

## **Employment Allocations Topic Paper**

National policy and guidance require Local Plans to proactively drive and support sustainable economic development to deliver jobs that the country needs. The new Local Plan must ensure that sufficient employment land of the right type is available, in the right places and at the right time to support growth and innovation. It must also address other issues that are important to businesses such as affordable homes for workers, transport, and infrastructure, and will need to address how many new jobs need to be provided and how best can we support our existing and growing employment sectors. Barriers to investment should be addressed and priority areas identified for economic regeneration, infrastructure provision and environmental enhancement. Economic development is a critical component that drives growth, creating high wage jobs and facilitating an improved quality of life+

The Council places a key emphasis on driving economic vitality. It seeks to shape the area into a more prosperous place for residents and businesses alike and to be 'safer, greener and cleaner' by increasing economic growth and prosperity through higher employment and increased home ownership.

As part of previous consultations on the emerging Local Plan there was broad support for continuation of the existing strategic locational approach taken in the Core Strategy. In terms of identifying additional employment land, main transport corridors were highlighted as the preferred strategic locations for future growth outside of Scunthorpe and the market towns. In a North Lincolnshire context this would relate to land alongside or near to, the M180/M181, A180, A160, A18, A15, the A1077 Scunthorpe orbital, the Cleethorpes to Doncaster railway line and Humberside Airport.

There was also support for a greater distribution of employment land to the villages and wider rural areas but at a scale commensurate to their localities. With the market towns having a greater proportion of employment land than currently allocated as they represent popular sustainable settlements which could accommodate greater growth. In general, there was support for continued economic growth across North Lincolnshire provided that the infrastructure was capable of sustaining growth, and if not, then improvements would be essential.

The Council places great emphasis on economic growth and the benefits that a prosperous economy will bring about for the residents of North Lincolnshire. This is supported through the Council Plan, Economic Growth Plan and the Local Economic Assessment. The North Lincolnshire Council Plan 2018/2019 as a priority, seeks to grow the economy. It aims to achieve a more prosperous North Lincolnshire, to help the Council to invest further in communities and to create jobs and opportunities for everyone.

The Economic Growth Plan focusses on the next five years and lays the foundations for continued growth from 2023 and beyond, whilst setting out the ideas and support we need over this period that will put us in a strong place on which to build and develop. The plan, with the emerging Local Industrial Strategy, offers North Lincolnshire the opportunity to deliver its ambitions and realise its potential. Together, we can deliver a substantial contribution to UK plc as well as rebalancing our region for generations to come.

Alongside and in conformity with the Plan's Spatial Strategy priority has therefore been given to sites within and adjacent to Scunthorpe, the South Humber Bank and immediate area, the Market Towns of Brigg and Barton upon Humber, Humberside Airport, land at Sandtoft for a business park and sites at key transport interchanges.

Any proposed development likely to have a significant effect on a wildlife site of European or international importance will be subject to a Habitat Regulations Assessment (HRA) by the competent authority. North Lincolnshire Council, as the competent authority, reserves the right to apply the HRA process on a case by case basis. In all cases there is a need to consider avoidance, mitigation then compensation. Where it cannot be demonstrated that a development proposal will not have an adverse effect on the integrity of a site of European or international importance to nature conservation, mitigation measures must be provided as part of development proposals that adequately mitigates the effects.

### **Current Planning Status**

The North Lincolnshire Local Plan was adopted in May 2003 and, in line with the then current national and regional planning guidance and the Humberside Structure Plan, the area's key locations and strategic employment sites were identified. Taking into account the local employment structure at the time and predicted future shifts in the council's Economic Development Strategy, a total of 1,229.8 hectares of land was allocated as either committed or proposed for employment use in the Local Plan. Future employment land provision was determined by allocations or existing planning commitments. Some of these sites also had development ongoing or already established.

Land was designated for industrial development to meet the anticipated diversity of demand during the Local Plan period. Allocated sites were generally concentrated in and around the key locations – the main urban area of Scunthorpe and Bottesford, the principal and medium growth settlements and the other strategic locations such as the South Humber Bank, North Killingholme Airfield and Humberside Airport. However, at the same time the land allocations were also sufficiently well distributed throughout the authority area. This was to provide smaller scale development and employment opportunities in more rural locations for the rural population, thereby perpetuating the principles of sustainable development whilst supporting the rural economy.

This stance was mirrored, in terms of allocating a variety of sites at differing locations that would expand on the employment land offered in North Lincolnshire, within the Local Development Framework's Housing and Employment Land Allocations Development Plan Document (DPD) which was adopted in 2016. The table below show that 1231.61 ha of employment related land was allocated by means of the DPD which related to 193.40 hectares if the two strategic sites of the South Humber Bank and North Killingholme Airfield.

*Current Employment Land Situation*

*Allocated Employment Sites – 2016 Housing and Employment Land Allocation DPD*

<b>Final Policy Reference</b>	<b>Previous References</b>	<b>Location</b>	<b>Policy Name</b>	<b>Use</b>	<b>Site Area ha</b>
SHBE-1	IN1-1, 57-1	South Humber Bank	South Humber Bank	B1,B2, B8 Estuary Related	900
NKAE-1	IN1-2, 31-1	North Killingholme	North Killingholme Airfield	B1, B8	138.21
SCUE-1	IN1-3, 36-70	Scunthorpe	Normanby Enterprise Park	B1,B2, B8	35.10
SCUE-2	36-66	Scunthorpe	Mortal Ash Hill	B1	15.48
HUME-1	IN1-12, CIN9	Kirmington	Humberside Airport	B1, B8	9.4
HUME-1a		Kirmington	Humberside Airport	B1, B8	12
HUME-2		Kirmington	Humberside Airport	B1, B8	7.8
SANE-1	IN1-13, 56-1	Sandtoft	Sandtoft Business Park	B1, B8	55.3
BRIE-1	IN1-9, 10-19	Brigg	Brigg Sugar	B1,B2, B8	20.5
BARE-1	IN1-11, CIN-6, 7-17	Barton upon Humber	Humber Bridge Industrial Estate	B1,B2, B8	7.15
NEWE-1	CIN-12	New Holland	New Holland Industrial Estate	B1,B2, B8	21.47
EALE-1	CIN-16, 14-5	Ealand	Spen Lane	B1,B2, B8	3.2
EALE-2	IN1-14	Ealand	South of Railway	B1,B2, B8	6.0
					1,231.61
			Not including SHBE-1 and NKAE-1		193.40

An equally important consideration is the location of the employment land offer. It is important that future employment land allocations facilitate the continued growth and development of strategic employment sites whilst, at the same time, supporting rural economies and increasing economic diversity and opportunity. Wherever possible, future land allocations should be situated in sustainable locations, such as within existing urban areas or places that are accessible by public transport and other sustainable transport modes.

*Current Distribution of Allocated Employment Sites*

	<b>Total (ha)</b>
Scunthorpe	50.58
Barton-upon-Humber	7.15
Brigg	20.5
South Humber Gateway	900
North Killingholme Airfield	138.21
Humberside Airport	29.2
Sandtoft Airfield	55.3
New Holland Industrial Estate	21.47
Ealand	9.2
Total (ha)	1,231.61

The table above shows that the current key designated employment sites are generally located in strategic locations, such as the South Humber Gateway, North Killingholme Airfield, Humberside Airport, Sandtoft and Scunthorpe, where the largest areas of allocated land still available for development are concentrated. In fact, over five sixths of the outstanding allocated land (1038 hectares) are located at the South Humber Gateway and North Killingholme Airfield. Given that the SHG is likely to be developed strategically, pockets of development have not been deducted from the 2016 DPD's total. Therefore, the majority of future employment land is concentrated around the South Humber Gateway area (including North Killingholme Airfield), within the main urban area of Scunthorpe and Bottesford, in the market towns, in some rural centres, and in sustainable locations at existing industrial estates.

Employment sites included in the SHELAA 2021 have been subject to assessment to determine the development potential (deliverable or developable) by assessing suitability, availability and achievability. All of the sites submitted as part of the Local Plan 'Call for Sites' exercises, subject to size constraints, have been assessed under the SHELAA's site assessment methodology.

## Job and Forecasting and Employment Land Requirement

Oxford Economics was appointed by the Council during mid 2020 to prepare an economic forecast that evaluated the extent of anticipated job growth over the plan period up to 2038.

The Oxford Economics forecasting was run during August 2020 and considered a range of factors alongside economic activity trends and population growth. The latest application of the model forecasts approximately 10,300 jobs being generated over the plan period which equates to an increase of 12.7% for the period 2017 - 2038. It is specifically noted that the inputs into the model had been updated to mid 2020, to reflect recent economic recovery, the latest population projections and the extent of known projects.

5000 new jobs are forecast to be created up to 2038 under the traditional Use Class E (former use B1a, B1b and B1c only), B2 and B8 categories which relates to 48% of the total jobs growth for North Lincolnshire. Non non-industrial uses (i.e. non Use Class E(g), B2 and B8 uses) have shown an increase in job growth with the service sector showing particular improvement. It is noted that a number of other sectors are showing signs of decline within North Lincolnshire including the steel products sector classified under metal products. Over 52% of job creation is forecast to be generated from the Public Services sector such as Education and Health and other non E(g), B2 and B8 uses.

The 2020 Oxford Economics forecasts took into account the economic thrust of the Local Enterprise Partnerships in addition to business enquiries to establish the potential for growth going forward.

The Local Plan's employment land requirement of 131.7 ha (up to 2038) has been calculated by using the forecasted E(g), B2, B8 job figure which have been translated to the floorspace required by using a density allowance and an assessment of site coverage of built form (SHELAA 2021)

The Model forecasts that up to 2038 manufacturing will decrease with a reduction of the number of people it employs. These forecasts do not, however, take into account the major opportunities that the renewable energy sector presents. The expansion of electricity generation from offshore wind in particular represents a massive long term investment opportunity which has the potential to generate thousands of jobs in the local area and the UK, as well as securing a marine renewable electricity source. Indeed, the South Humber Gateway is of strategic economic importance not only for the Humber but also for the whole country.

### Employment Land Requirement calculation

#### TOTAL LAND REQUIREMENT E(g)/B2/B8

Total Land Requirement	E(g)(i) and E(g)(ii)	E(g)(iii) /B2	B8	Total
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<b>Jobs Total 2017 -2038</b>	<b>900</b>	<b>0</b>	<b>4,200</b>	<b>5,000</b>
<b>NLC Job Density (job/sq. m)</b>	<b>19</b>	<b>50</b>	<b>80</b>	
<b>Total Floorspace (sq. m)</b>	<b>15.200</b>	<b>0</b>	<b>336,000</b>	<b>353,100</b>
<b>Site Coverage</b>	<b>40%</b>	<b>40%</b>	<b>40%</b>	
<b>Land Requirement (Ha)</b>	<b>3.8</b>	<b>0</b>	<b>84</b>	<b>87.8</b>
<b>50% Buffer (Ha)</b>	<b>1.9</b>	<b>0</b>	<b>42</b>	<b>43.9</b>
<b>Total land Requirement (ha) 2017- 2038)</b>	<b>5.7</b>	<b>0</b>	<b>126</b>	<b>131.7</b>

#### **Publication Local Plan - Allocated Employment Sites**

Location	Site Reference	Policy Name	Use *	Allocated site area ha
Scunthorpe	EC1-1	Normanby Enterprise Park	E(g), B2, B8	38.87
Scunthorpe	EC1-2	Land north of Tesco	E(g), B8	39.96
Kirmington	EC1-3	Humberside Airport	E(g), B8	12
Kirmington	EC1-4	Humberside Airport	E(g), B8	7.8
Sandtoft	EC1-5	Sandtoft Business Park	E(g), B8	55.3
Barton upon Humber	EC1-6	Land to the north west of the A15 Barton Interchange	E(g), B2, B8	15
Barnetby Top	EC1-7	Land to the south of	Service Station	6.14

Location	Site Reference	Policy Name	Use *	Allocated site area ha
		Barnetby Top Interchange and to the west of the A18	and lorry park	
Barnetby Top	EC1-8	Land to the south of Barnetby Top Interchange and to the east of the A18	E(g), B2, B8	10
M180 Junction 2	EC1-9	Land to the south of Crowle gyratory	E(g), B8	5
				190.07

North Lincolnshire is fast becoming a major energy capital in terms of energy generation, which includes the emerging renewable energy and off-shore wind sectors. Land at the South Humber Bank is therefore allocated as a Strategic Employment Site for E(g), B2, and B8 Estuary Related uses including energy generation to support these sectors. The development of North Killingholme Airfield is seen as an essential and integral part of the nearby South Humber Bank proposal and is, therefore, also identified as a Strategic Employment Site in order to assist in the deliverability of the South Humber Bank. North Killingholme Airfield is to be utilised, but not solely, for land intensive storage and distribution uses that would effectively sterilise prime industrial land set adjacent to the Humber Estuary.

The 55.3ha land allocation at Sandtoft is for a potential logistics park, which maximises its proximity to the M180 motorway, subject to satisfactory access arrangements being met. Allocations at Humberside Airport are proposed to help bolster airport operations and to maximise freight potential. Employment land has also been allocated at the Barton upon Humber Interchange to reinforce its roles as a key market town. Elsewhere, a number of other employment allocations such as Barnetby Top and Junction 2 of the M180 have been identified that offer good accessibility to the local highway network.

Although the majority of North Lincolnshire's employment land is focused at the South Humber Bank, Humberside Airport, Sandtoft Airfield and Scunthorpe, there remains a necessity to distribute the provision of employment land throughout the area in order to support the rural economy and to sustain rural communities. This is in line with the

NPPF, which supports the creation of sustainable economic development in rural locations to facilitate regeneration

It is essential that consideration is given to the safeguarding of further employment land at the key strategic locations to ensure that there is sufficient land to meet present and future employment land needs. This is essential to support the continued growth and diversification of North Lincolnshire's economy.

The continued growth of Scunthorpe will reflect the town's status as a Sub-Regional Town. This is closely linked to future housing growth, which is a central element in the new Local Plan's growth strategy. With this in mind, site EC1-2, land to the north of Tesco, has been identified as being suitable for a business park type development. All of the remaining sites in Scunthorpe are located in existing employment areas on good transport links out of the town.

At Barton upon Humber, the 15ha EC1-6 is suitable for business park type development and is strategically located adjacent to the A15 Barton Interchange. This sites offers the opportunity for a high class business park with excellent local connectivity to Barton and then wider to the Humber Bridge to the north and the M180/A180 via the A15 to the south.

At Barnetby Top two sites have been recommended, both south of the M180/A180 Interchange they are ideally located to take advantage of this strategic junction. The land to the west of the A18 is suitable for a lorry park/service station, whilst the land to the east of the A18 is suitable for a business park. Land has also been identified south of the gyratory at Crowle as a high quality business park. This 5ha site is relatively small but has the scope to expand once the original site has been developed.

## **Summary**

A key consideration of the SHELAA 2021 is that the future requirements of all employment sectors are met. In considering which of the existing allocations will be carried forward and subsequently adopted and which will be de-allocated and perhaps designated for an alternative use, the location and sustainability of the site has been as important as the size of the site and the contribution it makes to meet the future employment land requirement.

Future employment land allocations should facilitate the continued growth and development of strategic employment sites whilst at the same time supporting rural economies and increase economic diversity and opportunity. To this end, the available employment land stock in North Lincolnshire has been considered alongside land requirements, economic forecasts, and new potential employment sites.

This has led to those sites which are seen to best meet predicted future demands for employment land to be recommended to be considered for inclusion in the new Local Plan, and sites which are seen to be unsuitable or surplus to anticipated requirements to be recommended for de-allocation or not included.

North Lincolnshire is unique in that it includes large areas of strategically important employment land with the South Humber Bank being a key sub regional employment site adjacent to the last major undeveloped deep-water estuary in the country. Similarly, North Killingholme Airfield has a long history as a key employment location and is well located for businesses and facilities that support the estuary/port-related industries sites at the South Humber Bank.

Scunthorpe represents an important location for future employment provision for businesses seeking to locate on a business park/industrial estate either close to a town centre or within North Lincolnshire's main urban area. However, providing diverse employment opportunities across North Lincolnshire is vital to enable people to live nearer to their place of work and to provide market choice. In addition to the principal employment locations there are smaller employment sites distributed across North Lincolnshire, such as smaller-scale industrial estates in the market towns of Barton-upon-Humber and Brigg.

Overall employment land distribution seeks to improve accessibility by public transport. Focusing growth on existing major employment areas will catalyse the provision of quality public transport and, together with increased housing growth, may potentially lead to increased levels of sustainability.

It is intended that existing and future employment land should be distributed in such a way that balances the provision of focused employment growth at existing strategic sites with the preservation of smaller employment sites in other locations. Provision of choice and opportunity will be more attractive to the market, encourage the maximum benefit from public transport initiatives, and maintain or improve sustainability levels across North Lincolnshire.

Whilst the SHELAA 2021 provides a portfolio of employment land available for development, sites will be allocated for employment uses in the new North Lincolnshire Local Plan based on the future land requirement. The Local Plan will also provide guidelines on how and when sites should be developed.