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## PUTTING THE LOCAL DEVELOPMENT FRAMEWORK INTO CONTEXT

### Introduction

- 3.1 The Core Strategy sets out the long term spatial planning framework for the development of North Lincolnshire up to 2026 by providing strategic policies and guidance to deliver the vision for the area including the scale and distribution of development, the provision of infrastructure to support it and the protection of our natural and built environment with a strong focus on the principles of sustainable development. The spatial strategy set out in this document has been shaped by national and regional planning policy as well as the Sustainability Community Strategy. Other influences include extensive public consultation, the Sustainability Appraisal/Strategic Environmental Assessment and the evidence base.

### Policy Context

#### National

- 3.2 Government produces policy in the form of legislation (which interprets European policy), Planning Policy Guidance and Statements (PPG and PPS), Circulars and other statements to ensure that the planning system achieves its stated objectives. The Local Development Framework should not have policies that replicate national policy, but rather introduce policies and proposals that are needed to bring about the Council's vision and strategic objectives, and adopt a plan, monitor, manage approach.
- 3.3 National planning policy places emphasis on delivering sustainable communities. This focuses on transforming towns into vibrant centres of activity as well as ensuring rural areas continue to thrive. There is also a need for accelerated housing provision to meet existing and future needs. Key measures include a focus on sustainable development which makes the most efficient use of land, reduces the need to travel and gives priority to the use of previously developed land.

#### Regional

- 3.4 The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026 issued in May 2008 guides development in the Yorkshire and Humber region over the next 15 to 20 years and forms part of the development plan for North Lincolnshire. This means that the Regional Spatial Strategy (RSS) is used alongside the North Lincolnshire Local Plan and in the future the Local Development Framework to make planning decisions in the area. Local Development Documents must be in general conformity with the Regional Spatial Strategy to 2026<sup>1</sup>.

<sup>1</sup> Planning & Compulsory Purchase Act 2004 – section 24

- 3.5 The RSS helps define the future roles of places; how places work together and, ultimately, about the effect places have on the quality of life that people living in, working in or visiting that area experience. It provides a broad and long term development strategy for the region, for everyone in the area as well as generations to come. It seeks to help the region become more competitive, meet its housing needs and address its environmental and transport pressures in ways that are sustainable.
- 3.6 The RSS embodies the Regional Transport Strategy. Local authorities must take this into account when preparing their Local Development Frameworks and Local Transport Plans. It will also be an important influence on housing, economic development, waste, renaissance and other strategies, and guide the investment plans and priorities of a range of delivery agencies, infrastructure and service providers.
- 3.7 The main points of the RSS Core Approach which are relevant to North Lincolnshire, are:
- Transform economic, environmental and social conditions in the Regeneration Priority Areas - the older industrialised parts of South Yorkshire, West Yorkshire and the Humber.
  - Optimise the opportunities provided by the Humber Ports as an international trade gateway for the region and the country.
  - Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy.
  - Protect and enhance the region's environmental resources including areas of international and national importance and the character and qualities of the region's coast and countryside including for economic and social development.
  - Avoid exacerbating environmental threats to the region and reduce the region's exposure to those threats.
  - Avoid increasing flood risk and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover.
  - Ensure that transport management and investment support and help deliver the spatial strategy.
- 3.8 It also focuses on policies and strategies for sub-areas of the region. North Lincolnshire is part of the Humber sub-area, which broadly mirrors that of the Northern Way's Hull and Humber Ports City Region. In the Humber sub-area, it is expected that there will be a focus on supporting the regeneration and renaissance of the area's main urban areas (Hull, Scunthorpe and Grimsby) to enhance their roles and improve urban quality. Also there is a strong emphasis on realising the potential of the Humber Ports, as one of the United Kingdom's global gateways, and that this is supported by significant regeneration and growth. All this should be achieved without damaging the quality and integrity of the Humber Estuary.

## Sub-regional

- 3.9 North Lincolnshire is part of the Humber Estuary sub-area, along with East Riding of Yorkshire, the City of Kingston upon Hull and North East Lincolnshire. The Estuary represents a shared opportunity for growth through the expansion of its ports. The Hull & Humber Ports City Region Development Plan, which resulted from the Northern Way Growth Strategy aims to make the most of the sub-region's opportunities provided by its key location and ports to improve the economy and help the north of England close the productivity gap with the south.

## Local

3.10 The Core Strategy must also take into account the Council’s strategic priorities and other key Council strategies such as the Local Transport Plan and those of other organisations in North Lincolnshire, which have a spatial dimension.

3.11 The Core Strategy is also the spatial expression of North Lincolnshire’s Sustainable Community Strategy 2006 - “Many Faces, One Community”. The Strategy which is prepared by the North Lincolnshire Strategic Partnership (NLSP) outlines a series of improvements that the public and key partners want to see in the area by 2010. Its vision is:

*“North Lincolnshire is a place where we all:*

- *Live in decent homes and safe neighbourhoods and have choices about our future*
- *Have the chance to learn, develop skills and work in satisfying jobs*
- *Lead healthy lifestyles and make use of a wide range of quality leisure and cultural facilities*
- *Make special efforts to improve conditions for the least well off in our communities and ensure that quality of life improves for everyone over the next 10 years*
- *Take pride in our area, respect our neighbours, and protect our natural environment.”*

3.12 As part of this four shared ambitions and priorities have been developed to which all NLSP members are signed up to. These are:

Shared Ambitions	Shared Priorities
<b>An area that is thriving</b> - our first ambition is that North Lincolnshire is a place where the economy is thriving and where everyone enjoys sustainable growth. Central to this is an economy that is diverse, dynamic and competitive, and which reflects the needs of the 21st century.	<ul style="list-style-type: none"> <li>• Create a strong identity for the area</li> <li>• Develop a dynamic economy</li> <li>• Develop an adaptable and highly skilled workforce</li> <li>• Implement the Area Renaissance programme in our towns and villages</li> </ul>
<b>Communities that are confident and caring</b> - our second shared ambition is to strengthen local communities and ensure inequalities in quality of life are reduced.	<ul style="list-style-type: none"> <li>• Support capacity building in our communities</li> <li>• Reduce inequalities in health</li> <li>• Improve the quality of our local environment</li> <li>• Improve the quality of our homes and neighbourhoods</li> <li>• Enable people to feel and be safe</li> <li>• Look after the future well being of our communities</li> </ul>
<b>Individuals can see the difference</b> - our third ambition is to raise the quality of life of individual residents so that everyone is enabled to lead healthy and fulfilling lives. It especially means that our children and young people are safe, healthy, and happy and are supported to develop to their full potential. It also means making sure that our older residents are supported to lead independent lives and feel valued by their local communities	<ul style="list-style-type: none"> <li>• Support and celebrate achievement</li> <li>• Help people to look after their health</li> <li>• Support people to maintain their independence</li> <li>• Develop opportunities for active leisure and recreation</li> </ul>
<b>Everyone works together for the benefit of the area</b> - our fourth ambition is that everyone works together for the benefit of the area and has opportunities to shape the future of North Lincolnshire. It is about reconnecting communities and individuals. This fits in with the NLSP’s aim of “working together to make a better future for the people of North Lincolnshire”	<ul style="list-style-type: none"> <li>• Developing a shared identity</li> <li>• Developing communities to achieve the area vision</li> <li>• Re-engaging communities</li> <li>• Area cohesion</li> </ul>

3.13 The Core Strategy has a key role to play in supporting and delivering the shared ambitions as well as some of the shared priorities. In particular, it can assist in delivering ambitions and priorities relating to the creation of a dynamic economy, improving the quality of the local environment, improving the quality of homes and neighbourhoods, ensuring high quality design and improving the quality of life for local residents.



## Public Consultation and Stakeholder Involvement

- 3.14 The Government has placed community involvement at the heart of the Local Development Framework system to help create sustainable communities. The Core Strategy must take into account the views of local people, stakeholders and other interested parties. When developing the Core Strategy, the document was subject to several stages of public consultation as set out in the adopted Statement of Community Involvement, the first version of which was adopted in April 2006 and its successor, adopted in July 2010. All the comments received during the consultation periods were taken into account in preparing this document. Comments received during the preparation of the Core Strategy can be found on the council's website [www.northlincs.gov.uk](http://www.northlincs.gov.uk) or are in the evidence base.

## A Robust and Credible Evidence Base

- 3.15 A key requirement of the Local Development Framework system is that documents and the policies and proposals set out in them are based on a robust and credible evidence base. This is a collection of various policy statements, strategies, studies and other relevant information ranging from government policy through to local strategies as well as specific studies commissioned by the council. Details of the evidence base and how it has influenced the spatial strategy can be found in the accompanying evidence base document. Copies of this can be found on the council's website [www.northlincs.gov.uk](http://www.northlincs.gov.uk).

## Sustainability Appraisal & Strategic Environmental Assessment

- 3.16 The Local Development Framework should enable North Lincolnshire to develop sustainably. Therefore, each of the Local Development Documents being prepared must be subject to a Sustainability Appraisal (SA)<sup>2</sup> and comply with the requirements of the EU Directive on Strategic Environmental Assessment (SEA)<sup>3</sup>. This means testing objectives, strategies and policies at each stage of preparation to assess their potential impact on environmental, economic and social objectives and making any necessary changes to ensure sustainability. The SA Report, which accompanies this document fulfils these requirements.
- 3.17 A Scoping Report was produced for the Core Strategy Issues & Options consultation in 2005. This was followed by an SA of the Preferred Options Document, which appraised both the proposed objectives, and the various options for strategy and policies put forward at that stage. The outcomes and recommendations of the SA have been taken into account when preparing this document wherever possible.

## Appropriate Assessment

- 3.18 Under Regulation 60 of the Conservation of Habitats and Species Regulations 2010 (The Habitats Regulations) a Habitats Regulation Assessment has been carried out for the Core Strategy in order to consider whether its policies and proposals have the potential to result in adverse effects upon a 'European Site'. These are sites that have been designated for their international nature conservation interests and include:
- Special Areas of Conservation (SAC) - designated under European Council Directive 92/43/EEC(a) on the Conservation of Natural Habitats and of Wild Fauna and Flora (the Habitats Directive);

<sup>2</sup> Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks, ODPM, 2005

<sup>3</sup> Environmental Assessment of Plans and Programmes Regulations 2004, and A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005

- Special Protection Areas (SPA) designated under the European Council Directive 79/409/EEC on the Conservation of Wild Birds (the Birds Directive); and,
  - The UK Government (in the accompanying circular to Planning Policy Statement 9) as a matter of policy has chosen to apply the Appropriate Assessment procedures in respect of Wetlands of International Importance (Ramsar sites) even though these are not European sites as a matter of law.
- 3.19 Within North Lincolnshire there are six European Sites. Those of relevance to the Core Strategy are the Humber Estuary SAC, Humber Estuary SPA and Humber Estuary Ramsar site; the Thorne and Hatfield Moors SPA; the Thorne Moor SAC; and the Hatfield Moor SAC.
- 3.20 In accordance with Regulation 60 of the Habitats Regulations a Habitats Regulation Assessment has been carried out to determine whether this document is likely, (either alone or in combination with other plans and projects), to have a significant effect upon the European sites identified. The results of the Appropriate Assessment show that there are no likely significant effects on the integrity of any of the European sites. The accompanying Appropriate Assessment Report and AA Review show the outcome of the assessment (copies of these reports and a summary are available on request and can be accessed on the Council's website).
- 3.21 However, in accordance with the precautionary principle enshrined within the Habitats Regulations, it is recommended that further consideration and assessment will need to be made for relevant proposals at the development control stage. This includes development that may arise out of Policies CS2, CS3, CS4, CS7, CS8, CS9, CS10, CS11, CS13, CS14, CS15, CS18, CS20, CS21, CS22, CS23, CS24, CS25, CS26 and CS27. This will require the preparation of a thorough ecological assessment of the likely effects upon the relevant "European" site or sites. Any development that cannot demonstrate that it would not have a significant adverse effect upon the integrity of a site of European or international importance to nature conservation will be refused.

## Delivering the Core Strategy

- 3.22 The Core Strategy will be supported by a number of planning policy documents known as Development Plan Documents (DPDs), all of which must be in conformity with the Core Strategy. The DPDs will include:
- Area Action Plans – these provide a framework for areas of major change. The first of these is the Lincolnshire Lakes Area Action Plan;
  - Site Allocation DPD's – these will set out site/area specific proposals for the future use of individual sites. The Council is producing a document covering Housing & Employment Land Allocations;
  - A General Policies DPD - this will deal with other designations such as open space and areas of nature conservation, as well as more detail policies to assist in decision making on planning applications;
  - A Minerals & Waste DPD – this will set out the Council's approach to the extraction and use of minerals as well as the sustainable management of waste; and
  - A Proposals Map – this will show policies and proposals for the area.
- 3.23 In addition, the Council may produce Supplementary Planning Documents (SPDs) to help amplify and expand on the policies contained in the above documents. The need for additional DPDs and future SPDs will be determined through the Annual Monitoring Report (AMR) process and the formal review of the Local Development Scheme (LDS). Over the next few years, these Local Development Documents will replace the existing policies of the North Lincolnshire Local Plan, which was adopted in May 2003.

## Monitoring and Keeping the Strategy Up to Date (Annual Monitoring Report)

3.24 The Council is required to ensure that the DPD's for North Lincolnshire are up to date and remain relevant. This helps to provide the certainty in which long term planning and investment decisions can be made. The spatial strategy set out in this document has to be capable of being delivered on the ground. It also needs to be flexible and adaptable to change. In ensuring that this takes place, the role of monitoring is vital. The principal tool to assess whether or not the strategy is being delivered is the Annual Monitoring Report (AMR). This document must be produced and submitted to the Secretary of State at the end of each calendar year. The AMR contains a series of indicators and targets to assess the performance of the policies and whether they are being delivered in the correct manner. Should the strategy not be performing as required, the AMR will identify the issue and suggest appropriate action to remedy it. Each section of the Core Strategy contains a set of monitoring indicators and targets which are the same as those in the AMR to ensure policies are performing adequately.

### Key Documents

- Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008)
- Many Faces, One Community – North Lincolnshire's Sustainable Community Strategy (NLSP, 2006)
- Statement of Pre-Submission Consultation (NLC, 2009)
- Evidence Base Document (NLC, 2009)
- Sustainability Appraisal Report (NLC, 2009)
- Appropriate Assessment Report (NLC, 2009)
- Planning Policy Statement (PPS)12: Local Spatial Planning (DCLG, 2008)
- Annual Monitoring Report (NLC, 2008)