

## **CABINET**

<b>DATE</b>	20 December 2023
<b>REPORT OF</b>	Councillor Stewart Swinburn, Portfolio Holder for Environment and Transport
<b>RESPONSIBLE OFFICER</b>	Sharon Wroot, Executive Director for Place and Resources
<b>SUBJECT</b>	Local Plan Review – Draft Plan with options
<b>STATUS</b>	Open
<b>FORWARD PLAN REF NO.</b>	CB 12/23/04

### **CONTRIBUTION TO OUR AIMS**

The current Local Plan was adopted in March 2018. The Plan supports the Council's priorities of 'Stronger Economy and Stronger Communities'. An up-to-date Local Plan provides the framework for future growth.

### **EXECUTIVE SUMMARY**

This report provides information on the review of the North East Lincolnshire Local Plan. The Draft Plan with options marks the first formal statutory consultation stage in the preparation process and provides an opportunity to review potential options to be taken forward in the updated local plan.

### **RECOMMENDATIONS**

It is recommended that Cabinet:

1. Approves the publication of the Draft Plan with options set out in appendix A.
2. Delegates authority to the Executive Director for Place and Resources in consultation with the Portfolio Holder for Environment and Transport to commence the requisite consultation exercise.

### **REASONS FOR DECISION**

The Council has a duty to maintain an up-to-date local plan. In August 2022 approval was given to publish the Scoping and Issues paper for a period of public engagement, marking the first stage in the review process.

The publication of the Draft Plan with options marks the next step in the review process and the first of the two formal statutory consultation stages proposed.

## **1. BACKGROUND AND ISSUES**

### **Local plan review**

- 1.1 The National Planning Policy Framework (NPPF) requires local plans to be reviewed, and where necessary updated, within five years of being adopted. The North East Lincolnshire Local Plan 2013 to 2032 (the Local Plan) was adopted in March 2018, so a review should therefore be undertaken by 2023.

1.2 The original Cabinet decision (June 2020) approved the commencement of work on the Local Plan review. This decision was made based on evidence provided in the completed Planning Advisory Service toolkit assessment. The decision of the original cabinet report delegated the authority to the Director of Economy and Growth, in consultation with the Portfolio Holder for Environment and Transport to:

- Approve the commencement of the review of the North East Lincolnshire Local Plan
- Agree the principles that will guide the review of the Local Plan
- Approve and commence consultation to determine the full scope of the review

1.3 Much of the Local Plan continues to operate effectively and the evidence that supports many of the ongoing policies remain up to date. The principles for the review that were originally agreed were as follows:

- Maintain a single all-encompassing local plan
- Maintain a pro-growth strategy which supports the council's economic strategy
- Produce a plan which is viable and deliverable
- Revise the plan only where necessary to address the changes to the NPPF or where the need is highlighted in the PAS toolkit

1.4 However, since that original Cabinet report the Government has proposed more wide-ranging changes to the planning system and NPPF, the impact of which will need to be addressed by the local plan review. Whilst it is considered appropriate to continue to follow those principles it is also important to note the areas that now have a greater emphasis, including:

- An increased emphasis on design quality
- An increased focus on addressing aspects of climate change
- A drive to improve the environment through bringing forward biodiversity net gain (as set out in the Environment Bill)
- A broadening of the timeframe - larger developments now set within a vision looking ahead at least 30 years

1.5 In line with the Government's planned reforms to the planning system, the local plan review will seek to:

- Simplify the local plan
- Focus on local priorities
- Not repeat national guidance
- Provide a framework for development which will support the Council's vision for North East Lincolnshire to be a place where people are proud to live, work, invest and visit

## **Content of the Draft Plan**

- 1.6 The structure of the Draft Plan has been revised to place greater emphasis on aspects of climate and the natural environment responding to consultation responses, although establishing the requirements remains the first element.
- 1.7 The Draft Plan sets out key options relating to setting the employment requirement and housing requirement based upon options that have been outlined in the Housing and Economic Development Needs Assessment (HEDNA).
- 1.8 The Draft Plan also outlines options for the broad spatial distribution of housing growth.
- 1.9 Other revisions and amendments to policies are also outlined in the document and views are sought on these through a series of questions set out in the document. Where policies remain unaltered this is made clear in the supporting text.
- 1.10 The options, revisions and amendments to policies are supported by evidence which will be published alongside the plan and available for consultation.

## **Consultation and Engagement**

- 1.11 The Government sets out the minimum statutory consultation requirements all local planning authorities must follow when preparing and reviewing a local plan. Councils can carry out additional informal public engagement to this if they wish.
- 1.12 In August 2022, Cabinet approved the publication of a Scoping and Issues Paper for an initial period of public engagement, which was undertaken from Monday 26 September to Monday 7 November 2022.
- 1.13 During this initial engagement period 644 comments were received from 117 individuals and agents. The responses received, including those received by letter and email, that were not anonymous, have been processed and added to the local plan consultation portal (<https://nelincs-consult.objective.co.uk/kse/>), where they can be viewed. A Statement of Consultation has been prepared detailing the activities undertaken as part of this engagement period (Appendix B) and a summary of the main issues raised is provided below:
  - new homes to be affordable
  - brownfield land developed first
  - empty homes brought back into use
  - protection of green spaces
  - clarity on what 'urban' means
  - support for low carbon agenda, energy efficiency, alternative energy sources
  - infrastructure requirements, including schools, medical centres etc
  - more charging points for electric vehicles
  - reduce light pollution

- population has fallen
- modernise town centre, protect villages from development
- self-build plots might break up the 'identikit' developments
- improve existing infrastructure, roads, rail, public transport, and cycle routes
- employment has declined, larger businesses have closed, reuse employment land for employment or housing
- skills aimed at local businesses
- expansion of further education facilities
- improved access to green spaces
- regenerate the town centre, making it a safe, secure and welcoming place to visit
- design quality is a matter of opinion, things should look nice but last
- protection and enhancement of heritage assets and their settings

1.14 The Draft Plan has considered the responses received during the initial engagement.

1.15 The Draft Plan document will be published for a six week consultation period, enabling the public to review and comment on the proposed revisions and options it sets out. It will be made available in a variety of formats, including online in Adobe PDF, paper at various locations across the Borough, and via the local plan consultation portal. Copies will also be available to purchase to cover the cost of printing.

1.16 Responses to the consultation will be accepted via the consultation portal, letter, or email or on a prescribed form. Due to the legal nature of this and future stages of the local plan review process anonymous responses will not be accepted. Attempts will be made to contact anyone who does not provide their full contact details. However, if this information is not forthcoming these submissions will be refused.

1.17 All the engagement will be carried out in accordance with the requirements of the adopted Statement of Community Involvement, which sets out who and how we intend to engage with, and by what means.

### **Local Development Scheme**

1.18 The Council is required to publish its timetable for the local plan review in a document called the Local Development Scheme. Cabinet approved the first Local Development Scheme relating to the local plan review in June 2023 which includes an indicative timeframe for the remaining stages, as set out below:

- Publication of submission draft plan (Regulation 19) – September to October 2024. This is a statutory consultation stage and is the final opportunity to make representation on what the Council considers to be the version of the local plan it would adopt.
- March 2025: Submission to the Secretary of State for formal examination (Regulation 22). The Council will submit the version of the local plan it would adopt along with any representations received during the

submission draft consultation, and the supporting evidence base for independent examination.

- April 2025 to June 2026 – Examination - this is held in public and run by the appointed Planning Inspector. The timetable for this is set out by the Inspector and he or she may ask for additional information to be provided or prepared. It is their opportunity to clarify any concerns they may have before they provide their recommendations.
- September 2026: New Local Plan adopted (Regulation 26). Subject to any recommendations from the Planning Inspector the revised local plan will be adopted. At this time the current 2018 Local Plan will be superseded.

- 1.19 The timetable set out in the Local Development Scheme will be continually reviewed and may be updated as work on the local plan review progresses, to take account of any changes in legislation, political leadership, emerging evidence documents, and the volume and complexity of any responses received from the consultations.

## **2. RISKS AND OPPORTUNITIES**

- 2.1 Progressing the local plan review does present some risks to the Council, particularly when the Government is pressing forward with changes to the planning system through the Levelling Up and Regeneration Bill and other legislation and policy. Whilst some of the more fundamental changes aired in the Planning White Paper have been dropped others are still being proposed. These will need to be picked up as part of the local plan review.
- 2.2 Considering the picture at the present time, there is some greater clarity over the exact scope and timing of the planning reforms (albeit in a consultation document), including detail of the proposed transition period. For the Council, this means submitting the plan for examination by the proposed 30 June 2025 transition deadline. Failure to meet this cut-off date would require the Council to switch to the production of a new style plan under revised legislation, as yet undefined.
- 2.3 Changes to national planning policy will be tracked as part of the local plan risk assessment process to maintain progress on the review.

## **3 OTHER OPTIONS CONSIDERED**

- 3.1 The preparation of the Draft Plan with options (Appendix A) marks the first statutory consultation stage of the local plan review process. The content of the paper is designed to highlight where revisions are proposed to the adopted 2018 Local Plan policies. As well as setting out various options for the size, type and location and restrictions for future development across North East Lincolnshire.
- 3.2 The Council could decide not to progress the review although Government has been clear in its message that Councils should progress plan making.

## **4 REPUTATION AND COMMUNICATIONS CONSIDERATIONS**

- 4.1 There are potential positive and negative reputational implications for the

Council resulting from this decision.

- 4.2 An action plan will be agreed with the Council's communications service, covering the formal statutory consultation requirements involved in the local plan review. In addition, it will identify the communication channels to be used to promote and increase awareness of the local plan review, building on feedback from the initial Scoping and Issues public engagement.

## **5 FINANCIAL CONSIDERATIONS**

- 5.1 The costs of preparing the local plan review documents and carrying out the various engagement periods will be funded by Equans.
- 5.2 There will be a requirement to update some of the background evidence documents which inform the local plan, the need for which will be defined by the scope of the review. The costs for updating these documents will be shared between the Council and Equans.
- 5.3 Evidence requires updating as the legislation dictates that evidence should be up to date. The reference to shared costs reflects the fact that the local plan pulls on a wealth of evidence, some of which is provided by the Council in performing its service delivery roles and other specific evidence will need to be commissioned e.g. the viability assessment, which will fall on Equans to deliver.
- 5.4 The costs of the Secretary of State appointed Planning Inspector for the local plan examination will be met by the Council.

## **6 CHILDREN AND YOUNG PEOPLE IMPLICATIONS**

- 6.1 The local plan includes policies that will affect future development in the Borough. This will therefore have implications on the lives of people living in the area and the opportunities that are available to them.

## **7 CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS**

- 7.1 The Local Plan includes many policies that have climate and environmental implications. The Government has strengthened the approach to these aspects as part of its changes to the planning system and is introducing new legislation through the Environment Bill. The local plan review will need to address these changes.

## **8 CONSULTATION WITH SCRUTINY**

- 8.1 The proposed changes identified in the Local Plan review will be considered by Scrutiny in due course. Due to the wide scope of the Local Plan consultation will be held with all Scrutiny panels throughout the Local Plan review process.

## **9 FINANCIAL IMPLICATIONS**

- 9.1 There are no direct financial implications to the Council because of this report.

## **10 LEGAL IMPLICATIONS**

- 10.1 As set out in the above report, the Council is required to carry out periodic reviews of the Local Plan in line with regulatory and policy requirements. The delegations sought are appropriate for this stage of the review process.
- 10.2 The return to Cabinet prior to submission to the Secretary of State is prudent and reasonable, as is regular engagement through the scrutiny process in the intervening period.

## **11 HUMAN RESOURCES IMPLICATIONS**

- 11.1 There are no direct HR implications.

## **12 WARD IMPLICATIONS**

- 12.1 All wards are affected.

## **13 BACKGROUND PAPERS**

- 13.1 Cabinet report of 14 June 2023  
(<https://democracy.nelincs.gov.uk/meetings/cabinet-18/>)
- 13.2 Local Development Scheme (<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/local-development-scheme/>)
- 13.3 Cabinet report of 24 August 2022  
(<https://democracy.nelincs.gov.uk/meetings/cabinet-rescheduled-from-24th-august/>)
- 13.4 Cabinet report of 6 October 2021  
(<https://democracy.nelincs.gov.uk/meetings/cabinet-5/>)
- 13.5 Cabinet report of 10 June 2020  
(<https://democracy.nelincs.gov.uk/meetings/cabinet-51/>)
- 13.6 Statement of Community Involvement (<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/statement-of-community-involvement/>)
- 13.7 North East Lincolnshire Local Plan 2013 to 2032, adopted March 2018  
(<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/the-local-plan/>)

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**COUNCILLOR STEWART SWINBURN**  
**PORTFOLIO HOLDER FOR ENVIRONMENT AND TRANSPORT**

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## Proposed revisions to the adopted 2018 Local Plan policies

Table 1.1 'Overview of proposed revisions' provides a quick reference guide to the draft policies set out in this Draft Plan. It details of the proposed revisions to the current adopted 2018 Local Plan policies in order for them to remain in conformity with national policy at the time of the publication of the Draft Plan. Both the adopted 2018 plan policy number and title and the Draft Plan policy number and title have been included, where they exist, in order to enable cross-referencing between the documents.

**Please note:**

The policy numbers set out in this document may change in future iterations as the Local Plan Review is progressed, and policies are amended, removed or added as a result of future consultations.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 1 Employment land supply		This Draft Plan sets out options on the employment growth to be planned for.  No policy has been set out in this Draft Plan.
Policy 2 The housing requirement		This Draft Plan sets out options relating to the setting of future housing requirement for the Borough.  No policy has been set out in this Draft Plan.
Policy 3 Settlement hierarchy	Draft Strategic Policy 1 'Settlement hierarchy'	Revisions are proposed to the existing policy to strengthen the approach to prevent coalescence of the 'Arc' settlements and therefore maintain their individual identities.
Policy 4 Distribution of housing growth		This Draft Plan presents options on the distribution of housing across the Borough, which will affect the proportion of development to be delivered in each of the spatial zones. Emphasising delivery from brownfield sites where this is achievable.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
		No policy has been set out in this Draft Plan.
Policy 5 Development boundaries	Draft Strategic Policy 2 'Development boundaries'	<p>Revisions to the policy are proposed to provide clarity on the type of development allowed outside the development boundaries.</p> <p>Revisions to the Policies Maps will be made to take account of the housing allocations once they have been confirmed.</p>
Policy 6 Infrastructure	Draft Strategic Policy 4 'Infrastructure'	<p>The infrastructure policy has been revised to include contributions towards Special Education Needs (SEN) provision and to take account of the mandatory introduction of Biodiversity Net Gain (BNG).</p> <p>Further revisions have been made to incorporate telecommunications within this policy rather than as a separate stand alone policy.</p>
Policy 7 Employment allocations		<p>This Draft Plan presents options on the land requirements for future employment allocations.</p> <p>No policy has been set out in this Draft Plan.</p>
Policy 8 Existing employment areas	Draft Policy 5 'Existing employment areas'	A revision is proposed to include Laceby Business Park as an existing employment area.
Policy 9 Habitat Mitigation - South Humber Bank	Draft Strategic Policy 12 'Habitat Mitigation - South Humber Bank'	An adjustment to the scale of the contribution is proposed as costs associated with the implementation, management and monitoring of the sites

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
		has proven to be higher than was anticipated when the policy was first implemented.
Policy 10 Office development	Draft Policy 11 'Town centre uses'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 11 Skills and training	Draft Policy 6 'Skills and training'	Revisions are proposed to include support for local supply chains and seek local labour agreements as part of larger developments.
Policy 12 Tourism and visitor economy	Draft Strategic Policy 16 'Tourism and visitor economy'	A minor change is proposed to clarify support for further visitor accommodation.
Policy 13 Housing allocations		<p>This Draft Plan presents options on the sites to meet the requirements for future housing.</p> <p>No policy has been set out in this Draft Plan.</p>
Policy 14 Development of strategic housing sites	Draft Strategic Policy 17 'Development of strategic housing sites'	A policy has been included setting out a framework for the development of potential strategic housing sites. This may need to be expanded to include the provision of infrastructure linked to specific sites once they are identified.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 15 Housing mix	Draft Policy 8 'Housing mix'	Changes are proposed to merge the policies relating to housing mix, housing density and provision for elderly person's housing to form a single comprehensive policy.
Policy 16 Provision of elderly person's housing needs	Draft Policy 8 'Housing mix'	Changes are proposed to merge the policies relating to housing mix, housing density and provision for elderly person's housing to form a single comprehensive policy.
Policy 17 Housing density	Draft Policy 8 'Housing mix'	Changes are proposed to merge the policies relating to housing mix, housing density and provision for elderly person's housing to form a single comprehensive policy.
Policy 18 Affordable housing	Draft Strategic Policy 18 'Affordable housing'	Revisions to the policy are proposed, including revisions to the affordable housing split, to address the policy parameters and guidelines set by the Government.
Policy 19 Rural exceptions	Draft Policy 7 'Rural exceptions'	No change is proposed to the rural exceptions policy.
Policy 20 Self-build and custom build homes	Draft Policy 9 'Self-build and custom build homes'	<p>Revisions to the policy are proposed requiring sites of 500 or more dwellings to make provision for self-builders or custom build options.</p> <p>Also to reflect any change to strategic sites and include other sites acknowledged to be delivering self-build and custom build.</p>
Policy 21 Provision for gypsies and travellers	Draft Policy 10 'Provision for gypsies and travellers'	Revisions to the policy are proposed to reflect the Council's adopted approach to unauthorised encampments.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 22 Good design in new developments	Draft Strategic Policy 13 'Good design in new developments'	No change is proposed to the design quality policy.
Policy 23 Retail hierarchy and town centre development	Draft Strategic Policy 19 'Retail hierarchy'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 24 Grimsby town centre opportunity sites	Draft Strategic Policy 19 'Retail hierarchy'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 25 Cleethorpes town centre opportunity sites	Draft Strategic Policy 19 'Retail hierarchy'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 26 Primary shopping centres	Draft Policy 11 'Town centre uses'	Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
		<p>and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 27 Freeman Street district centre	Draft Strategic Policy 19 'Retail hierarchy'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 28 Local centres	Draft Strategic Policy 19 'Retail hierarchy'	<p>Significant changes are proposed to the retail hierarchy and town centre policies to address changes to national planning policy and to merge existing policies to provide clarity on town centre uses and development in local centres.</p> <p>Merge and revise policies 23, 24, 25, 26, 27, 28 and 10.</p>
Policy 29 Social and cultural places	Draft Strategic Policy 20 'Social and cultural places'	Revisions are proposed to the policy to recognise cultural activities that help to 'animate' the public realm.
Policy 30 Grimsby Town Football Club Community Stadium		Policy removed due to changes in Football Club position, now seeking to carry out improvements to existing ground rather than moving to a new stadium.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 31 Renewable and low carbon infrastructure	Draft Strategic Policy 7 'Renewable and low carbon infrastructure'	A revision has been proposed to recognise this policy supports the Council's drive to achieve net zero by 2030 and for the Borough as a whole to achieve net zero by 2050.
Policy 32 Energy and low carbon living	Draft Strategic Policy 8 'Energy and low carbon living'	A revision has been proposed to require the incorporation of energy efficiency and low carbon technology as a specific consideration of the design stage.
Policy 33 Flood risk	Draft Strategic Policy 5 'Flood risk'	A revision to the flood risk policy has been proposed to safeguard land to ensure that future development along the estuary does not compromise the ability to maintain and possibly improve existing flood defence structures.
Policy 34 Water management	Draft Strategic Policy 6 'Water management'	No change is proposed to the water management policy.
Policy 35 Telecommunications	Draft Strategic Policy 4 'Infrastructure'	This policy has been removed.  Revisions to the infrastructure policy are proposed to incorporate telecommunications within this policy rather than as a separate stand alone policy.
Policy 36 Promoting sustainable transport	Draft Strategic Policy 15 'Promoting sustainable transport'	Minor changes are proposed to refer to active travel choices.
Policy 37 Safeguarding transport infrastructure		This policy has been removed as the transport schemes have either been completed, revised in their proposed delivery or addressed in another policy.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 38 Parking	Draft Policy 4 'Parking'	<p>Revisions are proposed to reflect the current requirement for parking for those people with mobility impairments and to address the requirement for street trees.</p> <p>In addition it is proposed to remove reference to the provision of charging points as this is now a mandatory requirement of building regulations.</p>
Policy 39 Conserving and enhancing the historic environment	Draft Strategic Policy 14 'Conserving and enhancing the historic environment'	A revision to the policy has been proposed to address the new legal protections.
Policy 40 Developing a green infrastructure network	Draft Strategic Policy 9 'Developing a green infrastructure network'	<p>Revisions are proposed to the policy to emphasise the development and enhancement of a network of green space, building on existing assets and enhancing the overall quality of the environment.</p> <p>Revisions include strengthening safeguarding of strategic gaps and addressing the introduction of biodiversity net gain.</p>
Policy 41 Biodiversity and Geodiversity	Draft Strategic Policy 11 'Biodiversity and Geodiversity'	A revision to the policy has been proposed to recognise the desire to enhance biodiversity and geodiversity.
Policy 42 Landscape	Draft Strategic Policy 10 'Landscape'	A proposed revision has been included to refer to the requirement for street trees.
Policy 43 Green space and recreation	Draft Policy 2 'Green space and recreation'	No change is proposed to the green space and recreation policy except to acknowledge local green space designations, and consider adoption of revised Natural England standards.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
Policy 44 Safeguarding minerals and related infrastructure	Draft Strategic Policy 21 'Safeguarding minerals and related infrastructure'	No changes are proposed to the minerals policies.
Policy 45 Future mineral extraction and Secondary Aggregates	Draft Policy 12 'Future mineral extraction and Secondary Aggregates'	No changes are proposed to the minerals policies.
Policy 46 Restoration and aftercare (minerals)	Draft Policy 13 'Restoration and aftercare (minerals)'	No changes are proposed to the minerals policies.
Policy 47 Future requirements for waste facilities	Draft Policy 13 'Restoration and aftercare (minerals)'	No changes is proposed to the waste policies.
Policy 48 Safeguarding waste facilities and related infrastructure	Draft Strategic Policy 22 'Future requirements for waste facilities'	No changes is proposed to the waste policies.
Policy 49 Restoration and aftercare (waste)	Draft Policy 14 'Restoration and aftercare (waste)'	No changes is proposed to the waste policies.
No policy	Draft Strategic Policy 3 'Green wedges'	A new green wedges policy is being considered to provide greater protection to the open and undeveloped areas within the identified areas.
No policy	Draft Policy 1 'Health and wellbeing'	A new policy on health and wellbeing is being considered, reflecting the vital role planning can have in creating and supporting vibrant, strong and healthy communities.

2018 Local Plan policy number and title	Local plan review 'Draft Plan' policy number and title	Proposed revisions
No policy	Draft Policy 3 'Biodiversity net gain'	A new policy is proposed to reflect this new requirement setting out the principles to guide how this will be delivered in the Borough.

**Table 1.1 Overview of proposed revisions**

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## Introducing the draft local plan

## Introduction

- 1.0.1** The Local Plan is a key document that will guide the changing use of land in the Borough and define the purpose to which it is put in the future. This Draft Plan sets out revisions to the existing local plan to address changes in national planning policy and changing priorities in North East Lincolnshire. To reflect these changing priorities the structure of the document has been revised to give greater prominence to aspects of climate change and the natural environment as well as setting out proposals to revise specific policies. The Plan sets out the Council's long term vision and strategy for development and will ultimately determine why, where and how the Borough will grow. The Plan remains a plan for growth recognising the current plans and opportunities for investment that will ensure North East Lincolnshire prospers and establishes as a place where its people can live, work and appreciate the natural environment around them both now and in the future.
- 1.0.2** The existing Local Plan was developed at a time of great optimism, but the years since its adoption have seen many key events that have impacted on the local people, the local economy and the local housing market. These have included the decision to exit the European market and subsequent Brexit processes, the Covid pandemic and the cost of living impacts linked to the crisis in Ukraine. This Draft Plan reflects on these events but looks forward to capture the opportunities for growth that can improve the lives of local residents.

### **How to provide feedback on this Draft plan**

- 1.0.3** The easiest way for you to comment is via our web-based Consultation Portal (<https://nelincs-consult.objective.co.uk/kse/>) which allows you to add your comments directly alongside the relevant sections of the online document. This ensures no responses are lost in the post or missed during the manual transfer process associated with email or paper submissions.
- 1.0.4** You will need to create an account in order to submit comments via our consultation portal. This is a one time registration and you can request to be removed from the database at anytime, however any comments you have made will remain in the public domain along with your name and organisation. Once registered you will automatically receive notifications about future planning policy consultations.
- 1.0.5** North East Lincolnshire Council is registered under the General Data Protection Regulation (GDPR) for the purpose of processing personal data in the performance of its legitimate business.
- 1.0.6** Any information held by the company will be processed in compliance with the principles set out under the GDPR.

- 1.0.7** Due to the statutory nature of planning policy consultations the Council can not treat comments/representation received as confidential. Nor can we accept anonymous responses, **we will require as a minimum your Name and full Address in order to register your comments.**
- 1.0.8** Any comments received will be published on the consultation portal along with your name and organisation. We will not publish your personal contact details or use them for any other purpose than to contact you regarding the preparation of planning policy documents, including future stages of the Local Plan Review. This includes postal addresses, telephone number(s) and email addresses.
- 1.0.9** Further information about the Council's approach to data protection and the GDPR is available on the Council's website (<https://www.nelincs.gov.uk/your-council/information-governance/>).
- 1.0.10** You can download a copy of the response form from the Consultation Portal(<https://nelincs-consult.objective.co.uk/kse/>) or Council's website(<https://www.nelincs.gov.uk/>), complete the form and then send it to us via email to: [Spatialplanning@nelincs.gov.uk](mailto:Spatialplanning@nelincs.gov.uk).
- 1.0.11** Paper copies of the response forms are available on request from the Planning Department at:
- Equans  
Municipal Offices  
Town Hall Square  
Grimsby  
DN31 1HU
- 1.0.12** These should be returned to the above address and received no later than the closing date shown below.

## Statement 1

### Consultation period

The consultation starts on Monday ?? January 2024 and ends on Friday ?? February 2024. All responses should be received by 5pm on Friday ?? February 2024. Responses received after this date will not be accepted.

## Alternative formats

**1.0.13** Paper copies of this Draft Plan are available to view at the following locations, during their normal opening hours (Please check opening hours with the venue before travelling.):

- North East Lincolnshire Council, Municipal Office reception
- Gingerbread House, Humberston
- Scartho community hub
- Grimsby library
- Waltham library
- Immingham library
- Cleethorpes library

**1.0.14** Paper copies of the Draft Plan are available on request from the Planning Department at:

Equans  
Municipal Offices  
Town Hall Square  
Grimsby  
DN31 1HU

**1.0.15** A charge will be made to cover the cost of printing.

## Drop in events

**1.0.16** A series of drop in sessions will be arranged during the consultation period, to enable people to ask questions and find out more information about how they can respond to the consultation.

**1.0.17** Details of when and where these will take place will be published on the Council's website (<https://www.nelincs.gov.uk/>) and social media platforms, local plan consultation portal (<https://nelincs-consult.objective.co.uk/kse/>) and press releases.

## 1.1 Timeframe

**1.1.1** The existing Local Plan worked to an end date of 2032 setting out a framework of policies for a 15 year period from its date of adoption to meet the requirements of the National Planning Policy Framework (NPPF). This Draft Plan looks forward to 2042 and beyond, reflecting that local plans should look forward over a minimum of 15 years from adoption. It also recognises that a change to the NPPF has

stipulated that where significant extensions to existing villages or towns form part of the strategy for the area that policies should be set within a vision that looks further ahead (at least 30 years) to take account of the likely timescale of delivery.

## 1.2 Defining options and policy revisions

- 1.2.1** This Draft Plan sets out alternative options which relate to the scale and distribution of development, and options for revising different policies to address issues identified through the scoping and issues stage. The Plan's status is as a **Pre-Publication document**.
- 1.2.2** At this stage we are seeking your views on the alternative options and revisions to policies. The document is set out to:
- Highlight what the key evidence says;
  - Identify realistic options, and following sustainability appraisal outline the approach the Council is minded to support; and,
  - Provide sufficient detail to inform people what the different options mean.
- 1.2.3** Where the evidence is clear in the direction the Plan should take this is made clear. An interim appraisal of the sustainability of the different options has been undertaken which has informed the preparation of this document and should be read in conjunction with it.
- 1.2.4** Your comments, together with the continued process of sustainability appraisal, will inform the development of the local plan.

## 1.3 Local Plan Review stages

- 1.3.1** This Draft Plan represents the first formal stage in the development of the local plan following the informal scoping and issues engagement. The formal stages in the progression of the Local Plan review are set out below:
- Draft plan (Regulation 18 - Preparation of a local plan document) **This Stage** - This is a formal statutory stage of consultation and will be your opportunity to consider our first draft of the updated local plan document and suggest any changes to the draft policies it contains
  - Submission draft (Regulation 19 - Publication of a local plan document) - This a formal statutory stage of consultation is your final opportunity to comment on what the Council considers to be the version of the local plan it would adopt

- Submission to the Secretary of State (Regulation 22) - This is the stage at which an independent inspector is appointed to examine the Local Plan
- Inspector's Report and Examination (Regulation 24) - This is the stage where the inspector assesses the soundness of the Plan.
  - During the examination the local planning authority has the power to request recommendations for modifications from the Inspector that would make the document suitable for adoption in a scenario where they might otherwise find it not 'sound'. If modifications are proposed these would be subject to a further period of consultation.
  - The Inspector publishes their recommendations in a Report. Whilst the Council does not have to implement an Inspector's recommendations, the Council is only able to adopt the local plan if the Inspector has recommended it for adoption.

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## North East Lincolnshire, the place and people

## North East Lincolnshire in context

- 2.0.1** North East Lincolnshire is relatively self contained, and is considered to be a single Housing Market Area (HEDNA 2023). There are no unmet housing or employment needs from adjoining districts as established through the work with adjoining local authorities.
- 2.0.2** The population overall has seen a reduction from 159,616 (2011) to 156,907 (2021) and households have remain static 69,907 (2011) to 69,800 (2021). More significantly the population has seen a reduction in young and working age residents and a significant increase in older residents.
- 2.0.3** Economically the current unemployment rate stands at 3.7% with a resident-based income of £29,241 in 2022 (ONS 2023). Growth in business formation since 2012 has been considerably lower than across the Yorkshire and Humber Region (ONS 2023 UK Business Counts). There are however, opportunities looking forward rather than backward, that point to economic growth. The Experian Economic Model predicts net workforce growth of 2,600 for the Borough over the period to 2042, in line with the Experian baseline December 2022 projections. Furthermore additional growth linked to the Freeport proposals and growth associated with renewables, hydrogen generation and carbon capture is likely to deliver more aligned to the formal designation of the Humber Freeport and the delivery of the Council's Investment and Regeneration Programmes.

## 2.1 Portrait

- 2.1.1** This section of the Draft Plan defines what North East Lincolnshire is like as a place. Geographically, the Borough 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.
- 2.1.2** 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 country; Lincolnshire meets the Humber and Yorkshire; the Midlands meet the North; England meets the North Sea and its continental neighbours. These factors 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.
- 2.1.3** 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 2.1 'Spatial zones'. Each zone includes the corresponding settlements as they are today together with adjoining land that may accommodate future growth.

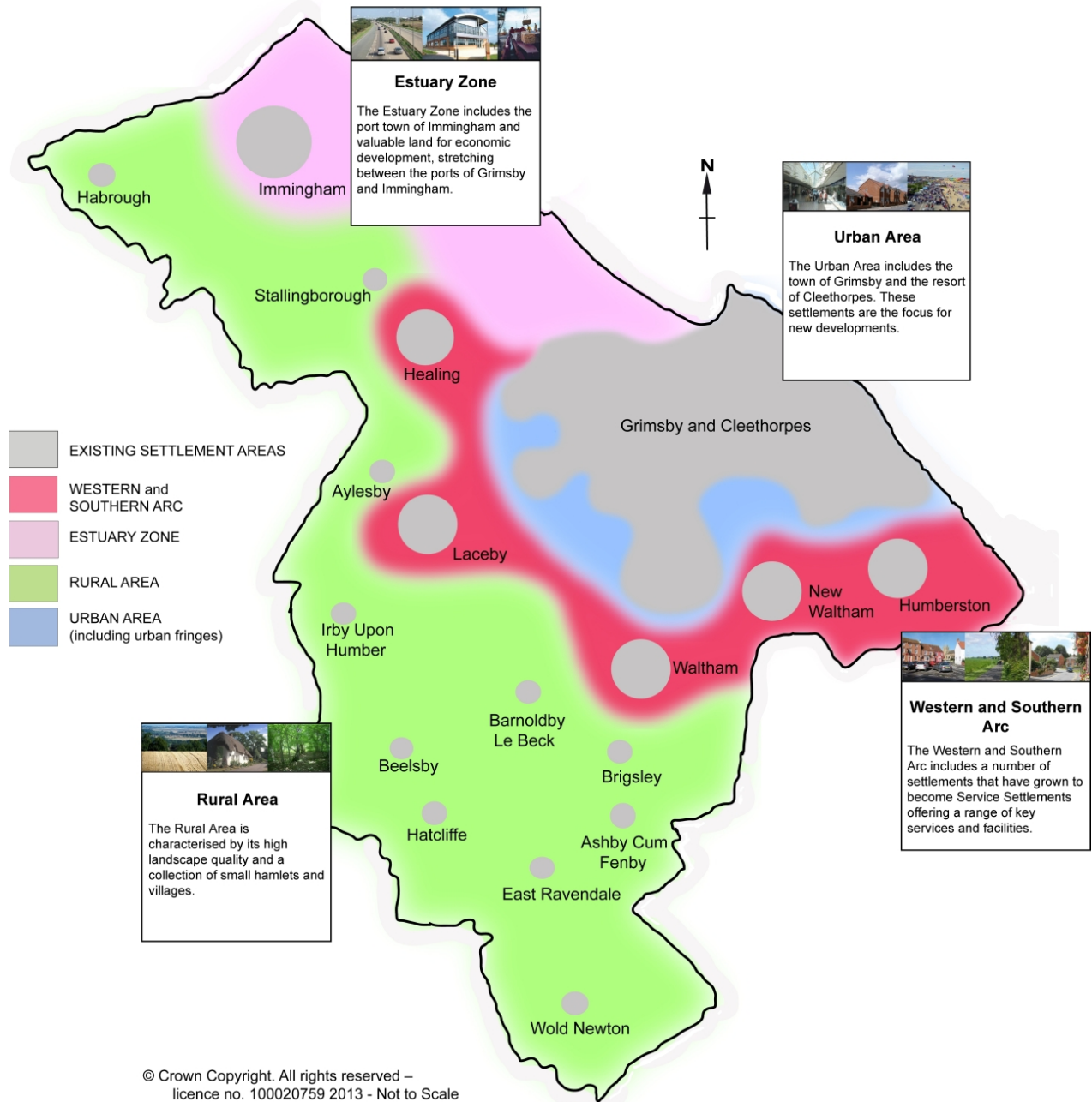


Figure 2.1 Spatial zones

## Estuary Zone

- 2.1.4** 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. Just over five percent (5.3%) of the Borough's households live within this zone.

## **Urban Area**

- 2.1.5** 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. 74.3% of the Borough's households 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; including areas of social and private housing; and larger houses and villas from the Victorian and Edwardian periods.

## **Western & Southern Arc**

- 2.1.6** 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, 16% of the Borough's households. Some of these settlements are villages that have grown significantly in recent years but still 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**

- 2.1.7** The largest of the Spatial Zones by area, the Rural area contains 4.4% of the Borough's households. 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.

### **Planning for the Spatial Zones**

Recognising the varied geography of the Borough, the concept of 'Spatial Zones' has been developed and was adopted in the existing local plan .

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 2.1 'Spatial zones'. The area boundaries are deliberately not distinct as the issues pertinent to different areas in some cases overlap.

The Vision (Section 4 'A vision for North East Lincolnshire') on which this Draft Plan is based describes a desired future for the whole Borough and for each Spatial Zone.

## **2.2 Strengths and weaknesses**

- 2.2.1** Preparing a local plan requires a sound understanding of the relationships between people and places considering the characteristics of place and how people live their lives. In so doing we can establish the strengths, weaknesses, opportunities and threats that will shape the policies and proposals set out in the Plan.
- 2.2.2** The tables below draw together information presented in a wide range of evidence, strategies and plans. Together they present a 'SWOT analysis' detailing the strengths and weaknesses, opportunities and threats, that exist within North East Lincolnshire.

Strengths	Weaknesses
<ol style="list-style-type: none"> <li>1. Economy: Strong and established industrial base, built on natural comparative advantage of Humber Estuary, bolstered by Freeport designation and transition to low carbon economy.</li> <li>2. Economy: National significance of five key sectors.</li> <li>3. Infrastructure: Including dock infrastructure, pipelines, road and rail freight infrastructure, and good standard of 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 (but no current extraction).</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: 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. energy, 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: Lack of affordable housing delivery.</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: High vacancy levels, and lacking key facilities.</li> <li>12. Environment: Significant proportion of the urban area at high risk of flooding.</li> <li>13. Environment: Pockets of poor Air Quality.</li> <li>14. Environment: Below average tree canopy coverage.</li> <li>15. Transport: Car dependency and road congestion hotspots.</li> <li>16. Transport: Accessibility to employment for people with no car.</li> <li>17. Heritage: Number of buildings on the Heritage at Risk Register.</li> </ol>

Table 2.1 SWOT analysis (strengths and weaknesses)

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. Capture the benefits of Freeport Zone.</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. Economy: Significant Levelling Up Funding supporting regeneration in Grimsby and Cleethorpes.</li> <li>7. Environment: Introduction of mandatory biodiversity net gain.</li> <li>8. Heritage: Assets provide opportunities for heritage led regeneration. particularly building on work at Grimsby Docks.</li> <li>9. Heritage: The historic environment can play a key role in helping to reinforce the distinct identity of the various parts of the Borough.</li> <li>10. Housing: Supply increased since local plan adoption.</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 facing significant rises in costs.</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: Uncertainty of government policy with general election.</li> <li>9. Economy: Cost of Living squeeze reduces household expenditure Climate Change: Potential for stresses on habitats and species to increase.</li> <li>10. Climate Change: Increase in flood risk and severity of flood events.</li> <li>11. Housing: Low demand for housing in areas where there is greatest potential for employment related development.</li> <li>12. Housing: Weak viability limits opportunities on brownfield sites and inhibit affordable housing delivery.</li> <li>13. Housing: Development within strategic gaps eroding independence of village settlements.</li> </ol>

Opportunities	Threats
	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.

Table 2.2 SWOT analysis (opportunities and threats)

## 2.3 Working together (Duty to cooperate)

- 2.3.1** North East Lincolnshire has close ties with neighbouring authorities, and others further afield. The Borough is separated by the Humber Estuary from the 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.
- 2.3.2** Joint working with neighbouring authorities has been an ongoing process, which has developed a mutual understanding of the wider implications of potential policy approaches across the authorities. This has included joint working on key strategies and evidence. The Council is committed to continuing this process of joint working with specific relationships relating to aspects of flood risk, housing and infrastructure, economic development, biodiversity net gain and landscape.
- 2.3.3** A separate Duty to Cooperate statement will be prepared which will detail the work that has been undertaken with neighbouring authorities and other prescribed bodies during the development of this Local Plan.

## 2.4 Devolution

- 2.4.1** The three upper tier councils across Lincolnshire are developing a Greater Lincolnshire devolution deal with Government. Devolution will mean decisions are made closer to the people, communities and businesses which will benefit.
- 2.4.2** Decisions will be better aligned to local priorities, they will be made faster, and they will deliver better outcomes.
- 2.4.3** A team of officers and elected members from North Lincolnshire, North East Lincolnshire and Lincolnshire County Councils are creating the deal with Government. While primarily this is with ministers and officials from the Department for Levelling-Up, Housing and Communities (DLUCH), the scale of the deal is such that many other government departments are involved too. This includes HM

Treasury, Department for Business & Trade, Department for Energy Security & Net Zero, Department for Science, Innovation & Technology, Department for Transport, Department for Culture, Media & Sport and the Department for Education.

- 2.4.4** The focus of this initial deal is to create better outcomes for residents, communities and businesses across the whole of Greater Lincolnshire through the securing of more money, more power and greater responsibility for delivery. Using local knowledge, understanding and expertise, the impact will be greater, and decision will improve local transport, enhance investment in infrastructure, the environment and net zero, support the delivery of good quality housing and creation of new, high paid, high skilled jobs.
- 2.4.5** An announcement that Greater Lincolnshire's proposal to form a combined authority has been given the green light was made in the Government's Autumn Statement, on 22 November 2023. Work is now taking place in order to establish the Greater Lincolnshire Combined Authority before the Mayoral elections in May 2025.

## Planning for our future

## Requirements

- 3.0.1** Key evidence has been prepared to assess the key development requirements 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 Draft Plan seeks to answer the question: **What are our future development needs?**
- 3.0.2** The Local Plan sets out to plan pro-actively to meet the development needs, and enable growth, capturing the opportunities which the Borough presents. It seeks through the policies and allocations to address the potential barriers to future investment.
- 3.0.3** The development requirements set out in this section consider the future need and potential opportunity relating to: the provision of future jobs and, the provision of new homes.

## 3.1 Employment

- 3.1.1** Economic forecasts have been generated to assess the future growth that can be anticipated. this comprises:
- the Experian Baseline December 2022 projections which considers a net workforce jobs growth of 2,600 over the plan period 2022-2042; and,
  - an alternative job-based projection based upon an assessment of additional job estimates generated by forthcoming Freeports proposals, carbon capture and renewables related developments, these proposals assuming the infrastructure projects and investment schemes would it is calculated potentially generate a net additional 1,960 jobs on top of the baseline Experian projection. This would result in a net increase of 4,560 jobs over the plan period.
- 3.1.2** The Experian Projection is produced by looking at past economic activity and combining this with predictions about future economic conditions, trends in the relevant sector and other internal and external factors.
- 3.1.3** The alternative jobs based projection is derived from an assessment of local future projects and investments aligned to national and local strategies, policies and investment proposals. This is sometimes referred to as a 'Policy-On' position. The following infrastructure projects and investment proposals have been identified aligned to key strategies and plans:
- Plans and strategies
    - Humber Freeport Zone (including infrastructure provision)
    - Grimsby Town Deal
    - South Humber Industrial Investment Programme (SHIIP)

- Key Projects
  - Humber Zero (Part of the zero carbon Humber vision involving hydrogen production) **+200 jobs** (excluding 2,500 temporary construction jobs);
  - Humber H2ub (Part of the zero carbon Humber vision involving hydrogen production **+150 jobs**;
  - Gigastack (Part of the zero carbon Humber vision involving wind energy/hydrogen production **+180 jobs**;
  - Immingham Green energy terminal (Hydrogen production) **+1,000 jobs**;
  - RWE Grimsby Wind Farm Hub (operations and maintenance) **+60 jobs**;
  - Orsted Wind Energy **+250 jobs**; and,
  - Hornsea Wind Energy **+120 jobs**.

### Option 1

#### The Employment Requirement - Experian baseline 2022

Set the employment requirement aligned to the Experian Baseline 2022 Projection (net workforce jobs growth of 2,600 over the plan period 2022-2042)

### Option 2

#### The Employment Requirement - 'Policy On'

Set the employment requirement aligned to the "Policy-On" position (net workforce jobs growth of 4,560 over the plan period 2022 to 2042)

### Question 1

#### Employment requirement

To support the economic opportunities in the Borough, the Council is minded to support Option 2 'The Employment Requirement - 'Policy On" aligned to maximising the opportunities for economic growth, the "Policy-On" position.

Do you have any comments?

## 3.2 Housing

**3.2.1** The National Planning Policy Framework (NPPF), paragraph 61, states that:

*"To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance - unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should be taken into account in establishing the amount of housing to be planned for".*

**3.2.2** The starting point is therefore to determine the local housing need using the standard method. (In August 2020 the Government consulted on changes to the standard method which looked at incorporating 2018-based projections and removing the cap that limits the level of local housing needs. The Government's response published in December 2020 confirmed that it would not be proceeding with the changes. As a consequence the 2014-based projections are used to inform the demographic starting point for the assessment of Local Housing Need). At present the standard methodology would result in a local need figure of 203. This is considered to be the minimum level of local housing need. According to the 2014-based SNPP, this would equate to a net change of 4,276 residents, 4,060 households but significantly a loss of 109 jobs over the 20 years 2022-2042. This is considered to be the baseline projection represented as Scenario A, in the Housing and Economic Development Needs Assessment (HEDNA 2023).

**3.2.3** Based on the trends identified through the demographic and economic assessment of the Borough, a number of further scenarios have been considered to test whether any adjustment is required which deviates from the locally assessed need identified by the standard method.

**3.2.4** The scenarios demonstrate the extent to which the population of the Borough could change over the Plan period and how this change would be translated into households, dwellings, numbers of economically active residents and the number of jobs that might be supported by the local population.

**3.2.5** The number of households is translated into dwelling needs through the application of an assumption about the proportion of vacant properties/second homes that are currently recorded in the Borough.

**3.2.6** The consultants, (Lichfields) preparing the Housing and Economic Development Needs Assessment (2023), modelled each of these scenarios using industry standard PopGroup demographic modelling software. Table 3.1 'Future Housing Scenarios (Total Growth 2022 to 2042 (Annual))' below summaries the scenarios set out in the Assessment.

Scenario	Population Change	Households	Dwellings (annual in bold)	Jobs
Scenario A <b>Standard Method</b>	4,276	3,870	4,060 <b>(203)</b>	- 109
Scenario B <b>2014-Based SNPP</b>	2,887	3,295	3,449 <b>(172)</b>	- 610
Scenario C <b>2014-based SNPP 2021 Census adjust</b>	2,309	3,533	3,698 <b>(185)</b>	- 1,900
Scenario D <b>2018-based SNPP</b>	- 1,238	3,009	3,150 <b>(158)</b>	- 2,377
Scenario E <b>2018-based SNPP 2021 Census adjust</b>	- 578	3,067	3,210 <b>(161)</b>	- 3,137
Scenario F <b>Experian Baseline December 2022</b>	11,114	7,920	8,292 <b>(415)</b>	+ 2,600
Scenario G <b>Experian 'Policy-On'</b>	15,231	9,695	10,150 <b>(507)</b>	+ 4,560
Scenario H <b>Local Plan Housing Target</b>	15,514	9,781	10,240 <b>(512)</b>	+ 4,755
Scenario I <b>Past Housing Delivery</b>	6,388	5,980	6,260 <b>(313)</b>	+274

**Table 3.1 Future Housing Scenarios (Total Growth 2022 to 2042 (Annual))**

**3.2.7** Scenarios D and E are based on the 2018 population projections, however, the Government has chosen not to adopt these projections as the basis of determining the minimum level of housing need for the assessment of Local Housing Need. Scenarios B, C, D and E all produce figures which are below that calculated by the standard method, and significantly below that represented by past housing delivery. As the standard method figure represents the minimum level of housing need these scenarios are not presented as options. Scenario H which represents

the previous local plan target is similarly not represented as an option as the evidence upon which this scenario was based has now been superseded, and is included as the basis of comparison only.

- 3.2.8** This leaves four scenarios to be taken forward as options. It should be noted however, that the standard method calculation of Local Housing Need (LHN) is based on a projection of a decline of the working population. The HEDNA (2023) highlights that if unchecked this could have a serious negative impact on the local economy due to a declining labour force unless measures are implemented to increase the employment rate. It goes on to conclude; "given the strong regeneration and economic growth objectives being pursued by the Council this would suggest that the LHN generated by the Government's standard methodology is not appropriate for North East Lincolnshire moving forward".
- 3.2.9** It should also be noted that the past housing delivery scenario is based on the net delivery over the period 2013/14 to 2021/22. This includes a period before the local plan was adopted in 2018, and the period from 2018/19 to 2021/22 when the net figures recorded included an additional annual reduction of 45 to take account of the demolition of the Freeman Street flats. As the demolition of the flats formed part of a wider rationalisation of Lincolnshire Housing Partnership property portfolio to reduce vacancy levels it is considered that the allowance made may not be a true reflection of the need generated. As a consequence the 45 reduction may have been a greater allowance than was appropriate.

### Option 3

#### Housing requirement - Scenario A standard method

This option would use the standard method to calculate a requirement for 203 dwellings per year and a loss of 109 jobs over the plan period.

### Option 4

#### Housing requirement - Scenario I past housing delivery

This option is based on the past housing delivery figures for the Borough which would result in a requirement for 313 dwellings per year and a jobs growth of 274 over the plan period.

### Option 5

#### **Housing requirement - Scenario F Experian Baseline December 2022**

This option would use the Experian Baseline (December 2022) which calculates a requirement for 415 dwellings per year and a jobs growth of 2,600 over the plan period.

### Option 6

#### **Housing requirement - Scenario G Experian 'Policy On'**

This option would use the Experian 'policy on' scenario which calculates a requirement for 507 dwellings per year and a jobs growth of 4,560 over the plan period.

### 3.2.10 Housing requirement

#### **Question 2**

To support economic growth, the Council is minded to support Option 5 'Housing requirement - Scenario F Experian Baseline December 2022' which would mean a requirement of 415 dwellings per annum and jobs growth of 2,600 over the plan period. (This option may require some flexibility to accommodate further growth).

Do you have any comments?

## A vision for North East Lincolnshire

- 4.0.1** Section 2 'North East Lincolnshire in context' sets 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.
- 4.0.2** 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 enhanced.
- 4.0.3** **The Plan's vision remains, subject to some minor revisions, largely consistent with the vision in the existing local plan.**
- 

## 4.1 The overall spatial vision

### Spatial vision

By 2042 North East Lincolnshire will have built on its national and international recognition 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 measures implemented to address housing need and affordability, and health and service needs, including countering deprivation issues in specific wards. A platform for sustained sustainable economic growth will have been created, with conditions to capture and sustain more and better jobs in the area well established. Town centres will be successful, having widened their offer to the communities they serve.

Environmental quality will be an established 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.

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 meet the prospects for economic growth over the plan period and beyond; whilst providing choice within the housing market, and being sensitive to the scale and character of settlements.

### Question 3

#### Spatial vision

Do you agree that the vision, as set out above, is appropriate to be taken forward in the Local Plan?

- 4.1.1** The following 'Place statements' complement the overall spatial vision clarifying the role of different settlements in meeting the overall vision, and remain unaltered from the existing local plan.

## 4.2 Place statements

### Urban Area (Grimsby and Cleethorpes)

- 4.2.1** By 2042 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.
- 4.2.2** Grimsby will have strengthened and broadened its role as the sub-regional centre, accommodating new retail and leisure development, 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)**

**4.2.3** The land adjacent to the Estuary in and around the ports, and adjacent to the deep water channel is a valuable economic resource. By 2042 opportunities will have been taken to strengthen key economic sectors, capturing local economic benefits and realising the full potential of offshore renewable operations and transitioning to a low carbon economy. 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.

**4.2.4** Immingham will have strengthened its role as an independent town. The town centre will provide retail and service facilities and a community focus. Highway improvements will have helped to alleviate localised air quality issues. Other environmental improvements and enhancements to service 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)**

**4.2.5** The arc of larger villages outside the urban area, have seen historic patterns of growth. By 2042, 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 Hewitt's 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)**

**4.2.6** 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.

## 4.3 Strategic objectives

- 4.3.1** The objectives set out below relate directly to the spatial vision. They provide a framework for the local plan policies to facilitate the form and pattern of development necessary to ensure that the vision is fully realised by 2042. The objectives are mutually supportive and are not listed in order of priority. The objectives remain unaltered from the existing local plan.
- 4.3.2** Appendix A 'Strategic objectives and policy relationship' 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.**

### 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.**

### **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.**

### **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.**

### **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.**

### **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.**

### **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.**

### **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.**

### **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.**

### **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.**

## **Question 4**

### **Strategic objectives**

**Do you agree that the objectives are appropriate to be taken forward in the local plan?**

## 4.4 Monitoring

- 4.4.1 The objectives are linked to particular indicators and targets that the Council will monitor. 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.
- 4.4.2 The monitoring framework indicators have been revised and simplified to align more closely with the Council's monitoring of the Council Plan, which in turn recognises the priorities of the Borough.
- 4.4.3 The revised monitoring framework has formed the basis of the Council's 2023 Authority's Monitoring Report (AMR) and is supplemented by data published on the North East Lincolnshire Data Observatory ([InstantAtlas NE Lincolnshire – North East Lincolnshire Data Observatory \(nelincsdata.net\)](https://www.instantatlas.co.uk/northeast-lincolnshire)).

## Spatial strategy

- 5.0.1** The Local Plan as a whole sets out the development strategy for the Borough, providing the basis for future planning decisions. It promotes sustainable development which seeks to improve the quality of life, meeting the identified future needs whilst protecting and enhancing the natural, built and historic environment.
  - 5.0.2** The spatial strategy is expressed in the following policies relating to the settlement hierarchy, distribution of housing growth, development boundaries and green wedges; these policies together with the employment and housing allocations and supporting infrastructure define the areas for growth and restraint.
- 

## 5.1 Hierarchy

- 5.1.1** 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.
- 5.1.2** Draft Strategic Policy 1 'Settlement hierarchy' is informed by the spatial portrait set out in 2.1 'Portrait', and the more detailed *Settlement Accessibility Assessment* (2023). 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.
- 5.1.3** The defined settlement hierarchy in Draft Strategic Policy 1 'Settlement hierarchy' establishes four levels of settlement. This hierarchy should be considered alongside key development needs and constraints, infrastructure capacity and the availability of land for development. **The Council is considering revising the existing policy to strengthen the approach to prevent coalescence of the 'Arc settlements' and therefore maintain their individual identities.**

## Draft Strategic Policy 1

### 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.

Level	Settlements
<b>Level 1</b>  Urban Area	<p>Relates to the urban area of <b>Grimsby and Cleethorpes</b>, 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 land 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>
<b>Level 2</b>  Local Service Centres	<p>Relates to the stand alone town of <b>Immingham</b> and the 'Arc Settlements' of <b>Healing, Humberston, Laceby, New Waltham and Waltham</b>.</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, with an emphasis on preventing coalescence and maintaining the individual identity of settlements.</p>
<b>Level 3</b>  Rural Settlements	<p>Relates to the rural settlements of <b>Habrough and Stallingborough</b>.</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>

Level	Settlements
<b>Level 4</b>  Minor Rural Settlements	<p>Relates to the minor settlements of <b>Ashby cum Fenby, Aylesby, Barnoldby le Beck, Beelsby, Bradley, Brigsley, Hatcliffe, Haverby cum Beesby, Irby upon Humber, East and West Ravendale, and Wold Newton.</b></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 5.1 Defined settlement hierarchy

### Question 5

#### Settlement hierarchy

The policy has been revised, relating to Level 2 settlements, to include text to strengthen the approach to prevent coalescence of the 'Arc' settlements therefore maintaining their individual identities. Do you have any comments?

Draft Strategic Policy 1 'Settlement hierarchy' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 8,9,10,and 11
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 (2023)</i></li> </ul>

Table 5.2 Policy relationships

## 5.2 Growth and distribution

**5.2.1** New housing will be distributed in relation to the spatial strategy. This should reflect Draft Strategic Policy 1 'Settlement hierarchy', locations of existing employment clusters, development constraints, accessibility and service provision. It should specifically sets out what level of residential development will be commensurate with individual settlements.

**5.2.2** **The Draft Plan presents options on the spatial distribution which will affect the proportion of development to be delivered in each of the spatial zones.** In selecting your preferred option you should consider specifically;

1. the need to fulfil the housing needs requirements over the plan period and beyond;
2. the need to provide choice in the housing market;
3. the need to reconcile competing housing market pressures with the drive to promote sustainable transport choices;
4. the need to balance development pressures with the need to prevent coalescence of settlements;
5. 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;
6. 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;
7. the need to foster and support economic growth, recognising the locational preferences and requirements of key sectors; and,
8. the provision of community facilities and services, including schools and healthcare.

**5.2.3** A number of spatial options are set out below which have different implications for the amount of development to be delivered in the different settlements across the borough. **For all of the options there is a emphasis on maximising delivery from brownfield sites where this is achievable.** (The Council prepares a register of brownfield sites on an annual basis which provides details of known sites which are available for development). Each of the options is accompanied by an explanation of the implications of the approach.

## Statement 2

### Sites under construction

The spatial strategy will need to recognise the status of sites that are under construction or that have gained planning consent. As the local plan will take some time to reach adoption it is likely that the status of some sites will change over this time and will need to be captured as time passes.

## Option 7

### Urban focus including strategic urban extensions

This option would see development focused on the urban areas of Grimsby Cleethorpes and Immingham, with less growth in the arc villages and rural settlements. This option would see development of the Grimsby West and Humberston Road strategic urban extensions.

Advantages	Disadvantages
This option directs most development to urban centres which offer the best accessibility to services and public transport. This option includes the strategic urban extensions where homes can be delivered together with supporting infrastructure, services and recreation and open space. It also focuses development in closes association and accessibility to the Humber employment zone.	This option would see a constraint on locations that have been favoured by the housing market, which may lead to under delivery.

**Table 5.3 Advantages and disadvantages to Option 7**

## Option 8

### Greater Arc growth, excluding strategic urban extensions

This option would see more growth in the arc villages of Humberston, New Waltham, Waltham Laceby and Healing with a relaxation of the restraint on growth in the gaps between settlements.

Advantages	Disadvantages
This option delivers more housing in the locations favoured by the housing market.	This option would see more development in the gaps between the arc settlements and more pressure on existing services eg health and schools and the transport network

Table 5.4 Advantages and disadvantages to Option 8

## Option 9

### Arc constraints including strategic urban extensions and urban focus

This option would see a strengthening of the policy of restraint relating to the arc settlements and safeguarding the gaps between settlements. This option would see development of the Grimsby West and Humberston Road strategic urban extensions.

Advantages	Disadvantages
This option maintains and strengthens the independence of settlements and safeguards the green areas between them; whilst promoting urban development including strategic urban extensions where homes can be delivered together with supporting infrastructure, services and, recreation and open space, and strategically close to the employment zone.	This option would see a constraint on locations that have been favoured by the housing market.

Table 5.5 Advantages and disadvantages to Option 9

## Option 10

### Wider distribution excluding strategic urban extensions

This option would see a wider relaxation of the policy of restraint, seeing a wider distribution of development with more development in the smaller settlements.

Advantages	Disadvantages
This option maximises the range, type, and location of sites across the Borough.	This option would see more development in locations lacking in services and infrastructure and represents the least sustainable option.

**Table 5.6 Advantages and disadvantages to Option 10**

### Note

1. Under all options: brownfield sites where there is evidence that development is viable and achievable will be given priority through the site selection process.
2. Sites under construction are committed and are therefore not subject to review, this currently accounts for the future delivery of 3,406 homes.

## Question 6

### Distribution of growth

Taking account of the advantages and disadvantages of the identified options, the Council is minded to support Option 9 'Arc constraints including strategic urban extensions and urban focus'.

Do you have any comments?

## 5.3 Development boundaries

- 5.3.1** 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.
- 5.3.2** **The development boundaries will be identified on the Policies Map. These boundaries will take account of housing allocations when they are confirmed.** Where it is known that developments will incorporate extensive areas of perimeter landscaping at the edge of settlements, the development boundaries will be drawn to follow the extent of the built-up development.
- 5.3.3** A number of considerations will inform the final process of defining the development boundaries, including the nature and form of settlement edges, and an assessment of the landscape sensitivities; this includes:
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.

The need for new development	<p>Ensuring that sufficient sites are 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	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.
The presence of physical boundaries	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.
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.
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> (2023).

**Table 5.7 Key aspects considered in defining development boundaries**

- 5.3.4** Draft Strategic Policy 2 '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.
- 5.3.5** Draft Strategic Policy 2 '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.
- 5.3.6** The Policy establishes 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. **Minor changes to the existing development boundaries policy are proposed to provide clarity on development allowed outside development boundaries.**

## Draft Strategic Policy 2

### Development boundaries

1. Development boundaries will be 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 is in harmony with the local setting and recognises the distinctive open character, landscape quality and role these areas play in providing the individual settings for independent settlements, and specifically;

- 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, including the creation of holiday accommodation; or,
- D. consists of affordable housing to meet specific local needs; or,
- E. is development that has been specifically defined and identified through the neighbourhood planning process; or,
- F. it consists of the conversion of an existing building (where the existing building is integral to the conversion).

### Question 7

#### Development boundaries

Revisions to the Development Boundaries policy are proposed to provide clarity on the development related to conversion of buildings allowed outside the boundaries, criteria F.

Do you have any comments?

Draft Strategic Policy 2 'Development boundaries' relationship to:	Link to:
National Planning Policy Framework	Paragraph 80
Local Plan Strategic Objectives	SO4 and SO9

Draft Strategic Policy 2 'Development boundaries' relationship to:	Link to:
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 (2023)</i></li> </ul>

Table 5.8 Policy relationships

## 5.4 Green wedges

**5.4.1 The introduction of a 'Green Wedges' policy is being considered.** A number of settlements in the Borough have seen rapid expansion since the Local Plan was adopted and seen further development pressures particularly during the period of speculative planning applications when the Council could not demonstrate a five year housing land supply. This has put considerable pressure on the open land that forms the existing strategic gaps between settlements.

**5.4.2** Whilst the existing Local Plan, Policy 40 Developing a green infrastructure network, affords some protection to the gaps between settlements it does not define edges to the protected areas. It is considered appropriate to explore the potential of strengthening the protection given to specific areas of land that are considered crucial in maintaining the individual character and setting of the settlements, provide important ecological corridors and promote the establishment of networks of green space. Policy 40 previously identified strategic gaps in the following broad locations:

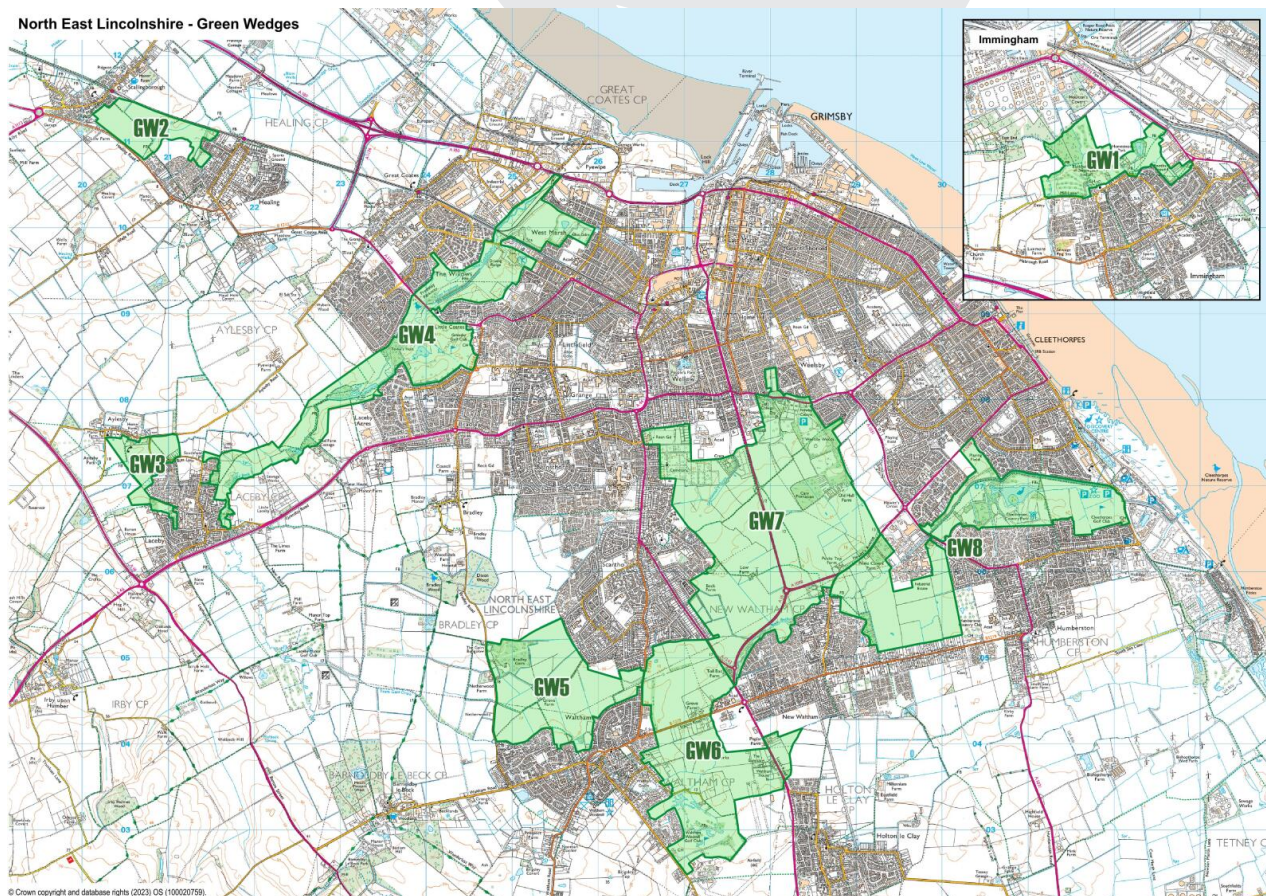
- Immingham and industrial development to the north;
- Stallingborough and Healing;
- Healing and Grimsby;
- Laceby and Grimsby;
- Waltham and Grimsby and New Waltham;
- New Waltham and Grimsby and Humberston; and,
- Humberston and Cleethorpes.

**5.4.3** The purpose of the proposed Green Wedges Policy would be to provide greater protection to the open and undeveloped character of areas within them, maintain and strengthen the independence and identity of individual settlements. The Council is also keen to increase the biodiversity within these areas and support the

strengthening of natural networks. It would therefore specifically support proposals to create biodiversity net gain sites or other approaches to enhance the natural environment in these areas.

**5.4.4** Whilst the aim would be to strengthen the landscape quality and environmental quality of these areas, it would not be intended that they should operate as an absolute restriction on all development proposals. Due to their multi-functional role, there are also various 'non-open space' uses that already exist and essential infrastructure that may be required. As such, certain types of development may be acceptable, as long as they are not detrimental to the character, role and function of the Green Wedge within which they are situated. This may include agricultural and forestry related development, green space, outdoor sport and recreation uses or the reuse of rural buildings and extensions or alterations to existing dwellings. It may also include flood defence or drainage works, provision of new infrastructure such as bridges or telecommunications, or specific development required by a public or private utility to fulfil their statutory obligation.

**5.4.5** If taken forward it is intended that the Green Wedges Policy would apply to land which has initially been assessed as meeting the criteria for identification..



**Figure 5.1 Proposed Green Wedge Areas**

### Statement 3

#### Identification of green wedge areas

The final identification of the boundaries to the green wedge areas will need to be reconsidered in light of the housing requirement, the spatial approach to be taken forward; and the final selection of development sites.

### Draft Strategic Policy 3

#### Green wedges

1. Green Wedges, as identified, have been identified to fulfil one or more of the following functions and policy aims:
  - A. prevention of the physical merging of settlements, preserving their separate identity, local character and historic character, or provision of a buffer between non-compatible uses;
  - B. provision of an accessible recreational resource, with both formal and informal opportunities, close to where people live, where public access is maximised without compromising the integrity of the Green Wedge;
  - C. creation of a multi-functional 'green lung' to offer communities a direct and continuous link to the open countryside beyond the urban area;
  - D. conservation and enhancement of local wildlife and protection of links between wildlife sites to support wildlife corridors, including provision of biodiversity net gain sites.
2. Within the Green Wedges planning permission will not be granted for any form of development, including change of use, unless:

- A. it can be demonstrated that the development is not contrary or detrimental to the above functions and aims; or,
  - B. it is essential for the proposed development to be located within the Green Wedge, and the benefits of which override the potential impact on the Green Wedge. *(It may include flood defence or drainage works, provision of new infrastructure such as bridges or telecommunications, or specific development required by a public or private utility to fulfil their statutory obligation).*
3. Development proposals within a Green Wedge will be expected to have regard to:
- A. the need to retain the open and undeveloped character of the Green Wedge, physical separation between settlements, historic environment character and green infrastructure value;
  - B. the maintenance and enhancement of the network of footpaths, cycleways and bridleways, and their links to the countryside, to retain and enhance public access, where appropriate to the role and function of the Green Wedge; and,
  - C. opportunities to improve the quality and function of green and blue infrastructure within the Green Wedge with regard to the green infrastructure network and Biodiversity Opportunity Mapping.
4. Development proposals adjacent to the Green Wedges will be expected to demonstrate that:
- A. they do not adversely impact on the reasoning for the designation of the Green Wedge, taking into account scale, siting, layout, design, materials and landscape treatment; and,
  - B. they have considered linkages to and enhancements of the adjacent Green Wedge.

**Question 8**

**Green wedges**

Do you have any comments about the proposed introduction of a Green Wedges policy, or the wording of the Green Wedges policy as set out?

**Question 9**

**Green wedges**

Do you have any comments about the proposed areas identified for consideration of specific protection as a Green Wedge?

Draft Strategic Policy 3 'Green wedges' relationship to:	Link to:
National Planning Policy Framework	Paragraph 174, 179
Local Plan Strategic Objectives	SO2, SO5, SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"><li>• <i>North East Lincolnshire, Landscape Character Assessment</i>(2015)</li><li>• Green Wedges Methodology and Evaluation (2023)</li></ul>

Table 5.9 Policy relationships

**5.5 Infrastructure delivery, including telecommunications**

**5.5.1** 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 grow 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.

- 5.5.2** 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.
- 5.5.3** 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.
- 5.5.4** Draft Strategic Policy 4 '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.
- 5.5.5** 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.
- 5.5.6** The Council will review the Infrastructure Needs to determine the infrastructure required to support sustainable communities over the extended plan period. The final balance of contributions will be 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.
- 5.5.7** **The infrastructure policy has been revised to include contributions towards SEN (special education needs) provision and take account of the mandatory introduction of biodiversity net gain. Further revisions have been made to incorporate telecommunications within this policy rather than as a separate stand alone policy.**

## Draft Strategic Policy 4

### 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 where appropriate be secured by planning condition, obligations or levy charges as appropriate.
3. 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 with specific regard to the setting and beauty of the AONB;
  - 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.
4. 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); and,
  - iii. flood defences (where site specific requirements warrant such an approach).
- B. social infrastructure, including:
  - i. affordable housing; and,
  - ii. education, including primary and secondary and SEN (special education needs) provision (Pupil generation is based upon pupil generation ratios, as set out in the Education Justification Statement, 2023 or as amended) of; one primary pupil/four dwellings, one secondary pupil/five dwellings and 0.5 SEN pupil included for every 5.5 primary pupil places generated. The threshold at which contributions will be sought is ten units for primary and secondary and 24 units for SEN [ie 24 dwellings would generate a requirement for 0.5 SEN and 5.5 primary ], excluding dwellings exclusively for over 55s, care homes, extra care, affordable homes and 1 bed accommodation.)
- 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; and,
  - iii. Biodiversity net gain.
- 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 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.

## Question 10

### Infrastructure

Revisions to the infrastructure policy are proposed, to include contributions towards SEN (special education needs) provision and take account of the mandatory introduction of biodiversity net gain; and incorporate telecommunications?

Do you have any comments?

Draft Strategic Policy 4 'Infrastructure' relationship to:	Link to:
National Planning Policy Framework	Paragraph 8,11,20,34,and 82
Local Plan Strategic Objectives	SO2, SO5, SO7 and SO8

Draft Strategic Policy 4 'Infrastructure' relationship to:	Link to:
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>North East Lincolnshire Infrastructure Development Plan Update</i> (to be completed)</li> <li>• <i>North East Lincolnshire Local Plan Viability Assessment Update</i> (to be completed)</li> <li>• Education Justification Statement (2023)</li> </ul>

Table 5.10 Policy relationships

DRAFT

## Policies

## Climate change, flooding and energy

- 6.0.1** The challenges of climate change, and the associated links to flooding and energy generation and consumption now have heightened importance. It is therefore considered appropriate to give these aspects greater status in the Local Plan, consequently their place in the structure has been revised to give them greater prominence.
- 6.0.2** In September 2019 the Council declared a climate emergency and has since been working on a raft of measures to address this. In 2023 the Council revised its targets to become a net zero council, seeking now to achieve this position by 2030. This Local Plan sets out policies to address all aspects of climate change, supporting all businesses and communities to reduce their carbon footprint.

## 6.1 Flood risk

- 6.1.1** 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.
- 6.1.2** 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.
- 6.1.3** **A revision to the flood risk policy has been proposed to safeguard land to ensure that future development along the estuary does not compromise the ability to maintain and possibly improve existing flood defence structures.**
- 6.1.4** It is recognised that the Local 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.
- 6.1.5** 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. (Regeneration areas have been defined based on the 20% most deprived lower layer super output areas (LSOA) identified in the *Indices of Multiple Deprivation* 2019 and successor datasets.) 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. Compliance with the second part of the exception test requires the development's safety to be demonstrated. (NPPF, paragraphs 161 to 165.)

- 6.1.6** The sites for employment and housing assessed in the SHELAA 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.
- 6.1.7** The *Strategic Flood Risk Assessment*(2022) (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.
- 6.1.8** Along with the other strategies and plans identified in Table 6.1 '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.
- 6.1.9** Looking to the future, the Council is also a partner with the Environment Agency and 11 other Local Authorities from around the Humber, who are working to develop a long term strategy (Humber 2100+), that will address the flood risk and enable sustainable growth now and for the next 100 years. This work is progressing alongside the review of the local plan.
- 6.1.10** Surface water runoff is also very likely to increase over the plan period as a result of more intense rainfall and new 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.
- 6.1.11** 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).

- 6.1.12** 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.
- 6.1.13** 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.

## Draft Strategic Policy 5

### 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, and accepted by the Council as 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 Local Plan policies.
3. Sites fronting the sea wall defences between the ports of Immingham and Grimsby should specifically ensure that a 15metre buffer is maintained clear of development from the toe of the existing defences, so as not to prejudice future heightening of the existing sea wall defences.

### Question 11

#### Flood risk

Revisions to the flood risk policy are proposed to safeguard land for future flood defence works?

Do you have any comments?

Draft Strategic Policy 5 'Flood risk' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 152-173

Draft Strategic Policy 5 'Flood risk' relationship to:	Links to:
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 (2010)</i></li> <li>• <i>Grimsby and Ancholme Catchment Flood Management Plan (2009)</i></li> <li>• <i>Draft Humber Flood Risk Management Plan (2014)</i></li> <li>• <i>Humber Flood Risk Management Strategy (2008)</i></li> <li>• <i>Local Flood Risk Management Strategy (2015)</i></li> <li>• <i>North East Lincolnshire SuDs Guide (2015)</i></li> <li>• <i>Preliminary Flood Risk Assessment (2011)</i></li> <li>• <i>Strategic Flood Risk Assessment (2022)</i></li> </ul>

Table 6.1 Policy relationships

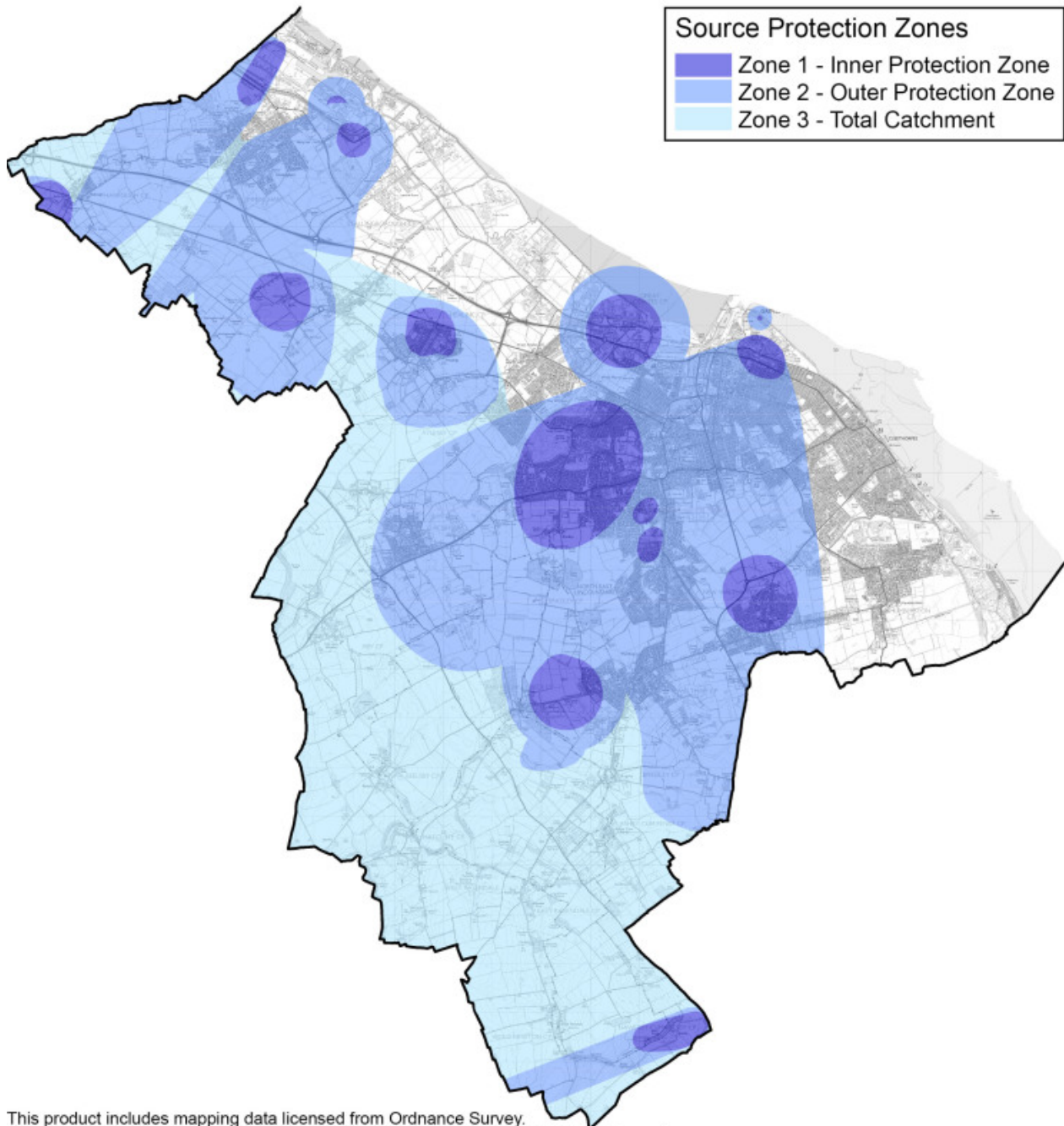
## 6.2 Water management

- 6.2.1** 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.
- 6.2.2** Future growth over the plan period is likely to generate increased demands for water, especially non-potable water. 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.
- 6.2.3** North East Lincolnshire is in an area of serious water stress. Anglian Water's *Water Resource Management Plan Draft (WRMP24)*, identified that the supply of water can be managed in the long-term by various means including demand management, construction of two new reservoirs,(outside the Borough) and other sources of supply including desalination and transfers. 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 and therefore reduce discharges to water courses.

- 6.2.4** 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.
- 6.2.5** 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.
- 6.2.6** 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, Laceby, 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.
- 6.2.7** Specific problems occur when sewage works operate close to their capacity which can lead to water companies releasing untreated raw sewage into waterways. This is considered to be unacceptable by the Council who is working with the companies to address this current situation.
- 6.2.8** 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.
- 6.2.9** 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 6.1 'Groundwater 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.



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**Figure 6.1 Ground water source protection zone**

- 6.2.10** 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>(1)</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.
- 6.2.11** 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*.

## Draft Strategic Policy 6

### 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 is 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

1 *Groundwater Protection and Practice (GP3)* Environment Agency (2013).

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.

## Question 12

### Water management

No change to the water management policy is proposed.

Do you have any comments?

Draft Strategic Policy 6 'Water management' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 153,174
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 (2015)</i></li> <li>• <i>River Basin Management Plan Humber River Basin District (2022 update)</i></li> </ul>

Table 6.2 Policy relationships

## 6.3 Low carbon energy

- 6.3.1** 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 now established as an operations and maintenance base for offshore windfarms and additional sites to be developed around the Humber during the plan period to support Government targets to deliver 50GW of offshore wind by 2030.
- 6.3.2** The presence of the ports, combined with the Borough's infrastructure network associated and long history of industry and energy production provides excellent foundations for a range of renewable energy technologies to continue to be developed, combined with the transition to a low carbon economy.
- 6.3.3** **This policy supports the Council's drive to achieve net zero by 2030 and for the Borough as a whole to achieve net zero by 2050.**
- 6.3.4** 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.
- 6.3.5** Other renewable energy technologies such as solar/photovoltaics and heat pumps, are becoming more affordable and popular increasingly so with forthcoming changes to building regulations standards. Community schemes also have the potential to play an increasing role in delivering renewable energy. In addition proposals for hydrogen generation and carbon capture are being advanced in the locality.
- 6.3.6** 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.
- 6.3.7** 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.
- 6.3.8** Draft Strategic Policy 7 '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 onshore facilities required for the manufacture, commissioning, installation and servicing of offshore windfarms) hydro-power and micro-generation.

- 6.3.9** Council has consented over 205MW of large scale solar farm projects since the Local Plan was adopted in 2018, together with many additional smaller scale solar projects linked to land and buildings across the Borough, and will continue to support the transition to a low carbon economy.
- 6.3.10** Draft Strategic Policy 7 '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.
- 6.3.11** 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.
- 6.3.12** 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.
- 6.3.13** The deployment of larger scale low carbon and renewable energy schemes, and the transmission infrastructure to support them, 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, typed of area where the development is proposed and type of low carbon and renewable energy technology deployed.

- 6.3.14** 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 the impacts on the amenity of the area in respect of visual intrusion, noise, dust and odour and traffic generation.
- 6.3.15** In determining the character and sensitivity of the landscape to accommodate development, the impact of the development on the historic character, sense of place, tranquillity 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 or wider area. In assessing the capacity of the landscape to accept energy development, it will be important to consider Draft Strategic Policy 10 'Landscape' and the *Landscape Character Assessment*.
- 6.3.16** Developers of large commercial scale solar or onshore wind developments will be expected to demonstrate a benefit to the communities within the locality of the development, recognising their social responsibility to the communities who are accepting the development.
- 6.3.17** 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 Draft Strategic Policy 11 '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 distance to the Humber Estuary Special Area of Conservation (SAC).

## Draft Strategic Policy 7

### Renewable and low carbon infrastructure

1. The Council will support opportunities to maximise renewable energy capacity within the Borough supporting the drive to achieve net zero for the Council by 2030 and for the Borough as a whole by 2050.

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. Development of large scale commercial solar or onshore wind will be expected to demonstrate a benefit to local communities in the locality.
5. 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.

### Question 13

#### Low carbon energy

Revisions to the Low Carbon Energy policy are proposed to include reference to the net zero targets, and introduce an expectation on development of large scale commercial solar or onshore wind to demonstrate a benefit to local communities in the locality.

Do you have any comments?

Draft Strategic Policy 7 'Renewable and low carbon infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 152-158
Local Plan Strategic Objectives	SO2
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li><i>Landscape Character Assessment (2015)</i></li> </ul>

Draft Strategic Policy 7 'Renewable and low carbon infrastructure' relationship to:	Links to:
	<ul style="list-style-type: none"> <li>• <i>Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study</i> (2011)</li> <li>• North East Lincolnshire Net Zero Carbon Roadmap (2021)</li> </ul>

Table 6.3 Policy relationships

## 6.4 Energy and low carbon living

- 6.4.1** 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.
- 6.4.2** 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. The planning system will play a key role in facilitating and delivering this process and the policies throughout the Local Plan are intended to work together to ensure that energy demands and usage are reduced at every opportunity.
- 6.4.3** 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 (*Home Energy Conservation Act, Draft HECA Report* (2013)). and Draft Strategic Policy 8 '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.
- 6.4.4** The energy hierarchy (see Table 6.4 '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.
- 6.4.5** 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), or through alternative carbon capture.</p>

Table 6.4 Energy hierarchy

**6.4.6 A revision has been proposed to require the incorporation of energy efficiency and low carbon technology as a specific consideration of the design stage.**

## Draft Strategic Policy 8

### 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 Local 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;
- C. the minimisation of waste and re-use of material derived from excavation and demolition; and,
- D. the incorporation of energy efficiency and low carbon technology.

### Question 14

#### Energy and low carbon living

Revisions to the energy and low carbon living policy to require the incorporation of energy efficiency and low carbon technology as a specific consideration of the design stage.

Do you have any comments?

Draft Strategic Policy 8 'Energy and low carbon living' relationship to:	Links to:
National Planning Policy Framework	Paragraph 152-158
Local Plan Strategic Objectives	SO2
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>North East Lincolnshire Net Zero Carbon Roadmap (2021)</li> </ul>

Table 6.5 Policy relationships

DRAFT

## The Natural environment

- 7.0.1** The natural environment is a phrase used to describe 'green and blue spaces' in and around built-up areas. The elements that make up the natural environment 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.
- 7.0.2** The value of these assets has been heightened in recent years as people have grown to value these spaces more, appreciate their importance to their health and wellbeing and appreciate the role they serve in supporting wildlife.
- 

## 7.1 Health and wellbeing

- 7.1.1** The vital role of planning in creating and supporting strong, vibrant and healthy communities, in terms of physical and mental health, is well recognised and is a key element in delivering sustainable development. **To reflect this the Council is including a new policy that specially addresses health and wellbeing.**
- 7.1.2** The Borough's health priorities and issues are set out in the latest State of the Borough 2021; Joint Strategic Needs Assessment Theme Reports; and Public Health England Local Authority Health Profiles. Issues include mental health and emotional wellbeing particularly of children and young people, food insecurity, unpaid carers, obesity levels, dementia, increasing physical activity levels and the link between housing and health.
- 7.1.3** When addressing these priorities and issues, it is essential that community needs are supported through appropriate physical and social infrastructure. This is supported by establishing calming environments with access to natural green space; and by other facilities and key services which contribute to improving physical and mental health and wellbeing, and the overall quality of life experienced by residents.

### Draft Policy 1

#### Health and wellbeing

1. The potential for achieving positive mental and physical health outcomes will be taken into account when considering all development proposals. Where potential adverse health impacts are identified, the developer will need to demonstrate how these will be addressed and mitigated.

2. The Council will expect development proposals to promote, support and enhance physical and mental health and wellbeing, and thus contribute to reducing health inequalities. This will be achieved by:
  - A. in the case of development of 150 dwellings or more, developers submitting a fit for purpose Health Impact Assessment (HIA) as part of the application or at master planning stage where applicable, and demonstrating how the conclusions of the HIA have been taken into account in the design of the scheme. The HIA should be commensurate with the size of the development;
  - B. developing schemes where appropriate, creating or enhancing the role of allotments, orchards, or community gardens providing access to healthy, fresh and locally produced food; and
  - C. ensuring quality green infrastructure provides adequate access to nature for its benefits to mental and physical health and wellbeing and potential to overcome health inequalities.
3. Proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be easily accessible to all sectors of the community. Proposals which utilise opportunities for the multi-use and co-location of health facilities with other services and facilities, and thus co-ordinate local care and provide convenience for the community, will be particularly supported.

### Question 15

#### Health and wellbeing

Do you have any comment about the introduction and wording of the Health and Wellbeing policy?

Draft Policy 1 'Health and wellbeing' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 8,92 and 93
Local Plan Strategic Objectives	SO5, SO8, SO9

Draft Policy 1 'Health and wellbeing' relationship to:	Links to:
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• State of the Borough (2021)</li> <li>• Joint Strategic Needs Assessment Theme Reports</li> <li>• Public Health England Local Authority Health Profiles</li> </ul>

Table 7.1 Policy relationships

## 7.2 Green infrastructure

- 7.2.1** Draft Strategic Policy 9 'Developing a green infrastructure network' acknowledges the value of promoting a network of green space 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 broad green corridors can provide access from the heart of the urban area to the open rural environment, promote active travel as well as providing additional benefits.
- 7.2.2** Draft Strategic Policy 9 'Developing a green infrastructure network' outlines broad strategic gaps where the principle of maintaining the openness of land shall be maintained, and enhancement of the green infrastructure will be promoted. These areas are identified between the Grimsby/Cleethorpes urban area and the settlements of Humberston, New Waltham and Waltham and Holton le Clay to the south and Laceby, Healing and Bradley to the west.
- 7.2.3** 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. Within these corridors specific green wedges have been defined under a new policy, where the boundaries of the green wedges have been clearly defined. These represent the most critical areas of the green infrastructure corridors that warrant greater protection.
- 7.2.4** 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.

**7.2.5** 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.

**7.2.6** **The Policy has been revised to emphasise the development and enhancement of a network of green space, building on existing assets and enhancing the overall quality of the environment. The open gap between New Waltham and Holton Le Clay has also been added to the areas offered specific protection.**

## Draft Strategic Policy 9

### 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 and delivery of biodiversity net gain proposals. The broad areas defined as strategic green infrastructure corridors are favoured locations for delivery of off-site biodiversity net gain sites.

4. In pursuance of a principle of developing a green infrastructure network 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; control the nature and scale of urban and rural development; and seek to improve the quality of the green infrastructure. Specific emphasis 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 Holton-le-Clay;
  - G. New Waltham and Grimsby and Humberston; and,
  - H. Humberston and Cleethorpes.
5. These predominantly open areas of green space link with areas of formal and informal green space to form strategic green infrastructure corridors, the framework of which will be 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.

## Question 16

### Green infrastructure networks

Revisions to the green infrastructure policy are proposed to emphasise the development and enhancement of a network of green space, building on existing assets and enhancing the overall quality of the environment. The open gap between New Waltham and Holton Le Clay has also been added to the areas offered specific protection.

Do you have any comments?

Draft Strategic Policy 9 'Developing a green infrastructure network' relationship to:	Links to:
National Planning Policy Framework	Paragraph 174, Annex 2
Local Plan Strategic Objectives	SO2, SO5 and SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>Landscape Character Assessment (2015)</li> </ul>

Table 7.2 Policy relationships

## 7.3 Landscape

- 7.3.1** 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, built and historic environment, including landscapes and green infrastructure. This includes designated landscapes such as the Lincolnshire Wolds Area of Outstanding Natural Beauty but also the non-designated wider countryside.
- 7.3.2** A *North East Lincolnshire Landscape Character Assessment* (2015) 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*.
- 7.3.3** 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 (*Lincolnshire Wolds Management Plan 2018-2023*.) 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.
- 7.3.4** 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 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.

**7.3.5** 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.

**7.3.6** The Council has produced a local tree strategy which demonstrates the Council's commitment to caring for trees under its management and help respond to the challenges of climate change and the natural ecosystem. The existing tree canopy coverage within North East Lincolnshire is estimated at 10.5 per cent, which is well below the national average of 15.8 per cent. The strategy seeks to ensure:

- The tree canopy cover of the borough is increased towards reaching the national average.
- Trees are valued for the positive environmental, health and social benefits they bring.
- Trees are managed to increase safe useful life expectancy and to increase biodiversity

**7.3.7** 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.

**7.3.8** 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.

- 7.3.9** 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. The NPPF (para ) also sets out that; Planning policies and decisions should ensure that new streets are tree-lined, (unless, in specific cases, there are clear, justifiable and compelling reasons why this would be inappropriate) and that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards).
- 7.3.10** The Council will seek to protect existing 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.
- 7.3.11** 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 Draft Policy 2 'Green space and recreation'.
- 7.3.12** **A revision to the policy has been made to address the NPPF requirement for street trees to be provided within developments.**

## Draft Strategic Policy 10

### 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 existing trees and hedgerows and incorporate new street trees 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.

### Question 17

#### Landscape

Revisions to the landscape policy are proposed to address the requirement for street trees.

Do you have any comments?

Draft Strategic Policy 10 'Landscape' relationship to:	Link to:
National Planning Policy Framework	Paragraphs 174
Local Plan Strategic Objectives	SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• Landscape Character Assessment (2015)</li> </ul>

Draft Strategic Policy 10 'Landscape' relationship to:	Link to:
	<ul style="list-style-type: none"> <li>Lincolnshire Historic Landscape Characterisation Project (2011)</li> <li>North East Lincolnshire Tree Strategy (2023)</li> </ul>

Table 7.3 Policy relationships

## 7.4 Local green spaces

- 7.4.1** 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.
- 7.4.2** The Council has over time identified the main green space assets within the Borough through previous 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.
- 7.4.3** Natural England issued new greenspace standards in 2023 in a Green Infrastructure Framework. This sets out accessible greenspace standards and promotes fifteen guiding principles based upon, five benefits of green infrastructure, five descriptions of what good green infrastructure looks like, and five principles of how good green infrastructure could be delivered.
- 7.4.4** The NPPF also includes provision for formal designation of land as Local Green Space through the Local Plan (NPPF paras 101-103). This allows communities to identify and protect specific green areas of particular importance to them. The NPPF emphasises that designating land as Local Green Space should be consistent with local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.

- 7.4.5** Local Green Space designation should only be used where the green space is:
1. in reasonably close proximity to the community it serves;
  2. demonstrably special to the local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
  3. local in character and is not an extensive tract of land. (NPPF paragraph 102).
- 7.4.6** **The Council is keen to provide the opportunity for communities to identify land that specifically meets the criteria for Local Green Space Designation set out above.**

### Question 18

#### Local Green Space Designation

Are there any areas of local green space that are considered to be particularly special and warrant designation as a designated Local Green Space site? If so please identify the site(s) and provide a justification for your suggestion.

- 7.4.7** 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.
- 7.4.8** 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.
- 7.4.9** 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 Playing Pitch Strategy examined the distribution and quality, and usage of existing facilities and examines future requirements. This Strategy and its accompanying action plan will inform the future approach to playing pitch location and future management.

- 7.4.10** 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.
- 7.4.11** 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. **Natural England have introduced revised green infrastructure standards relating to the provision of Natural Green Space which are set out in the table below alongside current local standards.**
- 7.4.12** The Council is considering whether to adopt these standards as a future target.

Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
Natural green space	3ha/1,000 population (AGS) Access to green space:  EITHER a Doorstep OR Local Accessible Greenspace	<i>Green Space Strategy (2015)</i>	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  District park - within 1,000m	All development of 10 units of more

Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
	<ul style="list-style-type: none"> <li>• A doorstep greenspace of at least 0.5ha within 200 metres, or</li> <li>• A local natural greenspace of at least 2ha within 300 metres walk from home. AND</li> <li>• A medium sized neighbourhood natural greenspace (10ha) within 1km. AND, beyond 15 minutes' walk:</li> <li>• A medium/large wider neighbourhood natural greenspace (20ha) within 2km. and</li> <li>• And large district natural greenspace (100ha) within 5-km. and</li> </ul>			Major park - within 3,000m	

Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
	<ul style="list-style-type: none"> <li>A very large sub-regional greenspace within (500 ha) within 10 km</li> </ul>				
Children's play	0.8ha/1,000 population, of which 0.25ha should be designated equipped playing space (FIT, Fields in Trust)	<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> (2020)	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)

Open space type	National standard, or recognised established guidance	Local evidence	Current local standard (provision)	Current local standard (accessibility)	Contribution trigger
Woodland	Access to woodland: 1. 2ha within 500m 2. 20ha within 4km (Woodlands Trust)	N/A	No local standard has been set	No local standard has been set	No trigger identified

Table 7.4 Green space standards

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 (The Council strategy for sports pitch provision focuses on hub sites rather than individual pitch sites which are often difficult and costly to manage).	Natural green space, children's play, outdoor sports and allotments	On-site or off-site if meets accessibility standards

Table 7.5 Green space delivery

### Question 19

#### Local green spaces

Do you think the Council should adopt the revised Natural England standards for natural green space?

- 7.4.13** 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.
- 7.4.14** 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. Draft Policy 2 '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.
- 7.4.15** 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.
- 7.4.16** Draft Policy 2 '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.

## **Draft Policy 2**

### **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 (including sites designated as local green space), 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.

## Question 20

### Green space and recreation

No revisions to the green space and recreation policy are proposed, except to acknowledge local green space designations and publication of the new Natural England standards.

Do you have any comments?

Draft Policy 2 'Green space and recreation' relationship to:	Links to:
National Planning Policy Framework	Paragraph 92,93,98-103
Local Plan Strategic Objectives	SO2, SO5 and SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• Green Space Strategy (2016)</li> <li>• Playing Pitch Strategy (2020)</li> <li>• Allotment Strategy (2011)</li> </ul>

Table 7.6 Policy relationships

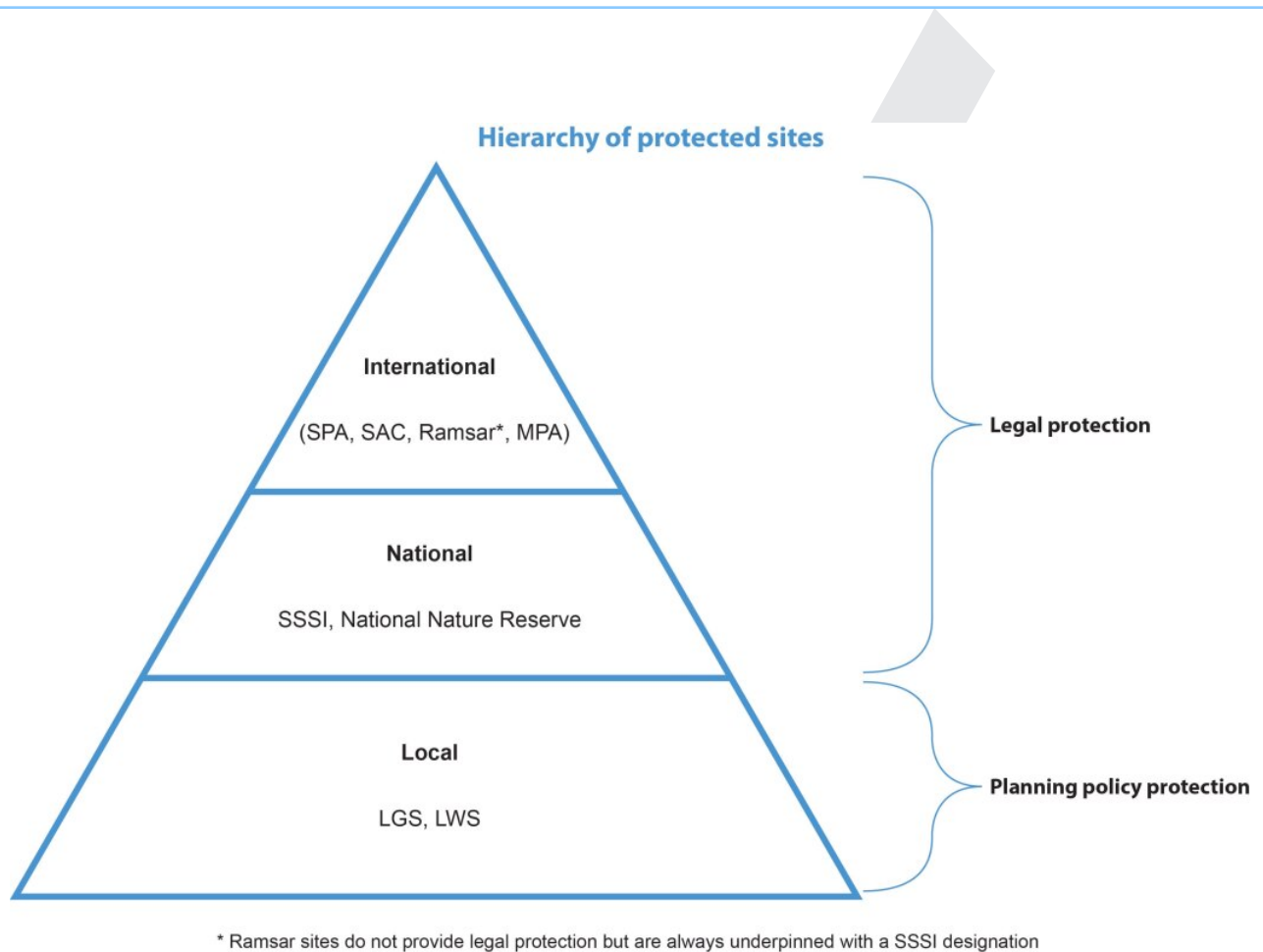
## 7.5 Protected habitats

**7.5.1** 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.

**7.5.2 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:

- 7.5.3** *"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".(Convention on Biological Diversity, United Nations (1992)).*
- 7.5.4** **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.
- 7.5.5** 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.
- 7.5.6** The NPPF (paragraph 180) 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.
- 7.5.7** North East Lincolnshire is a diverse area displaying a wide variety of natural habitats, landscape and geological/geomorphological interest. Figure 7.1 'Site hierarchy' provides an overview of the hierarchy of sites relevant to the Borough.
- 7.5.8** 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).

- 7.5.9** 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.
- 7.5.10** The Council undertakes a review of designated sites where circumstances have changed since original 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.
- 7.5.11** Draft Strategic Policy 11 '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.
- 7.5.12** 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.
- 7.5.13** 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.
- 7.5.14** 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.
- 7.5.15** **A revision to the policy has been proposed to recognise the drive to enhance biodiversity and geodiversity.**



**Figure 7.1 Site hierarchy**

## Draft Strategic Policy 11

### Biodiversity and Geodiversity

1. The Council will have regard to enhancing 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 Draft Strategic Policy 12 '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.

### Question 21

#### Protected habitats - biodiversity and geodiversity

A minor revision to the protected habitats policy is proposed to reflect enhancement of biodiversity.

Do you have any comments?

Draft Strategic Policy 11 'Biodiversity and Geodiversity' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 179-182
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 7.7 Policy relationships

## 7.6 Biodiversity net gain

- 7.6.1** National planning policy states that development should deliver a net gain in biodiversity. The Environment Act sets out a mandatory requirement for development to deliver at least a 10% biodiversity net gain and approval of a biodiversity net gain plan. The Act includes provision for secondary legislation to set a date for the requirement to come into force.
- 7.6.2** **A new policy is proposed to reflect this new requirement setting out the principles to guide how this will be delivered in the Borough.**
- 7.6.3** Biodiversity net gain means leaving the natural environment in a measurably better state than before, and is central to delivering nature's recovery and increasing stocks of natural capital. Net gain should deliver genuine additional improvements for biodiversity by creating or enhancing habitats in association with development. Such improvements should go beyond any required mitigation and/or compensation measures following the application of the mitigation hierarchy. As part of delivering net gains for nature, development proposals will be expected to protect, provide and extend green infrastructure in accordance with Question 16 'Green infrastructure networks'.
- 7.6.4** Biodiversity net gain can be achieved on-site, off-site or through a combination of on-site and off-site measures, or through the purchase of statutory biodiversity credits. Development proposals can, for example, provide a net gain in biodiversity on-site through the enhancement of the existing features of the site, the creation of additional habitats or the linking of existing habitats to reduce fragmentation in the local ecological network. The Council's preference is for biodiversity net gain to be delivered on, or adjacent to, the development site, in accordance with the mitigation hierarchy. Only in exceptional circumstances and in the interests of biodiversity, will biodiversity offsetting schemes be considered acceptable. An example of an off-site measure, if sufficient biodiversity net gain cannot be achieved within the development site, could be where there is opportunity to create, restore or enhance habitats off site that form part of the Nature Recovery Network and where this is considered the best outcome for biodiversity.
- 7.6.5** Net gains in biodiversity can be delivered by almost all development, by following the principles of the mitigation hierarchy and understanding the ecological constraints and opportunities from the early stages of design.
- 7.6.6** The Council will not tolerate the deliberate clearing of valuable habitats before the application process. If it is found that the habitat on site has been degraded since the 30th of January 2020 so that the habitat is lost prior to the baseline habitat survey, then the site will need to be reassessed using data (aerial imagery and other habitat data) held by the Council, from prior to the loss of the habitat.

**7.6.7** Biodiversity enhancements can include both the creation of new habitat as well as improving existing habitats and can include, but are not limited to:

- Bird and bat boxes/bricks integrated into the structure of existing and/or new buildings
- Wildlife friendly sustainable urban drainage (SuDs)
- Wildlife tunnels under paths and roads
- Wildlife friendly ponds
- Living roofs and walls
- Bug hotels
- Using native plants in landscaping
- Setting aside space within a development to create new habitat, such as woodland, wetland or wildflower meadows
- Improve and re-naturalise waterways

**7.6.8** The proposals for enhancement of biodiversity will depend on the nature and scale of the development, however, a development with limited or no impacts on biodiversity should still seek to demonstrate a net gain.

**7.6.9** A suitable biodiversity metric should be used to demonstrate that a 'measurable biodiversity net gain' has been achieved. The preferred metric for calculating biodiversity net losses and gains is the Natural England Biodiversity Metric, which supports and reinforces the application of the mitigation hierarchy. The metric calculates the change in biodiversity resulting from a project or development by subtracting the number of pre-intervention or 'baseline' biodiversity units (i.e. those originally existing on-site and off-site where applicable) from the number of post-intervention units (i.e. those projected to be provided after the development or change in land management). All applications should be supported by the submission of the full metric assessment.

**7.6.10** Local Ecological Network Biodiversity Opportunity and Green Infrastructure Mapping has been prepared for the Council by the Greater Lincolnshire Nature Partnership (GLNP). These maps identify the known existing areas of high biodiversity value and areas of local biodiversity priority where it is considered most important and feasible to target habitat creation, extension and restoration. To complement these maps, a set of principles has been agreed by the Greater Lincolnshire Biodiversity Net Gain Task Group. The Group consists of relevant officer representatives from each of the ten planning authorities, Environment Agency, Natural England, and both relevant Nature Partnerships of Greater Lincolnshire and the Humber. The agreed principles are set out below:

- **Overriding principle:** Biodiversity Net Gain required by developments within Greater Lincolnshire should be delivered within Greater Lincolnshire, and only

in exceptional circumstances should developers look to contribute to a national programme outside of Greater Lincolnshire.

- **Principle 1:** Apply the Mitigation Hierarchy and meet legal requirements
- **Principle 2:** Ensure unique and place-making biodiversity is not lost
- **Principle 3:** Make a measurable Net Gain contribution
- **Principle 4:** Achieve the best outcomes for biodiversity and secure a Biodiversity Net Gain legacy
- **Principle 5:** Be inclusive, equitable and transparent across Greater Lincolnshire, addressing the risks facing our area

**7.6.11** Development proposals should have regard to the above evidence and to the biodiversity opportunity area principles.

**7.6.12** Major and large scale development schemes should deliver wider environmental net gain wherever possible, reflecting the opportunities identified in the North East Lincolnshire Biodiversity Opportunity and GI Mapping, and Local Nature Recovery Strategy (or any subsequent replacements). Seeking to achieve wider environmental net gain should reduce pressure on, and achieve overall improvements in, natural capital and ecosystem services and the benefits that they deliver.

**7.6.13** The baseline data on habitats and species that underpin local biodiversity strategy, the local ecological network, biodiversity, and green infrastructure opportunities, will be kept up to date by the GLNP through the management of the Lincolnshire Environmental Record Centre.

### Draft Policy 3

#### Biodiversity net gain

1. Following application of the mitigation hierarchy, all development proposals should ensure opportunities are taken to retain, protect and enhance biodiversity and geodiversity features proportionate to their scale, through site layout, design of new buildings and proposals for existing buildings with consideration to the construction phase and ongoing site management.
2. Development proposals should create new habitats, and links between habitats, in line with North East Lincolnshire Biodiversity Opportunity and the biodiversity opportunity area principles, and the Local Nature Recovery Strategy (once completed), to maintain and enhance a network of wildlife sites and corridors, to minimise habitat fragmentation and provide opportunities for species to respond and adapt to climate change.
3. Proposals for major and large scale development should seek to deliver wider environmental net gains where feasible.

4. All qualifying development proposals must deliver at least a 10% measurable biodiversity net gain attributable to the development. The net gain for biodiversity should be calculated using Natural England's Biodiversity Metric.
5. Biodiversity net gain should be provided on-site wherever possible, where net gain cannot be achieved within the site boundary or where greater gains can be delivered off-site where the improvements can be demonstrated to be deliverable and are consistent with the Local Nature Recovery Strategy.
6. All development proposals must provide clear and robust evidence for biodiversity net gains and losses in the form of a biodiversity gain plan, which should be submitted with the planning application, setting out:
  - A. information about the steps to be taken to minimise the adverse effect of the development on the biodiversity of the onsite habitat and any other habitat;
  - B. the pre-development biodiversity value of the onsite habitat;
  - C. the post-development biodiversity value of the onsite habitat following implementation of the proposed ecological enhancements/interventions;
  - D. the ongoing management strategy for any proposals;
  - E. any registered off-site gain allocated to the development and the biodiversity value of that gain in relation to the development; and,
  - F. exceptionally any biodiversity credits purchased for the development through a recognised and deliverable offsetting scheme.
7. Demonstrating the value of the habitat (pre and post-development) with appropriate and robust evidence will be the responsibility of the applicant. Proposals which do not demonstrate that the post-development biodiversity value will exceed the pre-development value of the onsite habitat by a 10% net gain will be refused.
8. Ongoing management of any new or improved onsite and offsite habitats, together with monitoring and reporting, will need to be planned and funded for 30 years after completion of a development.

**Question 22****Biodiversity net gain**

Do you have any comments about the wording of the Biodiversity net gain policy?

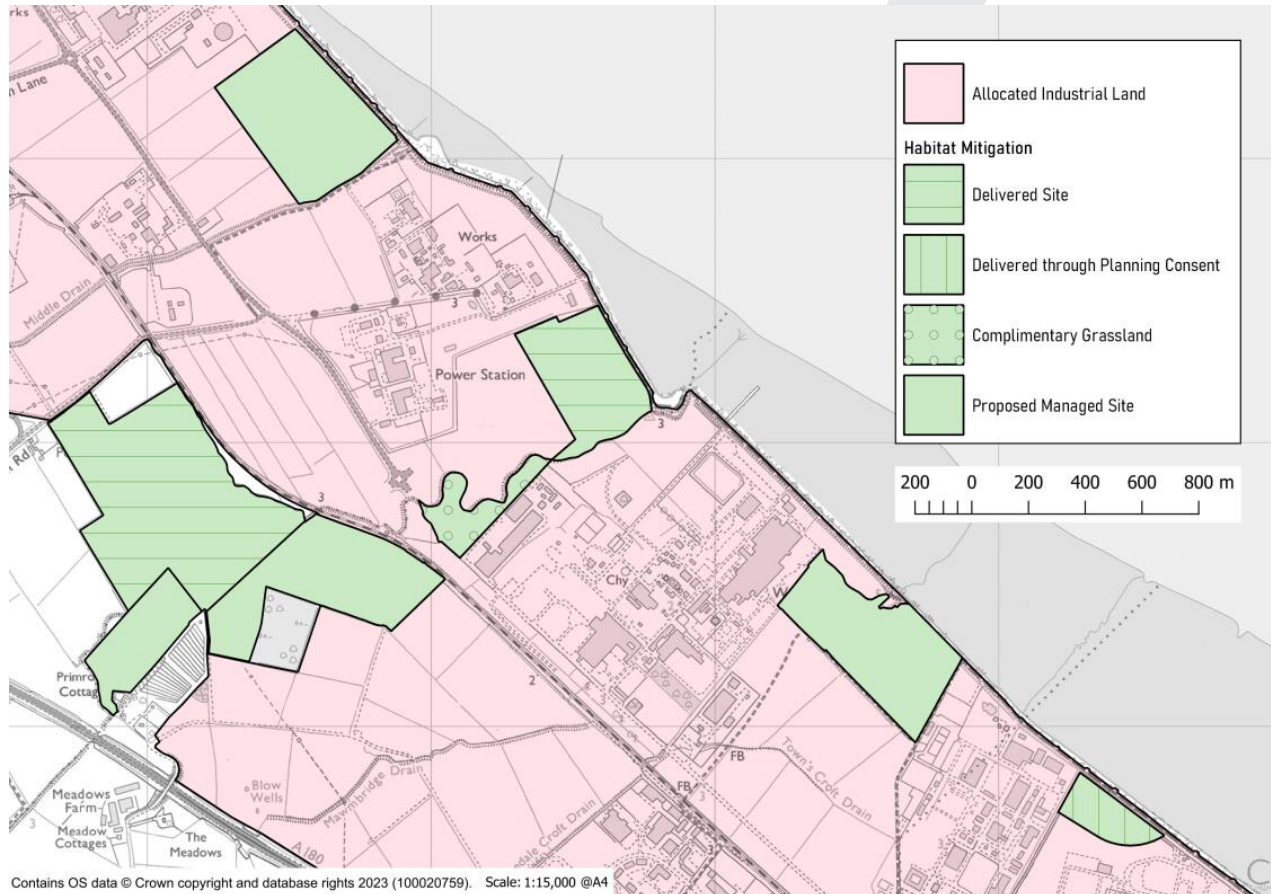
Draft Policy 3 'Biodiversity net gain' relationship to:	Links to:
National Planning Policy Framework	174, 179, 180
Local Plan Strategic Objectives	SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• North East Lincolnshire, Biodiversity Opportunity Mapping</li> <li>• GLNP Biodiversity Opportunity Area Principles</li> <li>• Natural England Biodiversity Metric 4.0</li> </ul>

Table 7.8 Policy relationships

## 7.7 Habitat mitigation

- 7.7.1** 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. This established the importance and function of the South Humber Bank to species such as Curlew, Golden Plover and Lapwing;
- 7.7.2** 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.

- 7.7.3** 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 has identified and safeguarded land to ensure that the integrity of the Humber Estuary Natura 2000 sites is maintained whilst ensuring that development is not delayed in its delivery. This award winning approach, (2020 winner of RTPI Excellence in Planning for the Natural Environment Award) which was embodied within the local plan and has been working well.
- 7.7.4** The approach has brought 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 sites 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 has been recognised as an exemplar approach to delivering mitigation on a strategic basis.
- 7.7.5** The current position March 2023, is that the Council has delivered two large mitigation sites, Cress Marsh 38.9ha and Novartis Ings 20.23ha. A further 4.51ha of mitigation land has been provided through a separate agreement. The provision of these sites has allowed for significant areas of land to be released for development and provides scope for additional land to come forward through the planning process.
- 7.7.6** The Council has, through delivery of the mitigation sites, ensured that sufficient mitigation land is always in place to support the development of employment sites. This approach ensures the balance of mitigation land to developed sites on the South Humber Bank always remains effectively 'in credit'.
- 7.7.7** The final total gross area safeguarded and delivered as mitigation equates to circa 120ha. Figure 7.2 'Habitat mitigation, South Humber Bank' identifies the mitigation land that has been identified. 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 7.2 Habitat mitigation, South Humber Bank**

- 7.7.8** 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'.
- 7.7.9** Draft Strategic Policy 12 '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.

- 7.7.10** An adjustment to the scale of the contribution is proposed as costs associated with the implementation, management and monitoring of the sites has proven to be significantly higher than was anticipated when the local plan policy was first implemented. Justification for the proposed increase in contributions is provided in *South Humber Gateway Mitigation Contribution Justification Statement (2023)*.
- 7.7.11** 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.

## Draft Strategic Policy 12

### 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>(2)</sup> within the Mitigation Zone will be required to make contributions towards the provision and management of the mitigation sites identified. 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:

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

***Contribution (£) = SA x (£MC/ha)***

(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 implementation works, associated fees and maintenance and monitoring costs), TL = Total area of the Land included in the Strategic Mitigation Scheme.).

The Mitigation Contribution (£MC/ha) will be **£20,660 / ha**. index linked (August 2023 baseline)

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

5. All other planning requirements 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.

**Question 23**

**Habitat Mitigation - South Humber Bank**

Revision to the habitat mitigation policy is proposed to increase the scale of the mitigation contribution to address the increased costs of delivery.

Do you have any comments?

Draft Strategic Policy 12 'Habitat Mitigation - South Humber Bank' relationship to:	Links to:
National Planning Policy Framework	Paragraph 180, 181
Local Plan Strategic Objectives	SO3, SO5 and SO6
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• South Humber Gateway Mitigation Delivery Plan (2018)</li> <li>• South Humber Industrial Investment Programme(2015)</li> <li>• South Humber Gateway Mitigation Contribution Justification Statement (2023)</li> </ul>

Table 7.9 Policy relationships

DRAFT

## Design and amenity

- 8.0.1** Well-designed places influence the quality of people's experience as they spend time in them and move around them. Good design is not simply a reflection of an individual building but relates to many elements. There is now a greater recognition that the quality of a place is not just one derived from the visual, but all senses. The quality of the space and the buildings within is a reflection of many elements including; the structures, the landscaping, the movement through the space, and the interaction of light.
- 8.0.2** The Government has produced a *National Design Guide* (2021)(<https://www.gov.uk/government/publications/national-design-guide>) setting out ten characteristics of good design and produced a separate *National Model Design Code* (2021). (<https://www.gov.uk/government/publications/national-model-design-code>). The Council is considering commissioning consultants to prepare a borough-wide design code to provide further clarity on the local design considerations.
- 8.0.3** Well designed spaces can lift our spirits, by making us feel at home, giving us a buzz of excitement or creating a sense of delight. They have been shown to influence our health and well-being, our feelings of safety, security, inclusion and belonging, and our sense of community cohesion.

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## 8.1 Design principles

- 8.1.1** 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.
- 8.1.2** The Council sets out here 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.
- 8.1.3** 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..."*

- 8.1.4** 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. Since the introduction of the Framework, the Council has commissioned masterplans for Grimsby and Cleethorpes and taken a lead delivering major regeneration projects embracing these principles, including major public realm and development projects in Grimsby town centre, and Cleethorpes.
- 8.1.5** These documents set the local context but must be considered alongside the guidance set out in the National design Guide. The National Design Guide addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities for well-designed places in the form of ten characteristics. The Council will expect developers to consider this guidance when designing their schemes.
- 8.1.6** 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.
- 8.1.7** Draft Strategic Policy 13 '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.
- 8.1.8** 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.
- 8.1.9** 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.

- 8.1.10** 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.
- 8.1.11** 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. Draft Strategic Policy 13 '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.
- 8.1.12** 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 simple, efficient, and effective in concept and operation. (NPPF paragraph 136). 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. Draft Strategic Policy 13 '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.

### **Draft Strategic Policy 13**

#### **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 2018-2023* (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.

## Question 24

### Design Quality

No change to the Design principles policy is proposed.

Do you have any comments?

Draft Strategic Policy 13 'Good design in new developments' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 126-136
Planning Practice Guidance,	Design: Process and Tools (2019)
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> <li>• <i>Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan 2018 -2023</i> (and subsequent updates)</li> <li>• <i>Landscape Character Assessment</i> (2015)</li> </ul>

Table 8.1 Policy relationships

## 8.2 Historic environment

- 8.2.1** 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 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.
- 8.2.2** 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 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.
- 8.2.3** The NPPF (paragraph 190), 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, the strategy should take into account:

- *"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".

**8.2.4** 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.

**8.2.5** Within North East Lincolnshire there are currently (April 2023):

1. 231 nationally listed buildings, (206 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; and,
  - 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.

**8.2.6** 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.
- 8.2.7** An up to date register of nationally protected heritage buildings and sites can be found on the National Heritage List for England website (<https://historicengland.org.uk>). As these records are subject to continuous review and change these assets will not be identified on the Policies Map.
- 8.2.8** On 17 January 2021 the Government announced additional law to protect historic assets.
- 8.2.9** The new legal protections mean that historic statues should be 'retained and explained' for future generations. Individuals who want to remove any historic statue, will require listed building consent or planning approval. This will protect all statues and monuments in the Borough.
- 8.2.10** If the Council intends to grant permission for the removal of a statue and Historic England objects, the Secretary of State will be notified so he can make the final decision about the application in question.
- 8.2.11** Historic England and the Secretary of State will apply a policy of 'retain and explain', meaning historic statues will only be removed in the most exceptional circumstances.
- 8.2.12** **A revision to the policy has therefore been proposed to address the new legal protections.**
- 8.2.13** Draft Strategic Policy 14 '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.
- 8.2.14** 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.

- 8.2.15** 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.
- 8.2.16** 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.
- 8.2.17** 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.
- 8.2.18** 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.
- 8.2.19** Draft Strategic Policy 14 '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.
- 8.2.20** 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.

## Draft Strategic Policy 14

### 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;
  - G. considers the use of Local Listed Building Consent Orders; and,
  - H. safeguards statues, plaques, memorials and monuments.
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;

- 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.

## Question 25

### Historic environment

Revisions to the historic environment policy are proposed to address legislative changes to protect historic statues, plaques, memorials and monuments.

Do you have any comments?

Draft Strategic Policy 14 'Conserving and enhancing the historic environment' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 189-208
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 8.2 Policy relationships

## 8.3 Sustainable transport

- 8.3.1** 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.

**8.3.2** The Council's approach as advocated in the current *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:

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.
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> <p>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.</p>

**Table 8.3 Transport challenges**

**8.3.3** The Council's approaches and actions set out to address these locally identified challenges.

**8.3.4** 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.

**8.3.5** Draft Strategic Policy 15 '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.

**8.3.6** Draft Strategic Policy 19 'Retail hierarchy', 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.

**8.3.7** Draft Strategic Policy 15 'Promoting sustainable transport' also seeks to prioritise pedestrian and cycle access, promoting active travel choices. 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. Draft Strategic Policy 9 '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) (2021-2031).

**8.3.8** Draft Strategic Policy 15 '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.

**8.3.9** 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.

- 8.3.10** 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.

### **Draft Strategic Policy 15**

#### **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 promoting active travel choices;
  - 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.

## Question 26

### Promoting sustainable transport

Minor revisions to the promoting sustainable transport policy are proposed, to refer to active travel choices.

Do you have any comments?

Draft Strategic Policy 15 'Promoting sustainable transport' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 104-109
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) (under review)</i></li> </ul>

Table 8.4 Policy relationships

## 8.4 Parking provision

- 8.4.1** 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.
- 8.4.2** 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.
- 8.4.3** 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.
- 8.4.4** 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.
- 8.4.5** Draft Policy 4 '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.
- 8.4.6** Draft Policy 4 '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. This is a slight increase from the 4% set out in the existing local plan policy.**
- 8.4.7** The provision of electric charging points is now a requirement of part S of Building regulations for new homes and existing homes undergoing large renovations (of 10 more or dwellings). The rules also state that non-residential buildings, including those undergoing major renovation, with more than 10 parking spaces must have a charge point and cable routes for one fifth of the total number of spaces.
- 8.4.8** **As the provision of charging points is now a mandatory requirement of building regulations, this element has now been removed from the policy.**

## Draft Policy 4

### 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. Streets should incorporate green infrastructure, including street trees to soften the impact of car parking, help improve air quality and contribute to biodiversity.
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 overall design and layout of the sites.

## Question 27

### Parking

Revisions to the parking policy are proposed, to remove reference to charging points as this is now a mandatory requirement, reflect the current requirement for parking for those with mobility impairments and address the requirement for street trees?

Do you have any comments?

Draft Policy 4 'Parking' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 107-113,
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> <li>• National Design Guide (2021)</li> </ul>

**Table 8.5 Policy relationships**

## Employment

- 9.0.1** The economy in North East Lincolnshire is going through a significant change as existing businesses focus on reducing their carbon footprint. This brings with it new challenges for existing businesses but also exciting opportunities.
- 9.0.2** The established renewable energy sector has grown as Grimsby has established itself as the base for operations and maintenance operations associated with the offshore wind farms which are expanding at an exceptional rate. New renewables manufacturing companies have established including MyEnergi Ltd and there are opportunities for further future investment linked to carbon capture and hydrogen generation projects.
- 9.0.3** There are also good prospects for growth aligned with traditional employment sectors. The designation of the Humber Freeport will see benefits across ports and logistics, food processing, chemicals and process industries. The injection of Levelling Up funding aligned to the Cleethorpes Masterplan will also support the visitor economy to prosper and grow.
- 

## 9.1 Allocations

- 9.1.1** The nature of many of the operations in North East Lincolnshire and the resulting business formation means that the land take is not well aligned to traditional standard floorspace to job density calculations. This has been particularly evidence with regard to energy and logistics operations. The nature of these developments also mean it is hard to predict future delivery patterns.
- 9.1.2** The ultimate judgement of the land take is not a simple consideration of the quantitative analysis. A range of qualitative factors should also be considered that would typically consider the quality and demand for existing premises, the spatial distribution of supply and demand for premises, including insights from commercial property agents and local businesses.
- 9.1.3** An assessment of future employment land needs was undertaken by consultants (Lichfields) as part of the HEDNA. This qualitative analysis was supplemented by a quantitative Economic Development Needs Assessment exercise.
- 9.1.4** In line with the requirements of the Planning Practice Guidance, Lichfields modelled a range of scenarios including:
- projections of demand-led employment growth using Experian's Local Market Quarterly Forecasts for December 2022.
  - an 'economic growth' projection based on accelerating growth in key growth sectors at a rate over and above the Experian baseline.

- estimated growth in the local labour supply and the jobs and employment space that this could be expected to support. This is based on the PopGroup demographic analysis.
- consideration of past trends in completions of employment space based on monitoring data collected by the Council, and how these trends might change in the future.

**9.1.5** Making an allowance for losses in the order of around 2.34 ha per annum to translate net projections to gross requirements, as well as making a suitable adjustment for a margin of choice equal to five-years' worth of take up (13.13 ha in total), the demand-led range of total gross land requirements to 2042 results in the following demand projections for the Borough:

1. Econometric demand-led projections: 61.78 ha – 68.81 ha;
2. Labour Supply projections: 53.95 ha – 55.06 ha; and,
3. Past Development Trends: 112.41 ha.

**9.1.6** The existing supply set out in the Local Plan would, therefore theoretically be more than sufficient to meet the upper end of the identified need. The existing Local Plan identified c335ha of land for general development (although not all was expected to be delivered in the plan period), with additional land reserved for long term business expansion. Since the Local Plan was adopted in 2018, 49.81ha of land has been developed and a further 62.27ha of land is considered to be "in train" with consented development with committed end users in place. A further 139.05ha is held by two companies for long term business expansion.

**9.1.7** It should however, be noted that the forecasting approach in the HEDNA focuses on indigenous employment land needs. As evident from the review of key economic sectors and occupiers, the Borough is proving increasingly attractive to inward investors in sectors with significant geographical reach. In addition the HEDNA highlights the potential for port related growth is substantial. Associated British Ports (ABP) are progressing a Nationally Significant Infrastructure Project (NSIP) application for a new roll on /roll off terminal at Immingham. Grimsby and Immingham are also significant ports related to the import/export of vehicles which has the potential for significant land take.

**9.1.8** It is considered important particularly in the light of the potential additional jobs delivery from the identified future projects and investment that there is sufficient flexibility in the sites made available for development particularly as these projects are within the energy sector. It is also important to recognise the clustering benefits and operational requirements of particular business sectors. For example, it would be impractical for a food processing operation to locate on the same site or in close proximity to a chemical plant.

- 9.1.9** In addition to the locational and sector considerations the HEDNA highlighted it is also appropriate to consider the needs of different scales of developments from the small local business to a large scale development by a global business. A portfolio of sites will therefore need to be identified. This includes sites well suited to the expansion of the ports and logistics and are included within the freeport zone; sites suitable for large scale energy related development; sites for smaller scale manufacturing and general businesses and sites reserved for long term expansion. These sites are held by existing companies for their long term development and are not available for general development.
- 9.1.10** The Council has outlined three options for considering the land to be set out for employment development, these are set out below:

#### **Option 11**

##### **Land requirement**

Maintaining the existing land requirement (carrying forward sites from the existing Local Plan).

#### **Option 12**

##### **Land requirement**

Reduce the land requirement (reduce the number of allocated sites)

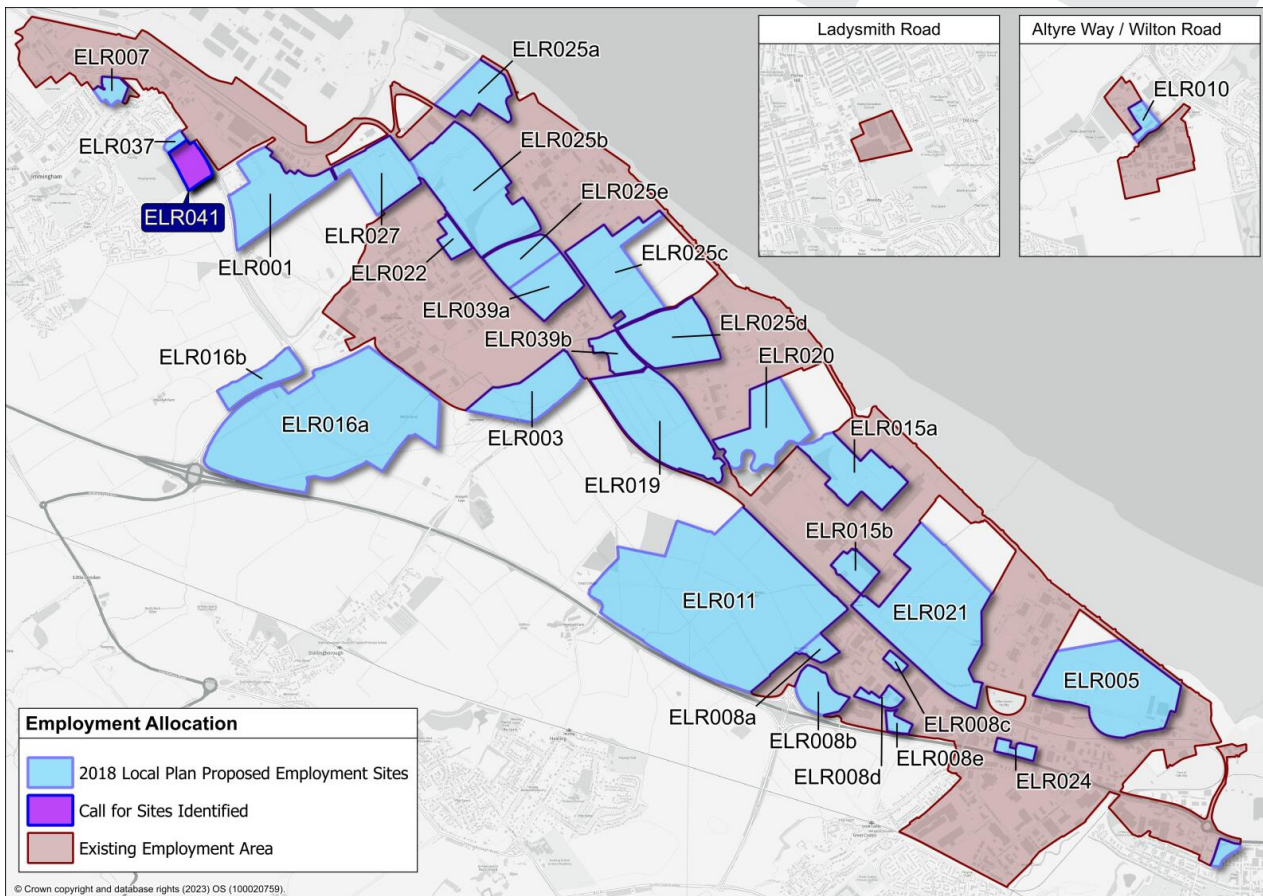
#### **Option 13**

##### **Land requirement**

Increase the land requirement (increase the number of allocated sites)

- 9.1.11** Taking these factors into account the local plan makes provision of sites to support the Policy-On projection of 4,560 jobs.

**9.1.12** Figure 9.1 'Employment sites' below identifies the sites that have previously been allocated for employment development, together with a site promoted through the call for sites, each has been given a separate reference number and colour coded to reflect their current status. The Council will be looking to allocate sufficient sites to meet the future employment requirement.



**Figure 9.1 Employment sites**

## Question 28

### Employment allocations

Which of the land requirement options do you consider appropriate to be taken forward?

### Question 29

#### Employment allocations

Are there any sites which you consider should definitely be identified for employment development? If yes, please explain why.

### Question 30

#### Employment allocations

Are there any sites which you consider should definitely NOT be identified for employment development? If yes, please explain why.

## 9.2 Existing sites

- 9.2.1** In addition to undeveloped sites allocated for employment uses, there are other existing employment areas. These are home to many successful businesses that contribute to the local economy. There will inevitably be a degree of change over the plan period as businesses form, expand or contract and close. This is a normal process which the Local Plan needs to accommodate.
- 9.2.2** There is no justification for safeguarding sites in the long-term where there is no prospect of future employment use. Such an approach would be considered unsustainable. To ensure land is used efficiently the policy allows for the redevelopment of a site or building subject to specific criteria. these relate to evidence confirming there is no reasonable prospect of re-establishing employment use ; and checks to ensure the new use is acceptable and will not compromise the existing employment uses in the area
- 9.2.3** The existing employment areas are set out in Table 9.1 'Existing employment areas' below. **A revision has been made to include the addition of the Laceby Business Park.** These sites vary in their characteristics and uses, some include industrial operations, and warehousing whilst others are characterised by more business/office type activities.

Settlement	Site Location Description
Immingham	Manby Road Industrial Estate
Stallingborough	Kiln Lane Industrial Estate
Grimsby	Europarc Europa Park Great Grimsby Business Park Acorn Business Park South Humberside Industrial Estate Birchin Way Industrial Estate Ladysmith Road
Humberston	Wilton Road industrial Estate Hewitts Circus Business Park
Laceby	Laceby Business Park

Table 9.1 Existing employment areas

## Draft Policy 5

### Existing employment areas

1. The existing employment areas, identified in Table 9.1 'Existing employment areas' will be safeguarded for employment and business 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 Local 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 economic life by:
    - i. demonstrating that there is no demand for the reuse of the building/site, following a minimum period of at least 6 months marketing for the existing

- use with a recognised commercial agent at a reasonable price reflecting typical local land/property values; or

ii. demonstrating that the physical adaptation 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.

Question 31

Existing employment areas

Revision to the existing employment areas policy are proposed to include the addition of Laceby Business Park.

Do you have any comments?

Draft Policy 5 'Existing employment areas' relationship to:	Links to:
National Planning Policy Framework	Paragraph 82-85
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<div><div></div><div>Housing and Economic Development Needs Assessment (2023)</div><div></div><div>Strategic Housing and Economic land Availability Assessment (2023) (in preparation)</div></div>

Table 9.2 Policy relationships

## 9.3 Skills

- 9.3.1** 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* (2021).
- 9.3.2** Whilst academic institutions are yielding improving results, at a general level, the low level of skills within the general workforce is identified as a key issue. Employment sectors have highlighted a lack of skills within the workforce as a key barrier to future growth, This relates to both trade skills and higher levels of senior/professional skills. It is important therefore that the approach to skills takes an "all ages approach".
- 9.3.3** Whilst it is not for the Local 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 development of the HETA (Humberside Engineering Training Association) training facility at Stallingborough.
- 9.3.4** The Local 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.
- 9.3.5** 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.
- 9.3.6** A *North East Lincolnshire Skills Action Plan* has been developed in collaboration with local education, skills and training providers. The approach set out in Draft Policy 6 'Skills and training' is intended to support the priorities set out in this action plan 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, encouraging businesses to adopt local labour agreements and develop and implement a business orientated 'employment and skills plan' to develop skills.

**9.3.7 The policy has been strengthened to include support for local supply chains and seek local labour agreements as part of larger developments.**

### Draft Policy 6

#### Skills and training

1. The Council will support development proposals that relate directly to the development of local skills, and training opportunities, focussing on existing facilities and town centre locations.
2. Encouragement and support will be given to measures supporting in work training, development of adult skills as well as training for young people to secure employment.
3. Encouraging businesses to support local supply chains, and seek local labour agreements on all developments of 100m<sup>2</sup> or more, to secure local employment and training measures as part of the development.

### Question 32

#### Skills and training

Revisions to the skills and training policy are proposed to support local supply chains and seek local labour agreements as part of larger developments.

Do you have any comments?

Draft Policy 6 'Skills and training' relationship to:	Links to:
National Planning Policy Framework	Paragraph 81
Local Plan Strategic Objectives	SO3 and SO5
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Skills Action Plan (2022)</i></li> <li>• <i>North East Lincolnshire Economic Strategy(2021)</i></li> </ul>

**Table 9.3 Policy relationships**

## 9.4 Visitor economy

**9.4.1** 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.

**9.4.2** 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.

**9.4.3** 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.

**9.4.4** 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.

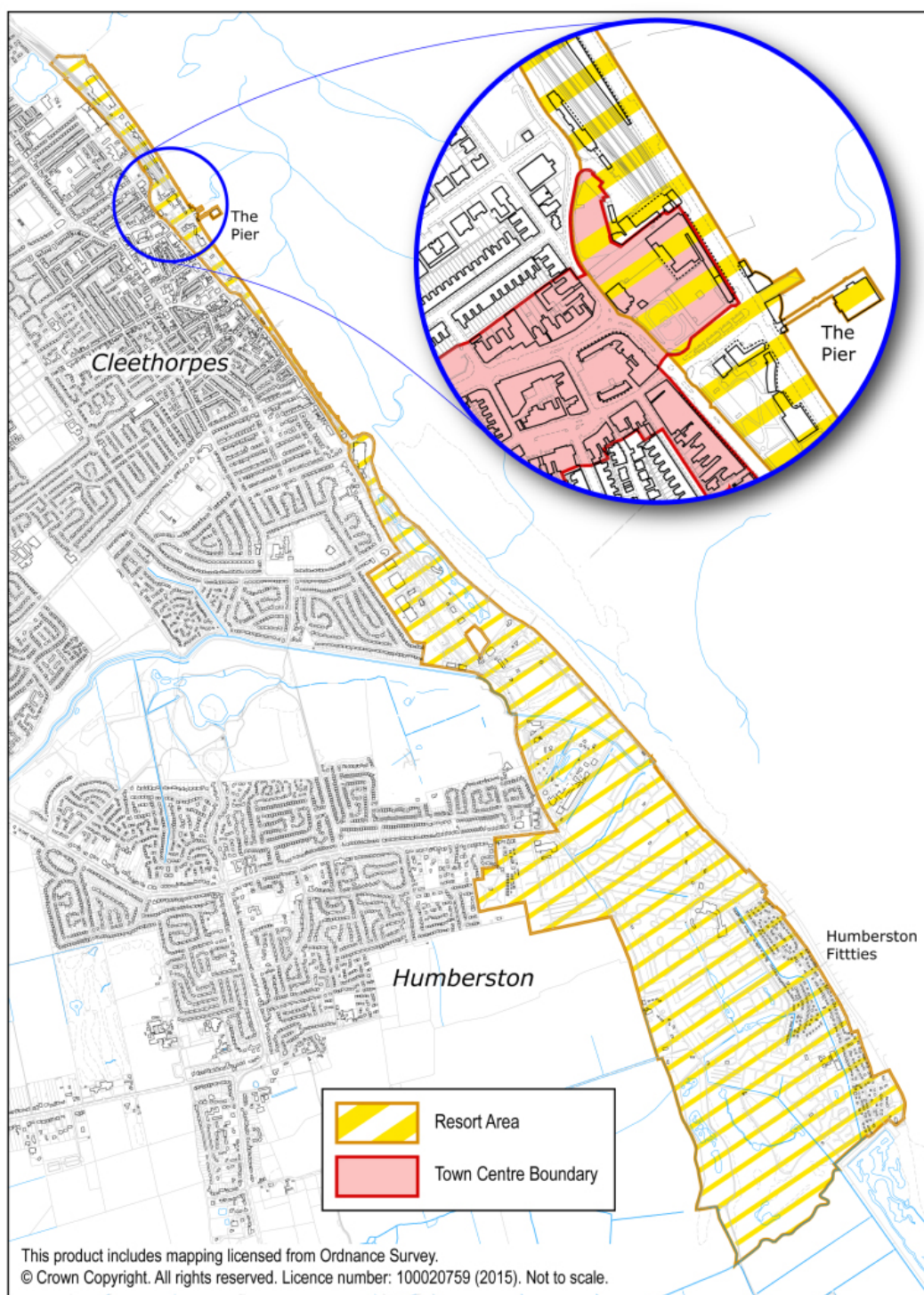
**9.4.5** The STEAM Report 2011-2022 showed that in 2022 there were in excess of 8.5million visitor trips of all types within North East Lincolnshire, which boosted the local economy by c£636m overall. The sector supported the employment of 6,176 people, making it the largest employer of all the key sectors. Overall visitor numbers and income generated have been on a steep upward trend since the

impact of the covid pandemic, when restrictions were in place; but are yet to achieve the pre pandemic levels. The competitive nature of the sector is such that continued investment is required in order that market share is maintained and enhanced.

- 9.4.6** The Local 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.
- 9.4.7** 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.
- 9.4.8** Cleethorpes has a distinct and individual character that it is important to maintain and promote. Sea View Street offers an attractive area of activity, attractive to visitors and residents. 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 Pier together with other facilities offers a range of eating and drinking outlets together with, all weather, visitor attraction. The proximity of many attractions to the town centre will enable opportunities for linked trips. 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.
- 9.4.9** A Cleethorpes Masterplan focusing on the seafront and town centre was prepared in early 2022. This sets out a clear vision for the future development and regeneration of the resort and main town centre area over the short, medium and long term. The Masterplan is set within the context of Cleethorpes' ambition to

develop and grow the tourism offer including increasing footfall, creating sustainable jobs, encouraging more overnight stays, and extending the traditional tourism season.

- 9.4.10** More than £18.4million Levelling Up funds was awarded to Cleethorpes for key town centre projects in 2023. The area of focus for the funding bid was Market Place, Sea Road and Pier Gardens, which were three initial projects identified in the Masterplan.
- 9.4.11** 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). The 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.
- 9.4.12** 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 is working with Natural England developing a mitigation approach 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.



**Figure 9.2 Cleethorpes resort area**

- 9.4.13** The Council will incorporate this mitigation approach within the review of the *Cleethorpes Habitat Management Plan as committed to in the existing Local Plan*. This has included examining the specific recreational and disturbance pressures and reviewing appropriate mitigation responses which will be delivered in advance of impacts and as part of an ongoing mitigation approach in discussion with Natural England and RSPB, and final agreement with Natural England.
- 9.4.14** The Council's *Economic Strategy* which will contribute to, and lead 'place marketing' through its 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.
- 9.4.15** 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 and accommodation in other appropriate locations.
- 9.4.16** 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.
- 9.4.17** 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.
- 9.4.18** The Council will actively support tourism and cultural development proposals, granting approval to developments which accord with Draft Strategic Policy 16 'Tourism and visitor economy', pursuing heritage grant funding and other appropriate funding bids when available.

## Draft Strategic Policy 16

### 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, leisure attractions including visitor accommodation 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 including ev 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*.

**Question 33****Tourism and visitor economy**

A minor revision to the tourism and visitor economy policy is proposed to clarify support for further visitor accommodation.

Do you have any comments?

Draft Strategic Policy 16 'Tourism and visitor economy'r economy relationship to:	Links to:
National Planning Policy Framework	Paragraphs 81, 82, 83, 84, and 97
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 (2011-2022)</i></li> <li>• <i>Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan(2018-2023)</i></li> <li>• Cleethorpes Habitat Management Plan (2023) Draft</li> <li>• Cleethorpes Masterplan (2022)</li> </ul>

**Table 9.4 Policy relationships**

DRAFT

## Housing

- 10.0.1** 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.
- 10.0.2** This section of the Plan identifies site options from which the Council will need to allocate sites to accommodate the new homes needed in the Borough. When commenting on the site options you are encouraged to consider how land can be used efficiently by utilising previously developed land, how development would meet the needs and aspirations of all communities and how the infrastructure, employment and service needs of those communities would be met.
- 

## 10.1 Housing allocations

- 10.1.1** This section looks at how the level of new housing required (to be set out in 5.2 'Growth and distribution') will be met in North East Lincolnshire over the plan period and beyond. The Council is minded to support setting the requirement at 415 dwellings per annum, as defined by the Experian baseline December 2022 economic scenario. This supports a very modest level of job growth of 130 jobs per annum.
- 10.1.2** The Council is however, pursuing a strategy based on supporting and enabling economic growth backed by the council's economic strategy (2021), the South Humber Industrial Investment Programme (SHIIP) and further Investment and regeneration programmes linked to the designation of the Freeport and the Grimsby Town Deal.
- 10.1.3** The Council has stated it is minded to support the allocation of sufficient land for employment uses to facilitate delivery of a higher level of jobs growth as set out in the Experian Policy On Scenario. It is therefore considered appropriate to make provision for housing to allow flexibility to match the projections of higher jobs growth if this materialises to ensure that this does not act as a constraint on future growth.
- 10.1.4** The NPPF sets out at paragraph 68

"Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:

a) specific, deliverable sites for years one to five of the plan period (With an appropriate buffer, as set out in paragraph 74); and

b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan."

- 10.1.5** 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 10.1 'Sites under construction'). these sites in total will provide 3,406 future homes

Site reference	Settlement	Site location	Estimated units remaining (1 April 2023)
HOU018	Grimsby	Macauley Lane	99
HOU044	Grimsby	Former Bird's Eye, Ladysmith Road	206
HOU076	Grimsby	Scartho Top	840
HOU128	Grimsby	Former Western School	400
HOU144	Grimsby	College Street	14
HOU150	Grimsby	Land south Diane Princess of Wales Hospital	169
HOU296	Grimsby	Shaw Drive/Glebe Road	113
HOU316	Grimsby	Former Leaking Boot PH	9
HOU056B	Cleethorpes	Former Thrunscoe Centre	20
HOU002	Immingham	Land west Pilgrims Way	111
HOU301	Immingham	Trenchard Close	18

Site reference	Settlement	Site location	Estimated units remaining (1 April 2023)
HOU382	Immingham	Former Resource Centre, Margaret Street	1
HOU111	Waltham	Land r/o Sandon House	199
HOU112	Waltham	Land NW of Golf Course lane	62
HOU288	Waltham	Land east of Grimsby Road	45
HOU292	Waltham (Barnoldby le Beck)	Land west of Bradley Road	49
HOU356	Waltham	Land south of Ings Lane	2
HOU095A	New Waltham	Land west of Greenlands	33
HOU095B	New Waltham	Land adjacent to 401 Louth Road	7
HOU105	New Waltham	Land west of Louth Road	366
HOU146	New Waltham	Land south of 32-66 Humberston Avenue	64
HOU289	New Waltham	25 Enfield Avenue	12
HOU092	Humberston	Land rear of 184 Humberston Avenue	157
HOU101B	Humberston	Humberston park Golf Club	22
HOU147	Humberston	Land at 184 Humberston Avenue	30
HOU295	Humberston	Land at Forest Way	6
HOU010B	Healing	Land north of Grampian Avenue and west of Larkspur Avenue	133
HOU068A	Laceby	Land at Blyth Way	51
HOU075A	Laceby	Fieldhead Road	152

Site reference	Settlement	Site location	Estimated units remaining (1 April 2023)
			<b>3,390</b>

**Table 10.1 Sites under construction**

- 10.1.6** Further supply will be provided from small 'windfall' sites over the plan period. (Sites of less than ten dwellings which were not expected to come forward). These sites have historically made a significant contribution to the overall supply supplemented by the occasional large site windfall.
- 10.1.7** The NPPF acknowledges that small and medium sized sites can make an important contribution to meeting the housing requirement of an area (paragraph 69). The NPPF specifically states that councils should seek to accommodate at least 10% of their housing requirement on sites no larger than one hectare. Based on the annual requirement of 415 dwellings per annum, this would equate to a small sites annual target of 42.
- 10.1.8** The Council has assessed historic windfall trends (Windfall Allowance Technical Paper 2023) and found that there is a consistent source of small site windfall completions. This conservative based assessment verifies that an assumption of 65 dwellings per annum will continue to be delivered from small site windfalls. Further supply from this source could be expected to be achieved over the plan period, the Urban Area and Western and Southern Arc in particular 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.
- 10.1.9** There is also the potential for some major windfall sites 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 particular. This includes Council sites brought forward through further property and land rationalisation; potential residential development included as part of town centre mixed use development, and sites identified as town centre opportunity sites.
- 10.1.10** The Council must also factor in likely demolitions which would result in a reduction in the stock of homes and which must therefore be addressed. Lincolnshire Housing Partnership have recently completed their process of property rationalisation,

including significant demolitions. These demolitions have been accounted for in the assessment of future needs. The Council has looked back at historic trends, (omitted the years when Lincolnshire Housing Partnership undertook their major property rationalisation programme); to determine what would be an appropriate assumption of future losses. This has confirmed an assumption of 45 losses per year is an appropriate figure to be taken forward.

- 10.1.11** Taking these factors into account this identifies that sites capable of delivering at least 6,350 homes would need to be identified if the full requirement was to be met over the full plan period. As some sites may be delayed in their implementation or hit problems in their progress it is appropriate to provide a buffer. (The NPPF requires a buffer of between 5% and 20% to be applied to the five year housing land supply assessment based on a set range of circumstances). Applying a buffer of 10% would raise the figure to 6,985.

Baseline requirement 2023-2042	10,140
minus windfall contribution	-1,300
minus sites under construction	-3,390
plus demolitions and losses	900
Requirement to be found	at least 6,350
Requirement applying 10% buffer	at least 6,985

**Table 10.2 Overall Requirement Based on Meeting Higher Jobs Growth**

- 10.1.12** Set out below are a series of plans that identify possible future housing sites, these are individually referenced together with an indication of their potential capacity and coloured to indicate their status. Red sites are those under construction (identified to provide context only). Amber indicates those sites with planning permission but which are yet to commence development on site. Many of these sites are however, currently progressing. The green sites, include sites previously allocated but yet to secure planning consent, together with new sites promoted through the 'call for sites', these are sites promoted by landowners and developers and sites previously identified as deliverable.
- 10.1.13** You are asked to review the sites and comment on the sites presented (quoting their individual reference number) responding to the questions set out below.

North East Lincolnshire Draft Local Plan Housing Site Status (West)

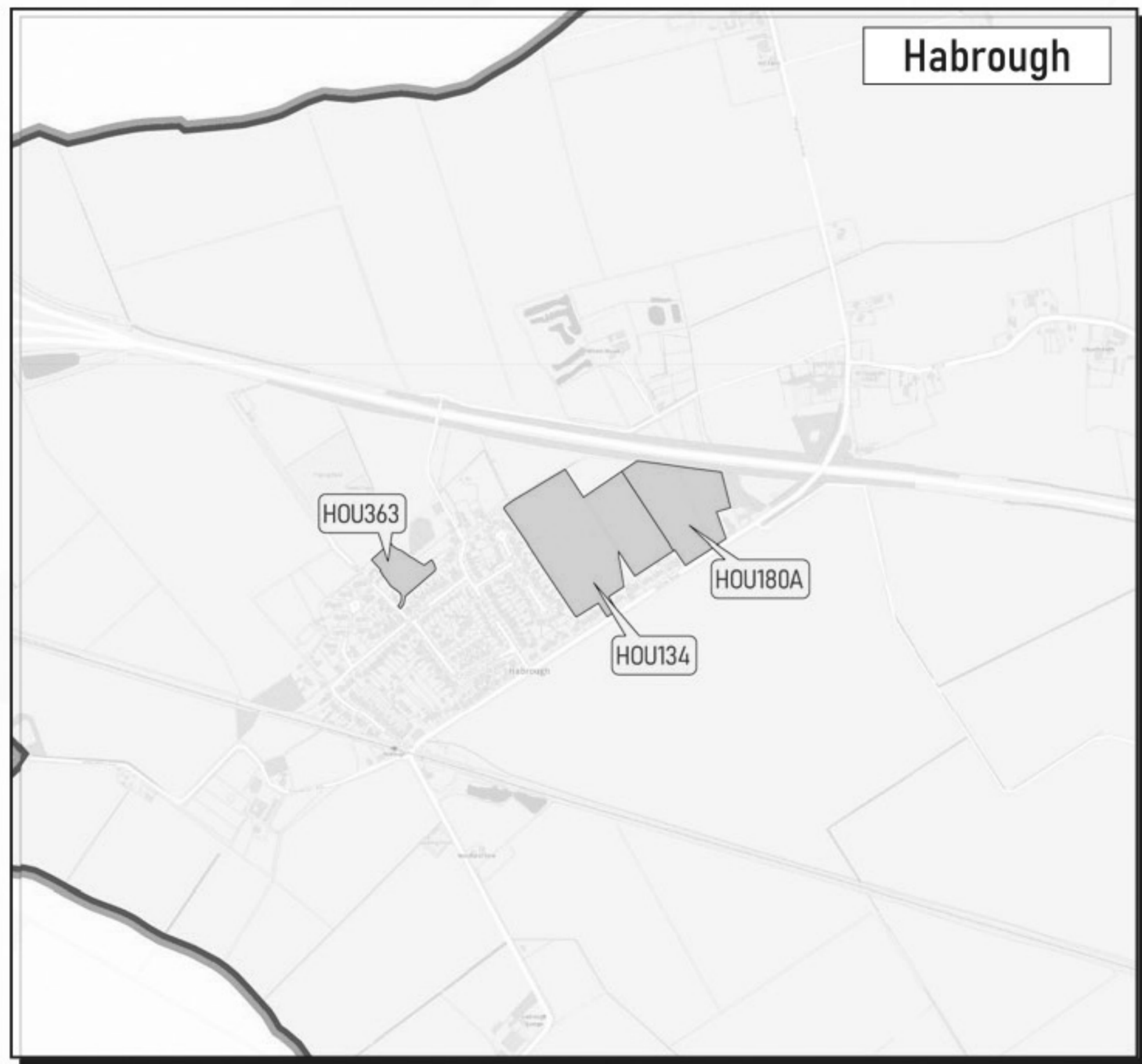
HOUSING - Status [131]

Under construction [39]

Consented [3]

Other [89]

NEL Boundary





### Question 34

#### Housing allocations

Are there any site(s) which you consider should definitely be identified for future housing, or other broad areas that should be considered for future growth?

If yes, please identify the site(s)/broad areas, and explain why.

### Question 35

#### Housing allocations

Are there any site(s) which you consider should definitely NOT be identified for future housing?

If yes, please identify the site(s) and explain why.

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## 10.2 Strategic sites

- 10.2.1** The Local Plan has previously identified large housing sites for housing development, because of their scale these sites are defined as 'strategic housing sites. It is recognised that planning and development of these sites is complex, often contentious and can take a long time to progress. The NPPF recognises that; "planning for a large number of new homes can often be best achieved through planning for large scale development ... provided they are well located and designed , and supported by the necessary infrastructure and facilities." (NPPF paragraph 73).
- 10.2.2** The NPPF recognises that delivery of large scale developments may need to extend beyond an individual plan period, specifically set within a vision that looks ahead at least 30 years. The Council recognises that development of the Borough will continue in the future, beyond the current Local Plan, and considers that development of strategic sites has a key part to play if the independence of settlements is to be maintained and the systematic erosion of the green space between settlements is to be addressed.

- 10.2.3** Strategic sites when carefully planned can deliver the homes to meet the needs of different community groups together with the open space, recreational facilities, schools and supporting facilities as part of a sustainable community. This is in contrast to a patchwork of small housing sites, where provision often relies on existing infrastructure to expand to meet new demands.
- 10.2.4** There are two strategic sites which are identified in the housing allocation options. The Council has identified that it is minded to support progress of these strategic sites to meet future housing requirements in a sustainable way.
- 10.2.5** **Only if these site options are progressed the following policy would set the framework for development of these sites, but may need to be expanded to include specific provision of infrastructure linked to the site(s) which are progressed.**

## Draft Strategic Policy 17

### 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 and safeguarding important views and connections, and important ecological sites;
  - 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, enhances the ecological value of the site through the implementation of measures to secure at least 10% biodiversity net gain, 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 strategic sites; and delivery will be secured through planning conditions and appropriate contributions:
- A. prepare a masterplan for the whole site which will provide the framework for future 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;
  - B. phased development in accordance with a phasing and implementation plan included in the Masterplan, including details to secure, and phasing of delivery of:
    - i. education facilities,
    - ii. open space, play and recreation provision, specifically the provision of equipped play; areas, allotments, provision and sports fields including changing and parking facilities;
    - iii. green infrastructure, including delivery of biodiversity net gain;
    - iv. social infrastructure;

- v. affordable housing;
  - vi. self build/custom build homes;
  - vii. extra care and retirement homes;
  - viii. drainage and surface water infrastructure;
  - ix. legible and permeable, public transport, cycle and pedestrian connections throughout the development; and,
  - x. renewable energy and digital infrastructure.
- C. develop a design guide, and deliver high quality design in accordance with the approved guide;
- D. undertake a heritage impact assessment to inform the Masterplan. The heritage impact assessment will identify heritage assets including, 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; and,
- E. 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.

### Question 36

#### Strategic sites

Do you have any comments about the wording of the strategic sites policy?

Draft Strategic Policy 17 'Development of strategic housing sites' relationship to:	Links to:
National Planning Policy Framework	Paragraph 68-73
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 and Economic Land Availability Assessment (2023) (in preparation)</i></li> </ul>

Table 10.3 Policy relationships

## 10.3 Affordable housing

- 10.3.1** Affordable housing is provided for people whose needs are not met by the market housing.
- 10.3.2** National Planning Policy lists the definitions which define affordable housing, this includes affordable housing for rent, starter homes, discounted market sales housing and other affordable routes to home ownership provided to those who could not achieve home ownership through the market (NPPF Annex 2).
- 10.3.3** 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.
- 10.3.4** The provision of affordable housing helps to ensure that there is an adequate supply of good quality housing for households who cannot access the 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.
- 10.3.5** The *Housing and Economic Development Needs Assessment (HEDNA) (2023)* identifies the level of affordable housing need, assessing the level of current need and estimating the level of future need. The assessment estimates the net level of current housing need at 560 households and the estimate of future housing need at between 620 and 744 based on 25% and 31% income assumptions. When current supply is taken into account based on committed known supply and

assumed future supply based on 5 year average delivery from 2016/17 to 2020/21 this generates a level of net annual affordable housing need of between 177 and 302.

- 10.3.6** When this is considered across each of the spatial zones, 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.
- 10.3.7** The analysis in the HEDNA has shown that affordable rents are more affordable than intermediate homes in North East Lincolnshire and there is a significantly greater need for social/affordable rented properties than shared ownership. The future provision is however, heavily influenced by the Government's policy parameters and guidelines that seek to promote delivery of affordable home ownership.
- 10.3.8** First Homes remains the Government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations. If this is taken as a given and in effect ring-fenced from the rest of the requirements, then the remaining 75% of affordable housing requirements needs to be re-distributed between affordable rent and intermediate housing. If the residual is split 80:20 (affordable rent : intermediate), then this would broadly equate to an overall split of affordable housing need as c.60% social/affordable rent; 25% First Homes; and the remaining 15% intermediate housing. This results in the indicative policy split set out in the table below (Based on the proportion of household income spent on rent at 25% and 31%).

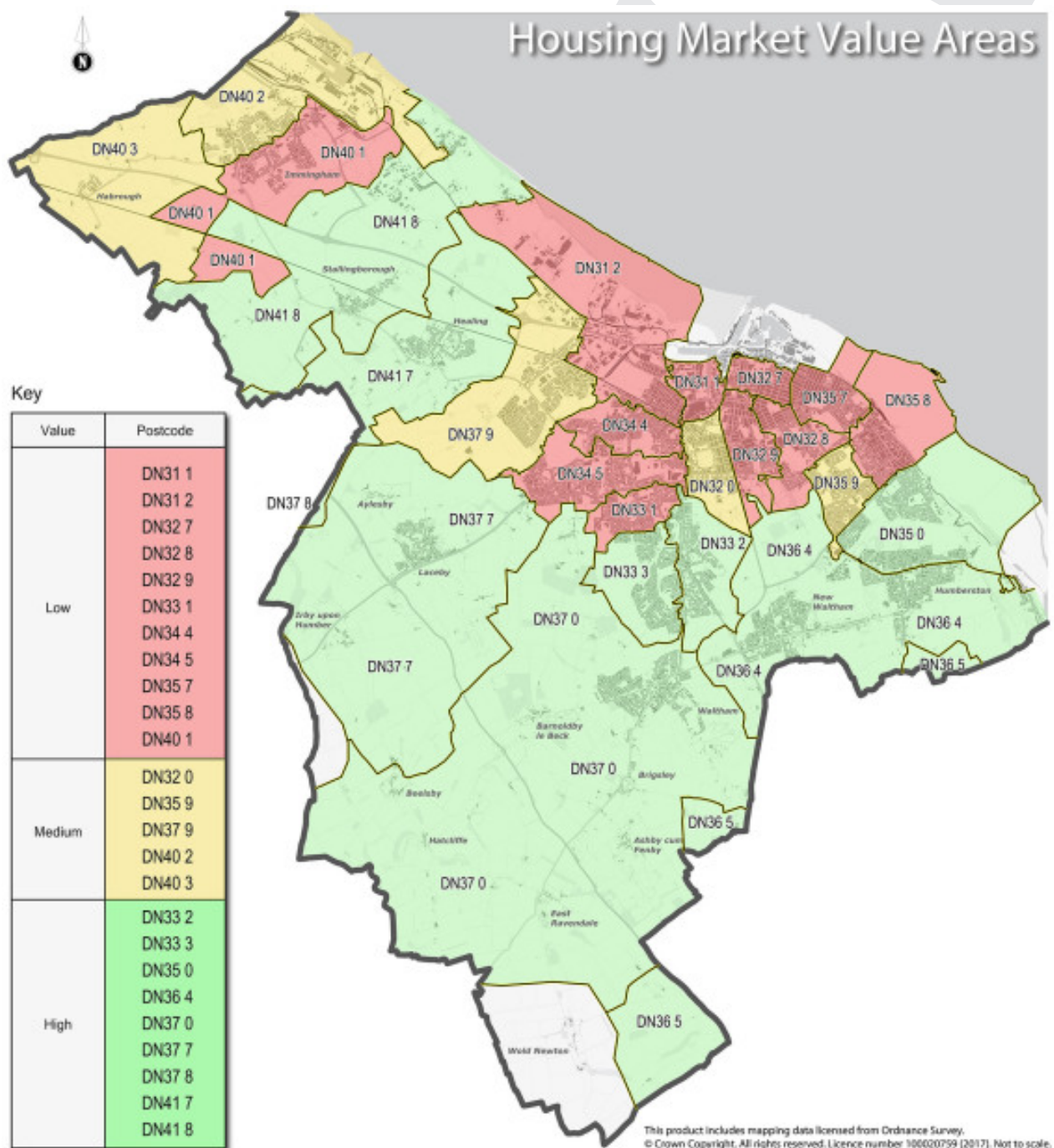
Tenure	Measure	Housing need (net) 25% on rent or 4 times salary (Single Earner Income multiplier)	Housing need (net) 31% on rent or 4.5 times salary (Dual Income multiplier) <sup>0</sup>	Split of housing need (rounded)	Indicative policy split (%)
Affordable Homes to Rent	Social rent/Affordable rent	302	177	80%	<b>60%</b>

Tenure	Measure	Housing need (net)  25% on rent or 4 times salary  (Single Earner Income multiplier)	Housing need (net)  31% on rent or 4.5 times salary  (Dual Income multiplier) <sup>0</sup>	Split of housing need (rounded)	Indicative policy split (%)
Affordable Homes to Purchase	First homes/Intermediate including shared ownership	-4	44	20%	<b>40%</b>
All	-	298	221	100%	<b>100%</b>

Table 10.4 Social/Affordable Rent and Intermediate Split

- 10.3.9** The Policy wording has been revised to include detail on the affordable housing split, addressing the policy parameters and guidelines set by Government.
- 10.3.10** Draft Strategic 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.
- 10.3.11** 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>.
- 10.3.12** 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.

**10.3.13** 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 10.1 Housing market areas**

- 10.3.14** It is recognised that there is significant variation in viability across the Borough. This is not matched to the locations of greatest affordable need identified in the HEDNA. Draft Strategic 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 10.1 'Housing market areas'. This identifies the housing market zones (referred to in Draft Strategic Policy 18 'Affordable housing') that provide the basis for the variations in affordable housing requirement across the Borough. Reference is also made in 10.1 'Housing allocations' to the affordable housing value area that is applicable to each allocated housing site.
- 10.3.15** **The Council will be completing a viability assessment prior to the next stage of Local Plan to ensure the collective contributions do not restrict development from being progressed. The policy thresholds and requirements may therefore be subject to future adjustment.**
- 10.3.16** Support for the delivery of new affordable homes has been made by working with Registered Providers (RPs), 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.
- 10.3.17** 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 is already being considered 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.

## Draft Strategic Policy 18

### Affordable housing

1. The Council will seek, in part, to address the scale of affordable housing need identified in the Housing and Economic Development Needs Assessment(2023), 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, <sup>(3)</sup>:

Housing market zone	Percentage of housing units required to be affordable on greenfield sites	Percentage of housing units required to be affordable on brownfield sites	Housing unit threshold
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	Greater than ten units or which have a combined gross floorspace of more than 1,000m <sup>2</sup>
Low	0	0	Greater than ten units or which have a combined gross floorspace of more than 1,000m <sup>2</sup>

**Table 10.5 Qualifying threshold and requirements for affordable housing**

3. The split will be delivered in accordance with the following affordable housing split, having regard to up to date evidence of local housing need and discussions with registered affordable housing providers.

Affordable Homes Tenure	Tenure Types Included	Split
Affordable Homes to Rent	social rent / affordable rent	60%

3 The threshold and scale of contribution will be subject to possible adjustment pending consideration of viability at a later stage

Affordable Homes Tenure	Tenure Types Included	Split
Affordable Homes to Purchase	first homes / intermediate housing including shared ownership	40%

Table 10.6 Affordable housing split

**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 Draft Strategic Policy 4 'Infrastructure'.

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

- i. the Council will consider the size of property in relation to the requirements of Policy ...Housing mix and specific local identified affordable housing 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.

**Question 37****Affordable housing**

Revisions to the affordable housing policy are proposed to include detail on the split of affordable provision to be provided.

Do you have any comments?

**Question 38**

**Affordable housing**

Do you consider any revision to the housing market area designations should be made? If so please identify why.

Draft Strategic Policy 18 'Affordable housing' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 62-65, 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>Housing and Economic Development Needs Assessment (2023)</i></li><li>• <i>North East Lincolnshire Viability Assessment (to be completed)</i></li></ul>

Table 10.7 Policy relationships

**10.4 Rural housing**

- 10.4.1** Rural housing 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. Specific rural exception sites are defined in the NPPF (Annex 2) as:
- 10.4.2** "A site that provides entry-level homes suitable for first time buyers (or equivalent, for those looking to rent), in line with paragraph 72 of the Framework.."
- 10.4.3** 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.

- 10.4.4** There is an identified annual affordable housing need for between 25 and 30 net additional affordable homes to be provided across the rural area, equating to 125 to 150 over the next five years, comprising. (*Housing and Economic Development Needs Assessment (2023)*). It is unlikely that this need would be met by the normal housing market.
- 10.4.5** The NPPF (paragraph 78) 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.
- 10.4.6** 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.
- 10.4.7** The Plan does not identify specific sites, as decisions will be based on evidence of local need, which may change over the plan period. 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 Draft Policy 7 '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.

## Draft Policy 7

### 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.

### Question 39

#### Rural exceptions

No change to the rural exceptions policy is proposed.

Do you have any comments?

Draft Policy 7 'Rural exceptions' relationship to:	Links to:
National Planning Policy Framework	Paragraph 78, 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>Housing and Economic Development Needs Assessment (HEDNA) (2023)</i></li> </ul>

Table 10.8 Policy relationships

## 10.5 Housing mix

- 10.5.1** 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.
- 10.5.2** 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 (Census 2011, Office for National Statistics). 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.
- 10.5.3** 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.
- 10.5.4** The *Housing and Economic Development Needs Assessment* (HEDNA) (2023) identified that 42.8% of housing was under-occupied, whilst 16.1% was over-occupied.
- 10.5.5** The Council has worked hard to bring empty homes back into use. A range of initiatives have been brought forward, which the Council has outlined in the *Empty Property Strategy 2020-2023* to sustain this momentum. In March 2022 1,348 properties in the Borough were classed as empty homes. These are not distributed evenly but clustered in urban areas displaying high levels of deprivation.
- 10.5.6** 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.
- 10.5.7** The HEDNA (2023) has assessed future housing needs, considering the breakdown of the projected change by age and type of household. It considered the current occupancy pattern by household composition, property size and tenure, and included an adjustment to reflect the post pandemic shift towards homeworking and the need for larger properties to accommodate this. In summary the HEDNA findings can be summarised as follows:

- In line with wider trends, older couple household groups are projected to see the fastest growth in North East Lincolnshire, increasing by 33% between 2022 and 2042. Older single household types are also expected to see a significant increase of 15%. Growth of households with younger single people is expected to be 8%, whilst the number of families with children is expected to decline by -0.4%. Other households are expected to decline by a substantial 17% over the same period.
- Based on overall household growth and existing occupancy patterns, the assessment indicates that housing need in North East Lincolnshire is predominantly made up of two and three bed dwellings. This takes into account that although older households are likely to make up the majority of future household growth, these often remain in their large family home, are the least active in the housing market and tend to occupy houses larger than they 'need'.
- Housing waiting list information shows that most households in need of affordable housing require one or two bed dwellings; however, the waiting list and Census data both show that overcrowding remains a problem. Within the social rented sector, there is likely to be some scope for more efficient use of the existing stock.
- The HEDNA recommends that for market housing, between 35% and 45% of housing should be for smaller one or two bed properties. For social housing, between 55% and 75% of the social housing provision should be for smaller one and two bed properties, with the majority of the remainder being for three and four bed properties.

Suggested range	1 bed	2 bed	3 bed	4+ bed
Market housing	5 to 10%	30 to 35%	50 to 55%	5 to 10%
Social housing	30 to 45%	25 to 30%	15 to 25%	5 to 20%

**Table 10.9 Estimated overall need/demand by size and suggested housing mix**

**10.5.8** It should be acknowledged that much of this assessment of future need is based on the historical relationship between demographics and housing supply using existing household projections. However, if a higher level of growth is pursued than that set out in the 2014-based SNPP Rebased to 2021 Census forecasts, based on a stronger economic performance, then it would be logical to provide more of the type and sizes of homes desired by working families. This would point to an increased proportion of three and four bed properties than set out in the table above.

- 10.5.9** 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.
- 10.5.10** It is important that the Local 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.
- 10.5.11** 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.
- 10.5.12** 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 HEDNA supplemented by local planning and housing data.
- 10.5.13** **The Council proposes to merge the policies relating to housing mix and provision for elderly person's housing needs and housing density to form a single comprehensive policy.**

## Draft Policy 8

### 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.
4. 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.
5. All new specialist homes designed for older people shall be built to current Lifetime Homes Standards, (or subsequent replacements), as a minimum.
6. 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.
7. The Council will address development density on a site by site basis, utilising the information available through the site appraisal, design and access statement and any related designed guidance. Sites should be developed efficiently but respect local character and context.

8. 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.
9. Where appropriate, the Council will consider the use of planning conditions to restrict occupancy and subsequent sale.

### Question 40

#### Housing mix

Revisions to the housing mix policy are proposed merge the policies relating to housing mix and provision for elderly person's housing needs and housing density to form a single comprehensive policy.

Do you have any comments?

Draft Policy 8 'Housing mix' relationship to:	Links to:
National Planning Policy Framework	Paragraph 60-62
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) (2021)</i></li> <li>• <i>Housing and Economic Development Needs Assessment (HEDNA) (2023)</i></li> </ul>

Table 10.10 Policy relationships

## 10.6 Self build

- 10.6.1** 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.

- 10.6.2** 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.
- 10.6.3** 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.
- 10.6.4** 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. The Council undertook an process in 2023 to reaffirm the numbers on the register. The North East Lincolnshire Register shows that at the end of October 2022 46 individuals and 5 groups had registered their interest in building a self build home.
- 10.6.5** 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.
- 10.6.6** When submitting a planning application, applicants are now asked whether the proposed home(s) would be developed as a self build home. This provides a mechanism for self builders to identify future development sites.
- 10.6.7** Draft Policy 9 '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.

## Draft Policy 9

### 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 "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, 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. 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.

## Question 41

### Self-build

A minor revision to the self-build and custom build policy is proposed to reflect the status and identification of strategic sites has yet to be confirmed.

Do you have any comments about the currently proposed wording?

Draft Policy 9 'Self-build and custom build homes' relationship to:	Links to:
National Planning Policy Framework	Paragraph 62, Annex 2
Local Plan Strategic Objectives	SO4
Evidence base and other key documents and strategies	North East Lincolnshire Register of Self-Build interest

Draft Policy 9 'Self-build and custom build homes' relationship to:	Links to:
	<i>Housing and Economic Needs Assessment (2023)</i>

Table 10.11 Policy relationships

## 10.7 Gypsies and Travellers

**10.7.1** *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.

**10.7.2** The *North East Lincolnshire Gypsy and Traveller Accommodation Assessment* (Accommodation Assessment) (2021) 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.

**10.7.3** The assessment concluded that:

- There is a need for no pitches for households that met the planning definition. This is because there are currently 4 vacant pitches at the Mill House site at Habrough to meet any current and future need from family members who are currently travelling or living locally in bricks and mortar.
- There are also 2 vacant pitches on the Rear of Mill House site. These are currently being used as private transit pitches for family members and will be used to meet need from older children currently living on other pitches on the site when they need them.
- There is a need for no pitches for undetermined households as interviews were completed with all Gypsies and Travellers living on sites in NE Lincs.
- Whilst not now a requirement to include in a GTAA, there is a need for no pitches for households that did not meet the planning definition. Both

households are currently living in bricks and mortar and are happy to stay where they are.

- There were no Travelling Showpeople identified in NE Lincs so there is no current or future need for additional plots.

**10.7.4** In addition to permanent provision, the Accommodation Assessment considered additional requirements generated by unauthorised developments and migration patterns. The assessment identified that due to low historic low numbers of unauthorised encampments, and the existence of private transit pitches, it was not recommended that there is a need for a formal public transit site in the Borough at this time. The Council will need to monitor the position in future years and act accordingly.

**10.7.5** The Council received the GTAA at Cabinet in June 2021 and agreed to explore a managed approach, using 'negotiated stopping agreements' (NSAs) whereby caravans can be directed to a suitable piece of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. This approach was subsequently adopted by the Council at Cabinet on 20 July 2022. **The policy has been therefore been revised to reflect the Council's adoption of this revised managed approach.**

## Draft Policy 10

### 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 operate a managed approach to unauthorised encampments using 'negotiated stopping agreements' (NSAs) whereby caravans can be directed to a suitable piece of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

## Question 42

### Provision for gypsies and travellers

The Council has adopted a revised approach to unauthorised encampments which is reflected in revisions to the policy.

Do you have any comments?

Draft Policy 10 '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 (2021)</i></li> </ul>

Table 10.12 Policy relationships

## Town centres, social and cultural places

- 11.0.1** 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 Local Plan. The policies in this section relate to those places which are the focus for social, cultural and community activities.
- 

## 11.1 Town, district and local centres

- 11.1.1** 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.
- 11.1.2** Grimsby is the highest order centre in the Borough and is the sub-regional centre. 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.
- 11.1.3** 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.
- 11.1.4** In contrast, Immingham town centre provides the main convenience provision for its residents. It faces the challenge of retaining its role as the community and service centre, whilst seeking to broaden its offer, capitalising upon its proximity to the employment growth proposed along the South Humber Bank.
- 11.1.5** Freeman Street was once a vibrant area benefiting from its association with the docks. Over time, its retail status has changed significantly as key nationally renown 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).
- 11.1.6** Freeman Street has now established a new identity albeit on a smaller footprint; 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.
- 11.1.7** Given the area's increasingly local focus and convenience role, but more substantive scale and catchment Freeman Street was defined in the existing Local Plan as a District Centre.

- 11.1.8** 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.
- 11.1.9** A refresh of the Local Centres Study was undertaken in 2023. It identifies local centres based on the following definition 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:
- 11.1.10** *"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."*(Local Centres Study (2023)).
- 11.1.11** 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. The local centres will be identified on the Policies Maps.
- 11.1.12** 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. Draft Strategic Policy 19 'Retail hierarchy' reflects this approach whilst acknowledging the scope of town centre uses that make up a vibrant and attractive town centre.
- 11.1.13** Draft Strategic Policy 19 'Retail hierarchy' applies a sequential approach to safeguard the vitality of the town centres applying a 200m<sup>2</sup> threshold reflecting 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.
- 11.1.14** Since the development of the initial Grimsby Town Centre Masterplan in 2009, Grimsby has seen considerable change, with significant public and private sector investment secured for the town centre.

**11.1.15** As a result of this investment, a tangible and positive change is being made to the town centre. Some of this can be seen in the:

1. Enhancement to the public realm and creation of a Cycle Hub at Grimsby Town Railway Station (2014);
  2. Private investment in a Holiday Inn Express adjacent to the railway station (2015);
  3. Town centre wide streetscape improvements (2016);
  4. The successful development of the Cartergate Office & Retail Development protecting 300 jobs in the town centre (2017);
  5. Repairs to the Victoria Mill Silo building to safeguard its future (2017);
  6. Public Realm improvements in Town Hall Square (2018);
  7. Acquisition of Garth Lane, a key town centre development site (2019);
  8. Creation of a Heritage Action Zone and Heritage Trail (2018-23);
  9. Creation of the Partnership Scheme in Conservation area (PSICA) to support redevelopment the Kasbah (2018-23); and,
  10. Private sector conversion of a derelict Cooperage into town centre housing (2020).
- 
1. Introduce more diverse uses into the town centre;
  2. Reconnect the town centre with the waterfront;
  3. Celebrate and enhance our heritage assets;
  4. Promote and support community ownership and participation;
  5. Improve permeability of the town centre;
  6. Identify development opportunities;
  7. Prioritise health and wellbeing; and,
  8. Enhance opportunities for employment, skills and enterprise

**11.1.16** With funding primarily through the Grimsby Town Deal work is now underway to deliver a new market hall and leisure scheme, and work is progressing on further public realm works in Riverhead Square to create a new social space. In addition the scheme to deliver Grimsby's Horizon Youth Zone facility is now well under way.

**11.1.17** The Council is also now the owner of the Freshney Place centre and has seen occupancy rates rise to over 85% in 2022; and the Council has recently entered talks to develop a CDC, (Community Diagnostics Centre) within the centre which if completed would see occupancy rates rise further and further broaden the town centre offer.

**11.1.18** Momentum for change is therefore gathering pace and these achievements to date are paving the way for the next wave of investment which will help keep Grimsby on its positive trajectory for the next decade.

- 11.1.19** A Cleethorpes Masterplan (2022) has also been completed covering the Cleethorpes Town Centre and resort frontage. The Masterplan is set within the context of Cleethorpes' ambition to develop and grow the tourism offer including increasing footfall, creating sustainable jobs, encouraging more overnight stays, and extending the traditional tourism season. It also supports the creation of a green economy and environment which maximises low carbon and healthy initiatives.
- 11.1.20** On the back of the masterplan the Council has secured more than £18.4m of Levelling Up grant monies for the resort. The focus of the funding bid was Market Place, Sea Road and Pier Gardens.
- 11.1.21** The key vision is to reintroduce the historic Market Square, creating a safe and flexible space that can accommodate markets, festivals and associated retail events. The funding will also support the redevelopment of the Sea Road site, and provide an opportunity to improve Pier Gardens, retaining the Victorian heritage and feel, but making it more attractive.
- 11.1.22** Taking forward the visions set out in these masterplans the Local Plan identifies a number of opportunity sites within the defined town centre boundaries. These sites present the initial development opportunities within the town centres, offering potential for mixed use development that builds upon upon the committed works outlined above.
- 11.1.23** **The retail hierarchy and town centre policies have been significantly revised, including merging policies and addressing changes to national planning policy.**

## Draft Strategic Policy 19

### Retail hierarchy

1. Proposals for development within the defined town centres, district centres and local centres, 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 and broadens the town centre's appeal 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. Proposals for main town centre uses, specifically retail and leisure uses comprising 200m<sup>2</sup> gross or more; ((With respect to local centres the floor space threshold to be applied is 300m<sup>2</sup> gross floorspace) 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; and,

- 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;
  - iii. within the defined local centres, small scale developments, (not exceeding 300m<sup>2</sup> gross floorspace), will be acceptable provided they are appropriate to the scale and character of the particular centre.
3. Within Grimsby Town Centre the following opportunity sites capable of delivering a range/mix of uses have been identified:
- A. Garth Lane/Alexander Dock;
  - B. Cartergate;
  - C. Upper Burgess Street; and,
  - D. Abbey Walk.
4. Within Cleethorpes Town Centre the following opportunity sites have been identified:
- A. Osbourne Street; and,
  - B. Sea Road.

### Question 43

#### **Retail hierarchy, town, district and local centres**

Significant revisions to the retail hierarchy and town centre policy are proposed, including merging policies and providing clarity on development in local centres.

Do you have any comments about the proposed revised wording?

Draft Strategic Policy 19 'Retail hierarchy' 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>Grimsby Masterplan (2020)</i></li> <li>• <i>Cleethorpes Masterplan (2022)</i></li> <li>• <i>Local Centres Study (2023)</i></li> </ul>

Table 11.1 Policy relationships

## 11.2 Town centre uses

- 11.2.1** In September 2020 Government introduced changes to the Use Classes Order which brought together a range of “Commercial, Business and Service” uses under one Use Class (E). That new E Use Class is broadly compatible with the NPPF definition of Main Town Centre Uses, though not precisely. The aim of the new E Use Class is to allow units in town centres to change to other uses that are suitable in town centres without the need for planning permission.
- 11.2.2** Since the Local Plan was adopted in 2018 there have been significant shifts in the role and offer of town centres and the way people use local facilities. If the town centres are to thrive the Local Plan policies need to change to recognise his changing role and encourage a broader mix of uses to support a wider customer base and broader offer. This includes a broader mix of uses including leisure and care type facilities; exploring the opportunity for increased town centre residential offer and improving the offer to a broader age group.
- 11.2.3** The primary shopping frontages are defined in the NPPF Glossary as those frontages where retail development is concentrated, The NPPF requires that primary shopping areas are identified, and that the range of uses considered acceptable in such areas is also clearly defined.
- 11.2.4** The primary shopping frontages apply to the most important frontages in the town centres, where the greatest pedestrian flows and concentration of town centre uses can be identified. Protection of such frontages is important in ensuring the vitality and viability of the centres, and ensuring that these frontages remain attractive. The area comprising these frontages is defined as the primary shopping area.

- 11.2.5** The Council will apply a 'town centre first' approach in relation to 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 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.
- 11.2.6** 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.
- 11.2.7** Draft Policy 11 'Town centre uses' 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. Draft Policy 11 'Town centre uses' acknowledges the nature of these uses and make suitable provision to accommodate future growth.
- 11.2.8** 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.
- 11.2.9** 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.
- 11.2.10** 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 (Catterall V., Barnes G (2016) *Health on the High Street - North East Lincolnshire*. Public Health, North East Lincolnshire Council, <http://www.nelincsdata.net/strategicassessment>) 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."*

**11.2.11** 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 in the centre.

**11.2.12** 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.

- 11.2.13** The Council accepts that some take away uses offer healthier alternative foods; however, the importance of promoting healthier lifestyles is a key local objective. Whilst the Local Plan cannot influence the existing location of take away 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.
- 11.2.14** It is acknowledged that primary school children (four 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.
- 11.2.15** The Policy refers to consideration being given to an 'unacceptable concentration' of take away 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 take away 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.

## Draft Policy 11

### Town centre uses

1. Within the Grimsby, Cleethorpes and Immingham town centres, 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 daytime and evening economy. Acceptable town centre uses are considered to be:
  - A. Commercial, Business and Service (Use Class E a-g);

- B. Learning and non-residential institutions (Use Class F1);
  - C. Local Community Uses (Use Class F2);
  - D. Drinking establishments;
  - E. Hot food takeaways;
  - F. Hotels (Use Class C1);
  - G. Residential institutions (Use Class C2);
  - H. C3 Dwelling houses (first floor and above, or with identified opportunity sites);
  - I. D1 clinics, health centres, creches, day nurseries, day centres; and,
  - J. D2 Assembly and Leisure.
2. 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;
  - 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; and,
  - G. seek opportunities to add to the cultural richness of the centre.
3. Proposals for hot food takeaways 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.

### Primary frontages

4. Within the Primary Shopping Areas, development proposals for town centre uses as defined in the NPPF should wherever possible maintain an active frontage. Where an active frontage would not be appropriate or otherwise cannot be achieved, care should be taken to ensure that the frontage provides visual interest and would not be to the detriment of the character of the centre or to maintaining or enhancing footfall in the Primary Shopping Area. Proposals that would result in lengthy 'dead frontages' within a Primary Shopping Area will not normally be acceptable.

### Office development

5. Provision of office accommodation will be encouraged within the defined town centres, as identified on the Policies Map.
6. Outside town centre boundaries, developments that include more than 500m<sup>2</sup> of floorspace for 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 test 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 uses that are ancillary to a B2 or B8 operation will be permitted provided that:
    - i. the office element of the proposed scheme is a necessary part of the B2 or B8 operation; and,
    - ii. the floorspace provided for the office element comprises no more than 10% of the total floorspace of the B2 or B8 operation; and,
    - iii. where possible, the office element is physically integrated into the fabric of the building that accommodates the B2 or B8 use.

Question 44

Town centre uses

Significant revisions to the town centre uses policy are proposed, including merging policies and addressing changes to national planning policy.

Do you have any comments about the proposed revised wording?

Draft Policy 11 'Town centre uses' 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>Grimsby Masterplan (2020)</li><li>Cleethorpes Masterplan (2022)</li><li>Local Centres Study (2023)</li></ul>

Table 11.2 Policy relationships

11.3 Social and cultural places

- 11.3.1

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 Hull's 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.
- 11.3.2

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. **A revision to the policy has been made to recognise the Council's support for cultural activities that help to animate the public realm.**

- 11.3.3** 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* ( Part 5, Chapter 3, assets of Community Value.) 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.
- 11.3.4** Draft Strategic Policy 20 '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 Draft Strategic Policy 4 'Infrastructure'.
- 11.3.5** Draft Strategic Policy 20 '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.

## Draft Strategic Policy 20

### 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 Draft Strategic Policy 13 'Good design in new developments',
2. The temporary use of sites and premises for cultural activities in locations where they can animate the public realm will be supported where they are sensitive to the nature of neighbouring uses; including the provision of public art that celebrates the area's rich heritage and culture.
  3. The Council will have regard to the listing of community assets under the provisions of the *Localism Act 2011* when considering planning applications.

### Question 45

#### Social and cultural places

Revisions to the social and cultural places policy are proposed to recognise the Council's support for cultural activities that help to animate the public realm.

Do you have any comments?

Draft Strategic Policy 20 'Social and cultural places' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 8,20,84 and 93
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> DiscoverNEL aims to attract (and keep) the workforce in the local area to support investment and business growth. DiscoverNEL is a sister</li> </ul>

Draft Strategic Policy 20 'Social and cultural places' relationship to:	Links to:
	brand to InvestNEL, see <a href="http://www.investnel.co.uk/">http://www.investnel.co.uk/</a>

Table 11.3 Policy relationships

DRAFT

## Providing for minerals

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 209 to 217) 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.

**No revisions to the minerals policies as set out in the existing local plan are proposed. (Only minor changes to supporting text have been made where appropriate to refer to current evidence.)**

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**12.0.1** 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.

**12.0.2** 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.

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.

- 12.0.3** 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. (*Port of Immingham Master Plan 2010-2030* (2012)).

## 12.1 Safeguarding minerals and related infrastructure

- 12.1.1** 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.
- 12.1.2** 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.
- 12.1.3** 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.
- 12.1.4** 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.
- 12.1.5** 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.
- 12.1.6** 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).
- 12.1.7** 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.
- 12.1.8** 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.
- 12.1.9** There are no sources of building stone in North East Lincolnshire, and it has been of limited use in the local vernacular building construction.

## Draft Strategic Policy 21

### 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 to the Council to determine whether the mineral is feasible and viable to extract ahead of development (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). 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.

**Question 46****Safeguarding minerals and supporting infrastructure**

Do you agree that it is appropriate to retain this policy in the local plan?

Draft Strategic Policy 21 'Safeguarding minerals and related infrastructure' relationship to:	Links to:
National Planning Policy Framework	Paragraphs 209 to 217
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 12.1 Policy relationships

## 12.2 Future mineral extraction

- 12.2.1** 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.
- 12.2.2** The Council has worked collaboratively with neighbouring authorities to produce a *Local Aggregates Assessment* (LAA) as required by the NPPF. The *Humber Area Local Aggregates Assessment* (Annual Monitoring Report, 2022), provides an assessment of the latest aggregates supply across the Humber authorities. (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, based on rolling average of ten year sales data, and other relevant local information.)
- 12.2.3** 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

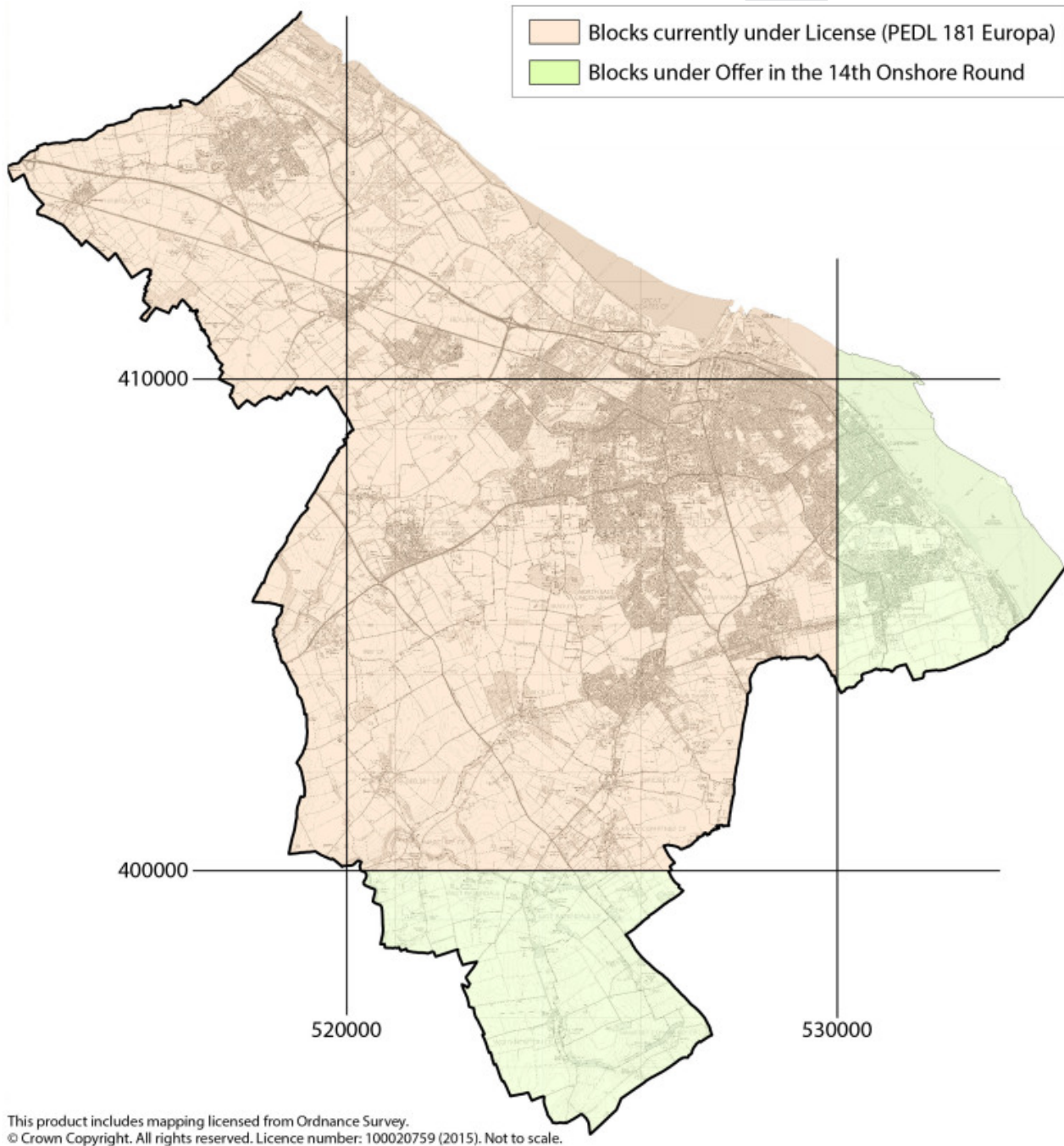
the future need for aggregates should be met. Historically, North East Lincolnshire did not have an apportionment under the *Regional Spatial Strategy* (RSS), in recognition that the area does not have any sites contributing primary land-won aggregates to supply. Further discussion is required with the other Humber authorities and the Yorkshire and Humber AWP regarding North East Lincolnshire's role in future supply.

Land-won Sand and Gravel	Crushed Rock	Landings of Marine Dredged Sand and Gravel	Overall Primary Aggregates Figures
Sales 3.24mt (2021)	Sales 11.28mt (2021)	6.98mt can be extracted from 10 licences annually	Total primary aggregate sales 14.52mt
10 year sales average 3.89mt	Annual rate or future demand 56.73mt		
Reserves of 39.93mt	Reserves of 290.28mt	0.29mt marine dredged landings	Total primary aggregates reserves 330.25mt
Landbank of 10.26 years	Landbank of 5.12 years		

**Table 12.2 YHAWP Annual Monitoring Report, 2022**

- 12.2.4** There are no active sites in North East Lincolnshire contributing to primary aggregate production. The Council has previously 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.
- 12.2.5** 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.
- 12.2.6** Sites within the North Lincolnshire area have historically provided aggregates to meet demand across the joint area. At present North Lincolnshire have submitted their local for examination which includes their minerals related policies The Council are therefore unable to confirm for certain that future need across the joint area would be met from sites within North Lincolnshire.

- 12.2.7** 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.
- 12.2.8** The Plan does recognise the possibility of future mineral extraction and therefore sets out the basis for considering such proposals.
- 12.2.9** 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. Draft Policy 12 'Future mineral extraction and Secondary Aggregates' sets out criteria to ensure that proposals for the extraction of minerals are subject to appropriate detailed assessment.
- 12.2.10** 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*.
- 12.2.11** 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 176). 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 (2018-2023)*, identifies the main challenge is to ensure that the Wolds retains its unique landscape and undeniable special character, whilst maintaining and supporting its communities.



**Figure 12.1 Petroleum licensed area within North East Lincolnshire**

**12.2.12** 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. This approach is supported by measures for recycling and recovery set out in Draft Strategic Policy 22 'Future requirements for waste facilities'.

## Draft Policy 12

### **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, (The criteria set out apply to all aspects of mineral extraction including all phases of hydrocarbon extraction, exploration, appraisal (testing) and production) 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 Draft Strategic Policy 22 'Future requirements for waste facilities'.

### Question 47

#### Future mineral extraction and secondary aggregates

Do you agree that it is appropriate to retain this policy in the local plan?

Draft Policy 12 'Future mineral extraction and Secondary Aggregates' relationship to:	Links to:
National Planning Policy Framework	Paragraph 209 to 217
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) (October 2019)</li> <li>• YHAWP Annual Monitoring Report (2022)</li> </ul>

Table 12.3 Policy relationships

## 12.3 Restoration and aftercare - minerals

- 12.3.1** 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.

- 12.3.2** 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.
- 12.3.3** 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.
- 12.3.4** 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.
- 12.3.5** 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.
- 12.3.6** 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.
- 12.3.7** 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.

## Draft Policy 13

### 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.

## Question 48

### Restoration and aftercare (minerals)

Do you agree that it is appropriate to retain this policy in the local plan?

Draft Policy 13 'Restoration and aftercare (minerals)' relationship to:	Links to :
National Planning Policy Framework	Paragraph 209 to 217
Local Plan Strategic Objectives	SO10
Evidence base and other key documents and strategies	<ul style="list-style-type: none"> <li>• <i>Landscape Character Assessment (2015)</i></li> </ul>

**Table 12.4 Policy relationships**

## Providing for waste

In England, we generate around 187.3 million tonnes of waste every year. (Further information is available at: <https://www.gov.uk/>.) 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.

**No revisions to the waste policies as set out in the existing local plan are proposed, only minor revisions to update the supporting text have been made.**

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**13.0.1** 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.

**13.0.2** In North East Lincolnshire, waste arises in the following streams:

1. **Local Authority Collected Municipal Waste (LACMW)** (This waste stream has previously been referred to as 'Municipal Waste'). - 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 (Based on the definition of agriculture provided in the *Agriculture Act 1947*). 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.

**13.0.3** Waste from Mines and Quarries (This comprises non-valuable material produced during extraction and processing) is not considered because no primary mineral extraction takes place in North East Lincolnshire.

**13.0.4** The quantities of agricultural waste, and low level radioactive waste generated in North East Lincolnshire are considered to be small.

**13.0.5** The *Waste Management Plan for England* (2021) 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* (2021) does not contain specific waste policies, it's principles are still relevant.

**13.0.6** The *Waste Management Plan for England* re-affirms the Government's key commitments, including meeting a series of targets, such as for at least 65% of municipal waste to be reused or recycled by 2035; and amount of waste going to landfill is reduced to 10% or less of total amount of municipal waste.

**13.0.7** 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.

**13.0.8** 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* (Directive 2008/98/EC of the

European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives.): the waste hierarchy, the principle of self-sufficiency, and the proximity principle.

**13.0.9** The waste hierarchy is established in law (*The Waste (England and Wales) Regulations 2011* (S.I. 2011/988)), 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 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.

**13.0.10** 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.

**13.0.11** 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 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.

**13.0.12** 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.

## 13.1 Future waste facilities

- 13.1.1** 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.
- 13.1.2** Evidence has been prepared (*North East Lincolnshire Waste Needs Assessment* (2015)). to assess the level of waste that can be expected to be generate 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?

- 13.1.3** 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.
- 13.1.4** 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.

- 13.1.5** 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.
- 13.1.6** The Council's *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.
- 13.1.7** 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 stream	Tonnes to be managed per annum <sup>(4)</sup>				
Waste stream	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

4 All figures have been rounded to the nearest 100.

Waste stream	Tonnes to be managed per annum <sup>(4)</sup>				
Waste stream	Baseline	2016/17	2021/22	2026/27	2031/32
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 13.1 Waste management requirement to 2032

**13.1.8** 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 13.1 '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 arisings in North East Lincolnshire.

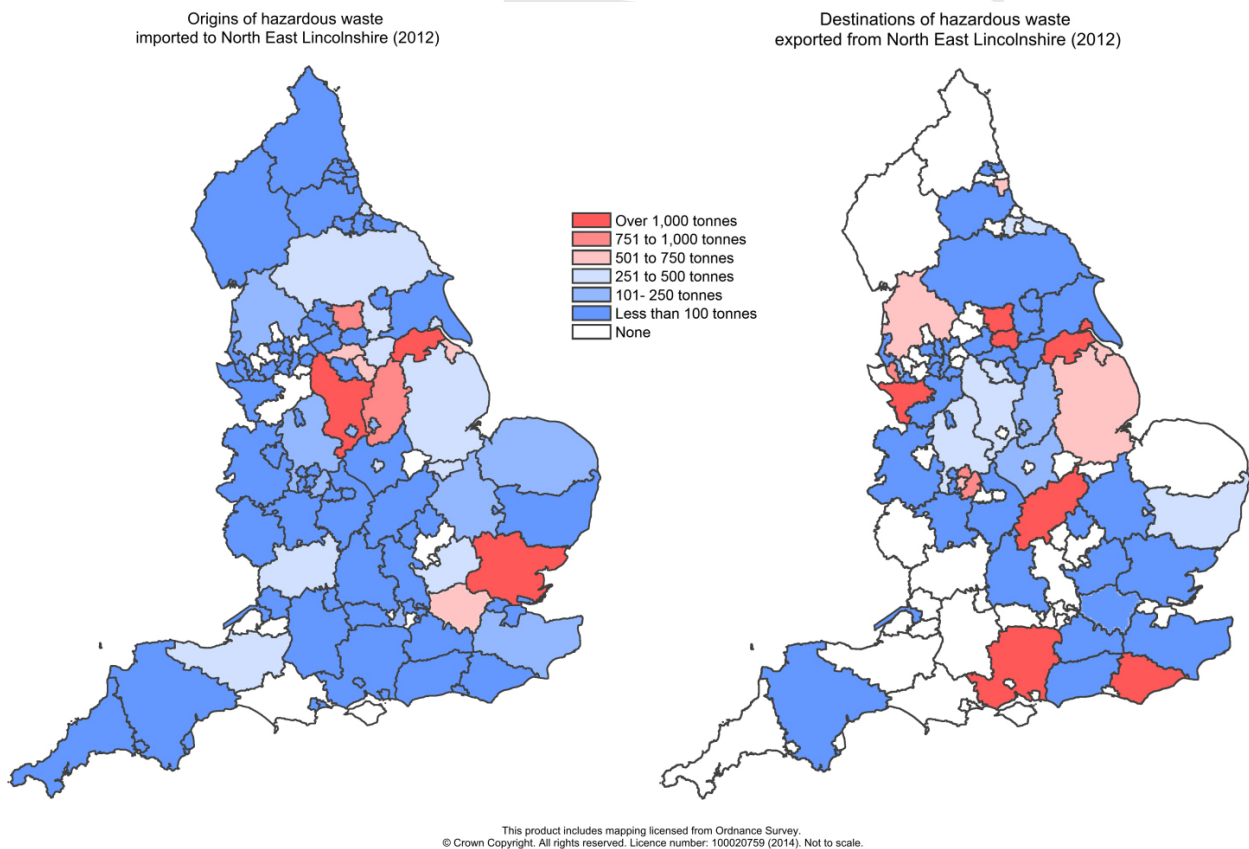


Figure 13.1 Hazardous waste movements

4 All figures have been rounded to the nearest 100.

- 13.1.9** 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.
- 13.1.10** Draft Strategic Policy 22 '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.
- 13.1.11** 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.
- 13.1.12** Draft Strategic Policy 22 '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.
- 13.1.13** Draft Strategic Policy 22 '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.

## **Draft Strategic Policy 22**

### **Future requirements for waste facilities**

1. 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>1. Kiln Lane Industrial Estate, Stallingborough;</li> <li>2. South Humberside Industrial Estate, Grimsby;</li> <li>3. Wilton Road Industrial Estate, Humberston; or,</li> </ol> <p>Allocated employment sites at:</p> <ol style="list-style-type: none"> <li>1. 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>
<p>Outdoor composting facilities</p>	<p>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 Draft Strategic Policy 2 'Development boundaries').</p>
<p>Wastewater recycling facilities</p>	<p>Adjacent to existing sites, or new sites where it can be demonstrated that expansion of existing facilities is not feasible.</p>

**Table 13.2 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.

Draft Strategic Policy 22 '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 13.3 Policy relationships**

## 13.2 Safeguarding waste facilities and related infrastructure

- 13.2.1** 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 13.4 'Licenced waste operators' and Table 13.5 '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.
- 13.2.2** 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 13.4 'Licenced waste operators' and Table 13.5 'Wastewater treatment facilities' (These sites are derived from the Environment Agency's record of environmental permits (waste operations)). 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.
- 13.2.3** 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. (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). 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. (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). 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.

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
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

Ref no.	Operator	Site location
WM18	Cleanway Ltd Grimsby Operations Ltd	Household Waste Recycling Centre, Estuary Way, Grimsby
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 13.4 Licenced waste operators**

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 13.5 Wastewater treatment facilities**

## Draft Strategic Policy 23

### 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.

Draft Strategic Policy 23 '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 13.6 Policy relationships

### 13.3 Restoration and aftercare - waste

- 13.3.1** 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.
- 13.3.2** 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.
- 13.3.3** 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.
- 13.3.4** 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.

- 13.3.5** 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.
- 13.3.6** 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.
- 13.3.7** 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.
- 13.3.8** 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.

## Draft Policy 14

### 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.

Draft Policy 14 '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 13.7 Policy relationships

## Appendices

## Strategic objectives and policy relationship

Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Employment land requirement										
Housing requirement										
Draft Strategic Policy 1 'Settlement hierarchy'	X		X	X	X			X		
Distribution of growth										
Draft Strategic Policy 2 'Development boundaries'				X					X	
Draft Strategic Policy 3 'Green wedges'		X			X	X				
Draft Strategic Policy 4 'Infrastructure'		X			X		X	X		
Draft Strategic Policy 5 'Flood risk'		X			X	X				
Draft Strategic Policy 6 'Water management'		X				X				
Draft Strategic Policy 7 'Renewable and low carbon infrastructure'		X								
Draft Strategic Policy 8 'Energy and low carbon living'		X								
Draft Policy 1 'Health and wellbeing'					X			X	X	
Draft Strategic Policy 9 'Developing a green infrastructure network'		X			X	X				

Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Draft Strategic Policy 10 'Landscape'						X				
Draft Policy 2 'Green space and recreation'		X			X	X				
Draft Strategic Policy 11 'Biodiversity and Geodiversity'						X				
Draft Policy 3 'Biodiversity net gain'						X				
Draft Strategic Policy 12 'Habitat Mitigation - South Humber Bank'			X		X	X				
Draft Strategic Policy 13 'Good design in new developments'						X			X	
Draft Strategic Policy 14 'Conserving and enhancing the historic environment'						X				
Draft Strategic Policy 15 'Promoting sustainable transport'							X			
Draft Policy 4 'Parking'					X		X		X	
Employment allocations										
Draft Policy 5 'Existing employment areas'			X		X					

Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Draft Policy 6 'Skills and training'			X		X					
Draft Strategic Policy 16 'Tourism and visitor economy'			X		X					
Housing allocations										
Draft Strategic Policy 17 'Development of strategic housing sites'	X			X			X		X	
Draft Strategic Policy 18 'Affordable housing'				X	X					
Draft Policy 7 'Rural exceptions'				X						
Draft Policy 8 'Housing mix'	X			X						
Draft Policy 9 'Self-build and custom build homes'				X						
Draft Policy 10 'Provision for gypsies and travellers'				X						
Draft Strategic Policy 19 'Retail hierarchy'								X		
Draft Policy 11 'Town centre uses'								X		
Draft Strategic Policy 20 'Social and cultural places'					X					

Policy	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9	SO10
Draft Strategic Policy 21 'Safeguarding minerals and related infrastructure'										X
Draft Policy 12 'Future mineral extraction and Secondary Aggregates'										X
Draft Policy 13 'Restoration and aftercare (minerals)'										X
Draft Strategic Policy 22 'Future requirements for waste facilities'										X
Draft Strategic Policy 23 'Safeguarding waste facilities and related infrastructure'										X
Draft Policy 14 'Restoration and aftercare (waste)'										X

Table A.1 Relationship between the Strategic Objectives and Draft Plan Policies

<b>1</b>	<b>Introduction</b>	<b>4</b>
	<b>1.1 Context</b>	<b>4</b>
	<b>1.2 Compatibility with the Statement of Community Involvement</b>	<b>5</b>
	<b>1.3 Duty to cooperate</b>	<b>5</b>
<b>■</b>	Consultation and engagement undertaken	
<b>2</b>	<b>2022 - Scoping and issues paper</b>	<b>8</b>
	<b>2.1 Communications</b>	<b>8</b>
	<b>2.2 Events</b>	<b>10</b>
	<b>2.3 Summary of the main issues raised</b>	<b>12</b>
<b>3</b>	<b>2022 - Call for sites</b>	<b>16</b>
<b>4</b>	<b>2023 - Sustainability Appraisal scoping report</b>	<b>18</b>
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<b>A</b>	<b>Deposit locations</b>	<b>21</b>



## Introduction

- 1.0.1** The current North East Lincolnshire Local Plan was adopted in 2018. The Council is required by national legislation, policy, and guidance, to review its local plan within five years of its adoption.
- 1.0.2** The process for carrying out a review of the Local Plan is the same as that for preparing a local plan. Any revisions to the adopted plan must be supported by a robust evidence base and assessed through a continuous process of sustainability appraisal and habitats regulations assessment.
- 1.0.3** The Government sets out the minimum statutory consultation requirements that all local planning authorities must follow when preparing and reviewing a local plan. Authorities can do more than this minimum and include additional stages of informal public engagements as they consider appropriate.
- 1.0.4** This statement of consultation sets out details of how the early informal scoping and issues stage was undertaken and provides a summary of the main issues raised in the responses received. It also includes details of the consultation undertaken as part of the Sustainability Appraisal of the local plan and an overview of the responses to the Call for Sites..

### 1.1 Context

- 1.1.1** An initial decision was made in 2020 to commence a review of the current 2018 adopted Local Plan however, this was paused due to the Government's proposed planning reforms. Work was recommenced late 2021.
- 1.1.2** The Council chose to include an initial informal stage at the start of the review process to establish the scope of the remaining stages, encourage residents, businesses, and those with an interest in the Borough to get involved at the start of the process. The publication of the Scoping and Issues Paper for public consideration marked the start of the review process. Although this was an informal period of public engagement it was carried out in accordance with the adopted Statement of Community Involvement, which sets out who we will engage with, how and by what means.
- 1.1.3** This initial stage of the review included drop-in events, contact with those people on the local plan database, statutory bodies, parish and town councils, publication of a public notice, and publicity about the engagement period on social media channels, the Council's website and press releases in the Grimsby Telegraph.
- 1.1.4** It is anticipated that future stages of the review will include:
  - 1. Draft plan – a formal statutory consultation seeking views on our first draft of the updated local plan document and suggested changes to the draft policies it contains

2. Submission draft – a formal statutory consultation stage, the final opportunity to comment on what the Council considers to be the version of the local plan document it would adopt
3. Examination - the submission draft document, along with all the representations received, and the evidence base documents will be submitted to the Secretary of State so that a public examination of the plan can be undertaken by an independent Planning Inspector
4. Adoption - follow receipt of the Planning Inspectors report on the examination the Council will adopt the Local Plan. At this point the current 2018 Local Plan will be superseded.

**1.1.5** This report sets out in more detail how the Scoping and Issues engagement period was undertaken, and a summary of the responses received.

## **1.2 Compatibility with the Statement of Community Involvement**

**1.2.1** Whilst the Government sets out through various pieces of legislation, regulations and guidance the minimum requirements all local planning authorities must follow in relation to all planning matters. Local planning authorities are also required to prepare a document called the Statement of Community Involvement to provide additional local information. The adopted Statement of Community Involvement (<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/statement-of-community-involvement/>) sets out how North East Lincolnshire Council will engage with stakeholders, businesses and individuals as part of the preparation of its planning policy documents, including the Local Plan review.

**1.2.2** This statement of consultation includes details of how the Council met the requirements set out in legislation and the adopted Statement of Community Involvement (2020).

## **1.3 Duty to cooperate**

**1.3.1** The 'duty to cooperate' is set out in Section 110 of the Localism Act 2011, and applies to all local planning authorities (LPAs), national park authorities and county councils in England.

**1.3.2** A separate statement will be prepared detailing how the Council has fulfilled this obligation whilst carrying out the Local Plan review, this will be published on the Council's website and form part of submission documents at the examination.



2022 - Scoping and issues paper

- 2.1** The content of the Scoping and Issues Paper was designed to highlight those areas of the adopted 2018 Local Plan that have been identified as needing review and to establish the overall scope for the remaining stages of the review.
- 2.2** As part of this first stage of the review, a period of public engagement was carried out, inviting everyone with an interest in North East Lincolnshire to:
1. Comment on the areas identified as needing review
  2. Provide feedback on the questions we think need consideration
  3. Suggest other areas they think should be included in the review process
- 2.3** The engagement period commenced on Monday 26 September and was due to end on Friday 4 November. However, due to technical issues with the launch of the event on our local plan consultation portal the closing date for responses was extended to 5pm on Monday 7 November 2022.

## **2.1 Communications**

- 2.4** A communications plan was agreed with the Council's communications team. This built on the methods identified in the Council's Statement of Community Involvement which sets out how informal engagement and formal consultation on the various planning policy document will take place.
- 2.5** The communications plan identified the channels to be used to promote and increase awareness of the Local Plan review, a programme for the publicity and events over the initial public engagement period. An overview of the areas it covered and what took place is provided below.

### **Press releases and social media**

- 2.6** The use of social media as part of the publicity for the Local Plan review has been embraced. Whilst the use of this type of media for the collation of responses is not considered practical it is a suitable means for promoting events and encouraging people to get involved in the Local Plan review process. Along with press releases the following publicity was released:

Platform	Date	Subject
Discover North East Lincolnshire	Autumn 2022 edition	Information about the Local Plan review and how to get involved appeared in the Autumn copy of the Council's 'Discover North East Lincolnshire' magazine, distributed to all households in the Borough
Public notice	Monday 26 September	A public notice setting out the details of the engagement period and where to view the documents was published in the Grimsby Telegraph
Press release	Tuesday 27 September	Everything you need to know about the Local Plan review and how to take part
Facebook Twitter Linkedin	Thursday 29 September	Have you say!
Press release	Thursday 6 October	Highlighting the borough's environmental vision
Facebook	Sunday 9 October	Want to know more about the Local Plan?
Instagram Twitter Linkedin	Sunday 9 October	Have your say!
Facebook Linkedin Instagram	Tuesday 11 October	Want to know more about the Local Plan?
Facebook Linkedin Instagram Twitter	Tuesday 25 October	Want to know more about the Local Plan?
Press release	Friday 28 October	Last week for you to send in feedback

Table 2.1 Publicity

## Notifications

- 2.7** Everyone with up to date contact details on the local plan database were notified directly, either by automated email or letter, of the start of the public engagement period. A reminder email was also sent a week before the end of the engagement period reminding people to get their comments in.
- 2.8** People registered on the Council's engagement, consultation and involvement mailing list also received information about the Scoping Papers publication and engagement period.

## Document availability

- 2.9** Copies of the Scoping and issues paper were made available for viewing in both electronic and paper versions. Electronic versions of the paper were available to view and download from:
1. The Council's website, including a copy of the response form (<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/local-plan-review/>)
  2. The consultation portal, where responses could be submitted electronically (<https://nelincs-consult.objective.co.uk/kse/>)
- 2.10** Paper copies of the Scoping and issues paper were available to view at the following locations:
1. North East Lincolnshire Council Municipal Office reception
  2. Equans reception, New Oxford House, Grimsby
  3. Grimsby library
  4. Cleethorpes library
  5. Waltham library
  6. Immingham library
  7. Tea in the Park, Grant Thorold Park
  8. The Gingerbread House, Humberston
  9. Scartho community hub
- 2.11** Paper copies could also be requested, a charge of £5 was made to cover the cost of printing.

## 2.2 Events

- 2.12** Initially three informal drop-in events were arranged these provided people with the opportunity to pop in at any point during the advertised times to speak with an officer to find out more about the Local Plan review and how they could get involved at this

early stage of the review process. Following feedback received requesting more access for working people to be able to attend these events additional evening and weekend sessions were arranged.

**2.13** Details of the drop-in events and other meetings that officers attended are set out below:

Date	Event	Attendees	Number attended where known
Monday 19 September	Scrutiny panel briefing	Open to all Councillors who sit on all North East Lincolnshire Council Scrutiny Panels	Fifteen
Monday 10 October, 9am to 5pm	Drop-in session Immingham Library	Open to anyone with an interest in the borough	
Tuesday 11 October, 8.30am to 5.30pm	Drop-in session Grimsby Library	Open to anyone with an interest in the borough	
Wednesday 12 October, 8.30am to 5.30pm	Drop-in session Cleethorpes Library	Open to anyone with an interest in the borough	
Friday 14 October	Housing developer's forum	Developers and land agents	
Saturday 15 October, 9am to 1pm	Drop-in session Grimsby Library	Open to anyone with an interest in the borough	Three
Tuesday 18 October, 6pm to 8pm	Drop-in session Cleethorpes Library	Open to anyone with an interest in the borough	Two
Friday 21 October, 6pm to 8pm	Drop-in session Immingham Library	Open to anyone with an interest in the borough	Zero
Saturday 22 October, 9am to 1pm	Drop-in session Immingham Library	Open to anyone with an interest in the borough	Zero

Date	Event	Attendees	Number attended where known
Tuesday 25 October, 6pm to 8pm	Drop-in session Grimsby Town Hall	Open to anyone with an interest in the borough	Seven
Thursday 27 October	Town and Parish Council Liaison meeting	Town, parish, and village Councillors	
Saturday 29 October, 9am to 1pm	Drop-in session Cleethorpes Library	Open to anyone with an interest in the borough	Six
Tuesday 1 November	Immingham Town Council meeting	Immingham Town Councillors	

Table 2.2 Events

## 2.3 Summary of the main issues raised

**2.14** Along with responses submitted via the consultation portal (<https://nelincs-consult.objective.co.uk/kse/>) comments were also received by letter and email. These responses have been processed and added manually to the consultation portal by the Spatial Planning team. All the responses can be viewed on the consultation portal.

**2.15** Responses were received from 117 individuals, this includes from residents, businesses, landowners, agents and statutory bodies. A total of 644 comments have been processed.

Method received	Number of comments
Consultation portal	194
Email	431
Letter	19
Total comments	644

Table 2.3 Number of comments received by response type

**2.16** A summary of the main issues raised during the informal public engagement is set out below:

- New homes should be affordable
- Brownfield land should be developed first
- Empty homes need to be brought back into use
- Protection of green spaces
- Clarity on what 'urban' means
- Support for low carbon agenda, energy efficiency, alternative energy sources
- Importance of infrastructure requirements, including schools, medical centres etc
- More charging points for electric vehicles
- Reduce light pollution
- Population has fallen, needing less housing
- Modernise town centre, protect villages from development
- Self build plots might break up the 'identikit' developments
- Improve existing infrastructure, roads, rail, public transport and cycle routes
- Employment has declined, larger businesses have closed, reuse employment land for employment or housing
- Skills aimed at local businesses
- Expansion of further education facilities
- Improved access to green spaces
- Regenerate the town centre, making it a safe. secure and welcoming place to visit
- Design quality is a matter of opinion, things should look nice but last
- Protection and enhancement of heritage assets and their settings



2022 - Call for sites

- 3.1** As part of the initial Scoping and issues stage of the Local Plan review a call for sites was undertaken. Developers, landowners, and other interested parties were invited to put forward sites with potential for future development, this included sites with the potential for the delivery of Biodiversity Net Gains (BNG).  
(<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/local-plan-review/scoping-and-issues/call-for-sites/>)
- 3.2** The purpose of the call for sites exercise was to gain up to date information about land that has the potential for housing, employment, or mixed uses development and whether it is suitable to be allocated as part of the Local Plan review. Information relating to 42 sites was received, the majority of which provided updates on information already held. This information will now be assessed as part of the preparation of a Strategic Housing and Economic Land Availability Assessment document. The results of which will be published on the Council's website and will form part of the evidence base for the Local Plan review.

### Please note

The submission of a site through the call for sites exercise **does not mean that the site will be allocated**. Nor that planning permission will be granted.

## 2023 - Sustainability Appraisal scoping report

- 4.1** The purpose of the Sustainability Appraisal is to identify and report on the likely social, economic and environmental effects of the plan and the extent to which sustainable development is expected to be achieved through its implementation.
- 4.2** There are five main stages to preparing a Sustainability Appraisal, these are:
1. Setting the context and objectives, establishing the baseline and deciding on the scope of the appraisal (Scoping report)
  2. Developing and refining options and assessing effects
  3. Preparing the sustainability appraisal report
  4. Consulting on the emerging local plan and the sustainability appraisal report
  5. Monitoring the significant effects of implementing the local plan
- 4.3** A Sustainability Appraisal Scoping Report was prepared by Land Use Consultants, and published for consultation and sent to the prescribed statutory bodies for their consideration, including Natural England, Environment Agency and Historic England. The consultation ran from Friday 3 February to Friday 17 March 2023. The purpose of this consultation was to seek their views in relation to the scope and level of detail to be included in the Sustainability Appraisal of future stages of the Local Plan review. A copy of the Sustainability Appraisal Scoping Report was also made available on the Council's website (<https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/sustainability-appraisal/>).
- 4.4** The comments received mainly related to:
- Additions to the relevant plans and programmes and baseline information
  - Site assessment criteria recommendations for a few of the Sustainability Appraisal Objectives
- 4.5** These will be addressed as part of the Sustainability Appraisal Report for the next stage of the Local Plan review.

## Appendices

## Deposit locations

- A.1** Copies of the documents were made available to view both online and in person at the following locations, during their normal opening hours.

Location	Scoping and issues paper	Sustainability Appraisal Scoping Report
Council website ( <a href="https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/local-plan-review/">https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/local-plan-review/</a> )	Y	Y
Consultation portal ( <a href="https://nelincs-consult.objective.co.uk/kse/">https://nelincs-consult.objective.co.uk/kse/</a> )	Y	N
North East Lincolnshire Council Municipal office reception	Y	N
Equans reception, New Oxford House, Grimsby	Y	N
Central library	Y	N
Cleethorpes library	Y	N
Waltham library	Y	N
Immingham library	Y	N
The Gingerbread House, Humberston	Y	N
Scartho community hub	Y	N
Tea in the Park, Grant Thorold Park	Y	N

**Table A.1 Document locations**

