



# 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

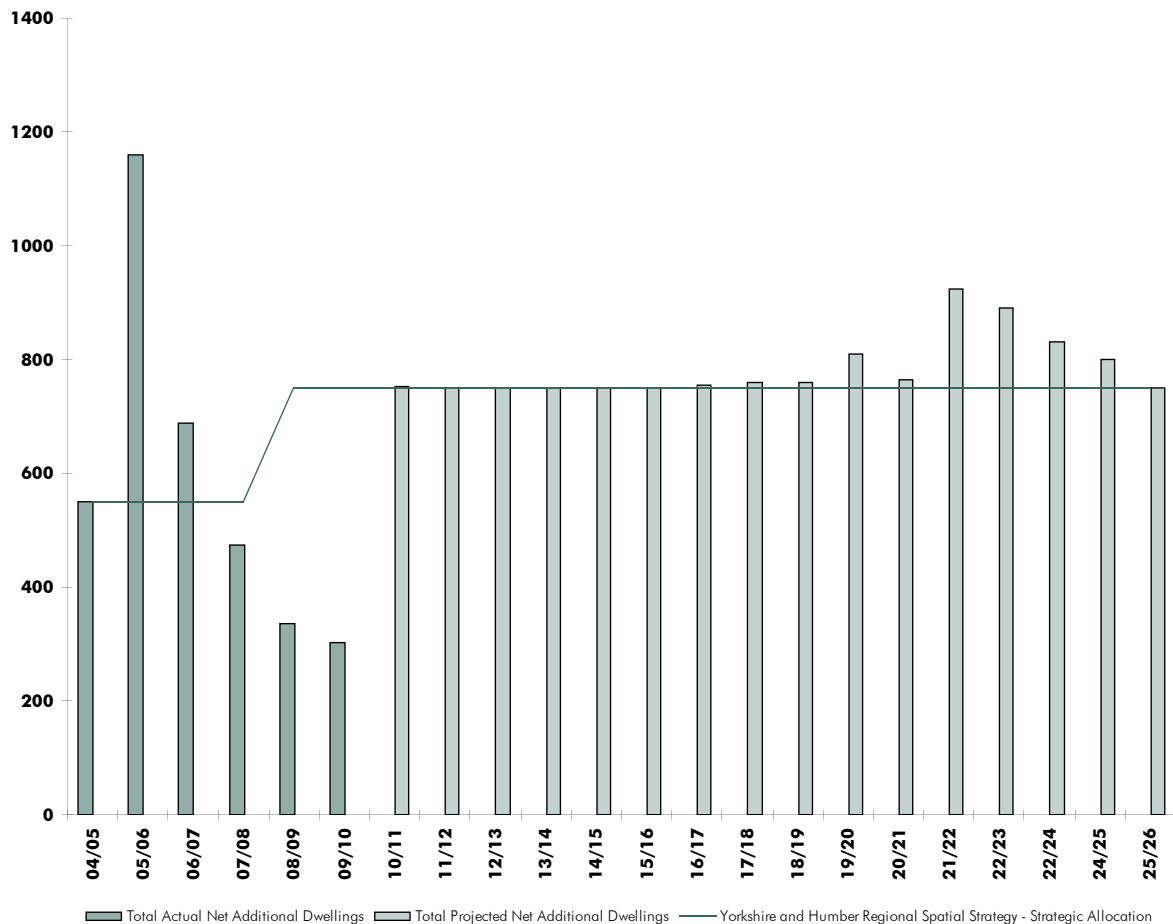
- 8.8 The RSS outlines an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods with an additional 40 hectares of employment. In first period (2004 to 2008) North Lincolnshire was expected to provide 2,200 new dwellings at a 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.

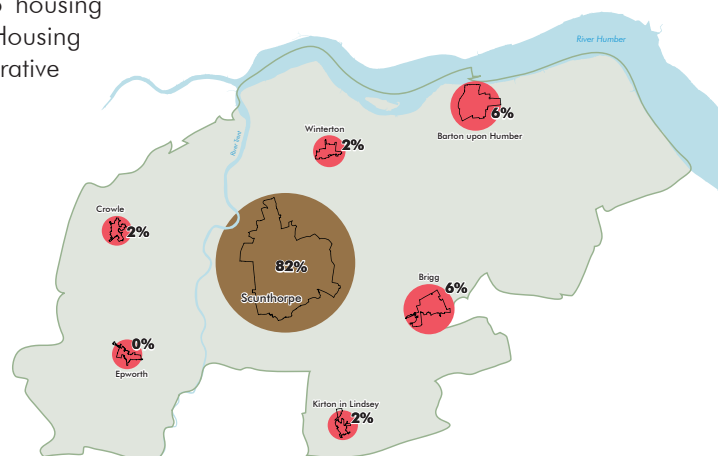


- 8.34 A positive and proactive approach, informed by evidence, is required that sets clear targets for the deliverability of rural affordable housing. The council considers that in exceptional circumstances, this is best achieved by allowing small sites to be used, specifically for affordable housing 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.

	Future Land Requirement up to 2026 (Ha)	Allocated (Ha)	Proposed Retained Sites	Proposed Additional sites	Balance (Ha)
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
Total	168.00	209.01	150.02	203.35	-185.37

\* 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

