previously developed land.	Housing completions database
	Annual number of net additional dwellings built to Lifetime Homes standards (Use CABE Building for Life Criteria).	10% of annual net additional dwellings will be built to Lifetime Home standards.	Annual Monitoring Report
CS8: Spatial Distribution of Housing Sites	Number of net additional dwellings per annum by settlement hierarchy.	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%	Housing completions database Strategic Housing Land Availability Assessment database.
CS9: Affordable Housing	Annual number of affordable homes delivered with North Lincolnshire	2008/2009 - 70 units 2009/2010 – 149 units 2010/2011 – 225 units	Planning applications database Housing completions database
	Number of Rural Exception Sites Completed.	The number of Rural Exception dwellings completed in settlements with an identified affordable housing need.	Planning applications database Housing completions database



APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS10: Gypsy and Travellers	Meet the identified need for Gypsies, Travellers and Travelling Showpeople through regional and local surveys.	100% identified need met	Planning applications database
CS10: Provision and Distribution of Employment Land	Amount of employment land available by type.	Five year supply of land for offices, industry and distribution (50 hectares) always to be available for development	Employment Land Review
	Amount of floorspace developed for employment by type.	Delivering at least 10 hectares of employment land within North Lincolnshire per annum and between 2006 and 2026.	Planning applications database Employment completions database
CS12: South Humber Bank	Annual amount of employment land developed by type at the South Humber Bank.	To deliver the South Humber Bank allocation by 2026	Employment Land Review
	Annual amount of job created through inward investment at the South Humber Bank location.	To deliver the South Humber Bank allocation by 2026	Planning applications database Inward investment enquires for this location.
CS13: Lifelong Learning & Skills	Knowledge Campus.	Increase Higher Education offer within North Lincolnshire.	North Lincolnshire Renaissance Projects progress report
	Working age population qualified to at least level 2 or higher.	65.5% of the working population qualified to at least level 2 or higher	Nomis
	Working age population qualified to at least level 3 or higher.	44% of the working population qualified to at least level 3 or higher	Nomis
	Working age population qualified to at least level 4 or higher.	23% of the working population qualified to at least level 2 or higher	Nomis
CS14 Retail Development	Amount of completed retail, office and leisure development in town centres.	70% of all new retail, office and leisure development to take place in identified town and district centres.	Planning applications database Planning applications database.
	Number of vacant units within town and district centres.	Annual decrease in the number of vacant units within the identified town and district centre.	Annual Retail Survey update
CS15 Culture & Tourism	Amount of new cultural facilities within the Town and District centres.	Net increase in cultural facilities per annum.	Annual Retail Survey update Planning applications database
	Amount of new tourism facilities within the Town and District centres.	Net increase in tourism facilities per annum	Annual Retail Survey update Planning applications database
	Amount of new tourism facilities outside Town and District centres.	Net increase in tourism facilities per annum	Planning applications database
CS16: North Lincolnshire's Landscape, Green Space and Waterscape	Area of parks and open spaces with a current Green Flag Award compared to the total amount of parks and open spaces.	Annual increase in percentage of local authority managed parks and with a current Green Flag Award compared to the total amount of parks and open spaces	Planning applications database Green Infrastructure Strategy Annual update of open space audit.

APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS17: Biodiversity	Improved Local Biodiversity – local sites of biodiversity importance where active conservation management is being carried out.	Proportion of local sites where positive conservation management has been, or is being implemented.	Environment Team
	Change in areas of biodiversity importance	Change in areas (ha) of biodiversity habitat- sites of international, national, regional, sub-regional or local significance	Environment Team
CS18: Sustainable Resource Use & Climate Change	Renewable energy developments installed by type.	54 MW of installed grid-connected renewable energy in 2010 112 MW of installed grid-connected renewable energy in 2021 These are both minimum targets – no maximum targets are set	Planning applications database
CS19: Flood Risk	Proportion of total dwellings permitted and proportion of employment permissions granted, located in areas at risk of flooding (excluding the Lincolnshire Lakes project area – Western Scunthorpe Urban Extension and the South Humber Gateway).	15% -20%	Annually review study
	Actions are taken to protect and enhance water quality.	Annual Environment Agency confirmation of satisfactory progress with the delivery of relevant actions from the Humber River Basin Management Plan.	Planning applications database
CS20: Sustainable Waste Management	Proportion of household waste recycled or composted	Increase the level of household waste recycled or composted to at least 40% by 2010; 45% by 2015; and 50% by 2020.	Waste Management team database Regional Technical Advisory Body for Waste
	Recovery of Municipal Waste	Increase the level of municipal waste recovered to 53% by 2010; 67% by 2015; and 75% by 2020.	Waste Management team database Regional Technical Advisory Body for Waste
	Landfill Diversion	Meet allocated allowances under the Landfill Allowance Trading Scheme (LATS) up to and beyond 2020.	Waste Management team database Regional Technical Advisory Body for Waste
CS21: Minerals	Annual production of primary land-won aggregates.	For primary aggregates, 4.1 million tonnes of sand and gravel and 2.6 million tonn of land-won crushed rock by 2016	Minerals database
	Annual Production of secondary/ recycled aggregates.		Minerals database
CS22: Community Facilities	Improvements and new additions to Community Facilities	Annual number of new and improved facilities by types.	Planning applications database Planning applications database
	Safeguarding of existing Community facilities.	No community facilities to be lost	Planning applications database Planning applications database

APPENDIX 2 - CORE STRATEGY MONITORING FRAMEWORK			
Policy	Indicators	Target	Monitoring System
CS23: Sport Recreation and Open Space	Area of parks and open spaces with a current Green Flag Award compared to the total amount of parks and open spaces.	Annual increase in percentage of local authority managed parks and with a current Green Flag Award compared to the total amount of parks and open spaces	Mapping of all open space in North Lincolnshire.
	Improving and Safeguarding of open space.	No reduction in number of facilities and open space.	Annual update of open space audit.
	Development granted planning permission contrary to advice from Sport England.	No planning applications approved against Policy CS23.	Development Control
	Participation in sport and recreation	Increase by 1% per year.	This is a performance indicator in the Active Choices Active Futures strategy. The Strategy Implementation Manager will coordinate performance information to monitor and evaluate progress on behalf of the Implementation Group.
CS24: Health Care Provision	Improvements in local health care facilities	Annual number of new and expanded primary and secondary health care facilities by type.	Planning application database Planning applications database
CS25: Promoting Sustainable Transport	Percentage of dwellings completed (in schemes of 10 dwellings or more) which conform with the North Lincolnshire Accessibility Criteria.	100% of all completed dwellings to conform with the North Lincolnshire Accessibility Criteria.	Accessibility database
	Percentage of new employment related uses (B1, B2, B8) over 1000m <sup>2</sup> and retail uses over 2500m <sup>2</sup> which conform with the North Lincolnshire Accessibility Criteria.	100% of new employment related uses to conform with the North Lincolnshire Accessibility Criteria.	Accessibility database
	Percentage of completed non-residential development which complies with the car parking standards set out in the Regional Spatial Strategy	80% of completed non-residential development to comply with the car parking standards set out in the Regional Spatial Strategy	Planning applications database
CS26: Strategic Transport Infrastructure Proposals	Delivery of the Strategic Transport Infrastructure Proposal	All Strategic Transport Infrastructure Proposal to be delivered by 2026.	North Lincolnshire Strategic Transport Infrastructure Proposal progress report
CS27 Planning Obligations	Development contributions received in association with new development.	Development contributions received in accordance with the Developer Contributions Supplementary Planning Document.	Planning permissions database Development Control database

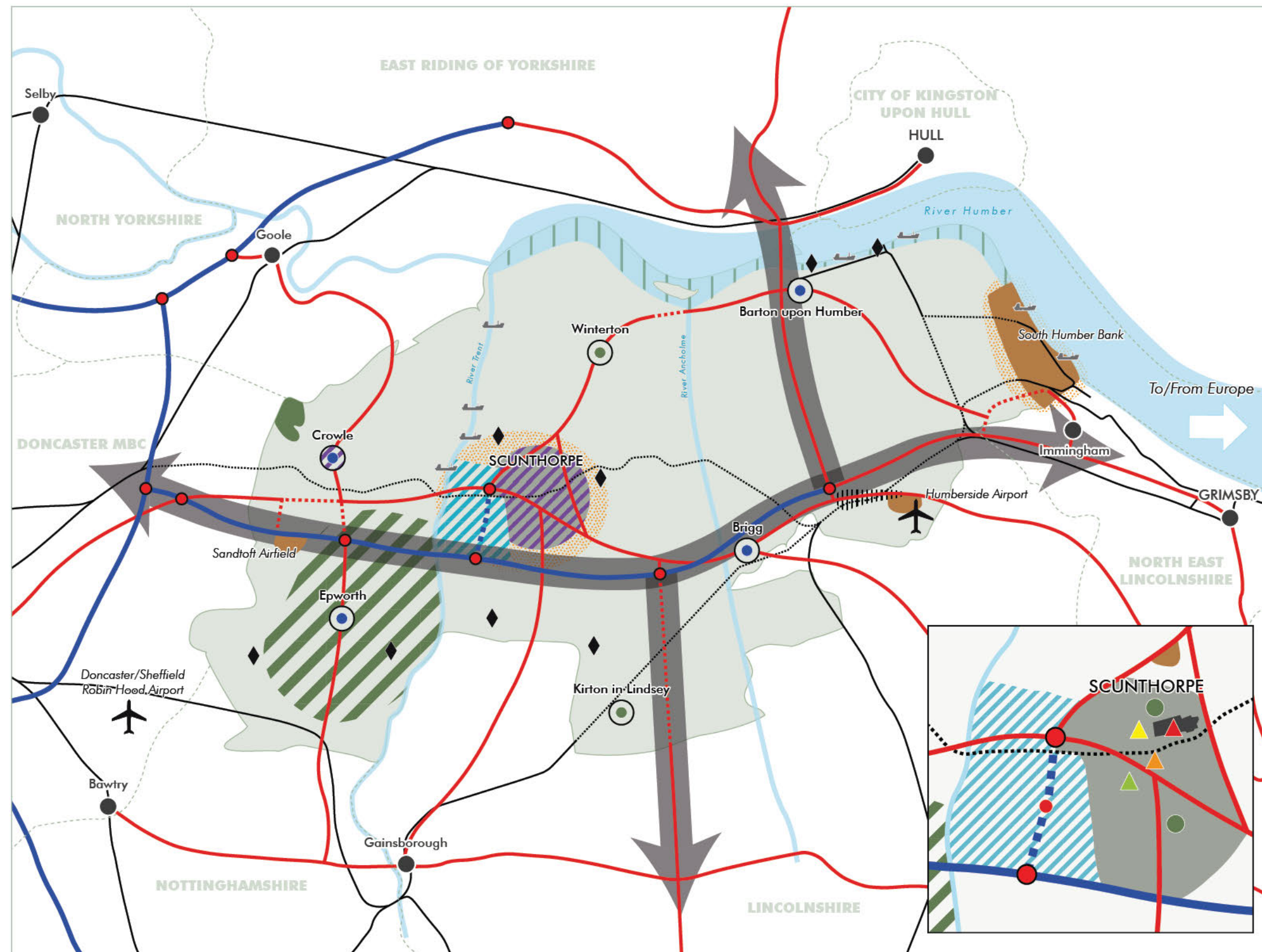
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## APPENDIX - SAVED LOCAL PLAN POLICIES SUPERSEDED BY THE CORE STRATEGY

Local Plan Policy		Core Strategy Policy
ST2	SETTLEMENT HIERARCHY	Replaced by CS1 (Spatial Strategy for North Lincolnshire) and CS2 (Delivering more Sustainable Development)
ST3	DEVELOPMENT LIMITS	Replaced by CS3 (Development Limits)
H1	HOUSING DEVELOPMENT HIERARCHY	Replaced by CS7 (Overall Housing Provision), CS8 (Spatial Distribution of Housing Sites) and CS2 (Delivering more Sustainable Development)
H3	PREVIOUSLY DEVELOPED LAND	Replaced by CS8 (Spatial Distribution of Housing Sites) and CS2 (Delivering more Sustainable Development)
H5	NEW HOUSING DEVELOPMENT	Criteria ) and i ) replaced by CS1 (Spatial Strategy for North Lincolnshire), CS2 (Delivering more Sustainable Development) and CS8 (Spatial Distribution of Housing Sites)
H9	HOUSING DENSITY	Replaced by CS7 (Overall Housing Provision)
H13	EXCEPTION AFFORDABLE HOUSING IN MEDIUM GROWTH SETTLEMENTS AND MINIMUM GROWTH SETTLEMENTS	Replaced by CS9 (Affordable Housing)
T4	DEVELOPER CONTRIBUTIONS	Replaced by CS27 (Planning Obligations)
R4	ENTERTAINMENT AND CULTURAL FACILITIES	Replaced by CS15 (Culture and Tourism)
R13	TOURISM	Replaced by CS15 (Culture and Tourism)
DS2	PLANNING BENEFITS	Replaced by CS27 (Planning Obligations)



# KEY DIAGRAM



- Key**
- Scunthorpe Urban Area  
(CS1; CS2; CS3; CS4; CS7; CS8; CS9; CS11; CS13; CS14; CS15; CS20; CS22; CS23); CS24; CS25; CS26)
  - Market Towns  
(CS1; CS2; CS3; CS4; CS6; CS7; CS8; CS9; CS11; CS14; CS15; CS22; CS25)
  - Motorway
  - Major Motorway Improvement  
(CS1; CS4; CS25; CS26)
  - Potential Motorway Junction  
(CS1; CS2; CS4; CS7; CS11; CS25; CS24)
  - A Class Road
  - Major Road Improvement  
(CS1; CS4; CS11; CS12; CS26)
  - Major Road Junction
  - Railway Line
  - Railway Line Improvement  
(CS1; CS12; CS26)
  - Strategic Links
  - Improved Surface Access to Humberside Airport  
(CS26)
  - Humberside and Robin Hood Airport
  - Ports and Wharves  
(CS1; CS11; CS12; CS26)
  - Lincolnshire Lakes Area  
(CS1; CS2; CS4; CS7; CS8; CS11; CS16; CS17; CS18; CS19; CS23; CS25; CS26)
  - Scunthorpe Town Centre  
(CS1; CS2; CS4; CS11; CS14; CS15)
  - Market Town Centre  
(CS1; CS2; CS14; CS15; CS22)
  - District Centre  
(CS1; CS14; CS15)
  - Strategic Employment Locations  
(CS1; CS4; CS11; CS12; CS17; CS25; CS26)
  - Area Of Search For Waste Facility  
(CS20)
  - Minerals Safeguarding Area  
(CS21)
  - Renaissance Projects  
(CS1; CS4; CS11; CS13; CS14; CS22; CS22; CS23)
  - Scunthorpe Town Centre  
(CS1; CS4; CS11; CS14; CS15)
  - Baths Hall  
(CS1; CS4)
  - The Pods  
(CS1; CS4; CS23)
  - Knowledge Campus  
(CS1; CS4; CS13)
  - Thorne and Hatfield Moors SPA/Thorne Moors SAC/Hatfield Moors SAC  
(CS1; CS16; CS17)
  - Humber Estuary SAC, SPA, Ramsar/ Humber Flats, Marshes and Coast SPA and Ramsar site  
(CS1; CS12; CS16; CS17)
  - Area of Historic Landscape Interest  
(CS1; CS6; CS16)

**Housing Provision 2008 to 2026**

Location	No. of Dwellings
Scunthorpe	9,892
<b>Market Towns:</b>	
Barton upon Humber	724
Brigg	844
Crowle	145
Epworth	0
Kirton in Lindsey	181
Winterton	277
Rest of Area	0
<b>Total</b>	<b>12,063</b>

**Employment Land Provision**

Location	Hectares
Scunthorpe	71
Market Towns	10
South Humber Bank	900
Humberside Airport	20
Sandtoft Airfield	58.5
<b>Total</b>	<b>1,059.50</b>



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