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SPATIAL STRATEGY FOR NORTH LINCOLNSHIRE

Introduction

- 5.1 The Spatial Strategy sets how North Lincolnshire will be transformed towards a better future for all. It outlines the overall approach for the provision of new homes, jobs, infrastructure and community facilities over the next 15 years up to 2026. The strategy directs development towards the most suitable locations to create sustainable local communities. It also emphasises the importance of fulfilling the area's vision of becoming the north of England's Global Gateway.

Context

National/Regional

- 5.2 National planning policy is set out in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) as well as a range of other government documents. Together these aim to deliver sustainable development and support the creation of sustainable communities.
- 5.3 Within the Yorkshire and Humber Plan - Regional Spatial Strategy to 2026, policies have identified the need to transform economic, environmental and social conditions in the older industrialised parts of the Humber sub-region, including Scunthorpe as well as the importance of maximising opportunities provided by the Humber Ports as an international trade gateway for the region and the country. Towns, including market towns, are seen as service centres for local communities and hubs for the rural economy. In respect of the environment, the policy supports the protection and enhancement of region's environmental resources including areas of international and national importance, and the region's countryside. It also reflects the need to avoid worsening environmental threats facing the region including climate change and reduce exposure to them by using resources sustainably.
- 5.4 The RSS provides a framework for choosing locations for development to make the best use of previously developed land and buildings and existing developed areas, followed by infill opportunities within the relevant town or city, then greenfield urban extensions. It also requires planning authorities to adopt a transport-orientated approach to identifying development sites.

Local

- 5.5 As previously mentioned the Sustainable Community Strategy plays a key role in setting out the direction for the area through four shared ambitions that are agreed with the Council and other key partners in the Local Strategic Partnership. Therefore, it is a major influence on the spatial strategy of the Local Development Framework.

- 5.6 The Hull & Humber Ports City Region Development Plan (CRDP) was prepared as part of the Northern Way programme and sets out how the city region can contribute to closing the national productivity gap between the north and the English average. It aims to build on the competitive base provided by the Humber Ports and their position at the heart of one of Europe's key trading arteries in order to enhance the local economy and create employment. In delivering this, the area's unique heritage and environment will be preserved. These elements are central for the Local Development Framework.

Future Provision

- 5.7 As mentioned in the Spatial Portrait, North Lincolnshire is an area that is growing. It is anticipated that the area's population will grow from 160,250 in 2008 to some 184,000 by 2021 and eventually to 198,900 by 2031. To accommodate this long-term growth and to provide flexibility to manage change in the interim, the strategy sets out a detailed approach to development up to 2026
- 5.8 The Regional Spatial Strategy sets the levels of development that should be delivered in North Lincolnshire over the next 15 to 20 years. Between 2004 and 2026 the area is expected to deliver 15,700 new dwellings which is phased into two periods, 2004 to 2008 and 2008 to 2026. Between 2004 and 2008 North Lincolnshire was expected to provide 2,200 new dwellings (at a rate of 550 dwellings per year). Between 2008 and 2026, the area is expected to deliver 13,500 new dwellings, which is a rate of 750 new dwellings per year, together with an additional 40 hectares of employment land. It also anticipates that job growth will take place at a rate of 550 per year until 2026.
- 5.9 It must be noted that in attempting to achieve these anticipated levels of growth, it must be seen as a long term process, which is reliant on a variety of factors including the national and global economy, availability of funding and priorities of infrastructure providers and others.

Approach

- 5.10 An important element in preparing the LDF is the identification and testing of a number of different policy options for the Spatial Strategy. These options are tested against the sustainability objectives of the Sustainability Appraisal and through the stages of public consultation. In this way it is possible to develop the spatial vision and strategy required to deliver North Lincolnshire's growth in a sustainable way. From this a preferred approach has been identified which will provide the framework for developing policy options, not only within the Core Strategy, but also the other DPDs that will comprise the LDF.
- 5.11 The selection of options to appraise was agreed having regard to a number of factors. These include matters such as national planning policy, and the Regional Spatial Strategy. There are also a number of regional and sub-regional and local initiatives that have a direct bearing on the choice and form of the Spatial Strategy. These issues include the Northern Way strategies, Hull and Humber Ports City Regional Development Programme and the Yorkshire Forward Urban Renaissance Scheme for Scunthorpe and Rural Renaissance Programme for Crowle.
- 5.12 The LDF should be developed in general conformity with the RSS unless there are significant reasons of need and concern that should override this approach. Through previous versions of the Core Strategy and in the Sustainability Appraisal other strategic options were considered that were not in general conformity with the RSS. However these options came out negatively in terms of sustainability against the Sustainability Appraisal objectives and from a public consultation perspective and therefore an approach in compliance with this RSS has been adopted.
- 5.13 The council had to then set out a number of strategic options to deliver the requirements of the RSS and the other sub-regional and local initiatives.

5.14 These are:

- Meeting the RSS Growth Requirements
- Scunthorpe Sub-Regional Town
- North Lincolnshire's Market Towns
- North Lincolnshire's Rural Areas and Communities
- The Global Gateway
- The World Class Environment

Meeting the RSS Growth Requirements

5.15 As stated earlier the RSS outlines an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods with an additional 40 hectares of employment. In first period (2004 to 2008) North Lincolnshire was expected to provide 2,200 new dwellings at a rate of 550 per year. Then in the second period (2008 - 2026), the area is expected to provide 13,500 new dwellings at a rate of 750 dwellings per year. The Core Strategy has been drafted two years into the RSS second period for housing delivery. Between 2004 and 2010, a total of 3,506 dwellings have been completed. This leaves a requirement of 12,063 dwellings (at a rate of 754 dwellings per year) to be delivered during the remainder of the period between 2010 and 2026. It is this up to date requirement which will be delivered through this Core Strategy.

5.16 To meet this requirement strategic options needed to be considered in delivering this growth sustainably across North Lincolnshire. Using the strategic options of the previous versions of the Core Strategy, Sustainability Appraisal and Appropriate Assessment the council considered a number of approaches in delivering the RSS figures for growth in line with its other policies. The RSS implications for North Lincolnshire identify Scunthorpe as a Sub-Regional Town that should be the focus for growth to secure rapid urban renaissance and strengthen its role as a Sub-Regional Town. The RSS did not identify any Principal Settlements in North Lincolnshire. It then allows local planning authorities to decide their local service centres. Local service centres should provide sustainable communities with local infrastructure that caters for the settlement and the surrounding rural communities and hinterland. Below the local service centres very little growth should be promoted except in exceptional circumstances.

5.17 The options posed the question of what level of growth should be split between Scunthorpe and the local service centres. A strategic option of significantly expanding the local service centres was assessed but due to the lack of deliverable land, existing constraints and environmental capacity in the potential settlements, it was considered that the investment in supporting infrastructure involved would make this option unviable. Based on a thorough assessment of the wider implications of this level of development on the settlements, assessment in sustainability terms against the SA objectives of the SA and public consultation feedback the most sustainable option was that Scunthorpe should be the focus for the majority of growth which will be complemented by the transformational strategy of the Scunthorpe urban renaissance project. The local service centres will then be a focus for a proportion of growth that maintains their status as vibrant, attractive sustainable communities in their own right, acting as rural service centres for the surrounding less sustainable settlements and rural hinterland. The following paragraphs explain in more depth, why the spatial strategy has emerged as the most sustainable option and expands on the development constraints and opportunities that are present which has led to this framework for focussing the majority of growth in Scunthorpe and to a lesser extent in the local service centres.

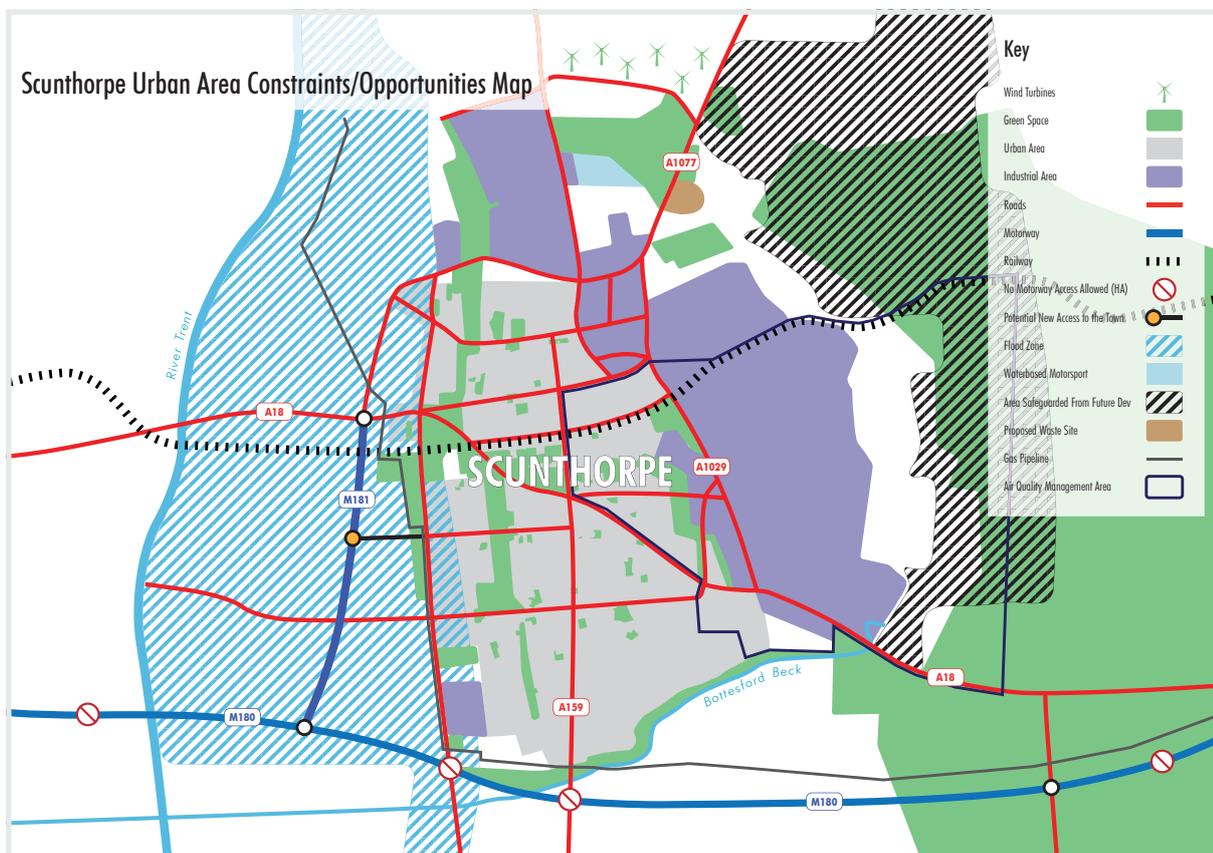
Scunthorpe Sub-Regional Town

- 5.18 Scunthorpe is North Lincolnshire's largest settlement and is identified as a Sub Regional Town in the Regional Spatial Strategy (RSS). Therefore, to reflect spatial objectives 1 and 5, the Sustainability Appraisal, as well as the RSS, more new development will take place in Scunthorpe than in any other locations in order to enhance its role as a Sub Regional Town within the wider Yorkshire and Humber region.
- 5.19 Scunthorpe will be the main location for new housing and employment development. A high priority will be given to supporting the urban renaissance programme which will physically transform the town. The town centre will be the main focus of new retailing, leisure, commercial office and cultural developments in the area. New housing should also be concentrated within the urban area, making best use of previously developed land and buildings, followed by greenfield urban extension sites.
- 5.20 The evidence base for the Core Strategy has identified that there are insufficient sites in Scunthorpe, and North Lincolnshire as a whole, to deliver the housing figures in the RSS. Therefore, in accommodating projected population growth and ensuring that Scunthorpe becomes a thriving sub-regional town, the identification of a location for a sustainable urban extension has been identified as a fundamental part of the strategy. Due to the way that Scunthorpe has grown and its garden town character, it has meant that there are only a few areas of readily available previously developed land available for future housing and other growth. This is identified in the Strategic Housing Land Availability Assessment (SHLAA). Where these areas do exist, and where there are no constraints, this land will be identified for growth.
- 5.21 In considering the best location for urban extensions, an assessment of the options available was carried out. The details of which are outlined a topic paper which is a key part of the evidence base. Four broad geographical areas for urban extensions adjoining the existing Scunthorpe urban area were assessed to identify the most suitable location for sustainable development. An option to focus more growth in the Market Towns was not considered as this was not supported through the public consultation and sustainability appraisal process. The four broad geographic areas are:
- Area 1 - North of Scunthorpe
 - Area 2 - East of Scunthorpe
 - Area 3 - South of Scunthorpe
 - Area 4 - West of Scunthorpe
- 5.22 The outcome of the assessment concluded that Area 4 – West of Scunthorpe was most suitable location for a major urban extension. This area provides clear locational advantages over the other three areas including direct motorway access, sizeable land areas to meet the needs of a large urban extension as well as proximity to local services and availability of infrastructure. The other areas have significant limitations that would be difficult to overcome including sustainability constraints, access issues and limited land availability to accommodate the required level of development.
- 5.23 Opportunities for developing to the east of the town are non-existent due to the steelworks. Much of the town centre and the eastern part of the town is also covered by the Air Quality Management Area (AQMA) for the steelworks, which would make it difficult for residential development to take place in this 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 and would be contrary to the Regional Spatial Strategy for Yorkshire and Humber.

- 5.24 To the north of the town the location proposed for residential development is adjacent to major industrial developments and is divorced from the main body of the town. This raises issues about how easily any urban extension in this area could be integrated into the wider urban area. It also raises issues about whether placing residential development so close to a busy industrial area would deliver the quality residential environment required. The existence of restored quarries that are to be retained as important green infrastructure, 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 not have the critical mass to be viable for the provision of new infrastructure or facilities. In effect the housing development would create new settlements requiring their own solutions to infrastructure, services and facilities and would be contrary to the Regional Spatial Strategy for Yorkshire and Humber. 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 as required by the housing figures and policies of the RSS.
- 5.25 To the south, the locations assessed have a number of key difficulties. The first of these relates to accessibility. Despite being adjacent to the M180 motorway, the Highways Agency have ruled out any possibility of creating direct access to southern part of the town. This would result in traffic having to use existing roads and creating additional congestion. The second relates to drainage issues which are associated with the topography of the area and its proximity to Bottesford Beck. Land ownership is a key constraint as much of the land in the area is multiple ownership, which could have an effect on deliverability due to land assembly issues. Also the current physical boundary to Scunthorpe of both Bottesford Beck and the M180 limits the scope for the area to accommodate the scale housing development required. Broadly this location would not deliver the major urban extension to Scunthorpe as required by the housing figures and policies of the Regional Spatial Strategy.
- 5.26 Based on these limitations the only other option of achieving necessary housing provision would be to create at least one new settlement in North Lincolnshire. This solution is a “non starter” as it does not conform to the Regional Spatial Strategy. Therefore as part of the process of identifying suitable locations for an urban extension, the concept of the creating a sustainable urban extension to the west of Scunthorpe became the preferred option. A previous exercise as part of the Urban Renaissance project identified a similar solution.. The outcome of this is Lincolnshire Lakes.
- 5.27 Since 2002 the process of identifying suitable locations for an urban extension for Scunthorpe that will create the critical mass required in creating the step change required by the Scunthorpe Urban Renaissance Programme has been a council priority. The original consultants who were assigned the project identified the same issues as above when looking at a location for an urban extension to Scunthorpe. The consultants identified a concept of creating a sustainable urban extension in a waterside setting that could accommodate a range of different uses including housing, business, leisure, innovative energy generation/efficiency and habitat provision began to be formulated. The outcome of this is Lincolnshire Lakes which is to be situated on the western urban fringe of Scunthorpe.
- 5.28 Following extensive consultation as part of the Scunthorpe Urban Renaissance programme, the Lincolnshire Lakes project was identified within the Scunthorpe Strategic Development Framework (SSDF) as a key component in the transformation of Scunthorpe. It enjoys strong support from the local population, the Scunthorpe Town Team, North Lincolnshire Strategic Partnership and Yorkshire Forward (the Regional Development Agency). The Sustainable Community Strategy highlights it as a flagship project for the Local Strategic Partnership.

5.29 The Lincolnshire Lakes concept is of a sustainable urban extension to the western side of Scunthorpe that will transform the inauspicious entrance to the town through the creation of a new waterside environment that can be seen from the M180 and M181 motorways. The Lakes will act as an engine for regeneration for Scunthorpe and North Lincolnshire as a whole, creating a more attractive, sustainable and competitive economy for the town which is capable of attracting and retaining skilled and talented people. Lincolnshire Lakes will be a truly sustainable development and will encompass the following principles:

- Residential development including affordable and sustainable low density housing.
- Business developments that diversify the employment offer of the town, including offices with an attractive waterside setting.
- Flood alleviation to both the new community and existing Trentside villages through mitigation provided by the water bodies.
- Community facilities (including schools, health facilities, libraries, community centres etc)
- Leisure facilities (including water sports, sport stadia and recreational opportunities).
- A sustainable energy landscape with biomass and wind power.
- Sustainable tourism associated with the lakes unique waterside landscape setting.
- Green infrastructure throughout which compliments and improves the locations biodiversity character.
- Sustainable transport infrastructure through improved access into the town, strong public transport, park and ride facilities and walking and cycling routes within the site that provide direct links to the existing networks.



- 5.30 Building on the initial concept numerous studies have been undertaken or are currently underway to help make the Lincolnshire Lakes a reality. A final Economic Assessment has revealed that the scheme is both technically and financially feasible to deliver. The study assessed economic, transport, legal, environmental, and planning issues, and outlined development scenarios for housing, employment, sustainable power generation, recreation and tourism, and the creation of a significant body of water. The study also looked into the need for flood alleviation measures and how best to develop the land for maximum impact.
- 5.31 A Sequential Test has also been undertaken that further established the suitability of the Lincolnshire Lakes study area for development, based exclusively on the probability of flood risk and on the probability of flood risk assessed alongside other known constraints to development. An Exceptions Test has been completed which shows that safe development can take place in this location. The Lincolnshire Lakes project area is within an area that is mostly classified as PPS25 flood zone 3a and it is therefore crucial that safe development can be delivered. An Exception Test Strategy, including a vision, options, a set of exemplar principles and much technical detail has been completed which shows that safe development can be achieved in this location. The Exception Test Strategy sets a very firm strategic base to address flood risk issues at the detailed level. It will ensure that new development is safe and that the risks to existing communities are reduced through the future Lincolnshire Lakes Area Action Plan. Any further flood management proposals will have to be agreed by both the council and the Environment Agency during the process of the Lincolnshire Lakes Area Action Plan.
- 5.32 The Lincolnshire Lakes will be delivered through an Area Action Plan that will allocate land for development alongside the other Development Plan Documents. The AAP will provide a detailed planning and implementation strategy for the Lincolnshire Lakes in compliance with the Core Strategy policies ensuring that development is phased alongside the provision of infrastructure as set out in the Infrastructure Delivery Plan.

North Lincolnshire's Market Towns

- 5.33 The Market Towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton have a vital role to play in supporting North Lincolnshire's rural communities in terms of providing a range of housing, shopping, leisure, education, health and other services. These towns equate to Local Service Centres in terms of the Regional Spatial Strategy and are highlighted in the council's Sustainable Settlement Survey, as being the most sustainable settlements outside the Scunthorpe Urban Area.
- 5.34 The overall level of development that will take place in the Market Towns will be of a scale to ensure that they are protected and enhanced as vibrant and attractive communities in compliance with RSS Policy YH6 and in accordance with the objectives of the Sustainability Appraisal (SA). Essentially development should maintain or enhance the level of services, facilities and jobs provided and meet local housing need (both market and affordable), to create balanced, sustainable communities. Also the enhancement of the local environment, in particular the urban fabric of the towns, will be a major element in ensuring that they remain vibrant, high quality places to live, work and visit. The following paragraphs provide an overview of the environmental capacity and existing development constraints of these settlements and how this has influenced the distribution of development in the Spatial Strategy in accordance with SA objectives and RSS.

- 5.35 Barton upon Humber is the largest settlement in North Lincolnshire outside the Scunthorpe urban area and provides a key role in serving the villages along the south bank of the Humber Estuary such as Barrow upon Humber and Goxhill. It has a good range of services, facilities and good public transport links to Hull, Scunthorpe, Brigg and Grimsby making Barton upon Humber an appropriate location to focus future growth. There are also a range of employment opportunities within the town. There are however a number of constraints. Much of the lower part of the town adjacent to the Humber Estuary is located within flood zone 3ii. The town is also adjacent to a number of areas of significant nature conservation interest along the Humber Estuary and within the former Clay Pits area. Most of the town centre is a conservation area. Future growth will be located with the environmental constraints in mind.
- 5.36 Brigg is the second largest of the Market Towns in terms of its population and is a very popular location for living and working. It provides an important service centre for surrounding villages and a number of settlements within West Lindsey district. The town centre is thriving with a wide range of shops and other amenities and has the widest range of services and facilities of the Market Towns. It has good public transport links with Scunthorpe and Barton upon Humber, but limited connections elsewhere. Brigg also has some constraints in relation to flood risk and traffic issues. In respect of flood risk, the town is located on the banks of the Old and New River Ancholme and therefore much of it is located in flood risk zones 2, 3i and 3ii. In terms of traffic issues, the existing road infrastructure of the A18 which runs through the town is often busy, particularly at peak times when congestion occurs regularly. Alongside Barton upon Humber, Brigg will be expected to accommodate more development than other smaller market towns, whilst taking into account issues regarding flood risk and transport infrastructure.
- 5.37 Crowle is the fourth largest of the Market Towns in terms of its population and acts the service centre for the northern portion of the Isle of Axholme. Crowle suffers from a lower level of service and facility provision. However the town is currently undergoing a Yorkshire Forward funded rural renaissance programme to help improve the town centre, particularly around the Market Place to provide better facilities and services and to make the town more vibrant and attractive to business investors. Crowle does have a number of development constraints that impact on the town's environmental capacity for growth. To the west and north west of the town lie the Thorne and Hatfield Moors SPA, the Thorne Moor SAC and the Hatfield Moor SAC. These are areas of national and international importance for nature conservation and it will be important to ensure that their integrity is maintained. Also most of Crowle is located within areas of high flood risk (flood risk zones 3i and 3ii), with the exception of an area to the north-east and east of town. These particular constraints mean that development can only be accommodated in the central area of the town and to the east. The level of growth will support the renaissance project and take into account any constraints.
- 5.38 Epworth is the main service centre for southern portion of the Isle of Axholme. It has a very strong range of services and facilities, which are mainly located in the thriving town centre. The town is surrounded by an area of special historic landscape interest, which limits opportunities for expansion. There are a number of constraints affecting the town. Public transport provision is limited and there are issues with traffic, especially within the town centre where parking can be a problem. Employment opportunities are limited as many of the employment sites have now been redeveloped for housing. It is also felt by many that infrastructure is not suitable and cannot accommodate further growth. To reflect the need to support its important role as a Market Town and taking into account the constraints experienced, the level of future development in Epworth will be limited to that which is already committed in existing plans.

- 5.39 Kirton in Lindsey is the smallest of North Lincolnshire's Market Towns by population, but is well provided for in terms of local services such as shops and schools. Like all the Market Towns it is considered to be an attractive place to live as it is close to Scunthorpe and within easy reach of Lincoln. In a similar vein to Brigg, Kirton in Lindsey is also a service centre for a number of villages in the neighbouring West Lindsey district. The town does suffer from a number of existing infrastructure constraints. Drainage is considered to be a problem and public transport provision is limited. Future growth in Kirton in Lindsey will ensure that its status as a Market Town is supported through a level which is reflective of the town's character, but which enhances the settlement as a vibrant and attractive community.
- 5.40 Winterton is third largest of the Market Towns by population. It acts as a service centre for smaller villages such as Burton upon Stather and Winteringham. During the past 30 years the town has grown considerably with new estates being developed. However, the level of service and facility provision has not kept pace. It has good public transport links to Scunthorpe, Barton upon Humber and Hull. Development in Winterton will be of small scale that is in keeping with the existing character of the town, whilst at the same time supporting local services.

North Lincolnshire's Rural Area and Communities

- 5.41 North Lincolnshire's rural area and its communities are home to around half of its population. There are around 80 settlements of varying sizes and roles throughout the area, which have a range of services and facilities or in many cases none. The countryside around them is a vital resource for the area in terms of the economy, leisure and recreation and the natural environment. In line with national and regional policy, a positive approach will be adopted to planning for the rural areas of North Lincolnshire. This will be based on maintaining and enhancing the quality of life as well as the environment in rural areas, promoting sustainable patterns of development in rural communities, improving the economic performance of rural areas and promoting a sustainable, diverse and adaptable agricultural sector.
- 5.42 In sustainability terms, the assessment of the strategic options against the SA objectives guided the Spatial Strategy towards sensitive development in rural settlements, which balanced the environmental perspective against the economic and social perspective.
- 5.43 To support this aim small-scale development will be allowed in rural settlements. However, the scale of new development will be limited and reflect local needs as well as the availability of facilities, services and infrastructure. Development will also make the best use of existing land and buildings within these settlements. Accessibility, in particular by public transport, walking and cycling will also be a vital consideration. There will be a strong focus on ensuring the existing facilities and services are maintained and enhanced to meet local needs and sustain the quality of life for people in rural communities, as well as the diversification of the rural economy. Where future residential development takes place in these settlements it will be considered to be windfall development.
- 5.44 Outside the area's rural settlements or in those villages without a defined development limit, the priority will be to maintain and enhance the countryside including the area's landscapes. This will involve limiting future development to the type which needs a countryside setting such as agriculture, forestry, rural diversification and tourism development.

SETTLEMENT HIERARCHY

- 5.45 **Major Sub-Regional Town** – Scunthorpe
- 5.46 **Market Towns** – Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton
- 5.47 **Rural Settlements** – Alkborough, Althorpe, Amcotts, Appleby, Barnetby-le-Wold, Barrow upon Humber, Beltoft, Belton, Bonby, Broughton, Burton upon Stather, Burringham, Cadney, Coleby, Derrythorpe, Dragonby, Ealand, East Butterwick, East Halton, East Lound, Eastoft, Elsham, Flixborough, Garthorpe & Fockerby, Goxhill, Graizelound, Greetwell, Gunness, Gunthorpe, Haxey, Hibaldstow, Horkstow, Howsham, Keadby, Kirmington, Low Burnham, Luddington, Melton Ross, Messingham, New Barnetby, New Holland, Normanby, North Killingholme, Owston Ferry, Redbourne, Roxby, Sandtoft (village), Santon, Saxby-all-Saints, Scawby, South Ferriby, South Killingholme, Thealby, Thornton Curtis, Ulceby, West Butterwick, West Halton, Westwoodside, Whitton, Winteringham, Wootton, Worlaby, Wrawby, Wressle and Wroot.
- 5.48 **Rural Settlements in the Countryside** – Barrow Haven, Carrhouse, Castlethorpe, Cleatham, Croxton, Eastoft Carr, Goxhill South End, Haxey Carrs, Holme, Kelfield, Messingham Ings, Manton, Ulceby Skitter, Walcot, Westgate and Woodhouse

The Global Gateway

- 5.49 The continued growth and success of the Global Gateway – the South Humber Bank ports and the international airports – is vital to the future prosperity and transformation of North Lincolnshire. Its regional and national role cannot be understated. In line with the Northern Way Growth Strategy, the RSS and spatial objectives 2, 4, 5 and 9, the growth and development of the South Humber Bank Ports and Humberside Airport will be supported.
- 5.50 The South Humber Bank area will continue to be safeguarded for port and estuary related uses. Accordingly around 900 hectares of land will be safeguarded at the South Humber Bank and North Killingholme Airfield for such uses. The SA objectives in the sustainability appraisal and the Appropriate Assessment highlighted that subject to a balance between environmental, economic and social factors that the South Humber Bank scored positively overall in sustainability terms. This balance will be managed through a specific policy in this DPD containing guiding principles for the delivery plans, groups and boards that are already in existence. Work will continue to secure better access to the site via improvements to the A160 and the local highway network as well as the rail network. In driving forward the delivery of the South Humber Bank, a South Humber Gateway Board has been set up to lead this. A series of delivery groups operates within this framework consisting of the local authorities and other key partners.
- 5.51 To support the increased jobs and investment on the South Humber Bank it will be important to ensure that the area is accessible by a variety of transport modes, in particular sustainable transport modes. As part of the implementation work measures such as travel plans should be put in place.
- 5.52 As part of the future growth of the South Humber Bank, a strategic approach will be adopted to address the impact for future development on the internationally and nationally important sites of nature conservation in the Humber Estuary. As such, work will continue with partners such as Natural England, Environment Agency and RSPB to ensure that developments do not harm the integrity of protected natural habitats and are compliant with flood management principles informed by the Strategic (SFRA) and site specific flood risk assessments and emergency planning advice.

- 5.53 Humberside Airport is recognised as an important driver for the local economy and its role as key gateway to the area will be supported. As such it will be focus for economic development. Also key to the airport's development is the need to improve surface transport access, especially by public transport. This is reflected in the surface access priorities set out in the airport's Masterplan, which sets out how the airport will develop up to 2030.
- 5.54 The potential for the redevelopment of Sandtoft Airfield for a major logistics/distribution facility has been investigated through the Sandtoft Evidence Base. This considered the economic and transport case for a logistics park of around 100 hectares. Since this time the Employment Land Review identified around 50 hectares of land for development given that much of the site is already developed. The evidence base showed that this location would be economically feasible and that a suitable access arrangement, which would remove industrial traffic from Westgate Road and Belton Road, could be provided. The site is in a good strategic location and has potential to support the ongoing development of the South Humber ports. Sustainable transport and flood management will need to be addressed, given the location of Sandtoft Airfield, in terms of producing a robust travel plan and being informed by the Strategic Flood Risk Assessment (SFRA) and site specific flood risk assessments and emergency planning advice.

World Class Environment

- 5.55 North Lincolnshire's natural and built setting provides the area with attractive landscapes, heritage assets and townscapes. In line with spatial objectives 6 and 10 as well as RSS, the spatial strategy will support the continued protection and enhancement of the biodiversity and landscape character of North Lincolnshire, including protection of the integrity of the internationally important biodiversity sites of the Humber Estuary and Thorne & Hatfield Moors and the protection and enhancement of locally designated nature conservation sites. As mentioned previously in relation to the Humber Estuary, a strategic approach will be adopted to deal with the impact of development on the important areas of nature conservation. The spatial strategy will also support the need for high quality design that respects the area's character and the continued protection and enhancement of the area's built heritage.

CSI: SPATIAL STRATEGY FOR NORTH LINCOLNSHIRE

The spatial vision and the future development requirements will be delivered through the spatial strategy for North Lincolnshire as outlined below and on the key diagram.

The spatial strategy will focus on:

- a) Delivering an urban renaissance in Scunthorpe and supporting its role as a major sub-regional town.
 - Scunthorpe will be the focus for the majority of new development and growth, including housing, employment, retail, sustainable transport links, and higher order services and facilities to serve North Lincolnshire.
 - High quality, well designed new housing will be provided on a range of previously developed sites within the urban area followed by a greenfield urban extension with a focus on areas to the west of the built up area. During the plan period Scunthorpe should contribute around 9,892 new dwellings.
 - Opportunities for economic development will be provided within existing established employment locations as well as on additional sites. Focus will be on the town centre and areas to the north of the Scunthorpe urban area around the Normanby Enterprise Park. A range of sites and premises will be required to meet business needs and to meet the overall aim of diversifying the economy. A high quality business park will be developed in combination with the Lincolnshire Lakes development. During the plan period around 71 hectares of employment land should be developed. It will be important all existing and future employment sites are accessible by sustainable modes of transport from existing and proposed residential areas.
 - The town centre will be the main focus of new retail, leisure, commercial office and cultural developments in the area. As part of the urban renaissance programme, significant regeneration will take place within the town centre to provide new retail opportunities, a new market hall, cultural and leisure facilities as well as enhancements to the public realm and urban fabric. The use of high quality and innovative design will be supported in the town centre. Mixed use development will be encouraged in the town centre.
 - Major flagship urban renaissance projects will be delivered to enhance the town and its image. The largest of these is the Lincolnshire Lakes, which will be located to the west of the town creating a major new sustainable waterside setting that will soften the edge and provide an impressive gateway to the town and place it on a new economic trajectory. A knowledge campus will be created that develops the town's existing Further Education offer by bringing together local educational institutions to broaden the opportunities and encourage local people to access higher education. Also a major new state of the art leisure and sports facility will be provided in the form of The Pods that will deliver sports, education and training. Work is also underway to create a new multi-use venue to host live performances, events and conferencing. This development, known as The Baths Hall and regeneration of Doncaster Road, will help to create a quality gateway into the town.
- b) Supporting the Market Towns of Barton upon Humber, Brigg, Crowle, Epworth, Kirton in Lindsey and Winterton as thriving places to live, work and visit, and as important service centres serving the needs of local communities across North Lincolnshire.

- North Lincolnshire's Market Towns will continue to provide important services for the area's rural communities and support the higher level services provided by Scunthorpe. Levels of growth and development will be more limited reflecting their position in the settlement hierarchy. All growth will take account of existing infrastructure, environmental constraints and ensure that the distinctive character of the town is protected.
 - An appropriate level and range of new housing development will be provided to support the market towns as sustainable communities. During the plan period, the market towns will provide over 2,171 new dwellings.
 - Small and medium scale employment opportunities will be encouraged to meet the need to provide local jobs. The retention of existing local employment sites will be supported and where appropriate additional land will be allocated. Around 10 hectares of employment land will be provided in the market towns, with the majority being focussed in Barton upon Humber and Brigg.
 - The existing market town will be supported as key locations for shopping and services. Over the plan period limited levels of new retail development will be permitted and should be located within the town centres. The level of development will be dependent on local need and should be in keeping with the historic nature of these centres.
 - Transport links between the market towns and their surrounding settlements will be improved by working with public transport providers to ensure that services are convenient and accessible.
 - The Rural Renaissance programme will be supported in Crowle to improve the fabric of the town centre, market place and to develop the range of services and employment opportunities available.
- c) Supporting thriving rural communities and a vibrant countryside through the protection and enhancement of local services, creating opportunities for rural economic diversification and the promotion of tourism.
- Rural settlements will be supported as thriving sustainable communities, with a strong focus on retaining and enhancing existing local services to meet local needs. Development will be limited and should take into account levels of local service provision, infrastructure capacity and accessibility. Any development that takes place should be in keeping with the character and nature of the settlement.
 - In the countryside, support will be given to development that promotes rural economic diversification and small-scale employment opportunities, particularly on previously used land or in existing rural buildings. Tourism development will also be supported, in particular the development of green tourism making the most of the area's important natural and built environments.
- d) Supporting the development of key strategic employment sites at the South Humber Bank, Humberside Airport and Sandtoft Airfield.

- The development of the nationally important South Humber Bank ports will be supported by safeguarding around 900ha of land in and around the port complexes for estuary related development as well as to support the continued growth of the chemical and renewable energy industries. To support increased development at the South Humber Bank, the council will work with key partners to deliver improved rail and road access through major upgrades to the rail network in and around the ports and the dualling of the A160 between the A180 and the port. However, development of the ports will need to be considered in light of the legal requirement to protect the adjacent internationally important sites of nature conservation and nearby nationally important archaeological sites.
 - Humberside Airport is a key location for economic growth and as such its growth will be supported. To facilitate further growth around 20 hectares of land will be allocated. This will be for uses related to aviation and those that are ancillary to the airport. The council will also work with partners to improve surface access particularly by public transport. However, development around the airport will need to protect the character and setting of nearby historic assets.
 - To support the growing logistics and distribution sector in North Lincolnshire, the potential of Sandtoft Airfield as a strategic location for a logistics/distribution facility has been identified. This site is ideally placed to take advantage of the ports and nearby airports of Humberside and Doncaster Robin Hood as well as providing an important employment opportunity for the Isle of Axholme. In order to enable the development in this location, the council will work with partners to ensure that appropriate transport infrastructure is developed to provide access.
- e) Supporting the protection and enhancement of North Lincolnshire's world class natural and built environment to ensure the continued attractiveness of the area as place to live, work and visit.
- The internationally and nationally designated sites of nature conservation importance of the Humber Estuary and Thorne and Hatfield Moors will be protected and enhanced. In the Humber Estuary area, particularly where the expansion of the South Humber ports is likely to occur, a strategic approach to the creation of new habitats will be adopted. This will ensure that the collective impact of major developments are designed to secure positive environmental benefits from flood management and development proposals.
 - North Lincolnshire's townscapes and historic landscapes will also be protected and enhanced and high quality design encouraged. In particular, the nationally significant historic landscapes of the Isle of Axholme and Crowle Moors will be conserved and their potential as a tourist and educational resource realised. The character and landscape setting of the area's historic market towns will be safeguarded (especially Barton upon Humber, Crowle and Epworth) and the rich archaeological heritage of North Lincolnshire will be preserved and enhanced. The value of regionally and locally important sites will be enhanced and opportunities to improve green infrastructure will be included in all new development.

All future growth regardless of location should contribute to sustainable development in particular in respect of those criteria set out in policy CS2 as well as the other policies of the plan. All change will be managed in an environmentally sustainable way by avoiding/minimising or mitigating development pressure on the area's natural and built environment, its existing utilities and associated infrastructure and areas at risk of flooding. Where development unavoidably has an environmental impact adequate mitigation measures should be used for the development to be acceptable.

5.56 Policy CS1 sets out the broad framework around which the spatial development strategy for North Lincolnshire will be based. It provides clear priorities for the distribution and location of future development and a distinct direction for moving the area forward and achieving the spatial vision and objectives. The implementation of the strategy will be dependent on working in partnership with a number of key national, regional and local stakeholders.

- 5.57 In delivering the priorities of the spatial strategy, a consistent approach to the location of all development must be taken. It should be recognised that not every settlement can accommodate development, and a settlement hierarchy (see above) has been devised, based on the role and function of each settlement identifying those where most development should take place and others where development ought to be limited. The overall intention of this is to create sustainable communities that reflect local needs.
- 5.58 The settlement hierarchy reflects the role and function of settlements within the area, taking account of current Government guidance, Regional Spatial Strategy, the Sustainable Settlement Survey and feedback received during consultation. It builds on the settlement network set out in the Regional Spatial Strategy core approach and seeks to accommodate its proposals for the Humber sub-region.

CS2: DELIVERING MORE SUSTAINABLE DEVELOPMENT

In supporting the delivery of the spatial strategy set out in policy CS1, as well as determining how future development needs will be met in North Lincolnshire, a sequential approach will be adopted. Development should be focused on:

1. Previously developed land and buildings within the Scunthorpe urban area, followed by other suitable infill opportunities within the town, then by appropriate greenfield urban extensions
2. Previously developed land and buildings within the defined development limits of North Lincolnshire's Market Towns, followed by other suitable infill opportunities then appropriate small scale greenfield extensions to meet identified local needs
3. Small scale developments within the defined development limits of rural settlements to meet identified local needs.

Any development that takes place outside the defined development limits of settlements or in rural settlements in the countryside will be restricted. Only development which is essential to the functioning of the countryside will be allowed to take place. This might include uses such as that related to agriculture, forestry or other uses which require a countryside location or which will contribute to the sustainable development of the tourist industry.

A 'sequential approach' will also be applied to ensure that development is, where possible, directed to those areas that have the lowest probability of flooding, taking account the vulnerability of the type of development proposed, its contribution to creating sustainable communities and achieving the sustainable development objectives of the plan. Where development does take place in the flood plain, mitigation measures should be applied to ensure that the development is safe.

All future development in North Lincolnshire will be required to contribute towards achieving sustainable development. Proposals should comply with the overall spatial strategy together with the following sustainable development principles:

- Be located to minimise the need to travel and to encourage any journeys that remain necessary to be possible by walking, cycling and public transport. It should be compliant with public transport accessibility criteria as set out in the Regional Spatial Strategy
- Be located where it can make the best use of existing transport infrastructure and capacity, as well as taking account of capacity constraints and deliverable transport improvements particularly in relation to junctions on the Strategic Road Network
- Where large freight movements are involved the use of rail and water transport should be maximised
- Contribute towards to the creation of locally distinctive, sustainable, inclusive, healthy and vibrant communities
- Contribute to achieving sustainable economic development to support a competitive business and industrial sector
- Ensure that everyone has access to health, education, jobs, shops, leisure and other community and cultural facilities that they need for their daily lives
- Ensure the appropriate provision of services, facilities and infrastructure to meet the needs of the development, but where appropriate it is to be recognised that a phased approach may not be required on small scale development proposals.

- To be constructed and operated using a minimum amount of non-renewable resources including increasing the use of renewable energy in construction and operation
- Take account of local environmental capacity and to improve air, water and soil quality and minimise the risk and hazards associated with flooding, and
- Be designed to a high standard, consistent with policy CS5, and use sustainable construction and design techniques.

All change will be managed in an environmentally sustainable way by avoiding/minimising or mitigating development pressure on the area's natural and built environment, its existing utilities and associated infrastructure and areas at risk of flooding. Environmental impacts to or from development that cannot be avoided should be adequately mitigated for it to be acceptable.

- 5.59 Whilst policy CS1 sets out the principle elements that make up the overall spatial strategy, policy CS2 sets out how this will be implemented using a sequential approach to the location of future development that is based on the settlement hierarchy and taking into account other sustainability criteria. This meets national and regional planning policy requirements to deliver development in the most appropriate places.
- 5.60 A further sequential test in relation to flood risk also has to be applied in line with Government guidance, set out in Planning Policy Statement 25, to ensure that there are no alternative sites available and suitable for development in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. Only in exceptional circumstances can a deviation from this approach be permitted where there is a need to meet the wider aims of sustainable development. The council's Strategic Flood Risk Assessment has informed the development of the spatial strategy and the distribution of development.
- 5.61 Accessibility to new developments is a key consideration to ensure sustainability. As such development should be located where it is readily accessible by sustainable forms of transport including public transport, walking and cycling, and where the need to travel is minimised. In the case of uses generating large freight movements, sites should be accessible by rail and water.
- 5.62 This policy is applicable to all development proposals and its implementation is fundamental to achieving the Core Strategy objectives and development strategy.

CS3: DEVELOPMENT LIMITS

Development limits will be applied to the Scunthorpe urban area, the Market Towns and Rural Settlements. They will not be applied to rural settlements in the countryside.

In applying development limits the following considerations will be taken into account:

- Existing development patterns - the development limit will be drawn around the main built up area of the settlement. Scattered, sporadic or dispersed development or buildings separated from the main body of the settlement by areas of undeveloped land, roads or industrial areas will not be included. Where possible, limits should follow clearly defined features or constraints such as roads.
- Capacity - the ability of the settlement to accommodate future development based on existing and proposed infrastructure, on its access to facilities and services and levels of public transport. This also includes the availability of previously developed land.
- Existing planning consents/development - land with planning consent for residential development or community facilities where development has been implemented.
- Character - the limit will be drawn to reflect the need to protect and enhance settlement character. This means protecting areas of open space or land with the characteristics of open countryside within and adjacent to settlements by not including them within development limits. Large rear gardens or paddocks stretching well out the villages built form will also be excluded.

Development outside these defined boundaries will be restricted to that which is essential to the functioning of the countryside. This will include uses such as that related to agriculture, forestry or other uses which require a countryside location or that which will contribute to the sustainable development of the tourist industry.

The extent of the development limits will be defined in the Housing & Employment Land Allocations Development Plan Documents and shown on the accompanying Proposals Map and settlement insets.

- 5.63 Development limits for each settlement were set out in the existing North Lincolnshire Local Plan and are strongly supported as a key tool in ensuring that future development occurs in sustainable locations. They also ensure that the countryside is protected from inappropriate development and no uncontrolled expansion of settlements will take place.
- 5.64 The exact extent of development limits will be defined in the Housing & Employment Land Allocations Development Plan Document. Development limits will not be applied to those settlements classed as rural settlements in the countryside. Development in these locations will only be permitted where it is appropriate to the functioning of the countryside.

Monitoring

- 5.65 The following indicators and targets will be used to monitor the implementation and effectiveness of the policies contained in this chapter.

Indicator	Target
Number of net additional dwellings per annum by settlement hierarchy.	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%
Amount of floorspace developed for employment by type.	Delivering at least 10 hectares of employment land within North Lincolnshire per annum (excluding the South Humber Bank employment site) between 2006 and 2026.
Development on previously used land	30% of all new development to be completed on previously developed land.
Annual amount of employment land developed by type at the South Humber Bank.	To deliver the South Humber Bank allocation by 2026
Amount of new residential development within 30 minutes public transport time of a GP, primary school, secondary school, employment area, major retail centre and hospital	All residential parts of North Lincolnshire to have easy access to local shopping and community facilities by 2026
Number of planning applications granted outside settlement development limits.	80% of planning permissions to take place within development limits
Proportion of new development located in areas at risk of flooding (excluding the Lincolnshire Lakes Project and the South Humber Gateway)	No more than 15% to 20%
Change in areas of biodiversity importance	Change in areas (hectares) of biodiversity habitat sites of international, national, regional, sub-regional or local significance

Key Documents

- Planning Policy Statement (PPS) 1: Delivering Sustainable Development (ODPM, 2005)
- Planning Policy Statement (PPS) 3: Housing (DCLG, 2006)
- Planning Policy Statement (PPS) 4: Planning Sustainable Economic Growth (DCLG, 2009)
- Planning Policy Statement (PPS) 7: Sustainable Development in Rural Areas (ODPM, 2004)
- Planning Policy Statement (PPS) 25: Development & Flood Risk (DCLG, 2010)
- Planning Policy Guidance (PPG) 13: Transport (DETR, 2001)
- The Yorkshire & Humber Plan - Regional Spatial Strategy to 2026 (GOYH, 2008)
- Hull & Humber Ports City Region Development Plan (Yorkshire Forward, 2007)
- Many Faces, One Community – North Lincolnshire’s Sustainable Community Strategy (NLSR, 2006)
- Strategic Housing Land Availability Assessment (NLC, 2008)
- North Lincolnshire Sustainable Settlement Survey (NLC, 2009)
- Employment Land Review (NLC, 2009)
- Assessment of Possible Locations for an Urban Extension for Scunthorpe (NLC, 2010)
- Lincolnshire Lakes Feasibility Study (Halcrow, 2009)
- Sequential Test of the Flood Risk of Potential Development Sites (Halcrow/NLC, 2009)

- Western Scunthorpe Urban Extension - Exception Test Strategy (Halcrow/NLC, 2010)
- Lincolnshire Lakes - Economic Assessment (Halcrow, 2010)
- Lincolnshire Lakes Access Study (Pell Frischmann, 2010)
- Sandtoft Evidence Base (Pell Frischmann, 2009)
- Humberside Airport Masterplan (Humberside Airport, 2007)

Link to Key Objectives

Spatial Objectives:

1, 2, 3, 4, 5, 6, 7, 8, 9, 10

SA Objectives:

SA1; SA2; SA3; SA4; SA5; SA6; SA7; SA8; SA9; SA10; SA11; SA12; SA13; SA14; SA15; SA16; SA17; SA18; SA19; SA20; SA21; SA22; SA23; SA24; SA25; SA26; SA27; SA28