



SETTLEMENT HEIRARCHY AND GROWTH TOPIC PAPER

1. INTRODUCTION

- 1.1 The North Lincolnshire Local Plan (2020 to 2038) will set out the broad spatial strategy for the area including how much growth and development will take place and where it will happen. In order to help make this take place in a sustainable manner, it is important to determine the role of each of the area's towns, villages and hamlets via the creation of settlement hierarchy, which in turn will assist in deciding how much growth could take place in them.
- 1.2 This topic paper has been prepared to support and explain the proposed approach used to define the settlement hierarchy for North Lincolnshire, and growth levels in our towns and villages. These are set out in the Preferred Options version of the emerging Local Plan. It is a "live" document and will be updated as the Local Plan moves through each stage.
- 1.3 This paper explains the rationale and justification for the overall Local Plan Strategy and why the Plan represents an appropriate Strategy for the area and what alternatives have been considered. It also explains why housing allocations have been chosen in the locations and sites proposed and any constraints impacting on these proposals.

2. CONTEXT

- 2.1 North Lincolnshire contains almost 90 settlements and hamlets for consideration as part of the settlement hierarchy in the area. The Scunthorpe & Bottesford urban area is the largest settlement in the area with a population of 85,627 and is the main centre for employment, education, services and transport. The towns of Barton upon Humber (population 12,544) and Brigg (population 7,445) are the next largest settlements, which both have a key role in the provision of services and employment.
- 2.2 There are a number of other towns and villages that act service centres for their surrounding communities, but at lesser scale than Scunthorpe and Bottesford, Barton upon Humber and Brigg. These include towns such as Crowle, Epworth, Kirton in Lindsey and Winterton, along with larger villages such as Barnetby-le-Wold, Broughton, Goxhill, Haxey and Messingham.
- 2.3 National planning policy needs to be taken into account when determining the settlement hierarchy for North Lincolnshire. National Planning Policy Framework (NPPF) (February 2019) Paragraph 7 states that the purpose of the planning system is to contribute to the achievement of sustainable development, whilst paragraph 8 highlights that there are three dimensions to sustainable development: economic, social and environmental and needs to be pursued in mutually supportive ways.
- 2.4 In relation to planning's social role, it describes this as *"to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being."*
- 2.5 The main aspects of the NPPF relevant to developing a settlement hierarchy are:
 - Planning policies and decisions should play an active role in guiding development towards sustainable solution, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area (Paragraph 9)
 - To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlement development in one village may support services in a village nearby (Paragraph 78)
 - Planning policies and decision should avoid the development of isolated homes in the countryside unless certain circumstances are met (as set out the NPPF) (paragraph 79)

- Planning policies and decisions a prosperous rural economy, in promoting the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship (Paragraph 83d)
- To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

...plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

...take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

...guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

...ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

...ensure an integrated approach to considering the location of housing, economic uses and community facilities and services (Paragraph 92)

- The planning should actively manage patterns of growth in support of transport considerations/objectives (as defined in NPPF para 102). Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes (paragraph 103)
- Planning policies should....support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities (paragraph 104a)

2.6 The National Planning Practice Guidance (NPPG) section on rural housing notes that “*Assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. However, all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.*” (NPPG Ref ID 50-001-20140306)

3. CURRENT APPROACH

3.1 The current settlement hierarchy is set out in the Core Strategy DPD (June 2011). It was based on the hierarchy from the former Yorkshire & Humber Plan (2008), and the Sustainable Settlement Survey (2009) as well as public and stakeholder consultation, as well as the overall spatial strategy. It resulted in the four-tier hierarchy set out below:

Table 1: Current Settlement Hierarchy

Major Sub-Regional Town (1)		
<ul style="list-style-type: none"> • Scunthorpe 		
Market Towns (6)		
<ul style="list-style-type: none"> • Barton upon Humber 	<ul style="list-style-type: none"> • Crowle 	<ul style="list-style-type: none"> • Kirton in Lindsey
<ul style="list-style-type: none"> • Brigg 	<ul style="list-style-type: none"> • Epworth 	<ul style="list-style-type: none"> • Winterton
Rural Settlements (65)		

• Alkborough	• Flixborough	• Redbourne
• Althorpe	• Garthorpe & Fockerby	• Roxby
• Amcotts	• Goxhill	• Sandtoft
• Appleby	• Graizelound	• Santon
• Barnetby-le-Wold	• Greetwell	• Saxby-all-Saints
• Barrow upon Humber	• Gunness	• Scawby
• Beltoft	• Gunthorpe	• South Ferriby
• Belton	• Haxey	• South Killingholme
• Bonby	• Hibaldstow	• Thealby
• Broughton	• Horkstow	• Thornton Curtis
• Burton upon Stather	• Howsham	• Ulceby
• Burringham	• Keadby	• West Butterwick
• Cadney	• Kirmington	• West Halton
• Coleby	• Low Burnham	• Westwoodside
• Derrythorpe	• Luddington	• Whitton
• Dragonby	• Melton Ross	• Winteringham
• Ealand	• Messingham	• Wootton
• East Butterwick	• New Barnetby	• Worlaby
• East Halton	• New Holland	• Wrawby
• East Lound	• Normanby	• Wressle
• Eastoft	• North Killingholme	• Wroot.
• Elsham	• Owston Ferry	
Rural Settlements in the Countryside (16)		
• Barrow Haven	• Goxhill South End	• Ulceby Skitter
• Carrhouse	• Haxey Carrs	• Walcott
• Castlethorpe	• Holme	• Westgate
• Cleatham	• Kelfield	• Woodhouse
• Croxton	• Messingham Ings	
• Eastoft Carr	• Manton	

- 3.2 Under this hierarchy, Scunthorpe was the main focus for the majority of development and growth including housing, employment, retail, sustainable transport links, and higher order services and facilities to serve the area. This approach supported its role as a major sub-regional centre, and deliver the proposed urban renaissance of the town.
- 3.3 The six Market Towns were identified as key service centres for the area’s rural communities, with growth being more limited to their position in the hierarchy, and to take into account infrastructure availability and their character. In the rural settlements, growth was limited to infill development, taking into account service provision, infrastructure capacity and accessibility as well as local character. Development in the countryside (including rural settlements in the countryside) was restricted to that requiring such a location. Examples including development related to agriculture, forestry, rural diversification and tourism.
- 3.4 Scunthorpe, the Market Towns and Rural Settlements all received settlement development limits in the Housing & Employment Land Allocations DPD (March 2016). Rural settlements in the countryside did not receive them. The development of new Local Plan gives the council the opportunity to re-examine this settlement hierarchy, as part of the overall spatial strategy for the area.

4. INITIAL CONSULTATION – A NEW APPROACH? (REGULATION 18)

4.1 The first stage of consultation which proposed the possible growth proposals for North Lincolnshire was the Initial Regulation 18 plan. The consultation period ran from Monday 27th February to Tuesday 18th April 2017 (a seven week period). This first stage of consultation gave four possible options for the future approach to development.

4.2 Possible options put forward for future growth in North Lincolnshire were:

- **Option 1 Scunthorpe and Market Towns**— Development focused on Scunthorpe and to a lesser extent the six market towns of Brigg, Barton upon Humber, Epworth, Crowle, Kirton in Lindsey and Winterton (Continuation of the Core Strategy)
- **Option 2 Six Market Towns and Scunthorpe**—Development focused equally on Scunthorpe and the six market towns of Brigg, Barton upon Humber, Epworth, Crowle, Kirton in Lindsey and Winterton
- **Option 3 Six Market Towns, Scunthorpe and Larger Service Centres**—Development dispersed across Scunthorpe, the six market towns and Larger Service Centres across North Lincolnshire
- **Option 4 A New Settlement**—Development of a new settlement or significant expansion of an existing settlement

Table 2: Regulation 18 Initial Consultation Responses

Question	No. of Responses	%
4. How would you like to see North Lincolnshire grow? For example, we could continue focus growth on Scunthorpe and the Market Towns or we could grow our villages.	70	-
No response to question	33	
5. Of the four possible options for the future approach to development, which do you consider the most appropriate, or do you consider that an alternative option/approach should be examined?	77	100
• <i>Option 1: Scunthorpe and the Market Towns</i>	17	22
• <i>Option 2: Six Market Towns & Scunthorpe</i>	5	6
• <i>Option 3: Six Market Towns, Scunthorpe & Large Service Centres</i>	13	17
• <i>Option 4: A New Settlement</i>	7	9
• <i>Other Option or Approach</i>	30	39
• <i>Other Response</i>	5	6
No response to question	26	-

4.3 The majority of respondents to this question chose a particular option for the future location of growth. Most support selected an alternative option/approach 39%, with 17% opting to maintaining the existing approach (Option 1) then 13% supporting Option 3 (Six Market Towns, Scunthorpe & Large Service Centres). Options 2 (Six Market Towns & Scunthorpe) and 4 (A New Settlement) attracted limited support. However, not all respondents provided reasons for their choice. Where responses and reasons were received, these are summarised below.

Option 1

4.4 Several respondents felt that existing strategy – focussing growth in Scunthorpe and the Market Towns – should be maintained. This option was supported as it was felt to be the most sustainable and would create the best spread of development across the area. Options 2 & 3 were felt to create an unsustainable pattern of development, which would result in pressure on infrastructure in the market towns and larger service centres. Option 4, it was felt would concentrate development in one location and not allow for growth elsewhere. Also there were concerns that this option could impact on housing delivery.

4.5 This option was also felt to be the most beneficial for the growth of established and future businesses, particularly in Scunthorpe area – where it was felt more growth is required. It was suggested as part of this option better use should be made of existing land and buildings. One respondent considered this to be most appropriate option subject to it being used in conjunction with Option 4 (A New Settlement) and whilst another suggested that growth should occur along the motorway corridor.

Option 2

4.6 No particular reasons were given for supporting Option 2, however it was considered that any development should be well designed.

Option 3

4.7 Option 3 was considered by a number of respondents to be the spatial strategy that is more in line with provisions of the National Planning Policy Framework (NPPF) and the emerging policy direction in the Government's Housing White Paper regarding housing delivery. It was felt this option would allow for a more even distribution of housing across the area to meet local needs and aspirations as well as ensuring greater delivery. Furthermore, it was considered that it would and support the creation of thriving towns and villages, whilst maintain their character. It would also be better reflect the housing market in the area and allow for the provision of a range of site types and sizes.

Option 4

4.8 There was some support for the development of a new settlement and suggested locations were provided. It was considered that a new settlement was required to balance the location of the population and employment opportunities. In respect of locations, Barnetby and the Lincolnshire Lakes area were suggested. The former it was felt, alongside the provision of a Brigg bypass, would give residents good access road, rail and air links, whilst the latter was considered to be the best option for availability of infrastructure and services.

Issues and Options Consultation

4.9 The next stage of public consultation was the issues and options consultation. This consultation ran from Monday 29th January to Monday 12th March 2018. Due to the responses received at the Regulation 18 consultation an additional option alongside the four that were previously published which was E- A Balanced approach. The Council asked for views on which of these five options is most likely to achieve the draft vision and objectives and help deliver sustainable development. The options given were:-

- Option A: Scunthorpe & Market Towns.
- Option B: Six Market Towns & Scunthorpe.
- Option C: Six Market Towns, Scunthorpe & Larger Service Centres.
- Option D: A New Settlement.
- Option E: A Balanced Approach.
- None of the above. Please suggest an alternative option.

Table 3: Consultation Responses to Question 5: Spatial Strategy for North Lincolnshire

Responses to Question 5: Spatial Strategy for North Lincolnshire		
Response	Number of Respondents	Percentage of Respondents
Option A: Scunthorpe & Market Towns	16	16
Option B: Six Market Towns & Scunthorpe	8	8
Option C: Six Market Towns, Scunthorpe & Larger Service Centres	12	12
Option D: A New Settlement	8	8
Option E: A Balanced Approach	42	42
None of the above	7	7
No Option Selected	7	6
Total	100	100

4.10 Option E: A Balanced Approach was the spatial strategy option favoured by the majority of respondents.

4.11 A number of respondents considered this option to be the most a sustainable, suitable and appropriate development strategy for North Lincolnshire, as well as the fairest and most positive approach. It was felt that it would ensure that development still takes place in larger settlements, whilst allowing for an appropriate amount of growth in smaller settlements, leading to a greater number and variety of sites to come forward across the area, in particular to meet local housing needs and increase housing supply.

4.12 As mentioned above, a number of respondents considered that Option E provided the best approach to meeting North Lincolnshire's housing needs and boosting housing supply (in line with spatial objective 3) as well as increasing delivery rates to support economic growth. In particular, it was felt that it would lead to a more even spread of housing across the area and have the greatest potential for meeting housing needs in rural and smaller communities. In addition, it would allow for the provision of housing in areas that the market will be able to deliver them.

4.13 This option was also considered to provide an opportunity to allocate or identify sites of varying sizes, especially small or medium sized sites that meet the requirements of the various segments of the housing market and emerging national policy on the use of smaller sites. Smaller developments were viewed as being able to better fit in with their surroundings. Other highlighted benefits included more opportunities to deliver affordable housing or more freedom for self/custom building housing and provide enough housing to meet the needs of older people.

4.14 Having a balanced approach to development, it was suggested, would help to support, enhance and potentially increase investment in existing local services, infrastructure and facilities, especially in rural areas and villages. Several respondents felt that smaller communities required an appropriate level of growth to maintain their vitality and viability and meet local needs. Doing so, would meet emerging Spatial Objective 5 and current/emerging national policy.

4.15 It was recognised that if a balanced approach to housing growth is adopted, then the economic policies of the emerging Local Plan should also be balanced. There was support for strengthening job creation in rural communities, whilst another respondent suggested that housing should be closely aligned with the area's main employment opportunities. The example of having additional housing development in the eastern portion of North Lincolnshire close to the South Humber Gateway was cited.

SA Environmental Report - Assessment of the Spatial Strategy Options North Lincolnshire Local Plan - Issues Options - SA Environmental Report

Options for Growth

4.16 Five options for growth have been proposed and the appraisal has identified a range of potential impacts, which are summarised as follows:

- Option A (Scunthorpe and Market Towns) and B (Six Market Towns and Scunthorpe) would be largely positive for many of the sustainability objectives. These options would concentrate development in already highly urbanised areas and so would avoid direct impacts on more environmentally sensitive areas.
- Option C (Six Market Towns, Scunthorpe and Larger Service Centres) has the potential to deliver positive effects to most of the sustainability objectives. It would disperse development across the area, which would benefit both urban and rural communities. In addition, potential risks to the environment would be reduced as the wide spread of (lower-scale) development would mitigate against a concentration of impacts.
- Option D (New Settlement) has the potential to cause significant negative impacts to several of the environmental objectives as it would involve major new and would be likely to impact on the natural resources of the area (likely to be a rural area) in which it is located.
- Option D is predicted to have the most significant positive and negative impacts.
- Option E (Balanced Approach) has the potential to cause a range of positive and negative effects. For many of the environmental objectives there is a risk that the diffusion of new development could place pressure on natural resources, particularly in rural areas. Conversely, a greater spread of development could minimise risks to the natural environment and offer opportunities to provide environmental benefits, such as ecological enhancements or improvements to landscape character. Potential positive effects are predicted in relation to several social and economic objectives, particularly objectives to improve the housing stock and strengthen the local economy.

4.17 All options are likely to have a negative effect on air quality and climate change associated with the increased emissions associated with new development.

4.18 Conversely, all options are likely to have positive effects on the social and economic sustainability objectives and particularly in relation to the local economy as significant growth would act as a major economic stimulus in North Lincolnshire.

- Impacts on flood risk and mineral resources are considered likely to be neutral.

Recommendations

4.19 The following recommendations are made to reduce or avoid adverse effects:

- Safeguards within the Local Plan should be provided to protect and enhance environmental features/resources.
- The allocation of land (for housing, employment, and other uses) should take account of the full range of environmental considerations, especially when sites are located outside or close to the fringe of urban areas.
- The Local Plan should promote high-quality and sustainable design that respects the protection of environmental features and seeks opportunities for their enhancement.
- The Local Plan should seek to mitigate impacts on air quality and climate change by promoting use of sustainable materials, low carbon technologies and energy efficiency measures.
- Development should be encouraged to allow for the retention or provision of substantial green and open space.

5. EVIDENCE BASE – SUSTAINABLE SETTLEMENT SURVEY 2019

- 5.1 In order to assist in defining a settlement hierarchy, and provide evidence and background about each town, village and hamlet, the council have prepared a Sustainable Settlement Survey. This evidence document provides detailed information about the area's 89 towns, villages and hamlets and seeks to give a clear indication of those settlements that are the most sustainable in terms of being able to support the pressures placed on local services and infrastructure caused by an increased population. It also enhances the understanding of the various roles played by each settlement within North Lincolnshire.
- 5.2 An initial version was produced in 2016 and has been updated during 2018. The latter version has informed this paper and the proposed settlement hierarchy set out in the Preferred Options document.
- 5.3 The starting point for the study was to define what constitutes a settlement, and which ones should be assessed. In this case, a settlement is defined as being a discrete, relatively permanent group of households, most often with services, that together form a built-up environment. Settlements have an identity based on a spatial area with definable geographic boundaries and a location name. In defining the settlement boundaries, development limit boundaries (as established in the North Lincolnshire Local Development Framework – Housing & Employment Land Allocations DPD [March 2016]) have been used, where applicable, with a 400 metre buffer zone to capture any stray households that would use those settlement services as their main service centre.
- 5.4 Only settlements with 20 dwellings or more have been included in the scoring process, therefore ten settlements were identified but not scored due to their size. These settlements have been included in the countryside settlement category of the hierarchy, and are considered unlikely to meet all the elements of sustainable development, particularly the access to a range of services, except those normally acceptable in the countryside.
- 5.5 Through this process the total number of settlements identified within the 2019 North Lincolnshire Sustainable Settlement Survey is 79, excluding the ten countryside settlements outside of the scope of scoring.
- 5.6 The next stage was to determine these indicators that would be used to assess sustainability. A sustainable community is one benefiting from access to a wide range of travel, convenience, community, health, educational and economic opportunities. North Lincolnshire Council identified seven 'key facilities and services' considered crucial to the sustainability of a settlement:
- A primary school and/or a secondary school
 - Doctors surgery, clinic or health centre
 - A supermarket or general convenience store that meets the day to day needs (particularly for food shopping)
 - Public house
 - Walking distance to nearest major area of employment or 30 minutes public transport travel time
 - Hourly bus service
 - Village or community hall
- 5.7 These key facilities and services have been awarded the maximum 3 points for the purpose of scoring.
- 5.8 In addition, further services and facilities were identified based on an analysis of previous sustainable settlement survey scoring criteria's undertaken across six different Local Authorities (one being North Lincolnshire's Sustainable Settlement Survey 2009).

- 5.9 Where a facility or service was widely used across a majority of the Local Authorities sustainable settlement surveys, greater consideration was given to including the criteria. Additionally, those with a majority vote were weighted higher than those services and facilities considered less significant.
- 5.10 The scoring criteria for the settlement survey has been based around rewarding weighted points for facilities and services lying within the settlements which are considered essential for a sustainable settlement. Collectively each of the services and facilities identified add to the functionality of a settlement. Value judgements have been used in establishing the scores attributable to each of the criteria based on the degree to which each facilitates 'sustainable living', allowing greater weighting to ones considered most significant. It logically follows that the more provision there is, especially of 'key facilities and services', the more sustainable the settlement is likely to be. Table 5.1 of the Sustainable Settlement Survey 2019 sets out the scoring mechanism.
- 5.11 The third step involved collecting data from a range of sources including Ordnance Survey Points of Interest data, council services, TRACC and the Indices of Deprivation. The survey also collected a range of contextual and demographic information to build up a profile of the characteristics of the area's towns and villages to allow comparisons to be made.
- 5.12 It is proposed to contain the settlement hierarchy and the overall levels of growth that will be expected to occur in each tier within the "Spatial Strategy" policy, with details on the growth levels of each settlement within a "Housing Growth & Distribution" policy, which in turn will lead to the identification of preferred sites. An "Employment Growth & Distribution" policy will set out where new economic development opportunities will take place, leading identification specific sites.
- 5.13 Table 1 (below) sets out the proposed settlement hierarchy that will govern the distribution of growth in the North Lincolnshire Preferred Options Local Plan (2017 to 2036). It is based on the evidence base provided by the Sustainable Settlement Survey 2019, together with the comments received during the Issues & Options consultation regarding the overall development strategy and hierarchy. It describes each tier and what it means in relation to the future development strategy.
- 5.14 The settlement survey put forward five-tier settlement hierarchy:
- Major Sub-Regional Town (Scunthorpe & Bottesford Urban Area);
 - Market Towns/Larger Service Centres;
 - Larger Rural Settlements;
 - Smaller Rural Settlements; and
 - Countryside.
- 5.15 Having examined the proposed hierarchy (above) and the evidence in the Sustainable Settlement Survey 2019, it is considered appropriate to vary this as part of the emerging Local Plan. It is clear from the scoring that Barton upon Humber and Brigg are more sustainable than the other towns and villages within the Market Towns/Larger Service Centre tier. They are second and third most populated settlements in North Lincolnshire (12,254 and 7,212 respectively). Both settlements have developed as larger service centres for shopping, leisure, education and services and provide employment and services for neighbouring settlements. Therefore, it is considered appropriate to identify them within a separate tier within the emerging settlement, to be termed as Principal Towns.
- 5.16 The remaining settlements in the Market Towns/Larger Service Centres (Barnetby-le_Wold; Broughton; Crowle; Epworth; Goxhill; Haxey; Kirton in Lindsey; Messingham & Winterton) will be included under the category of Large Service Centres in the emerging hierarchy.

- 5.17 In respect of the Larger Rural Settlements tier in the hierarchy, it is considered appropriate to identify those settlements that score between 27 & 40 in this category. They have larger populations and a greater number of key facilities. Included in this tier are Barrow upon Humber; Belton, Westgate & Woodhouse; Burringham; Burton upon Stather; Ealand; East Halton; Gunness; Hibaldstow; Keadby; New Holland; Owston Ferry; Scawby; South Ferriby; South Killingholme; Ulceby; West Butterwick; Westwoodside; Winteringham; Wrawby & Wroot.
- 5.18 Smaller rural settlements are those that score between 16 and 26 in the settlement survey. Broadly, they have smaller populations, although not in all case, and fewer key services and facilities, than those towns and villages in the tiers above. This tier includes Alkborough; Althorpe; Appleby; Bonby; East Butterwick; Eastoft; Elsham; Flixborough; Garthorpe & Fockerby; Howsham; Kirmington; Luddington; North Killingholme; Redbourne; Roxby cum Risby; Thealby; West Halton; Wootton & Worlaby.
- 5.19 The Rural Hamlets & Villages contain those settlements that are identified in the settlement survey as being in the countryside. It also includes those villages that scored 15 and below from the “smaller rural settlements. These settlements are those with the smallest populations and fewest, if any, key facilities. In some cases, they have not been scored as the contain less than 20 dwellings.

Table 4: Proposed Settlement Hierarchy for North Lincolnshire Preferred Options Local Plan

Category	Description	What It Means
<p>Major Sub-Regional Centre (1)</p> <p>Scunthorpe & Bottesford Urban Area*</p>	<p>The largest urban area and a major sub-regional town, it acts as the main service centre for North Lincolnshire, providing a range of services which include retail, leisure, community, civic, health and education facilities and financial and professional services. It also has good public transport links to surrounding settlements and beyond.</p> <p>Sustainable Settlement Survey Score: 75</p>	<p>Scunthorpe and Bottesford urban area will continue to be the focus for growth in North Lincolnshire. This includes accommodating the largest amount of housing growth and being a centre for employment and services. The town’s ongoing transformation and regeneration will be supported.</p> <p>As such sites will be allocated for housing and employment within the urban area. Including the development of an urban extension. Additional growth may occur above and beyond this on suitable unallocated sites and on small sites.</p>
<p>Principal Town (2)</p> <p>Barton upon Humber & Brigg (includes Scawby Brook)</p>	<p>Barton upon Humber and Brigg, are the next largest settlements in North Lincolnshire in terms of population and number of dwellings. These towns have developed as larger retail, leisure, educational and service centres, compared to other market towns and larger villages in North Lincolnshire. Both provide significant employment opportunities and key services for neighbouring settlements.</p> <p>Sustainable Settlement Survey Score: 69 (Barton upon Humber) & 69 (Brigg)</p>	<p>Reflecting the size and roles, Barton upon Humber and Brigg will be a secondary focus for growth in North Lincolnshire. The Local Plan will allocate sites for housing and employment. Smaller additional site may come forward within the settlement development limits as defined on the Policies Map. Growth will be accompanied but suitable levels of infrastructure provision and investment.</p>
<p>Large Service Centres (11)</p> <p>Barnetby le Wold; Barrow upon Humber; Belton, Westgate & Woodhouse Broughton; Crowle; Epworth; Goxhill; Haxey; Kirton in Lindsey; Messingham; Winterton</p>	<p>Large Service Centres are towns and villages in rural areas that fulfil a service function and provide some limited employment opportunities.</p> <p>These settlements support a wide range of services and facilities, which can include secondary schools, small local shopping centres, banking, medical, leisure and recreational facilities. They also provide an</p>	<p>Reflecting their service function, an anticipated level of growth for these towns and villages will be identified, together with relevant site allocations to deliver it.</p> <p>It is not anticipated that other large development sites will be delivered in these settlements unless they are supported by a neighbourhood plan or a similar demonstration of clear community support.</p>

	important service role for surrounding smaller settlements. Sustainable Settlement Survey Score: 40 to 61	
Larger Rural Settlements (17) Burton upon Stather; Ealand; East Halton; Gunness; Hibaldstow; Keadby; New Holland; Owston Ferry; Scawby; South Ferriby; South Killingholme; Ulceby; West Butterwick; Westwoodside; Winteringham; Wrawby & Wroot	The tier of settlements below the Large Service Centres are referred to as Larger Rural Settlements. The settlements identified in this category comprise the largest in terms of population size that have at least 4 of the 7 of the 'key facilities and services' and have a score of over 25. There are 20 settlements in this group. Larger Rural Settlements provide a few essential services to the local population and any smaller adjacent settlements. Sustainable Settlement Survey Score: 25 to 39	Appropriate levels of growth will be identified for these settlements that meets local needs and supports local services/facilities. This will take the form appropriately sized site allocations identified in the Local Plan. It is not anticipated that other large development sites will be delivered in these settlements unless they are supported by a neighbourhood plan or a similar demonstration of clear community support.
Smaller Rural Settlements (18) Alkborough; Althorpe; Appleby; Burringham; Bonby; East Butterwick; Eastoft; Elsham; Flixborough; Garthorpe & Fockerby; Howsham; Kirmington; Luddington; North Killingholme; Redbourne; West Halton; Wootton & Worlaby	These settlements tend to have only some of the key facilities and services with fewer shops and services, are less accessible to high order centres and have a score of sixteen or more. They tend to have a smaller population than the Larger Rural Settlements (although not in all cases) Smaller Rural Settlements provide a few essential services to the local population and any smaller adjacent settlements Sustainable Settlement Survey Score: 16 to 24	Small additional development may be appropriate if there is an identified need. This may require the growth of these settlements with the possibility of new housing development. These settlements are unsuitable for accommodating a large allocation but capable of taking residential infill and development of an appropriate scale to the settlement. It is not anticipated that other large development sites will be delivered in these settlements unless they are supported by a neighbourhood plan or a similar demonstration of clear community support.
Rural Hamlets & Villages (36) Amcotts; Barrow Haven; Beltoft; Cadney; Carrhouse**; Cleatham**; Castlethorpe; Coleby; Croxton*; Derrythorpe; Dragonby; East Lound; Eastoft Carr**; Goxhill South End; Graizelound; Greetwell; Gunthorpe; Haxey Carrs**; Holme*; Horkstow; Kelfield*; Low Burnham; Manton; Melton Ross; Messingham Ings**; New Barnetby; Normanby; Roxby cum Risby; Santon; Saxby all Saints; Thealby Thornton Curtis; Ulceby Skitter; Walcott; Whitton & Wressle	These settlements are likely to have few, if any key facilities and services and smaller populations. Ten of the settlements listed have fewer than 20 dwellings and were not surveyed for this report. Sustainable Settlement Survey Score: 0 to 15	Settlements classified as being in the countryside have virtually no services or facilities of their own and have very limited access to public transport and, as such, new development will be severely restricted. Development away from the defined settlements is unlikely to meet all the elements of sustainable development, particularly the access to a range of services, except those normally acceptable in the countryside.

*Scunthorpe and Bottesford Urban Area - comprises the wards of Ashby, Bottesford, Brumby, Crosby & Park, Frodingham, Kingsway with Lincoln Gardens, and Town, along with those built up areas within the Burringham & Gunness and Burton upon Stather & Winterton wards that are part of urban area.

** Rural Hamlets and Villages without a development limit.

5.20 In determining the growth levels identified in the North Lincolnshire Preferred Options Local Plan stage the council considered how much growth each of the settlements could accommodate taking account of the local housing and economic needs assessment, land availability and the key services and facilities located within each of the settlements. At this stage, the North Lincolnshire Local Housing Needs Assessment 2019 used the standard

method set out in the National Planning Guidance to determine the local housing needs for the area. The standard method identifies an overall local housing need of 7,961 net additional dwellings over the plan period, the equivalent of 419 dwellings per annum.

- 5.21 To deliver the additional housing growth in the most sustainable settlements an urban extension was proposed to the west of Scunthorpe. This is discussed in more detailed in chapter 7 of this document Settlement Growth and Site Selections.

6. PREFERRED OPTIONS CONSULTATION (REGULATION 18)

- 6.1 The preferred approach had an area-wide focus, spreading development across the area's towns and villages beyond Scunthorpe, the Principal Towns and Larger Service Centres. This approach is supported by the community and key stakeholders. The exact distribution of housing and employment land was set out in policies SS5p and SS8p.
- 6.2 The level of growth in each of the area's towns and villages is dependent upon their sustainability and ability to accommodate it. Consideration will be given to the availability of infrastructure and services and takes into account access to transport, employment and any environmental constraints. This does not necessarily mean that growth will happen everywhere.
- 6.3 Larger development will take place in Scunthorpe and the Principal Towns (Barton upon Humber and Brigg), whilst there will be opportunities for growth in the Large Service Centres, Larger Rural Settlements and Smaller Rural Settlements through the provision of appropriately-sized allocations or through infill opportunities within their defined settlement development limit. This will support their prosperity as well as maintain their local services and facilities.
- 6.4 The settlement hierarchy set out reflects the role and function of the settlements in North Lincolnshire and is based on factual information.

Table 5: Consultation Responses to Question SS2

Responses to Question SS2P Do you think the Preferred Policy SS2p: Spatial Strategy for North Lincolnshire is the right approach?		
Response	Number of Respondents	Percentage of Respondents
Yes	31	60%
No	21	40%
Total	52	100%

- 6.5 The majority of respondents agreed with the proposed approach to the Spatial Strategy for North Lincolnshire set out in Policy SS2p. Many suggested amendments to improve the policies soundness in NPPF terms.
- 6.6 Based on the various consultation stages and comments of support received the Spatial strategy approach has an area-wide focus, spreading development across the area's towns and villages beyond Scunthorpe, the Principal Towns and Larger Service Centres.

Overall Housing Provision

- 6.7 Based on the Spatial Strategy and comments received the distribution of Housing put forward at the Preferred Options was:

Table 6: Preferred Options Spatial Distribution

	Settlement	Housing Growth	Total Dwellings
Major Sub-Regional Centre	Scunthorpe & Bottesford Urban Area (including Lincolnshire Lakes)	52.00%	4358
Principal Towns	Barton upon Humber	13.00%	1089
	Brigg	12.00%	1006
Large service centres	Barnetby le Wold	1.00%	84
	Barrow upon Humber	1.85%	155
	Broughton	1.00%	84
	Crowle	2.40%	201
	Epworth	1.10%	92
	Goxhill	1.00%	84
	Haxey	1.00%	84
	Kirton in Lindsey	4.50%	377
	Messingham	1.19%	100
	Winterton	2.60%	218
Larger rural settlements	Burton upon Stather	0.75%	63
	Ealand	0.45%	38
	East Halton	0.35%	29
	Hibaldstow	0.95%	80
	Keadby	0.18%	14
	New Holland	0.14%	12
	Scawby	0.45%	38
	South Killingholme	0.25%	21
	Ulceby	0.75%	63
	Westwoodside	0.35%	29
	Wrawby	0.60%	50
	Wroot	0.15%	11
	Total	100%	8380

7. NORTH LINCOLNSHIRE LOCAL PLAN 2020-2038 PUBLICATION VERSION (REGULATION 19)

7.1 This chapter will discuss how the future housing growth is being distributed within North Lincolnshire using the settlement hierarchy and feedback from the previous stages of public consultation. The chapter will also discuss how much growth each of settlements will be allocated. A separate paper has been prepared to justify site selection in each of the settlements.

- 7.2 Following the Preferred Options public consultation and the changes to the NPPF, the council have reviewed the evidence based, this included changes to the overall housing requirement and the plans time period. These changes will ensure compliance with the planning guidance and NPPF with regards to plan period following anticipated timescales for adoption.
- 7.3 The Local Housing and Economic Needs Assessment (HENA) has been revised to take account of the standard method to include the revised timescale. This HENA identified that used the standard method set out in the National Planning Guidance to determine the local housing needs for the area. The standard method identifies an overall local housing need of 7,128 net additional dwellings over the plan period, the equivalent of 396 dwellings per annum.
- 7.4 The Local plan publication stage also takes account of the consultation comments received at previous stages and the Sustainability Appraisal results. The following table 7 sets out the spatial distribution of housing growth with the publication version of the plan.

Table 7: Spatial Distribution of Housing growth within Publication version

	Settlement	Housing Growth	Total Dwellings
Major Sub-Regional Centre	Scunthorpe & Bottesford Urban Area (including Lincolnshire Lakes)	51.3%	3758
Principal Towns	Barton upon Humber	8%	583
	Brigg	14.3%	1045
Large service centres	Barnetby le Wold	1.0%	75
	Barrow upon Humber	2.4%	178
	Belton, Westgate and Carrhouse	0.7%	49
	Broughton	1.4%	100
	Crowle	2.3%	169
	Epworth	0.8%	57
	Goxhill	1.6%	115
	Haxey	1.0%	75
	Hibaldstow	1.1%	77
	Kirton in Lindsey	5.1%	371
	Messingham	0.4%	32
	Ulceby	1.8%	131
	Winterton	4.0%	290
Larger rural settlements	Belton	0.7%	49
	Ealand	0.6%	46
	East Halton	0.4%	26
	Keadby	0.3%	23
	Scawby	0.4%	30
	South Killingholme	0.3%	21
	Westwoodside	0.4%	36
	Wrawby	0.5%	22
	Wroot	0.2%	13
	Total	100%	7326

- 7.5 A key consideration is the number of sites that already have planning permission or where construction is taking place. These “committed” sites, many of which are likely to be delivered within the early stages of Local Plan period will contribute to future housing growth. This will be removed from the overall number expected in each settlement to produce a residual number of new homes

to be provided. Windfall developments of less than 5 dwellings are not considered in the number of commitments.

Table 8 Residual Housing Growth Requirement 2020 to 2038

Table 8: Residual Housing Growth Requirements (2020 to 2038) (By Settlement Hierarchy Tier)			
	Proposed Housing Requirement	Committed Sites	Residual Housing Requirement
Scunthorpe & Bottesford Urban Area	4,000	997	3003
Principal Towns	1,628	249	1379
Large Service Centres	1,708	1016	692
Larger Rural Settlements	192	61	131

- 7.6 Those settlements identified in the first four tiers (Scunthorpe & Bottesford Urban Area; Principal Towns; Large Service Centres; and Larger Rural Settlements) will accommodate appropriately sized site allocations in the Local Plan. These allocations will take into consideration availability and suitability of land as well as the each settlement's ability to accommodate growth. In addition, there may be opportunities for sites to come forward, within the defined settlement development limit on smaller sites or unallocated sites (windfall). Any proposals on such sites would be subject to detailed planning.
- 7.7 The approach for Larger Rural Settlements is to allow for at target of 10% expansion. Allow for steady growth to support sustainability without placing too much pressure of settlement character and infrastructure.
- 7.8 In those settlements identified as Smaller Rural Settlement, Rural Hamlets & Villages that there would be very limited levels of growth in those that have defined settlement development limits, subjecting to being appropriate to the area. In those that do not have developments limits, any development will be linked to the functioning of the countryside or require such a location – farming, forestry, horticulture, outdoor sport/recreation/leisure, rural diversification, infrastructure or minerals and waste development. No allowance has been made.
- 7.9 Communities could have a greater influence over the growth and development of their local areas through a Neighbourhood Plan. This allows Town/Parish Councils, or Neighbourhood Forums (where Town/Parish Councils do not exist) to come together to prepare plan that sets out policies for the use of land in their communities. These may include identifying site allocations for housing or increased levels of growth.
- 7.10 Neighbourhood Plans can be produced in locations in all tiers of the settlement hierarchy. North Lincolnshire currently has nine designated Neighbourhood Plan areas, with a number plans in progress. Each Neighbourhood Plan will need to conform to the strategic policies of the Local Plan. These plans cannot set a lower level of growth than that set out in the Local Plan, but it could set higher levels of growth or make decisions on precisely where the growth should go.
- 7.11 All sites received as part of the three Call for Sites stages (2017, 2018 and 2020) have been assessed as part of the Strategic Housing & Employment Land Availability Assessment (SHELAA), which is published alongside the Preferred Options version of the Local Plan. As part of this process, a number of absolute constraints were identified that prevent sites being delivered. These are site being located in:
- An internationally or nationally designated area for nature conservation (Ramsar, Special Protection Area, Special Area of Conservation or Site of Special Scientific Interest);

- A National Nature Reserve;
- An area of Ancient Woodland;
- SFRA Flood Risk Zone 3b (Functional Floodplain)
- An Air Quality Management Area (AQMA)

Major Sub-Regional Centre: Scunthorpe & Bottesford Urban Area

	Settlement	Housing Growth	Total Dwellings
Major Sub-Regional Centre	Scunthorpe & Bottesford Urban Area (including Lincolnshire Lakes)	51.3%	3758

7.6 51.3% of the total housing growth is proposed for the Scunthorpe and Botsford Urban area. This equates to 3758 dwellings. 2150 of these dwellings are to be delivered at the Lincolnshire Lakes Strategic Housing Site with a further 1608 dwellings from other allocations and housing commitments in the urban area.

Scunthorpe and Lincolnshire Lakes

7.7 Scunthorpe is the largest settlement in North Lincolnshire and is the only Major sub regional town. Therefore a large majority of housing has been proposed in this sustainable settlement. However due to constrains within this town a Strategic Site called Lincolnshire Lakes to the West of Scunthorpe has been proposed to cater for the majority of the proposed housing numbers. This area was chosen due to the following constraints in others parts of the town explained below :-

Area 1 - North of Scunthorpe

7.8 Sustainability Issues – Constraints to significant development in this Location

7.9 If a large urban extension was to occur to the north of Scunthorpe then the extension would be adjacent to a major industrial development, and be detrimental to landscape and national and local nature conservation designations. It is considered that a small allocation of land is appropriate in this location due to its proximity to the town centre, but it would be unsustainable to focus a large-scale urban extension in this location due to the presence of constraints that effect deliverability. The northern edge of Scunthorpe Town is dominated by three large industrial estates, Normanby Enterprise Park, Foxhills Industrial Estate and Skippingdales Industrial Estate. These areas have been reclaimed from old ironstone workings over the years. Normanby Industrial Estate stretches northwards from the A1077 along Normanby Road for more than one mile. The last phase of reclamation of the old slag heaps at the north western corner of this industrial estate has commenced and when complete will allow additional development opportunities. The remaining area includes oil extraction areas where other development will not be allowed. This area includes large tracts of land that are likely to be protected in the future under the emerging green space and green infrastructure strategies for North Lincolnshire. There is little residential development located within this northern edge of the town due to the constraints that exist.

7.10 The location of an urban housing extension to the north of Scunthorpe would significantly be so divorced from the main body of the town that they would be disconnected from the main infrastructure, services and facilities of Scunthorpe and would not create a mixed community. This raises issues about how easily any urban extension in this area could be integrated into the wider urban area. It is considered that a new community in this area would not contribute to a sense of place within the existing Scunthorpe community. The effect of developing in this area would be to introduce a new settlement concept that is contrary to Regional Spatial Strategy. It also raises issues about whether placing residential development so close to a busy industrial area would deliver the liveable quality environment, which would attract housing developers and potential residents to the area. The residential offer for residents in this area is considered very poor when relating residential amenity and healthy living to the constraints listed in this section.

7.11 The northern area includes the New Crosby Landfill site that is located adjacent to an existing landfill site and within close proximity of a large steelworks and oxygen making plant. The wider area around the site is therefore of an industrial, disturbed and despoiled nature. The proposed New Crosby landfill would always be seen in the context of the existing disturbed landscape. Restoration of the new landfill would achieve beneficial impacts in terms of landscape character and visual amenity over the current situation (New Crosby Landfill Site – Environmental Statement). These northern landfill site areas are being considered for inclusion in the emerging Green Infrastructure Study for North Lincolnshire.

7.12 A 26MW windfarm close to the Crosby Landfill site is currently in operation and began providing power to the Grid in June 2009. Housing development located close to the windfarm would affect the residential amenity that should be enjoyed by future occupants.

7.13 There are a number of other constraints that would have a cumulative detrimental effect on residential amenity if housing was to be introduced in the area north of Scunthorpe and these are summarised as follows:

- Ground subsidence is an issue in the northern area because of the history of quarrying for ironstone. An example of this is at the western end of Dragonby village where houses have suffered this problem. This issue is a serious constraint on future housing development to the north of Scunthorpe.
- Regionally Important Geological Site (Site of Special Scientific Interest) at Conesby Quarry, Normanby Road – to be protected from development.
- Power lines cross the site – their presence significantly effects the deliverability of the adjacent land.
- Normanby Conservation area – its character needs to be safeguarded.
- Normanby Park – an essential green space to be safeguarded as a site of local nature conservation importance and will be included in the emerging Green Infrastructure Audit for North Lincolnshire.
- The coalescence of the villages of Flixborough, Normanby and Dragonby with the Scunthorpe urban area is to be avoided – these villages have their own identity and character set in open countryside locations and any new housing development on the northern edge of Scunthorpe is likely to threaten their independent village setting.
- Proximity of the Normanby Enterprise Park and adjacent industrial areas will reduce residential amenity and quality of life, if housing was to be developed in the area.
- Poultry Farms – to locate housing close to these uses would create detrimental residential amenity for future residents.
- Landfill sites – various ironstone quarry sites have been and are currently being restored back to their original state. These areas are and will become important habitat areas to be protected from development. Many of these sites will be included in the emerging Green Infrastructure Audit for North Lincolnshire where relevant.
- Contaminated Land – because of the areas heavy industrial past there are likely to be areas of contaminated land. Whilst this is not an absolute constraint the cleaning up process would be considerable and be a significant cost constraint on the deliverability of new housing development.
- Proposed local nature reserve at Yorkshire East Gullet is to be safeguarded and is likely to be included in the emerging Green Infrastructure Audit for North Lincolnshire.
- Hazardous waste disposal site at Roxby Gullet – it is not appropriate to locate housing in this area as it will be detrimental to residential amenity and health of residents.
- Oil extraction takes place in this northern area and an area is safeguarded from development.
- Ancient Monuments - in areas around Dragonby including Sawcliffe medieval village and Roman Kilns. These are to be safeguarded as national designations and protected from development.
- Hazardous installations on the northern edge of Scunthorpe (British Oxygen) - to locate housing close to these uses would create detrimental residential amenity for future residents.

- High pressure pipelines including gas and oil – development is restricted around these pipelines and if housing development was located close by it would create a serious health and safety issue for future residents and be detrimental to residential amenity.

7.14 Oil is extracted in part of the Crosby Warren area and three boreholes have been sunk and are currently in commercial production. This area is safeguarded for future oil extraction. It is important that any future boreholes do not have an unacceptable impact on the surrounding landscape of the gulleys area and are located in the least environmentally sensitive areas.

Area 2 - East of Scunthorpe

7.15 Sustainability Issues – Constraints to significant development in this Location

7.16 This area focuses on land to the east of Scunthorpe steelworks. In planning terms, the extension would significantly be so physically divorced from the main body of the town that the offer for future residents would be isolation from the main services and facilities of Scunthorpe. The area is situated next to a large operational steel making plant, which again raises the question of marketability and deliverability of housing. Furthermore, this area of North Lincolnshire is the subject of two Area Quality Management Areas (AQMAs) and as such consideration should be given to whether on health grounds it is appropriate to consider proposing housing development in this location.

7.17 If an urban extension were created to the northeast of Scunthorpe, then major structural landscaping would be essential due to the large industrial sites, which would adjoin the extension. This would isolate residential development and produce a new community totally separate from Scunthorpe itself. By placing an extension on the other side of the industrial area to the main urban area would create a new settlement rather than an urban extension and it is likely residents would not consider this 'settlement' to be part of an inclusive community of Scunthorpe with it being so far physically excluded from the town. Such a settlement would be an extremely expensive solution requiring separate essential infrastructure, services, and facilities. Placing houses next to a large industrial area (essentially British Steel – steel making) would also be unattractive to buyers and marketability and deliverability of the site could not be guaranteed.

7.18 The eastern edge to the steelworks is mostly bordered by a vast area of woodland between the steelworks and the settlement of Broughton. Some of the trees were strategically planted to offer a green buffer on the edge of the steelworks and protected ancient woodland exists in this area. The Forestry Commission manage the woodland area. A small hamlet of Santon exists at the eastern end of Dawes Lane which has its own individual Air Quality Management Area.

7.19 There are a number of other constraints that would have a cumulative detrimental effect on residential amenity if housing was to be introduced in the area east of Scunthorpe and these are summarised as follows:

- Hazardous installations on the eastern edge of Scunthorpe (For example British Steel Steelworks and British Oxygen) - to locate housing close to these uses would create detrimental residential amenity for future residents.
- Ancient Monument - Raventhorpe ancient settlement - is safeguarded by national designations and protected from development.
- Highway Accessibility – Whilst not an absolute constraint there would significant infrastructure costs to providing access to an urban extension to the east of Scunthorpe. Linking development to the existing road network is difficult in this location due to the existence of the steelworks and the current strategic road network. Of all the locations considered this location could be the most costly from a highway accessibility perspective.

Area 3 - South of Scunthorpe

7.20 Sustainability Issues – Constraints to significant development in this Location.

7.21 The area to the south of Scunthorpe has a number of key difficulties, which would require to be overcome before it can be developed. The first of these relates to accessibility. Despite being adjacent to the M180 motorway, there is no possibility of direct access. This has been confirmed by the Highways England during consultation on the former Local Development Framework. Accordingly, development in the general location would result in traffic having to use existing roads (particularly the three main urban artery roads running from north to south - Scotter Road, Messingham Road and Timberlands) and creating additional congestion within the urban area. These routes will join the traffic wishing to directly access the M180 with the existing local traffic movements within the town. The Local Highway Authority have indicated that they would not support development in this location on the grounds alone.

7.22 In planning terms any sites chosen south of Bottesford Beck would either form isolated urban development divorced from the existing urban area or possible coalescence with the settlement of Messingham. Development would be isolated from the main services and facilities of Scunthorpe. Another major issue in this area relates to drainage infrastructure, which is not considered suitable to support large-scale development in this area. The land undulates producing steep slopes in places that drain into Bottesford Beck.

7.23 Multi-ownership issues also exist in some areas to the south of Scunthorpe. Glanford Borough Council came across the ownership issue as a detrimental constraint to housing development in the early 1990s and this issue is still relevant today. Two major oil and gas pipelines are routed east to west between the M180 and the edge of the existing urban area of southern Scunthorpe offering another major constraint to future development.

7.24 The M180 motorway is seen as the limit to the developed area of Scunthorpe. It performs the function of dividing Scunthorpe from Messingham and retains Messingham as a village in its own right with its own village character so preventing coalescence with Scunthorpe.

7.25 High-pressure pipelines, including gas and oil, cross the area and would restrict the scope of housing development by their respective easements. The pipelines could also create a serious health and safety issue for future residents and could potentially be detrimental to the health of future residents.

Area 4 - West of Scunthorpe

7.26 Sustainability Issues – Constraints to significant development in this location.

7.27 The area to the west of Scunthorpe has a number of key issues regarding major infrastructure delivery that require to be overcome before it can be developed. These issues particularly relate to addressing flood defence and flood risk to development, drainage and highway accessibility.

7.28 In planning terms any site chosen as an urban extension, west of the existing built up area would have to have regard to existing land uses.

7.29 The land available is essentially all green field land – brown field land in general should be considered for development before the development of greenfield land. There is concern that the development of the land will not be seen as a natural extension of Scunthorpe because there are numerous treed landscaped areas that would have to be preserved along the western side of Scotter Road. The development of housing in this location could threaten a designated local nature reserve and the preservation of existing landscape and biodiversity.

7.30 Like areas 1, 2 and 3 highway accessibility would have to be considered to achieve a large urban extension. Development in this area would have to access the existing road network, which is already at capacity. Any new development would crucially depend on access direct to the Strategic Road Network. Scotter Road is only one of two major routes from the south that access Scunthorpe in this area of the town and it already gets congested at peak times.

7.31 The land is located in flood zone 2/3a by the Strategic Flood Risk Assessment – this is the land at high risk of flooding and costly measures need to be applied to achieve delivery of safe development both on and off site. The sequential and exceptions test will have to be applied to test whether development can be sustainable in this location, can provide wider sustainable benefits on largely greenfield land and whether safe development can be achieved by applying engineering solutions. Drainage of the site and breach modelling of the Trent will prove to be costly.

7.32 The M181 and the A1077 could also be seen as a physical western boundary to the town, as the M180 is seen as a physical boundary to the south of Scunthorpe.

Outcome of Assessment

Future Growth for Scunthorpe - Area Options

Area 1 North Scunthorpe – negatives outweigh the positives

7.33 Focusing the urban extension in this location has so many disadvantages that it would be impossible to promote large-scale housing development. The existence of large areas of industrial development, restored quarries to be retained as important green space, a windfarm and various safeguarded and protected areas, are all severe constraints to housing development. It may be possible to select small areas of housing in small pockets of land, but they would be so isolated well away from the Scunthorpe Urban fringe and would require significant expensive infrastructure, services and facilities. In effect the housing development would create new settlements requiring their own solutions to infrastructure, services and facilities. There may be some limited scope for small scale housing development adjoining the urban area, but this would not deliver a major urban extension to Scunthorpe.

Area 2 East Scunthorpe – negatives outweigh the positives

7.34 Focusing the urban extension in this location will have significant disadvantages, including the constraints of the existence of the British Steel Steelworks and the Air Quality Management Area. If housing could be developed it would be isolated, well away from the Scunthorpe urban fringe and would require significant expensive infrastructure, services and facilities to create a sustainable mixed community. In effect if housing development was located in this area it would create a new settlement requiring its own solutions to infrastructure, services and facilities.

Area 3 South Scunthorpe – negatives outweigh the positives

7.35 There are many disadvantages to locating a major urban extension in this southern area. The cumulative impact of the negative constraints in south Scunthorpe, rule out a major urban extension in this area. These constraints include the difficulty of the accessibility of the area in terms of the local highway network and the strategic road network the drainage issue associated with the topography and Bottesford Beck, major land ownership constraints and the current physical boundary to Scunthorpe of both Bottesford Beck and the M180. However, there may be some limited scope for small scale housing development, depending on its location, but this would not deliver a major urban extension to Scunthorpe.

Area 4 West Scunthorpe – positives outweigh the negatives

7.36 Focusing the urban extension to the west of Scunthorpe has many opportunities and is likely to be the most suitable location for an urban extension. Whilst achieving this urban extension will mean overcoming major infrastructure issues it is clear that with the council's work already carried out there is real purpose to achieving delivery. This has been progressing since 2002 through an urban renaissance project (including regular consultation with the public and representatives of the public). The council has identified solutions to overcome the major infrastructure issues of flood risk, drainage and highway accessibility which continue to be delivered at the site.. However, the western extension to Scunthorpe is the only location Scunthorpe can expand to achieve the housing targets following the preferred strategy for growth. The significant sustainability constraints to the north, east and south of the Scunthorpe urban area leads to the conclusion that the western urban extension is the only direction for a major housing expansion of the town. The only other option of achieving these housing targets would be to create at least one new settlement in North Lincolnshire which has been discounted by the Council during the Issues and Options consultation.

Conclusion of Outcome Assessments – Preferred Option

7.37 Area 4 – West Scunthorpe is the identified area for significant for the reasons stated above.

7.38 Since this area of the town was chosen for further growth a Lincolnshire Lakes Area Action plan was adopted in 2016. Some of the proposals within this AAP have been taken forward in the Local plan but it has been recognised the proposals go beyond the plan period therefore the scale of development of Lincolnshire Lakes in this plan has been reduced.

7.39 The Local plan proposal seeks to allocate 2150 dwellings at the Strategic Site of Lincolnshire Lakes by 2038. To deliver Lincolnshire Lakes, significant infrastructure improvements will be required. The Lincolnshire Lakes Flood Defence scheme, comprising of 3.8km of continuous steel sheet piling, is now completed. This development forms part of the overall flood mitigation solution for Lincolnshire Lakes to ensure future residents are safe. Lincolnshire Lakes will also provide greater connectivity between Scunthorpe, and the surrounding villages, with the strategic highway network through the provision of two new junctions, following the de-trunking and de-classification of the M181 motorway. Work has commenced to construct the northern junction with an estimated completion date of Spring 2021. The southern terminating junction was granted consent by the local planning authority in January 2019. Alongside these strategic infrastructure interventions, green and blue infrastructure will be required to interlink these communities providing for recreational and leisure opportunities, biodiversity enhancement and surface water attenuation.

Principal Towns – Barton Upon Humber and Brigg

	Settlement	Housing Growth	Total Dwellings
Principal Towns	Barton upon Humber	8%	583
	Brigg	14.3%	1045

7.40 22.3% of the total housing growth is proposed for the Barton upon Humber and Brigg. This equates to 1628 dwellings. 583 of these dwellings are to be delivered in Barton Upon Humber with a further 1045 dwellings within Brigg. The proposed housing growth takes into consideration existing housing commitments, sites submitted to the Council during the various consultation stages and the existing urban footprint and character of the settlement. The additional housing growth, in addition to employment opportunities, will support these settlements to enable these communities to flourish and retain and enhance their offer to function as principal towns to service the needs of the wider community.

Barton Upon Humber

7.41 The settlement of Barton Upon Humber is a principal town. Barton upon Humber is the next largest settlement in North Lincolnshire in terms of population and number of dwellings and key facilities and services having scored 69 and being ranked out 2nd out of the 76 ranked settlements in North Lincolnshire. The Town also offers the maximum number of 7 key facilities and services as defined by the Sustainable Settlement Survey 2019. Barton Upon Humber has significant employment opportunities and acts as hub providing key services for neighbouring settlements. The Town has been proposed to grow by 583 dwellings which equates to 8% growth.

7.42 The proposed growth in Barton upon Humber has been reduced since the Preferred Options Stage (2020) due to capacity issues and constraints on the existing local highway network. The Council commissioned Local Transport Planning (LTP) to undertake an assessment of capacity of the local highway network with specific focus on the A1077 (the principal road running east/west through the town). This study identified the number of dwellings that could be delivered in the town without significant impact on the operation of the A1077 and local highway network. It identified that a maximum of 583 homes could be delivered within the town without any connection to the A15 dual carriageway. The report also identified additional highways improvements that would be required to deliver the 583 dwellings, and these included a new roundabout at the junction of Falkland Way and the A1077 and changing the replacing the mini-roundabout on the A1077 (Hungate, Holydyke and Ferry Road junction).

Brigg

7.43 The settlement of Brigg is a principal town. Barton upon Humber and Brigg, are the next largest settlements in North Lincolnshire in terms of population and number of dwellings. This town has developed as larger retail, leisure, and educational and service centres, compared to other market towns and larger villages in North Lincolnshire. Both provide significant employment and opportunities and key services for neighbouring settlements. The settlement has been allocated 1045 dwellings (14.3% growth).

7.44 At present vehicles travelling through Brigg can suffer from congestion at peak times. To reduce this impact, a permeable network of roads will be constructed to serve the allocated sites to the north/east of Brigg. All the sites will need to be considered jointly and development of the sites phased appropriately. An associated traffic management scheme on the existing roads will ensure that the scheme is effective. Atherton Way is currently not adopted, and this would need to be addressed as part of the development. Access from the site onto Grammar School Road will not be permitted. The scheme will need to be designed in order to secure and safeguard a new road network that links Atherton Way and Wrawby Road.

Large Service Centres

	Settlement	Housing Growth	Total Dwellings
Large service centres	Barnetby le Wold	1.0%	75
	Barrow upon Humber	2.4%	178
	Belton, Westgate and Carrhouse	0.7%	49
	Broughton	2.4%	100
	Crowle	2.3%	169
	Epworth	0.8%	57
	Goxhill	1.6%	115
	Haxey	1.0%	75
	Hibaldstow	1.1%	77
	Kirton in Lindsey	5.1%	371
	Messingham	0.4%	32
Ulceby	1.8%	131	

	Winterton	4.0%	290
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7.45 Large Service Centres are towns and villages in rural areas that fulfil a service function and provide some limited employment opportunities. These settlements support a wide range of services and facilities, which can include secondary schools, small local shopping centres, banking, medical, leisure and recreational facilities. They also provide an important service role for surrounding smaller settlements.

7.46 The settlements within this tier, except for Hibaldstow and Ulceby, scored at least 40 points in the Sustainable Settlement Survey (2019) with 5 out of the 7 key facilities and services identified. Hibaldstow scored 37 points within the survey and Ulceby 35 points. Both these settlements has above 5 of the key facilities and services on offer. Due to this, alongside a significant population and committed housing sites, both were categorised as Large Service Centres.

7.47 22.7% of the total housing growth is proposed to be delivered in the Larger Service Centre which include the settlements of Barnetby Le Wold, Barrow upon Humber, Belton, Westgate and Carrhouse, Broughton, Crowle, Epworth, Goxhill, Haxey, Hibaldstow, Kirton in Lindsey, Messingham, Ulceby and Winterton. The proposed housing growth takes into consideration existing housing commitments, sites submitted to the Council during the various consultation stages and the existing urban footprint and character of the settlement. The additional housing growth will support these settlements to enable these communities to flourish and retain their key function as a service centre for the surrounding villages.

Barnetby le Wold

7.48 The settlement of Barnetby le Wold is a large service centre with at least 7 of the key facilities and services and is ranked 10th by the Sustainable Settlement Survey (2019). The settlement has been allocated 75 dwellings (1% growth).

Barrow upon Humber

7.49 The settlement of Barrow Upon Humber is a large service centre with at least 7 of the key facilities and services and is ranked 12th by the Sustainable Settlement Survey (2019). The settlement has been allocated 178 dwellings (2.4% growth). The proposed housing growth takes into account existing housing commitments in the settlement.

Belton, Westgate and Carrhouse

7.50 The settlements of Belton, Westgate and Carrhouse have a continuous built form. Together they have 6 of the key facilities and services and are ranked 11th by the Sustainable Settlement Survey (2019). The settlement has been allocated 49 dwellings (0.7% growth). The proposed housing growth takes into account existing housing commitments and the Area of Special Historic Landscape Interest which surrounds the urban footprint of the settlement.

Broughton

7.51 The settlement of Broughton is a large service centre with at least 7 of the key facilities and services and is ranked 7th by the Sustainable Settlement Survey (2019). The settlement has been allocated 100 dwellings (1.4% growth).

Crowle

7.52 The settlement of Crowle is a Large Service Centre with at least 6 of the key facilities and services and is ranked 8th by the Sustainable Settlement Survey (2019). The settlement has been allocated 169 dwellings (2.3% growth) taking account of the existing brownfield and vacant land within the urban footprint. Crowle acts as the main service centre for the northern part of the Isle of Axholme and the additional growth will support this settlement to enable surrounding communities to flourish and retain its key function as a service centre for the surrounding villages.

However, it is not considered that Crowle offers the same level of facilities and services to justify it being a principal town.

Epworth

7.53 The settlement of Epworth is a Large Service Centre with at least 6 of the key facilities and services and is ranked 4th by the Sustainable Settlement Survey (2019). The settlement has been allocated 57 dwellings (0.8%). Epworth has no committed housing sites but has one proposed housing site. Epworth acts as the main service centre for the southern part of the Isle of Axholme. However, further growth of the settlement is limited by the Area of Historic Interest which surrounds the urban footprint of the town.

Goxhill

7.54 The settlement of Goxhill is a Large Service Centre with at least 5 of the key facilities and services and is ranked 13th by the Sustainable Settlement Survey (2019). The settlement has been allocated 115 dwellings (1.6% growth) and are all committed housing sites.

Haxey

7.55 The settlement of Haxey is a Large Service Centre with at least 5 of the key facilities and services and is ranked 14th by the Sustainable Settlement Survey (2019). The settlement has been allocated 75 dwellings (1.0% growth). Further growth of the settlement is limited by the Area of Historic Interest which surrounds the urban footprint of the town.

Hibaldstow

7.56 The settlement of Hibaldstow has at least 6 of the key facilities and services and is ranked 16th by the Sustainable Settlement Survey (2019). Although the settlement was not designated as a Large Service Centre by the Survey it has been designated as such by the Local Plan. This is because of the number of key facilities and services including a supermarket, doctor's surgery and school. The settlement also provides limited employment opportunities and is highly accessible to Brigg and Scunthorpe. The settlement has been allocated 77 dwellings (1.1% growth) taking into account the existing housing commitments.

Kirton in Lindsey

7.57 The settlement of Kirton in Lindsey is a Large Service Centre with at least 7 of the key facilities and services and is ranked 5th by the Sustainable Settlement Survey (2019). The settlement has been allocated 371 dwellings (5.1% growth) which is higher than housing allocations in other Larger service centres. This is because all of the housing allocations within the settlement are committed sites which have planning permission. This includes Land at the Former RAF Kirton in Lindsey which comprises of 14ha of brownfield land and has the capacity to deliver over 300 homes.

Messingham

7.58 The settlement of Messingham is a Large Service Centre with at least 7 of the key facilities and services and is ranked 9th by the Sustainable Settlement Survey (2019). The settlement has a housing growth of 32 dwellings (0.4% growth) which is lower than some of the other housing allocations in other Larger service centres. This is because a site proposed at the Preferred Options stage Land to the north of Brigg Road was also submitted as part of a planning application which was refused due to the impact on the landscape. Therefore this site was removed at the Publication stage.

Ulceby

7.59 The settlement of Ulceby has at least 5 of the key facilities and services and is ranked 18th by the Sustainable Settlement Survey (2019). Although the settlement was not designated as a Large Service Centre by the Survey it has been designated as such by the Local Plan. This is because of the number of key facilities and services including a supermarket and school. The settlement

also provides limited employment opportunities and is highly accessible to the South Humber Bank strategic employment site. The settlement has been allocated 131 dwellings (1.8% growth) taking into account the existing housing commitments.

Winterton

7.60 The settlement of Winterton is a Large Service Centre with at least 7 of the key facilities and services and is ranked 6th by the Sustainable Settlement Survey (2019). The settlement has been allocated 290 dwellings (4.0% growth) taking account of the existing housing commitments some of which were formerly allocated in the previous development plan. Winterton acts as the main service centre for the villages between Scunthorpe and Barton upon Humber. The additional growth will support this settlement to enable surrounding communities to flourish and retain its key function as a service centre for the surrounding villages. However, it is not considered that Winterton offers the same level of facilities and services to justify it being a principal town.

Larger Rural Settlements

	Settlement	Housing Growth	Total Dwellings
Larger rural settlements	Ealand	0.6%	46
	East Halton	0.4%	26
	Keadby	0.3%	23
	Scawby	0.4%	30
	South Killingholme	0.3%	21
	Westwoodside	0.3%	26
	Wrawby	0.5%	36
	Wroot	0.2%	13

7.61 The tier of settlements below the Large Service Centres are referred to as Larger Rural Settlements. The settlements identified in this category comprise the largest in terms of population size that have at least 4 of the 7 of the 'key facilities and services' and have a score of over 25. Larger Rural Settlements provide a few essential services to the local population and any smaller adjacent settlements.

7.62 There are 15 settlements in this group with 202 dwellings (2.5% growth) proposed. Most settlements within this tier have sites allocated for housing. These are: Ealand, East Halton, Keadby, Scawby, South Killingholme, Westwoodside, Wrawby and Wroot. A minority of the settlements are only proposed to grow through limited infill opportunities. This is due to land availability and constraints.

Burton upon Stather

7.63 The settlement of Burton upon Stather is a Larger Rural Settlement at least 6 of the key facilities and services and is ranked 17th by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. At the Preferred Options stage, a site was proposed for 63 dwellings. This proposal generated a significant number of public objections. The concerns raised included the development on greenfield land, impact on the existing sewage system, schools and doctor surgery and limited shops and leisure facilities. In addition, objections were raised regarding impacts to the existing highway network through additional growth and access to the site. Concerns were also raised regarding the loss of biodiversity and wildlife, agricultural land, lack of local employment opportunities and poor public transport facilities. Due to the significant number of objections this site was not taken forward to the Publication plan stage and no housing proposals have been made in Burton Upon Stather.

Ealand

7.64 The settlement of Ealand is a Larger Rural Settlement with at least 3 of the key facilities and services and is ranked 28th by the Sustainable Settlement Survey (2019). The settlement has been allocated 46 dwellings (0.6% growth) taking account of the existing brownfield and vacant land. Ealand is within walking distance of Crowle and has a train station with direct hourly services to Scunthorpe and Doncaster.

East Halton

7.65 The settlement of East Halton is a Larger Rural settlement with at least 5 of the key facilities and services and is ranked 26th by the Sustainable Settlement Survey (2019). The settlement has been allocated 26 dwellings (0.4% growth).

Gunness

7.66 The settlement of Gunness is a Larger Rural Settlement at least 5 of the key facilities and services and is ranked 27th by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. This is because the settlement and surrounding lands are at high risk of flooding.

Keadby

7.67 The settlement of Keadby is a Larger Rural settlement with at least 6 of the key facilities and services and is ranked 15th by the Sustainable Settlement Survey (2019). The settlement has been allocated 23 dwellings (0.3% growth) on a committed housing site. No further housing allocations have been proposed due to the settlement and surrounding lands being at high risk of flooding.

New Holland

7.68 The settlement of New Holland is a Larger Rural Settlement at least 4 of the key facilities and services and is ranked 24th by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. During the Preferred Options consultation stage the Environment outlined that the settlement is wholly within FZ3 and effectively has a hazard rating of 'danger for all' should a breach in the defences occur, with potential flood depths up to and beyond 2m; this is the case for present day sea levels, as well as climate change scenarios and therefore the intention to site 12 new dwellings (proposed at the Preferred Options stage) needs reconsidering. Due to this objection and that the settlement is in a hazard rating of 'danger for all' no allocations have been proposed in New Holland due to the Flood Risk issues.

Owston Ferry

7.69 The settlement of Owston is a Larger Rural Settlement at least 5 of the key facilities and services and is ranked 23rd by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. This is because the settlement and surrounding lands are at high risk of flooding.

Scawby

7.70 The settlement of Scawby is a Larger Rural settlement with at least 4 of the key facilities and services and is ranked 20th by the Sustainable Settlement Survey (2019). The settlement has been allocated 30 dwellings (0.4% growth).

South Ferriby

7.71 The settlement of South Ferriby is a Larger Rural Settlement at least 6 of the key facilities and services and is ranked 21st by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. This is because the settlement and surrounding lands are at high risk of flooding.

South Killingholme

7.72 The settlement of South Ferriby is a Larger Rural Settlement at least 6 of the key facilities and services and is ranked 22nd by the Sustainable Settlement Survey (2019). The settlement has been allocated 21 dwellings (0.3%) of the housing growth.

West Butterwick

7.73 The settlement of West Butterwick is a Larger Rural Settlement at least 5 of the key facilities and services and is ranked 29th by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement. This is because the settlement and surrounding lands are at high risk of flooding.

Westwoodside

7.74 The settlement of Westwoodside is a Larger Rural Settlement at least 4 of the key facilities and services and is ranked 25th by the Sustainable Settlement Survey (2019). The settlement has been allocated 26 dwellings (0.4%).

Winteringham

7.75 The settlement of Winteringham is a Larger Rural Settlement at least 6 of the key facilities and services and is ranked 19th by the Sustainable Settlement Survey (2019). No housing allocations are proposed in this settlement as there were no suitable sites.

Wrawby

7.76 The settlement of Wrawby is a Larger Rural Settlement at least 4 of the key facilities and services and is ranked 30th by the Sustainable Settlement Survey (2019). The settlement has been allocated 36 dwellings (0.5%).

Wroot

7.77 The settlement of Wroot is a Larger Rural Settlement at least 5 of the key facilities and services and is ranked 31st by the Sustainable Settlement Survey (2019). The settlement has been allocated 13 dwellings (0.2%).

Smaller Rural Settlements

7.78 Smaller rural settlements are those that score between 16 and 24 in the settlement survey. Broadly, they have smaller populations, although not in all cases, and fewer key services and facilities, than those towns and villages in the tiers above. This tier includes Alkborough; Althorpe; Appleby; Bonby; Burringham, East Butterwick; Eastoft; Elsham; Flixborough; Garthorpe & Fockerby; Howsham; Kirmington; Luddington; North Killingholme; Redbourne; West Halton; Wootton & Worlaby.

7.79 Smaller Rural Settlements provide a few essential services to the local population and any smaller adjacent settlements. These settlements tend to have only some of the key facilities and services with fewer shops and services, are less accessible to high order centres and have a score of sixteen or more. They tend to have a smaller population than the Larger Rural Settlements (although not in all cases).

7.80 Small additional development may be appropriate if there is an identified need. This may require the growth of these settlements with the possibility of new housing development. These settlements are unsuitable for accommodating a large allocation but capable of taking residential infill and development of an appropriate scale to the settlement.

7.81 It is not anticipated that other large development sites will be delivered in these settlements unless they are supported by a neighbourhood plan or a similar demonstration of clear community support.

Rural Hamlets and Villages

- 7.82 The Rural Hamlets & Villages contain those settlements that are identified in the settlement survey as being in the countryside. It also includes those villages that scored 15 and below from the “smaller rural settlements. These settlements are those with the smallest populations and fewest, if any, key facilities. In some cases, they have not been scored as they contain less than 20 dwellings.
- 7.83 These settlements have virtually no services or facilities of their own and have very limited access to public transport and, as such, new development will be severely restricted. Some of the settlements listed have fewer than 20 dwellings and were not surveyed.
- 7.84 In those settlements identified as Rural Hamlets & Villages that there would be very limited levels of growth in those that have defined settlement development limits, subjecting to being appropriate to the area. In those that do not have development limits, any development will be linked to the functioning of the countryside or require such a location – farming, forestry, horticulture, outdoor sport/recreation/leisure, rural diversification, infrastructure or minerals and waste development. No allowance has been made.