

# Planning for Growth



Local Plan 2013 to 2032  
(Adopted 2018)



**Local Plan**  
North East Li Inshi



Working in Partnership



**Local Plan**  
North East Lincolnshire

North East Lincolnshire Council is focused on creating opportunity for people: opportunity to get a job; to have a home; and to be part of a strong community. This Local Plan shows where we will be helping to create new jobs, where homes will be built and how we are going to protect and enhance those features of our Borough which are special.

We are entering a period of economic growth that has not been seen in a generation. Between 2013 and 2032 we plan to help deliver 8,800 new jobs. A significant proportion of these will be focused around our five key economic sectors:

- Ports and logistics;
- Chemicals;
- Food processing;
- Renewable energy; and,
- Visitor economy, services and retail.

Our *Economic Strategy* sets out how we are supporting these sectors to create sustained employment for people in North East Lincolnshire. This Local Plan shows where we want those jobs to be created, and what that means for our Borough. It gives us a picture of what our growth plans will look like by 2032.

Our thriving economy will encourage more people to choose to live here. The evidence shows that more than 13,000 homes will be needed to meet the demands of our growing population. This will mean change for all parts of the Borough.

That change comes with great opportunities as well as challenges. New housing in our area will attract more investment from Government. New housing creates jobs and develops skills. New homes help attract and retain our young people, giving them a chance to have a home of their own in communities they feel part of, and where they can access good employment.

Supporting Stronger Communities is one of the key ambitions of the Council, along with enabling a Stronger Economy. This Local Plan shows how communities will be supported by protecting our world class environments, such as the coast and the Lincolnshire Wolds Area of Outstanding Natural Beauty, for everyone to enjoy now and into the future. It also shows how new development will help enhance the area through regeneration of our town centres.

Delivery of this ambition means working together across council departments and political parties. We will also work with our partners to deliver the best outcomes in the most effective and efficient ways. We will work with communities and support them in taking greater control over the things that matter most to them.

This is our Plan for Growth. We would like to thank everyone who has helped to develop this Plan, and look forward to working with you to ensure that everyone benefits from a sustainable future.



A handwritten signature in black ink, appearing to be 'R. Oxby'.

Councillor Ray Oxby

Leader of the Council and Portfolio Holder for  
Communities



A handwritten signature in black ink, appearing to be 'D Watson'.

Councillor David Watson

Deputy Leader and Portfolio Holder for Energy  
and Environment



A handwritten signature in black ink, appearing to be 'S. Beasant'.

Councillor Stephen Beasant

Leader of the Liberal Democrat  
group



A handwritten signature in black ink, appearing to be 'P. Jackson'.

Councillor Philip Jackson

Economy Scrutiny Panel Chair  
and Leader of the Conservative  
group



A handwritten signature in black ink, appearing to be 'J. Stockton'.

Councillor John Stockton

Leader of the UKIP group



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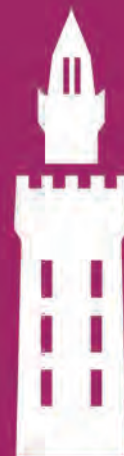
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**1.1** The Local Plan (the Plan) is a key document which will guide the changing use of land in the Borough and define the purpose to which it is put in the future. The Plan has three central themes:

1. building the economy we need;
2. building the homes we need; and,
3. building the places we need.

**1.2** It also sets out the Council's approach to accommodating the future requirements in relation to the demands on the Borough's mineral resource and waste needs.

**1.3** The Plan sets out the Council's vision and strategy for development, including why, where and how the Borough will grow. The Plan is a plan for growth and aims to ensure North East Lincolnshire becomes a sustainable location in which people can live, work, and enjoy their recreation, both now and in the future.

**1.4** The Borough faces some critical challenges over the period of the Plan, including:

1. directing growth in a positive and sustainable way;
2. addressing current weaknesses and community problems;
3. promoting the well-being of the population;
4. creating places that we are proud to be part of;
5. growing the economic opportunities;
6. ensuring housing growth takes place in appropriate locations;
7. protecting the environment that makes the Borough unique; and,
8. ensuring that infrastructure needs are met.

**1.5** The Plan has been prepared at a time when there is genuine opportunity to deliver major economic growth over the next 15 to 20 years. The prospect of growth is real; we are already witnessing the signs of a new and exciting future for the area. New industries associated with growth in offshore wind operations and maintenance activities at the Port of Grimsby will stay with us for at least one generation, and possibly a number of generations. The challenge is to continue to capture this potential and ensure that it makes for more prosperous communities.

### **Preparing this Local Plan**

**1.6** The preparation of this Plan commenced in 2012, and included five rounds of public consultation. An examination of the Plan was conducted during 2017 by a independent Inspector. Further details are available on the North East Lincolnshire Council website for the foreseeable future.

**1.7** The Council made the formal decision to adopt the Plan on 22 March 2018.

## Replacement of previous Local Plans

**1.8** On adoption this Plan replaces the *North East Lincolnshire Local Plan, including Minerals and Waste Policies* (adopted November 2003, and saved policies (2007)) and the following Supplementary Planning Guidance documents:

1. *Conversion of Properties to Flats and Houses in Multiple Occupation* (2002);
2. *Mobility and Parking Standards* (2004);
3. *Contributions to Education Facilities* (2005);
4. *Investment through Growth* (2005);
5. *Landscape Design* (2005); and,
6. *The Grimsby Strategic Framework* (2005).





**2.1** National Planning Policy is set out in the *National Planning Policy Framework* (NPPF) (2012), the *National Planning Policy for Waste* (NPPW) (2014), and *Planning policy for traveller sites* (2015).

**2.2** The NPPF (paragraph 14) sets out that the overriding principal purpose of planning is to achieve sustainable development. The Plan, should therefore:

1. positively seek opportunities to meet the development needs of the Borough; and,
2. meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
  - a. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or,
  - b. specific policies in the NPPF indicate development should be restricted.

**2.3** The NPPF (paragraph 156) recognises that local plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. Achieving each of the economic, social and environmental dimensions of sustainable development requires strategic priorities for the area to be established, and strategic policies to deliver:

1. the homes and jobs needed in the area;
2. the provision of retail, leisure and other commercial development;
3. the provision of infrastructure for transport, telecommunications, waste management, water and energy (including heat);
4. the provision of health, security community and cultural infrastructure and other local facilities; and,
5. climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

**2.4** Crucially, the NPPF requires local plans to:

1. plan positively for the development and infrastructure requirement in the area to meet the objectives, principles and policies of the NPPF;
2. proactively drive and support sustainable development;
3. be drawn up over an appropriate timescale, preferably a 15 year time horizon, taking account of longer-term requirements and be kept up-to-date;
4. be based on co-operation with neighbouring authorities, public, voluntary and private sector organisations;
5. indicate broad locations for strategic development on a key diagram and land use designations on a policies map;
6. allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
7. identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation;
8. identify land where development would be inappropriate, for instance because of its environmental or historic significance;
9. support the transition to a low carbon future in a changing climate;
10. secure high quality design and a good standard of amenity; and,
11. contain a clear strategy for enhancing the natural, built and historic environment, and supporting Nature Improvement Areas where they have been identified.

**2.5** The NPPF also places a strong emphasis on viability and deliverability; stressing the need to ensure that there is a reasonable prospect that development, and any necessary infrastructure, is deliverable in a timely manner.

**2.6** The NPPF sets out the Government's aim to ensure that resources are used in a sustainable and efficient manner. This means ensuring that sufficient facilities are provided for waste to be managed sustainably through the reuse, recovery, and, as a last resort, the disposal of waste in a manner which does not endanger human health and the environment.

**2.7** *Planning policy for traveller sites* outlines the Government's aim to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of settled communities. In the same way as planning for housing need, the Government expects local planning authorities to undertake an assessment of need for pitches and plots to meet gypsy and traveller needs, and plan positively to meet this need through the identification of sites.

**2.8** The Government has prepared National Policy Statements (NPSs) which outline the Government's objectives for the development of nationally significant infrastructure. These NPSs cover different types of infrastructure relevant to North East Lincolnshire, including ports and renewable energy.

Working together



Local Plan  
North East Lincolnshire

**3.1** The *Localism Act 2011* and the NPPF places a legal duty on local planning authorities and specific prescribed bodies to engage constructively, actively, and on an ongoing basis to maximise the effectiveness of tackling strategic cross-boundary matters through Local Plan preparations. The Duty to Co-operate is not a duty to agree, however, local planning authorities are required to make every effort to secure the necessary co-operation in order to produce effective and deliverable policies on strategic cross-boundary matters.

**3.2** North East Lincolnshire has close ties with neighbouring authorities, and others further afield. The Borough is separated by the Humber Estuary from East Riding of Yorkshire and Kingston upon Hull on the north bank, but shares several environmental and economic influences and issues. North Lincolnshire lies to the west and the districts of East Lindsey and West Lindsey, within the County of Lincolnshire, directly adjoin the Borough to the south.

**3.3** The Council has worked specifically with neighbouring authorities including East Riding of Yorkshire Council, Hull City Council, and North Lincolnshire Council to jointly prepare evidence. This has helped to bring about mutual understanding of the wider implications of potential policy approaches across the authorities. The Council is, however, committed to working closely with all neighbouring authorities as their respective Local Plans are progressed. This is to ensure that functional relationships are fully explored and addressed, with specific relationship to aspects of flood risk, housing, economic development, habitat protection, waste and minerals, transportation, landscape and ecology, and wider infrastructure delivery.

**3.4** A separate *Duty to Co-operate Statement* has been prepared, which details the work that has been undertaken with neighbouring authorities

and other prescribed bodies during the development of the Plan. The paragraphs that follow provide an overview of the context in which the Duty to Co-operate mandate operates for North East Lincolnshire.

### Functional economic area

**3.5** The North East Lincolnshire economy itself functions as part of a wider economic area. The Humber Estuary is promoted as the UK's energy estuary and particularly as a focus for renewable energy. Each authority has a distinct and mutually supportive economic role in developing the sub-regional economy.

**3.6** The cross-boundary nature of the functional economic area reflects the importance of communication and co-operation between neighbouring local authorities. Table 3.1 'Functional economic themes in North East Lincolnshire' provides an overview of the main functional economic themes that operate in the Borough.

**3.7** The travel to work patterns demonstrate a high degree of self-containment with over 86% of employed residents working within the Borough.<sup>(1)</sup> Equally, over 80% of those who work in the Borough also live there. Of those who do commute outside the Borough, most travel to locations in Lincolnshire or within Yorkshire and Humber. A similar pattern also emerges with the few workers that commute into the area coming from elsewhere within Lincolnshire and Yorkshire and Humber.

**3.8** Geographically, Grimsby's 'travel to work area' extends beyond the Borough boundary; a reflection of the small geographical size of the Borough and the employment opportunities available, particularly along the South Humber Bank.

1 Annual Population Survey (2013).

Functional economic themes in North East Lincolnshire <sup>(2)</sup>		
Theme	Comment	Strategic relationships
<b>Transport</b>	Accessibility and connectivity are important determinants in functional economic geographies.	Lincolnshire, the Humber area and east Yorkshire.
<b>Rural/Urban</b>	Urban and rural areas often have separate economies and requirements.	North Lincolnshire and Hull.
<b>Labour markets</b>	Significant degree of interdependence between local authority areas in the Humber area.	Hull, East Riding, North Lincolnshire, East Lindsey and West Lindsey.
<b>Housing markets</b>	Clear indication from the 2013 <i>Strategic Housing Market Assessment</i> of strong interactions between the economic and residential functions of adjacent authorities.	North Lincolnshire, East Lindsey and West Lindsey.
<b>Administrative boundaries</b>	Key economic linkages north and south of the Humber Estuary as a result of the Borough's association with the Humber LEP and Greater Lincolnshire LEP.	Humber LEP: North Lincolnshire, Hull and East Riding.  Lincolnshire LEP: County of Lincolnshire.

Table 3.1 Functional economic themes in North East Lincolnshire

**3.9** The retail catchment also stretches beyond the Borough boundary, again reflecting the strength of the Grimsby centre but also the weakness of neighbouring competing centres. This is highlighted in the high levels of retained expenditure in the Borough. The local economy is also boosted by the additional trade captured as a consequence of the draw of Cleethorpes as a key tourist resort.

**3.10** North East Lincolnshire Council is a member of two Local Enterprise Partnerships (LEPs). Both LEPs have produced *Strategic Economic Plans* (SEP). The SEP forms the basis of a Growth Deal with Government and will be a determinant of the allocation of the Local Growth Fund (LGF) to each LEP. Further details on the LEP priorities are provided in the following section.

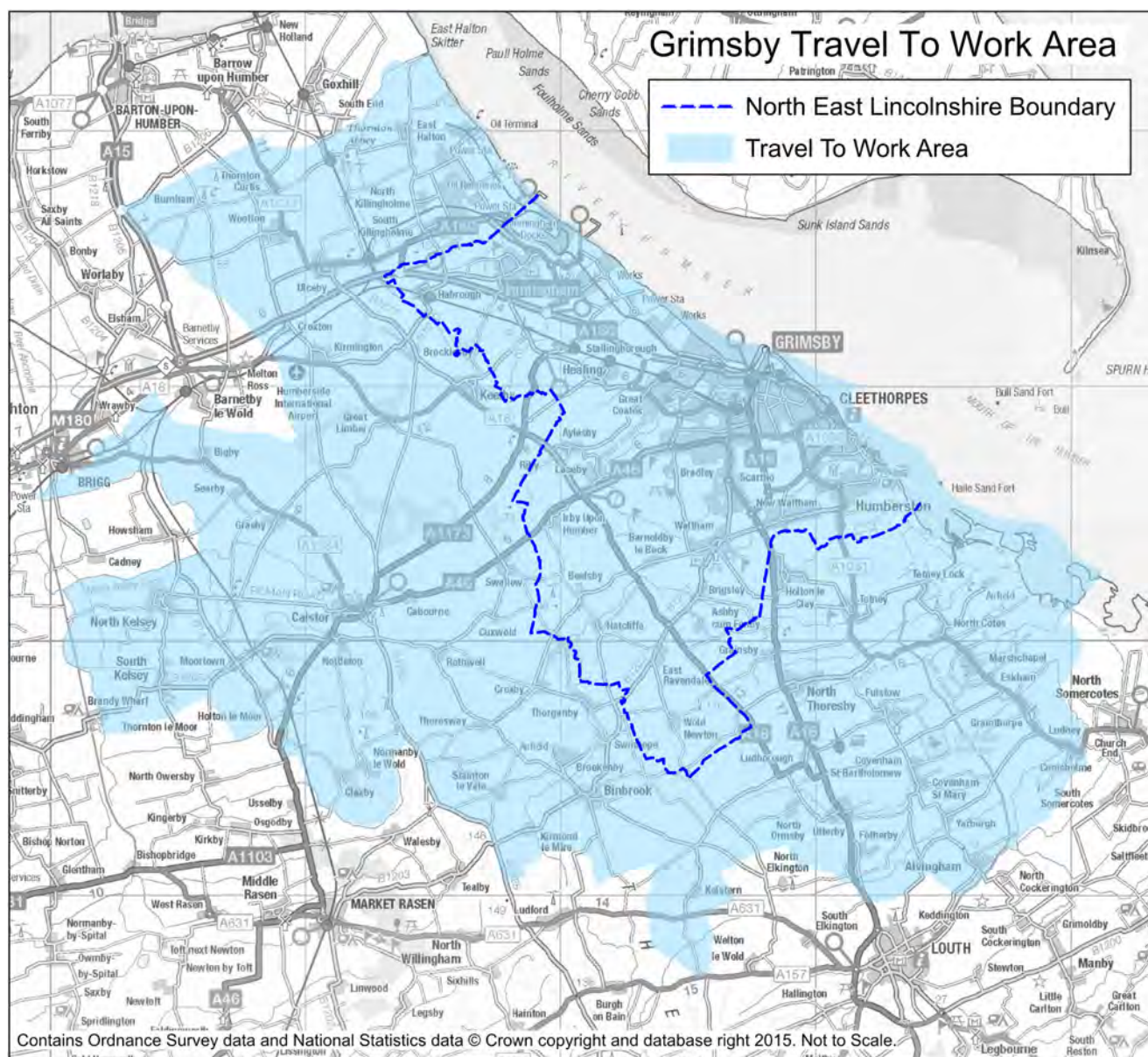


Figure 3.1 Travel to work area

**3.11** If the scale of the opportunity reflected in the SEPs is fully realised and a step change in local economic performance is achieved the functional and strategic relationships with neighbouring authorities may be altered during

the lifetime of the Plan. As these changes are difficult to predict, the Local Plan needs to be flexible to accommodate this and react to future trends as they emerge.



Figure 3.2 Local Enterprise Partnerships

## Local Enterprise Partnerships

### Humber Local Enterprise Partnership Strategic Economic Plan (2014-2020) (Humber SEP)

**3.12** The Humber LEP comprises of North and North East Lincolnshire together with Hull and East Riding. The Humber SEP is an integrated plan for growth and is structured around five 'strategic enablers': infrastructure; business; growth; sense of place; flood risk; and, environmental management.

**3.13** The Humber SEP refers to the LEP's commitment to producing a *Humber Spatial Plan* as part of the Hull & Humber City Deal. This will not be a statutory plan and will not set out new policy. It takes as its basis the respective existing and emerging plans of the four local authorities and is intended to provide a single point of

reference for potential investors and developers as to the overall strategic planning framework in the Humber. It also identifies major infrastructure and other investment priorities which would facilitate growth.

**3.14** The Humber LEP focuses on capturing the advantages offered by the estuary and the ports, and opportunities provided by large areas of developable land. There is also a strong focus on ensuring local people are able to take advantage of future employment opportunities. The *Strategic Economic Plan* includes a draft 'spatial plan key diagram', which recognises that housing of the right type, in the right areas, is important to attract new investment; and that accessibility and connectivity within the LEP area and beyond are important to the area's overall attractiveness and job opportunities.

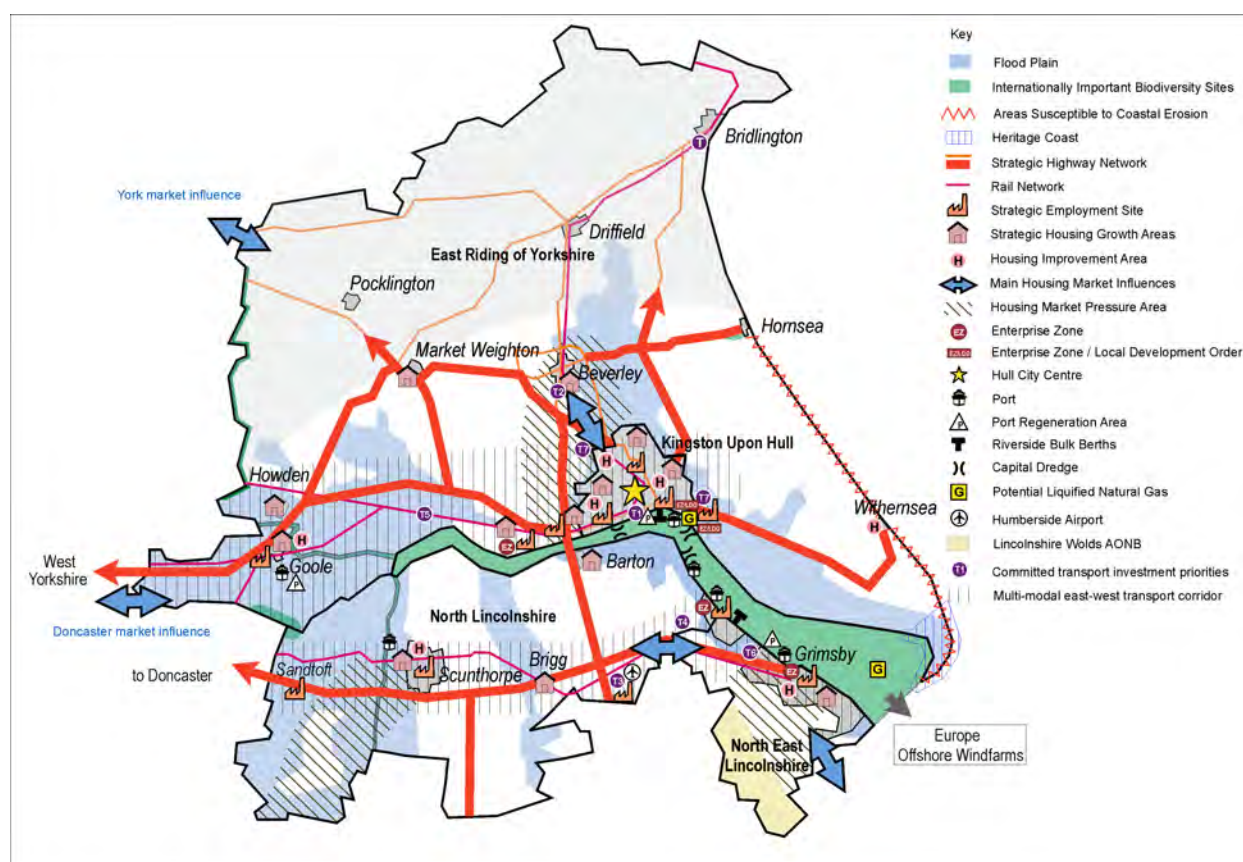


Figure 3.3 Draft Humber LEP spatial key diagram

### Greater Lincolnshire Local Enterprise Partnership Strategic Economic Plan (Lincolnshire SEP)

**3.15** The Greater Lincolnshire LEP comprises Lincolnshire County Council together with North and North East Lincolnshire. The Greater Lincolnshire LEP *Strategic Economic Plan* (2014) sets out Greater Lincolnshire's priorities for growth. These are focused on driving growth in the area's three strongest sectors - agri-food, manufacturing and visitor economy - and growing specific opportunities in health and care, local carbon and ports and logistics.

**3.16** The Lincolnshire SEP recognises the important role that key priorities play in meeting these strategic priorities. In North East Lincolnshire identified projects include: access to Employment Zones, which will deliver junction improvements on the A16 and A46 routes to and from Grimsby and support the development of new housing and employment sites. In addition, the LEP commits to promoting regeneration in Cleethorpes.

### Neighbourhood plans

**3.17** Neighbourhood planning, introduced by the *Localism Act* (2011), gives communities opportunities to shape the places they live in. Neighbourhood Plans can be prepared by town/parish councils or Neighbourhood Forums where town or parish councils do not exist. They must meet basic conditions set out in the legislation, including the need to be in general conformity with the strategic policies of the Local Plan and National Planning Policy. Once adopted, a Neighbourhood Plan will form part of the statutory development plan and will be used to make decisions on planning applications.

**3.18** At the time of publication no Neighbourhood Plans had been prepared in North East Lincolnshire. However, the Council will support any expressions of interest that come forward over the plan period.

### Local Nature Partnership

**3.19** Local Nature Partnerships (LNPs) work strategically to help areas manage the natural environment. There are two LNPs working within the Borough and the Council has sought opportunities to work collaboratively to deliver a strategic approach to encourage biodiversity:

1. the Greater Lincolnshire Nature Partnership, which works across Lincolnshire, North Lincolnshire and North East Lincolnshire, operates within a global framework of biodiversity conservation; and,
2. the Humber Nature Partnership, which works to support the sustainable management of the Humber Estuary European Marine Site in recognition of its international importance for wildlife.

### Marine Management Organisation

**3.20** As a coastal local planning authority the Council must take into account relevant marine plans prepared by the marine planning authority for England, the Marine Management Organisation (MMO), insofar as they have implications for onshore activities - and vice versa. Given the nature of marine plan boundaries there is often overlap with terrestrial plan areas and it is important, therefore, that there is compatibility between these types of development plans.

**3.21** Marine plans are a material consideration for the MMO and other public authorities with decision-making functions. The East Inshore and East Offshore Marine Plans provide guidance for sustainable development in English waters, and covers the coast and seas from Flamborough Head to Felixstowe, which includes North East Lincolnshire. The Council has worked collaboratively to ensure that the marine relevance of the Plan policies is fully understood.







**4.1** Positive planning is about understanding the relationship between people and places, meeting their needs and addressing the barriers to improved lives. In order to develop a strong plan for the future of the Borough, the characteristics of the place and the people whose lives are lived and shared there today must first be understood. **What is North East Lincolnshire like as a place? What is life like for the people**

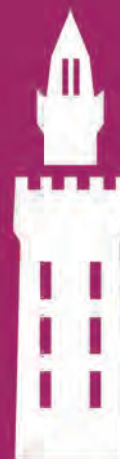
**who live here? What changes need to be made?** Answering those questions helps to make informed decisions about how to plan for the future.

**4.2** In Section 7'Summary', the strengths and weaknesses, the opportunities for improvement and the threats to North East Lincolnshire's future well-being are explored.



Figure 4.1 North East Lincolnshire





## What is North East Lincolnshire like as a place?

**5.1** Geographically, North East Lincolnshire is a relatively small area, covering 74 square miles (192sq km), on the east coast of England, at the mouth of the Humber Estuary. Although quite a small Borough, this is a complex place.

**5.2** It is a meeting place: the Humber Estuary meets the Lincolnshire coast; the Lincolnshire Wolds meet the coastal plain; ports and industry meet farmland and seaside; town meets county; Lincolnshire meets the Humber and Yorkshire; the Midlands meet the North; England meets the North Sea and its continental neighbours. These meeting have defined the place and influenced the lives of the people who live here, and they continue to do so. They combine to make North East Lincolnshire a place of contrasts, a place of challenges and a place of opportunities.

**5.3** In broad terms, North East Lincolnshire can be sub-divided into four 'Spatial Zones' - areas with similar characteristics, which display close physical and functional relationships. Those zones are outlined verbally below, and graphically on Figure 5.1 'Spatial zones'.

### Estuary Zone

**5.4** Consisting of mainly low-lying land, bordering and including the South Humber Bank, the Estuary Zone is an area of both ecological and industrial importance, giving rise to some particularly complex environmental planning issues and challenges, particularly associated with the Humber Estuary's international designations. It includes the nationally important port, and town of Immingham and accommodates a major concentration of port-related and energy-related industry and commerce: these and the estuary itself are the main influences on the character, appearance and form of this part of the Borough.

## Urban Area

**5.5** The Urban Area includes the port and town of Grimsby and the resort of Cleethorpes, two distinct and distinctive towns forming a continuous built-up area that extends along the estuary and coast for approximately 12kms, and about 4kms (average) inland. More than three-quarters of North East Lincolnshire's population live in the Urban Area. The townscape is varied, including Grimsby's docks and town centre, the sea front and seaside town at Cleethorpes all of which include buildings and places of significant heritage value together with large residential suburbs (some built by private enterprise, some by the Council and other social housing providers) which have developed successively since the Victorian era and continue to grow. Grimsby has some diverse inner urban areas including places where housing, commerce and industry are mixed; areas of older, terraced houses; areas of more recent high-rise and low-rise social and private housing; and larger houses and villas from the Victorian and Edwardian periods.

### Western & Southern Arc

**5.6** Wrapping around the western and southern edges of the Urban Area, and only slightly detached from it is an 'arc' of smaller settlements that have expanded to accommodate, at present, about 15% of the Borough's population. Some of these are villages that have grown but retain their older village cores (Waltham and Laceby); others are more recent suburban settlements with little remnant of an older village core (Humberston, New Waltham and Healing).



### Rural Area

**5.7** The largest of the Spatial Zones by area, the Rural one is the smallest by population. It is characterised by an attractive rural landscape of open fields, farms and woodlands, rising and

rolling into the Lincolnshire Wolds (a designated Area of Outstanding Natural Beauty) in the south of the Borough. There are several small villages and hamlets within this Zone, together providing homes for about two percent of North East Lincolnshire's population.

### Statement 1

#### Planning for the Spatial Zones

Recognising the varied geography of the Borough, the concept of 'Spatial Zones' has been developed, originally through the preparation of the Local Development Framework (LDF) Core Strategy, and then in the *New Local Plan Initial Issues and Options Paper* (2012).

Consultation has confirmed support for this as an approach that provides a logical basis for developing locally relevant policies. It provides an effective mechanism for considering and illustrating how 'planning for growth' will be delivered in different geographical areas in ways that recognise their different characteristics and reflect local distinctiveness.

The Spatial Zones are identified diagrammatically on Figure 5.1 'Spatial zones'. The area boundaries are deliberately not distinct as the issues pertinent to different areas in some cases overlap.

The Vision (Section 9'A vision for North East Lincolnshire') on which this Local Plan is based describes a desired future for the whole Borough and for each Spatial Zone.

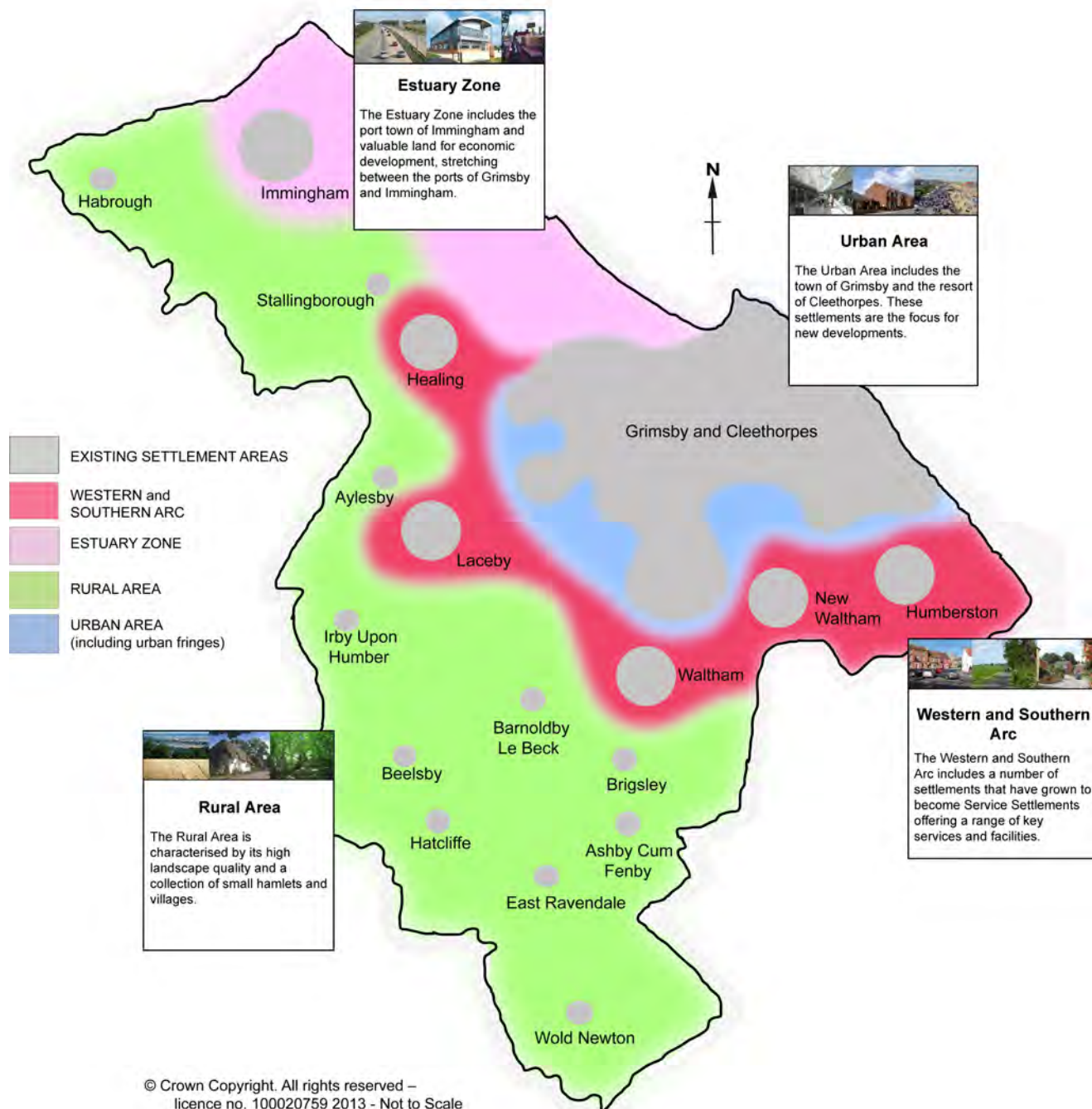


Figure 5.1 Spatial zones

What is life like in North East Lincolnshire?



**Local Plan**  
North East Lincolnshire

**6.1** Together with other strategies being pursued by the Council and its partners and the work of local people, this Plan is intended to support the future well-being of North East Lincolnshire's communities. To do so, it must take account of all the different elements that affect life, including health, learning, employment, homes, environment, travel and access. These factors should not be considered in isolation from each other: they interact and are interdependent. Strength in one area will have an effect on other areas, whilst weakness in one area will similarly impact on others. Life experienced by people living in North East Lincolnshire today is a result of the interaction of all these factors.

**6.2** North East Lincolnshire is home to an estimated 159,804 people<sup>(3)</sup>, most of whom live in urban places. Population change in Borough has been relatively static over recent years, with an increase of 1.1% in the decade 2004 to 2014, which compares to 8.2% nationally<sup>(4)</sup>. The net internal migration flows have been similarly static, with an outward trend recorded between the years 2011 to 2014. A large proportion of these movements can be attributed to outward migration amongst the 15 to 19 year age group and inward

migration in the 20 to 29 year age group, which is influenced by students going on to higher education out of the area and a smaller proportion returning afterwards.

**6.3** The Borough's population is ageing. The number of young people living in the Borough is reducing and the proportion of older people (age 65 and over) is rising - and is predicted to continue to rise at a faster rate than the rest of the country during the plan period. There have been particularly sharp declines in the number of residents aged 5 to 15 and 30 to 40, which reflects historically weak training and employment opportunities and may also be attributed to shortcomings in the Borough's housing offer. The loss of economically active population is a particular challenge for the Plan, and one that must be reversed if economic growth aspirations are to be fully realised during the plan's timeframe.

**6.4** The Plan must respond to these trends and forecasts by ensuring there is an appropriate mix of facilities, services and housing within and close to communities. Section 8 'Future development requirements' considers the growth trends and associated consequences for jobs and homes in more detail.

Key statistics: Area, population and demographics <sup>(5)</sup>				
Area	192km <sup>2</sup> (74miles <sup>2</sup> )			
Population	159,616			
Age distribution	Year	0 to 19	20 to 64	65 and over
	2001	27.18%	56.28%	16.53%
	2011	24.2%	58.2%	17.6%
Population change (2001 to 2011)	+1.0%			

3 Office for National Statistics (2015).

4 Office for National Statistics (2015).

5 Source: Office for National Statistics.

Key statistics: Area, population and demographics <sup>(5)</sup>		
Net internal migration	2011	-300
	2012	-500
	2013	-130
	2014	-430
Males/Females (%)		49/51
Density		8.3 persons per hectare (3.4 persons per acre)
Percentage of population living in the three towns		83
Percentage of population living in 'Arc' settlements		15
Percentage of population 'white British'		95.4
Percentage of population born in England		93.7

Table 6.1 Key statistics: Area, population and demographics

## Doing business and working in North East Lincolnshire

**6.5** The North East Lincolnshire economy currently comprises about 4,930 firms and employs some 64,650 people. There is a focus upon five key sectors - ports and logistics, renewables and energy, chemicals and processing, tourism and retail, and food processing. These collectively employ 19,230 people (30% of total) across 1,180 firms (27% of the total). The five sectors alone generate approximately 60% of the area's GDP.<sup>(6)</sup> The remaining 70% of all employment is split roughly equally between the public sector and other businesses.



Figure 6.1 Economic structure

<sup>5</sup> Source: Office for National Statistics.

<sup>6</sup> North East Lincolnshire Sector Study (2014).

## Ports and Logistics

**6.6** The Ports of Immingham and Grimsby combine to form the largest port complex in the UK by tonnage handled and the fourth largest in Europe. They are of international trading significance, providing a regional and national economic gateway and linking to European and other trading markets. Goods can be delivered to 75% of the UK population within a four-hour drive time, making the ports central to the UK's trade and communication links. As the movement of goods by sea remains the most economically efficient means of transporation, the Borough's logistics operations are set to remain strong for the foreseeable future.

## Renewables and Energy

**6.7** The Humber is now experiencing significant investment in the offshore wind industry, arising primarily as a result of the further development of 4,000 wind turbines in the southern North Sea. It is forecast that by 2030 these turbines will generate 50% of the UK's offshore energy provision. Sites for the manufacture and assembly of turbines will also be developed within the plan period. The development of Greenport at Hull (nacelee<sup>(7)</sup> and pre-installation assembly facility) is expected to generate around 700 jobs, whilst the ABLE Marine Energy Park at Killingholme will provide an offshore specific, port facility generating an estimated 5,000 jobs directly, and an estimated 10,000 jobs in the local supply chain.

**6.8** The Port of Grimsby's location as the closest operating port to these new offshore developments has attracted significant interest from Operations and Maintenance (O&M) companies looking to serve the needs of the expanding offshore wind energy sector with significant job numbers already created. The Port benefits from an Enterprise Zone and Simplified Planning Zone, which promotes investment from the renewables industry. This, together with the

promotion of other low carbon energy schemes, such as biomass and fuel production is significant, but the rising pace of technological improvements mean that estimating forecasts of future growth is inherently difficult. What is apparent is that there are significant opportunities for economic growth in this sector.

## Chemicals and Processing

**6.9** The Phillips 66 and Total refineries located just outside the Borough, on the South Humber Bank, make up approximately 27% of the UK's refining capacity. Within the Borough, there is also a strong chemicals/process industry base with firms such as Novartis, BASF, BOC employing over 3,500 people. Whilst the *Economic Baseline Study* identifies potential for some growth in the sector, it recognises that all of these operations are inextricably linked to global market changes, with investment decisions relating to these sites made on that basis.

**6.10** A number of the above mentioned operations have land held to facilitate future business expansions, but this is very much dependent upon the area being able to compete successfully with other locations around the world.

## Food Processing

**6.11** Grimsby's association with the fishing industry dates back to the mid-19<sup>th</sup> century. Whilst the industry suffered from gradual decline since the mid-1970's, Grimsby has maintained its role and is recognised as one of the primary fish processing locations within Europe: 70% of all of the UK's fish is processed in Grimsby, and two firms have obtained Protected Geographical Indication (PGI) for Grimsby Smoked Fish. Key operators within the area include Young's (with the company HQ in Grimsby), Iceland Seachill, and Morrisons. The sector employed around 4,000 people across 90 firms in 2013.<sup>(8)</sup>

7 Cover housing that houses all of the generating components in a wind turbine, including the generator, gearbox, drive train and brake.  
8 North East Lincolnshire Sector Study (2014).

**6.12** Local food processing operations have diversified over recent years as consumer demand have changed. This has largely been the result of having cold store facilities within the Borough, good access to logistics, the right workforce skills and the close proximity to Lincolnshire's agricultural market. Ready meals, soups and pizzas are currently processed within North East Lincolnshire, including recognised brands such as The Covent Garden Soup Company. In recognition of the Borough's strengths in food processing, the Council and the Humber LEP recently signed an Memorandum of Understanding (MOU) with the Malaysian Government that seeks to secure a location for a UK production base for a specialist food operator (understood to be of significant size, up to 80ha).

### Tourism and Retail

**6.13** The seaside town of Cleethorpes dominates the Borough's visitor economy, supported by the cultural and tourism offer in Grimsby and the wider environment, which attracts both holiday makers and people visiting the area on business. Tourism also accounts for a significant number of jobs equating to approximately 7.2%<sup>(9)</sup> of those in the Borough. Jobs linked to the tourism industry are of particular importance to Cleethorpes, and generate income in the region of £0.5billion.<sup>(10)</sup>

**6.14** Tourism is currently one of the UK's fastest growing sectors and recent investment in the Borough has delivered two national brand hotels: the Holiday Inn Express in Grimsby, and Premier Inn in Cleethorpes. A Direct Marketing Organisation (DMO) has also been established, which works to promote the area through Invest North East Lincolnshire and Discover North East Lincolnshire. It is important that the Local Plan

provides the right framework to support additional tourism related activity and works towards enhancing the attractiveness of the Borough.

### Challenges and Difficulties

**6.15** Compared to its neighbours, North East Lincolnshire performs strongly in terms of economic output (GVA), reflecting the concentration of industrial activity. However, despite the good 'headline' performance, GVA levels have fallen from similar to the national average in 1998, to approximately 85% today. This productivity gap is indicative of the Borough's low wage economy and is a symptom of the relatively low skills base.

**6.16** In 2014, 13.7% of the Borough's working population were employed in non-skilled trades occupations compared to 10.9% nationally. The figure for those employed as managers, directors and professional staff represented 18.9% of the population, substantially less than the national share at 30%.<sup>(11)</sup> Firms in the Borough often, therefore, experience recruiting difficulties and this is demonstrated by the large number of contractors working within the area, particularly within the offshore O&M operations.

**6.17** Unemployment amongst the economically active working age population (16 to 74) was recorded at 9% between 2014 and 2015. This compares poorly to the regional average of 6%.<sup>(12)</sup> There are generally higher rates of employment amongst women than men in the Borough.

**6.18** A number of other indicators show that North East Lincolnshire is under-performing against regional and national averages. These include rates of personal insolvencies, jobseeker's allowance claimants, and people of working age claiming other key benefits. The numbers of people falling into these categories is higher

9 Hotel Study for North East Lincolnshire (2013).

10 Development and Growth Plan (2012).

11 ONS Annual Population Survey (2015).

12 ONS Annual Population Survey (2015).

locally than regional and national averages. Those claiming out-of-work benefits tend to be residents in inner areas of Grimsby and Cleethorpes, such as the East Marsh, West Marsh, South and Sidney Sussex areas.

**6.19** A significant proportion of industrial accommodation within the Borough is classes as poor quality and nearing the end of its useful economic life. Along with the low rental values and high costs of refurbishment, this has served to deter investment in existing sites. Development opportunities on good quality serviced land is becoming increasingly limited too; Europarc is currently the only location within the Borough where land is readily available for development as the costs of bringing forward speculative commercial development within the Borough have long been unviable.

**6.20** Employment opportunities are limited in the Borough's rural areas and access to employment can be difficult for those relying on public transport.

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## Learning and developing skills in North East Lincolnshire

**6.21** The Council is committed to the transformation of learning and teaching environments throughout the Borough and will continue to work together with schools and partners to achieve its education goals.

**6.22** Although the local skills base is improving, educational attainment remains lower than the regional and national average at present. However, the number of residents attaining a qualification equivalent to a NVQ at level 2 or 3 is increasing at a rate faster than the regional and national average. The number of residents who have attained a qualification equivalent to an NVQ at level 4 remains significantly lower than the

regional average (23.3% and national average (27.4%) at 16.2% of local residents.<sup>(13)</sup> The number of working age residents with no qualifications remains high, at 29.5%. This is significantly higher than the overall average for England, which stands at 22.5% of the population.<sup>(14)</sup>

**6.23** In 2010, just 8% of young people from low-income backgrounds progressed to Higher Education, compared to 18% nationally.<sup>(15)</sup> Responding to this situation, the Grimsby Institute of Further and Higher Education (GIFHE) has recently been granted the power to award foundation degrees and has further plans to expand its higher education provision.

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## Moving around North East Lincolnshire - and beyond

**6.24** Grimsby is a sub-regional centre, drawing on a catchment wider than North East Lincolnshire that stretches to the west and south. The Grimsby travel to work area extends across the Borough boundaries into areas of North Lincolnshire, West Lindsey and East Lindsey. Grimsby has over time coalesced with Cleethorpes and the settlements combined form the main urban area.

**6.25** Immingham stands as an independent town serving the surrounding rural community including settlements in adjoining North Lincolnshire. The town's proximity to the expanding port presents challenges in relation to traffic movements and air quality.

**6.26** The 'Arc' settlements around the southern and western edges of the main urban area offer differing levels of services and facilities. These settlements typically provide a good range of accessible services for local residents.

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13 Census 2011, Office for National Statistics.

14 Census 2011, Office for National Statistics.

15 Department for Business, Innovation and Skills and Child Poverty Local Profile, Office for National Statistics.



**6.27 The rural area** includes a variety of small villages in rural surroundings. Service provision in these settlements is very limited with many settlements providing no amenities or services at all. In the rural area, household access to a car or van is much higher than in the urban area where residents can easily access services by walking, bike or public transport services. On average, there is one car or van for each household in North East Lincolnshire, however, settlements in the rural area typically see a rate of 1.5 cars per household.

### Roads

**6.28** North East Lincolnshire benefits from good strategic road infrastructure. The A180 provides a fast dual-carriageway link to the strategic highway network, connecting just outside the Borough with the M180 and the national motorway network.

**6.29** The A180 provides access to the Port of Grimsby, and to the Port of Immingham via the A160. The area has dual-carriageway links to Scunthorpe via the A180, and Hull via the A180 and A15, and single carriageway main road links to Lincoln via the A46, and Louth via the A16.

**6.30** Whilst there is high car dependency (69.2% of households with access to at least one car or van<sup>(16)</sup>), congestion within the Borough tends to be localised and associated with peak travel times. Congestion 'hotspots' are identified in the Local Transport Plan 3 (LTP3) at Tollbar Roundabout (A16), Westgate Roundabout (A180) and Cambridge Road/Little Coates Road junction. Congestion also occurs at Nuns Corner, Scartho Road and Peakes Parkway. Traffic delays during the summer and weekends are common along the A180 into Cleethorpes.

**6.31** The area has marginally more people commuting into the area for work than out. North East Lincolnshire sees net outflows of people to North Lincolnshire, Leeds, and Lincoln. But the area sees a net inflow from a number of areas, particularly from East Lindsey and West Lindsey.<sup>(17)</sup>

**6.32** The A160 is a key route for traffic accessing the Port of Immingham. The dualling of this section of road, together with junction improvements and revisions to the port entrance, which are currently under construction as part of the A160/A180 highway scheme, is a response to the expected increase in traffic as the port expands. Significant improvements to the town centre and residential parts of Immingham are, however, expected as a result of the A18-A180 link, which will remove dock bound traffic along Pelham Road. Work on the link road is due to be completed in early 2016. It will also improve the linkage to the Port of Immingham from the south, and adjacent employment sites.

### Trains

**6.33** There are eight train stations in North East Lincolnshire. Frequent passenger rail services are provided to Grimsby and the resort of Cleethorpes, with local passenger rail connections available to settlements including Great Coates, Healing, Stallingborough, and Habrough. Grimsby Town and Cleethorpes stations have the greatest usage of all the stations, but passenger numbers have declined between 2011 and 2014.<sup>(18)</sup>

**6.34** The freight network servicing the ports is one of the busiest in the country, with over 300 movements a week occurring on the lines in the Borough.

16 *Census 2011*, Office for National Statistics.

17 *Census 2011*, Office for National Statistics.

18 Estimates of station usage 2012-13, Office of Rail Regulation.



Figure 6.2 Transport network

## Buses

**6.35** Bus services dominate the public transport provision in the Borough. There are regular, frequent bus services across most parts of the urban core. Most of the smaller settlements are also connected, although frequency and operating times may be more restricted.

**6.36** The opening of the new bus station in Grimsby town centre has greatly improved public transport access. With around 30% of the population without access to a car, continued investments in public transport provision will be vital during the plan period. It is important that the Plan directs new job opportunities to accessible

locations and, where possible, generates the critical mass of population needed to support viable transport services.

### Air

**6.37** Humberside Airport is located just outside the Borough, in North Lincolnshire, and is within easy reach of the A180. There are daily services to and from Amsterdam (with worldwide connections) and Aberdeen. Humberside Airport is an important base for helicopter services connecting offshore energy installations.

### Freight

**6.38** The Borough's economy is heavily reliant on good rail and road freight links, along with sea traffic. The LTP3 outlines a number of freight transport related issues, which have a direct bearing on the Borough's economic performance:

1. local access to sites such as ports, affecting their day-to-day operations;
  2. transit routes that affect communities through high levels of HGV traffic and the severance, noise and pollution this can bring;
  3. access to main trunk routes, especially the motorway network;
  4. capacity constraints some distance from the area, such as constraints on the M1, A1 and East Coast Mainline; and,
  5. rail freight capacity in terms of train paths, line speeds and height restrictions.
1. population growth due to birth rates remaining higher than mortality rates;
  2. demographic changes leading to smaller average household sizes (which would require more homes to be built even if there were no growth in overall population size);
  3. relatively low levels of house building in the past ten years; and,
  4. the need to replace some housing that no longer meets modern expectations.

**6.40** Between the 2001 and 2011 Census there was a 5.6% increase in households in the Borough, and a 1% increase in population. The demographic changes occurring in the Borough, such as an ageing population with people living longer, is reducing the average number of people that live in each household. Almost a third (31% compared to 28% in 2001) of houses in the Borough are now inhabited as single person households<sup>(19)</sup> and a significant proportion are inhabited by a sole resident aged 65 or over. Between the 2001 and 2011 Census, the number of one person households comprising of people below the age of 65 increased significantly, from 14% of all households to 18% of all households.

**6.41** House prices are relatively low in North East Lincolnshire. The average house price in the area, based on all sales transactions in 2013, is £119,500.<sup>(20)</sup> At around £250,000 in 2013, the national average, therefore, stands at over double the local average house price. Prior to the economic downturn, average house prices grew steadily in the area, but have remained relatively stable since 2007. While house prices remain relatively low compared to other areas, there is still an affordability issue because 61% of North East Lincolnshire's households have a gross household income of less than £30,000 a year.

**6.42** Despite the stability seen in house prices, the economic downturn had a dramatic effect on house sales with a sharp decrease in the number

## A place to live in North East Lincolnshire

**6.39** The need to provide more homes to meet the needs of a growing and evolving national population is reflected in North East Lincolnshire. There are also a number of local factors that influence the Borough's housing need and make the challenge of meeting this need more complex:

<sup>19</sup> Census 2011, Office for National Statistics.

<sup>20</sup> This data covers the transactions received at Land Registry in the period 1 January 2013 to 31 December 2013. Land Registry © Crown Copyright 2014.

of transactions. In North East Lincolnshire, transactions dropped to a rate less than half of pre-recession levels, due in part to stricter lending and the removal of many 100%, 95%, and 90% mortgage offers from the market. Market signals show a general upward trend in transactions since 2009, and a noticeable increase between 2012 and 2013.

**6.43** Locally, 66% of residents own their homes (either with a mortgage or outright) and more people in North East Lincolnshire own their home outright than the regional and national average.

**6.44** The Borough has higher numbers of people in social rented accommodation than the regional and national averages. North East Lincolnshire has a particularly strong private rented sector, which has formed the second largest tenure in the Borough for some time. Average rents across all types of properties are around £412 a month. Rental values in the area are significantly lower than the national average, particularly in the case of larger properties. Where, on average, a four bedroom property in England has a rent of £1,100, in North East Lincolnshire it is £643.

Housing completions					
Year	New build completions (a)	Conversions & Change of use completions (b)	Gross completions (c)	Demolitions and losses (d)	Net completions (e)
2004/05	180	27	207	5	202
2005/06	190	39	229	28	201
2006/07	370	79	449	91	358
2007/08	303	143	446	104	342
2008/09	261	62	323	246	77
2009/10	213	101	314	61	253
2010/11	315	45	360	154	206
2011/12	297	49	346	59	287
2012/13	352	74	426	21	405
2013/14	311	53	364	50	314
2014/15	320	51	371	5	366

Table 6.2 Housing completions

**6.45** Table 6.2 'Housing completions' presents the Borough's overall housing performance in the period from 1 April 2004 to 31 March 2014. Gross annual completions<sup>(21)</sup> have not risen above 450 in any of the previous ten years. The monitoring of performance against the Borough's housing requirement is, however, based on the number of net additional homes provided, known as net completions.<sup>(22)</sup> Net completions in North East Lincolnshire exceeded 400 homes in just one of the past ten years.

**6.46** The number of net housing completions has been affected by significant numbers of demolitions and losses to stock in recent years. In particular, demolitions and losses from regeneration sites is evident in the period from 2010/11 to 2013/14, where demolitions from the Freshney Green and Guildford Street schemes (the latter is now known as 'Orchard Drive') accounted for 56% of all demolitions.

**6.47** New build housing has accounted for 80.6% of all new homes built, and the remaining 19.4% accounts for new homes formed through conversion and change of use.

**6.48** The Council transferred its social housing to Shoreline Housing Partnership, a registered provider of social housing, in 2005 and has since been working in partnership together with other registered providers, private developers and contractors, as well as local communities, to bring forward neighbourhood improvements. Some of the Borough's social housing areas are areas of significant levels of deprivation. Shoreline Housing Partnership has sought to identify the priorities that need to be tackled.

## Health and well-being in North East Lincolnshire

**6.49** In 2015, North East Lincolnshire was ranked 65<sup>th</sup> most deprived, out of 326 local authorities in England, with an average score of 30.9 on the Indices of Deprivation.<sup>(23)</sup> This compared to a rank of 46<sup>th</sup> most deprived out of 325 local authorities in England with an average score of 29.8 of the Indices of Multiple Deprivation in 2010.<sup>(24)</sup> Of the 106 Lower Layer Super Output Areas (LSOA) in North East Lincolnshire at the time of the IMD 2010<sup>(25)</sup>, 27 were ranked amongst the 10% most deprived in England, compared to 31 in 2015. A LSOA within the East Marsh area in central Grimsby is ranked as the thirteenth most deprived area in England, compared to second in 2010.

**6.50** The Local Plan can help to overcome deprivation across the Borough by improving access to education, employment, housing, healthcare and other factors, which, when combined together, will help improve the prosperity and sustainability of affected communities. However, this is set against recognition of continued welfare reform and cuts to public regeneration investments. With these issues likely to challenge the ways in which deprivation is combated, the role of the Plan is of increasing importance in this context and must work to ensure that the spatial relationships within the Borough maximise the opportunity for change.

**6.51** In the past, North East Lincolnshire's residents have been more likely to suffer from certain types of health issues. However, in recent years the health of the area's population has improved considerably. Since 2007, infant mortality rates in the Borough have dropped and

21 Gross completions represents all new homes created and includes new build, conversions and change of use ( $a+b=c$ ).

22 Net completions represents the additional homes provided, and is the gross completions minus demolitions and losses ( $c-d=e$ ).

23 *Indices of Deprivation 2015* (2015).

24 *Indices of Deprivation 2010* (2012).

25 England is split up into Lower Layer Super Output Areas (LSOA) which are small geographical areas with constant boundaries allowing for the comparison of data across areas. LSOAs are the geographical data set used for formulating the Indices of Multiple Deprivation. Each LSOA has a population of approximately 1,000 people. The IMD presents relative deprivation and therefore a LSOA may not be any less deprived than previous IMDs even if its score increases.

are now amongst the lowest in the region. Life expectancy has increased in the area although

not at the same rate that it has across the rest of the country, widening the health inequality gap.

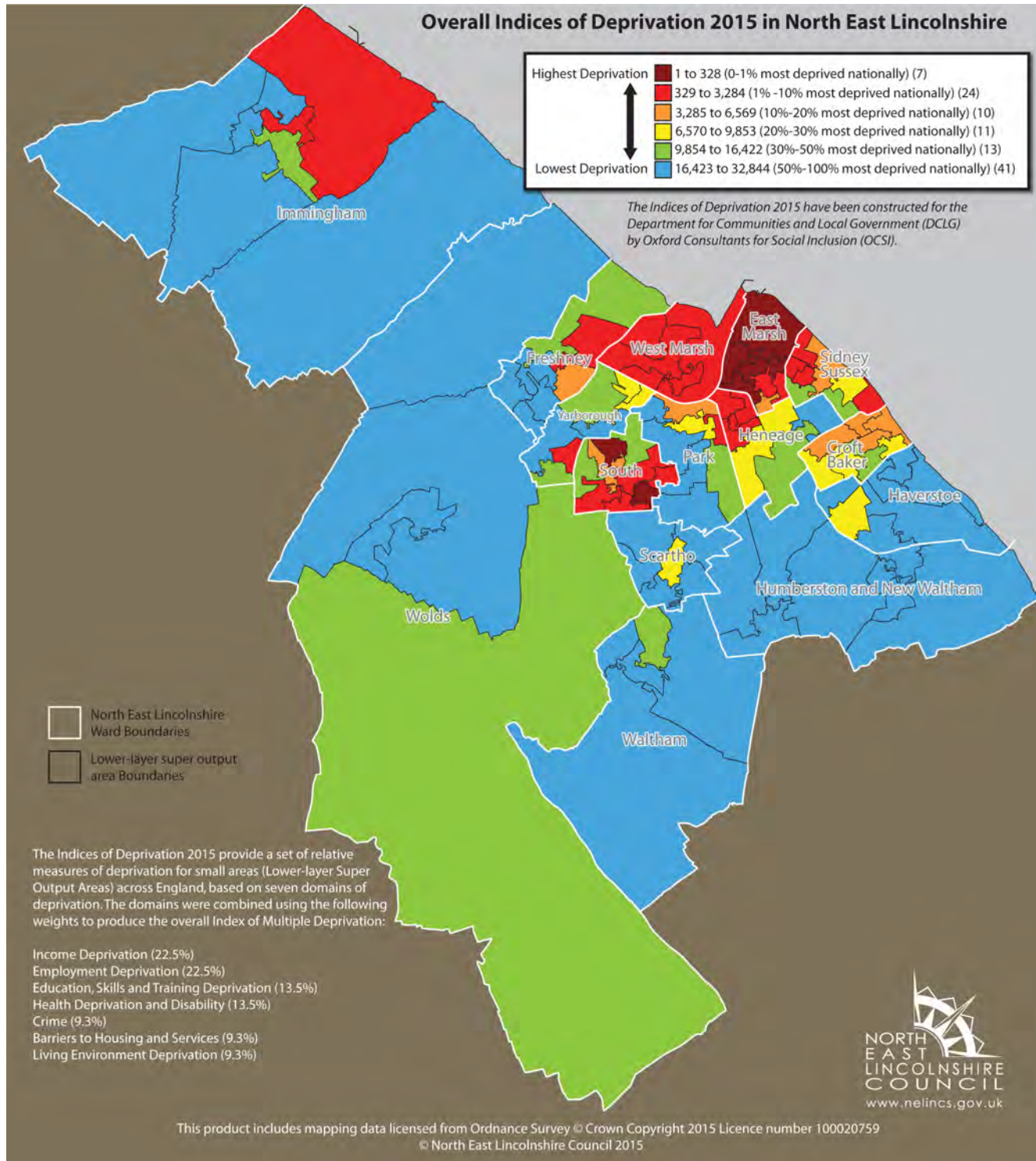


Figure 6.3 Map of Deprivation

**6.52** Those living in the most deprived areas of the Borough have life expectancies 11.1 years (men) and 8.8 years (women) shorter than those in least deprived areas. Lifestyle choices such as smoking, poor diet and lack of exercise are often related to avoidable deaths of people under 65. Adult obesity is high, with 29.3% of adults classed as obese (English local authorities range from 13.9% adults classed as obese in the best authority, to 30.7% of adults classed as obese in the worst authority). 26.8% of children live in poverty compared to 20.6% nationally.<sup>(26)</sup>

Key statistics: Health and deprivation	
North East Lincolnshire residents living in 10% most deprived areas in England (2015)	29%
Children in poverty	26.8%
Life expectancy at birth (2000/02 to 2010/12) (male) <sup>(27)</sup>	77.9
Life expectancy at birth (2000/02 to 2010/12) (female) <sup>(28)</sup>	80.1

Table 6.3 Key statistics: Health and deprivation

### Historic environment in North East Lincolnshire

**6.53** The Borough has many designated and non-designated heritage assets of note that contribute to its distinctiveness and character, including a unique legacy of buildings and structures associated with the fishing industry in Grimsby and traditional seaside resort of Cleethorpes.

**6.54** In total, there are 222 Listed Buildings; 16 Conservation Areas; 11 Scheduled Ancient Monuments; and a Registered Park and Garden, the historic Peoples Park. The Grade I Listed Dock Tower, in Grimsby, is of particular note as an important local landmark. A number of historic assets, including listed buildings, scheduled ancient monuments and several conservation areas are identified on the national 'heritage at risk' register. The poor condition of some historic buildings has contributed to seven of the Borough's conservation areas identified as being in a poor or very bad condition, with three of these identified as deteriorating further. However, two are considered to be showing signs of improvement.

**6.55** Balancing the regeneration needs with the protection of historic environment brings about considerable challenge, particularly in recent years where economic conditions and depressed property values have meant that achieving a viable use for a heritage asset and funding the repair and maintenance has been so significant that development opportunities have not materialised. For those buildings in extremely poor conditions such as the Grade II\* listed Ice Factory and Grade II listed Garth Land Mill (which has suffered fire damage), this situation is greatly exacerbated.

Key statistics: Historic environment	
Listed buildings	222
Conservation areas	16
Scheduled Ancient Monuments	11
Registered parks and gardens	1
Heritage assets at risk: Listed buildings Grade I and II*	2

<sup>26</sup> *Child Poverty Local Profile* (2010).

<sup>27</sup> *Life expectancy at birth and at age 65 by local areas in the United Kingdom, 2000-02 to 2010-12* (2013).

<sup>28</sup> *Life expectancy at birth and at age 65 by local areas in the United Kingdom, 2000-02 to 2010-12* (2013).

### Key statistics: Historic environment

Heritage assets at risk: Conservation areas	7
Heritage assets at risk: Schedule Ancient Monuments	2

Table 6.4 Key statistics: Historic environment

## Natural environment in North East Lincolnshire

### Ecology and Geology

**6.56** North East Lincolnshire features a diverse range of important natural environment assets. The Greater Lincolnshire Nature Partnership (GLNP) has recently selected 38 local sites of wildlife or geological value across the Borough.

**6.57** The coastal area is a valued and attractive tourist and recreation destination. The Humber Estuary, which bounds the Borough to the north east, is the second largest coastal plain estuary in the UK. It is internationally recognised as an important natural habitat and is a designated Site of Special Scientific Interest (SSSI), Special Protection Area (SPA), Special Area of Conservation (SAC), and Ramsar site. These designations recognise the importance of the estuary and coastal area for migrating birds and waterfowl; the importance of the area's saltmarsh and intertidal mudflats; and, species such as grey seals and lamprey. Given the particular sensitivity of the coastal zone habitats, the development pressures around the Humber Estuary must be carefully managed to ensure that the integrity of these sites is safeguarded.

### Flooding

**6.58** Flooding is a particularly important issue in the Borough as much of the urban area is within the high flood risk zone and large parts of the Borough have witnessed severe flooding events

in recent years that have affected many homes and businesses. In 2007, over 630 properties suffered river and surface water flooding. In 2012, 23 properties suffered surface water flooding in Immingham, and in December 2013 the Port of Immingham and seafront properties in Cleethorpes suffered the consequences of a combined high tide and storm surge.

**6.59** The Borough is vulnerable to the following forms of flooding:

1. flooding from Ordinary Watercourses (fluvial flooding);
2. surface water flooding (pluvial flooding);
3. groundwater flooding;
4. sewer flooding;
5. coastal flooding and erosion; and,
6. flooding from main rivers.

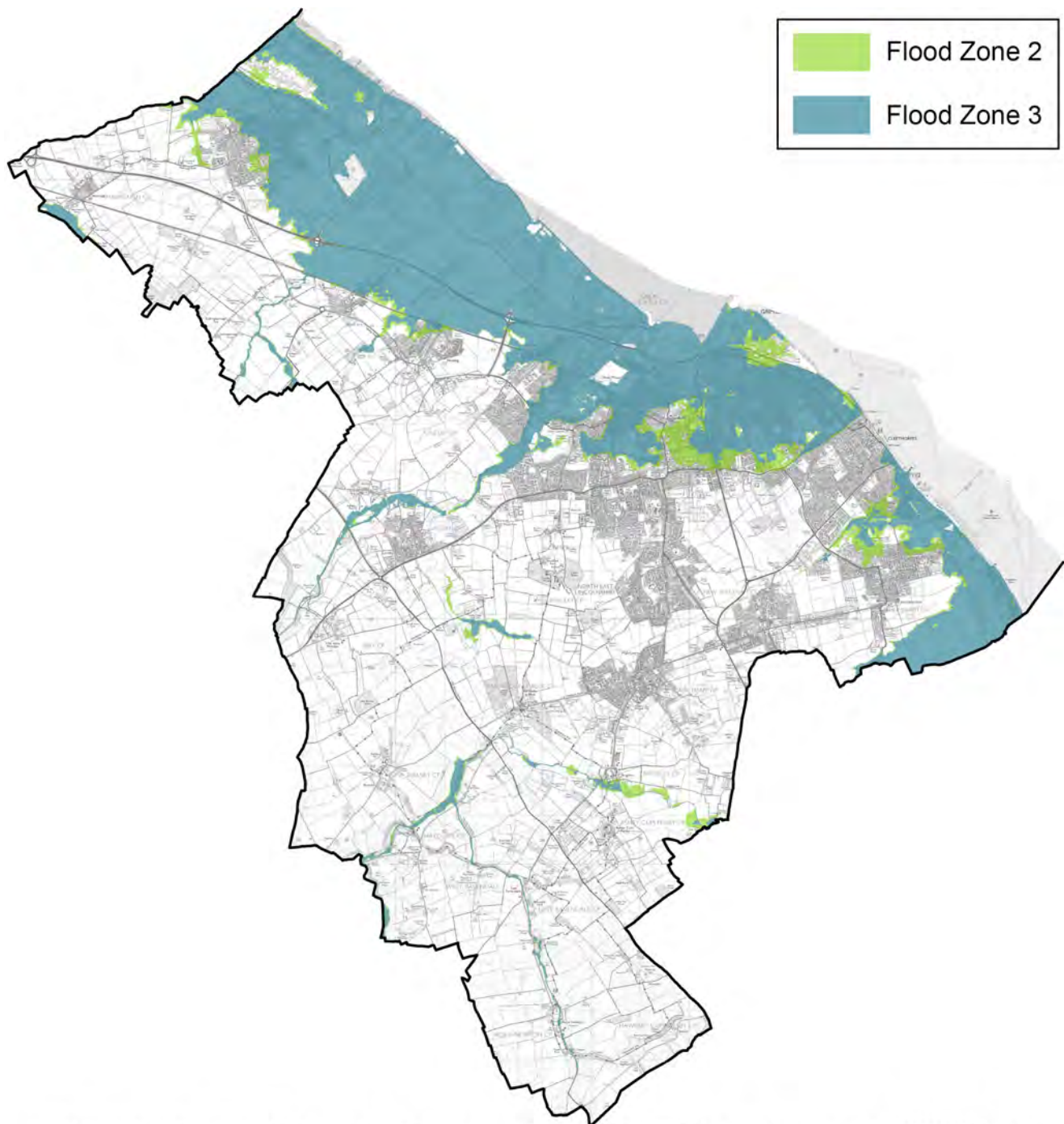
**6.60** The consequences of flooding differ depending on the cause of flood. However, climate change will see these impacts worsen as increased rain, peak river flows and rising sea levels have the potential to cause greater destruction. Flood Zones 2 and 3, identified on Figure 6.4 'Flood risk area' below, shows those areas with medium or high probability of river or sea flooding. These zones are based upon the definitions set out in the *Technical Guidance to the NPPF* (2012).

**6.61** Whilst the flood defences within the Borough are of a good standard, and have been subject to investment and improvement over recent years, it is estimated that approximately 27,000 homes are at risk of flooding if defences were breached. Large areas of land of economic importance around the South Humber Bank are also at risk of flooding. Continued commitment to maintaining these defences will be vital to the future prosperity of North East Lincolnshire.

**6.62** The areas at greatest risk coincide with those areas suffering from the highest levels of deprivation. This presents a challenging dynamic that the Plan must consider responsibly. Supporting development that will bring about much

needed regeneration benefits will have to be balanced with matters of safety and wider

sustainability.



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Figure 6.4 Flood risk area

## Landscape

**6.63** The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) stretches into the south west area of the Borough. The area is designated for its high landscape quality and numerous small villages are scattered throughout it. The area also features numerous important archaeological deposits, including deserted medieval villages and important earthworks.

**6.64** Strategic Gaps were identified in the *North East Lincolnshire Local Plan 2003*, and have helped to prevent coalescence of the Grimsby/Cleethorpes urban area with Humberston, Waltham and New Waltham to the south and Bradley, Laceby and Healing to the west. Continued commitment to retaining the individual identity of settlements and preventing coalescence will be important over the plan period.

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## Minerals and Waste

**6.65** The area features some mineral deposits of economic importance, however, no primary extraction occurs in the Borough. The Borough's role is limited to the production of secondary and recycled aggregates, and the importation and transportation of minerals through the Ports of Immingham and Grimsby.

**6.66** The quantity of waste collected by the Council has reduced in recent years, to less than 80,000 tonnes per annum. North East Lincolnshire is an area that performs comparatively better than regional and national averages in the sustainable management of waste it collects. It managed around 97% of this waste through recycling, composting, and recovery methods in 2013/14 with just three percent of waste going to landfill. Recycling rates in the area need to increase over the plan period.

**6.67** It is estimated that over 300,000 tonnes of commercial and industrial wastes; over 175,000 construction, demolition, and excavation wastes;

and, over 75,000 tonnes of hazardous waste arose in North East Lincolnshire in 2013/14. It is estimated that much of the area's commercial and industrial waste is disposed of via landfill. While a significant proportion of construction and demolition wastes are also managed via landfill, much of this waste stream is inert, and a significant amount is re-used on construction sites, or recycled to become aggregate.

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**7.1** The preceding sections have sought to highlight a number of important issues, many of which can be addressed locally through the Local Plan. Table 7.1 'SWOT analysis (strengths and weaknesses)' and Table 7.2 'SWOT analysis (opportunities and threats)' provide an overview of the key strengths, weaknesses, opportunities and threats that exist within North East Lincolnshire.

**7.2** The tables draw together information presented in the wide range of evidence that has been prepared to inform the Local Plan. It indicates that, for North East Lincolnshire, a plan that simply supports and promotes 'business as usual' will do little to address the deep-rooted social and economic problems that communities face. Nor will it serve to break the vicious cycle of deprivation that is being witnessed in large

pockets of the Borough, a result of a combination of linked and mutually reinforced problems such as unemployment, poor skills, low incomes, poor housing, and poor health.

**7.3** Within the region, North East Lincolnshire is relatively unique in respect of the complexity and scale at which the challenges operate. Equally, the scale of the Borough's economic opportunity, which is now building up momentum, is significant and differs greatly from nearby authorities, particularly to the south. These opportunities should stimulate wide ranging positive change within the Borough. The Plan must, therefore, do all it can to harness the potential by facilitating the right land use and development patterns to sustain the communities and help them to prosper.

SWOT analysis	
Strengths	Weaknesses
<ol style="list-style-type: none"> <li>1. Economy: Strong and established industrial base, built on natural comparative advantage of Humber Estuary.</li> <li>2. Economy: National significance of five key sectors.</li> <li>3. Infrastructure: Including dock infrastructure, pipelines, road and rail freight infrastructure, and flood defences.</li> <li>4. Green Infrastructure: Internationally significant wildlife sites, AONB and open space and recreational facilities.</li> <li>5. Minerals: Resources include aggregates (sand and gravel), silica sand, and chalk.</li> <li>6. Waste: Good record of sustainable waste management.</li> <li>7. Heritage: The heritage assets of the Borough contribute to the quality of places in which people want to live, work and invest.</li> </ol>	<ol style="list-style-type: none"> <li>1. Demographics: An ageing population has implications for accommodation, healthcare and access to services for older people.</li> <li>2. Demographics: Areas of concentrated deprivation.</li> <li>3. Economy: High unemployment, low wage economy and weak levels of entrepreneurship.</li> <li>4. Economy: Lack of readily available and good quality sites and premises in suitable locations to match business needs.</li> <li>5. Economy: Large number of land hungry operations e.g. storage and processing plants.</li> <li>6. Economy: Limited employment opportunities within the rural areas.</li> <li>7. Education: Low skills base a consequence of poor educational attainment.</li> <li>8. Housing: Supply incompatible with demand.</li> <li>9. Housing: Quality of the housing offer.</li> <li>10. Health and well-being: Home to some of the most deprived communities in England.</li> <li>11. Town centres: Poor quality and lacking key facilities.</li> <li>12. Environment: Significant proportion of the urban area at high risk of flooding.</li> </ol>

SWOT analysis	
Strengths	Weaknesses
	<ol style="list-style-type: none"> <li>13. Environment: Pockets of poor Air Quality and Grimsby and Immingham.</li> <li>14. Transport: Car dependency and road congestion hotspots.</li> <li>15. Transport: Accessibility to employment for people with no car.</li> <li>16. Heritage: Number of buildings on the Heritage at Risk Register.</li> </ol>

Table 7.1 SWOT analysis (strengths and weaknesses)

SWOT analysis	
Opportunities	Threats
<ol style="list-style-type: none"> <li>1. Economy: Build on international significance of the ports and recent renewable energy related investments in the Humber.</li> <li>2. Economy: Niche development of the O&amp;M market - builds on investment by Dong, Siemens, RWE etc.</li> <li>3. Economy: Ongoing role of the Ports within the UK import/export market.</li> <li>4. Economy: Links to the wider Lincolnshire agricultural economy to promote further innovation in food processing/food science and technology.</li> <li>5. Economy: SHIP/Enterprise Zone designation provides opportunities to attract significant levels of business investment.</li> <li>6. Heritage: Assets provide opportunities for heritage led regeneration.</li> <li>7. Heritage: The historic environment can play a key role in helping to</li> </ol>	<ol style="list-style-type: none"> <li>1. Demographics: Increasingly aged population and loss of economically active population presents a challenge for achieving suitable labour supply to meet growth aspirations.</li> <li>2. Education: Lack of higher education facilities and deficit of talented young people who leave to study elsewhere.</li> <li>3. Economy: Low value rents and land prices combine to impact upon commercial viability.</li> <li>4. Economy: Many key sectors forecast to grow in terms of GVA, but decline in employment numbers.</li> <li>5. Economy: Public sector finance cuts threaten public sector jobs and targeted public sector investment in areas of weakness.</li> <li>6. Economy: International competition for investment, especially in chemicals/processing and food processing sectors.</li> <li>7. Economy: Legislative change, especially at the European level placing restrictions on process industries and ports.</li> <li>8. Economy: Changing government policy, particularly related to ongoing support for renewable energy.</li> <li>9. Climate Change: Potential for stresses on habitats and species to increase.</li> </ol>

SWOT analysis	
Opportunities	Threats
<p>reinforce the distinct identity of the various parts of the Borough.</p> <p>8. Housing: Supply to be improved through changes in the local economy.</p>	<p>10. Climate Change: Increase in flood risk and severity of flood events.</p> <p>11. Housing: Low demand for housing in areas where there is greatest potential for employment related development.</p> <p>12. Housing: Weak viability may limit opportunities on brownfield sites and inhibit affordable housing delivery.</p> <p>13. Heritage: Out of date Conservation Area Appraisals.</p> <p>14. Heritage: Impact of new development upon the character of the Borough's historic assets and loss of assets through neglect and lack of investment.</p>

Table 7.2 SWOT analysis (opportunities and threats)





Key evidence has been prepared to inform the principle development requirements that need to be accommodated in the Borough over the plan period. This assessment has been undertaken in the context of the national policy framework set out in the NPPF.

This section of the Plan seeks to answer the question: **What are our future development needs?** It relates specifically to employment growth (the number of jobs and amount of employment land) and housing needs, with other development aspects considered in later sections in the Plan.

### Jobs (land requirement)

**8.1** Economic forecasts have been generated to assess the extent of growth that can be anticipated over the plan period (i.e. to 2032). Two models have been used in the assessment:

1. the Regional Econometric Model (REM) (updated since the *Consultation Draft Local Plan* was issued); and,
2. the approach considered by Atkins in the *Economic Futures Report*<sup>(29)</sup>.

**8.2** The REM model considers a range of factors along with economic activity trends, including population growth, and is, in effect, a labour market supply-led model.<sup>(30)</sup> The latest application of the model forecasts approximately 7,300 jobs being generated over the plan period.

**8.3** The *Economic Futures Report* takes a labour demand-led approach. It analyses the potential for growth by considering the current state of businesses within the area (derived from local business surveys), and considers a range of growth rates in order to ascertain the potential requirement for jobs from a business-led perspective. It also captures the extent of known

projects and the impact of an economic development strategy in the forecasting calculations. The scenarios point to a range of between 4,000 and 14,000 jobs being created.

**8.4** The Council is pursuing a scenario that will lead to approximately 8,800 jobs being generated. It is based on an expectation that the scenario will be supported by a moderately successful economic development and inward investment strategy. It is recognised that this level of growth is aspirational, but with commitments to both the South Humber Industrial Investment Programme (SHIIP), and the extension of the Humber Enterprise Zone from April 2016 (which will include a number of sites identified in this Plan), there is good evidence to support confidence in the deliverability of this level of growth.

**8.5** Table 8.2 'Employment growth forecast by SIC code' shows the spread of the predicted 8,800 jobs across the whole economy, not just the Borough's five key sectors. However, it should be noted that the standard industrial classification (SIC) codes are not directly compatible with the nature of local industries. For example, food processing figures are incorporated largely within the manufacturing sector, but also feature in the wholesale retail, and, potentially, transportation and storage predictions.

29 North East Lincolnshire Economic Futures Report (2014).

30 A model that applies local population growth (e.g. labour force) to economic trends to identify the supply of labour.

Medium growth employment forecast by SIC code		
Sector	% change	Jobs total
Accommodation and food services	24.4	831
Administrative and support service activities	15.8	946
Agriculture, forestry and fishing	0	0
Arts, entertainment and recreation	12.8	192
Construction	37.7	908
Education	9.8	619
Electricity, gas, steam and air conditioning supply	0	0
Financial and insurance activities	31.7	253
Human health and social work activities	6.5	669
Information and communication	16.9	481
Manufacturing	12.7	1206
Other service activities	35.5	284
Professional, scientific and technical activities	16.6	118
Public administration and defence, compulsory social security	0	0
Real estate activities	16.6	99
Transportation and storage	21.5	1,095
Water supply, sewerage, waste management and remediation activities	16.4	82
Wholesale and retail trade, repair of motor vehicles and motorcycles	9.3	1,012
<b>Total</b>	<b>13.6</b>	<b>8,792</b>

Table 8.2 Employment growth forecast by SIC code

## Policy 1

### Employment land supply

1. Between 2013 and 2032, the Council will support the development of a portfolio of sites which will support the generation of 8,800 jobs.
2. The provision of a portfolio of sites will enable the development of B-class uses to accommodate growth primarily within the Renewables and Energy, Chemicals and Process Industries, Food Processing, and Ports and Logistics sectors. Sites selected will also ensure sufficient flexibility and choice for investors within these sectors, whilst ensuring that a minimum requirement of 123.6ha is accommodated.
3. Additionally, the Council will support the development of the Visitor Economy, ensuring provision of a minimum of 33,600m<sup>2</sup> for non B-class uses within town centre opportunity sites.

### Justification

#### Provision for B-Class uses

**8.6** To determine the employment land requirement, the business operations, defined by the SIC codes in Table 8.2 'Employment growth forecast by SIC code', have been apportioned to Planning Use Classes. Traditionally, employment land has related to Use Class B1, B2 and B8. The *North East Lincolnshire Economic Futures Report* (2014) indicates that the number of jobs predicted to be generated within these industrial classifications relates to just 50% of the total jobs growth for the Borough. This is due to the fact that jobs growth in other parts of the economy, such as Wholesale and Retail Trade, would normally fall within non-B use classes and, therefore, is not considered as part of the Employment Land Supply.

**8.7** Analysis within the *Economic Futures Report* applied the requirement for new jobs within Use Class B1, B2 and B8 to a land requirement based on standard floorspace and job densities.

It identified a floorspace requirement of 151,773m<sup>2</sup>, which equates to a total land requirement of 45ha.

**8.8** However, due to the nature of the operations, many businesses within the Borough falling within use class categories B2 and B8 have exceptionally large building footprints. These uses typically have lower floorspace to job densities than the national standards would suggest. Local analysis<sup>(31)</sup> has identified that, overall, the floorspace density (i.e. site coverage) tends to be greater (i.e. more floorspace is developed per ha), but that job densities (i.e. the number of square metres per job) tend to be significantly lower. Consequently, the application of standard calculations results in an under-estimate of the total floorspace requirement, and therefore the land requirement.

**8.9** Evidence in the *Employment Land Technical Paper*, demonstrates that the floorspace requirements, and therefore land requirements area as follows:

31 *Employment Land Technical Paper* (2015).

Industrial floorspace requirements	B1a	B1(c) and B2	B8	Total
Jobs generated 2013 to 2032	2,031	958	994	3,983
Average North East Lincolnshire floorspace coverage	75%	50%	50%	
Average North East Lincolnshire job density (square metres per job)	12m <sup>2</sup>	117m <sup>2</sup>	301m <sup>2</sup>	
North East Lincolnshire floorspace requirement (square metres) 2013 to 2032	23,374m <sup>2</sup>	112,539m <sup>2</sup>	299,904m <sup>2</sup>	435,817m <sup>2</sup>
North East Lincolnshire land requirement (ha) 2013 to 2032	3.2ha	21.8ha	57.4ha	82.4ha
50% buffer	1.6ha	10.9ha	28.7ha	41.2ha
<b>Total land requirement: employment uses</b>	<b>4.8ha</b>	<b>32.7ha</b>	<b>86.1ha</b>	<b>123.6ha</b>

Table 8.3 Industrial floorspace requirements

**8.10** It is important that there is sufficient flexibility and choice in the selection of sites made available for development. An additional allowance of up to 50% is recommended in the *Economic Futures Report* and, in light of the current restrictions on the availability of land and premises, a buffer of 50% has been applied to and incorporated in the overall land requirement.

**8.11** In view of the local context and the resulting scale of the employment land requirement, the provision of sites is expressed as a portfolio. The portfolio comprises strategic sites, sites for the ports and logistics, sites reserved for long term business use and sites for general employment needs. Site specific details and further information on the site selection process are presented in Policy 7'Employment allocations'.

### Provision for non-B Class uses

**8.12** Traditional employment land provision will accommodate approximately half of the jobs anticipated to be generated over the plan period.

The Local Plan needs to show how these additional jobs will also be accommodated. The details in Table 8.3'Industrial floorspace requirements' show that anticipated growth within the Wholesale and Retail trade is expected to generate a further 1,012 jobs, which generates a requirement for a minimum provision of 18,734m<sup>2</sup> of A Class floorspace. This compares to the *Retail, Leisure and Three Centres Study, Retail Floorspace Capacity Update* (2016) which identifies an expenditure based requirement for the town centres of circa 31,000m<sup>2</sup> net of comparison floorspace, and 2,600m<sup>2</sup> net convenience floorspace. The higher requirement would ensure that the total anticipated jobs identified can be accommodated.

**8.13** Support uses including finance and insurance are likely to be brought forward through mixed use schemes; whilst other uses, such as those for education and health which are not specifically defined by job density allowances, will be supported where required to meet growth in these sectors.



Policy 1'Employment land supply' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 21, 156 and 157
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Employment Land Technical Paper</i> (2015)</li> <li>• <i>North East Lincolnshire Economic Futures Report</i> (2014)</li> <li>• <i>Retail, Leisure and Three Centres Study, Retail Floorspace Capacity Update</i> (2016)</li> </ul>

Table 8.4 Policy relationships

## Homes (housing supply)

**8.14** The NPPF (paragraph 47) requires that local authorities establish their need for market and affordable housing through an objective assessment.

**8.15** For the Plan to be found sound in terms of housing provision, it is necessary to have first identified the full objectively assessed need. It is then necessary to determine how that need can be met.

**8.16** The Council has undertaken work to objectively assess the need for housing in North East Lincolnshire through the production of the *North East Lincolnshire Strategic Housing Market Assessment* (SHMA) (2013) and, an addendum, *Demographic analysis and forecast* (2015), which

updates the SHMA in light of the new economic growth forecasts available in the *Economic Futures Report* (2014) and new DCLG household projections.

**8.17** The Council has considered a range of demographic and trend based scenarios, as well as a number of employment-led scenarios. These include scenarios based on the 'official' household projections prepared by DCLG, alternative trend-based scenarios which look at longer term migration rates, and four scenarios driven by forecast increases in jobs growth based on the Local Economic Assessment (LEA)<sup>(32)</sup> and *Regional Econometric Model* (REM) outputs. The Council has worked with demographic modelling specialists to translate all of the population growth forecasts generated by these scenarios into the need for housing that they would generate.

32 The Local Economic Assessment consists of three separate documents these are: *Economic Baseline* (2014), *Sector Study* (2014) and *Economic Futures Report* (2014).

## Policy 2

### The housing requirement

1. Between 2013 and 2032, provision will be made to meet an objectively assessed housing requirement of at least 9,742. This reflects an annualised requirement of 512 new homes per year based upon the Jobs-Led Baseline - UR forecast.
2. The housing requirement has been directly modelled to the forecast increase in jobs. This creates a stepped housing requirement which increases during the plan period in line with the expected increases in jobs growth.
  - A. 2013/14 to 2017/18 - 397 homes per year
  - B. 2018/19 to 2022/23 - 488 homes per year
  - C. 2023/24 to 2027/28 - 649 homes per year
  - D. 2028/29 to 2031/32 - 518 homes per year
3. The Council will however, bring forward sufficient land to provide the flexibility to enable the Jobs-Led Scenario 1 - UR (medium growth) forecast housing requirement to be met. This equates to an overall housing requirement of 13,340 new homes representing an annualised requirement of 702 homes per year.

### Justification

**8.18** The Council has identified an objectively assessed housing requirement of 9,742 which represents an uplift in annual completions against past delivery rates. It is based upon the Job-Led Baseline - UR stepped housing requirement which increases in line with the number of homes required as job opportunities come on-stream. This provides a requirement which is broken down to three five year periods from 2013 to 2028 and a final year period from 2029 to 2032. On average, a minimum of around 510 new homes would be required each year.

**8.19** The Jobs-Led Baseline - UR Scenario is based on an improvement in the local economy which would bring about a reversal of trends in people leaving the area, plus inward migration to provide part of the labour force required. It also provides enough homes to meet demographic changes occurring, including meeting the needs

of an ageing population. This is considered to be the minimum number of new homes that would be required and represents the Objectively Assessed Housing Need (OAHN) for the Borough.

**8.20** The Council has recognised, and provided through the portfolio of employment sites, the opportunity for increased employment growth. Initial evidence from the early years of the plan period demonstrate that a higher rate of employment growth, consistent with Jobs-Led Scenario 1 - UR (medium growth) is being delivered. However, this is not currently reflected in the levels of housing delivery. The reasons for this are, as yet, unclear, but initial indications suggest a possible lag between economic growth and housing delivery, possibly reflecting the time for confidence to build in the housing market, permissions to be secured and construction to commence; although this could be a reflection of increased commuting on a short and long term basis.

**8.21** Notwithstanding these initial housing delivery rates, the Council is committed to establishing a Plan that is capable of supporting the possible enhanced growth opportunities in the Borough and provide the opportunity to boost housing supply. Through the Plan, the Council is seeking not only to nurture and facilitate economic growth, but to build upon the principles of sustainable planning and capture the benefits of growth locally. Consequently the Plan outlines a housing land supply which incorporates an effective buffer capable of supporting a rate of housing growth that aligns with the higher economic performance outline in Jobs-Led Scenario 1 - UR.

**8.22** In accommodating the flexibility through the increased site allocations, the Council has not identified reserve site allocations or included specific phasing of sites as these measures would introduce constraints to the overall supply that would be counter to the Plan's overall Planning for Growth strategy.

**8.23** Figure 8.1 'Housing requirement and future housing supply' shows how the buffer will apply over the plan period, effectively providing a portfolio of housing sites capable of delivering the higher growth scenario.

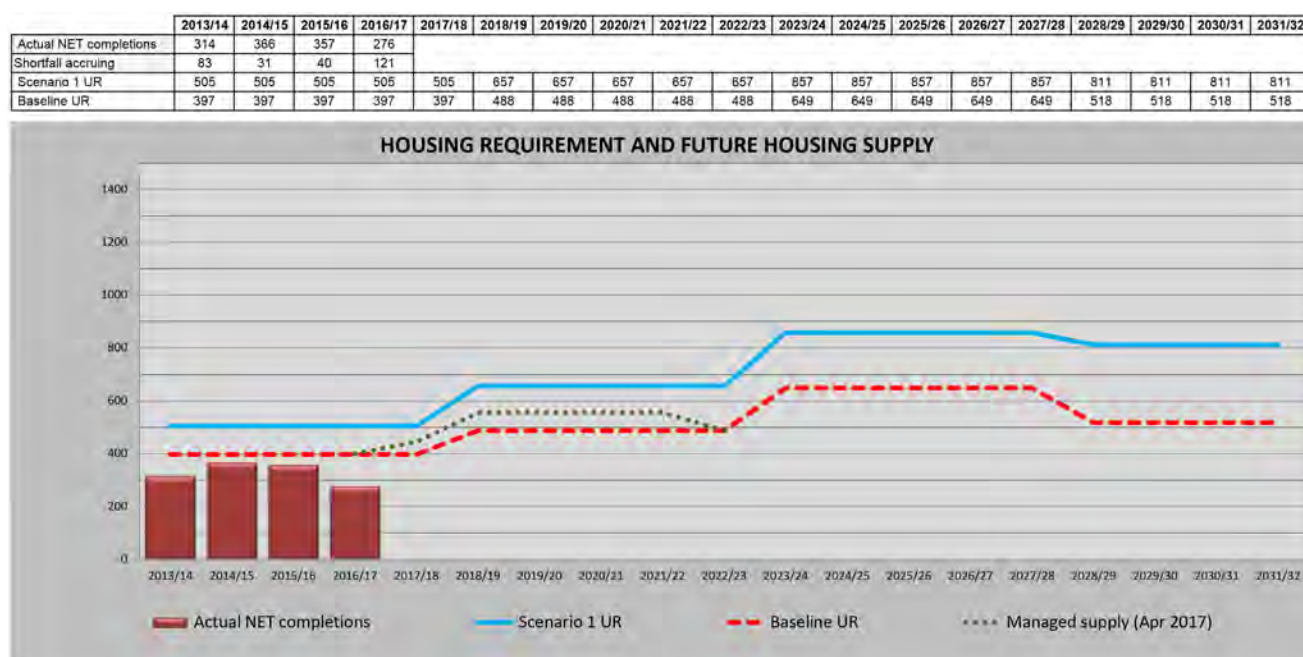


Figure 8.1 Housing requirement and future housing supply

**8.24** The Council will calculate the future Five Year Housing Supply Assessment based upon the following steps:

Calculation of Five Year housing land supply	
Step	
Step One	Identify the Housing Requirement that forms the basis for the Assessment 2013 to 2032 = (Jobs-Led Baseline - UR, 9,742)
Step Two	Identify the Housing Requirement over the five year period = A
Step Three	Identify the Housing Delivery 2013/14 to (the current year) = B
Step Four	Identify the shortfall/oversupply $A-B=C$
Step Five	Identify the Fiver Year Housing Requirement accounting for shortfall/oversupply $A+C$  <i>Applying the 'Sedgefield approach' were any shortfall is included in the five year period</i>
Step Six	Apply the appropriate buffer (D) based on past delivery $(A+C) \times D$  <i>NPPF (paragraph 47) states that 'to boost significantly the supply of housing, local planning authorities should: identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.</i>
Step Seven	Identify the available housing supply E  <i>An assessment of the estimated supply within the five year period taking account of sites under construction, sites with planning approval, sites where a resolution to grant subject to a 106 agreement is in place, allocations expected to commence within a five year period and minor consents.</i>
Step Eight	Make an allowance (85/year) for demolitions and losses with the five year period $F=E-425$
Step Nine	Assess the available supply against the identified supply $F/((A+C) \times D)$
Step Ten	Determine the Five Year Housing Supply in years $(F/((A+C) \times D)) \times 5$

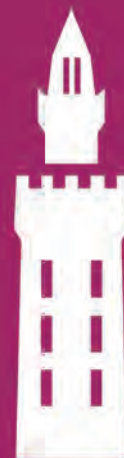
Table 8.5 Calculation of Five Year housing land supply

Policy 2'The housing requirement' relationship to:	Links to:
National Planning Policy Framework	Paragraph 47
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"><li>• <i>Demographic analysis and forecasts</i> (2015)</li><li>• <i>Local Economic Assessment Economic Futures Report</i> (2014)</li><li>• <i>North East Lincolnshire Strategic Housing Market Assessment</i> (2013)</li></ul>

Table 8.6 Policy relationships



Future development requirements



**9.1** Section 5'Spatial Portrait' and Section 6'What is life like in North East Lincolnshire?' set out the range of issues that the Borough faces. They demonstrate a clear need for change, which serves as a strong indication that a 'business as usual approach to planning for the Borough's future is not one that should be considered appropriate.

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**9.2** Despite the challenges, the Borough is well positioned to maximise the potential of economic activity in key sectors. This economic growth is, essentially, a vehicle for change which, if planned for correctly, will improve the well-being of the community and revitalise towns and neighbourhoods. To achieve this, North East Lincolnshire must work alongside its neighbours to facilitate the real opportunities for change and growth that exists and maintain the Borough's distinctive role within the wider Humber Bank so that the growth is complementary to that in surrounding areas. Together with driving the economic priorities, the area's most valued assets must be protected and the constraints faced in relation to flooding, regeneration and biodiversity must also be respected.

**9.3** The Plan's vision has been developed over a number of years. Initially, it was progressed through the LDF Core Strategy and then, later,

through the *New Local Plan Initial Issues and Options Paper* (consultation in 2012). Whilst the consultation process identified strong support for taking forward the original vision, it has since been revised to reflect changing circumstances and aspirations.

**9.4** A number of important local strategies and plans have also helped to shape and inform the vision, and ensure that the Plan is consistent with ongoing and future activity across the Council and the partners it works with. These include:

1. the *Sustainable Community Strategy* (2010);
  2. the Council's Partnership Board Plan: *Development and Growth Plan* (2012);
  3. *Health and Well-being Strategy* (2013) and *Safer Stronger Communities Partnership Plan* (2014/17); and,
  4. the *North East Lincolnshire Council Plan* (2014-2015).
-



## The overall spatial vision

### Spatial vision

By 2032 North East Lincolnshire will be nationally and internationally recognised as a centre for offshore renewables, focusing on operations and maintenance and contributing significantly to the Humber's 'Energy Estuary' status. Growth in key sectors, food, energy, chemicals, ports and logistics, will be matched by a strong tourism and leisure offer. Evident through increased jobs and diversity of skills, the barriers to accessing jobs will have been broken down. This will be facilitated through the establishment of facilities to improve education and skills, and measure implemented to address housing need and affordability, and health and service needs, including countering deprivation issues in specific wards. A platform for sustainable economic growth will have been created, with conditions to capture and sustain more and better jobs in the area well established.

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 improve prospects for economic growth, whilst providing choice within the housing market, and being sensitive to the scale and character of settlements. 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. The Borough's ecological and green infrastructure networks will have been improved, providing improved habitats and access to nature for local communities.

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.

**9.5** The following 'Place statements' complement the overall spatial vision clarifying the role of different settlements in meeting the overall vision.

### Place statements

#### Urban Area (Grimsby and Cleethorpes)

**9.6** By 2032 the urban area will have witnessed a step change in the image and desirability of the urban environment. New sustainable communities will have been created, providing good quality housing, meeting people's needs and aspirations

within attractive and easily accessible environments. Communities will have good access to quality jobs, healthcare and education, open space and retail facilities.

**9.7** Grimsby will have strengthened its role as the sub-regional centre, accommodating new retail and leisure expansion, including environmental enhancement of the townscape. The buildings

and structures associated with Grimsby's fishing heritage will have been appreciated and managed, and the potential they offer for heritage-led regeneration realised. Cleethorpes will have built-upon its role as a regional tourist destination, reinforcing its character as a historic seaside resort, and enhancing the quality and diversity of its offer to visitors, including those on business and those looking for an enjoyable day out.

### **Estuary Zone (Land adjacent to the Estuary including the port town of Immingham)**

**9.8** The land adjacent to the Estuary in and around the ports, and adjacent to the deep water channel is a valuable economic resource. By 2032 opportunities will have been taken to strengthen key economic sectors, capturing local economic benefits and realising the full potential of offshore renewable operations. Development will have been secured, strengthening the offer of the wider Humber sub area, whilst recognising the environmental and biodiversity qualities of the Humber Estuary, maintaining the integrity of designated sites, addressing the causes and consequences of climate change, and providing infrastructure improvements. Areas of land will have been identified and secured, and a long term management plan will be in place, to safeguard sites for roosting, loafing and foraging birds as part of a sub-regional delivery plan.

**9.9** Immingham will have strengthened its role as an independent town. The town centre will have been redeveloped to provide new retail facilities and community focus. Highway improvements will have helped to alleviate localised air quality issues. Other environmental improvements and enhancements to healthcare and education facilities will have revitalised the town and sustained its role supporting the needs of surrounding villages.

### **Western and Southern Arc (Healing, Laceby, Waltham, New Waltham and Humberston)**

**9.10** The arc of larger villages outside the urban area, have seen historic patterns of growth. By 2032, these settlements will have grown but their character will have been protected through good design and sensitive planning. They will have been sustained by improving local community facilities e.g. shops, children's playgrounds, and sports pitch improvements. Accessible employment opportunities will have been established, particularly Hewitts Circus Business Park. The open countryside that separates settlements will have been protected to maintain the sense of separation; recognising the value and importance of environment corridors stretching into the urban area. Growth will, however, have been sensitive to the scale and character of settlements, and sought to build upon the network of green infrastructure.

### **Rural Area (Open countryside including rural settlements)**

**9.11** The special character and distinctiveness of the rural area will have been protected. The countryside is recognised as being of particular value to be enjoyed by local communities through a network of footpath and bridleway routes. Designated landscape, nature conservation habitat sites and heritage assets will continue to be offered high levels of protection. Opportunities will have been created and taken up to address local housing needs; and provision made for a diversity of rural employment opportunities that support the vitality and respect the local character of rural settlements.

## Strategic objectives

**9.12** The objectives set out below relate directly to the spatial vision. They provide a framework for the Plan policies to facilitate the form and pattern of development necessary to ensure that

the vision is fully realised by 2032. The objectives are mutually supportive and are not listed in order of priority.

**9.13** Table 9.1 'Relationship between Strategic Objectives and Policies' that follows the list of objectives demonstrates which objective(s) each policy in the Plan is working towards.

### SO1 Population

**Meet development needs and facilitate economic development by supporting population growth, retaining working age population and providing for a generally ageing population.**

Critical success factors:

1. delivered new jobs (a minimum of 8,800<sup>(33)</sup>) and new homes (a minimum of 9,742<sup>(34)</sup>) by 2032; and,
2. delivered a mix of housing, by type and location.

### SO2 Climate change

**Address the causes and effects of climate change by promoting development that minimises natural resource and energy use; reduces waste and encourages recycling; reduces pollution; brings about opportunities for sustainable transport use; responds to increasing flood risk; and, incorporates sustainable construction practices. Promote appropriate distribution of development and the role of green infrastructure in mitigating aspects of flood risk. Recognise the increased stress on habitats and species that climate change causes.**

Critical success factors:

1. reduced the waste generated and increased waste recycling;
2. reduced the overall proportion of dwellings at risk from flooding;
3. addressed the issue of poor air quality;
4. reduced the number of declared Air Quality Management Areas in the Borough;
5. increased usage of sustainable transport modes;
6. delivered residential development in locations that provide easy connections by public transport to schools, employment, hospitals and health centres;
7. delivered energy efficient housing stock; and,
8. increased functional green infrastructure.

33 North East Lincolnshire Economics Futures Report (2014).

34 North East Lincolnshire Demographic Analysis and Forecasts (2015).

### SO3 Economy

**Support environmentally responsive local economic growth by promoting conditions that sustain an increase in the number of better paid jobs; removing barriers to investment and access to jobs; and, raising skills. Promote rural regeneration and diversification, including a strengthened tourism offer.**

Critical success factors:

1. reduced unemployment, through job creation and development to skills to support sector growth;
2. reduced the proportion of population subject to social deprivation;
3. delivered infrastructure to support economic development; and,
4. strengthened rural economy.

### SO4 Housing

**Significantly boost housing supply to meet the existing and future housing needs of the whole community. High quality market and affordable housing, specific provision for the elderly, special needs housing and gypsy and travellers accommodation will be supported. A balanced supply of deliverable sites will be identified to achieve as a minimum, the objectively assessed needs of the Borough.**

Critical success factors:

1. boosted supply of housing through the allocation of deliverable sites, whilst seeking to avoid the coalescence of settlements;
2. supported the delivery of affordable housing;
3. identified suitable sites to meet the specific needs of gypsies and travellers;
4. addressed the specific housing needs of an ageing population;
5. brought empty properties back into use for residential or alternative use; and,
6. achieved a balance between brownfield and greenfield development which has delivered urban regeneration.

### **SO5 Social and health inequality**

**Narrow the gap in terms of social and health inequality by addressing issues of housing choice, providing accessible employment and training opportunities, promoting healthier lifestyles, providing healthcare and community facilities, improving educational attainment and cultural facilities; and establishing protecting and maintaining a network of accessible good quality open space, sport and recreation facilities.**

Critical success factors:

1. reduced deprivation, narrowing the gap in terms of social and health inequality; and,
2. safeguarded and develop, open space and sport and recreation facilities to maintain or exceed local accessibility standards, promoting healthy lifestyles.

### **SO6 Built, historic and natural environment**

**Ensure that the development needs of the Borough are met in a way that safeguards and enhances the quality of the built, historic and natural environment and ensures that the development needs are met in a way that minimises harm to them. Direct development to locations of least environmental value and proactively manage development to deliver net gains in biodiversity overall. Encourage the use of brownfield land.**

Critical success factors:

1. safeguarded designated, landscape, and heritage assets, and protected important species and habitats;
2. reduced the number of buildings of the Heritage at Risk Register;
3. adopted up-to-date Conservation Appraisals for Conservation Areas;
4. delivered net gains in biodiversity;
5. maximised use of brownfield land; and,
6. delivered development in locations of least environmental value.

### **SO7 Transport**

**Improve accessibility to jobs and services by sustainable transport modes, including cycling and walking; reduce the overall need to travel with employment and housing growth spatially balanced; and, provide the necessary infrastructure to support sustainable growth.**

Critical success factors:

1. delivered key transport infrastructure to support sustainable growth; and,
2. improved sustainable transport options to reduce the dependency on the car.

### **SO8 Town centres and local facilities**

**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.**

Critical success factors:

1. delivered town centre growth and regeneration, improving vitality and viability widening choice and offer; and,
2. sustained a network of local centres providing local day to day service needs.

### **SO9 Design**

**Raise the quality of developments by applying the principles of good sustainable and inclusive design; promote safe, secure and accessible streets and places; and, recognise the importance of supporting and strengthening local character and distinctiveness.**

Critical success factors:

1. lifted the quality of development, reducing crime and fear of crime issues.

### **SO10 Minerals and Waste**

**Safeguard important mineral resources and support minerals infrastructure for the future. Promote the application waste hierarchy in the management of waste and deliver sustainable facilities to manage waste.**

Critical success factors:

1. safeguarded mineral resource;
2. planned for the supply of minerals to accommodate future growth;
3. delivered adequate provision for the management of waste arisings; and,
4. achieved reduction in waste generation and increased waste recycling.

## Strategic objectives and policy relationship

Relationship between the Strategic Objectives and Plan Policies										
Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Employment land requirement			✓		✓					
The housing requirement				✓						
Settlement hierarchy	✓		✓	✓	✓			✓		
Distribution of housing growth				✓						
Development boundaries				✓						
Infrastructure		✓			✓		✓	✓		
Employment allocations			✓		✓					
Existing employment areas			✓		✓					
Habitat Mitigation - South Humber Bank			✓		✓	✓				
Office development			✓		✓					
Skills and training			✓		✓					
Tourism and visitor economy			✓		✓					
Housing allocations				✓						
Development of strategic housing sites	✓			✓		✓			✓	

Relationship between the Strategic Objectives and Plan Policies										
Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Housing mix	✓			✓						
Provision for elderly person's housing needs	✓			✓						
Housing density				✓		✓			✓	
Affordable housing				✓	✓					
Rural exceptions				✓						
Self-build and custom build homes				✓						
Provision for gypsies and travellers				✓						
Good design in new developments						✓			✓	
Retail hierarchy and town centre development								✓		
Grimsby town centre opportunity sites								✓		
Cleethorpes town centre opportunity sites								✓		
Primary shopping frontages					✓			✓		
Freeman Street district centre								✓		
Local centres					✓			✓		
Social and cultural places					✓					

Relationship between the Strategic Objectives and Plan Policies										
Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Grimsby Town Football Club Community Stadium					✓					
Renewable and low carbon infrastructure		✓								
Energy and low carbon living		✓								
Flood risk		✓			✓	✓				
Water management		✓				✓				
Telecommunications			✓							
Promoting sustainable transport							✓			
Safeguarding transport infrastructure							✓			
Parking					✓		✓		✓	
Conserving and enhancing the historic environment						✓				
Developing a green infrastructure network		✓			✓	✓				
Biodiversity and Geodiversity						✓				
Landscape						✓				
Green space and recreation		✓			✓	✓				
Safeguarding minerals and related infrastructure										✓

Relationship between the Strategic Objectives and Plan Policies										
Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Mineral extraction and secondary aggregates										✓
Restoration and aftercare (minerals)										✓
Future requirements for waste facilities										✓
Safeguarding waste facilities and related infrastructure										✓
Restoration and aftercare (waste)										✓

Table 9.1 Relationship between Strategic Objectives and Policies

## Monitoring

**9.14** The objectives are linked to particular indicators and targets that the Council will monitor (See 'Appendix A Monitoring framework').<sup>(35)</sup> Monitoring is an integral part of the cyclical planning process of Plan-Monitor-Manage. It provides the basis for assessing the ongoing performance of the Plan, which brings about opportunity for intervention if policies are shown to be failing or circumstances change during the course of the plan period.

35 The critical factors set out in the objectives will form part of the monitoring framework.



The Plan as a whole sets out the spatial development strategy for the Borough, providing the basis for future planning decisions. It promotes sustainable development which seeks to improve the quality of life, bring forward quality development to meet identified needs and which delivers economic, social and environmental benefits.

The spatial strategy is expressed in Policy 3'Settlement hierarchy' and Policy 5'Development boundaries' below, and is represented graphically in Figure 10.1'The Key Diagram'. This provides an overview of the key directions for growth, major constraints and areas of planning restraint. Together with Policy 1'Employment land supply' and Policy 2'The housing requirement', they are considered to be the strategic policies of the Local Plan.

## Settlement hierarchy

**10.1** The settlement hierarchy is one of the key factors which influences and underpins the spatial distribution of future development. Broadly speaking, it is a factor which should be taken into

account when assessing the amount of development appropriate in different settlements and areas of the Borough. A settlement that sits higher in the hierarchy would, in principle, be expected to accommodate a higher level of growth.

### Policy 3

#### Settlement hierarchy

1. The following settlement hierarchy will provide the framework for the Council's decisions on the location and scale of development and on investment in services and facilities. Development should be commensurate with a settlement's position in the settlement hierarchy.

<b>Level 1</b>	
Urban Area	<p>Relates to the urban area of Grimsby and Cleethorpes, including the adjoining parish of Great Coates which functions as one entity, albeit with a different character.</p> <p>The urban area provides the greatest accessibility to key services and amenities and has historically delivered the greatest number of new homes. Future development of this area would involve brownfield and greenfield sites, including adjacent to and beyond the settlement edge. Such development is regarded as sustainable where access to services and amenities is good or can be provided.</p>

	<p>Relates to the stand alone town of Immingham and the 'Arc Settlements' of Healing, Humberston, Laceby, New Waltham and Waltham.</p> <p>These settlements perform the role of key local service centres offering a good range of basic services and amenities, combined with good accessibility to the wider services available in the urban area. Future development would involve development principally of greenfield sites adjacent to but within the defined settlement development area boundary.</p>
	<p>Relates to the rural settlements of Habrough and Stallingborough.</p> <p>These rural settlements offer a much lower provision of services but do offer good accessibility to higher level settlements. Future development would involve smaller scale development principally limited to infill sites within or sites within but immediately adjacent to the defined settlement development area boundary.</p>
<b>Level 4</b>  Minor Rural Settlements	<p>Relates to the minor settlements of Ashby cum Fenby, Aylesby, Barnoldby le Beck, Beelsby, Bradley, Brigsley, Hatcliffe, Hawerby cum Beesby, Irby upon Humber, East and West Ravendale, and Wold Newton.</p> <p>These small rural settlements offer very few services and amenities and poor accessibility to higher level settlements. Future development would involve only limited infill, conversion and re-use of existing buildings with very limited further development.</p>

Table 10.1 Defined settlement hierarchy

## Justification

**10.2** Policy 3'Settlement hierarchy' is informed by the spatial portrait set out in Section 5'Spatial Portrait', the preparation of *Settlement Profiles* (2013)<sup>(36)</sup>, which provides a snapshot of individual settlements; and the more detailed *Settlement Accessibility Assessment* (2013). The detailed assessment is founded on an objective approach which uses a number of key indicators to assign

points to settlements. The settlements which accumulate the highest number of points are deemed to be those which provide the greatest level of accessibility for residents to a wide range of key services and amenities, including education, healthcare and recreation.

**10.3** The defined settlement hierarchy in Policy 3'Settlement hierarchy' establishes four levels of settlement. This hierarchy should be considered

36 A copy of the 2013 - *Settlement Profiles* document is available to download from the Council's website at: <https://www.nelincs.gov.uk/>.

alongside key development needs and constraints, infrastructure capacity and the availability of land

for development.

Policy 3'Settlement hierarchy' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 14, 154 and 157
Local Plan Strategic Objectives	SO1, SO3, SO4, SO5 and SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Settlement Accessibility Assessment (2014)</i></li> </ul>

Table 10.2 Policy relationships

## Distribution of development

**10.4** New housing will be distributed in relation to the following spatial strategy. This reflects Policy 3'Settlement hierarchy', locations

of existing employment clusters, development constraints, accessibility and service provision. It specifically sets out that residential development will be commensurate with the scale of individual settlements and their position in the settlement hierarchy.

## Policy 4

### Distribution of housing growth

- The delivery of new dwellings will be distributed as follows:

Housing spatial distribution			
Settlement level	Settlement	Spatial Zone	Proportion of residential development
<b>Level 1</b> Urban area	Grimsby	Urban Area	In combination, between 60 - 65% of new homes will be constructed in and on the fringes of the urban area.
	Cleethorpes		
<b>Level 2</b> Local service centres	Immingham	Estuary Zone	Between 5 - 10% of new homes will be constructed in and on the fringes of Immingham.
	Healing	Western and Southern Arc	In combination, between 30 - 35% of new homes will be constructed in and on the fringes of the arc settlements.
	Humberston		
	Laceby		

### Housing spatial distribution

Settlement level	Settlement	Spatial Zone	Proportion of residential development
	Waltham		
	New Waltham		
<b>Level 3</b>	Habrough	Rural Area	In combination, between 1 - 2% of new homes will be constructed in and on the fringes of the rural settlements.
Rural settlements	Stallingborough		
<b>Level 4</b>	All other settlements		Housing delivery in this area will comprise windfalls and exceptions only.
Minor rural settlements			

Table 10.3 Housing - spatial distribution

### Justification

**10.5** Policy 4'Distribution of housing growth' acknowledges the tensions that exist between different local plan objectives, key among these are:

1. the desire to regenerate brownfield sites with the need to provide sufficient deliverable housing sites to meet future housing needs which necessitates large area of greenfield development;
2. the need to regenerate and redevelop urban areas to address specific issues of inequality and deprivation, set against consideration of flood risk in these areas;
3. the need to foster and support economic growth, recognising the locational preferences and requirements of key sectors. This raises tensions with regard to designated habitats, flood risk and sustainable transport; and,
4. the need to reconcile competing housing market pressures with the drive to promote sustainable transport choices.

Policy 4'Distribution of housing growth' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 17, 52 and 55
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Settlement Accessibility Assessment (2014)</i></li> <li>• <i>Strategic Housing Land Availability Assessment (2016)</i></li> <li>• <i>North East Lincolnshire Site Selection Update Report (2016)</i></li> </ul>

Table 10.4 Policy relationships

## Key diagram

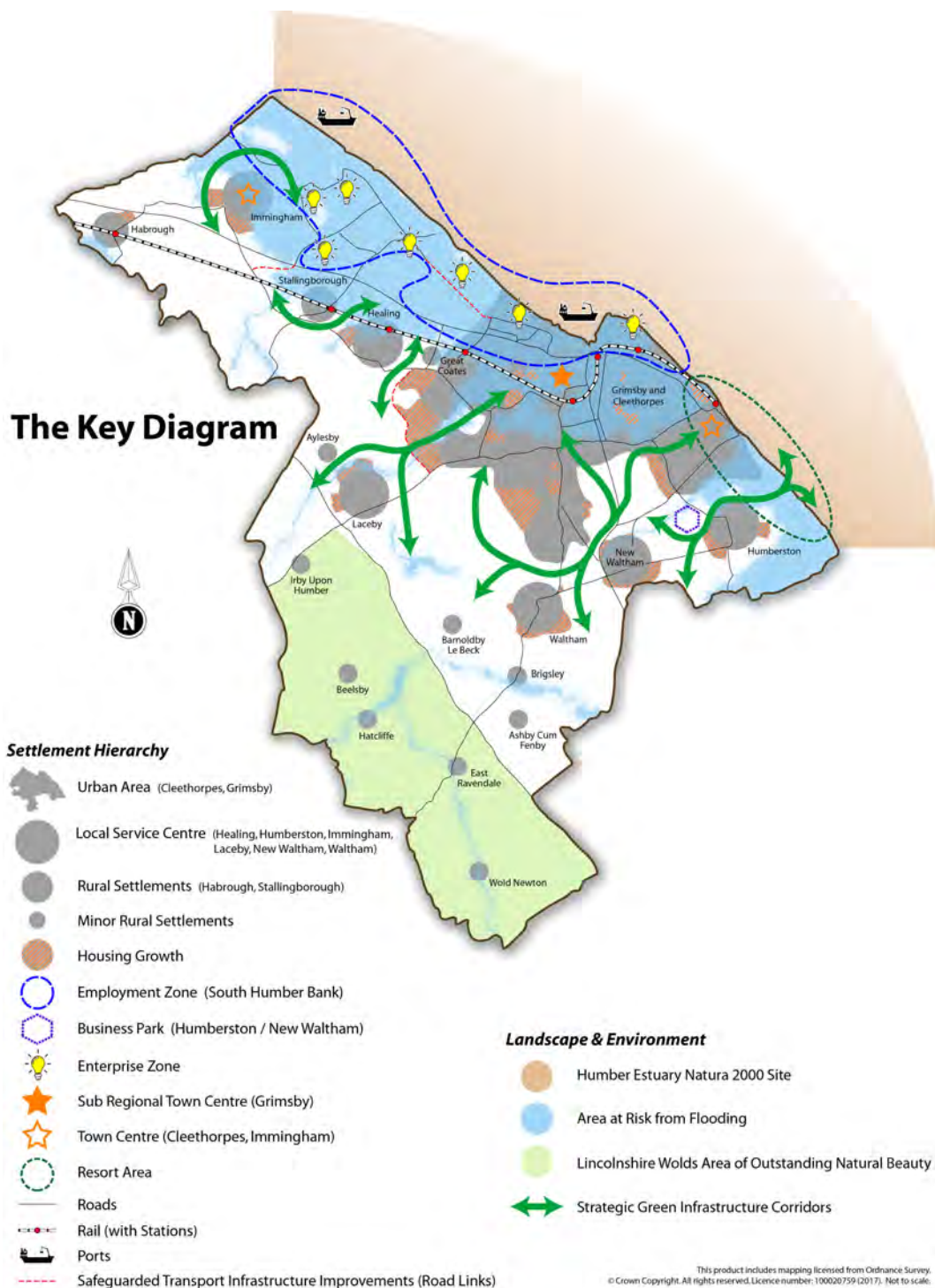


Figure 10.1 The Key Diagram





This section of the Plan includes policies which cover subjects that do not relate to specific land uses (such as housing or employment), but have a general application across different aspects of planning. The policies relate to two important aspects:

1. settlement boundaries; and,
2. infrastructure.

### Development boundaries

**11.1** Development boundaries distinguish between built-up areas and areas of open countryside. The use of development boundaries in planning has been successful in indicating clearly the locations where development will usually be acceptable, subject to meeting normal development management criteria. It is an approach that has, in the past, been strongly supported in North East Lincolnshire and continues to be supported today.

**11.2** The development boundaries have been identified on the Policies Map. These boundaries take account of housing allocations. Where it is known that developments will incorporate extensive areas of perimeter landscaping at the edge of settlements, the development boundaries have been drawn to follow the extent of the built-up development.

**11.3** The Policy goes on to establish the nature of development that would be supported and approved, both within, and beyond the development boundaries, setting out the key considerations and criteria that would apply.

### Policy 5

#### Development boundaries

1. Development boundaries are identified on the Policies Map. All development proposals located within or outside of the defined boundaries will be considered with regard to suitability and sustainability, having regard to:
  - A. the size, scale, and density of the proposed development;
  - B. access and traffic generation;
  - C. provision of services (education, healthcare, community, retail and recreation);
  - D. impact upon neighbouring land uses by reason of noise, air quality, disturbance or visual intrusion;
  - E. advice from the Health and Safety Executive;
  - F. flood risk;
  - G. the quality of agricultural land;

- H. measures to address any contamination of the site; and,
  - I. impact on areas of heritage, landscape, biodiversity and geodiversity value, including open land that contributes to settlement character.
2. Development proposals located within but adjacent to defined boundaries will be permitted where schemes respond to:
    - A. the nature and form of the settlement edge;
    - B. the relationship between countryside and the settlement built-form; and,
    - C. opportunities to contribute to the network of green infrastructure.
  3. Beyond the development boundaries land will be regarded as open countryside. Development will be supported where it recognises the distinctive open character, landscape quality and role these areas play in providing the individual settings for independent settlements, and:
    - A. supports a prosperous rural economy, particularly where it promotes the development and diversification of agricultural and other land base rural businesses; or,
    - B. promotes the retention and development of local services and community facilities; or,
    - C. supports rural leisure and tourism developments; or,
    - D. it consists of affordable housing to meet specific local needs; or,
    - E. it is development that has been specifically defined and identified through the neighbourhood planning process.

### Justification

**11.4** A number of considerations informed the process of defining the development boundaries, including the nature and form of settlement edges. The *Landscape Character Assessment* (2015) provides an assessment of the landscape sensitivities and was valuable evidence for:

1. considering whether settlements include key characteristics or distinctive features which contribute to their sense of place;
2. identifying features that define current settlement edges and determining whether they are strong or weak; and,
3. assessing opportunities for enhancement through identification of approaches and views, distinctive features, visual open space and sensitivity to change.

Key aspects considered in defining development boundaries	
The need for new development	<p>Ensuring that sufficient sites area available to accommodate future requirements by incorporating sites that:</p> <ol style="list-style-type: none"> <li>1. contribute to the supply of housing (allocated sites); and,</li> <li>2. contribute to the supply of employment land.</li> </ol> <p>Boundaries are not drawn so tightly to exclude all new development; they are influenced by the physical features that define the settlement edge and will provide some opportunities for small scale development above and beyond allocated sites.</p>
The setting of the settlement	<p>Considering the particular landscape and surrounding countryside features in the vicinity of the settlement edge:</p> <ol style="list-style-type: none"> <li>1. recreation and amenity open space (including school playing fields), which is physically surrounded by the settlement or adjoining settlement on three sides, is included within the boundary; and,</li> <li>2. recreation or amenity open space that extends into the countryside or primarily relates to the countryside, is excluded from the boundary.</li> </ol>
The existing form, character and pattern of development	<p>Considering the impact of further development on the existing development pattern. Ensuring boundaries are not contiguous if the form of the settlement does not reflect this. If the settlement is characterised by small groups this is reflected in the boundaries.</p> <p>The defined boundaries are not drawn so as to 'round off' or 'straighten' edges as this would be contrary to an approach that seeks to safeguard local character and distinctiveness, as it is often the irregularity of settlement edges that adds to a settlement's attractiveness.</p>
Preventing coalescence of settlements	<p>Boundaries include the gardens (curtilage) of properties except where they are functionally separate from the dwelling or, where the scale of the site is such that it could, through future development, lead to ribbon development or coalescence with a nearby settlement.</p>
The presence of physical boundaries	<p>Recognising that natural or man made features such as rivers, woodlands, or roads and railways can form logical defining boundaries. However, areas of caravan, chalet and other temporary accommodation are excluded from the defined boundary reflecting their temporary status.</p>

Key aspects considered in defining development boundaries	
Minimising impacts on the character of open countryside	Boundaries ensure the intrinsic character and beauty of the countryside is respected, with particular consideration given to the Lincolnshire Wolds Area of Outstanding Natural Beauty designation.
Avoiding ribbon or scattered development	Ensuring that development does not creep along road frontages into open areas, or result in scattered development unrelated to existing development form.  Freestanding buildings, individual and small groups of dwellings, including farm buildings which are detached or peripheral to the main built-up area of the settlement are excluded from boundaries (reflecting NPPF paragraph 55).
Minimising impacts on heritage and biodiversity value	Ensuring that sites of heritage or biodiversity value are identified and not put at risk.
The presence of HSE consultation zones	Recognising that development opportunities may be limited or restricted in specific areas.
Traffic noise	Based on current assessments of noise, boundaries exclude areas where it is known that road surface noise impacts on living conditions.
Accessibility to services and facilities	Boundaries reflect the findings of the <i>Settlement Accessibility Assessment</i> (2013).

Table 11.1 Key aspects considered in defining development boundaries

**11.5** Policy 5'Development boundaries' outlines the generic considerations that will be applied when considering all development proposals, (within development areas, within development boundaries; and within open countryside, outside development boundaries). They reflect core principles and considerations set out in National Planning Policy. These generic considerations provide the basis for considering whether the development proposed should be supported and approved.

**11.6** Policy 5'Development boundaries' specifically allows for development sites and opportunities to be identified and defined

through the neighbourhood planning process. In some cases, where the local community decides that this is appropriate, a neighbourhood plan will effectively amend identified development boundaries.

**11.7** In accordance with the NPPF (paragraph 54), the Policy also makes provision for allowing some market housing where this would support the development of a significant number of affordable housing units to meet local needs in rural areas. For example, to enable the delivery of affordable units without grant funding. Policy 19'Rural exceptions' provides further clarification.



Policy 5'Development boundaries' relationship to:	Link to:
National Planning Policy Framework	Paragraphs 55 and 58
Local Plan Strategic Objectives	SO4 and SO9
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>North East Lincolnshire, Landscape Character Assessment (2015)</i></li> <li>• <i>Settlement Accessibility Assessment (2014)</i></li> </ul>

Table 11.2 Policy relationships

## Infrastructure

**11.8** The delivery of key infrastructure of the right type, in the right place, and, at the right time, is vitally important to supporting growth and delivery of truly sustainable development. As settlements grown with new homes and places of work, it is important that the supporting infrastructure necessary to ensure health, social and cultural well-being and basic services meeting local needs are provided.

**11.9** Developers will be expected to provide these basic needs and contribute fairly to the delivery of new infrastructure to support new

development and the creation of new sustainable communities. This includes aspects of physical infrastructure, social infrastructure, and environmental infrastructure.

**11.10** Developers will be expected to meet the infrastructure needs of the proposed development, and these will normally be secured through planning obligations, conditions or levy charges where appropriate. Where provision is required to address existing deficiencies as well as meeting future requirements, the Council will also utilise contributions from other public funding streams to ensure delivery.

## Policy 6

### Infrastructure

1. The Council will support developments to create, expand or alter service facilities, including schools, health facilities and key infrastructure to meet the needs of existing and new communities.
2. The Council will work with developers and partner organisations to ensure the delivery of infrastructure, services and community facilities necessary to develop and maintain sustainable communities; and will require provision of infrastructure and infrastructure improvements which

are necessary to make development acceptable to be delivered in association with those developments. These improvements will be secured by planning condition, obligations or levy charges as appropriate.

3. Contributions towards infrastructure will be based on the demands created by the specific development. This includes provision of new, or enhancement of the existing infrastructure and facilities, including, but not necessarily limited to:

A. physical infrastructure, including:

- i. transport improvements, including highways, public transport, provision for cyclists and pedestrians;
- ii. drainage and surface water management (including SuDS maintenance where appropriate);
- iii. flood defences (where site specific requirements warrant such an approach).

B. social infrastructure, including:

- i. affordable housing;
- ii. education, including primary and secondary provision<sup>(37)</sup>.

C. green infrastructure, including:

- i. green space, sport recreation and play space, including future maintenance;
- ii. habitat mitigation provision and maintenance, particularly in association with South Humber Bank employment sites.

- D. Existing infrastructure will be safeguarded, except where there is clear evidence that particular infrastructure is no longer required to meet current or future needs, or can be delivered through alternative provision.

- E. Where financial contributions are made, and in the event it is found that they exceed the cost of necessary works or the contribution remains unspent after an agreed period of time, the contributions will be returned, in part or entirely, as may be appropriate.

F. The Council will in addition support:

- i. proposals that deliver health infrastructure including doctor's surgeries and pharmacies, which offers improved services for their users; and,
- ii. applications made by the emergency services which will deliver improved services for their users.

- G. The Council will seek to ensure that all development is commercially viable and deliverable. Where the delivery of a proposed scheme is threatened on the basis of viability, the Council may consider a reduction in the extent of the obligations required to be met. In

37 Pupil generation is based upon pupil generation ratios of; one primary pupil/four dwellings and one secondary pupil/five dwellings. The threshold at which contributions will be sought is ten units.

such circumstances, developers will be required to submit a detailed Financial Viability Assessment on an 'open book' basis, and in sufficient detail in order to justify any reduction from the expected requirements of the scheme. All such submissions, where required by the Council, should provide sufficient information to enable an independent assessment to be undertaken. As a minimum, this should be in accordance with the guidance on such content set out within *RICS Guidance Note GN2012/94 Appendix C*. All submissions will be subject to an independent assessment prior to the determination of the application.

## Justification

**11.11** The Council has produced an *Infrastructure Development Plan* (IDP) (2015) which sets out the infrastructure required to support sustainable communities over the plan period. The IDP identifies the following:

1. Improvement/enhancement of the current transport network, including requirements for highway provision and improvements; improved pedestrian, cycle and public transport facilities.
2. Requirement for improved education facilities for both primary and secondary provision throughout the area. In the majority of cases, additional school places can be made available either by take-up of existing capacity, or through additional provision by extending existing school facilities. However, the scale of development proposed in certain locations requires new school provision for primary in the Cleethorpes and Waltham planning areas, and in secondary provision in Grimsby town centre and in association with the Grimsby West strategic housing site.
3. Provision of green infrastructure. The standards identified in the Plan will apply to new development. A future Supplementary Planning Document will provide additional guidance on delivery and future management.
4. Provision of playing pitches. Provision of new facilities will be secured through a combination of on-site provision and off-site

contributions towards enhanced provision and include management regimes.

5. Whilst there is sufficient electricity, gas and water supply to accommodate required growth, developers will be required to pay for local connections and substation upgrades to meet specific site requirements.
6. Requirements to improve Flood Defences in certain areas in the period to 2032. Specific schemes will be identified in the updated *Humber Flood Risk Management Strategy* and identified by the Environment Agency accordingly. Flood Risk Assessments will be required where appropriate, and mitigation strategies implemented where necessary.
7. Potential provision of health services. Existing facilities are such that it is unlikely that specific new provision of new surgeries will be required over the plan period, although capacity may be improved by additional provision at existing facilities. Funding will be secured from government sources through higher patient numbers. Qualitative and efficiency improvements are the primary focus of primary care provision and as a result there is no specific need to ensure improved primary or secondary care facilities.
8. There is currently sufficient capacity to address waste management requirements in the short to medium term.

**11.12** The strategic ecological mitigation requirements identified in Policy 9'Habitat Mitigation - South Humber Bank' are considered

to be essential requirements to deliver the anticipated level of economic growth. Under normal circumstances, developers would be required to undertake a site specific Appropriate Assessment and identify and implement all necessary mitigation measures. The approach identified in Policy 9'Habitat Mitigation - South Humber Bank' supports a strategic approach to provision against which all developers within the Mitigation Zone will be required to make appropriate contributions in lieu of meeting site specific requirements.

**11.13** Policy 6'Infrastructure' provides the mechanism for ensuring that growth is delivered together with appropriate infrastructure. Where developer contributions are to be sought, the thresholds and triggers are set out in individual themed policies in this Plan, together with the mechanisms for determining the scale of contribution to be made.

**11.14** The Council recognises that contributions may be delivered through planning obligations or levy. To ensure that planning obligations and the levy can operate in a complementary way, the Levy Regulations 122 and 123<sup>(38)</sup> place limits on the use of planning obligations in three respects:

1. they put the Government's policy tests on the use of planning obligations (NPPF,

paragraph 204) on a statutory basis, for developments that are capable of being charged the levy;

2. they ensure the local use of the levy and planning obligations does not overlap; and,
3. they impose a limit on pooled contributions from planning obligations towards infrastructure that may be funded by the levy.

**11.15** A planning obligation can only be taken into account when determining a planning application for a development, or part of a development, if the obligation meets all of the following tests:

1. it is necessary to make the development acceptable in planning terms;
2. it is directly related to the development; and,
3. it is fairly and reasonably related in scale and kind to the development.

**11.16** The balance of contributions have been subject to viability assessment to ensure that the sum of contributions is not so great that it will place such a large burden on development so as to prevent the delivery of the development. Details of the viability assessment that has resulted in the stated contributions can be found in the *North East Lincolnshire Local Plan Viability Assessment Update* (2015).

Policy 6'Infrastructure' relationship to:	Link to:
National Planning Policy Framework	Paragraph 162
Local Plan Strategic Objectives	SO2, SO5, SO7 and SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>North East Lincolnshire Infrastructure Development Plan</i> (2015)</li> <li>• <i>North East Lincolnshire Local Plan Viability Assessment Update</i> (2015)</li> </ul>

Table 11.3 Policy relationships

38 *Community Infrastructure Levy Regulations 2010.*

Building the economy we need



The North East Lincolnshire economy is experiencing significant change, in part arising from the development of a new renewable energy sector, based primarily around the development of offshore windfarms. Within Grimsby, the development of the supporting O&M operations is set to bring new life to the Port over the next 25 years.

There are, also good expectations of growth within traditional employment sectors that are prevalent within the area, namely: ports and logistics, food processing, chemicals and process industries and the visitor economy.

**12.1** There are, however, a number of challenges to be overcome if the full economic opportunities are to be realised, these are:

- **The land and premises** - The industrial accommodation within North East Lincolnshire includes a significant proportion of second hand, poor quality stock. Much of which is nearing the end of its useful economic life and in some cases fails to meet the requirements of modern day businesses.

The *Commercial Market Assessment* (2014) identifies the levels of available stock amounts to approximately 3% of the overall level of provision. It also identifies a mismatch between the size of available units and user requirements. As a result, there is restricted choice for investors. This acts as a key deterrent to investment when coupled with the relatively high costs of refurbishment and low rental values.

The lack of good quality serviced land that is readily available for development is also an issue. Europarc is the only quality serviced land currently available. The low land and rental values within the area, together with the costs of provision of key infrastructure to enable such land to come forward effectively results in commercial development being unviable on a speculative basis. Whilst there is developer interest in bringing forward sites, developers are seeking support from the public sector to enable their delivery.

**12.2** To overcome this issue, the Council has developed a South Humber Industrial Investment Programme (SHIIP), which seeks to provide public sector support specifically to deliver land and premises. A number of actions are proposed within the Programme, including support for the delivery of key infrastructure to improve site accessibility and availability, support for development of speculative units and addressing ecological constraints.

- **The environmental constraints** - The Humber Estuary is designated as a Special Area of Conservation and Special Protection Area (SPA) under the European Habitats Directive. The Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations) require consideration of the designations as well as consideration of the wetland as being of international importance under the Ramsar Convention.

The land adjacent to the estuary between the twin ports of Immingham and Grimsby is of strategic employment significance. As development has taken place there has been growing concern about the importance of the agricultural land being developed. Several bird species use this land for roosting and feeding and without appropriate mitigation future development would be put at risk.

**12.3** The Council has worked with representatives from the unitary authorities of North and North East Lincolnshire, nature conservation bodies and industry representatives

as part of the South Humber Ecology Group to identify the requirements for strategic mitigation to safeguard the integrity of the designations. Once agreed, mitigation will be fully implemented through SHIP, with the costs being recouped through development contributions as appropriate. It is anticipated that the implementation of the strategic mitigation works will enable sites to come forward without further restrictions regarding the potential to impact on functionally linked land for SPA and Ramsar birds.

- **The low wage and low skill economy** - The skill base has traditionally been around relatively low skill process operations. As a result, wages remain significantly lower than the regional or national averages. The *North East Lincolnshire Sector Study* (2014) specifically identifies skills shortages as an issue for various sectors, particularly ports and logistics, renewables and energy and chemical and process industries.

Educational attainment levels are currently improving, with a three percent drop in the number of people with no qualifications between 2009 and 2013, and a rise of 2.6% attaining higher level qualifications (degree level or equivalent).<sup>(39)</sup>

The Humber LEP has worked to bring together the needs of business and education provision for the Humber through the development of the Virtual College. This has seen joint working between local

education providers and Renewable Energy providers. In addition, the Humber LEP have recently been successful in its bid to develop a National College for Renewable Energy within the LEP area.

**12.4** A key part of the *Economic Development Strategy* (2015) is to stimulate economic investment that generates high value jobs, and ensure that the resident population have access to the necessary training to access those jobs.

- **The perception of the area** - North East Lincolnshire as an area has, historically, not promoted its assets and opportunities well. This has led to a perception of the area that has focused inwardly upon the negative aspects, rather than highlighting the positive aspects that create an improved perception.

**12.5** The 'Discover North East Lincolnshire' and 'Invest North East Lincolnshire' brands are examples of two initiatives that seek to address this. These brands focus on the positive aspects that many local residents take for granted but which are important to building confidence with future investors.

**12.6** The Policies of the Plan specifically seek to ensure that investment opportunities are capitalised, and that the constraints to development, are addressed and where possible overcome.

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39 North East Lincolnshire Economic Baseline (2014).

## Provision for employment

**12.7** Section 8 'Future development requirements' establishes a requirement to identify a minimum of 123ha of employment land (Use Classes B1, B2 and B8). In meeting this requirement, site specific allocations need to reflect the needs of modern day businesses.

**12.8** The *Employment Land Review* (2014) identified a total potential supply of 758ha of land which could be considered suitable for employment uses. However, through the assessment process it was established that 332ha of land was constrained in some way and would, therefore, be unavailable to meet generic market needs. This includes:

1. the need to retain land to accommodate strategic habitat mitigation, relating to the Humber Estuary SPA (c118ha); and,
2. landowners desire to hold large tracts of land for their own long-term business purposes, including provision of appropriate buffer zones from neighbouring uses, but also to provide the potential to expand operations should the need arise in the long-term (214ha).

**12.9** The South Humber Bank, especially the area defined between the Ports of Immingham and Grimsby and situated along the A180 corridor, has traditionally been the main focus for employment operations. This has arisen due to the advantages of locating in close proximity to the Ports, the Estuary frontage and its relative accessibility to wider road, rail and pipeline networks. There has been little development of commercial activity within other areas of the Borough, except for a small amount of development in the south of the Borough at Wilton Road Industrial Estate and Altyre Way.

**12.10** There is no evidence of market demand nor significant developer interest in bringing further sites forward in the south of the Borough; consequently, the focus of the employment land provision remains around the South Humber Bank.

**12.11** All of the key sectors are located within this area, however, each has specific characteristics which result in the broad clustering of activity, as shown on Figure 12.1 'Sector distribution, South Humber Bank'.

## Ports and Logistics

**12.12** The Ports and Logistics sector is primarily focused around the operational ports and the immediate hinterland. Key requirements are the provision of large sites with good access to the road/rail network.

**12.13** Associated British Ports (ABP), the Port operator and landowner, have developed a strong development management approach which limits development to dock related employment uses. In many cases planning permission is not required due to the permitted development rights granted under S17 of the *Town and Country Planning General Development Order 1995*.

**12.14** The *Port of Immingham Masterplan 2010-2030* indicates that meeting trade demand forecasts will primarily be accommodated within the Port area. However, ABP have identified two sites within their ownership which lie outside the defined port operational area to accommodate further growth needs specific to the Port.

**12.15** In addition to general cargo operations, the Port of Grimsby operates as a major car import and export terminal and has seen recent investment in the new Grimsby River vehicle terminal. It is anticipated that any future port requirements will be accommodated, as at present, within the operation Port area under the jurisdiction of ABP.

**12.16** A key concern that was highlighted in the business surveys undertaken in the *North East Lincolnshire Sector Study* (2014) was the shortage of land for logistics operations outside of the control of ABP, for which a requirement of 86ha has been identified. In order to ensure appropriate provision of land, sites are required to be provided which are of sufficient size to accommodate large

space but low volume job generators within close proximity to, but not necessarily directly related

to the Ports.

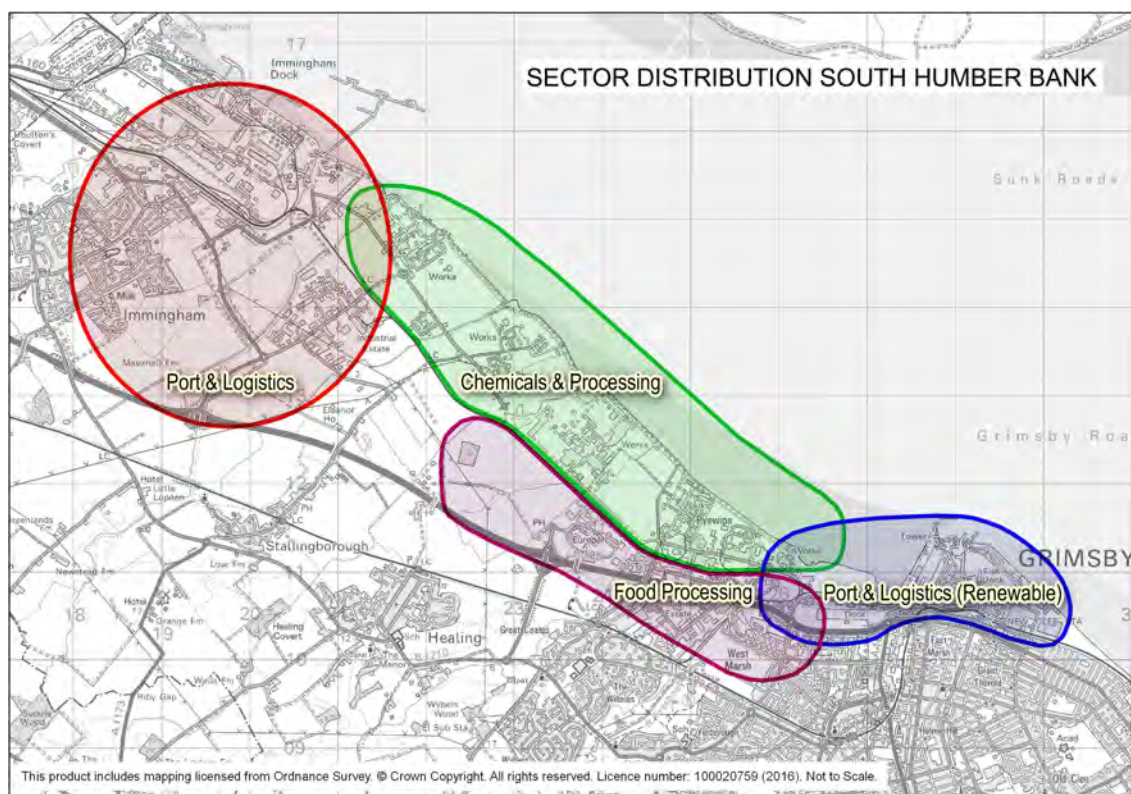


Figure 12.1 Sector distribution, South Humber Bank

## Renewables and Energy

**12.17** The Port of Grimsby is now firmly established as the base of the offshore O&M operations servicing the windfarm developments within the North Sea. Recent investment in the Port by major companies including Dong, Centrica, Siemens, and Eon are expected to continue as the operations offshore continue to grow. An Enterprise Zone has been declared within the Port of Grimsby specifically to support the growing renewables sector.

**12.18** The significant complementary activities by both ABLE UK (Killingholme) and Siemens (Hull) are anticipated to generate requirements within the overall supply chain, specifically in manufacturing and support operations. Enquiries from such companies are growing. Office,

workshops and warehouse and storage facilities are widely anticipated to be required, either close to or within the Port of Grimsby.

**12.19** Another significant area of growth is the development of energy plants, including operations generating power through biomass processing, and waste. This activity sites primarily within the Chemicals and Processing Cluster identified in Figure 12.1 'Sector distribution, South Humber Bank'.

## Chemical and Process Industries

**12.20** Operators within this sector are primarily large space occupiers, requiring significant levels of on-site infrastructure, such as pipelines, and extraction plants. Consequently, these operators tend to have relatively low job densities.

**12.21** Due to the nature of the processes, a number of industrial plants hold large tracts of land which serves both as a buffer to protect the operations from inappropriate neighbouring uses, and provides potential areas for expansion should the need arise. Due to the nature of these industries, expansion proposals are difficult to predict. It is therefore important to ensure the Plan is sufficiently flexible to accommodate these needs when they arise.

### Food Processing

**12.22** By virtue of its long association with the Port of Grimsby, the food processing sector tends to be clustered around the older industrial areas of Grimsby. A more recent trend has seen significant food producers clustering at Europarc in response to a demand for a 'clean' environment, good accessibility and better locational image/perception. The *Commercial Property*

*Market Assessment* (2014) identified a specific requirement to provide appropriate quality food grade accommodation as opportunities to find appropriate previously used accommodation are now in short supply.

**12.23** The Humber LEP, together with the Council have recently signed a Memorandum of Understanding (MOU) with the Malaysian Government, who are seeking to establish a UK base for food production. The MOU commits all parties to securing a location for a food business park, anticipated to be up to 80ha.

### Visitor Economy and Retail

**12.24** The accommodation requirements in relation to this sector are associated with the town centre and resort areas, and are therefore considered further in Section 14 'Building the places we need'.

## Employment allocations

**12.25** To ensure that appropriate land is identified which meets the needs set out in Policy 1 'Employment land supply', the sites listed in Table 12.1 'Employment allocations' have been identified.

### Policy 7

#### Employment allocations

1. The following employment sites, as identified on the Policies Maps, are allocated for employment development, use classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution).



	Allocation reference/ Settlement (ELR ref)	Site location	Enterprise/ Habitat mitigation zone	Gross site area (expected delivery in plan period)	Indicative sector
Strategic sites	ELR001 Immingham	Kings Road	Imm-Port Enterprise Zone/Habitat mitigation zone	21.6ha	Ports and logistics
	ELR016 a&b Stallingborough	Stallingborough Interchange <sup>(40)</sup>	ELR016a - Stallingborough Enterprise Zone	20ha <sup>(41)</sup>	Ports and logistics
	ELR027 Immingham	Land east of Queens Road	Queens Road Enterprise Zone/Habitat mitigation zone	15ha	Ports and logistics
	ELR015 a&b Grimsby	Great Coates Business Park, Moody Lane	Humber Gate Enterprise Zone/Habitat mitigation zone	22.6ha	Chemicals and process industries
	ELR008 a-e Grimsby	Europarc Phase III	Habitat mitigation zone	14.9ha	Food processing
	ELR011 Grimsby	Europarc Phase IV	Habitat mitigation zone	15ha <sup>(42)</sup>	Food procession
	ELR020 Stallingborough	RWE/Helios Site, Hobson Way	Habitat mitigation zone	19.5ha	Renewables and energy
	ELR019 Stallingborough	Abengoa Site, Hobson Way	Hobson Way Enterprise Zone/Habitat mitigation zone	20ha <sup>(43)</sup>	Renewables and energy
General needs	ELR010 Humberston	Altyre Way (Hewitts Circus Business Park)	-	2.49ha <sup>(44)</sup>	Mixed
	ELR007 Immingham	Land at Hall Park Way	-	1.21ha	Mixed

41 Total area 64ha, of which 20ha expected to be delivered within the plan period. The ELR016b site has been reduced in area from that identified in the *Employment Land Review*.

40 Site known to include features of specific archaeological value.

42 Total 80ha of which 15ha expected to be delivered over the plan period.

43 Total 31.7ha of which 20ha expected to be delivered over the plan period.

44 Office scheme currently under construction, application DM/107/14/FUL.

	Allocation reference/ Settlement (ELR ref)	Site location	Enterprise/ Habitat mitigation zone	Gross site area (expected delivery in plan period)	Indicative sector
	ELR022 Stallingborough	Plot Q, Kiln Lane	Habitat mitigation zone	2.11ha <sup>(45)</sup>	Renewables and energy
	ELR024 Grimsby	Estate Road 1	Habitat mitigation zone	2.3ha	Mixed
	ELR036 Grimsby	Land at Westgate Park, Armstrong Street	-	0.61ha	Mixed
	ELR037 Immingham	Land to rear of Marlin House	-	1.1ha	Mixed
Port specific	ELR003 Stallingborough	Land south of Kiln Lane	Habitat mitigation zone	16.9ha	Ports and logistics
	ELR005 Grimsby	Former Huntsman Tioxide Site, Moody Lane <sup>(46)</sup>	Moody Lane Enterprise Zone/Habitat mitigation zone	25ha <sup>(47)</sup>	Ports and logistics
Land reserved for long-term business expansion	ELR021 Grimsby	Novartis, Moody Lane	Habitat mitigation zone	56ha	Chemicals and process
	ELR025 a-e Stallingborough	Cristal, Laporte Road	Habitat mitigation zone	122ha	-
	ELR039 a&b Stallingborough	BOC	Habitat mitigation zone	-	-

Table 12.1 Employment allocations

2. Sites ELR016a and ELR016b have been identified as having high potential to support SPA/Ramsar birds and proposals will need to be supported by an assessment for these species. This assessment should incorporate a suitable level of data collection and/or bird surveying to determine the individual and cumulative importance of the site for SPA/Ramsar species. Where the assessment identifies the potential for adverse effects resulting from the off-site habitat loss and/or disturbance, appropriate and timely measures must be taken to mitigate such impacts. Such mitigation is likely to be in the form of alternative habitat managed specifically for the affected bird species and/or contributions towards the provision of strategic mitigation sites. Any strategic mitigation provision must be additional to that provided through

45 Renewable energy plant under construction, application DM/0848/14/FUL.

47 Total 39.5ha of which 25ha expected to be delivered over the plan period.

46 A section of the former Huntsman Tioxide site has been identified as a LWS.

the South Humber Bank Strategic Mitigation which only mitigates for sites within the South Humber Bank Mitigation Zone. All such measures must be in place and operational prior to the relevant impact(s), and must be maintained for the duration of the impact(s).

### Operational Port areas

3. Within the operation port areas identified on the Policies Map development proposals for port related use will be supported and, where appropriate, approved by the Council if the submitted scheme accords with the development plan as a whole and subject to the ability to satisfy the requirements of the *Habitats Regulations*.<sup>(48)</sup>
4. Within the Port of Grimsby a diversification of uses will be supported where it is proposed on land identified as surplus to port requirements, and the proposed use can be shown to be in accordance with the development plan as a whole, and would not conflict with port operations.

### Land reserved for long-term business expansion

5. Land reserved for long-term business expansion, as identified on the Policies Map will be safeguarded for future employment development within use classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution).

## Justification

**12.26** The justification for the site selection process is detailed in the *Employment Land Technical Paper* which provides commentary on the availability, suitability and deliverability assessments that have been undertaken. The assessment identified a number of developable sites which, together exceed the land requirement identified in Policy 1'Employment land supply'. Importantly, it also highlighted the clustering benefits and operational requirements of particular business sectors in the Borough. For example, it would be impractical for a food processing operation to locate on the same site, or in the vicinity, of a chemical/processing plant. In view of the need to ensure there is a choice of sites available during the plan period, all sites

considered developable are allocated, and an indicative sector attributed to each site as a guide to investors/applicants of the most suitable uses.

**12.27** In addition to particular locational and sector considerations, the Council has also considered the need to provide for different scales of development. A portfolio of sites has, therefore, been identified in Policy 7'Employment allocations' to accommodate the full range of business sizes from major international companies to small, locally based Small and Medium-sized Enterprise (SME) operations. These sites have been categorised as follows.

### Strategic sites

**12.28** Strategic sites are large-scale, principally estuary wide sites identified to meet demands arising from large-scale operations and major

48 The extent of the operational port areas of Immingham and Grimsby ports extends beyond the jurisdiction of North East Lincolnshire Council, the Policies Map identifies only land within the control of North East Lincolnshire Council.

investment opportunities from all sectors. They are therefore intended to serve a long-term strategic function, which may see delivery beyond the current plan period. Some strategic sites are designated Enterprise Zones, where additional incentives are available to attract investment. Early development of sites within the designated Enterprise Zones is anticipated.

**12.29** Given their long-term and strategic function, it is anticipated that some strategic sites will not be fully developed within the plan period. On these sites the amount of land that is expected to be brought forward over the plan period is identified in Table 12.1 'Employment allocations'. This quantum is derived from the proposed delivery strategy identified within SHIP as set out in the *Employment Land Technical Paper* and *South Humber Industrial Investment Summary Paper*.

**12.30** However, if development progresses faster than envisaged, or a major scheme requiring a significant land take were to be progressed, the Council would support the development of a greater proportion of the site provided the proposal is contained within the site boundary identified on the Policies Map, and accords with other policies within this Plan.

### General needs

**12.31** General needs sites are considered appropriate for meeting general demand within the local economy. Development of such sites is largely anticipated by smaller scale SME operations.

### Port specific

**12.32** The Port operator, ABP, has secured land outside of the Operational Port Area in order to accommodate increasing demand generated by port activities within the Ports and Logistics sector at both Immingham and Grimsby. These sites are allocated specifically to support the long-term development of the ports.

**12.33** Over the plan period, it is anticipated that some parts of the current operational port area will become surplus to port requirements. This is largely anticipated to be in the area to the east of the Royal Dock. In such circumstances the Council will support a diversification of use which takes advantage of the dockside location provided that the change of use would not conflict with port operations.

### Land reserved for long-term business expansion

**12.34** The nature of the chemical and process sectors is such that large tracts of land are held primarily as buffer zones to avoid unnecessary disturbance to neighbours, or the company in the event of a major incident. However, the companies involved have also indicated long-term interests in developing land to meet company-specific requirements. Given the difficulty of predicting the timing of such requirements (company investment decisions are often taken in an international context, and often require a quick response), the Plan identifies these sites and provides flexibility to accommodate sector-specific requirements.

**12.35** The allocation of land 'Reserved for long-term business expansion' identified in Policy 7 'Employment allocations' and on the Policies Map operates as a safeguarding measure for land in specific company ownership to enable future development/expansion of their operations. These sites are not required to meet future general market needs.

### Impacts on Natura 2000 site

**12.36** Any proposed employment uses that give rise to emissions to air will be required to demonstrate they have had regard to the requirements of the Habitats Regulations, in relation to their effect on the integrity of the Humber Estuary SAC, SPA and Ramsar site, alone or in combination with other existing or planned sources of air pollution. Planning consent will not be granted until such assessment concludes that there will be no adverse effects on

the integrity of the SAC, SPA and Ramsar site, either alone or in combination with other plans or projects.

**12.37** Sites that are located within the South Humber Bank Mitigation Zone will need to be progressed in accordance with the provisions set out in Policy 9'Habitat Mitigation - South Humber Bank'. All sites located outside of the mitigation zone have been assessed through the Local Plan's *Habitat Regulations Assessment Report* (updated December 2016) to determine their likely importance for SPA birds. ELR016a and ELR016b are identified as having high potential to support these qualifying bird species. All other sites were found to have either a low or negligible potential.

**12.38** ELR016a and ELR016b are located immediately to the south of the South Humber Bank Mitigation Zone. The South Humber Bank areas has been subjected to extensive survey

effort and therefore a wealth of data exists regarding the distribution and relative importance of specific locations for SPA birds in this area. The data review conducted as part of the Habitat Regulations Assessment (HRA) for the Local Plan concludes that, despite numerous bird records from within and adjacent to these allocations, numbers of SPA birds considered significant at the Humber Estuary population level (i.e. at least on percent of the Humber population) have not been recorded.

**12.39** Whilst these employment sites are unlikely to represent an important resource for SPA birds at the Humber Estuary SPA/Ramsar population scale, SPA birds have been recorded utilising the sites. In view of this, and the habitat features that the sites possess, further site assessment is required to ensure the integrity of the Humber SPA/Ramsar will not be adversely affected as a result of development.

Policy 7'Employment allocations' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 18 to 22
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Commercial Property Market Assessment</i> (2014)</li> <li>• <i>Employment Land Review</i> (2014)</li> <li>• <i>Employment Land Technical Paper</i> (2015)</li> <li>• <i>North East Lincolnshire Economic Baseline Report</i> (2014)</li> <li>• <i>North East Lincolnshire Economic Futures Report</i> (2014)</li> <li>• <i>South Humber Industrial Investment Programme Technical Summary Paper</i> (2015)</li> </ul>

Table 12.2 Policy relationships

## Existing employment areas

**12.40** In addition to undeveloped land allocated for employment uses, there are other existing employment areas identified on the Policies Map. These areas are home to many successful

businesses that contribute to North East Lincolnshire's economy. There will inevitably be a degree of change within these areas over the plan period as businesses form, expand, contract and close. This is a normal process and the Plan accommodates this.

### Policy 8

#### Existing employment areas

1. Existing employment areas are identified on the Policies Map and will be safeguarded for employment uses. Proposals which promote development or reuse of vacant sites located within existing employment areas for employment use will be supported subject to other relevant policies in the Plan.
2. Proposals for the development of non-employment uses on existing employment sites will be permitted where:
  - A. there is evidence to show that the site/building has reached the end of its useful economic life by:
    - i. demonstrating that there is no demand for the reuse of the building/site, following a minimum period of 12 months marketing for the existing use with a recognised commercial agent at a reasonable price reflecting typical local land values;
    - ii. demonstrating that the physical adaption or reuse of the building is uneconomic in commercial terms; and,
  - B. the non-employment use would be compatible with the operations of existing employment uses nearby.

#### Justification

**12.41** Policy 8'Existing employment areas' safeguards existing employment sites for employment uses. This approach provides support for existing business sectors that have established in the Borough. It recognises that businesses may need to expand over the plan period, depending on market conditions and working practices.

**12.42** Policy 8'Existing employment areas' also recognises that market conditions may see certain employment sites fall out of employment use. The former Birds Eye factory site in Ladysmith Road, Grimsby is one such example. There is no justification for safeguarding sites in the long-term where there is no prospect of future employment use. Such an approach is considered to be unsustainable. To promote speedy regeneration, the Policy allows for development of non-employment uses subject to specific criteria being met. These criteria relate to evidence



confirming there is no reasonable prospect of re-establishing employment use; and checks to ensure that the proposed new use is acceptable, and will not compromise the existing employment uses in the area.

**12.43** The Council acknowledges that it would be wrong to require redundant premises to be held vacant for a long time in the vain hope that they may be reoccupied. However, there needs to be a period in which the market is tested to see

if it is genuinely redundant. The Council considers that a 12 month period is appropriate and consistent with the principles set out in the NPPF which allows for market signals to be taken into account whilst avoiding undue long-term protection of sites.

**12.44** The existing employment areas are set out in Table 12.3 'Existing employment areas' and identified on the Policies Map.

Existing employment areas	
Settlement	Site location/description
Immingham	Manby Road Industrial Estate
Stallingborough	Kiln Lane Industrial Estate
Grimsby	Europarc
Grimsby	Europa Park
Grimsby	Great Grimsby Business Park
Grimsby	Acorn Business Park
Grimsby	South Humberside Industrial Estate
Grimsby	Birchin Way Industrial Estate
Grimsby	Ladysmith Road
Humberston	Wilton Road Industrial Estate
Humberston	Hewitts Circus Business Park

Table 12.3 Existing employment areas

Policy 8 'Existing employment areas' relationship to:	Links to:
National Planning Policy Framework	Paragraph 22
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Employment Land Review (2014)</i></li> </ul>

Table 12.4 Policy relationships

## South Humber Bank habitat mitigation

**12.45** The Humber Estuary is designated as a Special Area of Conservation (SAC) and Special Protection Area (SPA) under the European Habitats Directive. The *Conservation of Habitats and Species Regulations 2010* (the Habitats Regulations) require consideration of the designations as well as consideration of the wetland as being of international importance under the Ramsar Convention.

**12.46** Specifically, it requires that an 'Appropriate Assessment' is undertaken to understand the implications of the site, and that, where for reasons of 'overriding public interest', (which include issues that are social or economic in nature), proposals for development are put forward that will have a negative impact upon the integrity of the designation, any necessary compensatory provisions are secured.

**12.47** As development of the South Humber Bank has proceeded, concerns have been raised about the importance of the agricultural land. Several bird species that use the South Humber Bank for roosting and feeding are recognised as important features of sites of European and International conservation importance<sup>(49)</sup>. These designations afford legal and policy protection to the Estuary. Development is not acceptable in the context of the *Conservation of Habitats and Species Regulations 2010* (SI No 490), unless mitigation to address potential effects can be delivered.

**12.48** Bird survey work undertaken between 2006 and 2011, has provided a good understanding of the nature and scale of the issue. This established the importance and function of the South Humber Bank to species such as Curlew, Golden Plover and Lapwing; and provided the basic justification for considering a mitigation strategy.

**12.49** A South Humber Bank Ecology Group was formed, made up of representatives from the unitary authorities of North and North East Lincolnshire, nature conservation bodies and industry representatives. A Memorandum of Understanding was signed in 2010 between the unitary authorities and conservation bodies, which committed all to delivering a strategic mitigation solution.

**12.50** Work progressed on providing strategic mitigation which would deliver sufficient land to provide adequate habitat for birds whilst allowing for the full economic development of the remaining land to be realised. The approach is considered to be the most effective way of meeting the requirements of the Habitats Regulations and reducing the risk of one development creating problems for others. An *Initial South Humber Gateway SPA Delivery Plan* (August 2010) was agreed between the local authorities, Natural England, RSPB, Lincolnshire Wildlife Trust and the Environment Agency. This set out a number of initial mitigation principles and provided the basis for exploring mitigation sites options.

**12.51** Within North East Lincolnshire, the patchwork of existing industrial uses and patterns of existing bird usage raised particular difficulties and considerations. A site options assessment was undertaken, and an 'Agreed Area of Search' identified, within which it was agreed the mitigation could be provided. Further detailed consideration of specific sites based upon the Area of Search resulted in an 'initial Preferred Approach' being identified.

**12.52** The *Initial South Humber Gateway SPA Delivery Plan* was reviewed in 2014 to reflect the latest position regarding mitigation proposals. This culminated in the production of the *South Humber Gateway Mitigation Strategy* (2015).

**12.53** Subsequent discussions with landowners and environmental agencies have focused upon the delivery and management of the strategic

49 The Humber Special Protection Areas (SPA) and Ramsar Site.

mitigation sites and have refined the boundaries of individual sites<sup>(50)</sup>. Details of the delivery strategy are set out in the *South Humber Bank Strategic Mitigation Delivery Options* (2015). The final total gross area to be safeguarded and delivered as mitigation equates to circa 120ha. Figure 12.2 Habitat mitigation, South

Humber Bank' identifies the mitigation land that has currently been identified, and is also shown on the Policies Map. An area of complimentary grassland is also protected, shown on the plan below. The land adjacent to Old Fleet Drain is protected as part of the Great Coates Business Park Site (ELR015 a&b).

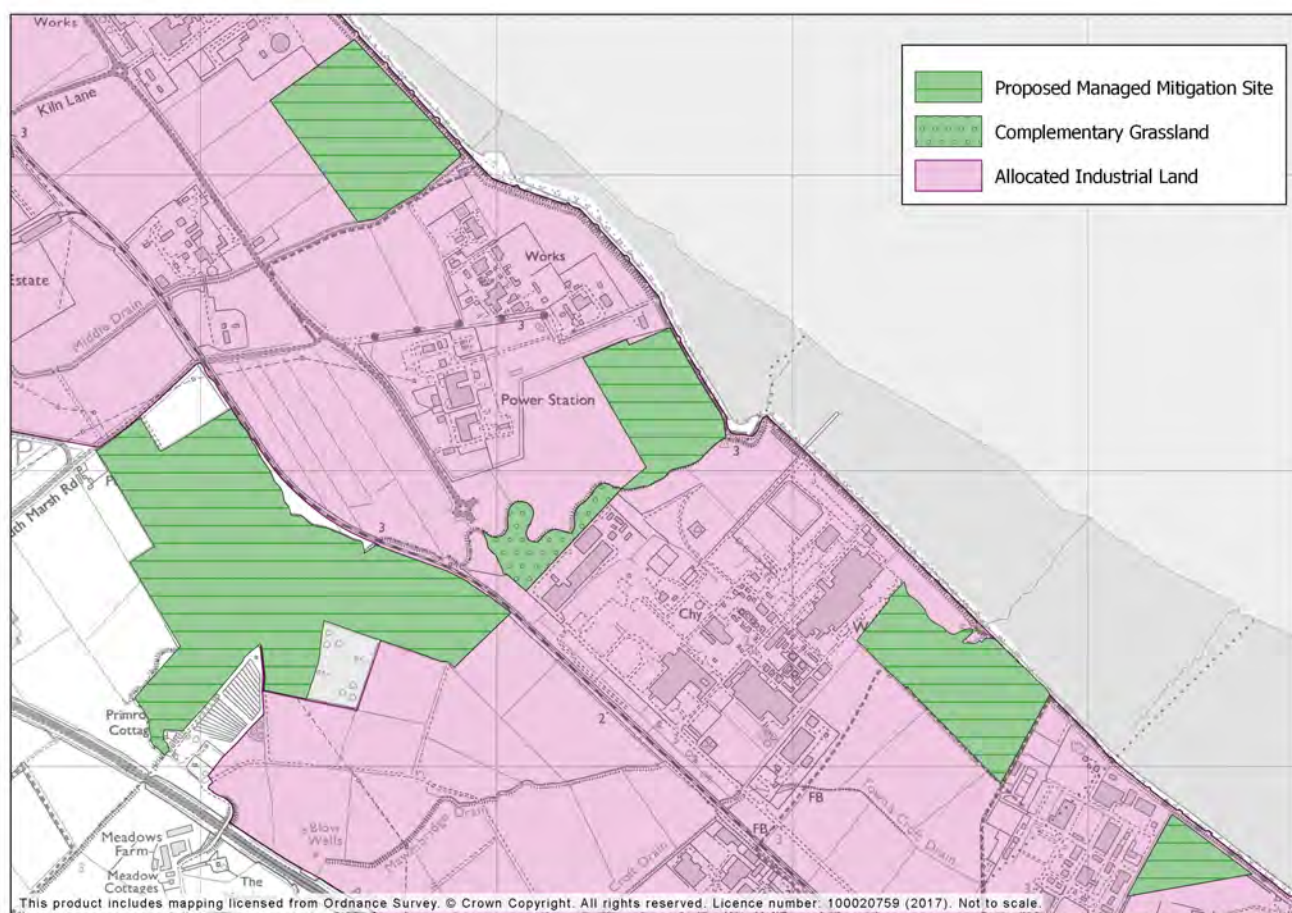


Figure 12.2 Habitat mitigation, South Humber Bank

50 As final details are confirmed there are likely to be some final adjustments to site boundaries.

## Policy 9

### Habitat Mitigation - South Humber Bank

1. Within the Mitigation Zone identified on the Policies Map, proposals which adversely affect the Humber Estuary SPA/Ramsar site due to the loss of functionally linked land will normally be required to provide their own mitigation in order to comply with the requirements of the Habitats Regulations.
2. The Strategic Mitigation sites, circa 120ha, identified on the Policies Map, represent those sites which have been identified to deliver appropriate mitigation which will address the adverse impacts of development within the Mitigation Zone at a strategic level. The identified Mitigation Sites will be safeguarded against development, and appropriate habitat will be delivered and managed on these sites in accordance with the *North East Lincolnshire South Humber Gateway Ecological Mitigation Delivery Plan*.
3. Development proposals on greenfield land<sup>(51)</sup> within the Mitigation Zone will be required to make contributions towards the provision and management of the mitigation sites identified on the Policies Map. Where landowners have contributed to the implementation strategy through the donation of land, the required contribution will be reduced by an equivalent value.
4. The Council will secure such contributions, based on a proportional approach relating to the site area. The formula for the calculation of the relevant contribution is as follows:

$$\text{Contribution (£)} = \text{SA} \times (\text{£MC/ha})^{(52)}$$

The Mitigation Contribution (£MC/ha) will be £11,580/ha. This contribution is not index linked.

The Contribution shall be paid when development commences on site, or through agreement with the Council where a phase approach to delivery is accepted by the Council.

5. All other planning requirement will also be expected to be met.
6. On an exceptional basis independent alternative mitigation proposals will be considered on sites within the identified Mitigation Zone. Proposals should be supported by evidence that demonstrates that the alternative mitigation contributes to the overall mitigation strategy and ensures that the development avoids adverse effects on the integrity of the SPA/Ramsar site, alone or in combination. It will be a requirement of any planning consent that mitigation is implemented prior to the commencement of development.

51 Exceptionally brownfield sites may be required to contribute if evidence identifies that SPA/Ramsar birds have been using the site in significant numbers.

52 Where: A = Gross site area of the development proposal, £MC/ha = Mitigation Contribution, per ha (TC/TL), TC = Total Cost of the Strategic Mitigation Scheme (for clarity including all land acquisitions and leases, costs of works, associated fees and maintenance costs), TL = Total area of the Land included in the Strategic Mitigation Scheme.



## Justification

**12.54** The Council has worked hard over many years together with North Lincolnshire Council, nature conservation bodies and industry representatives, to develop a strategic approach that will identify and safeguard land to ensure that the integrity of the Humber Estuary Natura 2000 sites is maintained. After lengthy discussion and negotiation with landowners, industry and key conservation bodies a strategic solution has been identified.

**12.55** The approach has significant benefits for landowners/developers of sites along the South Humber Bank who seek to bring forward proposals which support the economic growth aspirations for the area, and for the birds for whom the mitigation land is provided. The identification of strategic site means that the land lost from development is minimised, is optimally sited to maximise the potential for bird use and, most importantly, provides certainty across all interests that the integrity of the Humber Estuary Natura 2000 sites has been addressed and resolved. This is considered to be an exemplar approach to delivering mitigation on a strategic basis.

**12.56** The Council has recognised that early implementation of the mitigation is vital to ensure that economic development is not delayed. Funding has been secured from the Greater Lincolnshire LEP and from the Council which will enable the early implementation of the scheme, which will then permit economic growth to be realised over the plan period<sup>(53)</sup>. The Council will, through delivery of the mitigation sites, ensure that sufficient mitigation land is always in place to

support the development of employment sites. This approach will ensure the balance of mitigation land to developed sites on the South Humber Bank always remains effectively 'in credit'. Policy 9'Habitat Mitigation - South Humber Bank' does include a mechanism to recover costs from developers via contributions to support delivery of the mitigation and importantly support the future management of the habitat provided.

**12.57** Arrangements for the ownership and management of the mitigation areas must be secured for the lifetime of the development plan. Beyond this period, it is expected that impacts (loss of functionally linked land) will remain, and that ongoing long term management of the mitigation areas will continue to be required and must be secured. If these areas cannot be secured then sufficient alternative mitigation areas will be needed to address the impacts. This alternative mitigation will be in place and functional prior to the loss of the existing mitigation areas. Until the alternative mitigation is secured and delivered, the Council will need to identify whether there is sufficient mitigation capacity to allow further developments to be consented, in accordance with ensuring that the mitigation balance sheet remains 'in credit'.

**12.58** The Council has recognised that developers may consider an alternative approach; whilst the Policy allows for the possibility and includes wording to address all possible eventualities, in practice it would be very challenging to deliver. Participation in the scheme of strategic mitigation will be the preferred approach and is therefore recommended.

Policy 9'Habitat Mitigation - South Humber Bank' relationship to:	Links to:
National Planning Policy Framework	Paragraph 118
Local Plan Strategic Objectives	SO3, SO5 and SO6

53 South Humber Industrial Investment Programme (2015).

Policy 9'Habitat Mitigation - South Humber Bank' relationship to:	Links to:
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>South Humber Gateway Mitigation Strategy</i> (2015)</li> <li>• <i>South Humber Gateway Mitigation Delivery Options</i> (2015)</li> <li>• <i>South Humber Industrial Investment Programme</i> (2015)</li> </ul>

Table 12.5 Policy relationships

## Office development

**12.59** The *Economic Futures Report* (2014) indicates that there is likely to be growing demand for office accommodation (Use Class B1) in North East Lincolnshire, particularly for business-to-business services. However, the range and choice of office accommodation is currently somewhat limited, and is concentrated mostly in Grimsby town centre, at Laceby Business Park and at Europarc III. A positive approach to providing new office development is required.

**12.60** Offices make an important contribution to the vitality and viability of town centres. The people who work in offices in or near a town centre often shop there and use its other services, facilities and amenities too. Retaining and developing office accommodation in and around town centres can, therefore assist significantly in maintaining their economic and social 'health' and their physical fabric, and supporting regeneration where necessary. By contributing to the spatial

concentration of a range of complementary uses, the presence of offices can encourage linked trips to the town centre, helping to minimise the number of journeys being made overall and supporting the efficient provision of public transport services (which, put simply, work best when trips are focused, rather than dispersed). Businesses operating within the professional and financial services sectors may find town centre locations particularly beneficial, but a good town centre can also provide a supportive environment for most types of office and the people who work in them.

**12.61** Against that background, it is recognised that in seeking modern office accommodation with good accessibility, operators have often looked to more peripheral locations, such as at Europarc, where provision can sometimes more easily be made for buildings that meet current specifications and have large areas of car parking associated. The *Economic Futures Report* suggests that 3.2ha of land will be required to accommodate further office growth and some of this may need to be in appropriately located sites outside the town centres.

## Policy 10

### Office development

1. Provision of office accommodation will be encouraged within the defined town centres, as identified on the Policies Map.
2. Outside town centre boundaries, developments that include more than 500m<sup>2</sup> of floorspace for B1(a) office use will only be permitted when:
  - A. a sequential test shows that there are no sites suitable to accommodate the proposed development within the town centre or on the edge of the town centre; and,
  - B. an impact text demonstrates that the proposal:
    - i. will not compromise existing, committed or planned investment in the town centre; and,
    - ii. will not have an adverse impact upon the vitality and viability of the town centre through loss of anticipated expenditure up to five years from the date of the application, or for major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.
  - C. Developments that include office B1(a) uses that are ancillary to a B2 or B8 operation will be permitted provided that:
    - i. the B1(a) element of the proposed scheme is a necessary part of the B2 or B8 operation; and,
    - ii. the floorspace provided for the B1(a) element comprises no more than 10% of the total floorspace of the B2 or B8 operation; and,
    - iii. where possible, the B1(a) element is physically integrated into the fabric of the building that accommodates the B2 or B8 use.

### Justification

**12.62** The Council will apply a 'town centre first' approach in relation to B1(a) office accommodation. This will ensure that the town centres maintain their vitality and viability and that aspirations for them to fulfil their identified role in the retail hierarchy are achieved. Proposals to develop office (B1(a)) accommodation in and immediately around the defined town centres -

whether through the conversion or refurbishment of existing buildings or through the construction of new ones - will generally be supported by the Council. Conversely, a more restrictive approach will be applied when considering proposals for the development of office accommodation outside the town centres.

**12.63** This approach is advocated in the NPPF, in which it is recommended that proposals to develop office accommodation above a specified size (floorspace) threshold outside town and city centres should be permitted only if impact and sequential-location tests can be satisfied. The floorspace threshold referred to in the NPPF is 2,500m<sup>2</sup> but, in the local context, it is considered that developments below that size may have an adverse impact upon town centre vitality and viability: consequently, a lower floorspace threshold is considered appropriate for North East Lincolnshire. A 500m<sup>2</sup> threshold is considered to be appropriate to the local market conditions. Most

office provision delivered in the Borough is developed as an ancillary element of larger scale B2/B8 developments, or falls below the 500m<sup>2</sup> threshold. Proposals above this threshold are expected to apply a town centre first approach.

**12.64** Policy 10'Office development' recognises that there is a need for some office provision which is ancillary to B2 and B8 uses. Currently this is mostly clustered along the South Humber Bank. Policy 10'Office development' acknowledges the nature of these uses and make suitable provision to accommodate future growth.

Policy 10'Office development' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 23, Annex 2
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Economic Futures Report</i> (2014)</li> </ul>

Table 12.6 Policy relationships

## Skills and training

**12.65** If local people are to benefit fully from future employment growth it is vital that they have the skills to match the opportunities. This is a key element of the *North East Lincolnshire Economic Strategy* (2015).

**12.66** Whilst academic institutions are yielding improving results, at a general level, the low level of skills within the workforce is identified as a key issue. The *North East Lincolnshire Sector Study* (2014) identified that a number of the key employment sectors highlighted a lack of skills within the workforce as a key barrier to future growth. This related to both trade skills and higher levels of senior/professional skills.

**12.67** The *Sector Study* identified the following specific challenges:

1. relatively low qualification profile, leading to some skills shortages in the labour market.
  - a. specifically, there are higher levels of people with no qualifications (11.3%) than comparator areas, and a low proportion of the population with qualifications at NVQ Level 4 and above (20.2%) compared to other areas. Evidence suggests that this latter figure has improved since 2007, but the gap with the national average has not reduced.
2. a lack of senior managers leading to impacts including wage premiums and difficulties in recruiting senior staff.
  - a. within North East Lincolnshire there is a lower proportion of managers, directors, senior officials and

professional occupations than other areas (18.1%). Conversely, there is a higher proportion of people employed in elementary occupations and process, plant and machine operatives (27.8%). Average weekly wage levels for residents is £458.70, compared to £465 within Yorkshire and the Humber, and £508 nationally (NOMIS, Dec 2013).

3. the skills base is considered to be 'reasonably well matched to future employment growth sectors, despite a relatively high proportion of low skilled workers, low wages and a general pattern of 'brain drain'.
- a. the *National Employer Skills Survey* (2011) shows that 10% of businesses have a workplace vacancy. The UK Commission DOE Employment and Skills Survey shows that only 2% of businesses have found their vacancies hard to fill, which suggests capacity within the workforce. However, despite this, a higher share of businesses than

elsewhere (25%) have a skills gap in their workforce. This may reflect an underlying mismatch in skills demand relative to supply in some key industries and challenges in delivering training within business.

**12.68** Whilst it is not for the Plan specifically to address the local skills issue in terms of training provision, it can assist in recognising and accommodating the establishment and expansion of training and skills facilities such as the CATCH (Centre for Assessment of Technical Competence Humberside) at Stallingborough, the MODAL (multi-modal logistics) training centre at Immingham, and the potential development of a Humber National Offshore College.

**12.69** The Plan will also contribute indirectly. Providing attractive, good quality housing, cultural, retail and leisure opportunities all impact on the quality of life. Creating places and an overall environment that are attractive to local people and those who wish to relocate, is key to retaining skills.

## Policy 11

### Skills and training

1. The Council will support development proposals that relate directly to the development of local skills, and training opportunities, focusing on existing facilities and town centre locations.

### Justification

**12.70** Adult skills are key to supporting and developing the local economy and building a strong and resilient community in which residents want to stay and develop, people aspire to live and businesses are encouraged to invest. It is important that the local plan supports approaches that develop learning and skills levels ensuring

local people are equipped to access future jobs and investors have confidence that a suitable workforce is available to meet their needs.

**12.71** A *19+ Skills Strategy for North East Lincolnshire* has been developed in collaboration with local education, skills and training providers. The approach set out in Policy 11'Skills and training' is intended to support the priorities set out in this strategy and the overall aims of the

*North East Lincolnshire Economic Strategy.* In that context, developers of major developments will be encouraged to contribute to local employment development, skills and training, including:

1. making best efforts to employ local contractors, subcontractors, apprentices and trainees during construction; and,
2. where appropriate, developing and implementing a business orientated 'employment and skills plan' to develop skills.

Policy 11'Skills and training' relationship to:	Links to:
National Planning Policy Framework	Paragraph 33
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>North East Lincolnshire Sector Study</i> (2014)</li> <li>• <i>19+ Skills Strategy 2011-2013</i></li> <li>• <i>North East Lincolnshire Economic Strategy</i> (2013)</li> </ul>

Table 12.7 Policy relationships

## Visitor economy

**12.72** A sustainable visitor economy helps to create a vibrant and prosperous place. The visitor economy does not just include the economic activities generated by the people who visit the area for both business and leisure, but the necessary infrastructure that collectively make it a successful visitor destination. This includes:

1. the quality of the natural environment; the beach, country parks, wetlands and open spaces and the Lincolnshire Wolds;
2. the infrastructure; including transport facilities, (road and rail), parking, signage, public space, and a good range of visitor accommodation meeting business and family needs; and,
3. the services and cultural offer that caters for visitor needs (and local residents); restaurants, bars, leisure and cultural facilities and events.

**12.73** A sustainable visitor economy brings both direct and indirect economic benefits, but can also bring less obvious cultural and health benefits associated with active and socially engaging lifestyles, with a strong overlap with sport and recreation.

**12.74** The visitor economy brings both direct and indirect economic benefits, but can also bring less obvious cultural and health benefits associated with active and socially engaging lifestyles, with a strong overlap with sport and recreation.

**12.75** The visitor economy does, however, face a number of key challenges, including the need to:

1. compete with other centres and visitor destinations, particularly those that have a wider offer at both a regional and national scale;
2. improve the image and perception of the area;
3. develop and promote the current lack of year round and all-weather facilities and activities;

4. strengthen the non-retail, evening and family offer; and,
5. ensure the provision of good quality business and family accommodation, catering for a range of needs and budgets.

**12.76** The *STEAM Final Trend Report 2009-2013*<sup>(54)</sup> showed overall that there were 11,470,000 visitor trips of all types in 2013 within North East Lincolnshire, which boosted the local economy by £493m overall. The sector employs 4,558 people directly, making it the largest employer of all the key sectors. Evidence suggests that since 2009, overall visitor numbers and income generated have been on an upward trend, following the general trend of growth within the visitor economy nationally. However, the competitive nature of the sector is such that continued investment is required in order that market share is maintained and enhanced.

**12.77** The Plan must support developments that broaden the appeal to visitors, caters for their needs, and presents an attractive environment. Current attractions within the area are primarily focused in Cleethorpes, but also include the Fishing Heritage Centre, the Auditorium, Freshney Place Shopping Centre and Leisure Centre in Grimsby and Waltham Windmill. In addition, the Lincolnshire Wolds AONB is partially located within the Borough, but extends further south into East and West Lindsey. Business visitors are also particularly important to the local visitor economy, as this underpins the seasonal flow and ensures year round income for local businesses.

**12.78** The Victorian seaside town of Cleethorpes is a key attraction for many visitors including those who visit on business, day visitors and holiday makers particularly during the summer months. The town offers a traditional seaside experience, focused on its beach stretching four and a half miles from the mainline railway station and pier at the northern end of the resort and immediately adjacent to the town centre, to the caravan and chalet parks supported by a range

of out-of-centre leisure and retail facilities in the south. However, like many Victorian seaside resorts, it suffers from a lack of investment in the physical fabric and public realm, and business is seasonal.

**12.79** Cleethorpes has a distinct and individual character that it is important to maintain and promote. Sea View Street offers an attractive area of niche retail activity, attractive to visitors and residents. Recently, major national chains have invested in hotel and restaurant/bar accommodation in both the resort and town centre areas (Premier Inn, Brewers Fayre, Costa Coffee, Weatherspoons). The recent refurbishment of 'The Pier' to create a central facility offering a range of eating and drinking outlets as well as a Ballroom/Conference facility, which hosts major events, is a good example of a year round, all weather, visitor attraction. The Cleethorpes Pier was recently awarded 'Pier of the Year 2016' by the Pier Society. Its proximity to the town centre will enable opportunities for linked trips and its niche retail offer, particularly Sea View Street which provides a range of high-end niche products, sets Cleethorpes apart from other local visitor destinations. Opportunities to further integrate the town centre with the resort area by focusing on the town centre opportunity sites and investment in the public realm and Victorian building fabric will create an enhanced town centre environment and visitor destination for both visitors and residents alike. Improving the connectivity and providing an appropriate range of attractions where the town centre and resort areas converge will help sustain both the town centre and visitor economies.

**12.80** Increasing visitor and recreational activity can result in recreational pressure and potential disturbance affecting the Humber Special Area of Conservation (SCA), Special Protection Area (SPA) and Ramsar site (referred to collectively as Humber Natura 2000 sites). This has been identified as an issue in Natural England's *Site Improvement Plan for the Humber Estuary*. The

54 *STEAM Final Trend Report 2009-2013*, Global Tourism Solutions (2015).

Council is an active member of the Humber Nature Partnership, an organisation made up of statutory regulators, public sector, business sector and voluntary sector members and other Humber stakeholders. It works collectively to deliver sustainable management of the Humber Natura 2000 sites and specifically works upon:

1. delivery of the Humber Management Scheme;
2. providing ecological services to members of the partnership; and,
3. developing and implementing projects to meet the Humber Conservation Objectives.

**12.81** Visitor recreational activity is concentrated around the resort of Cleethorpes and to avoid the Humber Natura 2000 sites being adversely affected by an increase in visitor numbers appropriate management will be required. The Council will need to develop a mitigation strategy which considers potential impacts of development and incorporates improvements to visitor management as the visitor numbers increase, considering in particular the management suggestions set out in the *Footprint Ecology Desk Based Study on Recreation Disturbance to Birds on the Humber Estuary* (2010). This sets out recommendations to influence visitor flows and minimise disturbance, which includes, but is not limited to:

1. on and off-site education, highlighting the conservation importance of sites;
2. details of access points and parking, zoning etc.;
3. changing local by-laws to control access (particularly related to dogs), and zoning of particular activities through warden patrols and restricting access to parts of a site;

4. providing dedicated fenced dog exercise areas and alternative recreational facilities; and,
5. planning conditions on development in proximity to the SPA, relating to planting, screening, vehicle and pedestrian routing and access, to influence visitor flows and minimise disturbance.

**12.82** The Council is committed to a review of the *Cleethorpes Habitat Management Plan* by December 2018. This will examine the specific recreational and disturbance pressures and identify appropriate mitigation responses which will be delivered in advance of impacts and as part of an ongoing mitigation strategy from that point in time, in discussion with Natural England and RSPB, and final agreement with Natural England. The Plan will also include a framework for future monitoring of recreational impacts. In the interim, the Council will work with Natural England to review current management approaches; and will ensure that all applications for housing or tourism developments fully assess and mitigate for their recreational disturbance impacts, demonstrating compliance with the tests of the Habitats Regulations.

**12.83** The visitor economy is not just limited to activities within Cleethorpes. The *STEAM Report 2012* identified that a significant part of the visitor spend (£116m in 2012) was generated through shopping, recreation and food and drink expenditure within Grimsby. This spending underpins Grimsby's role as a sub-regional centre. However, in order for it to continue to maintain that role and attract visitors to it, further facilities will be required to be developed to overcome the challenges identified above. Opportunity sites which will assist with the development of the visitor economy in Grimsby are proposed in 'Vibrant town and local centres', as will the hosting of major events, such as the recently held World Sea Food Congress which attracted visitors from 17 different countries.

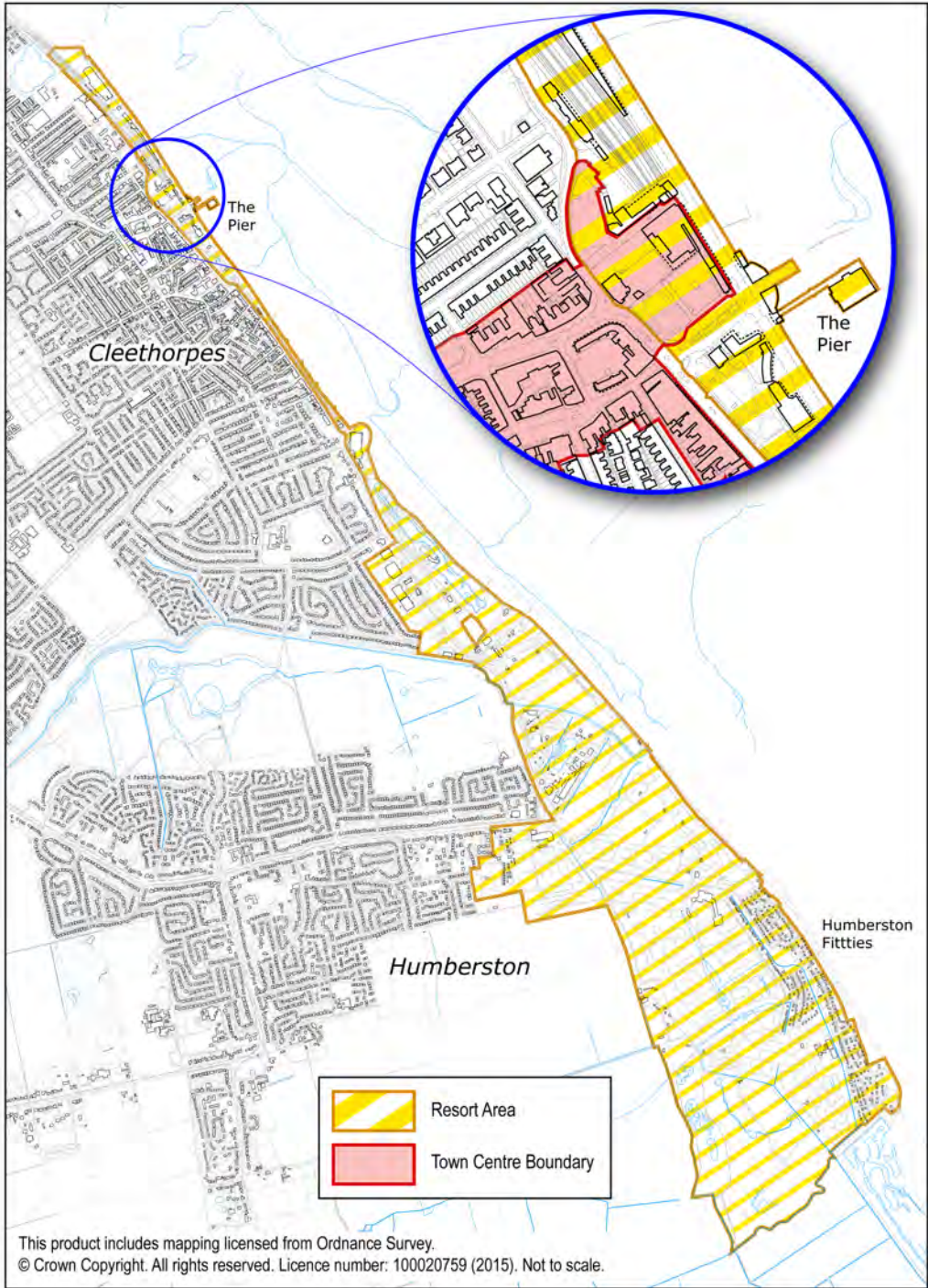


Figure 12.3 Cleethorpes resort area

**12.84** A Coastal Community Team (CCT) has been established and a *Coastal Community Plan* produced which outlines key projects contributing to specific aspects including, 'improving the night-time economy in Grimsby', and 'extending the tourism season of Cleethorpes'. The CCT has been formed by the Council and its private sector partner, Visitor Economy Services and retail Group (VESR). VESR has produced a three year strategy which is consistent with the Local Plan and the Council's *Economic Strategy* which will contribute to, and lead 'place marketing' through its recently created

DiscoverNEL brand. The aim of DiscoverNEL is to raise the profile of North East Lincolnshire as a location to Work, Stay and Play, supporting the increase in job opportunities and development of new homes. An ultimate aim of VESR is to become the destination management organisation to be able to apply for additional funding.

**12.85** The Plan can support such a strategy by ensuring appropriate provision is made in the key town centres, and that appropriate support is offered for the development of visitor attractions in other appropriate locations.

## Policy 12

### Tourism and visitor economy

1. The Council will support development that is consistent with the following principles:
  - A. safeguards, supports and enhances the growth of existing and new visitor, cultural and leisure attractions that are appropriate to their location, including the resort area and town centres;
  - B. supports the provision of a wide range of attractions within the town centres of Grimsby and Cleethorpes;
  - C. contributes towards the development of a year round all weather visitor economy;
  - D. enhances the provision of support facilities for visitors e.g. car parking, high quality accommodation, and signage;
  - E. promotes rural 'green tourism' facilities and supports rural diversification where appropriate;
  - F. safeguards and promotes local distinctiveness and cultural diversity;
  - G. maintains the high water quality and attraction of Cleethorpes beach;
  - H. maintains the integrity of the designated Humber Estuary Natura 2000 sites and features of interest associated with the Humber Estuary SSSI. Securing appropriate, effective and timely mitigation when necessary; including a commitment to further development of the *Cleethorpes Habitat Management Plan* to manage increasing recreational pressures and access to sensitive areas. Any mitigation or management measures will be implemented prior to impacts occurring;
  - I. protects and enhances places of historic character and appearance;

- J. protects and enhances sites of biodiversity and geodiversity importance; and,
  - K. raises the profile of the area at a regional and national scale, contributing to place marketing promoted through DiscoverNEL.
2. When developing within the AONB particular regard should be had to the criteria above and specifically the *Lincolnshire Wolds AONB Management Plan*.

Justification

**12.86** The approach seeks to optimise the area's tourism assets while protecting environmental resources that are fundamental to the tourist offer. It promotes development that would both broaden the tourism offer across the Borough, and support the long-term sustainability of the Cleethorpes resort. Tourist spending is at present, characterised by seasonality and dominated by day visitors. The challenge is to broaden the current offer to extend the season and extend visitor stays to maximise the contribution of tourism to the local economy.

**12.87** North East Lincolnshire's natural environment and ecology is also attractive to visitors and provides a different experience that complements that offered by the resort. This requires sensitive management. The Humber Estuary is designated as a Special Area of Conservation (SAC) and Special Protection Area (SPA) under the European Habitats Directive. The *Conservation of Habitats and Species Regulations 2010* (The Habitats Regulations) require

consideration of the designations as well as consideration of the wetland as being of international importance under the Ramsar Convention. An area of the sand dunes is also designated as a SSSI. The Council will apply a level of protection to these sites which is commensurate with their high level of protection and recognise specifically the reasons for their designation. Tourism and visitor development within the Lincolnshire Wolds Area of Outstanding Natural Beauty should respect the national designation of this area on the basis of its landscape quality and follow the approaches set out in the AONB Management Plan.

**12.88** The Council will actively support tourism and cultural development proposals, granting approval to developments which accord with Policy 12'Tourism and visitor economy', putting in place local development orders to promote development opportunities, e.g. Grant Street Cleethorpes, and pursue heritage grant funding and other appropriate funding bids when available.

Policy 12'Tourism and visitor economy' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 17, 23, 28, 70 and 126
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"><li>• <i>STEAM Final Trends Report 2009-2012</i></li><li>• <i>Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan (2013)</i></li></ul>

Table 12.8 Policy relationships



Building the economy we need

Building the homes we need



**Local Plan**  
North East Lincolnshire

Strategic Objective 'SO4 Housing' of the Plan seeks to ensure that new housing meets the needs and aspirations of the Borough's communities. The Council recognises that everyone should be given the opportunity to access a decent home, one which they can afford and is in a community where they want to live. The Plan is designed to contribute to achieving these objectives by planning for a sufficient quantity, quality and type of housing in the right locations, taking account of need and demand and seeking to improve choice.

This section of the Plan identifies the most appropriate sites to accommodate the new homes needed in the Borough and to ensure that, where available and viable, land is used efficiently by utilising previously developed land. The most sustainable locations with respect to accessibility have been identified wherever possible to allow new residents access to a full range of facilities.

Three major extensions to the urban area form strategic allocations that will make a substantial contribution to meeting the area's need for housing and Policy 14 'Development of strategic housing sites' identifies particular considerations and requirements for each site. The Council's expectations for delivering housing to address the needs of residents, particularly older people, travellers, those that live in rural areas and those that cannot currently afford their own place to live are also set out within policy.

## Provision of homes in North East Lincolnshire

### Meeting North East Lincolnshire's need to housing

**13.1** This section looks at how the level of new housing required (set out in Policy 2 'The housing requirement') will be delivered in North East Lincolnshire over the plan period. It outlines the

sources of future land supply to meet this need and specific sites which will be needed to facilitate the required level of development.

**13.2** Since the base date of the Council's housing modelling, 1,313 net additional homes have been added to North East Lincolnshire's housing stock. Table 13.1 'Housing requirement and delivery' outlines the remaining supply to be provided over the plan period, which equates to just over 8,400 homes to meet the Jobs-Led Baseline UR requirement.

Housing requirement and delivery	
Requirement, based upon delivering the Jobs-Led Baseline - UR forecast (1 April 2013 to 31 March 2032)	9,742
Net completions (1 April 2013 to 31 March 2017)	1,313
Remaining requirement to be met (1 April 2017 to 31 March 2032)	8,429

Table 13.1 Housing requirement and delivery

**13.3** Some development in the Borough is already committed and will continue to come forward from sites which have planning permission and which are under construction (as shown in

Table 13.2 'Sites under construction'). Further supply will be provided by the allocation of specific sites which will be expected to deliver new homes

during the plan period. It is also expected that there will be a significant contribution made to supply from small 'windfall' sites.<sup>(55)</sup>

Sites under construction			
Site reference	Settlement	Site location	Estimated units remaining (1 April 2017)
HOU062	Grimsby	Land to south of Cornwall Close, Diana Princess of Wales Hospital, Scartho	84
HOU076	Grimsby	Scartho Top	971
HOU316	Grimsby	Former Leaking Boot Public House, Grimsby Road and Suggitts Lane	21
HOU057	Cleethorpes	Winter Gardens, Kingsway	14
HOU004	Immingham	Land south west of Roval Drive ('Habrough Fields')	28
HOU092 and HOU147	Humberston	Land at and rear of 184 Humberston Avenue ('Keystone Development')	425
HOU125	Humberston	The Rose, Brooklyn Drive	18
HOU066	Laceby	Land north of nursing home, Butt Lane	30
HOU113	Waltham	Golf Course site, Cheapside	1
HOU101B	New Waltham	Humberston Park Golf Club ('Par 3')	94
HOU131	Bradley	Bradley Yard	12

Table 13.2 Sites under construction

**13.4** The Council has assessed historic windfall trends and found that the Urban Area and Western and Southern Arc provide a consistent source of small site windfall completions. This trend has been taken forward across the remainder of the plan period. The Estuary Zone and Rural Area completions achieved historically have been removed from the trend. It therefore presents a cautious windfall allowance meaning that further

supply from this source could be expected to be achieved over the plan period. The Urban Area and Western and Southern Arc provide significant opportunity for housing to come forward in small developments, arising mainly through the change of use and conversion of buildings which are currently in non-housing uses, and the opportunity to develop small infill sites.

55 Small windfall sites are sites of nine dwellings or less.

**13.5** There is also the potential for some major windfall sites<sup>(56)</sup> to come forward during the plan period, however, no allowance has been made for these in the Council's provision from windfall figure. Historic major windfall completions show that it is not a consistent source of supply. There are however a number of large sites with the potential to come forward for housing development during the plan period. This includes Council sites brought forward through further property and land rationalisation; potential residential development included as part of town centre mixed use development, identified within the town centre opportunity sites; and regeneration of the wider Freeman Street area. Options for the redevelopment of the Freeman Street area were still being appraised when this Plan was published.

**13.6** These predicted major windfalls have been reflected upon when assessing the likely demolitions which would result in a reduction in the stock of homes and which must therefore be addressed. Shoreline Housing has current plans for the demolition of the Freeman Street tower blocks and adjacent maisonettes, a total of 638

homes. The Plan recognises these and possible future small scale demolitions. On balance the contribution from major windfalls, including further council asset rationalisation, residential development as part of mixed use town centre development, possible residential development as an element of the regeneration of the Freeman Street area, and the possible reduction in empty Shoreline properties as a consequence of stock reduction and reinvestment, will offset the predicted demolitions.

**13.7** The Council is however, as set out in Section 8 'Future development requirements', committed to establishing a Plan that is capable of supporting the possible enhanced growth opportunities in the Borough and provide the opportunity to boost housing supply. Through the Plan, the Council is seeking to build upon the principles of sustainable planning and capture the benefits of growth locally. Consequently the Plan outlines a housing land supply which incorporates an effective buffer capable of supporting a rate of housing growth that aligns with the higher economic performance outlined in Jobs-Led Scenario 1 - UR. This equates to a housing land supply of at least 13,340.

Estimated supply and delivery to 2032		
Source of supply	Estimated delivery in plan period	Total capacity
Constructed 2013 - 31 March 2017	1,313	1,313
Committed sites	4,722	4,722
Allocations	6,507	8,211
Development Company sites	803	803
Small site windfall allowance	1,073	1,073
<b>Total</b>	<b>14,418</b>	<b>16,122</b>

Table 13.3 Estimated supply and delivery to 2032

56 Sites of 10 dwellings or more which were not expected to come forward.

**13.8** Table 13.3 'Estimated supply and delivery to 2032' summaries the total estimate supply identified and likely to be delivered in North East Lincolnshire over the plan period. It provides the estimated number of homes that could be delivered in the period to 2032, together with the estimated total capacity of the sites identified. A significant proportion of the future housing supply is already identified through outstanding planning permissions (included in committed sites). The overall supply is supplemented by additional sites which have been identified through the Council's property rationalisation process and are specifically being brought forward for housing development by the Council's Development Company.

**13.9** The Development Company is a wholly owned company that has been established to accelerate the delivery of high quality developments. It will bring forward housing development on a number of publicly owned sites that have been released through the property rationalisation programme. It is progressing these sites through a joint venture with a development partner procured through the Homes and Communities Agency Delivery Partner Panel 2 (DPP2).

**13.10** Table 13.4 'Housing allocations' focuses on identifying new allocations. It includes a list of specific sites, including their estimated delivery over the plan period, as well as the total capacity of the site. Because of the rate of development expected, some larger sites will not be completed within the plan period and will continue to provide housing supply into the next plan period. Should delivery rates increase, these sites have the potential to deliver additional supply within the plan period. The Council will continue to monitor the number of new homes delivered and the speed at which they come forward, to ensure that North East Lincolnshire maintains a sufficient supply of sites for new homes.

**13.11** The estimated delivery is based on past trends and housing delivery rates which could increase in the future as job opportunities come

online which will increase demand. Government initiatives such as the help to buy scheme and starter homes can help to further stimulate demand.

**13.12** The Council has provided further detail on the process involved in searching for and selecting appropriate and sustainable sites for allocation. This is available in the accompanying *Housing Technical Paper, Site Selection Report* and in the Council's *Sustainability Appraisal* documents.

**13.13** A range of issues were considered in the selection of sites for allocation. This includes:

1. the settlement hierarchy set out in Policy 3 'Settlement hierarchy';
2. the relative sustainability of sites, as assessed through the accompanying *Sustainability Appraisal*;
3. the availability of land;
4. the suitability of land, including access and environmental constraints;
5. ensuring that the use of brownfield land is maximised to bring forward wider regeneration benefits;
6. focusing development away from areas at risk of flooding, and in particular, ensuring that greenfield sites in Flood Zones 2 and 3 are not brought forward, except where the site can be developed avoiding the areas at higher flood risk;
7. market factors, notably viability and deliverability;
8. community aspirations for development, expressed through consultation with the community, and representative bodies including parish councils;

9. orientating growth more to the north of the Borough closer to employment opportunities; and,
10. infrastructure delivery.

**13.14** A number of the allocations are for mixed use development and Policy 13'Housing allocations' highlights their contribution to meeting housing needs only. Larger strategic sites listed in this policy are subject to site-specific policies (see Policy 14'Development of strategic housing sites').

## Policy 13

### Housing allocations

1. To meet the identified housing requirement and spatial distribution, the following sites, identified on the Policies Map have been allocated for housing development. This includes a number of sites with planning permission.

Housing allocations						
Allocation reference/ settlement	Site location	Medium/ high SPA bird potential	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Total site capacity
HOU017 Grimsby	Land at 71-85 Hamilton Street and Cleethorpe Road	No	Low	0.27	30	30
HOU018 Grimsby	Land at Macaulay Lane ('West Marsh Renaissance')	No	Low	7.24	250	250
HOU037 Grimsby	Land to the west of Cartergate <sup>(57)</sup>	No	Low	0.18	14	14
HOU044 Grimsby	Land at Ladysmith Road (former Birdseye site)	No	Low	4.16	260	260
HOU047 Grimsby	Claremont House, 7 Welholme Avenue <sup>(58)</sup>	No	Medium	0.85	28	28
HOU059 Grimsby	Former Cedars Office, Eastern Inway	No	Low	0.43	32	32

57 Site located within the Central Grimsby conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

58 Site located within the Central Grimsby conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

Housing allocations						
Allocation reference/ settlement	Site location	Medium/ high SPA bird potential	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Total site capacity
HOU074A, HOU074B and HOU074C Grimsby	Lane west of Humberston Road	Yes	Low/High	48.91	748	1,708
HOU118 Grimsby	Central Parade, Freshney Green (former Yarborough Estate)	No	Low	9.95	165	165
HOU119 Grimsby	Cordage Mill, Convamore Road <sup>(59)</sup>	No	Low	3.22	113	113
HOU144 Grimsby	Land off College Street <sup>(60)</sup>	No	Low	0.43	13	13
HOU150 Grimsby	Land at the south of Diana Princess of Wales Hospital <sup>(61)</sup>	No	High	6.66	490	490
HOU151 Grimsby	Land at the north west of Diana Princess of Wales Hospital	No	Low	0.50	19	19
HOU231 Grimsby	Fletchers Yard, Wellowgate <sup>(62)</sup>	No	Medium	0.18	12	12
HOU232 Grimsby	2-4 (Hazelmere House) and 2A Welholme Avenue <sup>(63)</sup>	No	Medium	0.26	14	14
HOU249A Grimsby	Land at corner of Park Street (65) and Brereton Avenue	No	Low	0.18	14	14
HOU296 Grimsby	Land off Shaw Drive and Glebe Road	No	High	8.01	160	160
HOU302 Grimsby	2-6 Littlefield Lane	No	Low	0.08	10	10
HOU303 Grimsby	29-31 Chantry Lane	No	Low	0.09	11	11

59 Cordage Mill is a Grade II Listed Building, refer to Policy 39'Conserving and enhancing the historic environment'.

60 Site located within Wellow conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

61 Site located within Scartho conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

62 Site located within Wellow conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

63 Site located within Wellow conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

Housing allocations						
Allocation reference/ settlement	Site location	Medium/ high SPA bird potential	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Total site capacity
HOU308 Grimsby	Land at Winchester Avenue	No	Low	0.92	60	60
HOU342 Grimsby	Grimsby West Urban Extension <sup>(64)</sup>	Yes	Low/ Medium/ High	206.70	2,713	3,337
HOU357 Grimsby	Land at Orchard Drive	No	Low	0.34	19	19
HOU358 Grimsby	Land corner of Convamore Road/Eleanor Street	No	Low	0.07	16	16
HOU034A, HOU034B, and HOU034C Cleethorpes	Land at Pelham Road and Chapmans Pond	Yes	Low	8.27	242	242
HOU042	Site of former Clifton Bingo, Grant Street <sup>(65)</sup>	No	Low	0.21	80	80
HOU359 Cleethorpes	157 Grimsby Road	No	Low	0.17	16	16
HOU001 Immingham	Land at Waterworks Street	No	Low	0.80	32	32
HOU002 Immingham	Land to the west of Pilgrims Way	No	Medium	5.81	178	178
HOU006 Immingham	Land to the east of Stallingborough Road	Yes	Low	22.30	540	660
HOU233 Immingham	Land at Willows Farm	No	Low	0.66	8	8
HOU301 Immingham	Land at Trenchard Close	No	Low	0.32	18	18
HOU010B Healing	Land north of Grampian Avenue and west of Larkspur Avenue	Yes	High	20.41	250	250

64 Site located within Great Coates conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

65 Site located within Cleethorpes Seafront conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

Housing allocations						
Allocation reference/ settlement	Site location	Medium/ high SPA bird potential	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Total site capacity
HOU343 Healing	Land r/o 74-76 Stallingborough Road	No	High	0.31	10	10
HOU068A Laceby	Land off Blyth Way	No	High	3.94	100	100
HOU075A Laceby	Land off Field Head Road and west of Charles Avenue	No	High	6.50	152	152
HOU110 and HOU129 Waltham	Land to the west of Cheapside <sup>(66)</sup>	No	High	8.76	230	230
HOU111 Waltham	Land to the rear of Sandon House, Barnoldby Road and west of Brigsley Road	No	High	8.74	199	199
HOU112 Waltham	Land to the north west of Golf Course Lane and east of Cheapside	No	High	5.14	95	95
HOU288 Waltham	Land off Station Road	No	High	2.22	51	51
HOU292 Waltham	Land west of Bradley Road	No	High	3.40	66	66
HOU356 Waltham	Land south of Ings Lane	No	High	0.99	10	10
HOU095A and HOU095B New Waltham	Land west of Greenlands and north of Simpsons Fold Court	No	High	10.57	216	216
HOU104 New Waltham	Land at Louth Road	Yes	High	16.08	300	300
HOU105 New Waltham	Land west of Louth Road and south of Toll Bar School	Yes	High	23.07	400	400
HOU146 New Waltham	Land to the south of 32-66 Humberston Avenue (‘Millennium Park’)	Yes	High	21.74	385	385
HOU280 New Waltham	Land adjacent pumping station Hewitts Avenue	No	High	0.68	13	13

66 Site located in close proximity to Grade II\* Waltham Windmill, refer to Policy 39‘Conserving and enhancing the historic environment’.

**Housing allocations**

Allocation reference/ settlement	Site location	Medium/ high SPA bird potential	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Total site capacity
HOU082 Humberston	Land at South View adjacent to Coach House Public House	No	High	1.50	17	17
HOU084A Humberston	Land at Midfield Farm south of Sinderson Road and east of Cherry Close <sup>(67)</sup>	Yes	High	9.41	198	198
HOU097 Humberston	Land north of South Sea Lane <sup>(68)</sup>	No	High	19.88	31	31
HOU124 Humberston	Land off Altyre Way	No	Medium/ High	1.59	50	50
HOU139 Humberston	Land to the north of Humberston Avenue	No	High	14.81	311	311
HOU295 Humberston	Land off Forest Way	No	High	0.55	10	10
HOU134 Habrough	Land of Station Road	Yes	Medium	5.28	118	118
HOU294 Stallingborough	Land adjacent to railway line, off Station Road	No	High	0.59	25	25

Table 13.4 Housing allocations

**Development Company sites**

- Table 13.5'Housing allocations (North East Lincolnshire Development Company)' identifies sites which are being released through the Council's property rationalisation process, these are identified on the Policies Map, and will contribute to the overall housing supply.

67 Site located in close proximity to Humberston conservation area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

68 Site located in close proximity to scheduled ancient monument and three Grade II Listed Buildings at Manor Farmhouse, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

### Playing pitch re-provision

3. North East Lincolnshire Council and Sport England are currently working on the preparation of a robust playing pitch strategy along with several National Governing Bodies of Sport. A number of council sports pitches have been allocated for future housing as part of the Council's property rationalisation process. Until this strategy work is completed, the Council is committed to replacing any sports pitch sites which are allocated for alternative uses in this Plan, should the playing pitch strategy identify a shortfall in the geographic location of the allocated housing sites.

Allocation reference/ settlement	Site location	Housing market area	Gross site area (Ha)	Estimated yield to 2032	Estimated total site capacity
HOU128 Grimsby	Land at former Western School and to the rear of Grange Primary School, south of Cambridge Road and east of Little Coates Road	Low	10.38	390	390
HOU140A Grimsby	Weelsby Avenue Depot	Medium	0.66	23	23
HOU354 Grimsby	Duchess Street Car Park <sup>(69)</sup>	Medium	0.60	80	80
HOU355 Grimsby	Scartho Top Playing Field, Heimdall Road	Low/High	2.55	100	100
HOU056B Cleethorpes	Thrunscoc Centre, Highgate	Low	0.96	30	30
HOU141A Cleethorpes	Former Matthew Humberston School Field	Medium	2.81	100	100
HOU353 Cleethorpes	Former Lindsey Lower School Field	Medium	2.38	80	80

Table 13.5 Housing allocations (North East Lincolnshire Development Company)

69 Site located within Grimsby Central conservation area, refer specifically to Policy 39 'Conserving and enhancing the historic environment'.

### SPA birds

4. Sites identified as having medium or high potential to support SPA/Ramsar birds will be required to provide an assessment for these species. This assessment should incorporate a suitable level of data collection and/or bird surveying to determine the individual and cumulative importance of the site for SPA/Ramsar species. Where the assessment identifies the potential for adverse effects resulting from the off-site habitat loss and/or disturbance, appropriate and timely measures must be taken to mitigate such impacts. Such mitigation is likely to be in the form of alternative habitat managed specifically for the affected bird species and/or contributions towards the provision of strategic mitigation sites. Any strategic mitigation provision must be additional to that provided through the South Humber Bank Strategic Mitigation which only mitigates for sites within the South Humber Bank Mitigation Zone. All such measures must be in place and operational prior to the relevant impact(s), and must be maintained for the duration of the impact(s).

### Recreational impacts

5. The Council will track planning permissions granted on all housing sites and will identify and secure appropriate, effective and timely mitigation to manage increasing recreational pressures on the Humber Natura 2000 sites when necessary; this includes a commitment to further development of the *Cleethorpes Habitat Management Plan*. Any mitigation or management measures identified will be implemented prior to impacts occurring.

### Monitoring

6. Housing delivery will be monitored and managed to ensure there remains an available land supply for housing over the plan period, maintaining at least a five year supply. The Council will monitor the delivery of new homes through its Authorities Monitoring Report. The Council has made an assessment of the likely delivery of units on these sites in the period to 2032. A number of sites are not expected to complete within the plan period. The total allocated capacity of sites exceeds the Council's housing requirement and if delivery rates can be increased then these sites could provide additional supply to react to market signals.

### Justification

**13.15** The sites allocated for housing development provide a range and choice of sites capable of meeting the future housing requirement, whilst recognising the contribution of predicted future windfalls. In allocating a site Council is establishing the principle that development of the site for housing is acceptable.

**13.16** When identifying sites the Council has considered the likely constraints and infrastructure requirements to deliver sustainable communities. If a site is not allocated, it may still be suitable for development where it does not conflict with the overall strategy of the Plan and subject to other relevant policies in the Plan.

**13.17** The quantum of new housing required is significant and there is a lack of available brownfield land to meet this need. The Council

has identified as many previously developed ('brownfield') sites as possible, however, many of the identified previously development sites are small due to their location within the built-up urban area. The Council has therefore had to identify many greenfield sites for allocation to meet the area's housing need. Overall, it is estimated that 80% of new homes will be provided on greenfield land, and 20% will be provided on previously developed land. The Council has avoided allocating greenfield sites in Flood Zones 2 and 3, unless the area of a site affected is small and can be avoided in bringing forward a development scheme.

**13.18** The Policy identifies a number of considerations that need to be applied to housing developments on allocated sites. Where a site has been identified through the site selection process as having potential to impact on an historic asset, these are highlighted and schemes will need to be designed in accordance with the requirements of Policy 39 'Conserving and enhancing the historic environment'. The housing market area that sites fall within should be used to determine the affordable housing contributions required by Policy 18 'Affordable housing'.

**13.19** A desk based assessment undertaken as part of the *Habitats Regulation Assessment* of the Local Plan identifies a small number of sites as having moderate potential to support

SPA/Ramsar qualifying bird species. Some of these sites already benefit from planning permission and in such cases the issue has been appropriately explored and considered through the planning application process. Development proposals on all other sites will need to be supported by further assessment that confirms the individual and cumulative importance of the site for SPA/Ramsar species.

### Maintaining a five year supply of land for housing and housing trajectory 2013 to 2032

**13.20** The Policy sets out that housing delivery will be monitored, through the *Authority's Monitoring Report* (AMR) and managed to ensure that there remains an available land supply for housing over the plan period, maintaining at least a five year supply of deliverable housing land at all points in the plan period.

**13.21** An assessment of the likely delivery on these sites has been made which has identified that a number of sites are not expected to complete within the plan period. The total allocated capacity of sites therefore exceeds the Council's overall housing requirement (Jobs-Led Scenario 1 - UR), and if delivery rates can be increased then these sites could provide additional supply to react to market signals. The housing supply trajectory is set out in Figure 13.1 'Housing trajectory' below.

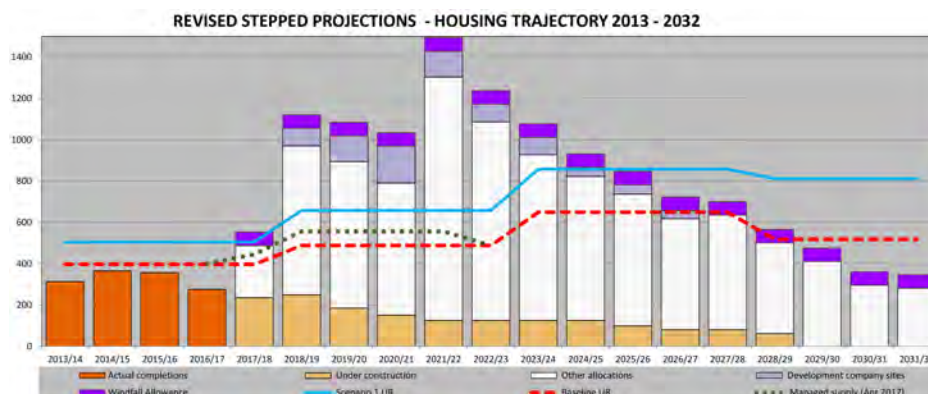


Figure 13.1 Housing trajectory

Policy 13'Housing allocations' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 47 to 55
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Strategic Housing Land Availability Assessment</i> (2015)</li> <li>• <i>Housing Land Technical Paper</i> (2015)</li> <li>• <i>Site Selection Report</i> (2016)</li> </ul>

Table 13.6 Policy relationships

### Development of strategic housing sites

**13.22** The strategic housing sites all represent major extensions to the current urban area. These sites will make a significant contribution to meeting

the area's need for housing and are considered critical to the housing supply. Their estimated capacity and delivery expectations are set out in Table 13.7'Capacity of strategic housing sites'.

Capacity of strategic housing sites			
Site reference/ settlement	Strategic site location	Estimated delivery to 2032	Potential total site capacity
HOU076 Grimsby	Scartho Top	971	971
HOU342 Grimsby	Land west of Laceby Acres and Wybers Wood, Grimsby ('Grimsby West')	2,593	3,335
HOU074 Grimsby	Land west of Humberston Road, Grimsby ('Humberston Road')	748	1,708

Table 13.7 Capacity of strategic housing sites

**13.23** Scartho Top is a currently allocated and consented site which was identified in the 2003 Local Plan, and which will continue to develop over future years. An initial Masterplan has guided the development of this site to date and provides the basis for future development phases.

**13.24** The land west of Laceby Acres and Wybers Wood ('Grimsby West'), will once developed form a major strategic extension to the west of the Grimsby urban area. It will also establish a new road link between the A46 and A180, via the A1136. This overall site is considered to be strategically well placed in relation to future economic growth on the South

Humber Bank. The site offers the potential to provide a soft development edge in contrast to that which exists today, and connections and extensions to the network of green infrastructure, particularly extending the River Freshney green infrastructure corridor. The two landowners are working in partnership to promote this strategic site. A Masterplan has been developed with assistance provided by the Advisory Team for Large Applications (ATLAS), which is part of a Homes and Communities Agency (HCA).

**13.25** The land west of Humberston Road is again strategically well placed, its location within the urban area provides good accessibility to services and facilities. There is again an opportunity to soften the development edge by building on extensive areas of existing green infrastructure, whilst maintaining the principle of non-coalescence.

**13.26** Given the scale and timescale over which these strategic developments will happen, it is considered appropriate to set out the development principles that should be followed, and identify the key delivery elements.

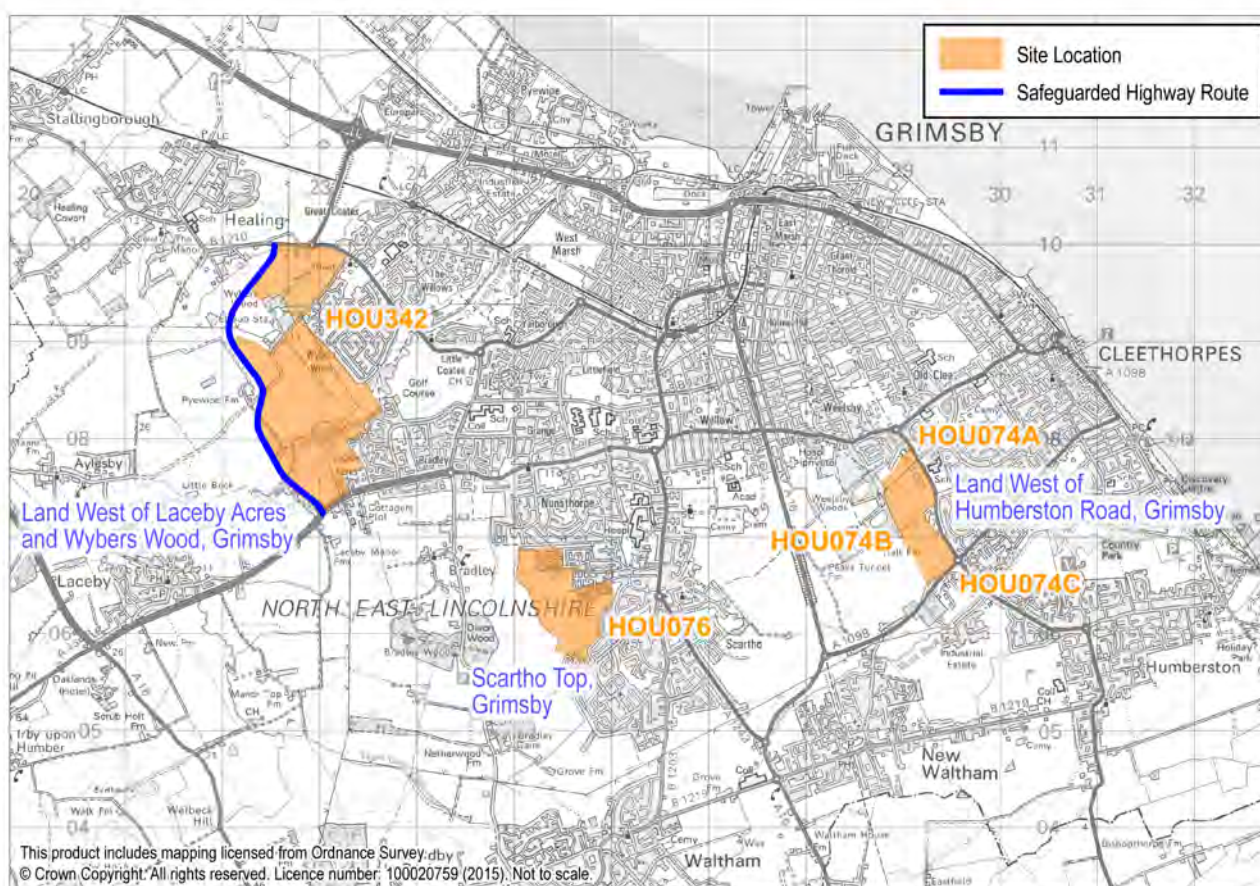


Figure 13.2 Strategic housing site locations

## Policy 14

### Development of strategic housing sites

1. Development of all strategic sites must be planned and implemented in a coordinated way linked to the timely delivery of key infrastructure. Development will be expected to:
  - A. create balanced sustainable communities through provision of a range of housing types, sizes and tenures, including general market, affordable housing and housing for the young and elderly;
  - B. ensure that local infrastructure requirements for the new community are met through provision of facilities and services (schools, community facilities, local centres, play and playing pitch provision, and healthcare) in a planned and phased manner;
  - C. create high standards of design that create a specific sense of place which relates well to adjoining areas, recognising important views and connections;
  - D. create safe and welcoming places which promote a strong sense of community;
  - E. deliver development within a framework of green infrastructure, that maximises linkage to the wider green infrastructure network, promotes healthy lifestyles, ensures rights of way are protected and enhanced, and softens development edges;
  - F. maximise accessibility to sustainable travel choices, promoting walking, cycling and public transport; and address necessary improvements to the highway network, both on and off-site;
  - G. deliver foul and surface water drainage infrastructure in a way that ties into green infrastructure provision, promotes a strong sense of place, and is co-ordinated with the phasing of the overall site;
  - H. minimise environmental impact safeguarding and enhancing biodiversity value, incorporating identified Local Wildlife Sites (LWS) and Sites of Nature Conservation Interest (SNCI);
  - I. take account of approved design guides, or other mechanisms to ensure high quality and locally distinctive design; and,
  - J. explore through consultation with the community, and deliver arrangements for long-term stewardship relating to drainage infrastructure, green infrastructure, open space and social infrastructure.
2. The following provision must be made in the development of the specific sites. Delivery will be secured through planning conditions and appropriate contributions:

**A. Scartho Top**

- i. secure delivery of circa 971 homes over the plan period;
- ii. phased development in accordance with the agreed Scartho Top Masterplan;
- iii. education contributions, (off-site delivery);
- iv. open space provision and long-term stewardship arrangements;
- v. social infrastructure including community facilities, convenience store and other facilities compatible with a local centre; focused in a central hub with strong connections to the wider area;
- vi. affordable housing;
- vii. provision for self-build/custom build homes;
- viii. highways infrastructure, including public transport, cycle and pedestrian facilities; and,
- ix. drainage and surface water management.

**B. Grimsby West**

- i. prepare a Grimsby West Masterplan for the whole site which will provide the framework for development of the site to ensure the site is developed in a comprehensive and coordinated manner. The Masterplan is to be agreed with the Council prior to the determination of any planning applications on the site and will form a material consideration, and the basis for determining subsequent planning applications;
- ii. secure delivery of circa 3,500 homes, circa 2,600 homes over the plan period;
- iii. phased development in accordance with a phasing and implementation plan included in the Grimsby West Masterplan;
- iv. develop a Grimsby West design guide, and deliver high quality design in accordance with the approved guide;
- v. undertake a heritage impact assessment to inform the Masterplan. The heritage impact assessment will identify heritage assets including, amongst others, the Church of St Nicolas, the Old Rectory and The Grange, Great Coates Conservation Area and non-designated asset at 110 Great Coates Road and also the earthworks, assess their significance, and assess the impact of the development on their significance. Appropriate measure for mitigation and adding value should be identified

and set out in the assessment. The heritage assessment must form the basis for approaches to the layout and design of development across the site. Planning applications for the site should accord with the heritage impact assessment.

- vi. education contributions, (on and off-site delivery), specifically the provision on site of a 500 place secondary school, 1.5ha of land for primary school provision and a financial contribution for off-site primary school expansion;
- vii. open space play and recreation provision, specifically the provision of three equipped play areas, an area of no less than 2ha of allotments, provision of three adult sports fields including changing and parking facilities<sup>(70)</sup>;
- viii. green infrastructure, specifically including the expansion of the Freshney Parkway to the west to create a Freshney Valley Country Park, a network of green infrastructure that will link to the country park and the wider countryside; proposals for the softening of the western and northern boundaries to avoid the urbanising impact on the wider countryside, including the protection of Laceby Beck North LWS and Laceby Carr Plantation and Pond Candidate LWS, avoid coalescence and mark a transition between the village of Healing and the development site;
- ix. social infrastructure including, community facilities, convenience store and other facilities compatible with a local centre; focused in two hubs, a central hub, and a southern hub, with strong connections to the wider development area;
- x. affordable housing;
- xi. provision for self-build/custom build homes;
- xii. extra care and retirement homes;
- xiii. drainage and surface water infrastructure;
- xiv. delivery of a complete highway link between the A46 and A1136 including safeguarding capacity for the delivery of a strategic link in accordance with the indicative concept plan included in the Grimsby West Masterplan;
- xv. provision of legible and permeable, public transport, cycle and pedestrian connections throughout the development, and connections to Wybers Wood, Grimsby town centre and the South Humber Bank employment area; and deliver appropriate highway infrastructure; and,
- xvi. complete, a renewable energy and digital strategy, to explore the opportunities for site-wide renewable energy generation and distribution, and digital infrastructure provision and innovation, including innovation in design and build. Where the strategy demonstrates that opportunities are technically feasible and financially viable these should be delivered as part of the development.

70 Subject to possible amendment based upon up-to-date robust assessment of future open space, play and recreation needs.

### C. Humberston Road

- i. prepare a Humberston Road Masterplan for the whole site which recognises planning approvals that are in place for parts of the overall site which will provide the framework for development of the site to ensure the site is developed in a comprehensive and coordinated manner. The Masterplan is to be agreed with the Council prior to the determination of further planning applications on the site and will form a material consideration, and the basis for determining subsequent planning applications;
- ii. secure delivery of circa 1,750 homes, circa 750 in the plan period;
- iii. phased development in accordance with an agreed Humberston Road Masterplan;
- iv. education contributions, (off-site delivery), specifically financial contributions for off-site primary and secondary provision;
- v. open space and play provision, specifically the provision of two equipped children's play area, an area of no less than 0.3ha of allotments, and provision of two adult sports fields including changing and parking facilities as part of the adjacent green infrastructure<sup>(71)</sup>;
- vi. green infrastructure specifically including; the expansion of Weelsby Woods to the south creating a strong and extensive area of green infrastructure between Weelsby Woods and Hewitts Avenue; forming green links that will connect to the wider countryside and through the development; including the protection of the Weelsby Field SNCI and softening of the western boundary to avoid an urbanising impact on the wider countryside;
- vii. social infrastructure compatible with a local centre; focused in a central hub with strong connections to the wider development area;
- viii. affordable housing;
- ix. provision for self-build/custom build homes;
- x. drainage and surface water infrastructure; and,
- xi. provide legible and permeable, public transport, cycle and pedestrian connections throughout the development, and connecting specifically to Weelsby Woods and deliver appropriate highways infrastructure.

71 Subject to possible amendment based upon up-to-date robust assessment of future open space, play and recreation needs.

## Justification

**13.27** The delivery of strategic housing sites will be critical to achieving the Plan's vision and objectives. If their development were not to proceed, significant additional sites would be needed to replace them. These key sites have the potential to deliver exemplar sustainable development and it is important to establish the principles that will guide their development and delivery.

**13.28** Scartho Top is a major housing development to the south west of Grimsby. It has been developing steadily over a number of years. Construction has historically been phased, with development progressing from north to south. The site was originally identified as having a total

capacity of 2,100 homes, incorporating open space, and community facilities. The Council is keen to progress the 971 homes which remain to be completed, together with the development of the remaining community facilities; and is working with landowners and developers to sustain and accelerate delivery of new homes on this site through the plan period.

**13.29** The Grimsby West strategic housing site is a major housing development to the west of Grimsby. It represents a merging of three major housing sites that were originally progressed through the *Strategic Housing Land Availability Assessment*, to develop linked but individual new communities. A vision for Grimsby West has been developed with landowners which stresses that:

## Statement 2

### Grimsby West strategic housing site

Grimsby West will be a high profile location that creates an exceptional environment to live in and access skilled employment. It will be a place for all ages to live and prosper. Its overall character will be defined by four themes:

1. **sustainable movement**; (encouraging healthy lifestyles, promotes alternatives to the private car, provide good access to employment sites and wider leisure and service needs);
2. **sustainable infrastructure**; (promoting opportunities for generating renewable energy, ensuring well-connected communities that are supported by key infrastructure);
3. **sustainable lives**; (making provision for the community to access education, training and community services they need; and providing homes and places that encourage social integration and interaction and active lifestyles);
4. **sustainable homes and place**; (developing a range of high quality homes, providing a mix of densities and styles, developing a strong sense of community and creating a strong network of green infrastructure, building upon Freshney Parkway and linking to the wider countryside beyond, and safeguarding the character and setting of the heritage assets in the vicinity).

**13.30** The Council has worked with landowners, to ensure that the expectations for each site can be delivered within an economically viable

development. Further details are set out in the initial *Grimsby West Concept Masterplan* documents. The Council is keen to

ensure that the whole of the site is developed in a comprehensive and coordinated manner. The Policy sets out a specific requirement to prepare a Masterplan document that will form a material consideration, and the basis for determining subsequent planning applications. A brief for the Masterplan document shall be agreed with the Council at an early stage, the Masterplan shall be prepared in accordance with the agreed brief and the final Masterplan agreed by the Council to form a material consideration, and the basis for determining subsequent planning applications.

**13.31** The Humberston Road site provides an opportunity to build a large number of new homes within the heart of the urban area. It consists of three parcels of land in different ownership, two of which have planning consent, subject to signing of 106 agreements.<sup>(72)</sup> The third and largest parcel is a high profile site close to existing community and service facilities. There is an opportunity to incorporate and strengthen the existing network of green infrastructure to the north/west of the site (Weelsby Woods) helping to promote healthy and active lifestyles whilst also providing a soft development edge.

Policy 14'Development of strategic housing sites' relationship to:	Links to:
National Planning Policy Framework	Paragraph 52
Local Plan Strategic Objectives	SO1, SO4, SO7 and SO9
Evidence base and other key documents and strategies	<ul style="list-style-type: none"><li>• <i>Strategic Housing Land Availability Assessment (2015)</i></li><li>• <i>Grimsby West Concept Masterplan Documents (2015)</i></li></ul>

Table 13.8 Policy relationships

Housing mix

**13.32** It is vital that the right types of homes are delivered to ensure all residents of the Borough can be housed adequately, irrespective of their personal circumstances. This means ensuring that there is a suitable mix of properties in terms of affordability, size and tenure; and providing for all needs, including for example, supported housing and other specific needs homes. It is also important if economic growth is to be sustained over the plan period that homes are provided to meet future needs.

**13.33** North East Lincolnshire's existing housing stock contains a significantly higher proportion of terraced properties than the national average at 33 % compared to 25 % nationally.<sup>(73)</sup> Consequently the proportions of semi-detached and detached properties are lower than average, and the same applies to flats and apartments. Within that overall picture, there are notable locational differences. Terraced properties are a particular feature of the urban areas of Grimsby and Cleethorpes, whereas many of the smaller villages provide a wider mix of properties and a larger concentration of detached and semi-detached properties.

72 DM/0225/14/OUT - outline permission for up to 145 dwellings, open space and associated infrastructure; DM/0059/15/OUT - outline permission for up to 63 dwellings, open space and associated infrastructure.  
73 Census 2011, Office for National Statistics.

**13.34** Most homes in the Borough are owned by their occupiers, either with a mortgage (35% of all households) or outright (31% of households). At 66% of all households, home ownership is higher than the regional and national averages at 64% and 63% respectively. The private rented sector accounts of 18% of households.

**13.35** The *Strategic Housing Market Assessment* (SHMA) (2013) identified that the quality of housing stock is variable. It highlighted that 32% of private dwellings in 2011 did not meet the standard, compared to 32% nationally.

**13.36** The Council has worked hard to bring empty homes back into use; since 2007 over 613 properties have been recovered. A range of initiatives have been brought forward, which the Council has outlined in the *Empty Homes Action Plan 2017-2022* (2017) to sustain this momentum. At present (April 2015) 4.3% of the total residential dwellings in the Borough are classed as empty homes. These are not distributed evenly but clustered in urban areas displaying high levels of deprivation. The Council has set a target of bringing a further 350 long term vacant properties back into use over the next five years.

**13.37** Improving the quality of existing homes, and bringing empty properties back into use will promote and support wider regeneration initiatives, improve local health and well-being, and stimulate further investment,

**13.38** The SHMA highlights sections of the population that are likely to have specific housing requirements. In particular the population projections show an increasing number of older persons. Over the long term this will place increasing pressures on the existing housing stock and lead to a requirement for different forms of supported housing. Affordability is also an issue that has been highlighted which particularly affects younger households. This has led many to seek housing through private rented or social housing. Provision must also be made to accommodate people with specific housing needs, for example those with learning difficulties.

**13.39** The SHMA has projected a significant change in the size of future households, based upon future growth projections. Most significant is the increase of single person households, a consequence of demographic and household change. However it is important to provide for people who will be attracted to live and work locally, building attractive homes in sustainable neighbourhoods that supports a good quality of life.

**13.40** The long term aim is to deliver a balanced housing stock, which meets the identified needs of the area, recognising that on individual development schemes viability will be a key consideration.

## Policy 15

### Housing mix

1. In developing allocated and windfall housing sites, developers will be required to adopt an approach that will establish sustainable communities, providing a choice of homes to meet an appropriate range of housing needs. A mix of housing tenures, types and sizes should be provided, appropriate to the site size, characteristics and location.

2.

Support will be given to developers seeking to improve or redevelop empty or derelict properties to provide new housing opportunities.
3.

On larger strategic sites developers will be required to deliver specific provision to meet key housing needs. Where strategic sites will deliver a range of community facilities, consideration should be given to providing for specific housing needs for elderly people, including aftercare and supported homes.

Justification

**13.41** It is important that the Plan provides enough homes to meet the needs and aspirations of local people and to attract new people to live in the area in order to support economic objectives. The quality and range of properties on offer is also a key element of capturing the benefits of economic growth as the choice of suitable homes can influence investment decisions.

**13.42** In addition to ensuring that sufficient housing is delivered overall, the Plan must ensure that the housing needs of different households are met by, providing the right types and mix of housing. Providing the right types of homes is key to ensuring that development does not compound

existing housing problems, such as affordability and provides for both current and future residents' needs. It is expected that the mix of housing will vary site-by-site and will be informed by local evidence at the time.

**13.43** The Council does not wish to be prescriptive regarding the specific mix of properties to be built on sites as this is likely to be influenced by many factors, which may include viability. The Council will assess the range of housing proposed based on the local context, considering the mix of existing properties, demand for market and affordable housing, affordability and supply within the immediate vicinity . This may include reference to the SHMA supplemented by local planning and housing data.

Policy 15'Housing mix' relationship to:	Links to:
National Planning Policy Framework	Paragraph 50
Local Plan Strategic Objectives	SO1 and SO4
Evidence base and other key documents and strategies	<div><div></div>Joint Strategic Needs Assessment (JSNA) (2013)</div> <div><div></div>Strategic Housing Market Assessment (SHMA) (2013)</div>

Table 13.9 Policy relationships

### Provision for elderly person's housing need

**13.44** North East Lincolnshire has a rapidly ageing population. This has clear implications for the future delivery of housing. It is, therefore essential that a policy is established to ensure that the needs of older people are met over the plan period. The Plan aims to give all adults that require provision of care more choice and control over where and how they live and how they receive care.

**13.45** Over the time frame 2012-2037 the 65+ age group is projected to increase from 18% of the population of 27%.<sup>(74)</sup> The high level of growth in this age group has significant implications for the delivery of housing and future services.

**13.46** As the population increases and ages, it will be increasingly important for homes to be adaptable to the changing needs of residents.

**13.47** There are a number of housing models that can play a part in providing specialist older persons housing. These include, extra care housing, retirement villages, registered care homes (with or without nursing care).

**13.48** In addition to measures to enable more people to live independently for longer in their existing homes, the Council is currently working with the North East Lincolnshire Clinical Commissioning Group and other partners developing Extra Care Housing schemes. This type of housing is considered to be an attractive alternative to traditional residential care. It allows people to retain their own front door and independent address whilst having easy access to the care and support they will need to keep healthy and continue living independently. The Extra Care Housing being developed is for frailer older people. The homes are being built to high standards. The first scheme to be constructed is located in Albion Street, Grimsby. Plans for further schemes are progressing.

## Policy 16

### Provision for elderly person's housing needs

1. The Council will support the provision of housing that maximises independence and choice for older people and other people with specific needs. When assessing the suitability of sites and/or proposals for the development of residential care homes, extra care housing and continuing care retirement communities, the Council will have regard to the following:
  - A. the local need for the accommodation proposed;
  - B. the ability of future residents to access essential services, including public transport and shops;
  - C. whether the proposal would result in an undue concentration of such provision in the area; and,
  - D. impact upon the local environment and the character of the area.

74 North East Lincolnshire Demographic Analysis and Forecasts (2015).

2. All new specialist homes designed for older people shall be built to current Lifetime Homes Standards, (or subsequent replacements), as a minimum.
3. In addition to the provision of specialist accommodation, the Council aims to ensure that older people are able to secure and sustain ongoing independence either in their own homes or with the support of family members. To enable this, the Council will:
  - A. encourage the incorporation of features within all new residential development to enable new housing to be adaptable to meet household needs over time; and,
  - B. support evidence based proposals for self-contained annexes and extensions to existing dwellings in order to accommodate, for example, an elderly or disabled dependent.
4. Proposals for a self-contained annex should accommodate the functional need of the occupant(s), be proportionate in scale and remain ancillary to the main dwelling throughout the lifetime of its occupancy.
5. Where appropriate, the Council will consider the use of planning conditions to restrict occupancy and subsequent sale.

## Justification

**13.49** Accommodating the future housing needs of an increasingly elderly population will require changes to the types and mix of housing that has typically been delivered across the Borough. With a pattern of lower birth rates, smaller families, increased divorce and increasing mobility many people will continue to face old age on their own. This can result in increased pressure on social care if homes cannot be adapted to meet the needs of older occupiers. Simple adaptations can extend the flexibility of homes to meet changing household needs over time. There will still be a growing requirement for more specialist elderly persons homes as well.

**13.50** Policy 16'Provision for elderly person's housing needs' provides support for a range of developments accommodation current and future needs of the ageing population. It recognises current approaches to delivering new homes with sufficient flexibility to accommodate changing delivery mechanisms.

**13.51** Policy 16'Provision for elderly person's housing needs' also includes specific considerations in relation to self-contained annexes to sustain ongoing independence either in a person's own home or with support from family members. The imposition of conditions to restrict occupancy and subsequent sale refers specifically to development of a self-contained annex where amenity issues could arise if the annex were to be split from the main dwelling and serve as an independent dwelling. This could be due to loss of privacy, access and parking or the nature of the construction of the annex i.e. shared corridors or facilities.

**13.52** The Government has introduced a new system of standards for new housing, rationalising many differed previous standards. Mandatory Building Regulations covering the physical security of new dwellings came into force in October 2015. Part M of the Building Regulations has also been expanded to include new enhanced levels of accessibility which can be implemented on an

optional basis where required by the planning condition, and where justified by appropriate

evidence.

Policy 16'Provision for elderly person's housing needs' relationship to:	Links to:
National Planning Policy Framework	Paragraph 50
Local Plan Strategic Objectives	SO1 and SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Joint Strategic Needs Assessment (JSNA) (2013)</i></li> <li>• <i>North East Lincolnshire Demographic Analysis and Forecasts (2015)</i></li> <li>• <i>Strategic Housing Market Assessment (SHMA) (2013)</i></li> </ul>

Table 13.10 Policy relationship

## Housing density

**13.53** The density of development is a consideration that generates a lot of concern amongst residents of existing communities. Consultation responses have reflected a desire for a flexible approach that respects local character. A *Residential Density Study* (2013) looked at the density and character of existing housing areas across the Borough. Unsurprisingly, the Study found that the urban areas of Grimsby,

Cleethorpes and Immingham were the most dense; the Arc settlements presented lower densities and the rural villages presented very low densities, with the exception of the larger villages of Habrough and Stallingborough.

**13.54** This evidence supports a flexible approach to the consideration of development density, where the individual characteristics of the site and immediate area provide the basis for determining what is appropriate.

## Policy 17

### Housing density

1. The Council will address density on a site-by-site basis through the development management process, utilising the information provided in design and access statements where appropriate. Sites should be developed efficiently, having regard to the generic density ranges set out that reflect existing variations in settlements.

Justification

**13.55** The *Residential Density Study* (2013) provides clear evidence that density varies between different settlements and different character areas. It would, therefore, be inappropriate to impose a set density standard across the Borough. In broad terms, the particular characteristics of different settlements should be respected, and development densities should respond to the particular opportunities that individual sites present.

**13.56** Policy 17'Housing density' establishes the preparation of design and access statements as the basis for local considerations. It allows for optimum use of land whilst seeking to maintain the character and setting of settlements, and allows for lower density developments where this is clearly justified to maintain the character of an area.

**13.57** It is, however, considered appropriate to define generic density ranges for different settlements as a guide to reflect key distinctions

in their character, and to encourage the efficient use of land. The following density ranges, informed by the data from the *Residential Density Study* will act as a guide:

Settlements	Density range (Dwellings/ha)
Urban Area (Grimsby and Cleethorpes)	25-50
Immingham	20-40
Arc settlements (Healing, Laceby, Waltham, New Waltham, Humberston)	15-40
Rural	10-20

Table 13.11 Settlement density ranges

**13.58** The specific assessment of individual sites may warrant a variation from the guide. In such cases this must be justified in the design and access statement.

Policy 17'Housing density' relationship to:	Links to:
National Planning Policy Framework	Paragraph 58
Local Plan Strategic Objectives	SO4, SO6 and SO9
Evidence base and other key documents and strategies	• <i>Residential Density Study</i> (2013)

Table 13.12 Policy relationships

Affordable housing

**13.59** Affordable housing is provided for people who are unable to access or afford market housing. Eligibility is determined with regard to local incomes and local house prices. Provision should be made for affordable housing to remain

at an affordable price for future eligible households or for the subsidy to be recycled to provide alternative affordable housing provision.<sup>(75)</sup>

**13.60** National Planning Policy lists the tenures which can be defined as affordable housing, both rented and affordable home ownership schemes. The properties are owned by local authorities and

75 Annex 2, National Planning Policy Framework.

private registered providers, previously known as registered social landlords.<sup>(76)</sup> Guideline target rents are determined nationally and affordable home ownership schemes are operated under the terms of the guidelines.

**13.61** Homes which do not meet these definitions, including low cost market housing, cannot be considered to be affordable housing for planning purposes. The recently published *Housing and Planning Bill 2015* does, however, introduce several measures that are likely to have a significant impact on how affordable housing is provided in North East Lincolnshire. Key amongst these are the Government's starter homes proposals which includes the redefining of affordable housing to include starter homes, defined as, market housing for first time buyers under the age of 40 bought at no more than 80% of open market value subject to a £250,000 price cap outside London. At the time of publication of this Plan the Bill is still progressing through the House of Lords, it will be kept under review to determine whether any change to policy is necessary.

**13.62** Affordable housing can also be provided through the acquisition of existing property, for example, the purchase of private stock and re-provision as affordable housing, or empty properties brought back into use and provided as affordable housing.

**13.63** The provision of affordable housing helps to ensure that there is an adequate supply of good quality housing for households who cannot afford market housing. It also assists in the creation of sustainable communities, ensures that communities are mixed, and supports economic growth by providing housing to support additional demand generated by the anticipated increase in employment opportunities.

**13.64** Providing affordable housing in North East Lincolnshire raises a number of specific challenges. The key challenges are outlined below:

1. locally, house prices are relatively low when compared to other parts of the country, but average household incomes are also relatively low;
  - a. a high number of households do not have an income high enough to enable them to access market housing;
2. for the rented sector, a household is considered to be able to afford rented accommodation where the rent payable is no more than 25% of gross household income. For North East Lincolnshire, an affordable private rental level is around £300 per month for a single income household, and £500 a month for a dual income household;
  - a. the gross household income profile for North East Lincolnshire demonstrates that 61% of households have a gross annual income of less than £30,000. Moreover, almost 40% of households have a gross income below £20,000 per annum, creating a high demand for affordable housing and social rented homes.
3. a household is considered to be able to afford a shared equity property where the rent and mortgage costs are no more than 30% of gross income;
  - a. only seven percent of household incomes are above the top qualifying threshold (£60,000) for share ownership/rent to buy/shared equity,

76 Private Registered Provider is defined in Section 80 of the *Housing and Regeneration Act 2008*.

generating a significant demand for affordable housing and home ownership schemes;

4. changes to Local Housing Allowance and the benefits structure have further increased the demand for affordable homes;
  - a. under the changes to Local Housing Allowance (LHA) three in ten homes are now affordable for people on housing benefit. This compares to the previous five in ten. The new rates mean that the housing choice available for housing benefit recipients align more closely with the choice of housing affordable to low income working households not on benefits;
5. the viability of development impacts on the delivery of affordable housing through section 106 contributions;
6. Registered Housing Providers require central government funding, plus additional gap funding and/or transfer of land to support self-funding and enable the development of new housing stock; and,
7. pressure on budgets has seen a progressive reduction in funding to support and deliver affordable housing.

**13.65** The *Strategic Housing Market Assessment* (SHMA) (2013) identified a net affordable housing need of at least 586 dwellings per annum over the next five years in order to clear the existing backlog of households in need and meet future arising household need. Future need is evidenced across each of the spatial zones. Based on this, there is currently a higher

concentration of need identified in the urban area, reflecting the existing communities and availability of housing currently in the area.

**13.66** From a planning perspective, the assessment of affordable housing need should not be referred to as a requirement as the planning system will be unable to provide sufficient affordable housing to meet this overall need. It is better to consider the need in terms of a 'stock and flow approach' that recognises that the supply of homes (stock) will not match the requirements (flow) of those in affordable housing need. This is sometimes referred to in terms of a 'Bathtub analogy'.

**13.67** In this analogy, those in current need (homeless or inadequately housed) are the current level of water in the bathtub, the newly arising need in the future is the flow from the taps and the supply of new homes is the flow through the plug-hole. Where steps can be taken to improve the flow by reducing homelessness or making better use of empty homes the backlog can be reduced possible to a point where all the water in the bathtub is flowing. Alternatively, where improved economic opportunity results in higher incomes, the backlog may be reduced. Considering the schedule of identified housing allocations it is predicted that circa 2,100 new affordable homes could be delivered over the plan period from these sites. This is based upon contributions from consented sites and future contributions delivered under the terms of this Policy.<sup>(77)</sup>

**13.68** The analysis in the SHMA has shown that over the next five years, the greatest need for future affordable housing supply in North East Lincolnshire is for one and two bedroom homes. Approximately 20% will need to be larger three and four-plus affordable properties.

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77 The actual contribution from allocated sites may vary from the predicted number as some sites will be granted under the terms of existing planning policy which sets out different thresholds and scales of contributions.

**13.69** Support for the delivery of new affordable homes has been made by working with Registered Providers (RPs), supporting Homes Communities Agency (HCA) and Government market development funding bids, Council top-up of section 106 contributions, utilisation of Council assets; and directly through the planning process. Delivery through the planning process has ideally been through on-site provision, but where this has not been appropriate, off-site provision of homes or commuted financial payments have been secured.

**13.70** The NPPF advises that councils should consider adjusting their housing requirement figures upward where this can help to deliver additional affordable housing. Given that a significant upward adjustment has already been made to the overall housing requirement to reflect market signals and incorporate jobs growth, it is considered that any further upward adjustment would not be grounded in realism, and would therefore be inappropriate.

## Policy 18

### Affordable housing

1. The Council will seek, in part, to address the scale of affordable housing need identified in the *Strategic Housing Market Assessment* (2013), by increasing the provision of affordable homes through the planning system.
2. The Council will require contributions to be made in accordance with the following qualifying thresholds and requirements:

Housing market zone	Percentage of housing units required to be affordable housing		Housing unit threshold
	Greenfield	Brownfield	
High	20	15	Greater than ten units or which have a combined gross floorspace of more than 1,000m <sup>2</sup>
Medium	10	10	
Low	0	0	

Table 13.13 Qualifying threshold and requirements for affordable housing

3. In applying these requirements the Council will consider:

**A. the viability of site development:**

- i. in circumstances where specific site viability is raised, the developer will be required to provide a Financial Viability Statement in accordance with Policy 6'Infrastructure'.

**B. the extent of housing need in the settlement:**

- i. the Council will consider the type of property and tenure in relation to identified needs.

**C. off-site contributions:**

- i. where the Council considers that an off-site contribution (in total or in part) is justified, where supported by up-to-date contribution shall be of equivalent value and will be accepted in lieu of on-site provision.

**Justification**

**13.71** Policy 18 'Affordable housing' seeks to maximise affordable housing delivery, whilst adopting a flexible approach that also recognises that viability may be challenging and varies across different sites.

**13.72** Policy 18 'Affordable housing' recognises that viability will ultimately determine the thresholds and scale of contribution sought. However, the scale of affordable housing need is significant. When combined with the pressure on other funding sources this means that the challenge of delivering affordable housing through the planning process is heightened. It is important that flexibility is maintained within the Policy to ensure that the contribution supports future growth.

**13.73** The development threshold has been set at a level which complies with the NPPF; affordable housing will not be sought from developments of ten units or less and which have a combined gross floorspace of no more than 1,000m<sup>2</sup>. The Council has examined the delivery rates that this threshold is likely to generate. Evidence of past delivery over the period January 2004 to August 2015 has shown approval of 26 schemes for developments of between ten and 15 dwellings. Of these, three were specific

affordable housing schemes. It is still considered appropriate to apply a greater than ten unit threshold as it would capture a contribution from the smaller scale developments that have historically not contributed to the supply of affordable housing.

**13.74** Applying a threshold of five units would bring more developments within the scope of the Policy however, it is apparent that many of those developments fell in central urban areas where there is a need to improve the existing housing mix and quality of stock. To introduce such a requirement could potentially damage or prevent the likelihood of small scale developments occurring in regeneration areas, or areas where small scale development would assist in broadening the housing tenure mix or the refurbishing of existing properties. The Council has therefore not revised the threshold to five units.

**13.75** The Council will not normally apply a less than ten unit threshold. However, where density has been reduced to specifically avoid payment of a contribution, and the proposed development is not representative of the area's character and context, the Council will consider carefully whether the development represents an efficient use of land.

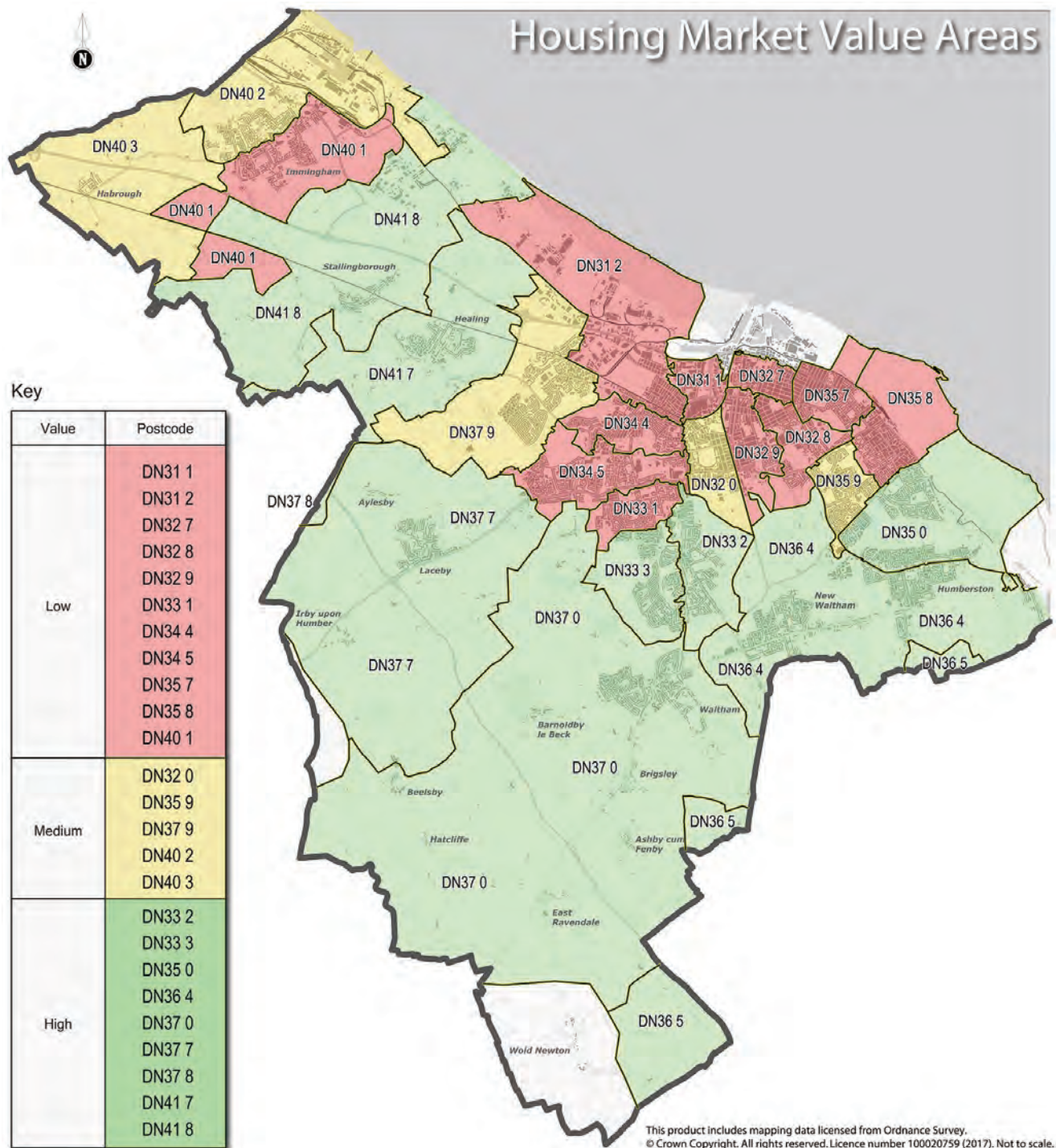


Figure 13.3 Housing market areas

**13.76** The Council will determine the mix of rented/intermediate affordable housing and the size and type of homes to be delivered having regard to up date evidence of housing need and

discussions with registered affordable housing providers. This will ensure that delivery is well matched to local needs at the time when

development is being progressed, rather than an approach which prescribes set standards through a formulaic approach.

**13.77** The *North East Lincolnshire Viability Assessment* (2016) has highlighted that there is significant variation in viability across the Borough. This is not matched to the locations of greatest affordable need identified in the SHMA. Policy 18'Affordable housing', therefore allows for some flexibility when considering whether on-site or off-site contributions are to be provided. In taking forward this approach the Council will have to reconcile the desire to create balanced and sustainable communities with the desire to address affordable housing needs/demands

across the Borough. In exceptional circumstances off-site contributions will be considered where, for example, a site would not be sustainable for low income households because of limited access to public transport and services (except where a specific local need has been identified). The variation in viability is illustrated in Figure 13.3'Housing market areas'. This identifies the housing market zones (referred to in Policy 18'Affordable housing') that provide the basis for the variations in affordable housing requirement across the Borough. Reference is also made in Policy 13'Housing allocations' to the affordable housing value area that is applicable to each allocated housing site.

Policy 18'Affordable housing' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 47, 50 and Annex 2
Local Plan Strategic Objectives	SO4 and SO5
Evidence base and other key documents or strategies	<ul style="list-style-type: none"><li>• <i>Strategic Housing Market Assessment</i> (2013)</li><li>• <i>North East Lincolnshire Viability Assessment</i> (2016)</li></ul>

Table 13.14 Policy relationships

Rural exceptions

**13.78** Rural exception sites can provide particular benefits, including supporting the provision of affordable housing which allows people to remain in their village or near family, or allowing people to take-up rural employment. They are defined in the NPPF (Annex 2) as:

*"small sites brought forward for affordable housing, in perpetuity, where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local*

*community by accommodating households who are either current residents or have an existing family or employment connection."*

**13.79** The rural area has comparatively higher average house prices than the sub-urban and urban areas of North East Lincolnshire. It may therefore be harder for families to stay together due to an inability to afford a house nearby. Retaining people in villages, who may not normally be able to afford to purchase existing homes, can help maintain the demand for services in village communities and keep them running.

**13.80** There is an identified annual need for 69 net additional affordable homes to be provided across the rural area, equating to 345 over the next five years, comprising 45 intermediate properties, and 300 social rented properties.<sup>(78)</sup> It is unlikely that this need would be met by the normal housing market.

**13.81** The NPPF (paragraph 54) specifically states that local authorities should consider whether allowing some market housing would facilitate the provision of significant additional affordable housing in rural areas to meet local needs, for example, where essential to enable the delivery of affordable units without grant funding.

## Policy 19

### Rural exceptions

1. Exceptionally, over and above the housing supply set out in this Plan, provision for an appropriate scale and mix of affordable housing in the rural area will be permitted where the following criteria are met:
  - A. there is up-to-date local survey evidence of identified need for the housing proposed;
  - B. the development is within or adjacent to an existing development boundary as identified on the Policies Map;
  - C. the development is of a scale and is in keeping with the form and character of the settlement; and,
  - D. there are secure arrangements to ensure that all the affordable homes will be occupied by local people in need of affordable homes, and that the benefits of the low cost provision will remain affordable to local people in perpetuity.
2. The Council will permit market housing to facilitate the provision of additional affordable homes only when evidence on viability supports such a stance, there is evidence that there is a need for the affordable housing proposed, and that the benefit in providing the affordable housing clearly outweighs any adverse environment impact.

### Justification

**13.82** It is recognised that availability of homes in rural areas often restricts people's access to an affordable home. This is a position which is compounded by the restrictions on future growth in the rural area, which, when combined with the fact that smaller properties are often extended,

reduces the supply of smaller properties. Without provision to address this through an exceptions approach it is unlikely that the element of affordable rural need would be met.

**13.83** The Plan does not identify specific sites, as decisions will be based on evidence of local need, which may change over the plan period.

78 Strategic Housing Market Assessment (2013).

This will also allow for developments to be brought forward by local communities through the neighbourhood planning process or separately through an application process where supported by local evidence. Housing schemes promoted under Policy 19'Rural exceptions' must be genuinely designed to meet a specific need.

Secure arrangements must also be in place to ensure that the scheme remains affordable both initially and in respect of successive occupiers. The precise arrangements may vary but it will be important to have the involvement of a Registered Provider of housing trust that can retain a long-term interest.

Policy 19'Rural exceptions' relationship to:	Links to:
National Planning Policy Framework	Paragraph 54, Annex 2
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"><li>• <i>Joint Strategic Needs Assessment (JSNA) (2013)</i></li><li>• <i>Strategic Housing Market Assessment (SHMA) (2013)</i></li></ul>

Table 13.15 Policy relationships

Self-build and custom build homes

**13.84** Self-build and custom build both provide routes to home ownership for individuals and groups who want to play a greater role in developing their own homes. The *Self-build and Custom Housebuilding Act* (March 2015), requires councils to establish a register of individuals and

community groups who have expressed an interest in acquiring land to bring forward self-build and custom build projects.<sup>(79)</sup>

**13.85** The Act states that regard to the register must be made in relation to the following functions:

1. planning;
2. housing;
3. the disposal of any land by the authority; and,
4. regeneration.

Policy 20

Self-build and custom build homes

1. The Council will support the development of self-build and custom build homes to help in meeting overall housing need. In addition to 'windfall' development opportunities, landowners promoting the development of large strategic sites, in combination with development partners will be expected to make provision for 1% of homes to be delivered on site by self builders,

79 The Government has said it will build on the legislative framework provided by the Act to introduce a Right to Build under which authorities will be required to bring forward plots of land for registered custom builders in a reasonable time. Measures to take forward the Right to Build will be included in the forthcoming Housing Bill.

or through a custom build option. Plots should be made available and offered at competitive rates, to be agreed with the Council. These rates should be fairly related to the particular site and plot costs.

2. The large strategic sites to which this Policy applies are:
  - A. HOU342 Grimsby West, Grimsby;
  - B. HOU074 Humberston Road, Grimsby; and,
  - C. HOU076 Scartho Top, Grimsby.
3. Where there is evidence that developable plots have been marketed at competitive rates for a period of more than 24 months without interest from self-build or custom builders, those plots may revert to delivery through conventional means.

## Justification

**13.86** The definition of self-build refers to projects where someone directly organises the design and construction of their new home. This covers quite a wide range of projects. The most obvious example is a traditional 'DIY self-build' home, where the self-builder selects the design they want and then does much of the actual construction work themselves. But self-build also includes projects where the self-builder arranges for an architect/contractor to build their home for them; and those projects that are delivered by kit home companies (where the self-builder still has to find the plot, arrange for the slab to be installed and then has to organise the kit home company

to build the property for them). Many community-led projects are defined as self-builds too.

**13.87** Custom build refers to developer built one-off homes or developer-led group projects where the developer organises a group and builds the homes, often leaving the self-builders to complete final finishing details.

**13.88** Policy 20'Self-build and custom build homes' makes specific provision for self-build and custom build homes as an element of the strategic sites allocated in the Plan. This will provide specific opportunities in addition to windfall sites that will come forward over the plan period through the release of surplus council assets and other windfall opportunities.

Policy 20'Self-build and custom build homes' relationship to:	Links to:
National Planning Policy Framework	Paragraph 50
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>North East Lincolnshire Register of Self-Build Interest</li> </ul>

Table 13.16 Policy relationships

## Provision for Gypsies and Travellers

**13.89** *Planning Policy for Traveller Sites* (2015) sets out the Government's approach to planning for travelling communities. This seeks to align planning for travelling communities more closely with planning for other forms of housing provision. This includes the requirement for councils to demonstrate a five year supply of pitches against locally assessed targets.

**13.90** The *North East Lincolnshire Gypsy and Traveller Accommodation Assessment* (Accommodation Assessment) (2014) provides an objective assessment of future pitch requirements for gypsy and travellers including travelling showpeople. The assessment accords with the latest national policy assessing current unmet needs and needs likely to arise in the future. This is based upon a combination of on-site surveys, planning records, interviews and an assessment of site preferences.

**13.91** There is currently only one location providing permanent gypsy and traveller facilities in the Borough. This is a location at Habrough, identified on the Policies Map. The

Accommodation Assessment undertaken in 2014 identified that there was likely to be additional household formation. A planning consent, granted in 2015 has met a substantial element of the identified need, and the site provides scope for further expansion in the future to meet additional household formation.

**13.92** In addition to permanent provision, the Accommodation Assessment considered additional requirements generated by unauthorised developments and migration patterns. The assessment identified an increase in unauthorised encampments, but more detailed analysis revealed that these encampments have been associated, in the main with two family groups who move from location to location. Most encampments occur during the Summer and are limited to a few days. The assessment highlighted the need for regular review particularly with regard to temporary pitch provision.

**13.93** Table 13.17 'Future gypsy and traveller provision' provides a summary of the future pitch provision identified in the Accommodation Assessment.<sup>(80)</sup>

Future Gypsy and Traveller Provision	2014-2019	2019-2024	2024-2029	Total
North East Lincolnshire permanent pitch provision	9 <sup>(81)</sup>	2	1	12
North East Lincolnshire temporary pitch provision	5 <sup>(82)</sup>	Future review		5 <sup>(83)</sup>
North East Lincolnshire Travelling Showpeople provision	No requirement identified			0

Table 13.17 Future gypsy and traveller provision

- 80 Notes have been added in the table, to reflect changes to pitch provision since the Accommodation Assessment was published, and recent trends regarding temporary encampments.
- 81 Planning Application DM/0362/15/FUL was granted approval on 17 June 2015. This authorised the development of a site for four residential pitches.
- 83 Monitoring of unauthorised encampment since the Accommodation Assessment was completed has identified that some large groups of travellers have visited the Borough. It is considered appropriate to plan for future temporary pitch provision with flexibility to accommodate future larger groups. The Council has therefore taken steps to make provision based upon analysis and assessment of sites with capacity to accommodate at least 15 pitches.
- 82 Monitoring of unauthorised encampment since the Accommodation Assessment was completed has identified that some large groups of travellers have visited the Borough. It is considered appropriate to plan for future temporary pitch provision with flexibility to accommodate future larger groups. The Council has therefore taken steps to make provision based upon analysis and assessment of sites with capacity to accommodate at least 15 pitches.

## Policy 21

### Provision for gypsies and travellers

1. In determining proposals for new sites to accommodate gypsies, travellers and travelling showpeople, consideration will be given to whether:
  - A. there is a proven identified need for the scale and nature of the development proposed which supports the development of, or extension to an existing gypsy, traveller or showpeople site;
  - B. the development is sensitive to the character and appearance of the landscape and the amenity of neighbouring properties;
  - C. the site has safe and satisfactory vehicular and pedestrian access;
  - D. there are no significant constraints to development in terms of flood risk, poor drainage, land contamination, or environmental impacts;
  - E. the site is suitable with regard to accessing local services and amenities; and,
  - F. the site can be properly serviced and supplied with essential infrastructure, including water, power, sewerage, drainage and waste disposal.
2. The Council will identify, deliver and maintain provision of a designated stopover site to meet the needs of transient gypsies and travellers.

### Justification

**13.94** *Planning Policy for Traveller Sites* (2015), requires that councils provide a criteria based policy in local plans. This will provide the basis for assessment of developments to address identified needs, and will also form the basis for consideration of other speculative applications that may come forward over the plan period.

**13.95** The site at Habrough provides permanent gypsy and traveller facilities capable of accommodating future pitch needs as this arises. The boundary of the gypsy/traveller site has been identified on the Policies Map and will be safeguarded.

**13.96** The Council has also sought to make provision for travelling groups who pass through the Borough and require temporary pitch provision. The Council has taken positive action to identify a suitable site for a designated stopover site. A designated stopover site is a piece of land that is used on a temporary basis for authorised short-term (less than 28 days) for all travelling communities. In the case of North East Lincolnshire the period within which the site will be in operation is likely to be from March to October.



Policy 21'Provision for gypsies and travellers' relationship to:	Links to:
National Planning Policy Framework	<i>Planning Policy for Traveller Sites (2015)</i>
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>North East Lincolnshire Gypsy and Traveller Accommodation Assessment (2014)</i></li> </ul>

Table 13.18 Policy relationships



Building the homes we need



Great places are successful places. They encourage people to connect with one another and it is this interaction that builds stronger, healthier communities. The policies in this section complement the strategic framework set out in earlier parts of the Plan by covering a range of considerations for managing development and spaces, as well as the protection and enhancement of existing assets across the Borough to achieve better places for everyone to live, work, learn and play.

## Well-designed places

**14.1** Good design is a key aspect of sustainable development. It is indivisible from good planning and can contribute positively to aspects of health and well-being. Good design goes beyond the aesthetics of simple visual appearance, it involves the consideration of place and the interactions of people with the places they live, work in and visit; and requires appreciation of environmental influences and impacts.

**14.2** The Council has set out clearly its desire to lift the quality of development within the Borough and to create places that work well and are pleasant and distinctive. It recognises that new development can be the vehicle for building a strong sense of place and creating a positive impression of the Borough.

**14.3** In 2008 an Urban Design Framework and Urban Realm Strategy established the Council's long-term principles supporting the development of quality environments across the Borough. The stated aim was to:

*"re-establish the importance of locating development in the right places, through the regeneration and repair of existing urban areas to ensure that new development contributes towards the vitality of existing local services and supports existing community infrastructure and public transport provision..."*

**14.4** The Strategy identified a series of actions aimed particularly at the regeneration of urban areas, whilst setting out guiding principles to protect and enhance the sense of place and identity of other areas, such as rural villages. The Council has taken a lead by delivering key projects embracing these principles, including major public realm and development projects in Grimsby town centre.

**14.5** It is, however, important to recognise that the need for good design is not restricted to major schemes - it is equally important that smaller schemes and minor works are well-designed. Good design is a prerequisite for delivering places that work well, feel right, look good and support healthy lives.

## Policy 22

### Good design in new developments

1. A high standard of sustainable design is required in all developments. The Council will expect the design approach of each development to be informed by:
  - A. a thorough consideration of the particular site's context (built and natural environment, and social and physical characteristics);

- B. the need to achieve:
    - i. protection and enhancement of natural assets;
    - ii. resource efficiency;
    - iii. climate change resilience;
    - iv. sustainable transport;
    - v. accessibility and social inclusion;
    - vi. crime and fear of crime reduction;
    - vii. protection and enhancement of heritage assets, including character and local distinctiveness;
    - viii. high quality public realm; and,
    - ix. efficient use of land.
  - C. Design guidance for North East Lincolnshire published by the Council; and,
  - D. where applicable and relevant:
    - i. the objectives and expectations of the *Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan 2013-2018* (and any subsequent updates);
    - ii. Landscape Character Assessment; and,
    - iii. Conservation Area Appraisals.
2. Where a Design and Access Statement is required, this should describe the specific considerations and rationale on which design proposals have been based.
  3. Incorporation of elements of public art that serve to enrich the wider area will be encouraged in the development of sites within or adjoining prominent public locations, or sites which have significance in terms of local heritage.
  4. Proposals for express consent to display advertisements will be permitted if the proposal respects the interest of amenity and public safety, taking account of cumulative impacts.

## Justification

**14.6** Policy 22'Good design in new developments' establishes the local considerations that will apply when assessing the design quality of development proposals. There is strong emphasis on considering each site's particular context and on the important roles of high quality and inclusive design in delivering sustainable development.

**14.7** The Council considers that design review is a key element in achieving high standards of design. At a local level, the Council's Development Management team undertake design review as part of regular weekly team meetings. In this way the design rationale of schemes presented as applications and pre-application enquiries can be interrogated by a wider professional audience. At the pre-application stage developers are also encouraged to meet with members of the Council's Planning Committee following the end

of a formal meeting. This gives applicants/developers an opportunity to explain their proposals and explore any queries with the local councillors who will subsequently deliberate on the formal planning application.

**14.8** When major developments are proposed, applicants are further encouraged through the Council's *Statement of Community Involvement* to engage in meaningful dialogue with the communities close to their sites. The Council expects to see evidence that such engagement has taken place and will wish to consider the applicant's responses to the issues raised by residents, community groups and others.

**14.9** When it is considered appropriate, the Council will also continue to draw on support available via the Design Network and developers will be encouraged to have their scheme's reviewed via this process. Locally, this key activity is currently undertaken by 'Integreat Plus', the design network member covering Yorkshire and Humberside.

**14.10** The attractiveness of buildings and spaces can be enhanced through the introduction of public art. This can take many forms; for example, statues, sculptures, stained glass and murals all of which can add to the visual interest

and sense of place. The approach seeks to maintain the tradition of enriching the environment through public art. This is not only important as a way of establishing local identity and instilling a sense of local pride, but can also lift the value of development and promote additional investment. Policy 22'Good design in new developments' encourages development located specifically in prominent public locations, or sites with significance in terms of local heritage to incorporate elements of public art in other schemes.

**14.11** It is also widely recognised that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. The Government advises that control over advertisements should be efficient, effective and simple in concept and operation.<sup>(84)</sup> A wide range of advertisements may be displayed with 'deemed consent', for example without the need for specific consent from the Council. Where consent is required this is generally judged on the merits of each case. In sensitive environments careful consideration is required. Policy 22'Good design in new developments' provides for consent to be granted except where the proposal would have a significant impact on amenity and/or public safety, or will lead to an over abundance of advertisements.

Policy 22'Good design in new developments' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 56 to 68
Planning Practice Guidance, Requiring Good Design (2015)	Paragraph 67
Local Plan Strategic Objectives	SO6 and SO9
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Design, North East Lincolnshire Places and Spaces Renaissance</i> (2008)</li> </ul>

84 *Planning Practice Guidance, Requiring Good Design*, paragraph 67 (2015).



Policy 22'Good design in new developments' relationship to:	Links to:
	<ul style="list-style-type: none"> <li>• <i>Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan 2013 -2018</i> (and subsequent updates)</li> <li>• <i>Landscape Character Assessment</i> (2015)</li> </ul>

Table 14.1 Policy relationships

## Vibrant town and local centres

**14.12** Modern town centres are much more than the simple retail centres they used to be. To survive, they must be the heart of the local community they serve, providing a key focus for shopping, employment, leisure, civic and cultural activities as well as urban living. North East Lincolnshire has a mix of different retail centres which provide different functions offering a varied mix of services and amenities. The three town centres within the Borough; Grimsby, Cleethorpes and Immingham, all have unique characteristics that define them. These are as follows:

### Grimsby

**14.13** Grimsby is the highest order centre in the Borough and is the sub-regional centre. Located approximated 20miles from the nearest market towns, and 30miles from any major centres (e.g. Hull, Lincoln, Scunthorpe) it benefits from limited competition and high expenditure retention rates. It provides the main comparison shopping offer for residents of the Borough offering a range of multiple retailers and a limited range of business, leisure, civic and cultural activities. Over recent years the competition from out-of-centre foodstores particularly has weakened the convenience offer, resulting in a comparison shopping focus. It also suffers from weaknesses in the range of leisure and social facilities and a limited evening economy offer, which are below what would be expected for a centre of its status.

It is therefore important that development which widens the town centre offer is encouraged to ensure the town remains strong and vibrant.

**14.14** Recent investments have been implemented utilising Local Transport Programme (LTP) funding to enhance the public realm in the town. This included the relocation of the bus station from Riverhead Square and a number of streetscape improvements from which additional private sector investments have been generated. The Council has recently commenced development of the new office scheme on Cartergate, and private investment has secured a new hotel off Wellowgate. Proposals are now being progressed by the private sector which will widen the town's offer in terms of leisure and retail facilities. Such proposals are identified in the *Sustainability Appraisal* as having positive impacts generating a vibrant and viable town centre, providing job opportunities, promoting development on brownfield land and utilising sustainable transport modes.

**14.15** The Plan seeks to support the continued role of Grimsby as a sub-regional centre, and as such the Plan will seek to support the widening of the town's offer and protection from inappropriate out-of-centre development.

### Cleethorpes

**14.16** Cleethorpes is a main town centre offering a dual role in meeting the day-to-day convenience needs of its local residents, as well as providing a niche and independent offer that

is attractive to the resort's visitors. However, like most seaside towns, it has suffered from a lack of investment in its physical fabric and public realm, competition from out-of-town shopping and visitor attractions, and the seasonal nature of the visitor economy.

**14.17** Opportunities exist within Cleethorpes to support the visitor experience whilst building on the town's unique character. Recent investment in the town centre by major operators such as Weatherspoons and Costa Coffee have contributed to a wide range of food and drink outlets, attracting both residents and visitors alike. The recent refurbishment of the Pier to create bars and restaurants together with a ballroom/conference centre supports the development of a year round visitor economy, and improves linkages between the town centre and the seafront. Funding has now been secured to enable further investments, these will focus on vacant/derelict sites, improvements to the public realm and heritage assets.

**14.18** The strategy for Cleethorpes town centre is to promote and develop the unique offer, building on its relationship with the resort area and drawing on the features that distinguish it from Grimsby. This relates specifically to extending the range of visitor facilities, especially those that overcome current issues of seasonality, improving dwell times, and improving the range of niche/independent retailers.

### Immingham

**14.19** In contrast, Immingham town centre provides the main convenience provision for its residents. The redevelopment of the town centre has been completed, and whilst some units have opened the main unit, anticipated to be occupied by Tesco early in 2015, remains empty. In the future Immingham has the opportunity to develop its role, and broaden its town centre function, capitalising upon its proximity to the employment growth proposed along the South Humber Bank and the ABLE UK Energy Marine Park. Policies

in the Plan seek to ensure that the widening of functions in Immingham can be appropriately supported.

### The scale of growth in the town centres

**14.20** A key aspect of maintaining a healthy and vibrant town centre is ensuring that provision is made to accommodate anticipated growth. The NPPF (paragraph 23) requires that local plans should identify the scale of development which needs to be accommodated, advising that:

*"Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites".*

**14.21** The *Retail, Leisure and Three Centres Study* (2013) and *Retail Floorspace Capacity Update* (2016) provides an assessment of the future quantitative capacity and qualitative need for additional retail and leisure floorspace across North East Lincolnshire. Focusing on the town centres of Grimsby, Cleethorpes and Immingham, the report considers recent past and current trends in retailing. These include, for example, increased use of the Internet for shopping, and requirements to change the format of stores as retailers respond to evolving conditions and circumstances.

**14.22** The identified requirements reflect the long-term forecasts over the full plan period and are based upon the Jobs-Led Scenario 1 - UR forecast. It should be noted that the growth is dependent on increasing available expenditure over this period. There will be a need to review the retail floorspace capacity forecasts on a regular basis.

### Convenience retailing (food)

**14.23** The Study identified that the North East Lincolnshire catchment retained 98% of the overall retail expenditure for convenience shopping meaning that the vast majority of people who live in North East Lincolnshire also do their food

shopping in the Borough. This strong retailing position is considered to be indicative of the lack of competition from other centres.

**14.24** The Study notes that all the key national operators are represented within the Borough, primarily in edge-of/out-of-centre locations close to Grimsby town centre. Development of these large stores over recent times has resulted in a decline in the town centre convenience offer, particularly in Grimsby. All of the stores trade off each other, and in retail policy terms none is provided greater protection than another.

**14.25** Over the plan period, it is anticipated that the developing trend towards small food stores within the town centres, and on busy transport routes, will continue. The 'Big Four' have been responding to changing consumer behaviour and expectations with additional, smaller 'Local', 'Metro' and 'Express' stores, which can help to support town, district and local centres.

**14.26** The capacity review forecast the following additional requirements for convenience floorspace over the plan period:

Additional convenience floorspace requirement 2016 to 2032			
Convenience (mainstream food retailer)	2021	2026	2032
Grimsby urban area	c-2,296m <sup>2</sup> (net)	c-1,682m <sup>2</sup> (net)	c-971m <sup>2</sup> (net)
Grimsby urban area (inc tourist inflow)	c-568m <sup>2</sup> (net)	c37m <sup>2</sup> (net)	c739m <sup>2</sup> (net)
Cleethorpes urban area	c28m <sup>2</sup> (net)	c259m <sup>2</sup> (net)	c525m <sup>2</sup> (net)
Cleethorpes urban area (inc tourist inflow)	c1,331m <sup>2</sup> (net)	c1,555m <sup>2</sup> (net)	c1,816m <sup>2</sup> (net)
Immingham	c-949m <sup>2</sup> (net)	c-866m <sup>2</sup> (net)	c-770m <sup>2</sup> (net)

Table 14.2 Additional convenience floorspace requirement 2016 to 2032

**14.27** Grimsby town centre has a relatively low market share in terms of convenience retailing. The results of the analysis would normally suggest scope for qualitative and quantitative improvements in order to address local needs. However, the vitality and viability of Grimsby town centre as a whole is not sustained by convenience retailing, and there is an oversupply of out-of-centre stores serving the catchment areas (Tesco, Sainsburys and Asda in Grimsby, and Morrisons at Laceby), most of which under-perform. Consequently, there is no qualitative or quantitative need to actively plan for new convenience floorspace in Grimsby over the plan period.

**14.28** Cleethorpes town centre retains a relatively small proportion of the market share of convenience retailing, this reflects its current role as a top-up food shopping centre. The main market share goes to the out-of-centre Tesco Extra at Hewitts Circus, which is mainly a car-borne destination. Potential for development of a foodstore within Cleethorpes has therefore been identified, which would result in both qualitative and quantitative benefits for the town centre. Ideally, such a store would be best located in a town centre location, but if not, a location that is sequentially preferable to that of the Tesco store at Hewitts Circus, may be acceptable. Local Growth Funds have now been secured by the

Council to assist the developer of the site adjacent to the Dolphin Hotel to bring forward a retail-led development. It is considered that such provision would ensure qualitative and quantitative improvements in the convenience offer.

**14.29** Immingham town centre currently loses convenience trade, mainly to the big convenience stores in and around Grimsby. However, the town centre has recently been redeveloped, this included provision of a new convenience store. Whilst built, it has not been opened at the time of publication of this Plan. Tesco has withdrawn from operating the store, however, on opening, by Tesco or another operator, it will address the qualitative and quantitative deficiencies identified

in the Study. Consequently, the Study concludes that there is no specific need to make provision for additional convenience floorspace provision within Immingham over the plan period.

#### Comparison retailing (non food)

**14.30** Immingham offers relatively little comparison retailing, with the centre being primarily focused on convenience shopping. Most residents within the catchment look to Grimsby for comparison shopping.

**14.31** The capacity update identified the following additional requirements for comparison floorspace over the plan period:

Additional comparison floorspace requirement 2016 to 2032			
Comparison	2021	2026	2032
Grimsby urban area (baseline)	c2,443m <sup>2</sup> (net)	c10,799m <sup>2</sup> (net)	c22,921m <sup>2</sup> (net)
Grimsby urban area (inc tourism inflow)	c3,486m <sup>2</sup> (net)	c12,376m <sup>2</sup> (net)	c25,236m <sup>2</sup> (net)
Cleethorpes urban area (inc tourism inflow)	c2,085m <sup>2</sup> (net)	c3,543m <sup>2</sup> (net)	c5,631m <sup>2</sup> (net)
Immingham (inc tourism inflow)	c-448m <sup>2</sup> (net)	c-236m <sup>2</sup> (net)	c72m <sup>2</sup> (net)

Table 14.3 Additional comparison floorspace requirement 2016 to 2032

**14.32** As the Borough's primary town centre, Grimsby performs a wider sub-regional role for comparison retailing, as well as for employment and services. It benefits from strong comparison expenditure retention (i.e. people who live in the area shop in Grimsby), particularly in fashion retailing. The main shopping offer is provided within the covered Freshney Place Shopping Centre offering a wide range of national retail outlets, which is enhanced by a range of small up-market boutique operators within the Abbey Gate development. In terms of comparison retailing, Grimsby town centre performs well, with good representation from multiple retailers and limited vacancies. However, evidence shows that

it was not immune to the market pressures during the economic downturn, with a key weakness in the comparison retail offer being the high proportion of mid-range retailers.

**14.33** The *Retail, Leisure and Three Centres Study* (2013) and subsequent *Retail Floorspace Capacity Update* (2016) identified additional comparison floorspace requirements in the latter stages of the plan period. However, the mid-range nature of provision creates qualitative deficiencies which could be addressed by encouraging earlier provision by mid/high fashion retailers, improved department store provision, and niche independent retailers. Given the relatively low

level of vacancies it is considered that early provision will therefore be required through the provision of new accommodation within the town centre boundary. This will enhance current vitality and viability, ensure long-term sustainability and maintain the towns status as a regional centre.

**14.34** Planning permission has been granted for the re-modelling of part of the Freshney Place car park and provision of new retail accommodation. However, this will be insufficient to meet the identified needs for the plan period. The Garth Lane site has been identified as a site for future growth. Whilst development in this area will be supported a key principle of any development on the Garth Lane site will be the requirement to ensure that there are strong visible and accessible linkages across Frederick Ward Way and the remainder of the town centre. Whilst anticipated over a longer timescale, the opportunity to develop the currently underused land to the south of Bethlehem Street would provide a logical and natural extension to the existing shopping area.

**14.35** Cleethorpes is a secondary centre to Grimsby, with residents mostly looking to Grimsby to meet their main comparison shopping needs, and national retailers focusing on Grimsby as a result of its higher position in the retail hierarchy. Despite this, Cleethorpes is nevertheless a vibrant town centre, and is distinguished from Grimsby by its strong niche independent offer, especially the established cluster on Sea View Street which is now expanding.

**14.36** The anticipated capacity for growth identified in Table 14.3 'Additional comparison floorspace requirement 2016 to 2032' above, shows that additional comparison floorspace would be required in Cleethorpes towards the end of the plan period. The growth identified, however, is insufficient to provide any significant step-change in the role of the centre, which when coupled with the main comparison focus being on Grimsby, implies no immediate need to plan for comparison retail growth within Cleethorpes.

**14.37** However, this approach supports the status quo, does not address current qualitative deficiencies, and limits the range of facilities Cleethorpes has to offer in comparison to similar destinations with which it competes. It is important that investment in the town centre is undertaken to ensure that Cleethorpes maintains its role as a resort town.

**14.38** A Local Development Order has been prepared, which is also supported by committed Local Growth Funds (LGF) which will secure the early redevelopment of the currently derelict former Clifton Bingo site on Grant Street for residential-led mixed use development including retail, food and drink and leisure uses. This, together with the timely reuse of the Dolphin Hotel site is anticipated to be a catalyst for change within the town centre. The Council currently owns a significant area of land between Sea Road and the Promenade, and anticipates that longer-term a comprehensive redevelopment of this area will also generate retail-led mixed use activity, together with public realm enhancements in order to cement the relationship between the seafront and the town centre. Complementary funding is being sought to secure investment in the town's rich heritage buildings, particularly along Alexandra Road and Sea View Street.

**14.39** Immingham town centre currently has a limited comparison offer, most needs are met travelling to the sub-regional centre at Grimsby. However, the implementation of the town centre redevelopment has brought with it improvements to the wider town centre environment. It is anticipated this will provide the stimulus to further investment, enhancing the range and quality of comparison goods available for local residents. Anticipated future needs are expected to be met through this scheme. Given the limited extent of floorspace capacity identified over the plan period, and the completion (although currently stalled) of the Tesco scheme, it is considered that there is no need to make specific provision for future comparison floorspace within the town centre.

## Office/commercial floorspace

**14.40** Provision of commercial floorspace within each of the town centres is currently limited to mainly first floor 'second-hand' stock, primarily within Grimsby. Further provision is mostly in out-of-centre business parks, such as Acorn Business Park, Laceby Business Park and Europarc.

**14.41** The *Economic Futures Report* (2014) identifies that employment growth in key sectors is anticipated to generate new demand for business-to-business services (including legal, finance and insurance, information technology and communications, accountancy, engineering and other professional services), and considers that stimulation of the office market will potentially attract new investors and occupiers to the town centres, particularly Grimsby. Overall, the anticipated growth in the sector falling within the B1a/b use classes amounts to just over 2,000 jobs, which equates, on standard floorspace densities, to an increase in overall B1a/b floorspace of 23,374m<sup>2</sup>.

**14.42** Recent out-of-centre office developments (e.g. Europarc) have had a negative impact upon the town centre through the loss of footfall and diminution of the vibrancy that is created when a range of different uses interact in close proximity to each other. Whilst it is recognised that there will be some B1a/b operations required to support other employment development in the industrial areas, it is expected that and office accommodation intended for the provision of the range of services outlined above should be located within a town centre environment. As a result, office proposals of more than 500m<sup>2</sup> outside of the defined town centre must meet the requirements of Policy 10 'Office development'.

**14.43** Given Grimsby's role as a sub-regional centre, most of the growth identified for office accommodation will be located here. The Cartergate site currently under construction will provide new town centre floorspace, and it is anticipated that this may lead to further proposals

being developed in this area of the town, particularly close to St James Church, where enhanced public realm will also add to the overall quality of the environment.

## Leisure

**14.44** The *Retain, Leisure and Three Centres Study* (2013) suggests that Grimsby is very much a secondary location to Cleethorpes from a leisure perspective. The leisure facilities at Meridian Park, Cleethorpes offer a wide range of family oriented activities, including a cinema and bowling alley. The lack of any current family oriented leisure offer within Grimsby is identified as a key deficiency, and one which does not fit with its sub-regional status.

**14.45** Recently, proposals to extend Freshney Place, and its offer to customers, were announced. The proposals comprise a multi-screen cinema, together with a range of food outlets fronting Riverhead Square. The Council has actively supported this scheme and is progressing negotiations in respect of its delivery.

**14.46** The *North East Lincolnshire Hotel Study* (2013) assessed current levels of hotel provision in the Borough, and considered the potential capacity for further development. Recent developments have seen construction of the Holiday Inn at Wellowgate and Premier Inn at Meridian Park, together with a proposed extension to the Humber Royal. Despite these three schemes generating in the region of 200 new bedrooms, the study identified that there was additional capacity for a further 100 bed hotel. The Council has actively promoted its site at Cartergate in Grimsby as its preferred location for the provision of new hotel accommodation.

**14.47** Cleethorpes' leisure offer is primarily oriented towards the visitor economy. Whilst there is a good range of pubs and restaurants in the town centre, the out-of-centre leisure facilities at Meridian Park detract from this, by meeting needs of visitors and residents alike, including those from Grimsby and Immingham. Whilst, there is no



specific, quantitative need to plan for additional leisure provision in Cleethorpes, promotion of a stronger leisure mix especially where the resort and town centre merge would be of benefit, and encourage linked trips and longer dwell times. The redevelopment of the Grant Street site, together with land at Sea Road would enhance the town centre offer, provide attractive visitor facilities and accommodate those using the beach.

**14.48** Immingham town centre does not currently provide significant leisure facilities for local residents, although facilities are available

close by at the Immingham Academy and Swimming Pool. Immingham will, however, be the closest town centre to the ABLE UK development located to the north of the town. It is therefore considered appropriate to ensure that opportunities can be taken to enhance Immingham's offer of social activities, including restaurants, cafés and bars, as developments like these will help to improve and sustain the town centre. A flexible approach to accommodating such uses will therefore be taken.

## Policy 23

### Retail hierarchy and town centre development

1. Proposals for development within the defined town centres, district centres and local centres, identified on the Policies Map, will be supported where the scale and nature of the proposed development will support and enhance the individual role of the centre in accordance with the following retail hierarchy:

#### A. Sub-regional centre - Grimsby

- i. development that continues to support the centre's sub-regional role, and which extends the range and quality of facilities and services offered will be encouraged;

#### B. Main town centre - Cleethorpes

- i. development that supports the viability and vitality of the town centre, and strengthens the association of the commercial core and resort area will be encouraged, with the aim of broadening the town centre's appeal;

#### C. Small town centre - Immingham

- i. development that supports the role of the town centre, and which extends the range and quality of facilities and services offered reflecting its location at the heart of the employment growth proposed, will be encouraged;

#### D. District centre - Freeman Street, Grimsby

- i. development that supports the consolidation and redefining of the centre as a district centre will be encouraged, particularly where this broadens the range, and quality of facilities, services and cultural activities; and,

**E. Local centres**

- i. development that respects the individual local scale and character of the centre will be supported.
  
- 2. Within the Grimsby, Cleethorpes and Immingham town centres, identified on the Policies Map, the Council will encourage and support mixed use development that adds to town centre vitality and viability; extends the range of offer to a broad spectrum of the population; and promotes an extension of the evening economy. Acceptable town centre uses are considered to be:
  - A. A1 Retail;
  - B. A2 Finance and Professional Services;
  - C. A3 Cafés and Restaurants;
  - D. A4 Drinking establishments;
  - E. A5 Hot food takeaways;
  - F. B1a Offices;
  - G. C1 Hotels;
  - H. C3 Dwelling houses (first floor and above);
  - I. D1 Non-residential institutions; and,
  - J. D2 Assembly and Leisure.
  
- 3. Within all centres, development will be expected to:
  - A. enhance the centre's attractiveness, as a place to visit, work and socialise, in line with policies relating to primary shopping frontages;
  - B. contribute to a mixture of mutually compatible and complementary uses;
  - C. maintain and sustain the quality of historic environment;
  - D. have particular regard to the desirability of retaining and improving traditional shop fronts;
  - E. ensure the installation of security grilles and shutters does not detract from the visual amenities of the street scene; and,
  - F. have regard to the need for careful design and placement of advertisements and signage consistent with appropriate design guidance, conservation area appraisals, and specific shop front guidance.
  
- 4. Proposals for main town centre uses, specifically retail and leisure uses comprising 200m<sup>2</sup> gross or more, in any location outside the defined primary shopping frontages, will only be acceptable if it is demonstrated that:

- A. the development cannot be accommodated on a suitable site within first, the identified primary shopping frontages, then, within the defined town centre boundary, including identified opportunity sites, or finally close to, the town centre boundary (sequential test); and,
  - B. the proposed site is accessible and well-connected to the town centre; and,
  - C. development will not adversely impact upon the vitality and viability of any of the town centres, (impact test) having regard to:
    - i. committed, planned or proposed public and private investment in the town centres;
    - ii. evidence as to retail expenditure capacity which shows that the development would not adversely impact upon consumer choice and existing town centre trading levels.
5. Proposals for hot food takeaways (Use Class A5) need to demonstrate that account has been taken of:
- A. the impact on the amenity of nearby residents; and,
  - B. the impact on highway safety; and,
  - C. the relationship with any school located within 400m of the proposed A5 use; and,
  - D. whether the proposal would result in an unacceptable concentration of A5 uses in the centre.

## Justification

**14.49** Town centres function as the heart of local communities providing facilities and services that are essential to peoples needs. They also serve a valuable role as a community hub where people meet for social and leisure activities. The NPPF recognises this and advocates a strong town centre first approach to the development of town centre uses. Policy 23'Retail hierarchy and town centre development' reflects this approach whilst acknowledging the scope of town centre uses that make up a vibrant and attractive town centre.

**14.50** Policy 23'Retail hierarchy and town centre development' applies a sequential approach to safeguard the vitality of the town centres applying

a 200m<sup>2</sup> threshold, as recommended in the *Retail, Leisure and Three Centres Study* (2013). This reflects the scale and nature of units within the town centres. The Council will robustly apply the sequential approach, seeking to avoid compounding damage that has resulted from out-of-centre development which has drawn people and trade away from town centres, causing or contributing to their decline. The *Sustainability Appraisal* considered that this approach has a number of sustainability benefits.

**14.51** The NPPF recognises the role that planning can play in better enabling people to live healthier lives. Locally, key indicators of health show that there is a need to improve health and that obesity is one of the key issues. Locating interacting uses, e.g. homes, workplaces and

shops, so that it is easy for people to walk or cycle between them, rather than depend on use of cars as part of a solution. Childhood obesity has specifically been identified as a significant threat to child health in North East Lincolnshire with additional implications for long-term adult health. Rates of child obesity at reception year in the Borough are significantly higher than the regional and national average and improving nutrition in early years is seen as one of the most effective approaches to reducing this worrying trend.

**14.52** In 2008 the Government published *Healthy Weight, Healthy Lives* which encouraged councils to use planning powers to control more carefully the rising numbers of fast food takeaways. Whilst this document is now dated, the 2013 Public Health reforms were based upon returning much of the responsibility for local public health to individual councils and health and well-being boards. There remains a clear message highlighting that local planning authorities should work with public health leads and organisations to understand and take account of the health status and needs of the local population. It is appropriate, therefore to consider what steps can be taken here. A study<sup>(85)</sup> undertaken by the Public Health team in the Council identified that around 50% of fast food takeaways were located in the five wards with the highest levels of childhood obesity in reception year pupils. A recommendation from this study states:

*"In order to tackle the proliferation and health impact of fast food takeaways within the locality, a combination of three approaches could be taken:*

- *Regulatory and planning measures could be used; fast food exclusion zones around schools have been successfully implemented by other local authorities and it is recommended by the Academy of Medical Royal Colleges that planning decisions should be subjected to a health impact assessment. Other regulations such as*

*restricting opening times of takeaways to prevent them targeting their food at school children can also be adopted;*

- *As planning measures will not affect existing fast food takeaways, it would also be beneficial to work with the local food industry and local takeaways to help them make their food healthier: there is the potential to expand the work carried out under the Council's Healthy Choices Award;*
- *Likewise, there is also potential to work with local schools to promote healthy lifestyles and eating habits amongst children."*

**14.53** A number of councils have restricted further development of hot food takeaways close to school premises by introducing a 400m 'exclusion zone'. It is considered appropriate, given the drive to improve health in the Borough, to adopt a similar approach. The approach to controlling the proliferation of takeaways is supported by the Director of Public Health in North East Lincolnshire and sits alongside other activities to improve nutrition and physical activity inside schools. The location of the hot food takeaway will be measured from the main entrance to the school building. This consideration will carry less weight where the proposed location of the hot food takeaway is within a defined town, district or local centre boundary and would not result in an unacceptable concentration of A5 uses in the centre.

**14.54** Analysis of the current distribution of hot food takeaways in relation to school sites has highlighted that the majority of hot food takeaways are located in existing town and local centres. It has also highlighted that some schools are located within 400m of town and local centres. Consequently a number of existing hot food takeaways are located within 400m of schools. There is clearly a balance to identifying suitable locations for hot food takeaways and considering the health of school children.

85 Catterall V., Barnes G (2016) *Health on the High Street - North East Lincolnshire*. Public Health, North East Lincolnshire Council, <http://www.nelincsdata.net/strategicassessment>.



**14.55** The Council accepts that some A5 uses offer healthier alternative foods; however, the importance of promoting healthier lifestyles is a key local objective. Whilst the Plan cannot influence the existing location of A5 uses, or ultimately the choices made by individuals, it is considered important not to compound existing unsatisfactory relationships by allowing further hot food takeaways close to schools.

**14.56** It is acknowledged that primary school children (4 to 13 years) do not leave school grounds at lunchtime however, it is the age at which healthy eating behaviours can be influenced by the actions of their parents and carers. Additional planning control in such circumstances would be of very limited value. The Policy therefore will not apply to primary schools. Secondary school children (14 to 16 years) have much more autonomy over their food choices. The most popular time for secondary school children to purchase food is after school and some secondary schools allow children to leave school premises at lunchtime. The Policy does not apply to further education establishments and specific

training facilities, these facilities serve a broad age range which is typically considered to be of 'adult' status. The Policy therefore applies to secondary schools.

**14.57** The Policy refers to consideration being given to an 'unacceptable concentration' of A5 uses. This reflects the possible detrimental impacts on the vitality and viability of the centre and potential harm to residential amenity that may result from an increasing concentration of A5 uses. When applying this consideration regard will be paid to:

1. the number of existing hot food takeaways in the area and their proximity to each other. (The Council will seek to prevent more than two hot food takeaways locating adjacent to each other, with at least two units between them.);
2. the role and character of the centre and the balance of other shops and services that would remain in the centre; and,
3. the level of vacancy and general health of the centre.

Policy 23'Retail hierarchy and town centre development' relationship to:	Link to:
National Planning Policy Framework	Paragraphs 23 to 27
Local Plan Strategic Objectives	SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Cleethorpes Strategic Development Framework</i> (2010)</li> <li>• <i>Local Centres Study</i> (2012)</li> <li>• <i>North East Lincolnshire Hotel Study</i> (2013)</li> <li>• <i>Retail, Leisure and Three Centres Study</i> (2013)</li> <li>• <i>Strategic Housing Market Assessment</i> (2013)</li> <li>• <i>Grimsby and Cleethorpes Town Centres Investment Plan</i> (2016)</li> <li>• <i>Grimsby Town Centre Parking Strategy</i> (2016)</li> <li>• <i>Retail, Leisure and Three Centre Study, Retail Floorspace Capacity Update</i> (2016)</li> </ul>

Table 14.4 Policy relationships

## Accommodating identified town centre needs

**14.58** The needs for each town centre are highlighted in Table 14.5 'Town centre requirements'. It is appropriate that sites are

identified with a specific range of uses to ensure that the identified needs are being met, and many of the proposals identified which will support the various actions required for the town centres are sufficiently progressed to enable their delivery.

Town centre requirements		
Grimsby	Cleethorpes	Immingham
25,236m <sup>2</sup> new comparison retail floorspace and c739m <sup>2</sup> new convenience floorspace (A1 use)	c5,631m <sup>2</sup> new comparison retail floorspace and 915m <sup>2</sup> new convenience retail floorspace (A1 use)	No significant needs identified (only c72m <sup>2</sup> new comparison retail floorspace) but opportunities to develop further cafés, restaurants and bars (A3 and A4 uses)
Up to 3.2ha Office Accommodation (B1a)	Limited improved comparison retail floorspace (A1 use)	
Leisure quarter including multi-screen cinema and restaurants, cafés and bars (A3 and A4 uses)	Cafes, bars and restaurants (A3 and A4 uses)	
100 bed hotel	Residential (primarily first floor and above)	
Community facilities and opportunities for residential accommodation		

Table 14.5 Town centre requirements

**14.59** The Grimsby town centre boundary has been drawn tightly, but provides scope to accommodate the identified future growth. To the south, the railway, acts as a strong boundary and restricts pedestrian movements except at key crossing points. Cartergate forms the western edge, and marks the sharp transition to a residential environment. The eastern edge is formed by the Peaks Parkway, which again acts as a boundary and restricts pedestrian movements. The northern edge has been drawn so as to recognise the redevelopment potential of land adjacent to the River Freshney. This area offers great potential for future development,

sitting between the Fishing Heritage Centre and Freshney Place Shopping Centre, adjacent to the Alexandra Dock.

**14.60** The Cartergate office scheme is under construction, and proposals for Riverhead Square, Garth Lane and the remainder of the Cartergate site are being progressed.

**14.61** The 2003 Local Plan town centre boundary for Cleethorpes centred around the primary retail area of St Peters Avenue, High Street, Market Street and parts of Alexandra Road. The small retail area at Sea View Street was defined as a separate Local Centre. Both of

these centres provide an attractive shopping environment primarily oriented towards the tourist market, and have a particularly strong niche and independent retail offer which contributes to the overall character of Cleethorpes. The town centre boundary has therefore been altered in order to ensure that the role of Sea View Street has as part of the wider town centre offer, although distinct from it, is recognised.

**14.62** The town centre opportunity sites for Cleethorpes are located in areas where complementary resort/visitor led development can help to sustain the town centre. Given its role, no specific proposals for office development are included for Cleethorpes. Although, the strategy provides sufficient flexibility if a specific need were to arise.

**14.63** No significant needs have been identified for Immingham, therefore no opportunity sites have been identified. The recently constructed redevelopment scheme was envisaged to meet

all convenience needs for local residents, although Tesco's interest has waned. It is envisaged that an operator for the main store will be found soon, and this will readdress the balance in provision, supported by new comparison store provision.

**14.64** Whilst Immingham has a range of community facilities, it is not well served by cafés and bars, and restaurants. The development at ABLE Marine Energy and Logistics parks will generate significant business in the area. Immingham will be the closest town centre (approximately five to ten minute drive time), and the potential to attract workers and shoppers remains strong. Immingham, therefore, has the potential to offer a wider range of services than it does at present, and Policy 23 'Retail hierarchy and town centre development' is supportive of further mixed use development that adds to the vitality and viability of the town centre, and extends the range of offer to a broad spectrum of the population.

## Policy 24

### Grimsby town centre opportunity sites

1. Within the defined Grimsby town centre, land has been allocated to accommodate at least:
  - A. 25,236m<sup>2</sup> new comparison retail floorspace;
  - B. 739m<sup>2</sup> new convenience floorspace;
  - C. 3.2ha B1 office accommodation;
  - D. a new Leisure Quarter (cinema and restaurants);
  - E. 100 bed hotel;
  - F. community facilities; and,
  - G. residential development, principally at first floor and above.

2. To meet future needs of the centre, the following opportunity sites capable of accommodating the range of uses listed, have been identified:
  - A. **Garth Lane/Alexandra Dock**<sup>(86)</sup> - mixed use including retail ((A1), leisure (A3, A4, D1, D2) and office (B1a/b), with potential for some residential (C3));
  - B. **Cartergate**<sup>(87)</sup> - office (B1a/b) and hotel;
  - C. **Riverhead Square**<sup>(88)</sup> - cinema, leisure incorporating restaurants, bars and cafés (A3 and A4 uses);
  - D. **Victoria Street South**<sup>(89)</sup> - mixed use including office (B1a/b), leisure (A3/A4) and residential (C3); and,
  - E. **South of Bethlehem Street**<sup>(90)</sup> - comprehensive retail (A1), small scale mixed use including retail (A1-A4), leisure (D2) and residential (C3).
3. Development proposals on opportunity sites, identified above, and on the Policies Map, will be expected to accord with the guidelines set out in the *Town Centre Investment Plan*. Proposals will be assessed in accordance with the following criteria:
  - A. meeting the requirements set out in Policy 23'Retail hierarchy and town centre development';
  - B. making a positive contribution towards the improvement of the existing town centre offer;
  - C. retaining/improving connectivity to the primary shopping frontages;
  - D. improving town centre footfall and visitor dwell time; and,
  - E. the proposal is complementary to other town centre investment plans/proposals.

86 Site located, part within Grimsby Central Conservation Area, and includes listed buildings (Haven Mill, West Haven Maltings and Garth Buildings Grade II, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

87 Site located, within Grimsby Central Conservation Area, and adjacent to Grade I Listed Church of St James, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

88 Site located, adjacent to Grimsby Central Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

89 Site located, adjacent to Grimsby Central Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

90 Site located, adjacent to Grimsby Central Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

## Policy 25

### Cleethorpes town centre opportunity sites

1. Within the defined Cleethorpes town centre, land has been allocated to accommodate at least:
  - A. 1,816m<sup>2</sup> new convenience floorspace;
  - B. 5,631m<sup>2</sup> new comparison floorspace;
  - C. cafés, bars and restaurants; and,
  - D. residential (principally at first floor and above).
2. To meet the future needs of the centre, the following opportunity sites capable of accommodating the range of uses listed, have been identified:
  - A. **Adjacent Dolphin Hotel**<sup>(91)</sup> - retail (A1 (convenience), A3); and,
  - B. **Grant Street/North Promenade/Sea Road**<sup>(92)</sup> - retail (A1, A3), leisure (D2), and residential (C3) (upper floors); and,
  - C. **Central Promenade**<sup>(93)</sup> - retail (A1, A3), leisure (D2).
3. Development proposals on opportunity sites, identified above and on the Policies Map, will be expected to accord with the guidelines set out in the *Town Centre Investment Plan*. Proposals will be assessed in accordance with the following criteria:
  - A. meeting the requirements set out in Policy 23'Retail hierarchy and town centre development';
  - B. making a positive contribution towards the improvement of the existing town centre offer;
  - C. retaining/improving connectivity to the primary shopping frontages;
  - D. improving town centre footfall and visitor dwell time; and,
  - E. the proposal is complementary to other town centre investment plans/proposals.

91 Site located, within Cleethorpes Central Seafront Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

92 Site located, within Cleethorpes Central Seafront Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

93 Site located, within Cleethorpes Central Seafront Conservation Area, refer specifically to Policy 39'Conserving and enhancing the historic environment'.

## Justification

**14.65** A requirement that is common to all town centres is the need to improve them as places so that more people will want to spend more time there, more businesses will want town centre locations, and people will want to live, work, learn and enjoy cultural activities and leisure time in them. The Plan provides a policy framework,

including allocating opportunity sites; from which more detailed place-making strategies and plans will be developed and implemented through co-operation between the Council, other service providers, businesses, developers, property owners and local communities. The aim is to ensure that our town centres are restored to, and continue to maintain their proper position at the heart of our communities.

Policy 24'Grimsby town centre opportunity sites' and Policy 25'Cleethorpes town centre opportunity sites' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 23 to 27
Local Plan Strategic Objectives	SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Cleethorpes Strategic Development Framework</i> (2010)</li> <li>• <i>Local Centres Study</i> (2012)</li> <li>• <i>North East Lincolnshire Hotel Study</i> (2013)</li> <li>• <i>Retail, Leisure and Three Centres Study, Retail Floorspace Capacity Study</i> (2016)</li> </ul>

Table 14.6 Policy relationships

## Primary shopping frontages

**14.66** The primary shopping frontages are defined in the NPPF Glossary as those frontages which are likely to include a high proportion of retail uses, which may include food, drinks, clothing and household goods. The NPPF requires that primary shopping areas are identified, and that the range of uses considered acceptable in such areas is also clearly defined.

**14.67** The primary shopping frontages apply to the most important retail frontages in the town centres, where the greatest pedestrian flows and concentration of A1 retail uses can be identified. Protection of such frontages is important in

ensuring the vitality and viability of the shopping area, and ensuring that new non-retail uses are not introduced where they would detract from this. The area comprising these frontages is defined as the primary shopping area.

**14.68** Given the strategy of encouraging a wider range of uses within Grimsby town centre, consideration has been given to the inclusion of A4 uses, which would add to the mix and diversity of the town centre in its primary locations. It is therefore proposed that the retail uses considered appropriate for Grimsby are A1, A2, A3 and A4. Similarly, a wider approach, is proposed for Cleethorpes and Immingham in order to promote a wider range of uses within the town centre.

## Policy 26

### Primary shopping frontages

1. Within the defined primary shopping frontages, identified on the Policies Map, non-retail development will be permitted at ground floor level only where the development would not result in more than a third of the individual units being used for non-retail uses. Retention of a display window will be required where the absence of this would otherwise have a detrimental impact on the nature and character of the shopping street.
2. The consideration of the proportion of units in Grimsby will be assessed with regard to, either:
  - A. Freshney Place covered frontages; or,
  - B. all other primary frontages in Grimsby town centre.
3. In Cleethorpes the consideration will be assessed with regard to, either:
  - A. St Peters Avenue frontages; or,
  - B. all other primary frontages in Cleethorpes town centre.
4. In Immingham the consideration will be assessed with regard to the proportion of units in all Immingham primary shopping frontages.
5. In any primary shopping frontage a cluster of non-retail uses shall not exceed three consecutive units.
6. Within Grimsby town centre, retail uses are defined as those falling within Use Class A1 (retail), A2 (finance and professional services), A3 (cafés and restaurants), A4 (drinking establishments).
7. Within Cleethorpes and Immingham town centres, retail uses are defined as those falling within Use Class A1 (retail) and A3 (cafés and restaurants).

### Justification

**14.69** The need to ensure that the Borough's town centres remain vital and viable is paramount to their long term sustainability. As a result, it is important that those parts of the towns where footfall and concentration of retail uses are the greatest are protected from inappropriate development.

**14.70** There is a need to recognise the changing role of town centres, and ensure that there is sufficient flexibility to encourage a wider range of uses, particularly in relation to the provision of facilities for food and drink. Policy 26 'Primary shopping frontages' recognises the variation in uses between the three centres, and will maintain the overall character of the primary retail area in each centre. The proportion of uses is based simply upon broad areas rather than individual street frontages.

**14.71** In the past the consideration of what constitutes a 'frontage' has led to some confusion, with questions raised about whether street junctions or corners represent a break in

frontages. An approach based on areas is considered to be a simpler and easier to interpret, whilst still fulfilling the desired objective.

Policy 26'Primary shopping frontages' relationship to:	Links to:
National Planning Policy Framework	Paragraph 23
Local Plan Strategic Objectives	SO5 and SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Centres Study</i> (2012)</li> <li>• <i>Retail, Leisure and Three Centres Study</i> (2013)</li> </ul>

Table 14.7 Policy relationships

### Freeman Street district centre

**14.72** Traditionally the main thoroughfare linking Grimsby Docks with the town centre, Freeman Street was once a vibrant area benefiting from its association with the docks. Over time, its retail status has changed as key nationally renowned operators have moved out as a result of changes in the nature of the dock activities, and also the increasing attractiveness and status of 'Top Town' (Grimsby town centre).

**14.73** Freeman Street is now physically detached from Top Town. It is, however, now forming a new identity, building on strong links to the past such as the indoor market and a new range of diverse convenience outlets and specialist shops, including those with an ethnic focus. New sectors are emerging and beginning to grow, such as the digital hub.

**14.74** Given the nature of the outlets within Freeman Street and its limited comparison offer, there is limited capability for it to substantially improve its offer. However, recent investment in

the public realm, and the actions of the regeneration partnership with Shoreline Housing and the Enrolled Freemen of Grimsby are driving forward catalytic projects that will transform the area both physically and perceptually. Freeman Street is therefore set to continue its transition and will increasingly concentrate its focus on the immediate community it serves and reconnecting to Grimsby Docks.

**14.75** Given the area's increasingly local focus and convenience role, it is considered that the retail area is more in line with the definition of a Local Centre, although it is of more substantive scale and catchment. In recognition of this, Freeman Street is defined in the Plan as a District Centre.

**14.76** The Freeman Street district centre is anchored by the indoor market to the north and the large Asda superstore in the south. The connections between the Asda store and the district centre are currently very poor and efforts will, therefore, be made to improve these links and strengthen the new centre.

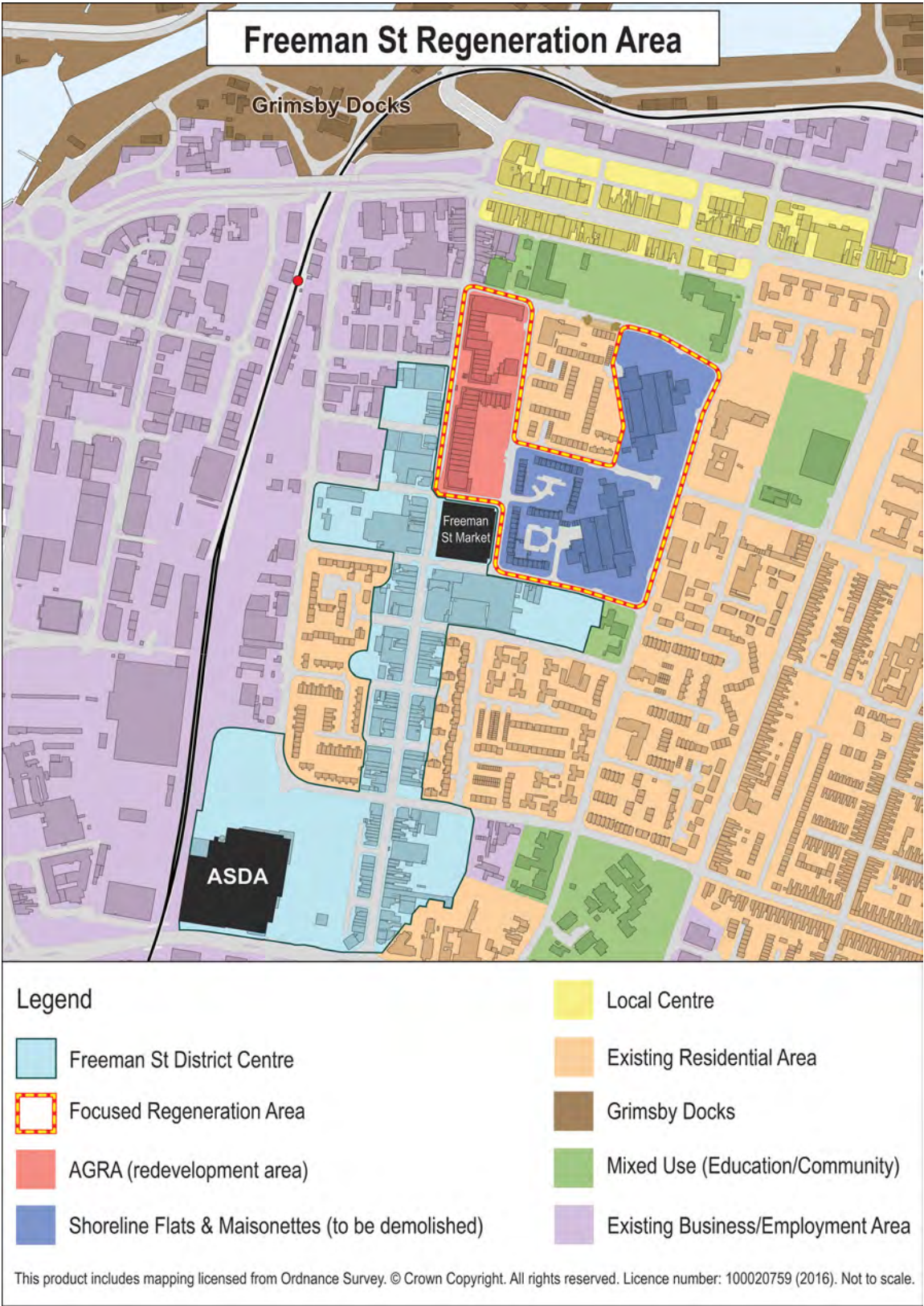


Figure 14.1 Freeman Street regeneration area

**14.77** The East Marsh area within which Freeman Street is located is an area of high deprivation that will benefit from regeneration activities. An initial *Freeman Street, Regeneration and Development Study* (2015) has been commissioned to examine options for the redevelopment of this area.

**14.78** The Study identified the key drivers for change, and outlines the major constraints, existing land uses, connections and market conditions. It then sets out market-led and intervention-led options which, at the time of publication of this Plan, have yet to be fully evaluated. The Study does, however, highlight a number of key drivers that should influence any future development here:

1. an outward-facing approach;
  - a. strengthening the relationship between the East Marsh and the wider growth opportunities presented by the port, town centre and community assets.
2. a focus on economic growth;
  - a. supporting growth ambitions, improving education, training and links to new employment opportunities.
3. a flexible approach to future land use;
  - a. a mixed use approach will encourage investment and encourage diversity.
4. supporting health and well-being;
  - a. an approach which blends community and commercial assets in a way that supports well-being and attracts business communities to the area.
5. new perceptions through place-making;
  - a. ongoing improvements and new development must support the 'rebranding' of the Freeman Street area.
6. a new definition for Freeman Street;
  - a. a clear definition in terms of its role, land use and boundaries.

## Policy 27

### Freeman Street district centre

1. Within the defined Freeman Street district centre boundary the Council will encourage and support mixed use development that adds to the vitality and viability of the town centre, and extends the range of offer to a broad spectrum of the population. The following specific uses will be acceptable, in principle:
  - A. A1 Retail;
  - B. A2 Finance and professional services;
  - C. A3 Cafés and restaurants;
  - D. A4 Drinking establishments;
  - E. A5 Hot food takeaways;
  - F. B1a Offices;
  - G. C1 Hotels;
  - H. C3 Dwelling houses (first floor and above);

- I. D1 Non-residential institutions;
- J. D2 Assembly and leisure.

- 2. The Council will support and promote approaches which seek specifically to improve pedestrian connectivity between Freeman Street and the Asda superstore.

### Justification

**14.79** On the basis of the quantitative and qualitative assessment of Freeman Street centre set out in the *Retail, Leisure and Three Centres Study* (2013) Freeman Street has been defined as a district centre. This reflects:

- 1. the extent of vacancies in the existing defined centre - there is a clear requirement to physically consolidate the shopping area into a viable entity which will encourage linked trips and activity;
- 2. the decreasing importance of Freeman Street as a shopping destination in the Borough - the quantitative analysis in particular details that the centre performs a secondary role for comparison retail shopping in particular. The centre also has a limited services and leisure function; and,
- 3. its geographical separation from Top Town and the requirement to distinguish both

centres in hierarchical terms so as to enable a viable centre-specific strategy to be developed for both Top Town and Freeman Street.

**14.80** The designation as a district centre better reflects the type of retail and service uses now found in the area and the strategy for future options for the wider regeneration area. The boundary reflects that recommended in the *Retail, Leisure and Three Centres Study* (2013).

**14.81** The northern section of Freeman Street, beyond the redefined district centre is seen as a mixed use development area. Further clarification regarding the development of this area will be forthcoming as the *Freeman Street, Regeneration and Development Study* (Oct 2015) is progressed.

Policy 27'Freeman Street district centre' relationship to:	Links to:
National Planning Policy Framework	Paragraph 23
Local Plan Strategic Objectives	SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Centres Study</i> (2012)</li> <li>• <i>Retail, Leisure and Three Centres Study</i> (2013)</li> <li>• <i>Freeman Street, Regeneration and Development Study</i> (2015)</li> </ul>

Table 14.8 Policy relationships

## Local centres

**14.82** The Borough's main town centres are supported by a network of local centres. They provide a range of day-to-day services to local walkable catchment areas. The centres play an important and vital role in meeting the day-to-day needs of local communities, particularly in respect of top-up convenience retailing. With the emphasis on local provision increasing recently local centres have been contributing substantially towards the sustainability of local communities.

**14.83** A *Local Centres Study* was undertaken in 2012. It sought to provide a clear definition of a Local Centre and assessed the compatibility of centres with that definition. Specifically, having regard to the changes in policy brought about by the NPPF, the Study defined a local centre as:

*"A group of five or more shops in one or more continuous rows serving a local catchment; largely retail based including at least one supermarket or convenience store with other retail elements and local services (hairdressers, café etc), typically including a high proportion of independent small or micro businesses."*<sup>(94)</sup>

**14.84** It is recognised that this definition may need to be interpreted more flexibly in relation to village centres, and areas with under provision, where a smaller centre might be recognised and further retail development supported.

**14.85** The Study identified 33 local centres and recommended that two centres at Convamore Road and Ladysmith Road, both in Grimsby, were included on the basis of development that had

taken place since the original centres were identified. Additionally, the Study recommended the deletion of nine previously identified local centres on the basis that they were not compliant with the revised definition, and that they made no additional contribution to the coverage of provision via walk zones. As a result, the previously identified local centres at Beechwood Avenue, Carnforth Parade, Edge Avenue, Hainton Avenue, Heneage Road (all Grimsby), Fieldhouse Road (Humberston), Oxford Street (Cleethorpes), Pelham Road Central (Immingham) and Habrough were to be de-designated. Cleethorpes town centre boundary as also been reviewed and now includes Sea View Street, which was previously identified as a local centre.

**14.86** Within the local centres, small scale retail development will be acceptable, provided that this is appropriate to the scale and character of the particular centre. Retail uses will be considered to be those falling within Class A of the Use Classes Order.

**14.87** The *Retail, Leisure and Three Centres Study* (2013) identified a localised threshold of 200m<sup>2</sup> for assessing impact for development in out-of-centre locations. Given that this is intended to protect the retail operations of the town centre, it is considered appropriate to apply the same impact threshold to the local centre designations. Specifically, this will assist in retaining the integrity and purpose of the local centres, and ensure that proposed development within designated local centres does not undermine town centre vitality and viability. The specific requirements of the sequential test are set out under Policy 23 'Retail hierarchy and town centre development'.

94 *Local Centres Study* (2012).

## Policy 28

### Local centres

1. Within the defined local centres, small scale retail developments<sup>(95)</sup>, will be acceptable provided they are appropriate to the scale and character of the particular centre.

### Justification

**14.88** The role of local centres is to provide appropriate facilities to meet the day-to-day needs of local residents based on a walking catchment area of approximately 800m. Changes need to be permitted if this role is to be sustained, but it is important that the scale of that change is

appropriate to the local centre. It is considered that the use of the impact threshold will deter major redevelopment proposals which are more appropriate for town centre locations.

**14.89** The local centres are set out in Table 14.9 'Local centres' below and identified on the Policies Map:

Local centre number	Name	Location/address
LC01	Bradley Cross Roads, Grimsby	462-468, 447, 451-461 Laceby Road, 200-206 Littlecoates Road, 37, 39 Brocklesby Road
LC02	Chelmsford Avenue, Grimsby	117-123, 128-134 Chelmsford Avenue, 2A-2B, 3-5 Cambridge Road
LC03	Cleethorpe Road, Grimsby	417-465 Cleethorpe Road
LC04	Coniston Avenue, Grimsby	13-23 Coniston Avenue, 18 Rydal Avenue, 17 Thirlmere Avenue
LC05	Convamore Road, Grimsby	95-103, Wilco Motorsave Convamore Road
LC06	Corporation Road, Grimsby	101-145, 136, 138 Corporation Road
LC07	Cromwell Road, Grimsby	148, 158-174, 156A, Hall at rear & adjacent club Cromwell Road
LC08	Farebrother Street, Grimsby	75-89, 88-98 Farebrother Street, 8 Patrick Street
LC09	Gunners Way, Grimsby	1-5, Costcutter Gunners Way, library Broadway

95 Retail development involving uses within Class A1 to A5 of the Use Classes Order.

Local centre number	Name	Location/address
LC10	Ladysmith Road, Grimsby	Units 1-3, 4 & 6, 5, 7 & 8, 9 Ladysmith Business Park, Sport & Social Club, Honest Lawyer PH, former Kingsway Tyres, Grimsby Cars, former Jamie Bunten, LIDL, Periville Pharmacy, Portland Healthcare, Weelsby View Health Centre, Units 1-8 Ladysmith Road Trade Centre including: Training Centre, Direct Marble & Granite, FA Would, Amazing Glazing Laundry & Dry Cleaner
LC11	Littlefield Road, Grimsby	42-52, 97-99 Littlefield Lane
LC12	Scartho Road, Grimsby	1-43, 26 Waltham Road, 2-8, 54, 33-37 Pinfold Lane, 2-4, 23-33, 26-32 Louth Road, St Giles Church, library, St Giles Avenue
LC13	Second Avenue, Grimsby	46-60, 49-57 Second Avenue
LC14	St Nicholas Drive, Grimsby	314-350 St Nicholas Drive
LC15	Sutcliffe Avenue, Grimsby	168-190 Sutcliffe Avenue, library, Community Centre, Wooton Road
LC16	Wingate Parade, Grimsby	1-12, 14-18 Wingate Parade, 2 Crossland Road, Church of St Peter, Social Services Centre 'Bishop Edward King' Church, vicarage
LC17	Yarborough Road, Grimsby	162-172, 165-171 Yarborough Road, 2-6 Cross Coates Road
LC18	Grimsby Road North, Cleethorpes	3-189, 245-283 Grimsby Road
LC19	Hardys Road, Cleethorpes	76-86 Hardys Road
LC20	Middlethorpe Road, Cleethorpes	76A-92 Middlethorpe Road
LC21	Park Street (Fiveways), Cleethorpes	141-167, 162, 186 Park Street, 2 Queen Mary Avenue, 13 Carr Lane, 259 Durban Road
LC22	Poplar Road (Grimsby Road South), Cleethorpes	459-493 Grimsby Road
LC23	Sandringham Road, Cleethorpes	18-48 Sandringham Road, 1 Balmoral Road
LC24	St Peters Avenue, Cleethorpes	72-112, 95 St Peters Avenue
LC25	Trinity Road, Cleethorpes	44-52 Trinity Road



Local centre number	Name	Location/address
LC26	Humberston Road, Humberston	340-350 Humberston Road
LC27	North Sea Lane, Humberston	74-88 North Sea Lane
LC28	Pelham Road (East), Immingham	113-119, 50-78, County Hotel & County Snacks Pelham Road
LC29	Pelham Road (West), Immingham	371-405 Pelham Road
LC30	Peaks Lane, New Waltham	1A-1G, 7A, 3 Peaks Lane
LC31	Station Road, New Waltham	259-267, 278-284 Station Road
LC32	Station Road, Healing	99-105 Station Road
LC33	Grimsby Road, Laceby	2-22, 48-58 Caistor Road, PO Cemetery Road
LC34	Station Road, Stallingborough	4 Station Road
LC35	High Street, Waltham	5-81 High Street, 1-3, 2-6 Kirkgate

Table 14.9 Local centres

Policy 28'Local centres' relationship to:	Links to:
National Planning Policy Framework	Annex 2 Glossary
Local Plan Strategic Objectives	SO5 and SO8
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Centres Study</i> (2012)</li> <li>• <i>Retail, Leisure and Three Centres Study</i> (2013)</li> </ul>

Table 14.10 Policy relationships

## Social and cultural places

**14.90** Planning is about creating sustainable places and communities for the long-term. Social and cultural elements have been widely used in recent years to drive regeneration, build cohesive communities and in many cases change the way different areas are perceived. On a national scale events such as Liverpool's year as European City

of Culture in 2008 and Hull's impending City of Culture role in 2017, mark the way major cultural projects can help to put places in the spotlight, boost economic development and regeneration and bring communities together.

**14.91** At a smaller scale cultural venues such as the Auditorium, Central Hall and Grimsby Minister; and events such as the annual Grimsby Jazz Festival, farmers markets and individual

community events can also play a part in building local confidence, instilling a sense of pride and creating a sense of well-being. These events often rely on suitable venues and spaces being available. It is, therefore, important that the Plan acknowledges and seeks to safeguard and enhance the range and quality of these spaces and venues. Whilst the buildings and places are important it must be recognised that, they are nothing without the societies, organisations and individuals who arrange and promote the social and cultural activities.

**14.92** The introduction of the *Localism Act 2011* has brought changes to social and community asset planning. Whilst empowering communities to take control of community assets it not new,

*The Localism Act*<sup>(96)</sup> introduced the new 'Community Right to Bid' in relation to assets of community value. It allows communities to nominate a building or other land that they believe to be of importance for community well-being. The land and/or buildings can be in private or public ownership, and could be of cultural, recreational or sporting interest such as libraries, theatres, cinemas, pubs, or leisure facilities. When a successfully nominated asset comes up for sale, local community organisations have up to six months to exercise the right of first offer to the owner to buy it on the open market. The 'listing' of a community asset can be a material consideration in the determination of planning applications.

## Policy 29

### Social and cultural places

1. The Council will support existing assets of social and cultural value and support the development of new facilities and cultural places by:
  - A. supporting developments to extend or broaden the appeal of social and cultural facilities, including proposals to co-locate facilities;
  - B. supporting the development of new social and cultural facilities;
  - C. developing and enhancing areas of public realm, providing safe and accessible venues for cultural activities;
  - D. promoting development that provides opportunities for social interaction, including through mixed use development, and active street frontages; and,
  - E. promoting elements of public art that serve to enrich the wider area in accordance with Policy 22 'Good design in new developments'.
2. The Council will have regard to the listing of community assets under the provisions of the *Localism Act 2011* when considering planning applications.



## Justification

**14.93** Policy 29'Social and cultural places' refers specifically to social and cultural places which serve as venues for social and cultural activities, support and broaden people's social and cultural experiences, and promote a sense of community pride and mental well-being. It does not relate to aspects of social care or service delivery which are addressed under Policy 6'Infrastructure'.

**14.94** Policy 29'Social and cultural places' reflects the changing nature of the provision of social and cultural facilities, reflecting both the changing council role as an enabler rather than a direct provider; and the opportunities presented by the *Localism Act 2011*. The Council will support local communities who wish to take control of community assets, whether by using existing facilities or developing new facilities.

Policy 29'Social and cultural places' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 70 and 156
Local Plan Strategic Objectives	SO5
Evidence base and other key documents or strategies	<ul style="list-style-type: none"> <li><a href="http://www.discovernel.co.uk/#/">http://www.discovernel.co.uk/#/</a><sup>(97)</sup></li> </ul>

Table 14.11 Policy relationships

## Grimsby Town Football Club Community Stadium

**14.95** For many years now, Grimsby Town Football Club (The Club) have looked to relocate to a new modern stadium that would provide a sustainable future for the Club. The Council supports the Club's desire to relocate, and has acknowledged the significant role that the Club plays in the community through the football activities and more broadly through activities such as the National Citizen Service Programme (NCS).

**14.96** Whilst the Club and its supporters would be the main beneficiaries of a new stadium, there would also be wider community benefit. Success on the pitch has been proven to contribute to increased local investment and productivity, and also indirectly to an enhanced local identity and positive image. The Council has confirmed its in principle support for a community stadium in the

*Grimsby Town Football Club, Social and Community Impact Study* (2015). It is also working with the Club to identify and consider possible sites where a new stadium could be located, and to understand and overcome any barriers to delivery.

**14.97** Although a site was identified and allocated in the 2003 Local Plan, it has not been possible to deliver a new stadium on that site. The viability of enabling development at the Great Coates site has changed over the years, as has the Club's commercial status.

**14.98** However, given the established benefits of a community stadium, it is important that this Plan provides flexibility and support for a future proposal, once a development package has been brought together. This needs to provide sufficient flexibility as to how the development might be

97 DiscoverNEL aims to attract (and keep) the workforce in the local area to support investment and business growth. DiscoverNEL is a sister brand to InvestNEL, see <http://www.investnel.co.uk/>.

funded, whilst ensuring that the development addresses the additional pressures it will have on

existing infrastructure.

## Policy 30

### Grimsby Town Football Club Community Stadium

1. The Council will support the development of a new football stadium together with necessary and appropriate enabling development, subject to:
  - A. a sequential approach being followed in the selection of the stadium site; with first preference being for town centre and edge of centre sites, then commercial areas and finally, if no suitable, available site can be identified and acquired, within other locations out-of-centre;
  - B. satisfactory justification for the scale of the stadium proposed, recognising that reasonable provision may be included for the stadium and associated development to grow over time dependent on the Club's commercial success;
  - C. justification for associated, leisure and community facilities, including training pitches; recognising that the stadium should act as a community hub;
  - D. satisfactory justification for the scale of enabling development, having regard to the need for:
    - i. the scale and form of any retail and/or leisure development; to be consistent with the relevant sequential test and to avoid harmful impacts on the vitality and viability of the town centres (as set out in Policy 23'Retail hierarchy and town centre development'), and on existing and planned public and private town centre investment; and/or,
    - ii. the scale, form and delivery of any housing development to be consistent with the Plan's overall spatial approach and other relevant plan policies.
2. All significant infrastructure requirements arising from the development of the stadium, associated enabling development must be addressed satisfactorily and, in addition, the developer will be expected to enter into legal agreements or meet conditions relating to the provision of:
  - A. a satisfactory landscaping and planting scheme;
  - B. access and parking, including measures to control off-site parking;
  - C. off-site stewarding and measures to protect the amenity of neighbouring land uses

- D. a satisfactory green transport plan, and appropriate measures to secure its implementation; and,
  - E. facilities to maximise public transport patronage.
3. Given the likely prominence of a new stadium, the Council will expect its design to be of high quality, specifically respecting the distinctive character and context of the site's location.

Justification

**14.99** The Council is keen to support the Club's ambitions to develop a new stadium, but must ensure that this is not at a cost to the public purse or delivered in a way that is damaging to the Borough's town centres or wider growth aspirations. Due to the need for a significant financial subsidy of the stadium building costs, the scheme, stadium and enabling development must be considered as a total package, which stands or falls together.

**14.100** To date it has not been possible to put together a package of development that is viable and acceptable. However, commercial factors,

availability of funding packages and economic considerations will change over the plan period which may make the delivery of the stadium more favourable. Policy 30'Grimsby Town Football Club Community Stadium' recognises this and sets out the basis for considering specific exceptional development proposals.

**14.101** If the Club were able to put together a package for delivering a new stadium, the current stadium site, which is located off Grimsby Road, Cleethorpes within a predominantly residential area, is likely to be developed for residential development which would contribute further to the windfall housing supply.

Policy 30'Grimsby Town Football Club Community Stadium' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 23, 26
Local Plan Strategic Objectives	SO5
Evidence base and other key documents and strategies	• <i>Grimsby Town Football Club, Social and Community Impact Study (2015)</i>

Table 14.12 Policy relationships

## Renewable and low carbon infrastructure

**14.102** The UK has committed to meeting a greater proportion of its future demand for energy through renewables, and this is reflected in recent legislation. EU Directive 2009/28/EC requires the UK to source 15% of its energy from renewable sources by 2020.

**14.103** The energy sector in North East Lincolnshire is not only important to both the UK and local economy, but also plays a significant role in ensuring the UK's fuel security. The Borough is already recognised as an operations and maintenance base for offshore windfarms and additional sites are very likely to be developed around the Humber during the plan period to facilitate the deployment of around 3,000 wind turbines in the southern North Sea, which are needed to meet the national energy targets.

**14.104** The presence of the port, combined with the Borough's infrastructure network associated with a long history of industry and energy production provides excellent foundations for a range of onshore renewable energy technologies to continue to be developed.

**14.105** The *Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study* (2011) specifically recognises the potential for additional large-scale biodiesel and biomass power plants to be developed. The concentration and nature

of the commercial development along the South Humber Bank also presents opportunities for heat networks. These networks (often referred to as district heating schemes), supply heat from a central source directly to homes and businesses through a network of pipes. This is a more efficient method of supplying heat than individual boilers and is, therefore, considered to be low carbon technology. The *Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study* highlights the potential for the new renewable power facilities in the Borough to utilise this heat source (that would otherwise be wasted through cooling towers). The growing interest in combined heat and power (CHP) builds on the success of the Immingham Combined Heat and Power plant which, together with the nearby Humber refinery (to which the steam and electricity is supplied) is part of an ultra-low-carbon integrated energy hub.

**14.106** Other renewable energy technologies such as solar/photovoltaics and heat pumps, are expected to become more affordable and popular over the plan period and community schemes have the potential to play an increasing role in delivering renewable energy. The Borough has also been identified as one of three 'hotspots' in the UK having potential to secure geothermal energy from a vast saline aquifer that holds water underground at temperatures of between 40 and 60 degrees centigrade.

## Policy 31

### Renewable and low carbon infrastructure

1. The Council will support opportunities to maximise renewable energy capacity within the Borough and seeks to deliver at least 75MW of installed grid-connected renewable energy by 2032.
2. Proposals for renewable and low carbon energy generating systems will be supported where any significant adverse impacts are satisfactorily minimised and the residual harm is outweighed by the public benefits of the proposal. Developments and their associated infrastructure will be assessed on their merits and subject to the following impact considerations, taking account of individual and cumulative effects:

- A. the scale and nature of the impacts on landscapes and townscape, particularly having regard to the *Landscape Character Assessment* and impact on the setting and scenic beauty of the AONB;
  - B. local amenity, including noise, air quality, traffic, vibration, dust and visual impact;
  - C. biodiversity, geodiversity and nature conservation, with regard given to the findings of the site and project specific HRA and potential impacts on SPA birds, where appropriate;
  - D. the historic environment, including individual and groups of heritage assets;
  - E. telecommunications and other networks; including the need for additional cabling to connect to the National Grid, electromagnetic production and interference, and aeronautical impacts such as on radar systems;
  - F. highway safety and network capacity;
  - G. increasing the risk of flooding; and,
  - H. the land, including land stability, contamination, soils resources and loss of agricultural land.
3. Where appropriate, proposals should include provision for decommissioning at the end of their operational life. Where decommissioning is necessary the site should be restored, with minimal adverse impact on amenity, landscape and biodiversity, and opportunities taken for enhancement of these features.
4. Proposals for onshore wind energy development will be permitted if:
- A. the development site is located in one of the following identified broad areas:
    - i. **Flat Open Farmland** - south of the settlements of Humberston, New Waltham and Waltham;
    - ii. **Wooded Open Farmland** - east of the A18, and east and west of the A1173;
    - iii. **Open Farmland** - along the A180 corridor; and,
    - iv. **Industrial Landscape** - to the north west and south east of Immingham, and within the South Humber Bank employment zone; or,
  - B. located in an area that is identified as potentially suitable for wind energy development in an adopted Neighbourhood Plan; and,
  - C. demonstrate that the impacts identified through consultation with the local community have been satisfactorily addressed.

## Justification

**14.107** Applications for nationally significant infrastructure, including energy developments over 50MW and offshore developments (and their associated onshore infrastructure) are not determined by the Council. They are examined by the Planning Inspectorate and determined by the Secretary of State, but the Plan is a material consideration in this decision-making process.

**14.108** Policy 31'Renewable and low carbon infrastructure' provides a positive framework for delivering sustainable energy supplies and will ensure that the Borough contributes to achieving national renewable energy generation targets. The Policy applies to proposals for all types of renewable and low carbon energy infrastructure, including biomass and biofuels technologies, energy from waste, solar, geothermal energy, wind turbines (onshore and offshore facilities required for the manufacture, commissioning, installation and servicing of offshore windfarms) hydro-power and micro-generation.

**14.109** Renewable energy assessments<sup>(98)</sup> suggest that the Borough has the potential to produce at least an additional 16MW of electricity by renewable energy (excluding onshore wind). With installed capacity already amounting to 12MW<sup>(99)</sup> and 48MW consented through applications for large-scale solar farm projects at Laceby and Bradley, the Borough is on course to meet the target figure of 75MW. However, national policy indicates that meeting the target is no reason to not grant further proposals. The target is therefore a minimum figure and will be periodically reviewed.

**14.110** Policy 31'Renewable and low carbon infrastructure' reflects *National Planning Practice Guidance* on wind energy developments, which requires local planning authorities to only permit applications if:

1. the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and,
2. following consultation, it can be demonstrated that the planning impacts identified by affected communities have been fully addressed and therefore the proposal has their backing.

**14.111** The Council has undertaken work to identify broad areas which are potentially suitable for wind energy development. This work has focused upon the main constraints which would affect such developments, and has included consideration of:

1. landscape character and sensitivity (including the special qualities of the AONB designation);
2. residential amenity;
3. proximity to key infrastructure; and,
4. natural and historic environment designations.

**14.112** The Council is preparing a Supplementary Planning Document (SPD) that will provide additional guidance to developers and residents. It should be recognised however, that opportunities for onshore wind energy developments are considered to be limited and renewable energy capacity is most likely to be increased through further solar farm development.

**14.113** The deployment of larger scale low carbon and renewable energy schemes can have a range of positive or negative effects on nearby communities. They can provide landowners with the opportunity for rural diversification, deliver local jobs and opportunities for community based schemes and benefits. However, proposals can have a range of impacts that will vary depending on the scale of development, type of area where the development is proposed and type of low carbon and renewable energy technology deployed.

98 *Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study* (2011).

99 *Renewable Electricity by Local Authority*, DECC (2014).



**14.114** When considering planning applications for low carbon and renewable energy, an assessment will need to take account of the impacts on landscape, townscape, natural, historical and cultural features, flood risk and areas of nature conservation interests. Proposals should also ensure that high quality design features are used to minimise the impacts on the amenity of the area in respect of visual intrusion, noise, dust and odour and traffic generation.

**14.115** In determining the character and sensitivity of the landscape to accommodate development, the impact of the development on the historic character, sense of place, tranquility and remoteness of the landscape should be considered. Some energy developments appear industrial in nature, and where there are proposals in rural areas it will be important to ensure that any cumulative effects do not lead to a perception of industrialisation, either within a particular

landscape of wider area. In assessing the capacity of the landscape to accept energy development, it will be important to consider Policy 42 'Landscape' and the *Landscape Character Assessment*.

**14.116** Development can impact on biodiversity at construction, operation and decommissioning stages. This is due to emissions, waste products and physical alterations to the environment arising from the development's footprint/structure and impacts on soil, hydrology and water quality. Proposals will also be considered against link Policy 41 'Biodiversity and Geodiversity' and, where possible, mitigation measures should be used to compensate and improve biodiversity. The Council will give particular consideration to the potential for any proposal to disturb or displace SPA birds caused by the loss of suitable feeding, roosting and loafing sites or have the potential for damage or disturbance to the Humber Estuary Special Area of Conservation (SAC).

Policy 31 'Renewable and low carbon infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 97, 98
Local Plan Strategic Objectives	SO2
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Landscape Character Assessment</i> (2015)</li> <li>• <i>Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study</i> (2011)</li> </ul>

Table 14.13 Policy relationships

## Energy and low carbon living

**14.117** It is widely accepted that the burning of fossil fuels makes a significant contribution to climate change. Reducing greenhouse gas emissions is, therefore, a key part of the global response to minimising climate change.

**14.118** The requirement for North East Lincolnshire to reduce carbon emissions is set out in Government policy and legislation: the *Climate Change Act* (2008), requires an 80% reduction in greenhouse gas emissions compared to 1990 levels by 2050, with a reduction of at least 34% by 2020 as an interim step. Data released in March 2015 by the Department of Energy and Climate Change indicated that the interim target

has been met six years early. This has largely been attributed to continued reductions in energy demand and shifts to low carbon living.

**14.119** Low carbon living means reducing the carbon emitted as a result of direct and indirect lifestyle choices such as avoiding car travel and purchasing locally sourced food. Whilst the UK

appears to be on course to meet the greenhouse gas emissions target, continued change is needed across society and the economy. The planning system will play a key role in facilitating and delivering this process and the policies throughout this Plan are intended to work together to ensure that energy demands and usage are reduced at every opportunity.

## Policy 32

### Energy and low carbon living

1. Where appropriate, the principles of the energy hierarchy should be followed in order to achieve energy efficient and low carbon development.
2. Design and Access Statements accompanying applications for major development should include information to demonstrate how appropriate design and construction practices have been considered and incorporated, specifically in relation to the following, and in accordance with other relevant policies in the Plan:
  - A. considerations of landform, layout, building orientation, massing and landscaping;
  - B. the use of materials, both in terms of embodied carbon and energy efficiency; and,
  - C. the minimisation of waste and re-use of material derived from excavation and demolition.

### Justification

**14.120** North East Lincolnshire is considered an inefficient carbon economy due to its high industrial density relative to the size of population. A significant proportion of households are also classified as fuel poor<sup>(100)</sup> and Policy 32 'Energy and low carbon living' works towards ensuring that this situation is not exacerbated as new development is delivered across the Borough and promotes low carbon living.

**14.121** The energy hierarchy (see Table 14.14 'Energy hierarchy') prioritises different means of cutting carbon emissions. It promotes elimination and efficiency considerations, which are often also the most cost efficient and effective means of achieving carbon savings. Applying the hierarchy to development proposals should help to minimise the carbon footprint associated with new development both during construction and once in use. In turn, this should bring about energy cost savings for future occupiers.

100 Home Energy Conservation Act, Draft HECA Report (2013).

**14.122** Proposals will not be expected to contribute to all aspects of the hierarchy, but measures to reduce demand and promote energy efficiency (levels 1 and 2) will be encouraged.

Energy Hierarchy	
<b>Level 1: Reduce energy demand</b>	<p>Even renewable energy carries an embodied carbon cost so using less energy is better than using clean energy. New developments should be designed to minimise the need for energy by taking account of:</p> <ul style="list-style-type: none"> <li>the scheme's layout;</li> <li>the design and construction of individual buildings; and,</li> <li>opportunities for passive heating and cooling systems.</li> </ul>
<b>Level 2: Use energy and resources efficiently</b>	<p>Development should use sustainable materials in the construction process, avoiding products with high embodied energy content and minimise construction waste.</p>
<b>Level 3: Supply energy from renewable and low carbon sources</b>	<p>Development could provide on-site decentralised or renewable energy.</p>
<b>Level 4: Offset carbon emissions</b>	<p>Emission could be offset by providing well-designed, multi-functional woodland, grassland or fenland that is suitable habitat for the particular area (the priority habitats relevant to North East Lincolnshire and as identified in the <i>UK Biodiversity Action Plan</i> should guide this decision).</p>

Table 14.14 Energy hierarchy

Policy 32'Energy and low carbon living' relationship to:	Links to:
National Planning Policy Framework	Paragraph 95
Local Plan Strategic Objectives	SO2
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Home Energy Conservation Act, Draft HECA Report (2013)</i></li> </ul>

Table 14.15 Policy relationships

## Flood risk

**14.123** Flooding is a natural process that can occur at any time in a variety of locations. The severity of a flood event's impact, depends on a range of factors, including the combination of weather and rainfall patterns, sources of floodwater, local topography and patterns of development.

**14.124** With current climate change predictions pointing to the frequency, patterns and severity of flooding becoming more damaging, flood risk management is critical to protecting people and property from flooding. It is particularly important in the Borough as much of the urban area is within the high flood risk zone, including large parts of Grimsby, Cleethorpes and Immingham.

## Policy 33

### Flood risk

1. Development proposals should have regard to the requirements of the flood risk sequential test and, if necessary, the exception test. The regeneration benefits of development in areas of high flood risk should also be considered in light of the Council's *Guidance Note on the application of the Sequential and Exception Tests in North East Lincolnshire*, and the Environment Agency's Standing Advice.
2. In order to minimise flood risk impacts and mitigate against the likely effects of climate change, development proposals should demonstrate that:
  - A. where appropriate, a site specific flood risk assessment has been undertaken, which takes account of the best available information related to all potential forms of flooding;
  - B. there is no unacceptable increased risk of flooding to the development site or to existing properties;
  - C. the development will be safe during its lifetime;
  - D. Sustainable Drainage Systems (SuDS) have been incorporated into the development unless their use has been deemed inappropriate;
  - E. opportunities to provide natural flood management and mitigation through green infrastructure have been assessed and justified, based upon sound evidence, and, where appropriate, incorporated, particularly in combination with delivery of other aspects of green infrastructure in an integrated approach across the site;
  - F. arrangements for the adoption, maintenance and management of any mitigation measures have been established and the necessary agreements are in place;

- G. access to any watercourse or flood defence asset for maintenance, clearance, repair or replacement is not adversely affected; and,
- H. the restoration, improvement or provision of additional flood defence infrastructure represents an appropriate response to local flood risk, and does not conflict with other Plan policies.

## Justification

**14.125** The Council recognises that the Plan must strike a fine balance between providing for much needed regeneration and development activities within the urban areas (the main centres of population), and minimising the amount of new development exposed to flood risks. Where possible, development will be directed to areas at lowest risk of flooding in accordance with the sequential risk based approach required by the NPPF.

**14.126** The application of the sequential test within the Borough will be expected to follow the methodology set out in the Council's *Flood Risk Sequential and Exception Tests Guidance Note* which takes a rational approach to identifying the area of search for alternative sites with a lower probability of flooding, within defined regeneration areas.<sup>(101)</sup> It essentially ensures that parts of the urban area, which are ranked as being some of the most deprived areas in the country, and therefore most in need of development, remain capable of being developed in policy terms. The guidance has been developed in collaboration with the Environment Agency and provides a robust basis for the application of the first part of the exception test, which requires the wider sustainability benefits of a proposal to outweigh the flood risk (NPPF, paragraph 102). Compliance with the second part of the exception test requires the development's safety to be demonstrated.

**14.127** The Plan's employment and housing allocations have been subject to the sequential assessment and this has ensured that no housing development has been identified on greenfield sites within Flood Risk Zones 2 or 3, unless only part of the site is affected and these areas can be avoided.

**14.128** The *Strategic Flood Risk Assessment* (2011) (SFRA), supplemented by additional flood risk data (collected by the Council as the Lead Local Flood Authority, the Environment Agency and Internal Drainage Boards (IDBs)), supports the planning process and provides a better understanding of flood risk in the Borough.

**14.129** Along with the other strategies and plans identified in Table 14.16 'Policy relationships', it provides the basis for flood and coastal erosion management across the Borough. These studies include a number of actions, measures and flood defence investment priorities all of which seek to protect lives and property and build resilience to future flood events. This includes the decision presented in the *Shoreline Management Plan* "to hold the line" along the south bank of the Humber, which means that the currently defended frontages are likely to require increasing investment to address climate change impacts and increased exposure to wave attack. New development must not compromise the Council's or its partners' ability to deliver the action plans and where appropriate should help to contribute to their completion.

101 Regeneration areas have been defined based on the 20% most deprived lower layer super output areas (LSOA) identified in the *Indices of Multiple Deprivation* 2015 and successor datasets.

**14.130** Surface water runoff is very likely to increase over the plan period as a result of more intense rainfall and further development across the Borough. This will place great pressure on existing drainage infrastructure and, if not carefully managed, will increase the risk of localised surface water flooding.

**14.131** Sustainable Drainage Systems (SuDs) slow the rate of surface water runoff and improve infiltration by mimicking natural drainage on a site. Developers should ensure that good SuDs principles are considered and integrated into schemes early in the design process. Examples of elements that can be incorporated into SuDs include permeable paving or road surfaces, soakaways and swales. Where possible,

infiltration into the ground will always be encouraged in accordance with the drainage hierarchy. Further guidance on the design of SuDs are provided in the *North East Lincolnshire SuDs Guide* (2015).

**14.132** The provision of green infrastructure on a site can also reduce the risk of flash flooding by controlling surface water runoff. Features include green roofs, green walls and soft borders and landscaping, particularly large canopied trees.

**14.133** Pre-application discussions will be especially important as SuDs can be complex and the suitability of any proposed drainage solution will also depend on its interaction with surrounding and downstream sites.

Policy 33 'Flood risk' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 94, 99 to 105
Local Plan Strategic Objectives	SO2, SO5 and SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Flamborough Head to Gibraltar Point Shoreline Management Plan</i> (2010)</li> <li>• <i>Grimsby and Ancholme Catchment Flood Management Plan</i> (2009)</li> <li>• <i>Draft Humber Flood Risk Management Plan</i> (2014)</li> <li>• <i>Humber Flood Risk Management Strategy</i> (2008)</li> <li>• <i>Local Flood Risk Management Strategy</i> (2015)</li> <li>• <i>North East Lincolnshire SuDs Guide</i> (2015)</li> <li>• <i>Preliminary Flood Risk Assessment</i> (2011)</li> <li>• <i>Strategic Flood Risk Assessment</i> (2011)</li> </ul>

Table 14.16 Policy relationships

## Water management

**14.134** The management of water resources is vital to ensure that water quantity and quality are maintained and improved throughout the Borough. Water resources include coastal waters, the

internationally important Humber Estuary, rivers, streams, ponds and groundwater. They are important natural resources that provide wildlife habitats for a variety of species. They also facilitate land drainage, and many water bodies are valued tourism and recreation assets.

### Policy 34

#### Water management

1. Development proposals that have the potential to impact on surface and ground water should consider the objectives and programme of measures set out in the *Humber River Basin Management Plan*.
2. Development proposals should consider how water will be used on the site and ensure that appropriate methods for management are incorporated into the design. Development proposals should demonstrate that:
  - A. adequate and sustainable water supplies are available to support the development proposed;
  - B. provisions are made for the efficient use of water, including its reuse and recycling. Proposals for residential development will be expected to demonstrate that a water efficiency standard of 110 litres per person per day can be achieved; and,
  - C. adequate foul water treatment already exists or can be provided in time to serve the development. Appropriate and sustainable sewerage systems should be provided for the collection and treatment of foul and surface water to ensure new development does not overload the existing sewerage infrastructure, minimising the need to discharge water into sewers, particularly combined sewers.
3. Where development is proposed within a Source Protection Zone, the potential for any risk to groundwater resources and groundwater quality must be assessed and it must be demonstrated that these would be protected throughout the construction and operational phase of development.

#### Justification

**14.135** The *European Water Frameworks Directive* was issued in 2000 to improve the quality of water bodies across the European Union. The *Humber River Basin Management Plan* (2009)

was prepared to meet the requirements of this Directive, which focuses on the protection, improvement and sustainable use of water. The Council and its partners (including the Environment Agency) have a duty to ensure that these obligations are not compromised by new

development and will need to be satisfied that it does not adversely effect the status of a water body or prohibit future ecological improvement from being made. Where there are clear opportunities for a development to contribute to improvements in the ecological status of a water body this will be supported.

**14.136** Currently the supply of both potable and non-potable water in the Borough is satisfactory. The Council's growth aspirations for the next twenty years are, however, likely to generate increased demands for water, especially non-potable water. Whilst the recent investment in the Elsham Water Treatment Works has ensured that there is capacity in the short and medium term, further capacity improvements may be required depending on the scale and speed of industrial development. Development will not therefore be permitted unless existing water supplies are adequate or they can be augmented to serve the development without affecting the water environment and groundwater systems.

**14.137** North East Lincolnshire is in an area of serious water stress. Anglian Water's *Water Resource Management Plan* (2014), at the time it was produced, identified that the supply of water can be managed in the long-term by various means including metering and importing water from other sources. However, demand measures including increased water efficiency should be considered first before any supply measures such as river/groundwater extraction, water storage (reservoirs) and water transfer. From a sustainability perspective, water should still be used efficiently in order to reduce the associated energy requirements (needed to pump water, for example) and to avert adverse environmental effects such as over-abstraction. Improving water efficiency will also help to reduce the volume of wastewater that the sewer system has to

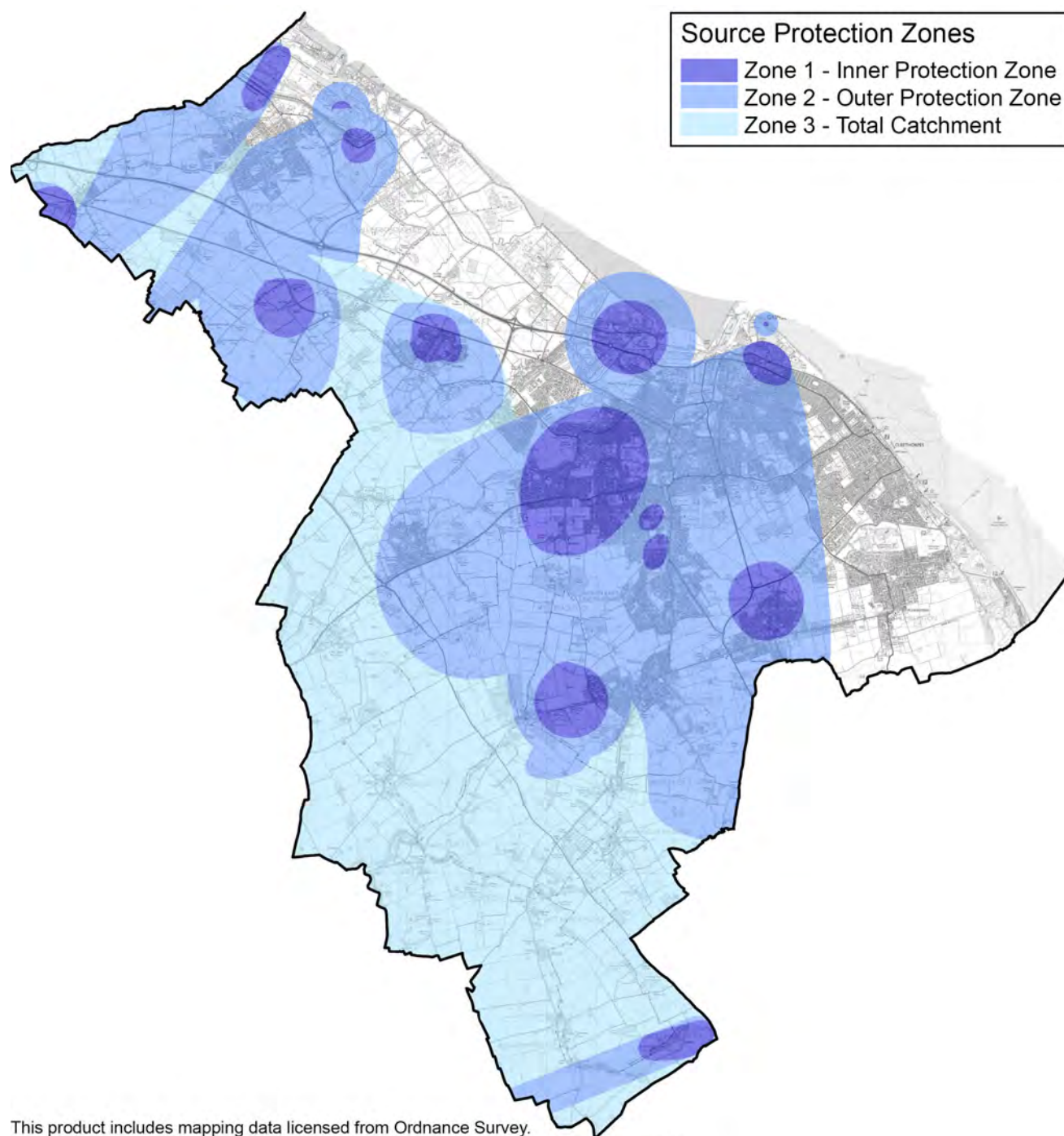
accommodate. Developers of new dwellings will be required to demonstrate that appropriate measures to conserve and reuse water, such as low flow showers and kitchen taps, and provision of water butts and rain/grey water harvesting have been incorporated to achieve water efficiency working to a standard of 110 litres per person per day or better. The additional costs of meeting this target have been assessed as being as little as £9 per dwelling.<sup>(102)</sup>

**14.138** In most parts of the urban area rainwater drains into surface water sewers or sewers containing both surface and wastewater, these are known as 'combined sewers'. In Grimsby and Cleethorpes there are large areas served by combined sewers, mostly in the older parts of the towns.

**14.139** During periods of intense rainfall sewer flooding can occur. Flooding can also be triggered when a sewer is blocked or has insufficient capacity. There are a number of locations within Grimsby, Lacey, Humberston and New Waltham that are prone to flooding during heavy rainfall events. When this happens to combined sewers the risk of land and property flooding with water contaminated with raw sewage increases significantly.

**14.140** Given the vulnerability of the sewer systems and likelihood of rainfall amounts and frequencies increasing due to climate changes, development proposals must provide infrastructure of an acceptable standard to cope sufficiently with sewage and surface water. Foul and surface water drainage should be separated to reduce the likelihood of flooding and contamination. The use of natural sewage treatment methods, such as wetland/reed beds, will be encouraged and supported where it is practicable.

102 DCLG *Housing Standards Review* (Sept 2014).



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Figure 14.2 Ground water source protection zone

**14.141** Groundwater resources provide an invaluable source of water for public supply, industry, agriculture and rivers; but can be harmed by a range of activities, such as contamination

from industrial uses or infilling in the urban area. The Environment Agency has identified and mapped a number of these resources according to their significance and vulnerability to pollutants.

A large area of North East Lincolnshire is designated as a Groundwater Source Protection Zone (see Figure 14.2 'Ground water source protection zone'). The zones (1 to 3) show the risk of contamination from any activities that might cause pollution in the area; the closer the activity, the greater the risk. Zone 1 represents the area of greatest risk. The protection of the groundwater resources in these areas is particularly important.

**14.142** Where development potentially impacts on groundwater, relevant site investigations, risk assessments and necessary mitigation measures for source protection zones will need to be agreed with the relevant bodies. The Environment Agency advocates a risk-based approach to the protection of groundwater resources<sup>(103)</sup>, and the Council

will support this. Where potential risks to groundwater exists, especially close to water supply abstractions, the Council will consult the Environment Agency at an early stage.

**14.143** Where development or land contamination from previous use could potentially impact surface water or groundwater, a preliminary risk assessment should be undertaken to assess the potential risk posed. Relevant site investigations, risk assessments and necessary mitigation measures will need to be agreed with the relevant bodies (the Environment Agency and relevant water companies). Any investigation should be undertaken in accordance with the Environment Agency guidance document *CLR 11 Model Procedures for the Management of Land Contamination*.

Policy 34 'Water management' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 99, 109, 110, 111, 120, 121
Local Plan Strategic Objectives	SO2, SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Flood Risk Management Strategy</i> (2015)</li> <li>• <i>River Basin Management Plan Humber River Basin District</i> (2009)</li> </ul>

Table 14.17 Policy relationships

## Telecommunications

**14.144** Effective telecommunications play an essential role in modern life. Mobile telecommunications and access to high speed, reliable broadband are essential to the efficient operations of modern business and to individual lifestyles. As technology advances the demand for new telecommunications infrastructure will continue to grow.

**14.145** The Northern Lincolnshire Broadband project; a partnership between North and North East Lincolnshire Councils, was established to upgrade broadband across Northern Lincolnshire. Phase 1 has seen over 31,000 premise up-graded to fibre-optic service. The second phase sees a further £1.99m being invested up to 2017 to take fibre-optic coverage to 97.3% of Northern Lincolnshire.

103 *Groundwater Protection and Practice (GP3)* Environment Agency (2013).

**14.146** The Council is keen to support this growth whilst seeking to ensure that visual and

environmental issues are given appropriate consideration.

## Policy 35

### Telecommunications

1. Proposals for telecommunications development, including consideration of appropriate prior approval applications will be permitted, or determined, provided that:
  - A. the development is appropriate in terms of siting and appearance, having regard to technical and operational constraints, and does not intrude into or detract from the landscape or urban character of the area;
  - B. applicants demonstrate a sequential approach to show that development cannot be accommodated with less visual intrusion;
    - i. on an existing building, mast or other structure; or,
    - ii. on a site that already contains telecommunications equipment; before new sites can be considered;
    - iii. adequate screening and/or landscape, measures are included; and,
    - iv. provision is made for the removal of the facilities and reinstatement of the site as soon as reasonably practicable after it is no longer required for telecommunication purposes.

### Justification

**14.147** Access to mobile telecommunications and high speed, reliable broadband is now considered essential to the efficient operation of modern business and to individual lifestyles. Much of the urban area has good access and recent investments by Virgin in infrastructure at Habrough and Stallingborough have brought significant improvements to these rural settlements; connecting the village residents to the superfast broadband fibre-optic network. There is however, still poor broadband coverage in much of the rural area. Policy 35 'Telecommunications' supports further improvements across the wider area.

**14.148** Whilst most telecommunications infrastructure is unobtrusive, and often permitted development, some telecommunications infrastructure has the potential to be obtrusive, and can lead to adverse impacts on the surrounding area. Policy 35 'Telecommunications' seeks to ensure that development requiring consent does not intrude into or detract from the landscape or urban character of the area, and seeks to minimise visual impacts.

**14.149** Where applicable and relevant development should have regard to:

1. the objectives and expectations of the *Lincolnshire Wolds Area of Outstanding*

*Natural Beauty Management Plan 2013-2018* (and any subsequent updates);

2. Landscape Character Assessment; and,
3. Conservation Area Appraisals.

Policy 35'Telecommunications' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 42 to 46
Local Plan Strategic Objectives	SO3
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Infrastructure Delivery Plan (2015)</i></li> </ul>

Table 14.18 Policy relationships

## Sustainable transport choices

**14.150** Transport has an important role to play in facilitating sustainable development, but also contributes to wider aspects of sustainability including health and environmental quality. Whilst behaviours, working patterns and lifestyle choices

are changing transport choices, it is clear that new development will generate additional transport movements.

**14.151** The Council's approach as advocated in the *Local Transport Plan 2011-2026* (LTP3) is to address a number of key challenges designed to address economic, social and environmental priorities explicitly geared towards local priorities. The identified challenges are:

Challenges	
Enable sustainable growth through effective transport provision	For the long-term health of the local economy growth has to be sustainable. Regeneration aspirations will rely on effective transport links to enable employees and visitors to access new homes and workplaces. Development near the Port of Immingham docks and the South Humber Bank will need appropriate road and rail links enabling the transportation of cargo.
Improve journey times and reliability by reducing congestion	Tackling congestion has been raised by both the public and business and an issue in North East Lincolnshire. The problem of congestion in North East Lincolnshire tends to be localised and associated with peak travel times. Through analysis of traffic data several hotspots have been identified including; Tollbar Roundabout (A16), Westgate Roundabout (A180) and Cambridge Street/Little Coates Road junction. Traffic delays also occur along the A180 entering the resort of Cleethorpes during the summer and weekends.

Challenges	
Support regeneration and employment by connecting people to education, training and jobs	As well as providing links to workplaces there is a need to transport people to training and education sites where they can learn and up-skill to meet the needs of new emerging local industries. In North East Lincolnshire the main strategic employment sites are focused on the two ports and the land between which is detached from the main urban area, this presents particular challenges for public transport provision.
Enable disadvantaged groups and/or people living in disadvantaged areas to connect with employment, health, social and leisure	Social exclusion is a significant local issue. Providing access for all at an affordable rate to education, healthcare, employment, leisure and social opportunities enables people to make the most of life.
Provide safe access and reduce the risk of loss, death or injury due to transport accidents or crime	The number of traffic accidents on local roads has declined significantly in recent years but is still higher than similar places elsewhere in the country. This challenge seeks to build on the progress already made and to continue to improve safety and security in the area.
Improve the health of individuals by encouraging and enabling more physically active travel	Overall the health of local residents in North East Lincolnshire is improving but life expectancy is lower and early deaths from preventable causes are higher than national averages. Less than one in five people are getting enough exercise each week and more than 25% of people are classed as obese. The challenge for transport is to help improve the situation and increase the physical and mental health of local people.
Improve the journey experience on the local transport network	This challenge supports the idea that transport is not just about getting from A to B but about the quality of the journey. Comfort, reliability, punctuality and aesthetics are important in relation to many different forms of transport. It is also acknowledged that improving journey experience is a key tool in encouraging people to use more sustainable modes of travel.
Ensure transport contributes to environmental excellence, improved air quality and reduced greenhouse gas emissions	<p>Delivering economic growth in parallel with guarding and enhancing the environment is an important part of building a sustainable economy.</p> <p>Since emissions from transport are a significant contributor to greenhouse gas emissions, it is important that ways are sought to reduce fossil fuel dependence. This is especially important alongside establishing North East Lincolnshire as a centre for renewable technologies.</p>

Challenges	
	Whilst overall North East Lincolnshire has good air quality, there are a few key locations which exceed European guidelines and have been declared Air Quality Management Areas (AQMAs). It is important that the Council continues to manage and monitor air quality at these and other sites.

Table 14.19

**14.152** The Council's approaches and actions set out to address these locally identified challenges.

A number of existing programmes and initiatives are in place to support sustainable transport. In addition to blue badge and concessionary bus passes, these include:

1. Travellincs - a car sharing initiative, which puts people in touch with like minded car sharers;
2. Community Transport Services:
  - a. Phone n Ride - an on demand responsive bus service;
  - b. Wheels to Work - a scooter based scheme facilitating access to employment, training and education; and,
  - c. Dial a Ride - a scheme providing accessible transport for those who find it difficult to use public transport due to illness or disability.

## Policy 36

### Promoting sustainable transport

1. To reduce congestion, improve environmental quality and encourage more active and healthy lifestyles, the Council will support measures that promote more sustainable transport choices. Where appropriate, proposals should seek to:
  - A. focus development which generates significant movements in locations where the need to travel will be minimised;
  - B. prioritise pedestrian and cycle access to and within the site;
  - C. make appropriate provision for access to public transport and other alternative means of transport to the car, adopting a 400m walk to bus stop standard;
  - D. make suitable provision to accommodate the efficient delivery of goods and supplies; and,
  - E. make suitable provision for electric vehicle charging, car clubs and car sharing when considering car park provision.

2. Planning permission will be granted where any development that is expected to have significant transport implications delivers necessary and cost effective mitigation measures to ensure that development has an acceptable impact on the network's functioning and safety. These measures shall be secured through conditions and/or legal agreements.
3. Where appropriate, Transport Statements, Transport Assessments and/or Travel Plans should be submitted with applications, with the precise form being dependant on the scale and nature of development and agreed through early discussion with the Council.
4. The priority areas where combinations of sustainable transport measure and highway improvements will be focused are:
  - A. Grimsby town centre;
  - B. Cleethorpes town and centre and resort area;
  - C. A180 corridor, (urban and industrial); and,
  - D. urban area congestion hotspots and defined air quality management zones.

## Justification

**14.153** Policy 36 'Promoting sustainable transport' recognises that significant benefits can be achieved by locating developments in places where the need to travel will be minimised and the option to make sustainable choices can be maximised.

**14.154** Policy 23 'Retail hierarchy and town centre development', applies a sequential approach to safeguard the vitality of the town centres. As well as preventing damage to centres by out-of-centre development that would draw away trade and activity, this approach will also maximise sustainable transport opportunities and choices.

**14.155** Policy 36 'Promoting sustainable transport' also seeks to prioritise pedestrian and cycle access. North East Lincolnshire is relatively compact, the main centre of population and arc settlements being within only a few kilometres of each other. This means that the majority of everyday journeys are short and concentrated on a small number of routes. There are, therefore, benefits to be derived from promoting walking, cycling and public transport options in preference

to dependence on the private car. Policy 40 'Developing a green infrastructure network' specifically seeks out opportunities to improve the overall connectivity of green spaces, including improvements to access to the countryside and permeability of the urban area, for pedestrians, cyclists and horse riders. There are currently 204kms of footpaths and bridleways in the Borough. The Council has prepared a *Rights of Way Improvement Plan* (ROWIP) (2008) which covers a ten year period.

**14.156** Policy 36 'Promoting sustainable transport' promotes improved bus and community transport accessibility working to a maximum 400m walk to bus stop. Four hundred metres is considered to be beneficial and reasonable, greater distances tend to deter regular bus use. The Council has and will continue to invest in improved bus facilities across the Borough. Latest improvements include new bus stop facilities in Grimsby town centre and up-to-date service information at bus stops.

**14.157** Having considered and assessed the implementation of these approaches further mitigation might be required. The mitigation measures should be clearly identified in

development proposals, including within Transport Statements, Transport Assessments and Travel Plans, where these are required, and will be secured through conditions and/or legal agreements.

**14.158** The Council has identified through monitoring, modelling and alignment with regeneration priorities a number of priority areas

where combinations of sustainable transport measures and highway improvements will be focused. These focus on the transport hubs of Grimsby town centre and Cleethorpes town centre and resort; the strategic transport corridor formed by the A180; urban area hotspots identified through monitoring and modelling and defined air quality management zones.

Policy 36 'Promoting sustainable transport' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 29 to 41
Local Plan Strategic Objectives	SO7
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Transport Plan 2011-2026 (LTP3) (2011)</i></li> <li>• <i>Retail, Leisure and Three Centres Study (2013)</i></li> </ul>

Table 14.20 Policy relationships

## Safeguarding transport infrastructure

**14.159** In total there are about 651kms of adopted urban and rural highway in North East Lincolnshire. A proportion of this network is defined as the strategic highway network. The Borough is also served by both passenger and freight rail facilities. As future growth occurs, further investment in the transport infrastructure will be required.

**14.160** The planning and construction of major new transport infrastructure can take many years, due to the time taken to evaluate and design schemes, secure land ownership and construct the final works. It is, therefore, necessary to ensure where schemes have been identified, and a level of commitment made to securing their delivery that the routes are safeguarded. This is to ensure that development that would prejudice the delivery of the schemes is not permitted.

Where land is required to deliver the identified schemes the routes have been identified on the Policies Map.

**14.161** Two major highway schemes commenced construction in 2015. Once complete these will provide significant improvements to the strategic highway network. The A180/A160 (dualling of the A160) upgrades the link from the A180 to the Port of Immingham. It includes improvements to the port entrance and accommodates improved access to the ABLE UK employment site at Killingholme. The second scheme is the A180/A18 link road. Once complete this link will provide a direct link for commercial traffic heading to the Port of Immingham. This will provide the opportunity to impose a weight restriction through Immingham which will transform the local environment by removing HGV traffic.



**14.162** The Council will continue to work hard to maintain the direct rail link between Manchester Airport and Cleethorpes, and connectivity to core northern cities; lobby specifically for a direct rail link to London; and maintain and highlight the importance of freight connections to the Humber ports. In addition, the Council will continue to lobby for electrification of the South Humber rail line and additional improvements to enable trains to run faster.

**14.163** Recent planned freight rail improvements include a scheme to improve container movements. The scheme is based around W10 and W12 rail gauge enhancements between Immingham and Doncaster. These gauge enhancements will allow 'high cube' containers to be transported out of the South Humber Ports and will result in a one third increase in capacity for containers. The scheme will allow more freight to be transported for less cost and will support the local economy. It is anticipated this scheme will be completed by mid-2016.

## Policy 37

### Safeguarding transport infrastructure

1. The Council will safeguard the routes of, and support measures which deliver, maintain and improve, key transport infrastructure, identified on the Policies Map, namely:
  - A. South Humber Bank Link Road;
  - B. Grimsby West Link Road; and,
  - C. Network Rail improvements, and station improvements.

### Justification

**14.164** The delivery of new transport infrastructure is critical to supporting the Council's growth ambitions. The three identified projects represent the major schemes expected to be delivered during the plan period.

**14.165** The South Humber Bank Link Road has been identified in the *South Humber Industrial Investment Programme* (SHIIP). This link road between Hobson Way and Moody Lane will provide a new direct link between the Ports of Immingham and Grimsby. It will improve accessibility to potential development sites, improve business efficiency in terms of travelling times and associated costs, and reduce traffic pressures on the A180 between the Stallingborough Interchange and Pyewipe. Improvements will also be made to the standard

of Moody Lane, and the whole link will be of a standard to be publicly adopted upon completion, providing a new through route with unrestricted access.

**14.166** Outline planning consent for the development of Great Coates Industrial Park identified the link road (the land being within the same ownership), but suggested that it would be retained for private access for those operators on the site. Additionally, no timescale or commitment to delivery of the road was given.

**14.167** Funding has however, been secured, through SHIIP, and the Greater Lincolnshire LEP, which will enable the link road to be constructed to an adoptable standard, ensuring that all businesses within that area benefit from improved access arrangements. This will also improve the attractiveness of the proposed Great Coates

Industrial Park as well as other development sites along the South Humber Bank. It is anticipated that SHIIP will forward fund the works necessary to secure early implementation of the scheme, with appropriate contributions from the adjacent developer towards the scheme's implementation.

**14.168** The Grimsby West Link Road will form an integral part of the development of the Grimsby West strategic housing site (HOU342). It is required to deliver the housing necessary to meet future requirements. It will also provide an important link in the highway network. This link will be designed as an integral element of the strategic housing site and not as a 'bypass'. Provision has been made within Policy 14 'Development of strategic housing sites',

referring specifically to the development of the Grimsby West site for delivery of a complete highway link between the A46 and A1136, including safeguarding the capacity for the delivery of a strategic link (identified on the Policies Map), in accordance with the indicative concept plan included in the *Grimsby West Masterplan*.

**14.169** Improvements already made to rail infrastructure have included better rail station facilities with, increased passenger comfort and information, and improved safety at rail crossings. However, there is further scope for improvements over the plan period. This is particularly relevant at Cleethorpes Station, as part of wider regeneration proposals.

Policy 37 'Safeguarding transport infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraph 41
Local Plan Strategic Objectives	SO7
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Local Transport Plan (LTP3) (2011)</i></li> <li>• <i>Infrastructure Delivery Plan (2015)</i></li> <li>• <i>South Humber Industrial Investment Programme (2015)</i></li> </ul>

Table 14.21 Policy relationships

## Parking provision

**14.170** Parking can present problems when it is not considered as part of an integrated design approach, or when too little parking is provided relative to the local site circumstances.

**14.171** Parking provision in new development must be designed to meet expected demand whilst making the most efficient use of land and maintaining the principles of sustainable development. Much evidence now exists to suggest that the over-restriction of residential

parking approach taken by local authorities in response to *Planning Policy Guidance 3: Housing* (PPG3), has had a negative impact on highway safety and good urban design.

**14.172** It is important to ensure future developments provide sufficient parking that will not result in on-street parking congestion. There has to be a balance so that there is not an over provision of parking that would result in the inefficient use of land or encourage unsustainable transport choices.



**14.173** The approach taken must recognise that certain factors may require deviation from any set standards, such as on-street parking levels, parking restrictions, narrow streets and

other local factors. The Council must ultimately weigh up all the specific issues for each development and establish a balanced outcome.

## Policy 38

### Parking

1. Development proposals that generate additional parking demand should ensure that appropriate vehicle, powered two wheeler and cycle parking provision is made. The form and scale of off-street parking required will be assessed against the following:
  - A. the accessibility of the development;
  - B. the type, mix and use of the development;
  - C. the availability and frequency of public transport services; and,
  - D. local car ownership levels.
2. Developers will be expected to have considered and incorporated measures to minimise parking provision without causing detriment to the functioning of the highway network, local amenity and safety.
3. Where private and/or public on-site parking for public use is to be provided at least 5% of parking bays, should be designed, set out and reserved for people with mobility impairments. Such parking bays should be located as close to the main access to the building as possible.
4. Where 100 or more parking places are to be provided to serve a commercial development, a minimum of three charging points should be provided for electric vehicles.
5. Development proposals that make provision for surface parking areas to serve more than a single household, visitor, employee, or customer, should ensure that appropriate low maintenance landscaping is integrated into the design and layout of the sites.

### Justification

**14.174** Policy 38'Parking' sets out a flexible approach outlining key considerations to be taken into account with the aim of identifying the extent to which provision of additional off-street parking space could be minimised before problems would be experienced. This would naturally lead to a situation where developments in proximity to good transport services and close to frequently used

services and facilities require fewer parking facilities than those in locations without these benefits.

**14.175** Policy 38'Parking' makes specific provision for people with mobility impairments. The requirement of five percent is representative of the national average of those with mobility impairments who have potential need for

parking.<sup>(104)</sup> The Policy also supports the drive towards cleaner vehicles by seeking provision of charging points for electric vehicles in larger commercial schemes. The requirement for a minimum of three charging points is considered reasonable in car parks of 100 vehicles or more, and reflects the likely increase in ownership of electric vehicles over the plan period.

**14.176** The Government remains committed to electric vehicles and supports the further take-up by subsidising the purchase cost of a vehicle and the installation of a charging point as part of its drive to reduce carbon pollution from transport and improve air quality. The lack of supporting charging infrastructure is seen as a deterrent to increased take-up and frustrates efforts to address air quality impacts.

**14.177** The Council is committed to supporting the increased take-up of electric vehicles as part of its RENEWEL programme, which includes the promotion and investment in low carbon transport alongside a package of other measures and low carbon technologies.

**14.178** The *Office of Low Emission Vehicles, Proposed transposition of EU Directive 2014/94/EU* (Alternative Fuels Infrastructure Directive) identifies the cost of providing a publicly accessible charging point is on average £2,000. The requirement to provide a minimum of three public charging points relates only to commercial developments generating a requirement for 100 or more parking places. The cost is not considered to be onerous set against the overall cost of a scheme generating this level of parking. It is consistent with the wider government and council approaches to improve the network of charging points and supports measures to improve air quality.

Policy 38 'Parking' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 39, 40
Local Plan Strategic Objectives	SO5, SO7 and SO9
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Local Transport Plan</i> (LTP3) (2011)</li> </ul>

Table 14.22 Policy relationships

## Historic places

**14.179** North East Lincolnshire's historic environment is an asset of great social, cultural, economic and environmental value. This needs to be understood and taken fully into account as developments and changes are being planned, designed and implemented. The Council is committed to making the most of the best buildings and places inherited from previous

generations, including encouraging the reuse of heritage assets where appropriate; as it seeks to meet the needs of people living here now and in the future.

**14.180** North East Lincolnshire's historic environment plays a significant role in defining the character and setting of the Borough. Heritage assets contribute to a sense of community identity and local distinctiveness, and enhance the aesthetic, social and cultural quality of life

104 In March 2012 the estimated number of Blue Badge Holders was 2.62 million. This represents five percent of the English population  
DfT *Blue Badge Scheme Statistics 2011/12*.

available to residents. They also make positive contributions to economic viability, environmental sustainability and regeneration, for example by attracting visitors and by providing high quality settings for commercial and cultural activities.

**14.181** The NPPF (paragraph 126), emphasises that local plans should set out a positive strategy for the conservation and enjoyment of the historic environment. This includes heritage assets most at risk through neglect, decay and other threats. In doing so, careful consideration should be given to:

- *"the desirability of sustaining and enhancing the significance of the heritage assets and putting them to viable uses consistent with their conservation;*
- *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- *the desirability of new development making a positive contribution to local character and distinctiveness;*
- opportunities to draw on the contribution made by the historic environment to the character of a place".

**14.182** The NPPF advises that, applicants seeking planning approval should be required to describe the significance of any heritage assets affected by the development proposals, including any contribution made by their setting. The NPPF also provides guidance regarding consideration of harm and of viability.

**14.183** Within North East Lincolnshire there are currently (August 2017):

1. 222 nationally listed buildings, (196 Grade II, 13 Grade II\* and 12 Grade I);
2. 11 nationally Scheduled Monuments;
3. one nationally registered Park and Garden, (Peoples Park, Grimsby);
4. 16 Conservation Areas;
5. local lists of local heritage assets, comprising:

- a. a local list for Grimsby, adopted 2015, and Grimsby villages, adopted 2013;
- b. a local list for Cleethorpes, adopted 2013;
- c. a local list for Immingham and the villages, (draft).

6. in addition, there are many non-designated assets which are widely recognised as being of local heritage significance.

**14.184** In broad terms, the Council considers the following to be of particular importance for the contribution to the Borough's distinctive character and sense of place:

1. the unique legacy of buildings and structures associated with its maritime and fishing industry including the historic docks of Grimsby and Immingham (including the Dock Tower, Kasbah, Ice Factory and Smokehouses), and associated commercial and domestic architecture;
2. the seaside resort of Cleethorpes (including the Pier, promenades, and traditional seaside architecture);
3. the high quality archaeological deposits relating to the medieval town and Port of Grimsby and the settlement of Stallingborough;
4. the high quality early twentieth century domestic architecture of Grimsby, Cleethorpes and The Avenue, Healing;
5. the rural vernacular, archaeological and landscape character of traditional rural Wolds settlements (including Beelsby, Barnoldby le Beck, East Ravendale, Habrough and Wold Newton).
6. the isolated Iron Age and Roman settlements of the marshland parishes; and,
7. the rural character of Old Clee Conservation Area.

**14.185** An up to date register of nationally protected heritage buildings and sites can be found on the National Heritage List for England

website.<sup>(105)</sup> As these records are subject to continuous review and change these assets have not been identified on the Policies Map.

## Policy 39

### Conserving and enhancing the historic environment

1. Proposals for development will be permitted where they would sustain the cultural distinctiveness and significance of North East Lincolnshire's historic urban, rural and coastal environment by protecting, preserving and, where appropriate, enhancing the character, appearance, significance and historic value of designated and non-designated heritage assets and their settings.
2. In addition, the Council will pursue an integrated approach that:
  - A. seeks to update existing Conservation Area Appraisals and Management Plans to identify the qualities and interests of each area and management guidelines to guide future development;
  - B. takes a positive and proactive approach to addressing Heritage at Risk (including those assets on the national and local Heritage at Risk Registers), where necessary using statutory powers to undertake enforcement action where there is identified harm, immediate threat or serious risk to the preservation of a heritage assets;
  - C. considers the use of Article 4 Directions to remove permitted development rights in all or part of conservation areas or on local list assets where there is evidence that important features are at risk of being degraded;
  - D. supports the development of Listed Building Heritage Partnership Agreements, where appropriate;
  - E. supports heritage-led regeneration;
  - F. encourages sympathetic uses, and repair, maintenance and restoration of heritage assets; and,
  - G. considers the use of Local Listed Building Consent Orders.
3. Development will be supported, and planning permission granted, where proposals:
  - A. protect the significance of heritage assets, including their setting; through consideration of scale, design, materials, siting, mass, use and views;

105 The National Heritage List for England is available at: <https://historicengland.org.uk>.

- B. conserve and, where appropriate, enhance other historic landscape and townscape features, including historic shop fronts;
  - C. preserve and enhance the special character and architectural appearance of Conservation Areas, especially those positive elements in any Conservation Area Appraisal;
  - D. conserve and, where appropriate, enhance the design, character appearance and historic significance of the Borough's only registered park and garden (Peoples Park, Grimsby);
  - E. make appropriate provision to record, and where possible preserve in situ features of archaeological significance; and,
  - F. captures opportunities to increase knowledge and access to local heritage assets and better reveal their significance.
4. Where a development proposal would affect the significance of a heritage asset (whether designated or non-designated), including any contribution made to its setting, it should be informed by proportionate historic environment assessments and evaluations (such as heritage impact assessments, desk based appraisals, field evaluation and historic building reports) that:
- A. identify all heritage assets likely to be affected by the proposal;
  - B. explain the nature and degree of any effect on elements that contribute to their significance and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated;
  - C. provide a clear explanation and justification for the proposal in order for the harm to be weighed against public benefits; and,
  - D. demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long-term use of the asset.
5. The Council will assess each application individually in terms of the magnitude of impact of any change on the significance of the asset or the contribution that setting makes to that significance or experiencing significance. Where an impact equates to substantial loss of significance (demolition in the case of direct harm or the effective destruction of an asset's setting in the case of indirect harm), a proposal will be considered to cause substantial harm. Permission will only be granted where substantial harm to assets of the highest significance is wholly exceptional, and for all other nationally designated assets, exceptional.

## Justification

### 14.186

Policy 39 'Conserving and enhancing the historic environment' sets out a clear approach providing guidance to developers on how to safeguard and respond to the historic environment, recognising designated and non-designated heritage assets. This includes understanding, safeguarding and where possible enhancing, the character, appearance, setting and integrity of identified heritage assets. It explains what supporting information will need to be submitted with applications and details how the Council will make appropriate judgements.

**14.187** Heritage assets are an irreplaceable resource. Therefore, proposals for development should be informed by, and will be determined in line with, statutory requirements, national policy and specific relevant guidance, principles and best practice.

**14.188** The determination of planning applications will be based on the assessment of the potential harmful impact. The Council will take into account the desirability of not only sustaining the asset's significance, but also enhancing that significance and the positive contribution both conservation and well-informed new design can make to sustainability, local character and distinctiveness.

**14.189** The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. Any harm or loss, including cumulative impacts leading to less than substantial harm, will require clear and convincing justification to allow the harm to be balanced against any public benefits of the proposal.

**14.190** The more important the asset, the greater the presumption against harm; proposals leading to substantial harm of the most important assets would have to be wholly exceptional, and

will have to demonstrate a lack of viable alternative schemes or uses, and the most substantial overriding public benefits. The Borough's scheduled monuments, Grade I and II\* listed buildings and the registered park and garden, are considered to be of the greatest importance in this regard.

**14.191** However, the same expectations for proportionate assessment and the need for justification through overriding public benefits apply to other designated assets and all non-designated assets, as appropriate to their significance. Non-designated assets could be buildings, Monuments, archaeological sites, places, areas of landscapes positively identified (in the Historic Environment Record, Conservation Area Appraisals or Neighbourhood Plans, or equivalent, or through assessment within the planning processes) as having a degree of significance meriting consideration in planning decisions.

**14.192** Policy 39 'Conserving and enhancing the historic environment' goes on to outline the Council's strategy for securing and facilitating conservation of the historic environment and the Borough's heritage assets, how it has and will continue to implement that strategy over the plan period.

**14.193** There is a particular challenge in finding viable uses for heritage assets particularly where they are located within those parts of the Borough, where there are particularly demanding economic and social conditions that suppress property values. The 2014 record of 'Buildings and Risk' on the national register identifies two listed buildings, two scheduled monuments and seven conservation areas at risk. In addition survey work completed by the Heritage Trust for Lincolnshire in 2015 provides information on historic buildings, war memorials, archaeological sites, historic parks and gardens and conservation areas which helps to inform the overall heritage strategy.



Policy 39 'Conserving and enhancing the historic environment' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 126 to 141
Local Plan Strategic Objectives	SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>Heritage at Risk Register</li> <li>Historic Environment Record (HER)</li> </ul>

Table 14.23 Policy relationships

## Green infrastructure

**14.194** Green infrastructure is a phrase used to describe 'green and blue spaces' in and around built-up areas. The elements that make up green infrastructure include, parks, playing fields, gardens, agricultural fields and woodlands. Blue infrastructure includes the estuary and wetlands, the sea and coast, water bodies, rivers, streams, and sustainable drainage systems. The terms cover all land containing these features, regardless of ownership or public access.

**14.195** In the past these green and blue spaces have generally been valued for single uses, for instance, recreational use, ecological value or

simply for their aesthetic appeal. In reality, though, these spaces can deliver a number of different functions.

**14.196** Applying a green infrastructure approach (using the term to encompass both green and blue space) can recognise different functions, and importantly, can meet numerous wider objectives. The NPPF states that it is:

*"a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities."*

**14.197** This is an approach which the Council is keen to foster and promote.

## Policy 40

### Developing a green infrastructure network

1. Development will be expected to maintain and improve the network of green infrastructure. Appropriate opportunities should be taken to improve the overall connectivity of green spaces, including improvements to access to the countryside and permeability of the urban area, for pedestrians, cyclists and horse riders. Recognition should also be made to the role such green infrastructure plays in mitigating the effects of recreational pressure on the Humber Estuary SAC/SPA/Ramsar, specifically designing natural green space which is attractive to walkers and dog walkers, particularly in areas where development is most likely to result in increasing visitors to the Humber Estuary SCA/SPA/Ramsar.

2. Proposals that would result in the loss or reduction in quality or existing public rights of way (PROWs) will not be permitted unless acceptable equivalent alternative provision is made. Where diversions are proposed, these should be convenient and attractive to users and not increase disturbance on protected wildlife sites.
3. The multiple value and functionality of green space should be recognised in the planning, design and implementation of developments, and particular attention should be given to planning positively for biodiversity and sustainable water management, including climate change mitigation, when considering the layout of development.
4. In pursuance of a principle of maintaining strategic gaps the Council will protect the setting and separate identity of settlements; require buffers between potentially conflicting uses; prevent coalescence of settlements; retain the openness of land; and control the nature and scale of urban and rural development. Specific protection will be afforded to the open areas between:
  - A. Immingham and industrial development to the north;
  - B. Stallingborough and Healing;
  - C. Healing and Grimsby;
  - D. Laceby and Grimsby;
  - E. Waltham and Grimsby and New Waltham;
  - F. New Waltham and Grimsby and Humberston; and,
  - G. Humberston and Cleethorpes.
5. These predominantly open areas link with areas of formal and informal green space to form strategic green infrastructure corridors, the framework of which are identified on the Policies Map.
6. Development adjacent to defined development boundaries should pay particular regard to the nature and form of green infrastructure at or in proximity to the settlement edge. Where possible and where appropriate, development should contribute to enhancing the network of green infrastructure, respecting the relationship between countryside and the settlement built form, particularly avoiding hard settlement edges.

## Justification

**14.198** Policy 40'Developing a green infrastructure network' acknowledges the value of promoting a green infrastructure network, providing accessible green corridors, forming healthy traffic free links, connecting formal and informal green space, softening development edges, and maintaining the independent status and perception of individual settlements. These

green corridors can provide access from the heart of the urban area to the open rural environment, as well as providing additional benefits.

**14.199** Policy 40'Developing a green infrastructure network' outlines broad strategic gaps where the principle of maintaining the openness of land shall be maintained. These areas are identified to prevent the coalescence of the Grimsby/Cleethorpes urban area with the

settlements of Humberston, New Waltham and Waltham to the south and Laceby, Healing and Bradley to the west.

**14.200** These predominantly open areas, which are located between the defined development boundaries, link with areas of formal and informal green space to form strategic green infrastructure corridors. These corridors stretch between the settlements and extend into the urban area.

**14.201** The *Landscape Character Assessment* (2015) provides an important evidence base that should be used to inform future decisions. In addition to providing an independent assessment of landscape character, an assessment of the sensitivity of the landscape, and the capacity for the landscape to absorb change in the form of new development; it has identified a range of key issues that have informed the Plan preparation

process. This includes, outlining principles for the siting and design of new development, including the pattern, form and scale of built development. The provision of Green Infrastructure in order to reinforce and enhance landscape character is identified. This also includes specific consideration of the potential for coalescence of settlements.

**14.202** Conflict can arise between different uses by virtue of noise, odours, dust, and light intrusion. Green infrastructure when strategically placed to serve as a buffer can limit the nuisance to sensitive uses and permits activities without the need for onerous control measures. This is most frequently the case in relation to employment and residential uses. The Council will protect areas of green infrastructure from development where the development would impact upon the value of the land as a buffer between sensitive uses.

Policy 40'Developing a green infrastructure network' relationship to:	Links to:
National Planning Policy Framework	Paragraph 114, Annex 2
Local Plan Strategic Objectives	SO2, SO5 and SO6
Evidence base and other key documents and strategies	• <i>Landscape Character Assessment</i> (2015)

Table 14.24 Policy relationships

Biodiversity and Geodiversity

**14.203** The natural environment is extremely important in ensuring a high quality of life for all who live, work and play in North East Lincolnshire. The natural habitats and ecosystems help to sustain our lives and our standard of living (providing what are often referred to as 'ecosystems services'), including food, fuel, textiles, medicinal products, clean air and fresh water. Ecosystems, and the life they support, play an important role in regulating our environment,

for example, climate regulation by absorbing carbon dioxide, purifying our water, pollinating crops and controlling floods.

**14.204 Biodiversity** - is shorthand for biological diversity. It is a term commonly used to describe the variety of life in a particular area, including plants, animals and other living organisms. The *Convention on Biological Diversity* (CBD) defines biodiversity as:

*"the variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems, and the ecological complexes of which they are part, this includes diversity within species, between species and of ecosystems".<sup>(106)</sup>*

**14.205 Geodiversity** - is shorthand for geological diversity. It is a term which is commonly used to describe the variety of earth materials, forms and processes that constitute and shape the Earth. This includes a variety of rocks, minerals, fossils and other geological features.

**14.206** The importance of biodiversity and geodiversity is reflected in the wealth of national and international legislation that exists to protect these assets. The NPPF also seeks to ensure that the planning system contributes to and enhances the natural and local environment. It places a requirement on local planning authorities to:

1. minimise the impact of development on biodiversity and seek to provide net gains in biodiversity where possible;
2. allocate land for development with the least environmental or amenity value and seek to reuse brownfield land where it is not of high environment value;
3. plan for biodiversity across local authority boundaries, at a landscape-scale;
4. apply criteria-based policies against which planning application affecting designated biodiversity and geodiversity sites will be judged;
5. follow a strategic approach to protecting, creating, enhancing and managing positively biodiversity and green infrastructure; and,
6. promote the preservation, restoration, and re-creation of priority habitats and the protection and recovery of priority species populations.

**14.207** The NPPF (paragraph 118) emphasises that if harm resulting from development cannot be avoided (through locating development on an alternative site with less harmful impacts), adequately mitigated or, as a last resort compensated for, then planning permission should be refused.

**14.208** North East Lincolnshire is a diverse area displaying a wide variety of natural habitats, landscape and geological/geomorphological interest. Figure 14.3 'Site hierarchy' provides an overview of the hierarchy of sites relevant to the Borough. These sites are identified on the Policies Map.

**14.209** The biodiversity of the Humber Estuary is of international significance, particularly with regard to migratory and overwintering wading birds that feed on the saltmarsh and mudflats and move inland to roost. These designations are collectively referred to as Natura 2000 sites. In addition to these international designations, the Humber Estuary is also designated as, the Humber Estuary Site of Special Scientific Interest (SSSI).

**14.210** Over a number of years, surveys of local biodiversity and geodiversity sites have been carried out in the Borough. These have been funded by a number of organisations including the Council. A process is now in place where the Greater Lincolnshire Nature Partnership (GLNP) processes the data from the surveys against specified criteria for selecting local geological sites (LGSs) and Local Wildlife Sites (LWSs). Those sites which are identified as meeting the required criteria are then identified for possible designation. It is the Council which formally designates these sites.<sup>(107)</sup>

**14.211** The Council has recently undertaken a review of a number of designated sites where circumstances have changed since original

<sup>106</sup> *Convention on Biological Diversity*, United Nations (1992).

<sup>107</sup> There are still a number of Sites of Nature Conservation Interest (SNCIs) that were originally identified in the North East Lincolnshire Local Plan (2003) which have yet to be reviewed. These sites still maintain their original protection as local sites.

designation or where there are acknowledged development pressures. This is part of a rolling review process, which seeks to capture new sites and changes to existing sites. The review of sites utilises the GLNP process which ensure

consistency across sites, and across the wider Lincolnshire geographical area. The sites which are currently designated as LGSs and LWSs have been identified on the Policies Map, together with remaining SNCIs.<sup>(108)</sup>

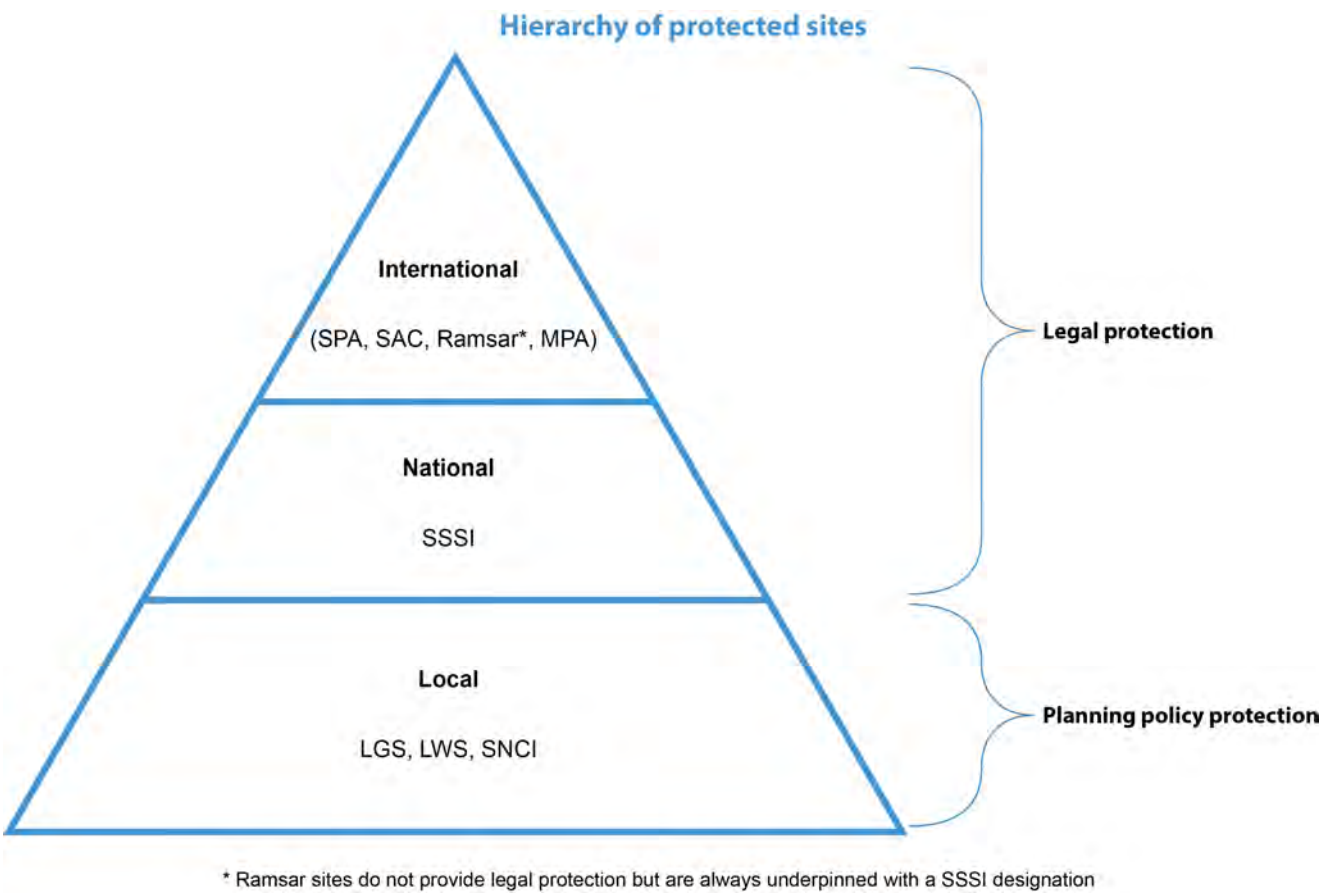


Figure 14.3 Site hierarchy

108 Applicants should check, to determine whether any changes to local designations have been made.

## Policy 41

### Biodiversity and Geodiversity

1. The Council will have regard to biodiversity and geodiversity when considering development proposals, seeking specifically to:
  - A. establish and secure appropriate management of, long-term mitigation areas within the Estuary Employment Zone, managed specifically to protect the integrity of the internationally important biodiversity sites (see Policy 9'Habitat Mitigation - South Humber Bank');
  - B. designate Local Wildlife Sites (LWss) and Local Geological Sites (LGSs) in recognition of particular wildlife and geological value;
  - C. protect manage and enhance international, national and local sites of biological and geological conservation importance, having regard to the hierarchy of designated sites, and the need for appropriate buffer zones;
  - D. minimise the loss of biodiversity features, or where loss is unavoidable and justified ensure appropriate mitigation and compensation measures are provided;
  - E. create opportunities to retain, protect, restore and enhance features of biodiversity value, including priority habitats and species; and,
  - F. take opportunities to retain, protect and restore the connectivity between components of the Borough's ecological network.
2. Any development which would, either individually or cumulatively, result in significant harm to biodiversity which cannot be avoided, adequately mitigated or as a last resort compensated for, will be refused.

### Justification

**14.212** Policy 41'Biodiversity and Geodiversity' sets out a strategic approach which positively plans for the creation, protection, enhancement and management of sites of biodiversity and geodiversity. It acknowledges the hierarchy of international, national and locally designated sites and refers specifically to the designation process for local sites, linked to

processes of monitoring and review undertaken in partnership with the Greater Lincolnshire Nature Partnership.

**14.213** Recognition is made that sites identified, to compensate for adverse effects on European sites should be given the same protection as the European site. This is significant in relation to the habitat mitigation provided within the South Humber Bank.



**14.214** The Council will seek to capture opportunities to develop ecological networks, incorporating biodiversity in and around new developments through thoughtful design approaches, and will specifically support proposals which seek directly to conserve or enhance biodiversity.

**14.215** In accordance with the NPPF, if significant harm resulting from a proposed development cannot be avoided (through locating on an alternative site with less harmful effects), adequately mitigates, or as a last resort compensated for, then planning permission will be refused.

Policy 41'Biodiversity and Geodiversity' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 109, 117, 118
Local Plan Strategic Objectives	SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• Natural England datasets</li> <li>• Greater Lincolnshire Nature Partnership datasets</li> </ul>

Table 14.25 Policy relationships

## Landscape

**14.216** One of the core principles of the NPPF is that planning should recognise the intrinsic character and beauty of the countryside. Local plans should include strategic policies for the conservation and enhancement of the natural environment, including landscape. This includes designated landscapes such as the Lincolnshire Wolds Area of Outstanding Natural Beauty but also the non-designated wider countryside.

**14.217** A *North East Lincolnshire Landscape Character Assessment* (2015) has been prepared which provides a useful aid to understand the character and local distinctiveness of the landscape, and helps to identify the features that give it a sense of place. It also provides information regarding the sensitivity of areas, and information as to how change can be accommodated. Mapping is also available relating

to the historic landscape character, which has been collated through the *Lincolnshire Historic Landscape Characterisation Project*.

**14.218** The Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) designation puts it on a par with the protection offered to National Parks. A management plan<sup>(109)</sup> has been prepared for the AONB identifying the value and special qualities of the designation. The management plan does not carry the same planning weight as the Local Plan, but does establish key principles. For developments within the boundaries of the Lincolnshire Wolds AONB, the management plan will be a material consideration.

**14.219** When considering landscape character and designing landscape schemes it is important to recognise the wider role that landscape performs. Whilst complementing the character and appearance of the site, landscape elements

109 *Lincolnshire Wolds Management Plan 2013-2018*.

can provide wider functional purposes. Trees and hedges can provide important shade, aid drainage and provide important biodiversity sites. Broader landscape areas can also provide a mechanism for responding to climate change and flood

alleviation. It is also recognised that landscaping can be beneficial to air quality and the atmosphere. Good landscaping can also instil a feeling of confidence and sense of well-being which can promote healthy living.

## Policy 42

### Landscape

1. Landscape character should be given due consideration in the nature, location, design and implementation of development proposals. Developers should:
  - A. have regard to the landscape context and type within which the development is to be located, (as identified in the *Landscape Character Assessment*); considering the landscape guidelines and management strategies relevant to the prevalent landscape type. Priority will be given to the protection and enhancement of the landscape character and natural beauty, and setting of the Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB);
  - B. complete a site specific landscape appraisal, proportionate to the anticipated scale and impact of a proposal, and submit a landscaping scheme for all development where this is appropriate, which complements the character and appearance of the site, responds to landscape character, climate change and flood alleviation where appropriate, and improves local biodiversity and levels of amenity;
  - C. seek opportunities, when incorporating landscape buffers to offset development impacts, to enhance landscape quality including opportunities to incorporate suitable landscape planting;
  - D. retain and protect trees and hedgerows which offer value for amenity, biodiversity and landscape; and,
  - E. take opportunities where appropriate, to retain, protect and restore elements that contribute to historic landscape character.

### Justification

**14.220** Landscape plays an important role in defining the character and appearance of the environment and importantly, the settling of new development within the environment. It is important that new developments are located and

designed so as to recognise existing landscape character. Where appropriate this should be through a specific landscape appraisal.

**14.221** North East Lincolnshire contains large parts of two Historic Landscape Character Areas identified by the *Lincolnshire Historic Landscape Characterisation Project*: the Northern Marshes



and The Wolds. These are largely rural areas (the Grimsby and Cleethorpes conurbation does not form part of the historic landscape character area), within which a number of zones are defined:

1. **NOM1** - The Humber Bank;
2. **NOM2** - The Immingham Coastal Marsh;
3. **NOM3** - The Grimsby Commuter Belt;
4. **WOL1** - The Brocklesby Heath (although the area relating to the Borough is too small to be of any significance); and,
5. **WOL3** - The Upper Wolds.

**14.222** The area of the Borough contained within zone WOL3 corresponds well with the area of the Borough that is part of the Lincolnshire Wolds AONB, and weight will be afforded to the impact of development on the historic landscape character that is present here. Stretching away from this area, along the course of Waithe Beck, are areas of Ancient Enclosure, a Landscape Park, and the historic settlement cores of Barnoldby le Beck, Ashby cum Fenby and Brigsley. This landscape is within the NOM3 zone and has not been assessed for significance but is considered to be of local historic interest.

**14.223** The presence and significance of mature trees and hedgerows should be recognised. Trees not only provide a living element in the

environment that lasts for generations, they also provide important natural habitats, filter dust and emissions, suppress noise and form familiar landmarks. Hedgerows possess many of the qualities common to trees and are just as viable, with many also having historical significance.

**14.224** The Council will seek to protect trees and hedgerows that offer value for amenity and biodiversity. The Council has extensive powers through Tree Preservation Orders to protect trees whether they are individual specimens, groups or trees of entire woodlands. Protection can also be provided for important hedgerows which meet certain criteria under the *Hedgerow Regulations* (1997). In addition to these powers the Council will seek, through conditions to safeguard important landscape assets, this will include measures to ensure they are integrated in landscaping schemes to safeguard them through the construction period to avoid damage due to proximity of vehicle and plant manoeuvres, material storage or provision of services.

**14.225** The design of new landscaping must take into account responsibility for future maintenance and, where appropriate this should accord with the delivery mechanisms for green space set out in Policy 43 'Green space and recreation'.

Policy 42 'Landscape' relationship to:	Link to:
National Planning Policy Framework	Paragraphs 113 and 115
Local Plan Strategic Objectives	SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Landscape Character Assessment</i> (2015)</li> <li>• <i>Lincolnshire Historic Landscape Characterisation Project</i> (2011)</li> </ul>

Table 14.26 Policy relationships

## Healthy green spaces

**14.226** Green space serves many functions and can be in either public or private ownership, together these spaces form a multi-functional network of open space. Such networks need to be planned and managed to deliver a combination of environmental and social benefits. This includes conserving and enhancing biodiversity, landscape enhancement, water management, recreation and play, social and cultural enhancement and community health and well-being. It is important that everyone, wherever they live, should have access to a range of accessible green space.

**14.227** The Council has identified the main green space assets within the Borough through a series of audits and local evidence, and assessed local provision against established national and current local standards. The audits and evidence have illustrated that there are some localised deficiencies in the provision of facilities, which can be worsened by the presence of busy roads which act as barriers particularly hindering young children free access to green space. The Council will continue to monitor provision and review standards against identified needs through the plan period. It recognises that standards should be matched to local circumstances.

**14.228** Informal natural green space is used for a variety of pursuits including walking, dog walking, exercising and casual play. Within the Borough the majority of large areas of natural green space are concentrated in areas such as Freshney Parkway and Weelsby Woods in Grimsby, Cleethorpes Country Park, Coombe Briggs Meadows in Immingham, and Bradley and Dixon Woods. The Council recognises the visual importance of these areas in addition to their obvious value for active pursuits. Such areas provide a valuable role particularly where they stretch well into the urban area.

**14.229** The Council is the main custodian of the significant areas of natural green space although this stance is shifting as the Council moves to a more integrated community based

approach. In addition to the major sites it is important to recognise the value of smaller areas of informal green space that contribute to the character, visual appearance and amenity of local neighbourhoods.

**14.230** Cemeteries also provide valuable pockets of green space. The older cemeteries, such as Scartho Cemetery, provide important mature habitat within the urban core. The Scartho Road Cemetery was opened in the late 19<sup>th</sup> century and contains many mature trees dating from that time in addition to a diversity of ground flora which has evolved over the years. The combination of features has led to the designation of part of the cemetery as a Local Wildlife Site.

**14.231** Outdoor playing space comprises a mix of playing pitches, green courts, athletics tracks and children's equipped play areas. These facilities represent the formal pitch and play provision in the Borough. A number of these facilities are run by private bodies or organisations. They provide valuable facilities in the context of meeting the overall need. In rural areas many of these facilities are provided by the parish councils. In addition education sites include indoor/outdoor playing space which is increasingly being used for wider community use through the establishment of formal community use agreements. The Council has recently commissioned a new *Playing Pitch Strategy* which will examine the distribution and quality, and usage of existing facilities and examine future requirements. This Strategy and its accompanying action plan will inform the future approach to playing pitch location and future management.

**14.232** Guidance has been produced regarding 'kids play' with two main sources of information: Fields in Trust (FIT), formally NPFA, and Play England. Play England provides advice on the quality of the play space and the philosophy of children's play, whilst FIT continues to provide quantitative advice on the type and number of provision. New FIT guidelines were introduced in



August 2008 to update 'The Six Acre Standard'. The existing equipped play area sites have been identified on the Policies Map.

**14.233** The current standards identified are based upon strategies which are now considered to be in need of review. The Council has commissioned work to update these strategies providing the basis for possible revision to the standards to be applied locally.<sup>(110)</sup> It is important that the local standards identified reflect local participation rates reflected in assessments which are subject to regular review; and assess the social impact and value that each green or play space contributes to an area when making decisions about resources and funding.

**14.234** Allotments also make a valuable contribution to meeting community and leisure needs, and can bring added benefits from a health and well-being stance as well as providing added green space in built-up areas. Current house building trends are towards smaller gardens, as pressure increases to optimise building land.

Those who live in flats often have no individual garden. These circumstances disadvantage those on lower incomes. Allotments provide an opportunity to redress this imbalance and have an important role in promoting healthier life.

**14.235** The Council has prepared an Allotment Strategy<sup>(111)</sup> which sets out the Council's approach to delivering and managing allotment facilities. The Strategy examines issues such as perceived under utilisation of allotment land, alternative uses of vacant allotment land, security and vandalism on all allotment sites and includes methods of encouraging an increased number of allotment tenants. The Strategy offers long term direction to allotment provision in the Borough. It is clear that the successful implementation of the Strategy will be dependent on the ability to rationalise some sites and reinvest in improved sites. Capital receipts received from rationalisation will be used to improve allotment sites and support self-management and community improvement initiatives. The existing allotment sites are identified on the Policies Map.

Current green space standards <sup>(112)</sup>					
Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
Natural green space	1ha/1,000 population (ANGSt) Access to green space: 1. at least one 20ha site within 2km of home;	<i>Green Space Strategy</i> (2011), (review 2015)	1ha/1,000 population (in addition, sites will be required to provide boundary landscaping where appropriate)	Informal amenity space - within 200m  Local recreational area - within 400m	All development of 10 units of more

110 Any subsequent change to current standards will be set out in a Supplementary Planning Document following consultation and viability assessment.

111 *A Vision for Allotments. An Allotment Strategy 2011 to 2016.*

112 Standards will be reviewed and revised when evidence is reviewed taking account of development viability and management practices. Revised standards will be published in a Supplementary Planning Document.

Current green space standards <sup>(112)</sup>					
Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
	2. one 100ha site within 5km of home; 3. one 500ha site within 10km of home.			District park - within 1,000m  Major park - within 3,000m	
Children's play	0.8ha/1,000 population, of which 0.25ha should be designated equipped playing space <sup>(113)</sup>	<i>Play Strategy</i> (2008), (review 2015)	0.8ha/1,000 population, of which 0.1ha should be designated equipped playing space	Within 800m	All development of 50 units of more (on or offsite)
Outdoor sports	1.6ha/1,000 population	<i>Playing Pitch Strategy</i> (2011)	1.6ha/1,000 population	Within 1,200m	All development of 250 units or more (on or offsite)
Allotments	0.5ha/1,000 households (National Society of Allotment and Leisure Gardeners)	<i>Allotment Strategy</i> (2011)	0.2ha/1,000 population	No local standard has been set	All development of 250 units or more (on or offsite)
Woodland	Access to woodland: 1. 2ha within 500m 2. 20ha within 4km <sup>(114)</sup>	N/A	No local standard has been set	No local standard has been set	No trigger identified

Table 14.27 Current green space standards

112 Standards will be reviewed and revised when evidence is reviewed taking account of development viability and management practices. Revised standards will be published in a Supplementary Planning Document.

113 FIT, Fields in Trust.

114 Woodlands Trust.



Green space delivery		
Scale of development (number of units)	Open space type to be delivered	Delivery
0 to 9	No specific requirement	N/A
10 to 49	Natural green space	On-site or off-site if meets accessibility standards
50 to 249	Natural green space and children's play	On-site or off-site if meets accessibility standards
250plus <sup>(115)</sup>	Natural green space, children's play, outdoor sports and allotments	On-site or off-site if meets accessibility standards

Table 14.28 Green space delivery

### What does this mean for a developer?

#### 14.236 Assuming:

- 1,000 population equated to 455 homes based upon average occupancy rate of 2.2 people/home, across the Borough;
- 455 homes developed at 30dph equates to 15.2ha;
- 70% net developable area equates to gross development site area of 22ha; and,
- local standards/1,000 population apply to a gross development site of 22ha.

**14.237** A 22ha site would therefore need to provide, based on current local standards;

- 1ha of green space;
- 0.8ha of children's play space of which 0.1ha should be equipped play;
- 1.6ha of outdoor sports; and,
- 0.2ha of allotment provision.

**14.238** Developers of smaller sites would need to provide green space based upon the identified standards and the triggers identified. The Council will discuss off-site contributions based upon location and neighbouring facilities and the strategy set out in the Council's relevant strategy documents.

<sup>115</sup> The Council is seeking to deliver a strategy for sports pitch provision which focuses on hub sites rather than individual pitch sites which are often difficult and costly to manage.

## Policy 43

### Green space and recreation

1. The Council will safeguard against any loss of public or private green spaces, sport and recreation and equipped play facilities in recognition of their importance to the health and well-being of residents and visitors to the Borough, and their importance to biodiversity. The green spaces, sport and recreation and equipped play facilities that are safeguarded under this Policy are identified on the Policies Map together with playing fields which form part of identified education areas, cemeteries, and allotments.
2. Loss of these areas will only be accepted where:
  - A. there is evidence that the facility is surplus to green space and recreation requirements, and has been assessed in terms of biodiversity value; or,
  - B. alternative replacement provision of at least equivalent size, usefulness, attractiveness and quality can be provided, meeting current standards of provision and accessibility, (recognising any subsequent review and revision).
3. Developers will be required to make provision for green space, sport and recreation facilities in accordance with the additional needs that the development generates taking account of current local standards of provision and accessibility, (recognising any subsequent review and revision). Delivery will be secured through planning conditions, obligations or charging levy as appropriate. In making this provision, recognition should be made to the role such green space plays in mitigating the effects of recreational pressure on the Humber Estuary SAC/SPA/Ramsar, specifically designing natural green space which is attractive to walkers and dog walkers, particularly in areas where development is most likely to result in increasing visitors to the Humber Estuary SAC/SPA/Ramsar.
4. Where existing facilities already meet current accessibility standards, the Council will seek a commuted sum towards the improvement and maintenance of off-site facilities, reflecting the future intensification of use of these facilities.
5. Where new green infrastructure is provided, the Council will expect proposals to include details to cover future long term maintenance. This may include, where accepted by the Council, provision of a commuted sum for maintenance, calculated on the basis of typical maintenance costs per square metre for a ten year period. Alternatively, the developer may make arrangements for the land to be maintained by a body other than the Council.
6. Where appropriate, development should enhance or otherwise accommodate the historic interest of open space sites, particularly where they contribute to the enhancement of the Borough's heritage assets.
7. Where education facilities are being developed which include playing pitch or sports facilities, provision shall be made, where feasible and appropriate, to incorporate community use.

## Justification

**14.239** The safeguarding and provision of accessible green space is a key element in creating sustainable communities, and promoting healthy lifestyles. Good provision of recreation and open space can also have positive economic and environmental benefits. Policy 43'Green space and recreation' recognises the value of both public and private facilities, and sets out criteria to guard against the loss of facilities where they are valued.

**14.240** Developers are required to provide new open space and recreation facilities to meet the needs of new residents, based upon generic accessibility standards which are considered relevant to the Borough based upon walkable limits. Where facilities are already available within the walkable catchment of a site the Council will

seek a commuted sum towards the improvement and maintenance of off-site facilities reflecting the future intensification of use of these facilities.

**14.241** Policy 43'Green space and recreation' is based around standards of provision and accessibility which are informed by local evidence of the Borough's existing provision and future requirements. Over the plan period the assessments of open space, sports and recreation, play space, and allotment provision will be subject to periodic review. The Policy recognises this and provides flexibility to accommodate variations in the standards.

**14.242** The Council will set out any revisions to standards in a Supplementary Planning Document which will be subject to consultation and viability assessment.

Policy 43'Green space and recreation' relationship to:	Links to:
National Planning Policy Framework	Paragraph 73
Local Plan Strategic Objectives	SO2, SO5 and SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Playing Pitch Strategy Final Assessment Report</i> (2011)<sup>(116)</sup></li> <li>• <i>Play Strategy Review</i> (2015)</li> <li>• <i>Playing Pitch Strategy</i> (2011)<sup>(117)</sup></li> <li>• <i>Allotment Strategy</i> (2011)</li> </ul>

Table 14.29 Policy relationships

116 At the time of publication of the Plan a *Green Space Strategy Review* is in preparation.

117 At the time of the publication of the Plan a new *Playing Pitch and Built Facilities Strategy* is in preparation.



Building the places we need





Minerals are finite natural resources which are essential to support sustainable economic growth. However, minerals can only be worked where they are found, which can cause conflict with other land uses. The role of the planning system is to ensure a sustainable supply of minerals, including aggregates, and to secure the long-term conservation of mineral resources.

The *National Planning Policy Framework* (NPPF) (paragraphs 142 to 149) outlines the national policy context. It places a number of requirements on minerals planning authorities (MPAs), including the need to identify and include policies relating to: managing the extraction of minerals resource of local and national importance; the contribution that can be made to supply from substitute, secondary, and recycled minerals; the safeguarding of known locations of minerals resource of local and national importance; the safeguarding of minerals related infrastructure; the definition of criteria against which planning applications should be judged, including environmental criteria; and to ensure that policies are in place to reclaim land.

Additionally, MPAs are required to plan for a steady and adequate supply of aggregates, and industrial minerals. They should prepared a Local Aggregates Assessment (LAA) to consider the future need for aggregates.

**15.1** Minerals in North East Lincolnshire fall into the following categories:

1. **Aggregate minerals** - these are necessary to support construction activity and include sand and gravel, and crushed rock;
2. **Industrial minerals** - these are necessary to support construction, and industrial and manufacturing processes, and include a wide range of mineral resources including brick clay and silica sand; and,
3. **Energy minerals** - these are used in the generation of energy and include shallow and deep-mined coal, as well as oil and gas, including 'unconventional' hydrocarbons such as shale gas.

**15.2** North East Lincolnshire is underlain by white chalk, which forms the dominant bedrock geology of the area. On the surface of this chalk, there are deposits of clay, silt, sand, and gravels.

The area has mineral resources including aggregates such as sand and gravel, and silica sand, and chalk.

**15.3** There is a clear need for aggregates such as sand and gravel, and the resource is commonly used in construction. Blown sand (silica sand) occurs in limited areas and quantities, and is therefore a scarce resource. Sand, gravel, and silica sand are considered to be of local and national importance. Chalk also occurs extensively locally. However, there is no identified demand for chalk in North East Lincolnshire. It's use as a building stone is very limited locally, and therefore the resource identified in North East Lincolnshire is not considered to be of local or national importance.

**15.4** The Port of Immingham, plays a significant infrastructure role in bringing energy minerals, including coal and oil, to the UK market. In 2011, 13million tonnes of coal were imported to the UK at Immingham.<sup>(118)</sup>

## Safeguarding minerals and related infrastructure

**15.5** The Plan recognises important mineral resources by safeguarding them for the benefit of future generations. This recognises that while North East Lincolnshire's minerals resource is not currently extracted, a long-term approach is required to ensure that resources are not needlessly sterilised. As resources are used elsewhere and their quantity is diminished, North East Lincolnshire's resource may become viable to extract. Recognising that incompatible development close to a Minerals Safeguarding Area may lead to sterilisation of part of the resource, it is considered appropriate to extend the areas to take account of such risks. In the case of the mineral resources in North East Lincolnshire a 200m buffer is considered to be necessary.

**15.6** Safeguarding minerals resource, through the designation of 'Minerals Safeguarding Areas' (MSAs), creates no presumption that the mineral will be worked. The designation of MSAs indicates that an economic mineral resource exists in the location, this can then be taken into consideration

to determine whether non-mineral development overlying, or situated close to, the mineral resource should proceed.

**15.7** The designation of MSAs does not preclude other forms of development from being permitted, but it does ensure that the presence of an important mineral resource is taken into consideration during the decision-making process.

**15.8** The Port of Immingham plays a significant infrastructure role in bringing energy minerals, including coal and oil, to the UK market. The port estate benefits from extensive permitted development rights, granted to Associated British Ports (ABP) as a statutory undertaker.

**15.9** In addition, there are three sites producing secondary and recycled aggregates in North East Lincolnshire. These are located at:

1. Brianplant - South Humberside Industrial Estate, Grimsby;
2. H. Cope & Sons - Moody Lane, Grimsby; and,
3. Stoneledge - South Humberside Industrial Estate, Grimsby.

## Policy 44

### Safeguarding minerals and related infrastructure

1. The Council will safeguard mineral deposits of sand and gravel, and blown sand (silica sand) within the identified Minerals Safeguarding Areas identified on the Policies Map (Minerals Safeguarding Areas).
2. Prior extraction of mineral should take place, unless it is not feasible or environmentally acceptable to extract the mineral.
3. Non-mineral development proposals within, or adjacent to Minerals Safeguarding Areas which do not allow for the prior extraction, will be permitted where:
  - A. the need for the development outweighs the need to safeguard the site for future mineral extraction;

- B. the mineral is proven to not be present, not of a quality or quantity to justify its extraction, or too deep to allow for extraction; or
  - C. the proposed development is temporary in nature and would not prevent minerals extraction taking place in the future.
4. This Policy would not apply to the following:
- A. applications for household development or applications to extend existing commercial premises;
  - B. minor developments and 'infill' schemes; or,
  - C. applications for Listed Buildings Consent, Advertisement Consents, Tree Works, Prior Notifications, or Certificates of Lawfulness of Existing or Proposed Use of Development.
5. Within Minerals Safeguarding Areas, non-mineral development, with the exception of the development set out above, will not be permitted until the developer has provided evidence<sup>(119)</sup> to the Council to determine whether the mineral is feasible and viable to extract ahead of development. Where prior extraction can be undertaken, the developer should provide an explanation of how this will be carried out as part of the overall development.
6. Significant existing and planned infrastructure identified on the Policies Map, that supports the supply of minerals in the Borough will be safeguarded against development that would unnecessarily sterilise or prejudice its use, including development of incompatible land uses nearby. This includes strategic rail freight links, sites for concrete batching, manufacture of coated materials and concrete products, and sites associated with the handling, processing, and distribution of substitute, recycled and secondary aggregate material. Development that may sterilise or prejudice the operation of the safeguarded site will not be permitted unless:
- A. an alternative site is available upon which the safeguarded use can relocate to; or,
  - B. it can be demonstrated that the infrastructure no longer meets the current or anticipated future needs.

<sup>119</sup> Evidence should be submitted prior to the determination of the planning application in the form of a site specific desk based mineral assessment. This should provide detail of the existing surface and solid geological and mineral resource including an estimate of economic value (for example quantity and quality, its potential for use in the forthcoming development and an assessment of whether it is feasible and viable to extract the mineral resource ahead of development).

## Justification

**15.10** The Plan safeguards all mineral resource identified by the British Geological Survey in North East Lincolnshire which meet the NPPF's definition of 'local or national importance'. This includes deposits of sand and gravel and silica sand (blown sand).

**15.11** No provision has been made for the safeguarding of any chalk, which occurs extensively across the Lincolnshire Wolds, or coal. The coal resource underlying North East Lincolnshire is at a depth of greater than 500

metres. The Coal Authority has confirmed that there are no surface coal resources present which would need to be protected.

**15.12** Brick clay has been worked in North East Lincolnshire in the past, however, the British Geological Survey (BGS) only identify brick clay where it is actively worked. As there are no active workings in North East Lincolnshire, the resource is not identified. There are therefore no proposals to safeguard brick clay.

**15.13** There are no sources of building stone in North East Lincolnshire, and it has been of limited use in the local vernacular building construction.

Policy 44'Safeguarding minerals and related infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 142 to 149
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Minerals Issues Paper</i> (2014)</li> <li>• <i>Mineral Safeguarding in England Good Practice Advice</i> (2011)</li> </ul>

Table 15.1 Policy relationships

## Future mineral extraction

**15.14** North East Lincolnshire's current role in the provision of aggregates is very limited. The area does not produce aggregates from primary sources, but there are some local producers of recycled aggregates. The extraction of aggregates, chalk, and brick clay has occurred in the past, but there are no current active workings.

**15.15** The Council has worked collaboratively with neighbouring authorities to produce a *Local Aggregates Assessment* (LAA) as required by the

NPPF. The draft *Humber Area Local Aggregates Assessment* (Humber Area LAA) (November 2016), provides an assessment of the need for aggregates across the Humber authorities in the period to 2030.<sup>(120)</sup>

**15.16** The Council participates in the Yorkshire and Humber Aggregate Working Party (AWP). The Humber Area LAA is due to be considered by the AWP in the near future. Until this time, there is no formal agreement between the authorities on how the future need for aggregates should be met. Historically, North East Lincolnshire did not have an apportionment under

<sup>120</sup> The LAA sets out the current and future situation in the Humber area regarding aggregate supply and demand including sales data and aggregate apportionment levels to 2030, based on rolling average of ten year sales data, and other relevant local information.

the *Regional Spatial Strategy* (RSS), in recognition that the area does not have any sites contributing primary land-won aggregates to supply. Further discussion is required with the other Humber

authorities and the Yorkshire and Humber AWP regarding North East Lincolnshire's role in future supply.

Aggregate requirements for the Humber area from 2015 (Million Tonnes) <sup>(121)</sup>		
	Sand and Gravel	Crushed rock
Aggregate requirement	16.49	3.91
Current reserves	7.14	7.11
Current land bank	7.6 years	39.4 years

Table 15.2 Aggregate requirements for the Humber area from 2015

**15.17** There are no active sites in North East Lincolnshire contributing to primary aggregate production. The Council has written to minerals site operators in neighbouring authorities (East Riding of Yorkshire, Lincolnshire, and North Lincolnshire) and responses indicated a lack of interest in North East Lincolnshire's resource at this stage. The Council's call for sites has not identified any potential minerals sites.

**15.18** The Plan seeks to promote the use of aggregates from renewable sources, such as secondary and recycled aggregates, which minimise the need for primary extraction. The potential for an increase in the landing of marine dredged aggregates also has the potential to reduce reliance on primary sources.

**15.19** Sites within the North East Lincolnshire area have historically provided aggregates to meet demand across the joint area. At present

North East Lincolnshire have yet to progress a Minerals Plan and are therefore unable to confirm that future need across the joint area would be met from sites within North Lincolnshire.

**15.20** Minerals are also used in the generation of energy. Part of the Borough is covered by a 'Petroleum Exploration and Development Licence' which is a licence issued by the Government allowing the area to be explored and developed (subject to receiving planning permission and other consents) for oil and gas. There have, however, been no discoveries of oil or gas within the area. Coal underlies North East Lincolnshire, although it is at a considerable depth.

**15.21** The Plan does recognise the possibility of future mineral extraction and therefore sets out the basis for considering such proposals.

121 Draft Humber Area Local Aggregates Assessment (November 2016).

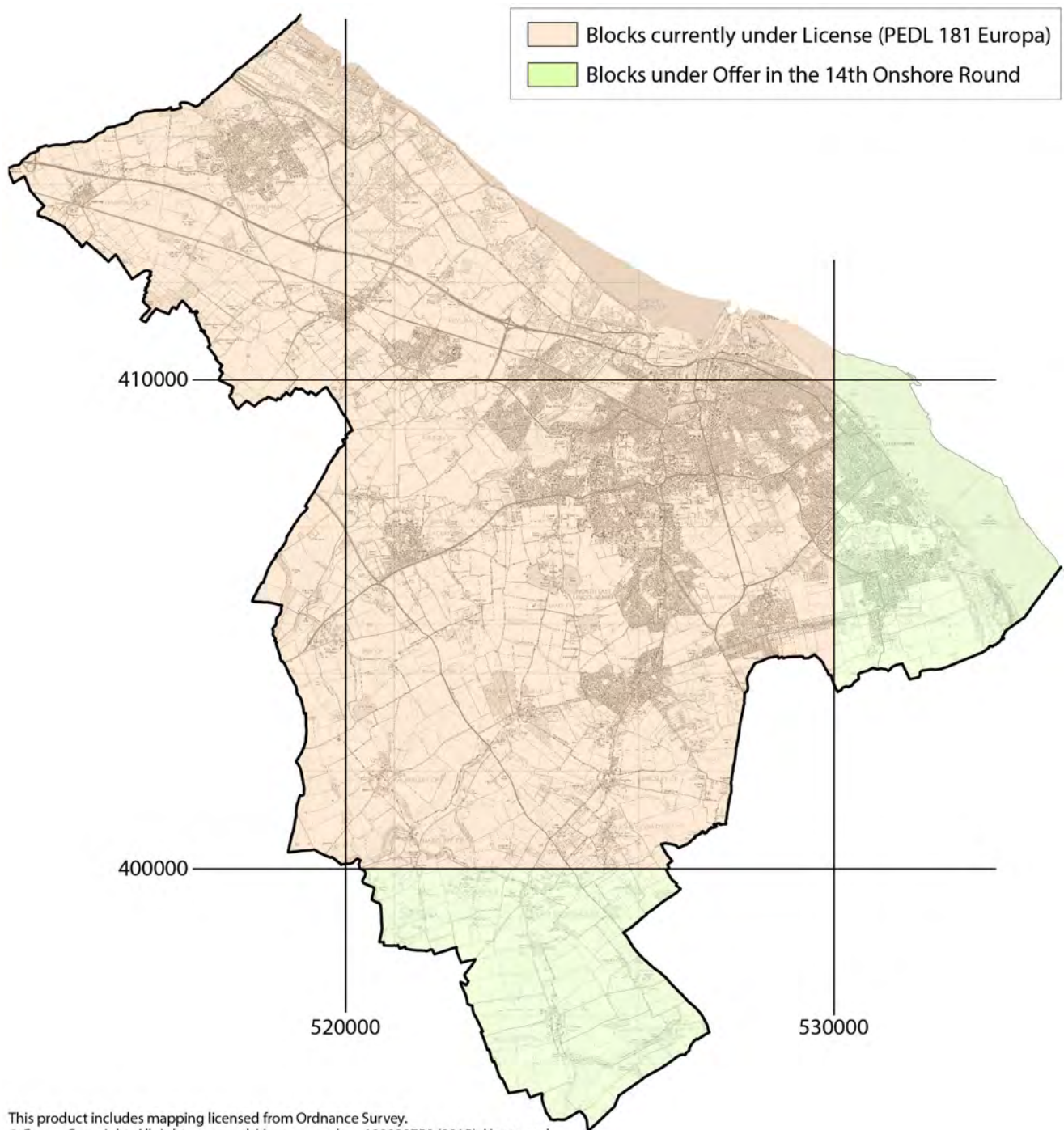


Figure 15.1 Petroleum licensed area within North East Lincolnshire

## Policy 45

### Future mineral extraction and Secondary Aggregates

1. The Council will, in conjunction with neighbouring mineral planning authorities, work to maintain across the Humber area, an appropriate contribution towards the regional supply of aggregates, and maintenance of appropriate landbanks.
2. When considering proposals for the extraction of minerals<sup>(122)</sup> that would contribute to the Humber area supply, the Council will consider whether:
  - A. the arrangements for the extraction and transportation of the mineral would result in unacceptable adverse impacts on the public highway, and/or to the environment and local amenities, considering:
    - i. visual intrusion;
    - ii. noise;
    - iii. blast vibration;
    - iv. dust;
    - v. air emissions;
    - vi. lighting;
    - vii. vehicle movements;
    - viii. proximity of sensitive neighbouring uses;
  - B. stability of land; and,
  - C. quality of groundwater supplies.
3. Proposed development located within or affecting the character and setting of the Lincolnshire Wolds Area of Outstanding Natural Beauty (AONB) will be granted planning permission in exceptional circumstances, and only where it has been demonstrated that:
  - A. there is proven public interest in developing the site; and,
  - B. the Humber area need cannot be served through development of alternative sites, not affecting the Lincolnshire Wolds AONB; and,
  - C. the impact on the intrinsic qualities of the AONB can be satisfactorily addressed.
4. The Council will support developments that can make a contribution to secondary aggregate supplies through the processing of Construction Demolition and Excavation (CD&E) waste. Development of this nature should accord with Policy 47'Future requirements for waste facilities'.

122 The criteria set out apply to all aspects of mineral extraction including all phases of hydrocarbon extraction, exploration, appraisal (testing) and production.

## Justification

**15.22** Mineral resources are finite, meaning they can only be worked where they lie. This can lead to conflict where the presence of particular mineral resources coincide with attractive or environmentally important landscapes. Policy 45'Future mineral extraction and Secondary Aggregates' sets out criteria to ensure that proposals for the extraction of minerals are subject to appropriate detailed assessment.

**15.23** The Council will be particularly stringent in assessing proposals to limit the amenity and environmental impacts. Developers will in appropriate cases be required to submit an Environmental Statement in accordance with the *Town and Country Planning (EIA) Regulations 2011*.

**15.24** Within, or within the setting of, the Lincolnshire Wolds great weight will be given to conserving the landscape and scenic beauty, in

accordance with the NPPF (paragraph 115). The Wolds were designated in 1973 and, along with National Parks and Broads, is the highest status of protection in relation to landscape and scenic beauty. The statutory *Lincolnshire Wolds AONB Management Plan (2013-2018)*, identifies the main challenge is to ensure that the Wolds retains its unique landscape and undeniable special character, whilst maintaining and supporting its communities.

**15.25** The Council will support developments that can make a contribution to secondary aggregate supplies through the processing of Construction Demolition and Excavation (CD&E) waste. The *European Waste Framework Directive* (WFD) has set a target for 70% recycling of construction, demolition and excavation waste across Europe by 2020. Best practice in Europe has shown that recycling rates over 80% and 90% are feasible. This approach is supported by measures for recycling and recovery set out in Policy 47'Future requirements for waste facilities'.

Policy 45'Future mineral extraction and Secondary Aggregates' relationship to:	Links to:
National Planning Policy Framework	Paragraph 142 to 149
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Humber Area Local Aggregate Assessment</i> (Humber Area LAA) (November 2016)</li> </ul>

Table 15.3 Policy relationships

## Restoration and aftercare - minerals

**15.26** Responsible restoration and aftercare of minerals sites can provide for a wide range of opportunities for enhancements and beneficial after-uses. However, opportunities for

enhancement should not take precedence over the need to protect and maintain existing environmental assets.

**15.27** General principles for the restoration of minerals sites are set out in the NPPF. There are often competing interests in terms of achieving different restoration and after-use objectives. It is important to balance these competing interests

to ensure that outcomes reflect the needs and desires of the local community. Restoration should seek to maximise public and environmental benefits whilst also giving consideration to the land use context and local environmental conditions.

**15.28** After-use with the primary purpose of restoration to agriculture, forestry, economic development, and amenity purposes should seek to integrate secondary after-use aspects in order

to maximise opportunities. Secondary after-use aspects may include: landscape enhancement, habitat enhancement or creation of ecological networks (contributing towards the UK Biodiversity Action Plan (BAP) targets and green infrastructure linkages), water catchment conservation, flood attenuation, enhancement of the historic environment, geodiversity, recreation, and environmental education. A mix of after-uses may be the most valuable way of restoring a piece of land and maximising opportunities.

### Policy 46

#### Restoration and aftercare (minerals)

1. All applications for mineral related development should be accompanied by detailed proposals for subsequent restoration of the entire site, which include:
  - A. take account of the former use of the site;
  - B. ensure land is restored at the earliest opportunity, and to a high quality recognising key biodiversity objectives;
  - C. provide specific details relating to:
    - i. stripping of soils and soil-making materials, and either their storage or their direct replacement on another part of the site;
    - ii. storage and replacement of overburden;
    - iii. achieving the landscape and landform objectives for the site, (to be agreed taking account of local topography and filling proposals);
    - iv. the contribution to other multi-functional environmental gains consistent with local landscape character, informed by the latest *Landscape Character Assessment*;
    - v. restoration, including soil placement, relief of compaction and provision of surface features; and,
    - vi. aftercare.
  - D. include a phasing plan for the restoration, which seeks to minimise local disturbance and impacts, and which represents a rolling programme of restoration and aftercare management.

## Justification

**15.29** The restoration of a site should be considered at all stages of development and should commence at the earliest opportunity. It should be completed within an acceptable timescale, as set out in the relevant planning approval. Restoration will be expected to be phased, allowing worked land to be restored, minimising local disturbance and impacts, as development proceeds. Where phased restoration is not appropriate, all restoration works should proceed as soon as practically possible after extraction has been completed.

**15.30** Restoration should take account of the landscape of the wider area, take opportunities for mitigating climate change, re-create/enhance important habitats and seek to establish a coherent and resilient ecological network where possible. This approach will ensure the

multi-functionality of the proposed restoration is fully explored and the greatest range of environmental benefits are delivered.

**15.31** Soils displaced should be adequately protected to maintain soil quality, especially if the original site qualified as best and most versatile agricultural land (grades 1, 2, and 3a). Restoration of best and most versatile agricultural land should be returned to an equivalent standard to that which existed prior to extraction, though the proposed after-use need not always be for agriculture.<sup>(123)</sup>

**15.32** The period of aftercare should be given detailed consideration. This is to maintain and improve the structure and stability of soils and allow vegetation to mature. The length of the aftercare period will normally be at least five years, negotiated on a site-by-site basis. In some cases longer-term management may be required, in such cases a management organisation will need to be identified.

Policy 46'Restoration and aftercare (minerals)' relationship to:	Links to :
National Planning Policy Framework	Paragraphs 142 to 149
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Landscape Character Assessment</i> (2015)</li> </ul>

Table 15.4 Policy relationships

123 NPPG, *Minerals* (2014).

Providing for waste



Local Plan  
North East Lincolnshire

In England, we generate around 177 million tonnes of waste every year.<sup>(124)</sup> Waste is produced in everyday activities. We all produce waste at home and at work, and this waste needs to be managed in a sustainable way which does not cause harm to the environment or human health. The management of waste is highly regulated to ensure that harm to the environment and human health does not occur.

The Government's aim is to move towards a 'zero waste economy'. This does not mean that waste will not be generated, but it does mean that all waste will be treated as a resource. This means that waste products would be reduced, reused, and recycled where possible, and that things would only be thrown away as a last resort. It means recovering value from waste by turning it into products that society needs, such as heat and electricity.

**16.1** Waste is categorised into several 'waste streams'. The role of the Council is not to manage all of the waste generated in North East Lincolnshire, though the Council does hold contacts with operators to manage the waste that it collects from households, street sweepings, bins, and community recycling centres. The role of the planning system is to ensure that appropriate waste management facilities can come forward to provide capacity sufficient to meet the area's need for waste management capacity, when it is required, to ensure waste is managed in a sustainable manner.

**16.2** In North East Lincolnshire, waste arises in the following streams:

1. **Local Authority Collected Municipal Waste (LACMW)**<sup>(125)</sup> - this waste stream is collected by the Council, in its role as the area's waste collection authority (WCA), and is primarily composed of waste from households. It also includes waste from street cleaning and civic amenity sites;
2. **Commercial and Industrial Waste (CIW)** - this waste stream is produced by businesses. It is collected and managed on a commercial basis by private waste management companies;
3. **Construction, Demolition and Excavation Waste (CDEW)** - this waste stream is

produced in the construction of new buildings and demolition of existing buildings. It is collected and managed on a commercial basis by private waste management companies. A significant proportion of this waste stream is 'inert' and can be reused on-site;

4. **Hazardous Waste** - this is the waste stream formerly referred to as 'specialist waste'. Hazardous waste is waste considered harmful, or potentially harmful, to humans or the environment. This waste stream includes items such as batteries, solvents, and products which contain harmful material or substances, such as fridges;
5. **Agricultural Waste** - this is waste produced on premises used for agriculture<sup>(126)</sup>. Some wastes produced on farms will be classified as hazardous wastes, for example, containers which have contained pesticides;
6. **Wastewater** - this waste stream includes dirty water and sewerage; and,
7. **Low Level Radioactive Water (LLRW)** - this includes items which are contaminated by radioactive particles from the non-nuclear industry, for example, waste from hospital x-ray departments.

<sup>124</sup> Further information is available at: <https://www.gov.uk/>.

<sup>125</sup> This waste stream has previously been referred to as 'Municipal Waste'.

<sup>126</sup> Based on the definition of agriculture provided in the *Agriculture Act 1947*.

**16.3** Waste from Mines and Quarries<sup>(127)</sup> is not considered because no primary mineral extraction takes place in North East Lincolnshire.

**16.4** The quantities of agricultural waste, and low level radioactive waste generated in North East Lincolnshire are considered to be small.

**16.5** The *Waste Management Plan for England* (2013) and *National Planning Policy for Waste* (NPPW) (2014) set out the National Planning Policy context for the management of waste. However, while the *National Planning Policy Framework* (2012) does not contain specific waste policies, its principles are still relevant.

**16.6** The *Waste Management Plan for England* re-affirms the Government's key commitments, including meeting a series of targets, such as for at least 50% of the waste from households to be reused or recycled by 2020; and at least 70% of construction and demolition waste to be recovered by 2020.

**16.7** The NPPW (page 3) places several requirements on waste planning authorities (WPAs) when preparing local plans. In particular, there is a requirement to plan to provide waste management facilities to meet the area's need for waste management capacity, ensuring that the planned provision and its spatial distribution is based on a robust analysis of the best available data. WPAs should work collaboratively with other authorities to collect and share relevant data and information on waste arisings, and take account of waste movements between local authority areas (NPPW (Page 4)). WPAs should also have regard to any nationally identified waste management requirement, including the Government's advice on forecasts (NPPW (page 4)). WPAs are required to identify suitable sites and areas for new or enhanced waste management facilities in

appropriate locations. The document provides outline criteria for assessing the suitability of waste management sites.

**16.8** Both the *Waste Management Plan for England* and NPPW outline the importance of three key principles in waste management, which were established in the European Union's *Waste Framework Directive*<sup>(128)</sup>: the waste hierarchy, the principle of self-sufficiency, and the proximity principle.

**16.9** The waste hierarchy is established in law<sup>(129)</sup>, and sets out the priority order for the management of waste, and the Local Plan will need to outline how the waste hierarchy will be met. There are five stages to the hierarchy:

1. **prevention** - this involves reducing the generation of waste in the first place. This means using less material in the design and manufacture of products, and keeping products for longer and re-using them where possible. Stringent packaging regulation has been a key factor in preventing waste in recent years;
2. **reuse** - this means cleaning, repairing and refurbishing products so that they can be reused;
3. **recycling** - this means turning waste into a new product, material or substance, and includes composting;
4. **other recover** - waste can replace other materials that would otherwise have been used, for example, it can be used to generate electricity and heat. This includes recovery processes where value is recovered from waste, such as anaerobic digestion, incineration where energy is recovered, gasification and pyrolysis processes that produce energy, and some backfilling operations; and,
5. **disposal** - this is the least desirable option and should be considered only where none

127 This comprises non-valuable material produced during extraction and processing.

128 Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives.

129 *The Waste (England and Wales) Regulations 2011* (S.I. 2011/988).

of the other options is appropriate. This means the use of methods such as landfill and incineration without recovery. This is the last resort for managing waste, particularly biodegradable waste.

**16.10** The best solution for managing waste may vary by the type of waste. For some types of waste, for example, some hazardous wastes, disposal may be the only appropriate method.

**16.11** The principles of self-sufficiency and proximity require, where possible, for waste to be managed and recovered in facilities close to where it was produced, and for area's to manage the waste they produce. In requiring waste to be managed close to where it was produced, these principles provide an incentive for communities to reduce the quantity of waste that they produce, by making them responsible for its management.

**16.12** However, extensive movements of waste occurs between waste planning authority areas, due to commercial contracts and the location of facilities. Many types of waste require specialist treatment, and it is not viable for every local authority area to be able to manage all of the waste it generates. Contact has been made with all authorities which receive waste from North East Lincolnshire to ascertain if there are any planning reasons why these movements can not continue to occur, which would cause a future capacity gap to arise. In particular, North East Lincolnshire's hazardous waste is exported to many other authorities for treatment.

### Future waste facilities

**16.13** Waste management, in terms of planning for facilities, is increasingly becoming similar to that for general industrial facilities, in that proposals come forward as a consequence of site finding and progression through the development control process by industry stakeholders; largely

outside of the plan-making process. It is therefore not appropriate for the Plan, to attempt to identify all of the sites that will be required for waste management facilities over the full plan period. To do so would be too prescriptive and inflexible and would mean that good sites identified outside of the plan-making process could be prevented from being implemented.

**16.14** Evidence has been prepared<sup>(130)</sup> to assess the level of waste that can be expected to be generated across the plan period. An indication of the expected arisings in the plan period is provided below. Acting as waste disposal authority (WDA), the Council are also preparing a revised *Municipal Waste Management Strategy*. The Council is a member of the Yorkshire and Humber Waste Technical Advisory Body, which brings together representatives from all waste planning authorities in the Yorkshire and Humber area to address cross-boundary waste issues, in recognition that waste movements occur between authorities.

### What do we need to plan for?

**16.15** Forecasts of waste arisings in the period to 2032 have been closely aligned to key local plan evidence documents. This includes the findings for the *Strategic Housing Market Assessment* (2013), *Local Economic Assessment* (2014), and *Demographic analysis and forecast* (2015) with regards to the potential for population growth (and the resulting household growth) linked to economic growth forecasts.

**16.16** Waste in the local authority collected stream is expected to decline in the first few years of the plan period, due to a reduction in the quantity of waste produced per person. However, it is expected to increase in later years of the plan period due to the rate of population growth. North East Lincolnshire is net self-sufficient in the management of waste, in that as much waste is managed in the area as is generated.

130 North East Lincolnshire Waste Needs Assessment (2015).

**16.17** Some growth is expected in the commercial and industrial waste stream, due to the expansion of the commercial and particularly, the industrial sector, in North East Lincolnshire. These forecasts are aligned to jobs growth forecasts, but also incorporate adjustments for both the commercial and industrial sectors to represent resource efficiency changes. Over the plan period, the commercial and industrial waste stream is expected to grow by just over 9%. It is estimated that around 175,500 tonnes per annum is currently produced, and that arisings in this waste stream will remain static across the plan period.

**16.18** The Council's draft *Waste Needs Assessment* (2015) suggests that no additional capacity is required to meet North East Lincolnshire's waste management needs. While a shortfall of waste management capacity is identified for the hazardous waste stream, this is not significant enough to enable an economically

viable facility to be brought forward. The Council will work with other regional authorities through the Yorkshire and Humber Waste Technical Advisory Body (WTAB) to identify how the identified shortfall can be met in regional facilities.

**16.19** Forecasts are not provided for agricultural waste, low level radioactive waste, and wastewater. Agricultural waste is expected to form a small component of the waste stream, and some growth in the agricultural sector is reflected in the commercial and industrial waste, and hazardous waste forecasts. Low level radioactive waste is produced primarily at healthcare premises in North East Lincolnshire, and there is not expected to be a significant increase in production requiring treatment capacity to be identified. Wastewater is planned for by Anglian Water. The Council will work with Anglian Water to establish the need for future capacity, and report on progress in the *Infrastructure Delivery Plan* (IDP).

Waste management requirements to 2032					
Waste stream	Tonnes to be managed per annum <sup>(131)</sup>				
	Baseline	2016/17	2021/22	2026/27	2031/32
Local Authority Collected Municipal Waste	77,400	76,100	75,500	79,000	82,300
Commercial and Industrial Waste	310,200	314,900	322,900	331,000	339,300
Construction, Demolition and Excavation Waste	175,500	175,500	175,500	175,500	175,500
Hazardous Waste	76,000	76,000	76,000	76,000	76,000
<b>Total</b>	<b>639,100</b>	<b>642,500</b>	<b>649,900</b>	<b>661,500</b>	<b>673,100</b>

Table 16.1 Waste management requirement to 2032

131 All figures have been rounded to the nearest 100.

**16.20** As an increase is expected, further discussions with other authorities will continue in recognition that waste movements will continue to occur due to existing contacts remaining in place. Figure 16.1 'Hazardous waste movements' provides an illustration of the scale

of hazardous waste movements. It shows, on the left, where hazardous waste arises that is received at facilities in North East Lincolnshire and, on the right, the destinations of hazardous waste arising in North East Lincolnshire.

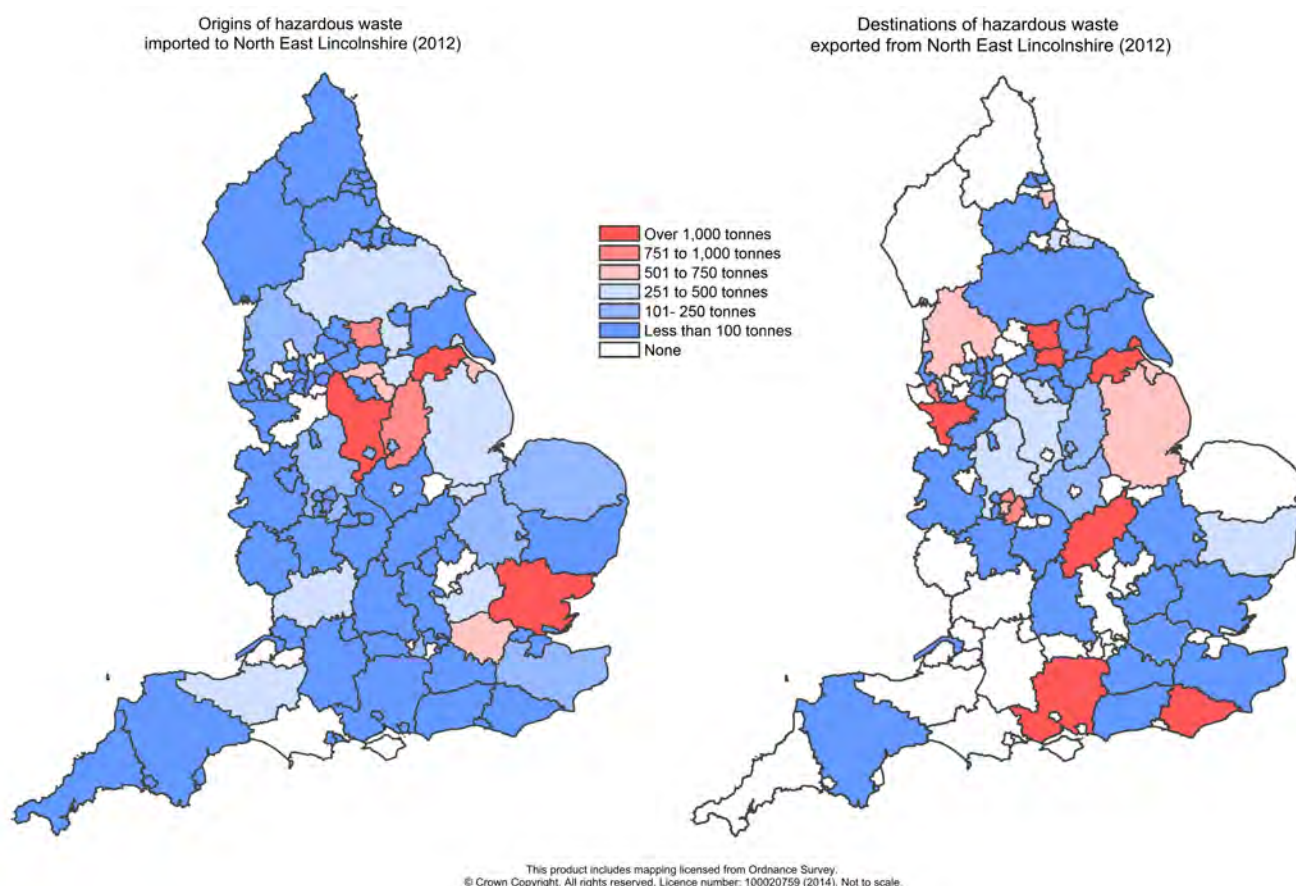


Figure 16.1 Hazardous waste movements

**16.21** The areas from which North East Lincolnshire receives the highest quantity of hazardous waste is primarily those which have a quick connection to the Borough via the motorway network. However, due to the presence of a facility in North East Lincolnshire with a large catchment

area, the Borough receives small waste movements from across the country. Conversely, much of North East Lincolnshire's hazardous waste is handled elsewhere, and in particular Cheshire West and Chester, Leeds, and North Lincolnshire play significant roles.

## Policy 47

### Future requirements for waste facilities

- Proposals for waste management facilities should be developed on sites in accordance with the following locational criteria:

Waste management facility	Locational preference
<p>Materials recycling facilities</p> <p>Waste transfer facilities</p> <p>Civic amenity sites</p> <p>Waste treatment and recovery facilities, (including energy from waste, and biological/mechanical treatment)</p>	<p>Existing employment land at:</p> <ol style="list-style-type: none"> <li>Kiln Lane Industrial Estate, Stallingborough;</li> <li>South Humberside Industrial Estate, Grimsby;</li> <li>Wilton Road Industrial Estate, Humberston; or,</li> </ol> <p>Allocated employment sites at:</p> <ol style="list-style-type: none"> <li>ELR005 Former Huntsman Tioxide Site, Moody Lane, Grimsby;</li> <li>ELR015 a&amp;b Great Coates Business Park, Moody Lane, Grimsby.</li> </ol> <p>Current waste management facilities.</p> <p>(While the preferred location for civic amenity sites is on industrial land/employment allocations, other locations may be appropriate to allow the civic amenity site to be accessible to residential properties thereby reducing the distance travelled by residents to dispose of waste, these proposals will be considered on a site-by site basis.)</p>
Outdoor composting facilities	Adjacent to current waste management facilities, or land in rural locations, where development meets the Council's criteria for developments in these locations (outlined in Policy 5'Development boundaries').
Wastewater recycling facilities	Adjacent to existing sites, or new sites where it can be demonstrated that expansion of existing facilities is not feasible.

Table 16.2 Locational criteria

2. Development should be located, designed and operated to minimise impacts, having specific regard to:
  - A. visual intrusion;
  - B. landscape character;
  - C. noise, light and vibration;
  - D. odours;
  - E. air emissions, including dust;
  - F. vermin and birds;
  - G. litter;
  - H. traffic and access;
  - I. potential land use conflict;
  - J. stability of land;
  - K. protection of water quality and resources and flood risk management;
  - L. conserving the historic environment; and,
  - M. nature conservation.
3. The Council will support the co-locating of complementary waste facilities to facilitate efficiencies in waste management and transport; and the co-location of waste facilities with developments that could make use of the output of a waste facility, such as a district-heating scheme, or industrial process.
4. The Council will also seek to secure the recycling of Construction, Demolition and Excavation (CD&E) waste at the locations where waste is produced, including the temporary provision for recovery, separation and where appropriate processing of on-site materials.

## Justification

**16.22** Policy 47'Future requirements for waste facilities' sets out precise locational criteria to ensure that proposals for waste management facilities will not cause harm to amenity or the local environment. The approach generally seeks to locate waste management facilities away from residential areas, except where there would be clear benefits to the residential communities.

**16.23** Many waste management facilities are industrial in nature and are therefore not appropriate to be located in close proximity to residential areas. Significant levels of traffic movements are also often required to transport waste to these facilities, and the location of much of the area's industrial land is within easy access

for the strategic road network, particularly the A180(T). The Council has historically been successful in locating major waste facilities within the existing employment areas.

**16.24** Policy 47'Future requirements for waste facilities' also provides some flexibility, to allow specific waste developments in rural areas where they would benefit from this location, provided that they meet development management criteria outline in other sections of the Plan. This refers specifically to composting or wastewater treatment facilities.

**16.25** Policy 47'Future requirements for waste facilities' supports to co-location of facilities, to maximise efficiency and minimise adverse impacts, and promotes co-location where use of

the output of a waste facility, such as a district-heating scheme, or industrial process. The existing waste to energy plant at Stallingborough is a good example of such a joint venture. It exports steam, an output of the waste process,

directly to a neighbouring chemical factory for use in their production processes. This provides operational and commercial benefits for both the waste operator and the chemical company.

Policy 47'Future requirements for waste facilities' relationship to:	Links to:
National Planning Policy Framework	Paragraphs (see NPPF principles)
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Municipal Waste Management Plan, Summary 2016-2019</i></li> <li>• <i>Municipal Waste Management Plan, Technical Plan 2016-2019</i></li> <li>• <i>North East Lincolnshire Waste Needs Assessment (2015)</i></li> </ul>

Table 16.3 Policy relationships

### Safeguarding waste facilities and related infrastructure

**16.26** There is a necessity to ensure that there are sufficient waste management facilities within the Borough to meet the requirements of the area. Over time waste sites will cease to operate which could lead to a loss in overall waste management

capacity. The Council has identified the current waste sites and wastewater treatment facilities on the Policies Map (Minerals and Waste) and listed the locations in Table 16.4'Licenced waste operators' and Table 16.5'Wastewater treatment facilities'. This does not include the numerous small recycling sites that are located across the Borough or sites granted a waste licence on a temporary basis related to a specific development.

### Policy 48

#### Safeguarding waste facilities and related infrastructure

1. The Council will safeguard the existing waste management facilities identified on the Policies Map (Minerals and Waste) from the encroachment of incompatible development unless the planning permission has expired and/or it can be demonstrated that the site is no longer required.

## Justification

**16.27** The Council will seek to ensure that new development in proximity to a waste site is not incompatible with the waste management facility and will not prejudice its ongoing operation. The vast majority of waste sites and facilities (listed in Table 16.4 'Licenced waste operators' and Table 16.5 'Wastewater treatment facilities'<sup>(132)</sup> below) are located within employment areas. In such areas there is unlikely to be any compatibility concerns. However, waste facilities can be considered as bad neighbours where neighbouring uses are more sensitive for example, residential.

**16.28** There is no established, evidence based distance to define a 'Waste Buffer' that covers every waste facility type. Public perception concern about the risk of effects arising from

waste facilities (e.g. effects on health from bio-aerosols or emissions, or noise, dust and traffic emissions), have led to a commonly referred to 250 metre suggested buffer distance between waste facilities and sensitive receptors.<sup>(133)</sup> Therefore, the buffer which the Council will apply will normally cover and extend for up to 250 metres beyond the boundary of safeguarded sites. However, each site will be considered individually, and if circumstances suggest the depth of the 250 metre zone for the edge of the site should be varied, for example due to mitigation measures proposed, then this will be taken into account.<sup>(134)</sup> Identifying the waste sites and facilities together with defining a 250m buffer, is designed to inform prospective developers and waste operators of an existing waste management operation and to ensure compatibility of adjacent new development.

Licenced waste operators and site locations		
Ref no.	Operator	Site location
WM01	Mettalis Recycling Ltd	Mineral Quay, Immingham Docks, Immingham
WM02	Immingham Storage Company Ltd	Immingham Oil Storage, West Riverside, Immingham Docks, Immingham
WM03	Associated British Ports	Immingham Dock Olive Residue Storage
WM04	SAR Recycling Ltd	Pelham Industrial Estate, Manby Road, Immingham
WM05	Grimsby Operations Ltd	Household Waste Recycling Centre, Queens Road, Immingham
WM07	Integrated Waste Management Ltd	Queens Road, Immingham

<sup>132</sup> These sites are derived from the Environment Agency's record of environmental permits (waste operations).

<sup>133</sup> Health and Safety Executive (HSE) *Bioaerosol emissions from waste composting and the potential for workers' exposure* (2010). Prepared by the Health and Safety Laboratory for the Health and Safety Executive.

<sup>134</sup> Anglian Water adopt a risk assessment process to consider any application within 400m of a wastewater treatment works or within 15m of a sewerage pumping station. While the results of the assessment will not decide the outcome of a planning application, it will inform potential developers and provide planning officers and elected councillors with evidence based findings to help inform their planning decisions. Further details are set out in *Anglian Water's Asset Encroachment Policy* (Dec 2012), or any successor document.

Licenced waste operators and site locations		
Ref no.	Operator	Site location
WM08	Selvic Shipping Services Ltd and FBM Metals (UK) Ltd	Kiln Lane Treatment Plant, Netherlands Way, Stallingborough
WM09	SJP Trading Ltd	Huckers Yard, Netherlands Way, Stallingborough
WM10	BOC Ltd	Hobson Way, Stallingborough
WM11	NewLincs Development Ltd	Stallingborough Transfer Station NewLincs EFW, South Marsh Road, Stallingborough
WM12	Metropes (Metals) Ltd	Estate Road No 3, South Humberside Industrial Estate, Grimsby
WM14	Jonathan Potts Ltd	Estate Road No 1, South Humberside Industrial Estate, Grimsby
WM15	Brianplant (Humberside) Ltd	Estate Road No 2, South Humberside Industrial Estate, Grimsby
WM16	H Cope & Sons Ltd	Moody Lane, Grimsby
WM17	UK Waste Management Ltd	Gilbey Road Transfer Station, Gilbey Road, Grimsby
WM18	Cleanway Ltd	Household Waste Recycling Centre, Estuary Way, Grimsby
	Grimsby Operations Ltd	
WM20	Freshney Cargo Services Ltd	Westside Road, Royal Dock, Grimsby
WM21	Brianplant (Humberside) Ltd	Rear of number's 2 & 3 Cold Stores, Wickham Road, Fish Docks, Grimsby
WM22	W Bloy Ltd	King Edward Street, Grimsby
WM24	Rimar Salvage	Railway Street, Grimsby
WM25	North East Lincolnshire Council	Works Department, Doughty Road, Grimsby

Table 16.4 Licenced waste operators

Wastewater treatment facilities		
Ref no.	Operator	Site location
WM06	Anglian Water Services Ltd	Queens Road Treatment Facility, Immingham
WM19	Anglian Water Services Ltd	Pyewipe Treatment Facility, Gate Way, Grimsby
WM26	Anglian Water Services Ltd	Grimsby Road Treatment Facility, Laceby
WM27	Anglian Water Services Ltd	East Ravendale Treatment Facility

Table 16.5 Wastewater treatment facilities

Policy 48'Safeguarding waste facilities and related infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraphs (see NPPF principles)
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>North East Lincolnshire Waste Needs Assessment (2015)</i></li> </ul>

Table 16.6 Policy relationships

## Restoration and aftercare - waste

**16.29** Responsible restoration and aftercare of landfill and landraise waste sites can provide for a wide range of opportunities for enhancement and beneficial after-uses. However, opportunities for enhancement should not take precedence over the need to protect and maintain existing environmental assets.

**16.30** As with minerals sites there are often competing interests in establishing restoration and after-use objectives. It is important to balance these competing interests. Restoration should seek to maximise public and environmental

benefits whilst also giving consideration to the land use context and local environmental conditions.

**16.31** After-use with the primary purpose of restoration to agriculture, forestry, economic development, and amenity purposes should seek to integrate secondary after-use aspects in order to maximise opportunities. Secondary after-use aspects may include: landscape enhancement, habitat enhancement or creation of ecological networks (contributing towards BAP targets and green infrastructure linkages), water catchment conservation, flood attenuation, enhancement of the historic environment, geodiversity, recreation, and environmental education. A mix of after-uses may be the most valuable way of restoring a piece of land and maximising opportunities.

## Policy 49

### Restoration and aftercare (waste)

1. In exceptional cases, where it can first be demonstrated that there is a need arising within the Borough for an additional landfill/landraise operation, applications should be accompanied by detailed proposals for subsequent restoration of the site, which should:
  - A. take account of the former use of the site;
  - B. ensure land is reclaimed at the earliest opportunity, and to a high quality recognising key biodiversity objectives;
  - C. provide specific details relating to:
    - i. stripping of soils and soil-making materials, and either their storage or their direct replacement on another part of the site;
    - ii. storage and replacement of overburden;
    - iii. achieving the landscape and landform objectives for the site, (to be agreed taking account of local topography and filling proposals);
    - iv. the contribution to other multi-functional environmental gains consistent with local landscape character, informed by the latest *Landscape Character Assessment*;
    - v. restoration, including soil placement, relief of compaction and provision of surface features; and,
    - vi. aftercare.
  - D. include a phasing plan for restoration which seeks to minimise local disturbance and impacts, and which represents a rolling programme of restoration and aftercare management.

### Justification

**16.32** The waste hierarchy is clear that waste disposal through means such as landfill is the least desirable waste management option and should only be considered when no other options are available. The Council will, therefore, require an application for landfill or landraise to clearly demonstrate that there is a need for such an operation. The evidence will need to show that the need arises mainly from within the Borough and that the waste could not be moved further up the waste hierarchy.

**16.33** All application will be expected to properly and thoroughly address the restoration needs of the sites. The restoration of landfill/landraise waste sites, as with mineral extraction sites, should be considered at all stages of development and should commence at the earliest opportunity. It should be completed within an acceptable timescale, as set out in the relevant planning approval. Restoration will expect to be phased, allowing worked land to be restored, minimising local distance and impacts, as development proceeds. Where phased restoration is not

appropriate, all restoration works should proceed as soon as practically possible after extraction has been completed.

**16.34** Restoration should take account of the landscape of the wider area, take opportunities for mitigating climate change, re-create/enhance important habitats and seek to establish a coherent and resilient ecological network where possible. This approach will ensure the multi-functionality of the proposed restoration is fully explored and the greatest range of environmental benefits are delivered.

**16.35** Soils displaced should be adequately protected to maintain soil quality, especially if the original site qualified as best and most versatile

agricultural land (grades 1, 2 and 3a). Restoration of best and most versatile agricultural land should be returned to an equivalent standard to that which existed prior to extraction, though the proposed after-use need not always be for agriculture.

**16.36** The period of aftercare should be given detailed consideration. This is to maintain and improve the structure and stability of soils and allow vegetation to mature. The length of the aftercare period will normally be at least five years, negotiated on a site-by-site basis. In some case longer-term management may be required, in such cases a management organisation will need to be identified.

Policy 49'Restoration and aftercare (waste)' relationship to:	Links to:
National Planning Policy Framework	Paragraphs (NPPF Principles)
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>North East Lincolnshire Waste Needs Assessment (2015)</i></li> </ul>

Table 16.7 Policy relationships



Testing the viability and deliverability



**Local Plan**  
North East Lincolnshire

**17.1** Paragraph 173 of the NPPF requires that local plans are deliverable. The sites and scale of development should not be subject to such policy obligations that their ability to be delivered is threatened, and in terms of viability the key tests should ensure competitive returns for both developers and landowners.

**17.2** In developing planning policy, the NPPF also requires that local authorities consider the likely cumulative effects of development, and seek to ensure that such requirements should not put implementation of the Plan at risk. It also advocates that Community Infrastructure Levy (CIL) charges should also be considered at the same time.

**17.3** An initial local plan viability and CIL assessment was undertaken by GVA in 2013.<sup>(135)</sup> This considered the baseline planning obligation requirements as set out under the *North East Lincolnshire Local Plan 2003*. It indicated that there are a number of locations across the Borough, where deliverability would be challenged. It also identified that the contribution of 20% for affordable housing was unsustainable across all parts of the Borough, and identified that a CIL could be introduced at variable levels across the area.

**17.4** The *Local Plan Viability Assessment Update* (2016) has further considered the findings of the 2013 report. Specifically, it has through detailed analysis outlined a refinement of the value areas.<sup>(136)</sup> This considers current prices in respect of development costs and values, and considers the broad range of sites identified within the Plan. As a result the value areas identified differ from those identified in the earlier assessment, but this provides a more refined approach to consideration of the impact of planning obligations throughout the area. In addition, further refinement of the assumptions has been made regarding site delivery, to further add to the robustness of the assessment.

**17.5** Further testing of the policies and obligations set out in the Plan have been considered and are detailed in the *Local Plan Viability Assessment Update* (2016). This shows that development in the low value areas, specifically for housing has little potential to support any planning obligations. However, contributions can be sought on development within the medium value and high value zones to varying degrees.

**17.6** The *Local Plan Viability Assessment Update* also considered differing approaches to delivery of other planning obligations, and shows the opportunity for contributions to be obtained through the introduction to the CIL, albeit with variable contributions to reflect differing levels of viability across the area. The introduction of a possible CIL would be subject to separate consultation and adoption process.

**17.7** The proposed approach therefore seeks a variable affordable housing threshold and option for a possible CIL charging levy to ensure that appropriate infrastructure provision, as detailed in Policy 6 'Infrastructure' is secured without impacting negatively on site deliverability and viability. Of particular note is the fact that, the total reduction of all obligations within the low value area is anticipated to effectively 'level the playing field' for sites in these areas, when considered against more viable sites. This should result in the delivery of urban regeneration, potentially unlocking a number of stalled sites.

**17.8** Speculative employment development is generally considered to be unviable. However, it is necessary to ensure that developers make appropriate contributions towards meeting the mitigation requirements as required by the *Habitat Regulations*. The scale of contributions seek to ensure the delivery and maintenance of habitat mitigation whilst having regard to development viability.

135 *North East Lincolnshire: Local Plan and CIL Viability Assessment* (2013).

136 The value areas are identified within the justification text to Policy 18 'Affordable housing'.

**17.9** Retail and leisure development is considered to be viable, although overall will represent a small part of the overall growth anticipated in the area. They are considered to put additional requirements on infrastructure provision, and as a result will be expected to make appropriate contributions towards infrastructure provision as identified in the *Local Plan Viability Assessment Update* (2016).





1. Reviewing and monitoring how well the Plan is performing is an essential element of the planning system. A set of core indicators have been proposed as the basis for future monitoring, and are set out in this appendix.
2. The monitoring framework focuses on indicators that would identify trends and provide a picture and means of assessing how the policies set out in the Plan are performing. These indicators are drawn from many different areas and may include data from the Single Data List (SDL)<sup>(137)</sup>.
3. The indicators are structured around the main policy themes of the Plan. Each indicator is linked to relevant Local Plan Strategic Objectives and *Sustainability Appraisal* objectives to ensure that the monitoring process captures progress against all aspects of the Plan and, ultimately the delivery of the vision.
4. Targets for monitoring some indicators are yet to be finalised as some strategies do not identify targets or appropriate monitoring mechanisms, while others identify initial targets which are subject to periodic review. The monitoring framework should therefore be regarded as a 'live document' recognising that some indicators may change over time.
5. The *Authority's Monitoring Report* (AMR) will review the indicators as data becomes available<sup>(138)</sup>, including the significant social, environmental and economic effects of the policies, and will as a minimum provide:
  - A. a list of planning documents that the Council is working on, the progress being made in preparing the documents and the date of adoption or approval of the documents;
  - B. a list of any local plan policies that are not being implemented with a list of supporting reasons;
  - C. figures showing the number of additional homes and additional affordable homes built in the Borough;
  - D. a list and details of any neighbourhood development orders or neighbourhood development plans made within the area;
  - E. details of the potential implementation of a Community Infrastructure Levy (CIL), if progressed, and any charges collected; and,
  - F. details of where and how the Council has worked with other local planning authorities, county councils and other public bodies under the 'Duty to Co-operate' introduced by the *Localism Act 2011*.
6. The following core indicators have been identified:

137 The Single Data List is published by the Department of Communities and Local Government (CLG) and is updated as and when new data requirements are identified, and when ongoing collections are reviewed. Further information about the Single Data List can be found on the CLG website at: <https://www.gov.uk>.

138 The *Authority's Monitoring Report* will be published as a minimum every 12 months, and will be made available on the Council's website at: <https://www.nelincs.gov.uk>.

## Monitoring framework - Strategic indicators

Strategic indicators							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(139)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Overall population growth	ONS	Annually	159,804 <i>Mid-year population estimates 2015</i>	Increase population	SO1	N/A	N/A
Demographic - age profile	ONS	Annually	0 to 5 - 19.1%		SO1	N/A	N/A
			16 to 64 - 61.4%				
			65+ - 9.5% <i>Mid-year population estimates 2015</i>				
Deprivation	DCLG	Every two or three years	North East Lincolnshire ranked 65 <sup>th</sup> most deprived out of 325 <i>September 2015</i>	Reduce deprivation levels	SO5	SA10	CCG
Life expectancy at birth	Local authority health	Annually	Male - 77.9 Female - 82.1	Increase life expectancy	SO5	SA11	CCG

<sup>139</sup> Baseline date shown in italics.

Strategic indicators								
Indicator	Source	Frequency	Baseline (where applicable) <sup>(139)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners	
	profiles (Public Health England)		2012-2014 baseline data					
Obesity rates - adults and children	Local authority health profiles (Public Health England)	Annually	Adults - 29%	Reduce obesity rates	SO5	SA11	CCG	
			Age 10-11 - 19% 2013/14					
Crime - numbers reported	Humberside Police	Annually	1,391 March 2015	Reduce crime	SO9	SA12	Humberside Police	
Applications for Neighbourhood Forum designation	Local authority planning records	Annually	No applications for designation 2015	N/A	SO5, SO9	SA13		
Progress with Neighbourhood Development Plans	Local authority planning records	Annually	No designated neighbourhood forums 2015	N/A	N/A	SA13		

<sup>139</sup> Baseline date shown in italics.

Strategic indicators							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(139)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Percentage of new development on brownfield land	Local authority planning records	Annually	56% <i>2014/15 baseline data</i>		SO2	SA1	
Planning applications <i>Validated and percentage permitted</i>	Local authority planning records	Quarterly	731 validated		N/A	N/A	North East Lincolnshire Council
			96.59% <i>2014/15 baseline data</i>				
Planning appeals <i>Lodged and percentage allowed</i>	Local authority planning records	Quarterly	Appeals determined - 10		N/A	N/A	North East Lincolnshire Council
			Appeals allowed - 4 (40%) <i>2014/15 baseline data</i>				

Table I.1 Core indicators - Strategic

<sup>139</sup> Baseline date shown in italics.

## Monitoring framework - Building the economy we need

Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Total employee jobs <i>Total number of jobs in North East Lincolnshire</i>	ONS Annual Population Survey  Nomis Official Labour Market Statistics	Annually	65,800  <i>2014 baseline data</i>	Increase by 8,800	SO3, SO5	SA20, SA22	North East Lincolnshire Council  Local, regional and national businesses
Job density <i>The level of jobs per resident aged 16 to 64</i>	ONS  Nomis Official Labour Market Statistics	Annually	0.74  <i>2014 baseline data</i>	Increase job density	SO3, SO5	SA20, SA22	Developers  Landowners  Local Enterprise Partnerships (LEPs)
Employee jobs by sector	ONS  Nomis Official Labour Market Statistics	Annually	Primary Services (A-B) Agriculture and mining - 100	Increase number of jobs in key sectors	SO3, SO5	SA20, SA22	Local and regional Chambers of Trade and Commerce

140 Baseline date shown in italics.



Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
			Energy and water (D-E) - 700				Service and utilities providers Transport operators Training and education providers including local colleges and universities
			Manufacturing (C) - 10,000				
			Construction (F) - 2,600				
			Services (G-S) - 52,500				
			Wholesale and retail including motor trades (G) - 11,700				
			Transport storage (H) - 5,200				
			Accommodation & food services (i) - 4,300				
			Information & communication (J) - 700				

140 Baseline date shown in italics.

Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
			Financial & other business services (K-N) - 9,100				
			Public, admin., education & health (O-Q) - 19,400				
			Other services (R-S) - 2,100				
Unemployment rate <i>Unemployment as a percentage of the economically active population of the Borough</i>	ONS Nomis Official Labour Market Statistics	Annually	7.3% <i>April 2015 - March 2016</i>	Reduce unemployment	SO3, SO5	SA10, SA20, SA22	

140 Baseline date shown in italics.

Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Employment rate <i>Percentage of the economically active population of the Borough in training, education or employment</i>	ONS Nomis Official Labour Market Statistics	Annually	67.9% <i>July - June 2013/14</i>	Increase employment	SO3, SO5	SA10, SA20, SA22	
Resident qualifications <i>NVQ2 equivalent and above of residents ages 16 to 64</i>	ONS Nomis Official Labour Market Statistics	Annually	66.6% <i>Jan 2015 - Dec 2015 baseline</i>	Increase qualifications	SO3, SO5	SA10, SA20, SA21, SA22	
Apprentices/trainees secured	Local authority planning application records	Annually	No baseline until adoption of the Local Plan	Increase in apprentices/trainee placements	SO3, SO5	SA10, SA20, SA21, SA22	

140 Baseline date shown in italics.

Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
<i>Number of apprentices/trainees secured through S106 and planning obligations</i>							
Percentage of 16 to 19 year olds not in education or training	ONS Nomis Official Labour Market Statistics	Annually	7.1% <i>Nov - Jan (average) 2015</i>		SO3, SO5	SA21	
Developed additional employment floorspace  <i>Additional employment floorspace by use class (B1a, B1b, B1c, B2 and B8)</i>	Local authority planning application and Approved Inspector and Building Control records	Biannually	B1a - 43.5	123.6ha	SO3	SA20, SA22	
			B1b - 0				
			B1c - 117				
			B2 - 864				
			B8 - 7,074				
			B1, B2, B8 - 189.3				
			8,420.3m <sup>2</sup> (Gross)				

140 Baseline date shown in italics.

Economy and employment: core indicators							
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
<i>developed within the Borough</i>			8,278.3m <sup>2</sup> (Net) <i>2014/15 baseline data</i>				
All new employment floorspace created	Local authority planning application records	Quarterly	8,420.3m <sup>2</sup> (Gross)	Delivery of c120ha	SO3	SA20, SA22	
			8,287.8m <sup>2</sup> (Net) <i>2014/15 baseline data</i>				
Available employment land	Local authority planning application, and Approved Inspector and Building Control records	Annually	190.5ha (B1, B2 & B8)		SO3	SA20, SA22	
			9.82ha (B1 & B8) <i>2014/2015 baseline data</i>				
Allocated employment land taken up	Local authority planning application, and Approved	Annually			SO3	SA20, SA22	

<sup>140</sup> Baseline date shown in italics.

Economy and employment: core indicators								
Indicators	Source of information	Frequency	Baseline (where applicable) <sup>(140)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners	
	Inspector and Building Control records							
Delivery of Mitigation sites	Local authority planning application records	Annually		Circa 120ha				
Tourism - visitor revenue <i>Number of visitors and assessment of expenditure</i>	Scarborough Tourism Economic Activity Monitor (STEAM)	Annually	11,470,0000 visitors		SO3, SO8	SA20, SA22		
			£493M expenditure <i>2013 baseline data</i>					

Table 1.2 Core indicators - Economy and employment

140 Baseline date shown in italics.

## Monitoring framework - Building the homes we need

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Allocated site delivery <i>Progress on delivery of individual allocation sites</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Annually	-		SO1, SO4	SA18	North East Lincolnshire Council Developers Landowners Registered Social Landlords (RSLs) Private landlords Public sector agencies and partners Service and utilities providers
Allocated sites with planning permission of applications submitted <i>Number of units approved and with planning applications submitted on allocated sites</i>	Local authority planning application records	Annually	13,340 units <i>2013 baseline data</i>	Maintaining a five year supply	SO4	SA18	

<sup>141</sup> Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Progress on stalled sites	Local authority planning application records	Annually	- 2014/15 <i>baseline data</i>	Maintaining a five year supply	SO4	SA18	
Gross number of homes delivered <i>The total number of new homes built, including breakdown for Spatial Zones</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Monthly	381	N/A	SO1, SO4	SA18	
			Urban - 277				
			Rural - 5				
			Arc - 71				
			Estuary - 28 2014/15 <i>baseline data</i>				
Gross number of homes delivered by type (including specific self-build and custom build homes)	Development management records	Annually	Flat/ Maisonette - 60		SO4	SA18	
			Terraced - 86				
			Semi-detached - 125				
			Detached - 110				

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
The mix of homes built by size and type			2014/15 baseline data				
Demolitions and losses  Number of demolitions and losses in the existing housing stock	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Monthly	Demolition - 5	N/A	SO1, SO4	SA18	
			Losses to stock - 10  2014/15 baseline data				
Net number of homes delivered	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Monthly	366  2014/15 baseline data	Delivery of c13,340 new homes (2013 to 2032)	SO2	SA18	

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Gross new build homes and conversions/ change of use  <i>New build homes constructed, compared to the number of homes created through conversion and change of use</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Monthly	New build - 302	N/A	SO2	SA18	
			Conversions - 51				
			Change of use - 10  2014/15 baseline data (gross figures)				
Brownfield/ greenfield delivery to date  <i>Gross completions built on previously developed land, compared to those built on</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records; <i>Strategic</i>	Annually	Greenfield - 181	N/A	SO4	SA18	
			Previously developed land - 200  2014/15 baseline data				

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
<i>previously undeveloped land</i>	<i>Housing Land Availability Assessment</i>						
Small site windfall completions <i>Gross and net housing windfall completions as a percentage of all completions</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Annually	Completions - 43	1,073 (2015 to 2032)	SO4	SA18	
			11.28% as a percentage of all completions <i>2014/15 baseline data</i>				
Large site windfall completions <i>Gross and net housing windfall completions as a percentage of all completions</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records	Annually	Two no.	N/A. This target helps to identify additional supply brought forward above and beyond allocations	SO4	SA18	
			0.52% as a percentage of all completions <i>2014/15 baseline data</i>				

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
				and predicted windfalls			
Housing transactions <i>The number of housing sales made in each year</i>	Land Registry	Annually	2,063 <i>2015 baseline data</i>	N/A	SO4	SA18	
Average house price	Land Registry	Annually	£119,500 <i>Jan - Dec 2013</i>	N/A	SO4	SA18	
Housing density of major housing schemes	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion	Annually	-	N/A	SO2	SA18	

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
	records; Planning application records						
Reoccupation of empty homes	Housing improvement team records	Annually	77 2014/15 baseline data	60 empty homes returned to residential use/year	SO2, SO4	SA1, SA18	
Affordable housing delivery <i>The total number of affordable homes built, including breakdown for Spatial Zones</i>	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved Inspector notifications, and Building Control completion records; Planning application records	Monthly	47 2014/15 baseline data	A target has yet to be defined	SO4	SA18	
Affordable homes delivered by type	Valuation Office alterations to the Valuation List (VOA Weekly List), Approved	Monthly	Social rented - 6	A target has yet to be defined	SO4	SA18	
			Affordable rent - 31				

141 Baseline date shown in italics.

Core indicators for housing								
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners	
<i>Housing delivered by whether they are intermediate or social rented properties</i>	Inspector notifications, and Building Control completion records; Planning application records		Shared ownership - 13					
			Rent to buy - 2 2014/15 <i>baseline data</i>					
Percentage of affordable homes delivered from major housing schemes	Planning application records	Monthly	96% 2014/15 <i>baseline data</i>	N/A	SO4	SA18		
Self-build housing completions	Local authority planning application records	Annually	7 2014/15 <i>baseline data</i>	N/A	SO4	SA18		
Specialist housing completions	Local authority planning application records	Annually	20 2014/15 <i>baseline data</i>		SO4	SA18		

141 Baseline date shown in italics.

Core indicators for housing							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(141)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Additional gypsy and traveller pitches	Local authority planning application records	Annually	10 2014/15 baseline data	12 permanent pitches, 15 temporary pitches	SO4	SA18	
Count to traveller caravans <i>Reports on single data list indicators 013-01 to 013-03</i>	DCLG	Annually (collected every 6 months)	Four authorised 2014/15 baseline data	N/A	SO4	SA18	

Table I.3 Core indicators - housing

141 Baseline date shown in italics.

## Monitoring framework - Building the places we need

Core Indicators for town centres							
Indicators	Source	Frequency	Baseline (where applicable) <sup>(142)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Convenience floorspace delivery	Local authority planning application records, and Approved Inspector and Building Control records	Annually	-	Cleethorpes town centre - 915m <sup>2</sup>	SO8	SA13	North East Lincolnshire Council  Local, regional and national businesses
Comparison floorspace delivery	Local authority planning application records, and Approved Inspector and Building Control records	Annually	-	Grimsby town centre - 23,210m <sup>2</sup>	SO8	SA13	Developers  Local and regional Chambers of Trade and Commerce
				Cleethorpes town centre - 6,150m <sup>2</sup>			
Retail development - town and defined centres	Town centre vacancy count, local authority Spatial Planning Team and Local authority planning application records	Annually	-	Increase retail development in town/ defined centre	SO8	SA13	Local Enterprise Partnerships (LEPs)

<sup>142</sup> Baseline date shown in italics.



Core Indicators for town centres							
Indicators	Source	Frequency	Baseline (where applicable) <sup>(142)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Retail development - other locations	Local authority planning application records	Annually	-	N/A	SO8	SA13	
<i>The number and scale of proposals over 200m<sup>2</sup> permitted in locations outside of town centre boundaries</i>							

Table 1.4 Core indicators - Town centres

Core indicators - Social and cultural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(143)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Social and cultural facilities	Local authority planning application records	Annually	-	N/A	SO8	SA14	North East Lincolnshire Council

142 Baseline date shown in italics.

143 Baseline date shown in italics.

Core indicators - Social and cultural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(143)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
<i>The number and scale of social and cultural facilities permitted (D1 and D2 uses)</i>							Local, regional and national businesses Local Enterprise Partnerships (LEPs)

Table 1.5 Core indicators - Social and cultural places

Core indicators - Resilient and sustainable places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(144)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Development in flood risk areas <i>Number of planning permissions granted contrary to the advice of the Environment Agency on flooding grounds</i>	Local authority planning application records	Annually	Zero 2014/15 <i>baseline data</i>	Zero applications permitted contrary to advice	SO2	SA9	North East Lincolnshire Council Environment Agency Developers

<sup>143</sup> Baseline date shown in italics.

<sup>144</sup> Baseline date shown in italics.

Core indicators - Resilient and sustainable places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(144)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Proportion of new homes constructed by flood risk zone	Local authority planning application records	Annually	None - 283		SO2	SA9	
			Low - 42				
			Moderate - 41				
			Severe - 15 2014/15 baseline data				
Flooding - instances and events	Lead local flood authority	Annually	Zero 2014/15 baseline data	Reduce flooding instances and events	SO2	SA9	
Development affecting water quality Planning applications granted contrary to the Environment	Local authority planning application records	Annually	Zero 2014/15 baseline data	Zero applications permitted contrary to advice	SO2	SA9	

144 Baseline date shown in italics.

Core indicators - Resilient and sustainable places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(144)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Agency advice on water quality grounds							
SuDs (SDL)	Local authority planning application records	Annually	-	-	SO2	SA9	
Carbon emissions Per 1,000 capita emissions (t)	DEFRA	Annually	7.6t 2014 baseline data	Reduce emissions	SO2	SA4	
Renewable energy generation Schemes completed	Local authority planning application records, Approved Inspector notifications and Building	Annually	0.9MW 2014/15 baseline data	75MW of installed grid-connected renewable energy	SO2	SA6	

144 Baseline date shown in italics.

Core indicators - Resilient and sustainable places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(144)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
	Control completion records						
Renewable energy schemes permitted	Local authority planning application records	Annually	2.9MW 2014/15 <i>baseline data</i>	75MW of installed grid-connected renewable energy	SO2	SA6	

Table I.6 Core indicators - Resilient and sustainable places

Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
On-site parking for people with mobility impairments	Planning application records	Annually	-	5%	SO1, SO7	SA10	North East Lincolnshire Council Strategic network providers
<i>Percentage of parking bays provided for</i>							

144 Baseline date shown in italics.

145 Baseline date shown in italics.

Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
<i>people with mobility impairments in new developments which provide on-site parking</i>							Public transport operators Sustrans Service providers
Bus patronage (146)	Local authority records	Annually	8,325,057 <i>2014/15 baseline data</i>		SO7	SA16	Developers Landowners
Car ownership	ONS	Census update	69.2% <i>2011 Census baseline data</i>	Increased travel by sustainable modes	SO2, SO7	SA16	
Travel to work - location	ONS Nomis official labour market statistics	Census update	Work mainly at or from homes - 6.6%	Increase self-contained commuting	SO2, SO7	SA16	
			Employed in Hull LA area - 1%				

<sup>145</sup> Baseline date shown in italics.

<sup>146</sup> The number of bus passenger journeys originating within the North East Lincolnshire boundary



Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
			Employed in East Riding of Yorkshire LA area - 0.5%				
			Employed in North East Lincolnshire LA area - 70.3%				
			Employed in North Lincolnshire - 6.6%				
			Employed elsewhere in Yorkshire and Humber region - 1.2%				
			Employed elsewhere in the UK - 5.9%				
			Employed at offshore installations - 0.6%				
			No fixed place of work - 7.3%				
			Employed outside the UK - 0.2%				
			<i>2011 Census baseline data</i>				

145 Baseline date shown in italics.

Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Travel to work - mode of travel	ONS Nomis official labour market statistics	Census update	Home 1,912	Increased travel by sustainable modes	SO2, SO7	SA16	
			Underground/ metro/ light rail/ tram - 52				
			Train - 328				
			Bus/ minibus/ coach - 4,319				
			Taxi - 564				
			Motorcycle/ scooter/ moped - 658				
			Driving car/ van - 45,080				
			Passenger car/ van - 5,079				
			Bicycle - 3,881				
			On foot - 8,297				
			Other method - 606 <i>2011 - Census baseline data</i>				

145 Baseline date shown in italics.

Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Traffic flows	Local authority records	Authority	3.28 mins/mile <i>2012/13 baseline data</i>				
Access to services (Phone-n-ride) <i>Number of trips available per calendar year</i>	Local authority records	Annually	32,804 <i>2014/15 baseline data</i>	Increase number of trips			
Rural footpaths <i>The percentage of inspected of public rights of way that are easy to use</i>	Local authority records	Annually	76% <i>2004/05 baseline data</i>	Increase percentage	SO5, SO7	SA14, SA17	

145 Baseline date shown in italics.

Core indicators - Well-connected places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(145)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Air Quality Management Areas	Local authority records	Annually	Two AQMAs	No increase in AQMAs	SO2	SA5	
Number of Air Quality Management Areas (AQMAS)			2014/15 baseline data				

Table 1.7 Core indicators - Well-connected places

Core indicators - Historic places							
Indicator	Source	Frequency	Baseline (where applicable) <i>Baseline date shown in italics.</i>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Conservation areas  <i>With an up-to-date and adopted character assessment</i>	Local authority records	Annually	One  <i>2014/15 baseline data</i>		SO6, SO9	SA2	North East Lincolnshire Council  Developers Landowners

145 Baseline date shown in italics.

Core indicators - Historic places							
Indicator	Source	Frequency	Baseline (where applicable) <i>Baseline date shown in italics.</i>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Conservation areas <i>With an up-to-date and adopted management plan</i>	Local authority records	Annually	One <i>2014/15 baseline data</i>		SO6	SA2	Historic England Grimsby, Cleethorpes and District Civic Society
Conservation areas <i>Identified in the Heritage at Risk Register</i>	Historic England	Annually	Seven <i>2014/15 baseline data</i>	Reduce the number of conservation areas on the register	SO6	SA2	
Listed buildings <i>Percentage of Listed Grade I and II* buildings on the Heritage at Risk Register</i>	Historic England	Annually	Two <i>2014/15 baseline data</i>	Reduce the number of buildings on the register	SO6	SA2	

Core indicators - Historic places							
Indicator	Source	Frequency	Baseline (where applicable) <i>Baseline date shown in italics.</i>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Scheduled Ancient Monuments (SAMs) <i>Percentage of Scheduled Monuments of the Heritage at Risk Register</i>	Historic England	Annually	Two <i>2014/15 baseline data</i>	Reduce the number of SAMs on the register	SO6	SA2	

Table 1.8 Core indicators - Historic places

Core indicators - Natural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(147)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Local Sites in positive management <i>(Former National Indicator 160;00 - the proportion of sites with positive conservation management)</i>	Local authority records	Annually	74% <i>2014/15 baseline data</i>	Increase percentage of sites in positive management	SO6	SA3, SA19	North East Lincolnshire Council Natural England RSPB

<sup>147</sup> Baseline date shown in italics.

Core indicators - Natural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(147)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
SPA, SAC and Ramsar <i>Locations, areas (ha) and designation</i>	Natural England	On review of designations	<i>-Declared at 2014/15 baseline</i>	Maintain and enhance quality and size of SPA, SAC and Ramsar	SO6	SA3	Greater Lincolnshire Nature Partnership (GLNP)  Local community groups  Developers  Landowners
SSSI <i>Locations, areas (ha) and designation</i>	Natural England	On review of designations	-  <i>Declared at 2014/15 baseline</i>	Maintain and enhance quality and size of SSSI	SO6	SA3	
LGS <i>Locations, areas (ha) and designation</i>	Local authority records GLNP	Annually	Six sites  <i>Declared at 2014/15 baseline</i>	Maintain and enhance quality and size of LGS	SO6	SA3	
LWS <i>Locations, areas (ha) and designation</i>	Local authority records	Annually	32 sites  <i>Declared at 2014/15 baseline</i>	Maintain and enhance quality and size of LWS	SO6	SA3	

147 Baseline date shown in italics.

Core indicators - Natural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(147)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
SNCI <i>Locations, areas (ha) and designation</i>	Local authority records	Annually	40 sites  <i>Declared at 2014/15 baseline</i>	Maintain and enhance quality and size of SNCI	SO6	SA3	
Provision of play space <i>The number of new or improved play sites approved</i>	Local authority planning application records	Annually	-	No target has been set	SO5	SA11, SA14	
Playing pitch provision <i>The number of additional playing pitches approved or made available for community use</i>	Local authority planning application records	Annually	-	No target has been set	SO5	SA11, SA14	

<sup>147</sup> Baseline date shown in italics.



Core indicators - Natural places							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(147)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Green space provision <i>The amount of additional green space</i>	Local authority planning application records	Annually	-	No target has been set	SO5, SO6	SA3, SA11, SA14, SA19	
Allotment provision <i>The number of allotment plots approved</i>	Local authority planning application records	Annually	-	N/A	SO5	SA3, SA11, SA14	

Table I.9 Core indicators - Natural places

147 Baseline date shown in italics.

## Monitoring framework - Minerals and waste

### Minerals

Core indicators - Minerals							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(148)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Quantity of primary aggregates produced <i>Quantity of aggregates produced from primary land-won sources</i>	Site operators survey	Annually	Nil  2014/15 <i>baseline data</i>	N/A	SO10		Private operators
Quantity of secondary and recycled aggregates produced	Site operators survey	Annually	c31,471  2014/15 <i>baseline data</i>	N/A	SO10		
Quantity of marine landed aggregates imported through North East Lincolnshire	Site operators survey	Annually	-	N/A	SO10		
Number of applications for non-mineral development approved in Minerals Safeguarding Areas (MSAs)	Local authority planning application records	Annually	-	N/A	SO10		

148 Baseline date shown in italics.



Core indicators - Minerals							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(148)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Number of facilities and sites gained or lost	Local authority planning application and enforcement records, Operator surveys	Annually	-	N/A	SO10		

Table I.10 Core indicators - Minerals

148 Baseline date shown in italics.

## Waste

Core indicators - Waste							
Indicator	Source	Frequency	Baseline (where applicable) <sup>(149)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners
Local authority collected waste arisings and management method	Local authority Waste Management Team	Annually	Recycling - 16.37%	N/A	SO10		North East Lincolnshire Council Environment Agency Private operators
			Composted - 17.01%				
			Incinerated energy from waste - 61.29%				
			Landfill - 5.33%				
			46,451.4(t) <i>2014/15 baseline data</i>				
Local authority collected waste arisings per capita <i>Quantity of waste produced per person in the Borough</i>	WasteDataFlow, local authority waste management team	Annually	0.47 (t) <i>2014/15 baseline data</i>	N/A	SO10		

<sup>149</sup> Baseline date shown in italics.

Core indicators - Waste								
Indicator	Source	Frequency	Baseline (where applicable) <sup>(149)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners	
Quantity of hazardous waste arisings	Hazardous waste data interrogator, Environment Agency	Annually	38,117(t) <i>2013 baseline data</i>	N/A	SO10			
Waste managed at facilities in the Borough, and waste arisings and managed facilities outside of the Borough <i>Seeks to provide an indication of the level of self-sufficiency attained in waste management</i>	Waste data interrogator, Environment Agency	Annually	<i>2013 baseline data</i>	N/A	SO10			
Number of facilities and sites gained or lost	Licence records, Environment Agency, Waste data interrogator,	Annually	One site lost Six sites gained	N/A	SO10			

149 Baseline date shown in italics.

Core indicators - Waste								
Indicator	Source	Frequency	Baseline (where applicable) <sup>(149)</sup>	Target	Local Plan Strategic Objectives	Sustainability Appraisal Objectives	Key agencies and partners	
	Local planning authority planning application records		<i>2013 baseline data</i>					

Table I.11 Core indicators - Waste

149 Baseline date shown in italics.





1. The list documents below forms the evidence base which informed the preparation of this Local Plan.

Document reference number	Document title	Short name/ Acronym	Bibliography
CD-03	North East Lincolnshire Pre-submission Draft Local Plan Habitats Regulations Assessment Report	HRA	LUC. (2016). <i>North East Lincolnshire Pre-submission Draft Local Plan Habitats Regulations Assessment Report</i> . North East Lincolnshire Council: Grimsby, England.
CD-04	North East Lincolnshire Pre-submission Local Plan Sustainability Appraisal Report (2016)	Sustainability Appraisal (SA)	LUC. (2016). <i>North East Lincolnshire Pre-submission Local Plan Sustainability Appraisal Report</i> . North East Lincolnshire Council: Grimsby, England.
CD-05	North East Lincolnshire Pre-submission Draft Local Plan Sustainability Appraisal Non-Technical Summary		LUC. (2016). <i>North East Lincolnshire Pre-submission Draft Local Plan Sustainability Assessment Non-Technical Summary</i> . North East Lincolnshire Council: Grimsby, England.
CD-06	North East Lincolnshire Local Plan Infrastructure Delivery Plan (2016)	Infrastructure Delivery Plan (IDP) February 2016	ARUP. (2016). <i>North East Lincolnshire Infrastructure Delivery Plan</i> . North East Lincolnshire Council: Grimsby, England.
CD-07	Health Impact Assessment	HIA	Barnes, G. (2016). <i>A Health Impact Assessment of the 2016 Pre-Submission Draft Local Plan for North East Lincolnshire</i> . North East Lincolnshire Council: Grimsby, England.
CD-08	North East Lincolnshire Equalities Impact Assessment (2016)	EqIA	NELC. (2016). <i>North East Lincolnshire Council Impact Assessment Tool</i> . North East Lincolnshire Council: Grimsby, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
CD-14	North East Lincolnshire Pre-submission Draft Local Plan Updated Habitats Regulations Assessment Report	HRA September update	LUC. (2016). <i>North East Lincolnshire Pre-submission Draft Local Plan Updated Habitats Regulations Assessment Report</i> . North East Lincolnshire Council: Grimsby, England.
CD-15	North East Lincolnshire Local Plan: Pre-Submission Draft Sustainability Appraisal Addendum		LUC. (2016). <i>North East Lincolnshire Local Plan: Pre-Submission Draft Sustainability Appraisal Addendum</i> . North East Lincolnshire Council: Grimsby, England.
CD-16	Local Plan Viability Assessment Report Update (2016)	Viability Assessment July Update	Evolution PDF. (2016). <i>Local Plan Viability Assessment Update</i> . North East Lincolnshire Council: Grimsby, England.
CD-17	North East Lincolnshire Local Plan Infrastructure Delivery Plan (2016)	Infrastructure Delivery Plan (IDP) September update	ARUP. (2016). <i>North East Lincolnshire Infrastructure Delivery Plan Update</i> . North East Lincolnshire Council: Grimsby, England.
CD-18	North East Lincolnshire Pre-Submission Draft Local Plan Duty to Co-operate	Duty to Co-operate DTC	ENGIE. (2016). <i>North East Lincolnshire Pre-Submission Draft Local Plan Duty to Co-operate (2016) Interim Statement Update</i> . North East Lincolnshire Council: Grimsby, England.
CD-20	North East Lincolnshire Local Plan Viability Assessment Update Report (2016)	Local Plan Viability Assessment	Evolution PDR. (2016). <i>North East Lincolnshire Local Plan Viability Assessment Update</i> . North East Lincolnshire Council: Grimsby, England.
CD-21	North East Lincolnshire Pre-submission Draft Local Plan Updated Habitats Regulations Assessment Report	HRA December update	LUC. (2016). <i>North East Lincolnshire Pre-submission Draft Local Plan Updated Habitats Regulations Assessment Report</i> . North East Lincolnshire Council: Grimsby, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
CD-22	Memo on North East Lincolnshire Local Plan SA		LUC. (2016). <i>North East Lincolnshire Local Plan SA. Response to Natural England's comments regarding consistency between the SA and HRA</i> . North East Lincolnshire Council: Grimsby, England.
CD-23	North East Lincolnshire Pre-Submission Draft Local Plan Duty to Co-operate	Duty to Co-operate DTC December Update	ENGIE. (2016). <i>North East Lincolnshire Pre-Submission Draft Local Plan Duty to Co-operate (2016) Interim Statement Update</i> . North East Lincolnshire Council: Grimsby, England.
ECO-01	Cleethorpes Strategic Development Framework (2010)	Cleethorpes Strategic Framework	Yorkshire Forward, NELC, John Thompson & Partners. (2010). <i>Cleethorpes Renaissance Strategic Development Framework</i> . North East Lincolnshire Council: Grimsby, England.
ECO-02	North East Lincolnshire Retail, Leisure and Three Centres Study (2013)	Retail Study	GVA. (2013). <i>North East Lincolnshire Retail, Leisure and Three Centres Study</i> . North East Lincolnshire Council: Grimsby, England.
ECO-03	Hotel Study for North East Lincolnshire (2013)	Hotel Study	Bridget Baker Consulting Ltd. (2013). <i>Hotel Study for North East Lincolnshire</i> . North East Lincolnshire Council: Grimsby, England.
ECO-04	Hotel Study for North East Lincolnshire Addendum Report (2016)		Bridget Baker Consulting Ltd. (2014). <i>Hotel Study for North East Lincolnshire Addendum Report</i> . North East Lincolnshire Council: Grimsby, England.
ECO-05	North East Lincolnshire Economic Baseline (2014)	Economic Baseline	Atkins Ltd. (2014). <i>North East Lincolnshire Economic Baseline</i> . North East Lincolnshire Council: Grimsby, England.
ECO-06	North East Lincolnshire Sector Study (2014)	Sector Study	Atkins Ltd. (2014). <i>North East Lincolnshire Sector Study</i> . North East Lincolnshire Council: Grimsby, England.
ECO-07	Commercial Property Market Assessment (2014)		Evolution PDR. (2014). <i>Commercial Property Market Assessment</i> . North East Lincolnshire Council: Grimsby, England.

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ECO-08	North East Lincolnshire Employment Land Review (2014)	Employment Land Review (ELR)	Atkins Ltd. (2014). <i>North East Lincolnshire Employment Land Review</i> . North East Lincolnshire Council: Grimsby, England.
ECO-09	After the Towers, Freeman Street/East Marsh Regeneration and Development Study (2015)	Freeman Street Regeneration and Development Study	Gillespies Genecon. (2015). <i>After the Towers Freeman Street / East Marsh Regeneration and Development Study</i> . North East Lincolnshire Council: Grimsby, England.
ECO-10	Grimsby and Cleethorpes Town Centre Investment Plan (2016)	Town Centres Investment Plan (draft)	LDA Design. (2016). <i>Grimsby and Cleethorpes Town Centre Investment Plan</i> . North East Lincolnshire Council: Grimsby, England.
ECO-11	North East Lincolnshire Local Plan Employment Technical Paper (2016)	Employment Technical Paper	Evolution PDR. (2016). <i>North East Lincolnshire Local Plan Employment Technical Paper</i> . North East Lincolnshire Council: Grimsby, England.
ECO-12	South Humber Industrial Investment Programme Technical Summary (2016)		Evolution PDR. (2016). <i>South Humber Industrial Investment Programme Technical Summary</i> . North East Lincolnshire Council: Grimsby, England.
ECO-13	North East Lincolnshire Economic Strategy (2015)	Economic Strategy	NELC. (2015). <i>North East Lincolnshire Economic Strategy</i> . North East Lincolnshire Council: Grimsby, England.
ECO-14	Grimsby & Cleethorpes Town Centre Investment Plan (2016)	Town Centres Investment Plan	NELC. (2016). <i>Grimsby &amp; Cleethorpes Town Centre Investment Plan</i> . North East Lincolnshire Council: Grimsby, England.
ECO-15	Retail, Leisure and Three Centres Study, Retail Floorspace Capacity Update (2016)		BiLFINGER, GVA. (2016). <i>Retail, Leisure and Three Centres Study Retail Floorspace Capacity Update 2016</i> . North East Lincolnshire Council: Grimsby, England.

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ECO-16	North East Lincolnshire Economic Futures Report (2014)	Economic Futures Report	Atkins Ltd. (2014). <i>North East Lincolnshire Economic Futures Report</i> . North East Lincolnshire Council: Grimsby, England.
ECO-17	North East Lincolnshire Local Centres Study (2012)	Local Centres Study	Cofely GDF Suez. (2012). <i>North East Lincolnshire Local Centres Study</i> . North East Lincolnshire Council: Grimsby, England.
ENV-01	Design North East Lincolnshire places and spaces renaissance (2008)	Urban Design Framework and Urban Realm Strategy	Gillespies. (2008). <i>Design north east lincolnshire places and spaces renaissance</i> . North East Lincolnshire Council: Grimsby, England.
ENV-02	Grimsby and Ancholme Catchment Flood Management Plan (2009)		Environment Agency. (2009). <i>Grimsby and Ancholme Catchment Flood Management Plan</i> . Environment Agency: Peterborough, England.
ENV-03	Flamborough Head to Gibraltar Shoreline Management Plan (2010)	Shoreline Management Plan	Scott Wilson. (2010). <i>Humber Estuary Coastal Authorities Group Flamborough Head to Gibraltar Point Shoreline Management Plan</i> . Scott Wilson: Basingstoke, England.
ENV-04	A Vision for Allotments, An Allotment Strategy (2011)	Allotment Strategy	Balfour Beatty. (2011). <i>A Vision for Allotments, An Allotment Strategy</i> . North East Lincolnshire Council: Grimsby, England.
ENV-05	Lincolnshire Historic Landscape Characterisation Project (2011)		COFELY GDF SUEZ. (2011). <i>Lincolnshire Historic Landscape Characterisation Project</i> . North East Lincolnshire Council: Grimsby, England.
ENV-06	Low Carbon and Renewable Energy Capacity in Yorkshire and Humber (2011)		AECOM, (2011). <i>Low Carbon and renewable energy capacity in Yorkshire and Humber Final Report</i> . AECOM: London, England.
ENV-07	Local Transport Plan Transport Strategy (2011)	Local Transport Plan (LTP3)	Balfour Beatty. (2011). <i>Local Transport Plan, Transport Strategy April 2011 - March 2026</i> . North East Lincolnshire Council: Grimsby, England.

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ENV-09	North East Lincolnshire Council Final Playing Pitch Strategy Final Assessment Report (2011)	Playing Pitch Assessment	Knight Kavanagh & Page. (2011). <i>North East Lincolnshire Final Playing Pitch Strategy Final Assessment Report</i> . North East Lincolnshire Council: Grimsby, England.
ENV-10	North and North East Lincolnshire Strategic Flood Risk Assessment (2011)	Strategic Flood Risk Assessment (SFRA)	NLC and NELC. (2011). <i>North and North East Lincolnshire Strategic Flood Risk Assessment</i> . North Lincolnshire Council: Scunthorpe, England and North East Lincolnshire Council: Grimsby, England.
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ENV-14	Joint Strategic Needs Assessment, the health and well-being of people in North East Lincolnshire (2013)	Joint Strategic Needs Assessment (JSNA)	NHS. (2013). <i>Joint Strategic Needs Assessment 2012</i> . North East Lincolnshire Clinical Commissioning Group: Grimsby, England.
ENV-15	Lincolnshire Wolds Area of Outstanding Natural Beauty		Lincolnshire Wolds. (2013). <i>Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan 2013-2018</i> . Lincolnshire

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ENV-16	Home Energy Conservation Act, Draft HECA Report (2013)	HECA Report	NELC. (2013). <i>Home Energy Conservation Act (HECA) Draft HECA Report March 2013</i> . North East Lincolnshire Council: Grimsby, England.
ENV-17	The Humber Estuary Flood Risk Management Strategy: Summary Strategy and Business Case (2014)	Humber Flood Risk Management Strategy	Capita Property and Infrastructure. (2014). <i>The Humber Estuary Flood Risk Management Strategy: Summary Strategy and Business Case</i> . North East Lincolnshire Council: Grimsby, England.
ENV-18	Managing the risk of flooding in the Humber River Basin District (2014) (scoping report)		Environment Agency. (2014). <i>Humber River Basin Managing the risk of flooding in the Humber River Basin District. What's being planned and when</i> . Environment Agency: Bristol, England.
ENV-19	Humber River Basin District Consultation on the draft Flood Risk Management Plan (2014)	Humber Flood Risk Management Plan	Environment Agency. (2014). <i>Humber River Basin District Consultation on the draft Flood Risk Management Plan</i> . Environment Agency: Bristol, England.
ENV-20	The draft flood risk management plan to the Humber River Basin District (2014) (Environmental Report) (2014)		Environment Agency. (2014). <i>The draft flood risk management plan for the Humber River Basin District environmental report</i> . Environment Agency: Bristol, England.
ENV-21	North East Lincolnshire Landscape Character Assessment, Sensitivity and Capacity Study (2014)	Landscape Character Assessment (LCA)	FPCR Environment and Design Ltd. (2014). <i>North East Lincolnshire Landscape Character Assessment, Sensitivity and Capacity Study</i> . North East Lincolnshire Council: Grimsby, England.

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ENV-23	North East Lincolnshire Local Flood Risk Management Strategy - Action Plan (2015)		NELC. (2015). <i>North East Lincolnshire Local Flood Risk Management Strategy - Action Plan</i> . North East Lincolnshire Council: Grimsby, England.
ENV-24	North East Lincolnshire SuDs Guide (2015)	SuDs Guide	NELC. (2015). <i>North East Lincolnshire SuDs Guide</i> . North East Lincolnshire Council: Grimsby, England.
ENV-25	Grimsby Town Football Club, Social and Community Impact Study (2015)		SLR Global Environmental Solutions. (2015). <i>Grimsby Town Football Club Community Impact and Social Value Assessment</i> . North East Lincolnshire Council: Grimsby, England.
ENV-26	STEAM Final Trend Report 2009 - 2013	STEAM Report	Global Tourism Solutions (UK) Ltd. (2009). <i>Steam Final Trend Report for 2009 - 2013 North East Lincolnshire</i> . North East Lincolnshire Council: Grimsby, England.
ENV-27	Grimsby Town Centre Parking Strategy Modelling Report (2015)		WSP, Parsons Brinkerhoff. (2015). <i>Grimsby Parking Strategy, Modelling Report</i> . North East Lincolnshire Council: Grimsby, England.
ENV-28	North East Lincolnshire Draft Play Strategy Refresh (2015)	Play Strategy Review	JCF Limited. (2015). <i>North East Lincolnshire Draft Play Strategy Refresh</i> . North East Lincolnshire Council: Grimsby, England.
ENV-29	Strategic Flood Risk Assessment Addendum (2016)		ENGIE. (2016). <i>Strategic Flood Risk Assessment Addendum</i> . North East Lincolnshire Council: Grimsby, England.

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ENV-31	North East Lincolnshire Local Transport Plan Highway Strategy (consultation draft) (2016)		ENGIE. (2016). <i>North East Lincolnshire Local Transport Plan Highway Strategy</i> . North East Lincolnshire Council: Grimsby, England.
ENV-32	North East Lincolnshire Local Transport Plan Transport Strategy (2016)		ENGIE. (2016). <i>North East Lincolnshire Local Transport Plan Transport Strategy</i> . North East Lincolnshire Council: Grimsby, England.
ENV-33	Flood Risk Sequential & Exception Tests - Memorandum of Understanding (2016)		ENGIE, NELC, Environment Agency. (2016). <i>North East Lincolnshire Flood Risk Sequential &amp; Exception Tests Memorandum of Understanding</i> . North East Lincolnshire Council: Grimsby, England.
ENV-34	Flood Risk Sequential & Exception Tests - Guidance Note (2016)		ENGIE, NELC, Environment Agency. (2016). <i>North East Lincolnshire Flood Risk Sequential &amp; Exception Tests Guidance Note</i> . North East Lincolnshire Council: Grimsby, England.
ENV-35	Flood Risk Sequential & Exception Tests Report (2016)		ENGIE, NELC, Environment Agency. (2016). <i>North East Lincolnshire Flood Risk Sequential &amp; Exception Tests Report</i> . North East Lincolnshire Council: Grimsby, England.
ENV-36	Green Spaces Strategy 2016 - 2021 (draft)		NELC. (2016). <i>Green Spaces Strategy 2016 - 2021</i> . North East Lincolnshire Council: Grimsby, England.

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ENV-37	South Humber Gateway Ecological Mitigation - North East Lincolnshire Delivery Plan (2016)		Evolution PDR. (2016). <i>South Humber Gateway Ecological Mitigation - North East Lincolnshire Delivery Plan</i> . North East Lincolnshire Council: Grimsby, England.
ENV-38	South Humber Gateway Ecological Mitigation - North East Lincolnshire Delivery Plan Update (2016)		Evolution PDR. (2016). <i>South Humber Gateway Ecological Mitigation - North East Lincolnshire Delivery Plan Update</i> . North East Lincolnshire Council: Grimsby, England.
ENV-39	South Humber Gateway Delivery and Management Draft MOU (2016)		Evolution PDR. (2016). <i>South Humber Gateway Delivery and Management Draft MOU</i> . North East Lincolnshire Council: Grimsby, England.
ENV-40	Natural England datasets		Available at: <a href="https://www.gov.uk/government/organisations/natural-england">https://www.gov.uk/government/organisations/natural-england</a>
ENV-41	Greater Lincolnshire Nature Partnership Dataset (2015)		GLNP. (2015). <i>Greater Lincolnshire Nature Partnership Dataset - North East Lincs sites review</i> . Greater Lincolnshire Nature Partnership: England. Available at: <a href="http://www.glnp.co.uk/">http://www.glnp.co.uk/</a>
ENV-42	Heritage at Risk Register (website)		Available at: <a href="https://www.nelincs.gov.uk/">https://www.nelincs.gov.uk/</a>
ENV-43	Historic Environmental Record (website)	HER	Available at: <a href="https://www.nelincs.gov.uk/">https://www.nelincs.gov.uk/</a>
ENV-44	Discover North East Lincolnshire (website)	DiscoverNEL	VESR. (2015). <i>Discover North East Lincolnshire. Visitor Economy Services &amp; Retail</i> . Available at: <a href="http://www.discovernel.co.uk/#">http://www.discovernel.co.uk/#</a>
ENV-45	Water for life and livelihoods Part 1: Humber river basin district river basin management plan (2015)	Humber river basin management plan	DEFRA, Environment Agency. (2015). <i>Water for life and livelihoods Part 1: Humber river basin district river basin management plan</i> . Environment Agency: Bristol, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
ENV-46	Cleethorpes Habitat Management Plan 2016 - 2021		NELC. (2016). <i>Cleethorpes Habitat Management Plan 2016 - 2021</i> . North East Lincolnshire Council: Grimsby, England.
ENV-47	Desk Based Study of Recreational Disturbance to Birds on the Humber Estuary (2010)		Footprint Ecology. (2010). <i>Desk Based Study on Recreational Disturbance to Birds on the Humber Estuary</i> . Footprint Ecology: Wareham, England.
ENV-48	Results of the recreational visitor surveys across the Humber Estuary (2012)		Footprint Ecology. (2012). <i>Results of the recreational visitor surveys across the Humber Estuary</i> . Footprint Ecology: Wareham, England.
HSG-01	North East Lincolnshire Strategic Housing Market Assessment (2013)	Strategic Housing Market Assessment (SHMA)	GVA. (2013). <i>North East Lincolnshire Strategic Housing Market Assessment</i> . North East Lincolnshire Council: Grimsby, England.
HSG-02	North East Lincolnshire Residential Density Study (2013)	Residential Density Study	Cofely GDF SUEZ. (2013). <i>North East Lincolnshire Residential Density Study</i> . North East Lincolnshire Council: Grimsby, England.
HSG-03	Gypsy and Traveller Accommodation Assessment (2014)	Accommodation assessment	Opinion Research Services. (2014). <i>NE Lincolnshire Gypsy and Traveller Accommodation Assessment</i> . North East Lincolnshire Council: Grimsby, England.
HSG-04	Strategic Housing Land Availability Assessment, incorporating Five Year Housing Land Supply Assessment (2015)	Strategic Housing Land Availability Assessment (SHLAA)	Cofely GDF SUEZ. (2015). <i>North East Lincolnshire Strategic Housing Land Availability Assessment Incorporating Five Year Housing Land Supply Assessment</i> . North East Lincolnshire Council: Grimsby, England.
HSG-05	North East Lincolnshire Council Demographic analysis & forecasts (2015)	Demographic analysis	Edge Analytics. (2015). <i>North East Lincolnshire Demographic analysis &amp; forecasts</i> . North East Lincolnshire Council: Grimsby, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
HSG-06	Grimsby West Concept Masterplan documents (2016)		Signet Planning. (2016). <i>Grimsby West Strategic Housing Site, Concept Framework: Interim Position Statement</i> . North East Lincolnshire Council: Grimsby, England.
HSG-07	Housing Requirement Technical Paper (2016)	Housing Technical Paper	ENGIE. (2016). <i>Housing Requirement Technical Paper. Translating North East Lincolnshire's full objectively assessed need for housing into a target for the Local Plan</i> . North East Lincolnshire Council: Grimsby, England.
HSG-08	Five Year Housing Land Supply (2016)		ENGIE. (2016). <i>North East Lincolnshire Five Year Housing Land Supply Assessment. Cover the five year period from 1 April 2016 to 31 March 2021</i> . North East Lincolnshire Council: Grimsby, England.
HSG-09	North East Lincolnshire Local Plan: Site Selection Report (August 2016)		Openplan. (2016). <i>North East Lincolnshire Local Plan: Site Selection Report. August 2016 Update</i> . North East Lincolnshire Council: Grimsby, England.
HSG-10	Local Plan Affordable and non-Market Housing Delivery Review (2016)		North East Lincolnshire Housing and Development Board. (2016). <i>Local Plan: Affordable and non-Market Housing Delivery Review</i> . North East Lincolnshire Council: Grimsby, England.
HSG-11	Strategic Housing Land Availability Assessment (2016)	SHLAA	ENGIE. (2016). <i>North East Lincolnshire Strategic Housing Land Availability Assessment. For the period 31 March 2016 to 31 March 2032</i> . North East Lincolnshire Council: Grimsby, England.
HSG-12	Empty Homes Action Plan (2016)		NELC. (2016). <i>Draft Empty Homes Action Plan 2017 - 2022</i> . North East Lincolnshire Council: Grimsby, England.
HSG-13	North East Lincolnshire Five Year Housing Land Supply Assessment (2016)		ENGIE. (2016). <i>North East Lincolnshire Five Year Housing Land Supply Assessment. Covering the five year period from 1 October 2016 to 30 Sept 2021</i> North East Lincolnshire Council: Grimsby, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
HSG-14	North East Lincolnshire Local Plan: Site Selection Report (November 2016)	Site Selection Report November update	Openplan. (2016). <i>North East Lincolnshire Local Plan: Site Selection Report. November 2016 Update</i> . North East Lincolnshire Council: Grimsby, England.
HSG-15	North East Lincolnshire Register of Self Build Register		Further information is available on the Council's website at: <a href="https://www.nelincs.gov.uk/">https://www.nelincs.gov.uk/</a> .
HSG-16	North East Lincolnshire Settlement Accessibility Assessment (2013)		Cofely GDF SUEZ. (2014). <i>North East Lincolnshire Settlement Accessibility Assessment</i> . North East Lincolnshire Council: Grimsby, England.
MW-01	North East Lincolnshire Municipal Waste Strategy (2009)	Municipal Waste Strategy	NELC. (2009). <i>Municipal Waste Management Strategy</i> . North East Lincolnshire Council: Grimsby, England.
MW-02	Mineral Safeguarding in England Good Practice Advice (2011)		British Geological Survey, The Coal Authority. (2011). <i>Mineral safeguarding in England: good practice advice. Minerals and Waste Programme Open Report OR/11/046</i> . British Geological Survey: Nottingham, England.
MW-03	Humber Area Local Aggregate Assessment (Draft) (2014)	Draft LAA	East Riding of Yorkshire Council, Hull City Council, North East Lincolnshire Council & North Lincolnshire Council. (2014). <i>Humber Area Local Aggregate Assessment (Draft)</i> . North East Lincolnshire Council: Grimsby, England.
MW-04	New Local Plan Issues Paper: Minerals (2014)	Minerals Issues Paper	Cofely GDF Suez. (2014). <i>New Local Plan Issues Paper: Minerals</i> . North East Lincolnshire Council: Grimsby, England.
MW-05	Waste Needs Assessment to support North East Lincolnshire Council's Local Plan (2015)	Waste Needs Assessment	BPP Consulting Waste Planning Professionals. (2015). <i>Waste Needs Assessment to support North East Lincolnshire Council's Local Plan</i> . North East Lincolnshire Council: Grimsby, England.

Document reference number	Document title	Short name/ Acronym	Bibliography
MW-06	Municipal Waste Management Plan - Summary 2016 - 2019		NELC. (2016). <i>Municipal Waste Management Plan - Summary 2016 - 2019</i> . North East Lincolnshire Council: Grimsby, England.
MW-07	Municipal Waste Management Plan - Technical Plan 2016 - 2019		NELC. (2016). <i>Municipal Waste Management Plan - Technical Plan 2016 - 2019</i> . North East Lincolnshire Council: Grimsby, England.
MW-08	Humber Area Local Aggregate Assessment (2016)	Humber LAA	East Riding of Yorkshire Council, Hull City Council, North East Lincolnshire Council & North Lincolnshire Council. (2016). <i>Humber Area Local Aggregate Assessment</i> . North East Lincolnshire Council: Grimsby, England.

Table II.1 Evidence base documents





The Plan is a technical and statutory document which is written to help local planning authorities to determine where and how future development can be achieved in a way that protects and enhances the area. Because of this, some of the language and terms used are, by necessity, technical and aimed at the informed reader. In order to make this Plan easier to understand this glossary is included, so as to explain these technical terms.

Glossary of technical terms		
Technical term	Acronym	Explanation
Accessible, accessibility	-	These terms, in relation to transport and other services, refer to both the proximity of services and the ability of the community to use those services.
Affordable housing	-	Housing provided with a subsidy, for people unable to resolve their housing requirements in the private sector housing market.
Aggregate minerals	-	Aggregate minerals are those that are used by the construction industry, for example in road building, house construction, manufacture of concrete and railway ballast. They include limestone, sandstone and sand and gravel.
Arc settlements	-	The 'Arc settlements' consist of the villages of Healing, Humberston, Laceby, New Waltham and Waltham. They form the Western and Southern Arc Spatial Zone.
Area of Outstanding Natural Beauty	AONB	Areas of land having a national landscape importance, designated under the <i>National Parks and Access to the Countryside Act 1949</i> .
Authorities Monitoring Report	Authority's Monitoring Report (AMR)	The process of reviewing and monitoring the development plan is crucial to the successful delivery of the development plan for an area. A document to be produced as a minimum annually showing progress in achieving the objectives of the development plan.
Best and most versatile agricultural land	-	Land in grades 1, 2 and 3a of the Agricultural Land Classification. North East Lincolnshire does not have any grade 1 agricultural land.
Biodiversity	-	The whole variety of life encompassing all genetic, species and ecosystems variation.
Biodiversity Action Plan	-	Strategies for conserving, restoring, enhancing and creating habitats of importance for wildlife.



Glossary of technical terms		
Technical term	Acronym	Explanation
Biomass	-	Also known as biofuels or bioenergy, is obtained from organic matter either directly from plants or indirectly from industrial, commercial, domestic or agricultural products. The use of biomass is classed as a 'carbon neutral' process because the carbon dioxide released during the generation of energy from biomass is balanced by that absorbed by plants during their growth.
Brownfield land	-	Land that has or had some form of built development on it.
Candidate Special Areas of Conservation	cSAC	Sites that have been submitted to the European Commission, but not yet formally adopted.
City Region	-	A term recognising that large towns and cities act as the focus for jobs, services and facilities for extensive hinterlands. North East Lincolnshire forms part of the Hull and Humber City's Region.
Climate change	-	A changing climate, which can be attributed directly or indirectly to human activity, which alters the composition of the global atmosphere.
Coastal defences	-	Refers to sea defences against flooding and erosion. Hard defences are generally expensive short-term options (often up to 30 years), such as sea walls. Soft defences are often less expensive long-term options and are usually more sustainable, such as sand dunes.
Code for Sustainable Homes	-	The Code for Sustainable Homes is an environmental assessment for rating the performance of new residential developments, providing a code level rating from Code Level 1 through to Code Level 6.
Community facilities	-	Community facilities are those used by local communities for leisure and social purposes including local shops, post offices, community centres, village halls, youth centres, sports venues, cultural buildings, cinemas, swimming pools, gymnasiums, bowling facilities, pubs and places of worship.
Community Infrastructure Levy	CIL	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building in their area. The money can be used to fund the infrastructure needed as a result of development.

Glossary of technical terms		
Technical term	Acronym	Explanation
Comparison goods	-	The provision of items not purchased on a frequent basis (e.g. clothing, footwear and household goods).
Conservation areas	-	A statutory designation made by the local planning authority for areas which are considered of special architectural or historic interest, the character of which it is desirable to preserve or enhance.
Convenience goods	-	The provision of everyday essential items (e.g. food, drinks and newspapers).
Conversions	-	In general means the change of use of a building from a particular use, classified in the Use Classes Order, to another use. The term can also mean the sub-division of residential properties into self-contained flats or maisonettes.
Development	-	Legally defined in Section 55 of the <i>Town and Country Planning Act 1990</i> as: "the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land".
Development boundaries	-	Development boundaries provide a high degree of clarity in indicating where development will usually be acceptable, subject to meeting normal development management criteria.
Development plan	DPD	A development plan comprises a set of documents that set out the local authorities policies and proposals for the development and use of land in their area.
Duty to co-operate		The duty to co-operate was created in the <i>Localism Act 2011</i> . It places a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross-boundary matters.
Employment land	-	Land allocated in development plans for business, industrial and storage/distribution uses (B1, B2 and B8 use classes).
Employment uses	-	Any undertaking or use of land that provides paid employment (usually related to the 'B' use class).
Enterprise Zone	-	Enterprise Zones allow areas with economic potential to create the new business and jobs that they need, with positive benefits

Glossary of technical terms		
Technical term	Acronym	Explanation
		across the wider economic area. Simplified planning and business rates discounts apply in the Enterprise Zone area, giving the capacity to develop innovative ways to address specific local challenges.
Estuary Zone	-	The Estuary Zone is one of four Spatial Zones in North East Lincolnshire and includes the port town of Immingham and valuable land for economic development, stretching between the ports of Grimsby and Immingham.
Examination in Public	EiP	This is designed to test the soundness of the documents produced to form the development plan for the area. It is overseen by an independently appointed Planning Inspector and held in public.
Exception Test (flood risk)	-	If, following application of the Sequential Test, it is not possible for development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate.
Farm diversification	-	The development of a variety of economic activities linked to working farms, designed to support farm income and use surplus land (e.g. forestry, leisure, tourism).
Flood Risk Assessment	-	An assessment of the likelihood of flooding in a particular area in order that development needs and mitigation measures can be carefully considered.
Foul water	-	Kitchen, bathroom and trade waste that enters the sewer system.
Geodiversity	-	The variety of rocks, minerals, soils, fossils, landforms and natural processes.
Green Infrastructure	GI	The network of natural environment components and green and blue spaces, including (but not limited to): outdoor sports facilities, coastal habitat, grassland and heathland, hedges, cemeteries, churchyards and burial grounds, agricultural land, allotments, community gardens and urban farms, moorland, village greens, open spaces, degraded land, private gardens, wildlife habitats, parks, fields, open land outside settlement boundaries, woodlands, street trees, ponds, lakes and waterways.
Greenfield land	-	Land that has never had any built development on it.

Glossary of technical terms		
Technical term	Acronym	Explanation
Groundwater	-	Water that exists beneath the earth's surface in underground streams and aquifers.
Gross Domestic Product	GDP	The monetary value of all the finished goods and services produced within a country's borders in a specific time period through GDP is usually calculated on an annual basis.
Gypsies and Travellers	-	As defined in <i>Planning Policy for Gypsies for Travellers</i> , 'gypsies and travellers' are persons of nomadic habit of life whatever their race or origin, including such persons who on grounds of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.
Habitats	-	Ecological or environmental areas that are inhabited by a particular species of animal, plant or other type of organism.
Habitats Regulations Assessment	HRA	An assessment of any proposals in an emerging plan on their likely significant effect on sites designated as being of European (and International) importance for their wildlife and ecological value.
Historic Parks and Gardens	-	Sites included on the national <i>Register of Parks and Gardens of Special Historic Interest</i> , (not a statutory designation).
Housing land availability	-	The total amount of land reserved for residential use awaiting development.
Housing Needs Assessment	-	A survey that estimates the number of households within an area that are in need of affordable housing and/or housing that meets their specific requirements.
Infrastructure	-	Services necessary to serve development (e.g. roads and footpaths, electricity, water and sewer services).
Infrastructure Delivery Plan	IDP	The IDP is a supporting document to the Local Plan. Its purpose is to provide background evidence regarding the physical and social infrastructure likely to be needed to support identified development in the Borough over the plan period. It sets out a baseline assessment of existing infrastructure provision and provides an indication of the existing capacity and shortfalls of all types of infrastructure. The document will be updated and



Glossary of technical terms		
Technical term	Acronym	Explanation
		monitored regularly and will assist in future delivery of infrastructure requirements.
Inward investment	-	New business investment or expansion of an existing investment into an area from outside.
Issues, Options and Preferred Options	-	Stages of consultation undertaken with the objective of gaining public consensus on proposals ahead of submission of a local plan to Government for independent examination.
Key diagram	-	A diagram to illustrate the spatial strategy as set out in the local authority's local plan.
Listed buildings	-	A building of special architectural or historic interest listed by the Secretary of State for Culture, Media and Sport on the advice of English Heritage. Buildings are graded to indicate their relative importance.
Local Aggregates Assessment	LAA	<i>National Planning Policy Framework</i> requires mineral planning authorities (MPAs) to plan for a steady and adequate supply of aggregates by determining their own levels of aggregate provision. The LAA should be prepared annually and monitors patterns and trends in aggregate supply for an area.
Local Authority Collected Municipal Waste	LACMW	Refers to the previous 'municipal' element of the waste collected by local authorities. That is household waste and business waste where collected by the local authority and which is similar in nature and composition as required by the <i>Landfill Directive</i> . This is the definition that will be used for the Landfill Allowance Trading Scheme allowances (the agreed terminology arises from DEFRA's response to the 2010 consultation on meeting the <i>EU Landfill Diversion Targets in England</i> ).
Local Authority Collected Waste	LACW	All waste collected by the local authority. This is a slightly broader concept than LACMW as it would include both this and non-municipal fractions such as construction and demolition waste. LACW is the definition that will be used in statistical publications, which previously referred to municipal waste (the agreed terminology arises from DEFRA's response to the 2010 consultation on meeting the <i>EU Landfill Diversion Targets in England</i> ).
Local Development Framework	LDF	A LDF is the spatial planning strategy introduced in England and Wales by the <i>Planning and Compulsory Purchase Act 2004</i> .

Glossary of technical terms		
Technical term	Acronym	Explanation
Local Development Order	LDO	An order made by a local planning authority extending permitted development rights for certain forms of development (with regard to a relevant development plan).
Local Development Scheme	LDS	Identifies which documents the local planning authority will prepare as part of the development plan for the area, along with a timetable for their production.
Local Enterprise Partnerships	LEPs	A partnership between local authorities and businesses to help determine local economic priorities and lead economic growth and job creation within its local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in March 2012. North East Lincolnshire is a member of the Humber Local Enterprise Partnership and also the Greater Lincolnshire Local Enterprise Partnership.
Local Geological Sites	LGS	LGS (formerly known as RIGS - Regionally Important Geological and Geomorphological Sites). Sites assessed by the Greater Lincolnshire Nature Partnership as selected as being of substantive local geological interest.
Local Growth Fund	LGF	Growth deals provide funds (Local Growth Funds) to Local Enterprise Partnerships for projects that benefit the local area and economy.
Local housing needs	-	These apply when employment, social and economic consequences lead people to choose or demonstrate a need to live or remain in a locality where accommodation is not available to them. Categories of need could include: 1. existing residents who need separate accommodation in the area (e.g. newly married couples, people leaving tied accommodation on retirement); 2. people who need to live in proximity to the key local services they provide; 3. people who have long standing links with the local community such as the elderly, who need to be close to relatives; and, 4. people with the offer of a job in the locality.
Local Nature Reserve	LNR	Sites designated under the terms of the <i>National Parks and Access to the Land outside settlement boundaries Act 1949</i> and owned, leased or managed under agreement by local authorities. They are places with wildlife or geological features that are of special interest.



Glossary of technical terms		
Technical term	Acronym	Explanation
Local Plan	-	A development plan prepared by district and other local planning authorities.
Local planning authority	LPA	The local planning authority or council that is empowered by-law to exercise planning functions in and area.
Local service centre	-	Towns or villages which provide a more limited range of services to the local community.
Local Strategic Partnership	LSP	An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life.
Local Transport Plan	LTP	A five year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.
Local Wildlife Sites	LWS	Sites assessed by the Greater Lincolnshire Nature Partnership and selected as being of substantive wildlife value.
Main town centre uses	-	The <i>National Planning Policy Framework</i> defines main town centre uses as: "Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pub, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)".

Glossary of technical terms		
Technical term	Acronym	Explanation
Major development	-	Major development as defined in the <i>Town and Country Planning (Development Procedure) (England) Order 2010</i> means development involving any one or more of the following: <ol style="list-style-type: none"> <li>1. the winning and working of minerals or the use of land for mineral-working deposits;</li> <li>2. waste development;</li> <li>3. the provision of dwelling houses where:               <ol style="list-style-type: none"> <li>a. the number of dwelling houses to be provided is 10 or more; or,</li> <li>b. the development is to be carried out on a site having an area of 0.5ha or more and it is not known whether the development falls within sub paragraph (c)(i);</li> </ol> </li> <li>4. the provision of a building or buildings where the floor space to be created by the development is 1,000m<sup>2</sup> or more; or,</li> <li>5. development carried out on a site having an area of 1ha or more.</li> </ol>
Municipal waste	MW	Previously the term 'Municipal Waste' as used in the UK was used in waste policies and nationally reported data to refer to waste as described in the <i>Landfill Directive</i> includes both household waste and that from other sources which is similar in nature and composition, which will include a significant proportion of waste generated by businesses and not collected by local authorities. In 2010, negotiations with the EU Commission and consultation with the waste community redefined national targets and the effects of this change in relation to the <i>EU Landfill Directive</i> targets. The review of waste policies will clarify any consequences for the <i>Landfill Allowance Trading Scheme</i> (LATS). To remove ambiguity, in the future references to 'Municipal Waste' will refer to the new definition. Therefore there is a need to define a new term to describe the data collected by WasteDataFlow. The agreed terminology arises from DEFRA's response to the 2010 consultation on meeting the <i>EU Landfill Diversion Targets in England</i> .
National Planning Policy Framework	NPPF	The NPPF sets out the Government's planning policies for England and how they are expected to be applied. It is part of the development plan for an area and must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.



Glossary of technical terms		
Technical term	Acronym	Explanation
Nature conservation	-	The protection, management and promotion of wildlife habitats for the benefit of wild species, as well as the communities that use and enjoy them.
Neighbourhood Development Plans	-	A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.
Open countryside	-	Area outside towns and villages.
Parish Plan	-	A comprehensive strategy produced by a local community setting out a vision for how the community should develop, identifying actions needed to tackle areas of concern. They have replaced village appraisals.
Plan, Monitor, Manage	-	An approach to housing provision involving: 1. Plan for an overall annual rate and distribution of housing; 2. Monitor the proposed provision against targets and indicators; and, 3. Manage the process by making adjustments to the planned provision in light of the monitoring.
Planning Advisory Service	PAS	An independent organisation grant funded by the Department for Communities and Local Government which provides free impartial advice, consultancy and peer support, training sessions and online resources to help local authorities understand and respond to planning reform.
Planning Inspectorate	PINS	The Planning Inspectorate deals with planning appeals, national infrastructure planning applications, examinations of local plans and other planning-related and specialist casework in England and Wales.
Planning Policy Guidance	PPG	Guidance published by the Government setting out its policy (no longer being use).
Planning Policy Statement	PPS	A statement published by the Government setting out its policy (superseded by the NPPF).
Policies map	-	A map to illustrate specific policies such as development sites for housing, employment.
Previously Developed Land	PDL	See Brownfield Land.

Glossary of technical terms		
Technical term	Acronym	Explanation
Primary care	-	Medical services provided at community level, such as doctors' surgeries and community hospitals.
Public open space	-	Urban space, designated by a Council, where public access may or may not be formally established, but which fulfils a recreational or non-recreational role (e.g. amenity, ecological, educational, social or cultural uses).
Ramsar Convention	Ramsar	Wetland sites of international importance designated under the <i>International Convention on Wetlands or International Importance</i> especially as Waterfowl habitat (the Ramsar Convention).
Regionally Important Geological Sites	RIGs	A non-statutory designation given to sites with an identified geological importance.
Regional Spatial Strategy	RSS	A strategy for how a region should look in 15 to 20 years time and possibly longer. The RSS identified the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. <i>The Yorkshire and Humber Regional Spatial Strategy to 2026 (2008) was partially revoked by the Regional Strategy for Yorkshire and Humber (Partial Revocation) Order 2013 (S.I. 2013/117) on the 22 February 2013. Policies relating to the Green Belt around the City of York were retained.</i>
Regional Transport Strategy	-	Part of the RSS, informing local transport plans, and providing a strategic overview of transport strategies and investment priorities.



Glossary of technical terms		
Technical term	Acronym	Explanation
Renewable and low carbon energy	-	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment, from: 1. the wind; 2. the fall of water; 3. the movement of the oceans; 4. the sun; 5. Biomass; and, 6. deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Rural Area	-	An area containing open land outside settlement boundaries and villages. The Rural Area is one of four Spatial Zones in North East Lincolnshire it is characterised by its high landscape quality and a collection of small hamlets and villages.
Rural diversification	-	The expansion, enlargement or variation of the range of products or field of operation of a rural business (branching out from traditional farming activities, e.g. new income generating enterprise like renewable energy, tourism and food processing).
Saved policies of plans	-	Policies to be continued from the adopted Local Plan, that are saved for a time period during preparation of a replacement Local Plan.
Scheduled Monument	-	A statutory designation for structures of national archaeological importance. Designated by the Government under the <i>Ancient Monuments and Archaeological Areas Act 1979 (as amended by the National Heritage Act 1083)</i> .
Section 106 agreement	s106	Section 106 agreements (Section 106 of the <i>Town and Country Planning Act 1990</i> ) are legal agreements between a planning authority and developer, or undertakings offered unilaterally by a developer, that ensure certain extra works related to a development are undertaken. For example, affordable housing, landscaping, school.
Sequential test	-	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of centre sites.

Glossary of technical terms		
Technical term	Acronym	Explanation
Sequential test (flood risk)	-	Aims to steer new development to areas with the lowest probability of flooding.
Serviced accommodation	-	Serviced accommodation refers to visitor accommodation and includes hotels, guest houses, B&Bs and Inns.
Sites of Community Importance	SCIs	Sites that have been adopted by the European Commission but not yet formally designated by the Government of each country.
Sites of Nature Conservation Importance	SNCI	A non-statutory area identified by the Greater Lincolnshire Nature Partnership as being of county or regional wildlife value.
Site of Special Scientific Interest	SSSI	Statutory designated site with national importance for wildlife, can relate to habitats or species of plants, birds, animals, insects etc.
Site specific allocations	SSAs	The allocation of land for a specific purpose such as housing sites, employment sites etc. The sites must be suitable and sustainable.
Small and medium sized enterprises	SMEs	Companies with less than 250 employees.
Soundness (of plan)	-	A local plan is considered sound if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's <i>Statement of Community Involvement</i> .
Spatial planning	-	Spatial planning goes beyond traditional land use planning to bring together policies for the development and use of land with other programmes which influence the nature of places and how they function.
Spatial strategy/vision	-	The strategy that determines the broad location of development within a geographic area. Providing a brief description of how the area will be changed at the end of the plan period.

Glossary of technical terms		
Technical term	Acronym	Explanation
Spatial Zones	-	To build on the overall vision for North East Lincolnshire four distinct zones have been identified. The zones reflect broad locations and areas of similar characteristics, and include the: 1. Urban Area; 2. Estuary Zone; 3. Rural Area; and, 4. Western and Southern Arc.
Special Area of Conservation	SAC	Sites that have been adopted by the European Commission and formally designated by the Government of each country in whose territory the site lies.
Special housing needs	-	Housing to meet the needs of groups of people who may be disadvantaged, such as the elderly, the disabled, students, young single people, the homeless, those needing hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats.
Special Protection Area	SPA	A site designated under the <i>EC Directive on the conservation of wild bird</i> (1979) (79/409/ECC) and strictly protected in accordance with the <i>EC Birds Directive</i> . Identified as being of international, European and national importance for rare and vulnerable birds and for regularly occurring migratory species.
Standard Industrial Classification of Economic Activities	SIC	SIC was first introduced in the UK in 1948 providing a framework for the collection, tabulation, presentation and analysis of data, by the type of economic activity in which they are engaged. Further information is available on the Office for National Statistics website <a href="https://www.ons.gov.uk/">https://www.ons.gov.uk/</a> .
Statement of Community Involvement	SCI	The SCI sets out the processes to be used by the local planning authority in involving the community in the preparation, alteration and continuing review of all local plan documents and development management decisions.
Statement of consultation and engagement	-	A statement setting out the consultation and engagement activities undertaken during the preparation of the Local Plan, containing an overview of the activities and summary of the comments made.
Strategic Environmental Assessment	SEA	An assessment of the potential impacts of policies and proposals on the environment, to include proposals for the mitigation of impacts, required by European Directive ( <i>EU Directive 2001/42/EC</i> ).

Glossary of technical terms		
Technical term	Acronym	Explanation
		<p>The environmental assessment involves the:</p> <ol style="list-style-type: none"> <li>1. preparation of an environmental report;</li> <li>2. carrying out of consultations;</li> <li>3. taking into account of the environmental report and the results of the consultations in decision-making;</li> <li>4. provision of information when the plan or programme is adopted; and,</li> <li>5. showing that the results of the environment assessment have been taken into account.</li> </ol>
Sub-region	-	<p>An area covering more than one local authority area. The Humber Sub-region covers an area on both sides of the River Humber and is made up of four local authority areas. These include North East Lincolnshire Council, North Lincolnshire Council, Hull City Council and the East Riding of Yorkshire Council.</p> <p>Further information about the Humber Sub-region can be found on the local data observatory websites for each of the four councils:</p> <p>East Riding of Yorkshire: <a href="http://dataobs.eastriding.gov.uk/">http://dataobs.eastriding.gov.uk/</a>            Kingston Upon Hull: <a href="http://109.228.11.121/IAS_Live/">http://109.228.11.121/IAS_Live/</a>            North Lincolnshire: <a href="http://nlido.northlincs.gov.uk/IAS_Live/">http://nlido.northlincs.gov.uk/IAS_Live/</a>            North East Lincolnshire: <a href="http://www.nelincsdata.net/">http://www.nelincsdata.net/</a></p>
Supplementary Planning Document	SPD	A document that may cover a range of issues, thematic or site specific and includes community involvement/consultation. It provides further detail of policies and proposals set out in the Local Plan. It can not and does not set policy or allocate land.
Sustainability Appraisal	SA	An appraisal of the impacts of policies and proposals on economic, social and environmental issues. The Sustainability Appraisal Report incorporates the Strategic Environmental Assessment.
Sustainable Community Strategy (also known as the Community Strategy)	-	Prepared by the Local Strategic Partnership with the aim of improving the social, environmental and economic well-being of the local authority area, and should inform the Local Plan.

Glossary of technical terms		
Technical term	Acronym	Explanation
Sustainable development	-	<p>The 1987 World Commission on Environment and Development defines sustainable development as: "development which meets the needs of the present without compromising the ability of future generations to meet their own needs".</p> <p>Five guiding principles of sustainable development as set out in the <i>UK Sustainable Development Strategy Securing the Future</i> are:</p> <ol style="list-style-type: none"> <li>1. living within the planet's environmental limits;</li> <li>2. ensuring a strong, healthy and just society;</li> <li>3. achieving a sustainable economy;</li> <li>4. promoting good governance; and,</li> <li>5. using sound science responsibly.</li> </ol>
Sustainable Drainage Systems	SuDs	A means of controlling surface water runoff as close as possible to its origin before it enters a watercourse.
The Conservation of Habitats and Species Regulations 2010	Habitats Regulations	The <i>Conservation of Habitats and Species Regulations 2010</i> transposes <i>European Directive 92/43/EEC</i> on the conservation of natural habitats and of wild flora and fauna into national law.
The Localism Act 2011	-	The <i>Localism Act 2011</i> sets out a series of measures with the potential to achieve a substantial and lasting power away from central government and towards local people.
The Planning Act 2008	-	The <i>Planning Act 2008</i> was intended to speed up the process for approving major new infrastructure projects.
The Planning and Compulsory Purchase Act 2004	-	<p>The <i>Planning and Compulsory Purchase Act 2004</i> updates elements of the 1990 <i>Town and Country Planning Act</i>. It introduced:</p> <ol style="list-style-type: none"> <li>1. a statutory system for regional planning;</li> <li>2. a new system aimed at standardising local planning;</li> <li>3. reforms to the development control and compulsory purchase and compensation systems; and,</li> <li>4. the removal of crown immunity from planning controls.</li> </ol>
The Town and Country Planning (Local Development) (England) Regulations 2004	-	These regulations set out the specific local development documents which local authorities are required to prepare and how that should be done.

Glossary of technical terms		
Technical term	Acronym	Explanation
Top tier authorities	-	A 'top tier' authority is one which provides all local authority services to the population in their area.
Transport assessments	-	A transport assessment is a comprehensive and systematic process which sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.
Travel Plan	-	A plan produced, normally to accompany a planning application that demonstrates how the occupiers will be encouraged or supports travel by means other than the private car. Schools and employers also produce a travel plan not related to development proposals which provide a package of measures produced by employers to encourage staff to use alternative means of transport than single occupancy car-use (e.g. car sharing schemes, improving cycle facilities, dedicated bus services or restricting car parking spaces).
Travelling showpeople	-	As defined in <i>Planning Policy for Traveller Sites</i> , 'travelling showpeople' are members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependent's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.
Urban Area	-	The Urban Area is one of four Spatial Zones in North East Lincolnshire and includes that town of Grimsby and resort of Cleethorpes.
Village	-	A group of houses in a predominantly rural area with some community facilities and employment activity, but smaller than a town.
Vitality and viability	-	The factors by which the economic health of a town centre can be measured.
WasteDataFlow statistics	-	From 2011, statistical releases and output from WasteDataFlow will be branded as Local Authority Collected Waste. This reflects the coverage of the data collected. Previous outputs may be

Glossary of technical terms		
Technical term	Acronym	Explanation
		found described as 'municipal waste' but will purely reflect the old description. The data will not have changed and will only cover local authority activity (the agreed terminology arises from DEFRA's response to the 2010 consultation on <i>Meeting the EU Landfill Diversion Targets in England</i> ).
Western and Southern Arc	-	The Western and Southern Arc is one of four Spatial Zones in North East Lincolnshire and includes a number of settlements that have grown to become Service Settlements, offering a range of key services and facilities. These settlements include: Healing; Laceby; Waltham; New Waltham and Humberston.
Windfall development	-	A site that becomes available for housing as a result of planning permission, granted on land which has not been previously identified within the development plan.

Table 3.1



North East Lincolnshire Council and ENGIE, working in partnership  
to deliver a stronger economy and stronger communities

