North East Lincolnshire
Local Development Framework

Core Strategy
Leading to Preferred Options

April 2007
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Introduction

This paper has been produced to explain the process that the Council has followed leading from the publication of the LDF Core Strategy Issues Paper to the publication of the LDF Core Strategy Preferred Options document.

The Core Strategy Issues paper represented an initial stage in the preparation of the Core Strategy. Its purpose has been to work towards establishing consensus, particularly with regard to;

- establishing the overall spatial vision,

- identifying the spatial objectives,

- outlining the framework for the development of strategic policies

This paper identifies, through a process of appraisal, and consideration of representations received on the Issues Paper; the overall spatial vision, establishes key issues to be addressed, sets out the revised spatial objectives, and identifies options based upon the policy framework set out in the Issues Paper.

The identified options include considerations raised during the initial preparation of the Issues Paper and options identified during the consultation on the Issues Paper.

The identified options have been subject to a process of sustainability appraisal. The appraisal accompanies the Core Strategy preferred Options document and forms a crucial element in shaping the final submission document. The appraisal has appraised the social, environmental and economic effects of the options. This paper does not arrive at a definitive version of the wording to be included in the final version of the LDF Core Strategy at this time. The purpose of this document is solely to establish the process leading to the preparation of the key elements of the Preferred Options document.

It should be noted that the Preferred Options document produced following this paper outlines all options that have been considered in the appraisal process. Further representations will be invited on all the options outlined.
**Issues to be Addressed**

The Core Strategy Issues Paper identified seven key issues taken from the Community Strategy. They were derived from extensive consultation work and formed the basis for identifying the overall vision set out in the Community Strategy.

The LDF Issues Paper expanded upon these seven issues to set out additional challenges faced and opportunities to be grasped.

A Household Survey carried out in November 2005 provides a further check on the priorities as seen by the local community. It asked respondents to record their priorities for the Council and partners. From those who answered the question "what do you think should be the top 5 priorities for NEL for the next 3 years?" the top 10 results were:

- Safe and clean environment 48%
- Less crime, safer streets, better policing 22%
- Older & retire people feel safe and lead fulfilling lives 15%
- Adults & families live in a safe and supportive community 13%
- Children & young people achieve academic success 12%
- Adults and families live in appropriate and decent housing 12%
- Older & retired people retain or regain their independence 12%
- Integrated transport system 11%
- Children & young people live in a safe & supportive community 10%
- Competitive and vibrant economy 10%

A check has been made on the issues, challenges and opportunities identified in the LDF Issues paper to ensure the communities’ priorities are adequately reflected.

This ‘check’ has been combined with the consideration of representations received on the Issues Paper. These highlighted the strong socio economic basis of the identified issues and a failure to reflect key environmental issues such as flood risk and pressure on natural habitats.

The Council has also published a document that provides an overview of the Borough and draws out some key issues. This document, titled ‘**State of the Borough 2005**’ draws on the latest available information and provides an important baseline information source. The Council has stated its intention is to produce this document on an annual basis. This document provides the basis for the spatial portrait set out in the Core Strategy and provides part of the evidence base for the identification of issues challenges and opportunities.

Set out below is a revised set of Key Issues, supplemented by Challenges and Opportunities, to be taken forward in the Core Strategy Preferred Options document.

- The population is currently declining whilst the average age is increasing.
  - Improve employment opportunities to retain population,
Focus on improving housing options and availability to meet the needs of all members of the community

Ensure a wide choice of housing types is available for both affordable and market housing

Promote safe, attractive and sustainable environments for all ages

Promote improved services, availability and accessibility

Regenerate and rejuvenate derelict and despoiled sites

Address the loss of population particularly from urban wards

- On average the population have a relatively low skill base with many young people not achieving average educational standards.

  - Facilitate a culture in which education learning and skills are highly valued
  
  - Promote improved educational attainment and vocational skills
  
  - Support the development of educational facilities as a stimulus to better training and education

- The economy appears strong statistically but masks the fact that wealth is not captured and fed into the local economy.

  - Develop the Humber Trade Zone, investing in strategic sites and employment clusters
  
  - Focus on utilising the regional asset of the Humber ports to deliver local economic gains
  
  - Build on the potential of tourism to contribute to the local economy
  
  - Recognise the links between economic prosperity and the provision of housing options
  
  - Attract new sources of business and visitor spending from continental Europe and new partners in the European Union.
  
  - Recognise the linkages to businesses outside the Borough
  
  - Recognise opportunities to locally procure goods and services to support the local economy

- The area is a complex mix of towns and villages with competing and contradicting identities.

  - Recognise the strengths and issues of different areas
  
  - Promote urban and rural regeneration
o Promote rural diversification recognising local circumstances and countryside character

o Improve transport availability and opportunity

o Address inequalities in accessibility to health, education social and welfare facilities across the Borough.

o Promote local distinctiveness

• **There is a lack of civic pride as a consequence of a confused image both for local residents and visitors.**
  
o Reinforce local identity and character
  
o Raise quality thresholds in all aspects of development
  
o Recognise and build upon existing local assets such as the waterfront areas of town and resort
  
o Recognise the value of the natural environment and the built and archaeological heritage
  
o Build upon local distinctiveness, strengthen community, cultural and environmental identity
  
o Promote urban and rural renaissance

• **There is an assumption that to succeed people may need to move out.**
  
o Support the start-up and growth of businesses
  
o Foster a climate that attracts and supports investment
  
o Establish a University in the area supported by and for key businesses in the economy and reflecting the entrepreneurial opportunities unique to the area.
  
o Promote development that creates socially inclusive communities, including suitable mixes of housing

• **There has been an unwitting history of undelivered projects and plans.**
  
o Develop partnerships amongst partners and stakeholders to, integrate delivery and focus on key priorities
  
o Give a higher profile to what has been achieved and increase awareness of the progress being made and the opportunities to be realised.

• *The list of key issues identified in the Community Strategy has been added to, to reflect the need to address environmental issues.*
• There is a need to acknowledge the potential impact of the environment on proposed developments
  o Recognise the issues of flood risk and sea-level rise
  o Support the conservation and enhancement of wildlife species and habitats, and the promotion of biodiversity across the Borough
Outlining the Spatial Vision

The Core Strategy Issues paper took forward the long term vision set out by the North East Lincolnshire Local Strategic Partnership in the Community Strategy as the vision for the LDF Core Strategy. This is focused on what North East Lincolnshire might be like in 2022.

North East Lincolnshire 2022

By improving the physical appearance of the area and the quality of life of its residents, make North East Lincolnshire a place in which we are proud to live work and welcome visitors.

Whilst this vision reflects local circumstances and local aspirations, a review of representations has led to a consideration of the subjective nature of the wording. It is considered appropriate that this is addressed particularly as this would link more comfortably with the monitoring of key indicators. The revised wording is set out below;

North East Lincolnshire 2022

By improving the quality and physical appearance of the environment and the quality of life of its residents, make North East Lincolnshire a place in which we are proud to live, work and welcome visitors.
Outlining the Spatial Objectives

Consideration of representations received relating the Spatial Objectives have identified a number of concerns. These concerns have included comments relating to the grouping of subjects under individual objectives, the need to relate objectives to local circumstances, and the need to highlight specific issues more clearly.

A check has been made to ensure that revisions to the identified issues and spatial vision are reflected in the revised Spatial Objections.

The revised list of Spatial Objectives and accompanying text to be taken forward in the Core Strategy Preferred Options document is set out below. It should be recognised that the identified spatial objectives are mutually supportive.

**SPATIAL OBJECTIVE 1**

**TO SECURE SUSTAINABLE PATTERNS OF DEVELOPMENT THAT PERSUE URBAN AND RURAL RENAISSANCE**— This will include giving priority to re-using previously developed land and buildings within urban areas, recognising significant regeneration opportunities; reducing the overall need to travel; limiting exposure to flood risk; protecting the Borough’s environmental assets.

**SPATIAL OBJECTIVE 2**

**TO PROMOTE URBAN REGENERATION THAT ADDRESSES THE LOSS OF URBAN POPULATION AND ESTABLISHES SUSTAINABLE AND SAFE COMMUNITIES** - This will deliver sustainable patterns of development that recognise environmental hazards and issues of community safety.

**SPATIAL OBJECTIVE 3**

**TO DELIVER HIGH QUALITY DEVELOPMENTS BASED ON THE PRINCIPLES OF GOOD, SUSTAINABLE AND INCLUSIVE DESIGN** – This will secure a rise in quality thresholds, promote sustainable construction practices including energy efficiency; address crime issues and deliver the renaissance vision.

**SPATIAL OBJECTIVE 4**

**TO PROVIDE FOR THE HOUSING NEEDS OF THE BOROUGH** – This will include ensuring that there are a sufficient number of dwellings to meet identified requirements set out in the Regional Spatial Strategy; and an appropriate mix of types, sizes and tenures to meet the needs of all members of the community.

**SPATIAL OBJECTIVE 5**

**TO PROVIDE AFFORDABLE HOUSING FOR THOSE IN HOUSING NEED** – This will be sought through the promotion of inclusive communities that pursue a renaissance vision.
SPATIAL OBJECTIVE 6

TO DEVELOP AND GROW THE LOCAL ECONOMY – This will involve building on key cluster activities, providing sites and buildings to meet identified needs and facilitating regeneration initiatives.

SPATIAL OBJECTIVE 7

TO DEVELOP, IMPROVE AND ENHANCE VITAL AND VIABLE TOWN CENTRES – This will involve focusing retail development on the town centres of Grimsby Cleethorpes and Immingham to strengthen their retail offer, and secure high quality developments.

SPATIAL OBJECTIVE 8

TO ESTABLISH AND MAINTAIN A NETWORK OF ACCESSIBLE GOOD QUALITY OPEN SPACES, SPORT, AND RECREATION FACILITIES – This will promote health and well-being, social inclusion and community cohesion; and establish a network of green spaces across the Borough.

SPATIAL OBJECTIVE 9

TO PROMOTE RURAL DIVERSIFICATION – This will be sought through investment and development and extends services that directly benefit the rural economy, provides for identified local need and maintains or enhances the environment.

SPATIAL OBJECTIVE 10

TO ENSURE THE SATISFACTORY PROVISION OF SOCIAL, CULTURAL, HEALTH AND WELFARE FACILITIES – This will secure the social and physical infrastructure necessary to improve the health, education, life-long learning and well-being of all sectors of the community.

SPATIAL OBJECTIVE 11

TO PROTECT AND ENHANCE THE QUALITY OF THE NATURAL AND HISTORIC ENVIRONMENT ACROSS THE BOROUGH – This will be achieved through securing good sustainable design that addresses environmental issues, including flood risk; and safeguards important designated environmental historic or archaeological sites.

SPACIAL OBJECTIVE 12

TO INCREASE THE ATTRACTION OF THE BOROUGH AS A TOURIST DESTINATION – This will be achieved through the enhancement of existing, and provision of new tourist facilities and attractions that are respectful of the environment; recognising the value of the landscape as an attraction in its own right.
SPATIAL OBJECTIVE 13

TO DEVELOP SUSTAINABLE AND ENVIRONMENTAL AWARE APPROACHES TO WASTE MANAGEMENT AND DISPOSAL AND MINERAL EXTRACTION AND HANDLING – This will be achieved through adopting approaches consistent with national and regional strategies.

SPATIAL OBJECTIVE 14

TO PROMOTE ACCESSIBLE PATTERNS OF DEVELOPMENT THAT WILL REDUCE THE OVERALL NEED TO TRAVEL AND SUPPORT INCREASED USE OF PUBLIC TRANSPORT, CYCLING AND WALKING – This will be achieved by implementing transport facilities and promoting viable choices of transport modes that allow sustainable movement patterns.
Establishing Strategic Policy Options

The Core Strategy Issues Paper outlined within it a framework for the creation of Core Strategy Policies. The diagram set out in figure 1 now shows the relationship between the vision, spatial objectives and policies. Consultation on the Issues Paper established broad agreement with the framework of policies to be included in the Core Strategy document. It is therefore intended to take forward the framework into the Preferred Options document. **It should be noted that this does not imply that this issue has been finalised nor imply any certainty relating to policy wording.**

Consultation on the policy framework and the initial outlines of policy wording has identified a number of options which could be included in the policies. These together with other options considered during the preparation of the Core Strategy have been set out below.

Each is identified under the strategic policy to which it relates. Where there is considered to be no alternative option to the policy outline set out in the Core Strategy Issues Paper, this is identified in the sustainability appraisal.
Outline of Options

Note; It is possible that the preferred approach may be a combination of the identified options.

KP1 SPATIAL STRATEGY - options

1. Establish a hierarchy of settlements based upon an identified sustainability matrix and distribute development accordingly.
2. Disperse development across the settlements of the Borough permitting greenfield development – irrespective of brownfield development options.
3. Concentrate development within the urban area focused on regeneration; limit greenfield exceptions to sites well related to the urban area.

KP2 SUSTAINABLE DEVELOPMENT - options

1. Outline sustainable principles to be applied to all development.
2. Outline sustainable principles addressing local circumstances and context.

KP3 IMPLEMENTATION – options

1. Outline the Council’s role in implementation.
2. Outline a partnership approach to implementation and delivery of LDF objectives.

CP1 EMPLOYMENT GENERATING DEVELOPMENT – options

1. Identify and safeguard strategic employment zones recognising Humber Ports expansion and growth sectors.
2. Establish an emphasis on identifying and maintaining urban employment sites.
3. Establish a framework that addresses market patterns accepting the loss of urban employment sites to other uses.
4. Establish a risk based approach that constrains economic development.

CP2 TOWN CENTRES AND RETAIL DEVELOPMENT – options

1. Identify retail hierarchy based upon town and local centres and identify appropriate scale of growth.
2. Establish a policy approach that rigorously promotes vitality and viability of town centres, defining key centre boundaries.
3. Recognise existing patterns of retailing including out of centre locations and identify areas of growth.
CP3 HOUSING PROVISION – options
1. Identify a strategy that focuses development within urban areas on previously developed land.
2. Identify major greenfield expansion to accommodate growth in one location.
3. Focus development on the basis of housing demand.
4. Seek to maintain a mix of properties in urban and rural locations.
5. Introduce a phasing strategy to control the release of land.

CP4 AFFORDABLE HOUSING – options
1. Identify an approach that sets the trigger for seeking affordable housing provision and sets the scale of provision based on identified evidence of local need.
2. Identify circumstances where development would be excluded from the provision of affordable housing based on set criteria.
3. Adopt an approach that addresses need across the Borough and which is consistent across the Borough.
4. Identify an approach based upon site by site negotiation.
5. Identify an approach to specifically address the provision of rural affordable homes.

CP5 TRANSPORT AND ACCESSIBILITY – options
1. Identify an approach based on reducing the need to travel and promote accessibility.
2. Seek to safeguard strategic transport improvements.
3. Recognise the importance of the private car and adopt measures to support car use.

CP6 DESIGN QUALITY – options
1. No options have been identified. The inclusion of a design quality policy in the core strategy is considered essential.

CP7 FLOOD RISK – options
1. No options have been identified. The inclusion of a policy in the core strategy that addresses flood risk is considered to be essential.

CP8 COMMUNITY INFRASTRUCTURE – options
1. Adopt a strategy that relies upon the market to deliver community facilities.
2. Identify a mechanism through which site allocations and developer contributions would deliver sustainable communities.

**CP9 SPORT RECREATION AND GREEN SPACE – options**

1. Seek to develop a strategy that safeguards open space, sport and recreation facilities on the basis of identified local standards.

2. Establish a framework for the delivery of new facilities and the improvement of existing facilities that addresses both quantitative and qualitative needs.

3. Establish a strategy that safeguards existing provision.

**CP10 ENVIRONMENT- options**

1. The inclusion of a policy in the core strategy that addresses environmental assets is considered to be essential.

**CP11 TOURISM – options**

1. Seek to focus tourism related development in identified areas recognising sensitive landscapes and environmental assets.

2. Promote tourism across the Borough.

**CP12 RURAL DEVELOPMENT – options**

1. Seek to sustain rural communities by making provision for development that meets local social and economic needs.

2. To promote diversification of the rural economy with no ties to local needs.

3. Seek to protect rural services and facilities.

**CP13 WASTE MANAGEMENT – options**

1. Establish a strategy for waste based upon local solutions for local waste.

2. Retain an approach that retains reliance upon landfill.

**CP14 MINERALS – options**

1. No options have been identified. The core strategy policy provides a framework upon which to prepare future policies as part of a future Development Plan Document.