Introduction

Our Local Plan is being prepared at a time when there is a genuine opportunity to deliver major economic growth over the next 15 to 20 years. The challenge is to capture this potential and ensure that it makes for more prosperous communities. Our Local Plan will play a pivotal role in promoting and directing growth in a positive and sustainable way, creating places that we are proud and enjoy being part of.

We are fortunate to enjoy a location at the mouth of the Humber and North Sea which presents a worldwide gateway for trade and business. This geography is once again providing new opportunities in the offshore wind sector as well as providing an ongoing platform for strong industrial sectors including seafood, ports and logistics, energy and chemicals and processing. In addition to the Humber Estuary, we offer a complete contrast with the seaside town of Cleethorpes and a rural hinterland that includes part of the Lincolnshire Wolds Area of Outstanding Natural Beauty.

We therefore have a place of great history and quality that we should celebrate, and tell others about.

We have great natural assets that we need to nurture and protect for the enjoyment of future generations. They equally form part of the quality of place we offer our residents and visitors, making the borough a great place to live and bring up our families.
North East Lincolnshire has entered a truly exciting period where a real step change in its economic fortunes can be achieved. Our Local Plan is about capturing and shaping this economic opportunity, planning for growth to 2032 and beyond. It will therefore play a key role in delivering our ambition for a stronger economy and stronger communities.

This is your consultation draft Local Plan. We want your views to help us prepare a revised plan that can be submitted to government in the autumn of 2015. It is really important that you tell us what you think about our proposals and what you would perhaps do differently.
Our Vision

By 2032 **North East Lincolnshire** will be nationally and internationally recognised as a centre for offshore renewables, focusing on operations and maintenance, and as a location with key sector growth in food, energy, chemicals and ports, and logistics. Growth in these sectors will be matched by a strong tourism, leisure and retail offer. This economic growth will be evident through increased jobs and diversity of skills, providing a platform for sustainable economic growth, creating conditions to capture and sustain more and better jobs in the area. This will be supported by measures that enable people to access jobs by removing barriers to participation. This includes the establishment of facilities to improve education and skills and address housing needs and affordability as well as health and service needs including countering deprivation issues in specific wards.

Good progress will have been made to make North East Lincolnshire a forward-looking borough where aspirations have been raised and gaps narrowed in terms of social inequality, whether caused by health, education, age, disability, ethnicity, location or other aspects. Housing initiatives will have successfully revitalised areas of low housing demand, and steps taken to lift housing delivery to support economic growth, recognising the need to provide housing to address demographic change, and prospects for economic growth, whilst providing choice within the housing market. Town centres will be successful, having developed their offer to support growth.

Environmental quality will be a source of pride, aspiration and confidence. The special character, biodiversity and distinctiveness of the borough will continue to be protected and enhanced.

A commitment will have been demonstrated to address the causes and consequences of climate change, including bringing about an overall reduction in the proportion of properties at risk from flooding.
Our Vision

The Key Diagram

Settlement Hierarchy

- Urban Area (Cleethorpes, Grimsby)
- Local Service Centre (Habrough, Stallingborough
- Rural Settlements (Habrough, Stallingborough)
- Minor Rural Settlements
- Preferred Approach - Housing Growth
- Employment Zone (South Humber Bank)
- Business Park (Humberston / New Waltham)
- Grimsby Renewables - Enterprize Zone
- Sub Regional Town Centre (Grimsby)
- Town Centre (Cleethorpes, Immingham)
- Resort Area
- Roads
- Rail (with Stations)
- Ports
- Safeguarding Infrastructure Improvements (Road Links)

Landscape & Environment

- Lincolnshire Wolds Area of Outstanding Natural Beauty
- Strategic Green Infrastructure Corridors
- Area at Risk from Flooding
- Humber Estuary Natura 2000 Site
Achieving the Vision

To meet the spatial vision for the borough we need to define our strategic objectives. These are set out below and provide the framework for our policies. Each objective will identify a set of key critical success factors which will provide a mechanism for measuring success in implementation and delivery. The key strategic objectives for the Local Plan are:

**SO1  Population**

To meet development needs and facilitate economic development. Managing and accommodating future population growth and demographic change, seeking to retain the working age population and manage the consequences of a general ageing population whilst providing employment growth in line with local economic expectations.

**SO2  Climate change**

To address the causes and effects of climate change by considering the overall distribution of development, minimising use of natural resources and energy use, reducing waste, encouraging reuse and recycling, reducing pollution, promoting sustainable transport choices, responding to an increase threat of flood risk and promoting sustainable construction practices. Includes recognising the importance of green infrastructure as a means of mitigating aspects of flood risk and the increased stress on habitats and species as a consequence of climate change.

**SO3  Economy**

To support the growth of the local economic sectors in ways which are compatible with environmental objectives, creating conditions and securing infrastructure that create and sustain more and better jobs, remove barriers to investment and the barriers to accessing jobs and raise skills, including support for rural regeneration and diversification, including strengthening the tourism offer.

**SO4  Housing**

To boost housing supply to meet the existing and future housing needs of all the community. Including high-quality market and affordable housing, special needs housing and gypsy and travellers accommodation; specifically identifying a balanced supply of deliverable sites to achieve as a minimum, the identified overall housing target.

**SO5  Social and health inequality**

To narrow the gap in terms of social and health inequality, addressing issues of housing choice, working and training opportunities, promoting healthier lifestyles, improving educational attainment and cultural facilities, and the establishment protection, and maintenance of a network of accessible good quality open space, sport and recreation facilities.
SO6 Built, Historic and Natural Environment
To safeguard and enhance the quality of the built, historic and natural environment and ensure that the development needs of the Borough are met in a way which minimises the adverse effects on these assets.

SO7 Transport
To strive to improve accessibility to jobs and services, where possible reducing the overall need to travel and make it safer and more convenient to access jobs and services by use of public transport, cycling and walking; and provide the necessary infrastructure to support sustainable growth.

SO8 Town centres and local facilities
To strengthen the vitality and viability of town centres, meeting the needs for retail, commercial and leisure uses, focusing appropriate uses on town centre sites, promote regeneration where appropriate and support the retention of local community and service facilities.

SO9 Design
To raise the quality of developments, based upon the principles of good sustainable and inclusive design, promoting safe, secure and accessible streets and places, and recognising the importance of supporting and strengthening local character and distinctiveness.

SO10 Minerals and Waste
To safeguard important minerals resources and supporting minerals infrastructure for the future; and promote the management of waste further up the waste hierarchy, delivering sustainable facilities to manage waste.
Our role in the region is very clear and very important. Our ports, energy, chemical and food sectors are of national and regional significance. We need to ensure we provide the right conditions for their growth, which will provide opportunities for other local businesses supplying and supporting companies in these sectors. We play a pivotal role in delivering the potential of the ‘Energy Estuary’, working with partners in all sectors across the Humber. Equally, the trade links across Lincolnshire in the agri-food sector will be further exploited.

We have great diversity in the quality of our landscapes, from the seaside to the Lincolnshire Wolds Area of Outstanding Natural Beauty, which includes attractive villages surrounding the urban areas of Cleethorpes and Grimsby. Our Local Plan recognises the important part played by these natural and built features in the quality and distinctiveness of North East Lincolnshire.
Creating a stronger local economy is directly linked to creating stronger communities. Our Local Plan focuses on promoting sustainable economic growth and creating new employment opportunities whilst protecting the natural environment.

We are a key partner to both the Greater Lincolnshire Enterprise Partnership (Greater Lincolnshire LEP) and the Humber Local Enterprise Partnership (Humber LEP). These partnerships drive forward and focus economic growth, whilst also capturing investment into and support for the region. Both LEPs recognise the economic potential of our area. Our Local Plan aims to realise this potential.

In 2012 we set out our economic vision for the borough in a Development and Growth Plan. It highlights the importance of the employment sectors to the local economy, within which a third of all employees work and 60% of the borough’s wealth (measured as Gross Domestic Product) is generated.

The key sectors are:
- Ports and logistics
- Food processing
- Chemicals and process industries
- Visitor economy and retail
- Housing and development

There is real optimism in these key sectors for growth based on evidence from businesses wishing to locate here. We have seen recent major investments here by global companies such as Morrisons, Centrica, Eon, Siemens and DONG Energy. The renewables sector now has a strong presence in the Port of Grimsby for operations and maintenance activities. Companies including DONG Energy benefit from its close proximity to their North Sea wind farms.

We have undertaken detailed analysis of the borough’s key industrial sectors in order to assess their growth potential. Based upon this evidence the plan sets out an ambition and strategy to create 8,800 jobs by 2032.

Given how vital these sectors are to the area’s economic future, they need to be supported with the right environment to grow. Our Local Plan 2003 allocated a plentiful supply of land for industrial development, but apart from the successful development of Europarc there has been limited new development of other industrial sites over the last ten years. Analysis shows that this has been in part due to the environmental and infrastructure constraints which have made investment uneconomic.
Our Local Plan will play a crucial part in delivering economic growth by ensuring there is a good supply and choice of developable sites that are available in the right locations and are supported by relevant infrastructure, whilst recognising and addressing environmental constraints.

The focus of meeting our employment land requirements will continue to be upon the south Humber bank between the Ports of Immingham and Grimsby. Our key strategic employment sites are proposed at:

- Europarc
- Sites located close to the East Gate of the Port of Immingham
- Great Coates Industrial Park (former Accordis site)
- Former Huntsman Tioxide site
- Stallingborough Interchange

The local economy however is not without some weaknesses and challenges. Some of our inner urban areas have high levels of long-term unemployment compared to the national average. The low level of skills within the workforce hinders business growth and means local people find it difficult to secure well paid jobs. However, local training and education providers are now starting to bridge the gap between the skills needed and the training made available to local people. In response to this, we intend through our Local Plan to encourage developers and investors to positively contribute towards local employment, skills and training. We will also support proposals that relate directly to the development of local skills and training opportunities, with a focus on existing facilities and town centre locations. This includes aligning the plan with the investment plans and strategies of further education and training providers within the borough and across the region.

Our Local Plan also has a wider contribution to ensure that there is an appropriate and attractive supply of housing, cultural, retail and leisure opportunities and that the overall quality of the environment and quality of life is very attractive. As a consequence, we will convince workers to stay here and encourage people moving to the area to work to choose to live here.

It is evident that improvements to the economic prosperity of an area can generate a range of benefits, including; lower levels of unemployment, business growth which results in higher demand for business premises, healthier local people and a more buoyant housing market. Places which are economically prosperous also generally have more active and vibrant town and village centres because people have more disposable income to spend.
Our analysis of the local commercial property market reveals that the accommodation available is generally of poor quality. There is also a shortage of larger industrial and small starter units.

As a consequence of the relatively poor commercial market there has been a lack of speculative development which means that the offer to investors is limited to old, outdated accommodation. In addition, there is a lack of local sites immediately developable for employment purposes owing to environmental and infrastructure constraints. Our Local Plan aims to positively address these issues.

We will support, for employment uses, the re-use of vacant or derelict sites within our urban areas. This will be subject to the impacts of the development (e.g. traffic and environmental) being acceptable. Offices located within or at the edge of town centres can bring much needed vibrancy to these places because employees and business visitors often choose to spend their money and time, and use hotels, close to places of employment.

Locally though, our office market is weak and is also often located in places peripheral to our town centres. We intend to support and steer new office development to our town centres, given the wider advantages this delivers. As a consequence, so as to support this ‘town centre first’ approach, we will require any larger office development proposals (over 500 sq.m.), outside our town centres to demonstrate that no town or edge-of-centre sites are available. There will of course be exceptions to this because office development is sometimes required as an ancillary activity to industrial operations.

We will support essential rural development in the countryside that strengthens rural communities by meeting local social and economic needs. We recognise, however, that some development, such as that related to farming, horticulture, waste management and mineral extraction, cannot be located within settlements. We will though expect development proposals to carefully and thoroughly consider their impact. Development will be expected to retain and preferably strengthen the character of our villages and their surrounding landscapes. This is of particular importance within and adjacent to the Lincolnshire Wolds Area of Outstanding Natural Beauty.
The significant local economic potential has already been highlighted. Consequently, it is appropriate to plan for growth to maximise its benefits for local residents and businesses. A key component of this is that we plan for the right number of homes and that they are built at the right time, so as to match this aspiration for economic growth.

The number of new homes we must plan for is also influenced by changes in the existing population, such as birth and death rates. Migration into or out of our area is also relevant. Household sizes, and what these are likely to be in the future, are another factor, as is the level of commuting into and out of the borough. These factors have all been analysed.

We are required to specifically assess the local need for housing and then plan for its delivery. While previously this figure was set at a national level and targets set for each region, this is no longer the case.

There is though a wealth of information and guidance nationally to support us in assessing our local need, all of which has been reviewed and considered in our work. In addition, specific detailed technical work was completed to inform the calculation of the borough’s housing need.

We have identified several future options for housing need, including taking into account the ambition to create 8,800 jobs.

Our preferred housing option is that we plan to accommodate at least 9,996 homes between 2014 and 2032, but with sufficient flexibility to accommodate increased growth (potentially in excess of 13,000 new homes).

Working with landowners and developers we have identified sites with the potential to deliver new homes. This provides some choice over which sites should be developed for housing and which should not be. Historically, we have also seen a large volume of housing development on sites not previously identified (so called ‘windfall’ sites). We have examined this issue in detail and consider it reasonable to plan for 1,235 windfall dwellings over the plan period.

Our Local Plan has an important role to play in providing a supply of homes to meet our growing needs. To achieve this we must identify a wide range of attractive sites for development, within and adjoining existing urban areas, and make provision for the expansion of some settlements. Deciding how many new homes are needed and where they should be built is a fundamental task for our Local Plan.
Housing

Our preferred approach would see 62% of new homes built in and on the fringes of our urban areas, and 28% built in and on the fringes of our ‘arc’ settlements (Healing, Laceby, Waltham, New Waltham and Humberston). A further 8% would be built in or on the fringes of Immingham, and the remaining 2% would be built in or on the fringes of our rural villages. Our need for housing is significant, and our preferred option would see many brownfield sites allocated.

However, our need for new homes cannot be met from brownfield sites alone, and as a consequence, many greenfield sites are required to ensure we meet our need.

Our plan directs new housing to the north of the borough and defends much of the existing strategic gap. We do however recognise that some development will occur to the west of Grimsby and to the west of Humberston Road. We will review settlement boundaries, which will be identified at the next stage of our Local Plan. This will take account of sites identified for housing development.

We will need to monitor both housing completions and jobs growth. If both are higher than anticipated for three years consecutively, we will undertake a review of the plan to allocate additional housing sites, if appropriate. Our aim is to ensure that we adequately meet our housing need.

Places

So that the growth we anticipate leaves a worthwhile legacy, the development undertaken must be of a good design. Our Local Plan requires development proposals to clearly demonstrate that they represent good design, and that they fully satisfy, where applicable, local design guidance.

There are significant benefits to health and wellbeing from having well designed places and buildings. Attractive, welcoming and safe environments with proper provision for cyclists and pedestrians encourage people to exercise more. Good design improves the attractiveness of a place, which in turn has a positive impact on the rental and capital value of buildings. There are established links between design excellence and energy efficiency, reducing the impact on climate change. For these reasons, achieving good design is an important thrust of our plan.

Our cultural heritage needs to be conserved and cherished in order that it can make a more positive contribution to the borough’s future. Locally we have a wealth of heritage assets; including 219 nationally listed buildings, such as the Grade 1 listed Dock Tower within the Port of Grimsby. We will require development proposals which have a potential impact on heritage assets to include information and evidence which details the asset’s significance and the development’s impact. We will further develop and expand the tools available to us such as conservation area
appraisals, management plans and Article 4 Directions to safeguard the future of our heritage assets. We will also take a positive and proactive approach towards addressing the problems of our heritage assets identified as ‘at risk’.

Our Local Plan recognises the need to offer transport choices for the movement of people and goods. We also want to maximise the opportunities for people to use transport alternatives such as walking, cycling and public transport. Our aim is also to locate development generating significant movements in locations where the need to travel is less.

New development will, as a result, be required to provide and implement long-term travel plans. This will support more sustainable transport choices. Development will also need to mitigate any severe impacts from it on nearby roads so that improvements can be made.

To ensure that our places can be better connected we will safeguard the route of key transport improvement projects.

Our Local Plan strongly promotes a ‘town centre first’ approach in the consideration of proposals for new development deemed as appropriate to a town centre location.

We have three town centres in Grimsby, Cleethorpes and Immingham.

It is important that new development and investment, where possible, focuses on these centres so that they continue to be at the heart of our communities and successfully adapt to changes in shopping patterns and habits. The same is also true, though to a lesser extent, of our local centres which meet day to day shopping needs.

The borough includes many local centres which meet many everyday shopping and other needs for local communities. Within these centres new small scale retail development will be permitted provided that it is appropriate to the scale and character of the area. To ensure that the local centre and town centres are not undermined by inappropriate development we will require an impact assessment which will show that more suitable town centre locations are not available.

We will define settlement boundaries outlining our approach to development within and outside these boundaries. Development proposals will need to demonstrate their suitability, sustainability and appropriateness to the site’s context and
Places

We will continue to plan, and enable, the regeneration of communities and neighbourhoods by creating opportunities for improvement and investment. Major opportunities are anticipated. For example, following the possible demolition of the residential tower blocks and the continued improvements along Freeman Street within East Marsh, there is a real opportunity to regenerate a much wider area. Furthermore, with the introduction of new developments offering home ownership for local people on low incomes, the dependency upon low-cost, privately rented accommodation will be reduced. This process would help families regain ownership of their neighbourhoods.

A site was allocated in the 2003 Local Plan although unfortunately that proposal did not come to fruition. We also recognise that the club’s independent financial resources are insufficient for it to realise its ambition. So, some enabling development is required in order to support the new stadium’s delivery.

However, we have not, in this consultation draft Local Plan, identified a preferred approach to the football stadium’s relocation. We will appraise the available options once they are all known and the packages of enabling development properly understood. This is not the case currently and as a result, we have been unable to identify a preferred approach.

Stronger Communities

The opportunities for community regeneration are significant. Indeed, we need to ensure that local people are better skilled and able to take advantage of the employment opportunities that are emerging and will grow in the future. Our longer term objective is to rely less upon workers coming from outside the area to fill skilled jobs in the area. We are working with a wide range of education and training providers to deliver new training facilities and courses to support the growth industrial sectors. It is equally important for new industries to employ local people as this reduces their costs and improves operational facility.

We will continue to plan, and enable, the regeneration of communities and neighbourhoods by creating opportunities for improvement and investment. Major opportunities are anticipated. For example, any important natural or historical features. They must also also show that traffic and servicing issues are resolved and mitigated against, that impacts on neighbouring uses, and vice versa, are appropriate and that flood risk issues are addressed.

Where appropriate, development should contribute to green infrastructure (green spaces). Our plan recognises the multiple benefits that a network of connected green spaces can have for ecology, through mitigating the effects of climate change, for health and wellbeing and for sporting and social activities. Specifically, we accept the necessity for Grimsby Town Football Club to find a new home and its aspirations for a new stadium.
As a consequence, we will support proposals for new renewable and low carbon energy generating systems, including district heat and power and community projects. Such projects also have wider environmental, community and economic benefits. We will take these wider factors fully into account in taking decisions on planning applications. We will also consider a project’s wider impact, for example in terms of highway and ecology issues.

Development proposals will further be required to demonstrate a commitment to minimising their carbon footprint through following the ‘sequential energy hierarchy’. Our plan promotes the implementation, first of all, of the most cost-efficient and effective means of achieving carbon saving. This entails reducing the demand for energy consumption through a building’s orientation, design, layout and other such cost-efficient and effective means. We will also require new development to connect to a district heating network, where it is available, or make provision for such a connection where a network is planned. In implementing these requirements we will have regard to their impact on a development’s viability and whether they are feasible because of the project’s particular circumstances.

To ensure that new development is located so as to minimise its risk from flooding we will apply the sequential risk-based approach to site selection, following national guidance. As a result, development will be directed to areas at least risk from flooding, unless there is an exceptional reason why this should not be so. Development proposals will be required to include comprehensive technical information to tell us about a site’s risk from flooding of all forms and that the development will be safe, for its lifetime. We will also require new development which generates surface water run-off to incorporate appropriate mitigation, including sustainable drainage systems. Proposals must also resolve the maintenance and management of the mitigation agreed, so that residents and businesses can be assured that agreed solutions will not fail.

Protecting mineral resources so that they are available to future generations is vital. They represent a finite resource. Minerals in North East Lincolnshire can support construction activities and industrial and manufacturing processes and are used in the generation of energy. Our Local Plan safeguards all mineral resources of local and national significance.
This summary is only an overview of what our Local Plan contains. So, if you have an interest in a particular topic it is advisable that you refer to the full Consultation Draft Local Plan document. Further information and a copy of the Consultation Draft Local Plan can be viewed online and downloaded at:

www.nelincs.gov.uk/council/Planning-policy

We are seeking your views on the Consultation Draft Local Plan and welcome your comments on all aspects of the document. This consultation period runs from 2 February to 13 March 2015. Throughout the document a series of questions are asked to promote discussion on the information presented. You do not have to answer every question.

You may find it easier and quicker to make comments via our online consultation portal at:

http://nelincs-consult.objective.co.uk/portal

Comments can also be made using the questionnaire.

Paper copies of the Consultation Draft Local Plan document and questionnaire are available at the customer service desks in the Council’s main offices in Grimsby, Cleethorpes and Immingham and all the Council’s public libraries, during their normal opening hours.

The questionnaire is also available to download from the online addresses provided above.

You can email the questionnaire to us at: newlocalplan@nelincs.gov.uk or post it to us at: Local Plan, Origin One, 1 Origin Way, Grimsby, DN37 9TZ. Your comments should be received by us by 5pm on Friday 13 March 2015.