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**Chairman: Councillor D.J. Lloyd**

**Vice-Chairman: Councillor P.C. Duncan**

**Members of the Committee:**

**Councillor D. Batey**

**Councillor M. Cope**

**Councillor Mrs G.E. Dawn**

**Councillor K. Girling**

**Councillor G.P. Handley**

**Councillor P. Peacock**

**Councillor F. Taylor**

**Councillor B. Wells**

**Councillor T. Wendels**

**Councillor Mrs Y. Woodhead\***

**Substitutes**

**Councillor D. Clarke**

**Councillor Mrs M. Dobson**

**Councillor D. Payne**

**Councillor D. Thompson**

**Councillor Mrs L.M.J. Tift**

## **AGENDA**

**MEETING: Economic Development Committee**

**DATE: Wednesday, 9<sup>th</sup> September 2015 at 6.00pm**

**VENUE: Room G21, Kelham Hall**

**You are hereby requested to attend the above Meeting to be held at the time/place  
and on the date mentioned above for the purpose of transacting the  
business on the Agenda as overleaf.**

If you have any queries please contact Helen Brandham on 01636 655248.

## AGENDA

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### CONFIDENTIAL AND EXEMPT ITEMS

None

NEWARK & SHERWOOD DISTRICT COUNCIL

Minutes of the **ECONOMIC DEVELOPMENT COMMITTEE** held on Wednesday, 24<sup>th</sup> June 2015 in Room G21, Kelham Hall at 5.30pm.

PRESENT: Councillor D.J. Lloyd (Chairman)

Councillors: D. Batey, R.V. Blaney (ex-officio), K. Girling, G.P. Handley, P. Peacock, F. Taylor, B. Wells, T. Wendels and Mrs Y. Woodhead (Opposition Spokesperson).

SUBSTITUTES: Councillor D.R. Payne for Councillor M. Cope

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors: M. Cope, Mrs G.E. Dawn and Mrs M. Dobson. (Councillor Mrs Dobson had been appointed as substitute for Councillor Mrs Dawn but was subsequently unable to attend).

2. DECLARATION OF INTEREST BY MEMBERS AND OFFICERS AND AS TO THE PARTY WHIP

NOTED: that no Member or Officer declared any interest pursuant to any statutory requirement in any matter discussed or voted upon at the meeting.

3. DECLARATION OF ANY INTENTION TO RECORD THE MEETING

NOTED: that there would be an audio recording of the meeting.

4. MINUTES OF THE MEETING HELD ON 11<sup>TH</sup> MARCH 2015

Minute No. 60 – Hawtonville Neighbourhood Study

A Member of the Committee requested information as to the cost of developing the Hawtonville Neighbourhood Study. He was advised that the original report which included costings would be forwarded to him.

AGREED (unanimously) that the Minutes of the meeting held on 11<sup>th</sup> March 2015 be approved as a correct record and signed by the Chairman.

5. ECONOMIC GROWTH UPDATE

The Committee considered the report presented by the Business Manager – Economic Growth in relation to current and planned activities within Economic Growth and its partners.

The report provided information as to the three main objectives together with the proposals for: the economy; inward investment and business growth; technology; employability and skills; and business support.

A Member of the Committee queried the process for how monies from the Think BIG Loan Fund were awarded and whether a list of the successful bids could be provided. In response he was advised that, due to commercial sensitivity, the list was considered as exempt information. A summary of loan activity was presented to this Committee with full details being presented to the Growth Investment Fund & Policy Monitoring Group.

In response to information contained within the report, Members raised a number of points and queries. It was acknowledged that people continued to look for employment which led to a query being raised as to whether specific groups of people could be targeted e.g. 18 to 24 year olds.

Members requested whether they could receive information of the MIPIM UK planned event in October 2015. They were informed that this information would be forwarded to them.

In relation to the Council's liaison with schools, it was reported that meetings were held quarterly to which all schools were invited. It was, however, noted that two schools were infrequent in their attendance. Officers acknowledged that the current trend appeared to be one of providing internal careers advice and that this did not always achieve the aim of assisting students to be 'work ready'. It was suggested that in order to assist students further, the local MPs be lobbied to request that compliance with preparing students to be work ready form part of an OFSTED inspection.

Members queried whether any follow-up work was undertaken in relation to businesses that had received support via the Think BIG Loan Fund and how this had assisted in the running of their business. In response, Members were informed that many of the general enquiries received support insomuch as they were signposted where they needed to go rather than receive financial support.

AGREED (unanimously) that:

- (a) the progress made through the Economic Growth activities as detailed in the report be noted;
- (b) further research be undertaken into the following items:
  - (i) how to assist further job seekers in the 18-24 year old age group;
  - (ii) how to further engage and liaise with schools in order to prepare students to be 'work ready';
  - (iii) how to identify gaps in schools; and
  - (iv) how to offer support for skills brokerage; and
- (c) a report on the progress of the above be presented to Committee in approximately 6 months.

*Councillor D. Batey left at this point in the meeting.*

6. RECONSTITUTION OF WORKING PARTIES/TASK & FINISH GROUPS

The Committee considered the report that sought the reconvening of the Growth Investment Fund & Policy Monitoring Group and the Local Development Framework Task Group. It also sought nominations for representatives on the Groups.

AGREED that:

- (a) the Growth Investment Fund & Policy Monitoring Group be reconvened with the following representatives:

Councillors: Peter Duncan; Keith Girling; Paul Handley; David Lloyd and Paul Peacock; and

- (b) The Local Development Framework Task Group be reconvened with the following representatives:

Councillors: David Lloyd and Ben Wells.

7. GENERAL FUND BUDGET PERFORMANCE REPORT TO 31<sup>ST</sup> MARCH 2015

The Committee considered the report presented by an Accountant from Financial Services relating to the comparison of the General Fund for the Economic Development Committee net expenditure for the period ending 31<sup>st</sup> March 2015 with the profiled budget for the same period. Contained within the report was performance commentary in relation to employee costs, premises, supplies and services and income.

AGREED that the report be noted and accepted.

8. LOCAL DEVELOPMENT FRAMEWORK – WORK PROGRAMME

The Committee considered the report presented by the Business Manager – Planning Policy in relation to the current Local Development Framework (LDF) work programme and timetable contained within the Local Development Scheme (LDS). The current LDS contained two pieces of work:

- Plan Review – review of the policies within the Core Strategy and the land allocations included within the Allocations & Development Management Development Plan Document; and
- Gypsy & Traveller Development Plan Document (G&TDPD).

It was reported that the LDF Task Group were to review the current work programme with a view to recommending to Committee as to whether there was a need to integrate the wider Plan Review with the G&TDPD.

Members queried when a review of the Community Infrastructure Levy (CIL) would be undertaken. In response, they were informed that if the Plan Review and the CIL Review were submitted together it was likely that the Planning Inspectorate would check the Plan before the CIL.

Members requested that a detailed report on the CIL be put on the next agenda of the Committee for consideration. It was noted that some organisations looking to develop or relocate to the district found CIL to be a deterrent.

Members were informed that the Council were required to undertake a whole plan viability assessment and that a report would be presented to the next meeting of the Committee providing information as to any issues arising.

AGREED that:

- (a) the report be noted; and
- (b) the proposed set out in Section 3 of the report be approved and endorsed.

In accordance with Section 100(B)(4)(b) of the Local Government Act 1972, the Chairman agreed to take the following item as a late item of business in order to consider support for an inward investment opportunity in the district which will also create new jobs and apprenticeships.

9. EXCLUSION OF PRESS AND PUBLIC

AGREED that under Section 100(A) of the Local Government Act 1972, the press and public be excluded from the meeting during discussion of this item of business on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 of Schedule 12A of the Act and that the public interest in maintain the exemption outweighs the public interest in disclosing the information.

10. BUSINESS SUPPORT PROPOSAL

The Committee considered the report presented by the Business Manager – Economic Growth in relation to the proposal to offer business support to a growth business locating to Newark & Sherwood.

(Summary provided in accordance with Section 100C(2) of the Local Government Act 1972).

The meeting closed at 7.15 pm

Chairman

**ENTERPRISE ZONE STATUS PROPOSAL**

**1.0 Purpose of Report**

1.1 This report provides information regarding a proposal to submit an application for Enterprise Zone status and includes the Thoresby Colliery Site and a possible extension to Sherwood Energy Village in New Ollerton.

**2.0 Background Information**

2.1 Developers and partners in Nottinghamshire have long held ambitions for the regeneration of former industrial and coalfield sites in the County and for the extension of the successful Robin Hood Line from Mansfield to Ollerton. The recent closure of Thoresby Colliery has given added impetus to proposals to link these two ambitions into a comprehensive growth package that will deliver a major jobs and infrastructure boost to parts of north Nottinghamshire.

2.2 In the June 2015 Budget, reference was made to the New Stations Fund being reopened. The statement explicitly referenced Edwinstowe and Ollerton as being likely beneficiaries of this fund, underlining the fact that the Government is likely to be supportive of proposals to bring the line back in to service. The D2N2 LEP has also encouraged the County Council and its partners to develop a proposal, with a view to submitting a bid to a future round of the Growth Deal (likely to be announced in the Comprehensive Spending Review in November).

2.3 The June 2015 Budget was also used to announce a new wave of Enterprise Zones in England, focussed on multi-site zones in rural areas and smaller conurbations (explicitly not larger cities). Local Enterprise Partnerships have been asked to put forward Enterprise Zone proposals by 18th September, with an initial deadline of 14th August for expressions of interest.

**3.0 The Proposal**

3.1 Four sites have been identified as part of the proposed Robin Hood Line Enterprise Zone. These are:

- Summit Park, Ashfield
- Berry Hill, Mansfield
- Former Thoresby Colliery
- Extension to Sherwood Energy Village, Ollerton

3.2 The sites will deliver in excess of 4,200 jobs over a 10-15 year period, and will be designed to focus on advanced manufacturing and engineering, light industry and logistics. The sites will be brought to market in phases, with the Mansfield sites in the first 1-3 years, followed by the sites in Newark and Sherwood. A mix of business rate discount and enhanced capital allowances will be used to ensure that the Enterprise Zone is flexible and responsive to the demands and opportunities of individual sites within it. Business rate growth from the first sites will be reinvested to bring forward sites in the later phase.

- 3.3 At the heart of this proposal is the Robin Hood Line and plans to re-open it to passenger traffic to Warsop, Edwinstowe and Ollerton. The reopening of this section of the line will significantly improve access to the proposed employment sites in Newark and Sherwood whilst also boosting access to jobs and improving commuter routes within the Nottingham and Sheffield travel to work areas. Further potential extensions to the Robin Hood Line, to the south of Ashfield, using existing mineral lines (including to the HS2 station at Toton) would provide access to a wider local workforce as well as dramatically improving national connectivity for the proposed EZ's future businesses.
- 3.4 Prior to the Enterprise Zone announcement, the County Council, Newark and Sherwood and Mansfield District Councils and Harworth Estates had already been working on a business case for the Robin Hood Line extension. A sound, viable proposition that delivers jobs and housing growth will be essential for any bid for Growth Deal capital funds. This work initially focussed only on sites that could be directly linked to the extended section of the Robin Hood Line, and includes development (both housing and employment) opportunities in Warsop, Edwinstowe (Thoresby Colliery site) and Ollerton (former West Tip and Sherwood Energy Village).
- 3.5 A meeting has taken place with Harworth Estates where they outlined their wider aspirations for the area. Whilst the detail behind some of these aspirations has not yet been forthcoming, the overall ambition aligns largely with the view of re-opening of the Robin Hood Line and thus acting as a catalyst for growth. Harworth Estates have not yet had formal discussions with Newark and Sherwood District Council.

#### Next Steps

- 3.6 The D2N2 LEP co-ordinated the submission of expressions of interest from across the area by the Government's deadline of 14th August. In advance of that, D2N2 requested a short statement outlining Enterprise Zone proposals by Monday 10th August, with more detailed information by 13th August.
- 3.7 It is anticipated that other bids for Enterprise Zone status will be submitted by Derbyshire County Council and, potentially, other districts in Nottinghamshire.
- 3.8 A final report will be submitted by an external organisation regarding the proposals for Nottinghamshire and Derbyshire by 7<sup>th</sup> September. D2N2 Board will request a decision on the Enterprise Zone proposal(s) it wants to support at its Board meeting on 14th September and these will then be submitted to Department for Communities and Local Government (DCLG) for further consideration.
- 3.9 Notwithstanding the outcome of any Enterprise Zone submission, Nottinghamshire County Council will continue to work with the District Councils concerned on the Robin Hood Line extension with a view to submitting a bid for capital funds to support the re-opening of the line from the Growth Deal, as and when the process for doing so becomes clear.

#### **4.0 Equalities Implications**

- 4.1 The report outlines measures being taken which support those seeking employment and developing businesses.



## **5.0 Impact on Budget/Policy Framework**

5.1 It is not possible to quantify the impact on the budget at this early stage.

## **6.0 Comments of Director - Resources**

6.1 The implementation of an Enterprise Zone in the District could have a significant impact on the amount of Business Rates collected. Businesses within an Enterprise Zone can receive 100% discount on business rates for five years, up to a total of £275,000 per business. This would equate to a loss to the Council of up to £110,000 per business. This concession applies to both new businesses starting up within the Enterprise Zone and to businesses relocating there.

6.2 The government's current proposal for Enterprise Zones includes that any growth in business rates within them up until 2038 is retained by the Local Enterprise Partnership for reinvestment in local economic growth. This proposal is subject to consultation.

6.3 Therefore, if existing businesses within the District relocate to the Enterprise Zone we would lose our share of the business rates income currently collected from them for five years. Any growth in business rates could also be lost to the Council up until 2038. Similarly if new businesses were going to relocate to the Newark area, but instead choose to go into the Enterprise Zone, we would not benefit from the business rates growth attributable to them.

6.4 There is a further risk that the boundaries of the Enterprise Zone are such that existing businesses fall within it without relocating, resulting in further loss of income. However, government emphasis is on the creation of additional growth, new businesses and new jobs, and it therefore favours sites with little or no existing business occupancy.

6.5 Reduced business rates income will have an impact on the revenue budget, and will also have a knock-on effect on the Nottinghamshire Business Rates Pool, reducing the pool retained surplus which is to be used to support the proposed Combined Authority and local economic growth.

6.6 The proposal to extend the Robin Hood Line and the implementation of an Enterprise Zone, could result in people both relocating to the District or commuting to work here. Whilst this is a positive effect, there are implications to the Council in providing supporting infrastructure.

## **6.7 Comments of Deputy Chief Executive – Planning Business Units**

6.8 Proposals to help create new jobs and encourage regeneration are to be welcomed particularly in areas of Newark and Sherwood where the priority of the District Council has been to support regeneration of former coal mining communities. The reopening of the Robin Hood Line would be particularly welcomed as it would provide much improved transport links into and out of the area. At present the Planning Business Units have not seen any of the detailed proposals for Enterprise Zones (EZ) in Newark & Sherwood and therefore these comments should be viewed in this context.

- 6.9 One of the key attractions of EZs is that they simplify the planning regime within their boundaries. To enable EZs to deliver this the District Council would be required to prepare a Local Development Order (LDO) which would set out what development could be allowed without the need for individual planning consents or more likely once certain conditions had been met.
- 6.10 Careful consideration needs to be given to the suitability of designating the former Thoresby Colliery as an EZ site where development is controlled by an LDO. The principal concern would be the environmental considerations which need to be taken into account in the area around the site. The Colliery site is surrounded on three sides by a network of local, national and international wildlife designations. The Birklands & Bilhaugh Special Area of Conservation, the most sensitive of these, is protected by the provisions of the Habitats Regulations and applications which impact on it are required to demonstrate they do not have negative impact on the reasons for its designation. It may be given the proximity to the site (which is also a Site of Special Scientific Interest and in part a National Nature Reserve) that many forms of development could not be exempted from the need to prepare Planning Applications and accompanying Environmental Impact Assessments and demonstration of the developments compatibility with the Habitat Regulations. Indeed a LDO cannot grant planning permission for development which is likely to have a significant effect on a Special Area of Conservation. Therefore in that sense the actual impact of designating a LDO may be limited.
- 6.11 In addition to the current nature conservation designations which exist in the Sherwood area the status of the Woodlark and Nightjar populations which are considered significant enough to warrant the designation of a Special Protection Area over much of the north west of the district would also need to be considered as part of designation of an LDO. The process of resolving this matter has been delayed for a number of years because of a review of processes by the Joint Nature Conservancy Council however Natural England require a precautionary approach to the issue to be followed.
- 6.12 It is likely that the Colliery will also be the subject of a restoration condition. The County Council as Minerals & Waste Planning Authority will need to consider the impact of any EZ on this condition.
- 6.13 In terms of Sherwood Energy Village, it is worth noting that much of the site benefits from planning permission, the only residual areas are those which we protect under the current plan for future transport use (i.e. a new station as part of the Robin Hood Line extension) and as public open space.
- 6.14 In considering any proposals for an EZ the impact on the existing planning strategy for the District needs to be considered; particularly in the context of any future housing and employment land requirements. Greater requirements could have an impact in other locations in the district, especially if large numbers of dwellings were proposed. The impact on existing infrastructure and future infrastructure requirements should also be considered. The most appropriate way for such proposals to be pursued would be through the Plan Review process.

6.15 The next steps in the process of developing the EZ concept the issues identified above need to be carefully considered. Redevelopment of Thoresby Colliery and the economic benefits that such a scheme could bring may be more effectively delivered outside of the framework of an EZ and LDO.

**7.0 RECOMMENDATIONS that:**

- (a) the Committee supports the proposal to submit an Enterprise Zone proposal as identified in this paper; and**
- (b) the Committee recommends this proposal for consideration by the Policy & Finance Committee.**

Reason for Recommendations

To provide support for growing business in our district and to create jobs in an area of the district where there is higher unemployment.

Background Papers

None

For further information please contact Julie Reader-Sullivan on ext 5258

Andy Statham  
Director – Communities

**BUSINESS SUPPORT EVENTS UPDATE**

**1.0 Purpose of Report**

1.1 In the last Economic Development Committee meeting update report, several business support events were summarised. This report provides more detail on these events, their purpose and provides an opportunity for members to invite businesses or individuals that they are aware to attend the events here appropriate.

**2.0 Background Information**

2.1 In order to provide information, support, supply chain and networking opportunities for businesses and individuals within Newark and Sherwood, a number of events will take place between September and December 2015. These are outlined below and following the events, an evaluation report will be submitted to the Committee.

2.2 These events are in line with our vision of **Building a Shared Prosperity** and the three main objectives which are:

- ❖ Objective 1: **To develop and maintain an in-depth understanding of the Newark and Sherwood economies, business stock and sector strength.** This will ensure that all activities and resources available to support our vision are appropriately focussed.
- ❖ Objective 2: **To develop appropriate place marketing to visitors and investors.** To achieve this we will work with partners such as Experience Nottinghamshire for Tourism and Invest in Nottingham and UKTI for Inward Investment opportunities.
- ❖ Objective 3: **To plan and support Growth for our district.** This incorporates a number of areas which the council can directly affect or can exercise influence.

**3.0 The Proposal**

Pilot of Start-up Business Support one to one sessions in Newark and Sherwood (Supports Objectives 1 and 3 of the strategy)

3.1 NBV Enterprise Solutions based in Nottingham deliver on behalf of other districts within Nottinghamshire and Lincolnshire, business support events. These are funded via European Union support and Newark and Sherwood is not eligible for this support. However, the Economic Growth Team receives an average of 20 enquiries per month regarding questions relating to support for start-up businesses. At present information is provided for the enquirers in terms of signposting and electronic information. As we come out of recession, it is important to provide individuals looking to start up a business with additional support to help ensure that the business survives and contributes to economic growth in the District.

3.2 NSDC has therefore partnered with NBV Enterprises to deliver some pilot one to one sessions for start-up business (business clinic sessions) between September and December 2015. The sessions will last for one hour per business and will be held on a specific date and location each month. This service will be publicised via local media, social media,

attendance at Business Clubs and any other avenues available. All businesses attending a session will be contacted and reviewed during the following year in order to monitor business survival rates from this activity and evaluation will also take place through telephone and questionnaire based activities. The cost per day of delivery is £390 plus VAT following some negotiations and this falls within the budget allocation for Economic Growth. The dates are as follows:

Wednesday, 16<sup>th</sup> September 2015

Wednesday, 14<sup>th</sup> October 2015

Wednesday, 18<sup>th</sup> November 2015

Business Events on 22<sup>nd</sup> and 24<sup>th</sup> September 2015 (supports objectives 1 and 3 of the strategy)

- 3.3 In partnership with the Newark Advertiser, two business events will be held in September 2015. The first will be held in Newark at the Everyday Champions Centre on 22<sup>nd</sup> of September and the second in New Ollerton on 24<sup>th</sup> September at the Lifespring Centre. Feedback from businesses suggests that there are few opportunities to discover supply chain opportunities and seek support for business development. These events will be open to all businesses regardless of size and sector and will offer opportunities to learn about using social media to promote a business; understanding what is on offer in Newark and Sherwood as well as opportunities to develop a local supply chain and see what business support is available locally and nationally. The costs for this event are being shared with the Newark Advertiser, the Newark and Sherwood contribution to the cost of the events will be approximately £1,300 in total. The aim is to encourage up to 40 businesses to attend each event.
- 3.4 The events will take place between 12.00 and 15.00 on both dates and will include a buffet lunch. John Hess is opening both events and organisations offering business support and business finance will be available in a market place area to provide advice and guidance. The events will be promoted via direct email as well as social media and local media with costs and time being shared with the Newark Advertiser. The events will be evaluated and the businesses attending will be contacted in six months to ascertain benefits gained by attending the events. This again, falls within the Economic Growth budget allocation. Members receiving any enquiries from businesses may wish to direct the businesses to book a place at these events.

The draft format for the events is as follows:

- 12.00 Welcome and guest speaker - John Hess
- 12.30 Lunch and Market Place
- 13.10 Overview of our District and what we can offer
- 13.15 "Strength of Media in your Local Market Place" - Advertiser Media Group
- 13:20 Advertiser Media Group
- 13.35 e Business Club – Jon Egley
- 13.55 "Promoting Your Business and Silicon Forest"
- 14.15 Panel Discussion "How Could You Utilise Each Other's Services"
- 14.35 The Market Place/Networking
- 15.00 Close

Silicon Forest Launch – 13<sup>th</sup> October Everyday Champions Centre – Newark  
(Supports objectives 2 and 3 of the strategy)

- 3.4 In partnership with local business representatives (James Fountain from Bazzoo and Wes Thompson previously from Reconnix), work is taking place for a launch event which will be held to promote our fantastic technology offer within the district and the concept was identified in the previous paper. A website is now available ([www.siliconforest.org.uk](http://www.siliconforest.org.uk)) and negotiations are taking place for a high profile guest speaker to open the event. The district has some very innovative businesses that use technology in its broadest sense in order to develop new products. These businesses will be invited to the event which will include opportunities to understand how academics and business see technology in the future as well as trying out leading edge technology. Technology businesses in the area have difficulty in recruiting people with the skills and knowledge they need and so this concept will also help in this aspect through promoting what we can offer as a district as well as to future inward investors as to how we can support any type of business wanting to establish a presence in our area. NSDC are also sponsoring the Technology in Business award at the Newark Business Awards for 2015. Again, the costs for this will be met from within the Economic Growth existing budget allocation.

What Next Careers Event – 15<sup>th</sup> October – Kelham Hall (supports objectives 1 and 3 of the strategy)

- 3.5 As in previous years, this event will be delivered in partnership with Lincoln College and involves working with all secondary schools in the district and those outside the district where pupils are resident within the district. The event involves all education providers as well as businesses that offer Apprenticeships. The opportunity for Year 11 and Year 13 students to receive independent guidance on their options will be widely promoted. Visits to head teachers in the schools will also take place in early September to discuss this event and the broader skills and career issues within the district.

MIPIM UK and East Midlands Property Show (supports objective 2 of the strategy)

- 3.6 MIPIM UK which takes place from 21<sup>st</sup> to 23<sup>rd</sup> October 2015 and the East Midlands Property Show on 11<sup>th</sup> November are opportunities to promote our Employment Land sites to investors. This year, there will be a single Nottinghamshire offer presented with representatives from each district attending the event. This reduces the outlay and provides opportunities for knowledge sharing as well as broader promotion of the region. The NSDC contribution to the cost for MIPIM UK will be approximately £5,000 and this is the same as all other districts within the County that are attending as part of the Nottinghamshire representation. The cost for the East Midlands Property Show is £1,500. Both events were attended last year with positive outcomes achieved. The impact of attending is measured and as an example, as a direct result of attending this event two years ago, a new business will be established in October 2015 in Newark.

Strategy Review

- 3.7 For the Economic Development Committee meeting in October 2015, a paper will be presented regarding proposed future strategic priorities and areas for focus. This will also provide suggestions for appropriate measurements of success and actions to stimulate sustainable growth in the district.

#### **4.0 Equalities Implications**

4.1 The report outlines measures being taken which support those seeking employment and careers opportunities and developing businesses.

#### **5.0 Impact on Budget/Policy Framework**

5.1 The costs for these events will be met from current resources.

#### **6.0 Comments of Director - Resources**

6.1 Promoting the district to businesses and supporting business growth could assist in growing the business rates base and thus increase the resources available both to the Council and to the Nottinghamshire Business Rates Pool. All retained growth within the Pool is to be used to support the Combined Authority and for reinvestment in economic growth.

#### **7.0 RECOMMENDATION**

**That the Committee supports the events planned and that individual Members encourage business and students to attend the relevant events**

#### **Reason for Recommendation**

To provide support for business and students in our district and to help support sustainable growth.

#### **Background Papers**

None

For further information please contact Julie Reader-Sullivan on ext 5258

Andy Statham  
Director – Communities

**PLAN REVIEW ISSUES PAPER**

**1.0 Purpose of the Report**

- 1.1 To set before Members the proposed amendments to the Local Development Scheme (LDS) following review by the Local Development Framework Task Group, the proposed contents of a Plan Review Issues Paper for consultation and the proposed arrangements for finalising the consultation.

**2.0 Background**

- 2.1 At the 24<sup>th</sup> June 2015 Committee meeting, Members considered the current work programme for the Local Development Framework (LDF) (contained within the LDS) and recommended that Local Development Framework Task Group review this to see if there was merit in integrating the Plan Review and the Gypsy & Traveller DPD as one document. Committee also requested that consideration of the review of Community Infrastructure Levy (CIL) should also be under taken with a view to this being included within any amended timetable.

**3.0 Proposed Amendment to the LDS**

- 3.1 Local Development Framework Task Group reviewed the current work programme contained within the January 2015 LDS and they considered the benefits of combining the Plan Review and Gypsy & Traveller Development Plan Document (DPD) production together. These benefits include; that a complete new plan would be delivered more quickly than two separate documents and substantial economies of scale in terms of use of resources would be secured. Therefore they recommended an updated timetable with a merged DPD be prepared for approval by Committee. The proposed updated DPD profile and timetable are included in **Appendix 1**. It is proposed that these are used as a basis for updating the LDS and that this will come into force on the 10<sup>th</sup> September 2015.
- 3.2 A timetable for a review of CIL is currently being prepared and as part of this discussion is underway with the Planning Advisory Service on the most effective way to conduct such a review. The results of this will be presented to the Committee at the earliest opportunity.

**4.0 Plan Review – Issues Consultation**

- 4.1 The purpose of the Plan Review is to ensure that the various elements of the LDF which are DPDs continue to function effectively given the change in market circumstance and also ensure that the Core Strategy continues to remain up-to-date given the introduction of the National Planning Policy Framework subsequent to its adoption. Local Development Framework Task Group has considered the various elements of the first stage of any consultation – effectively a scoping of the issues which need to be addressed. The Task Group recommend to Committee that the draft Issues Paper (attached at **Appendix 2**) should form the basis of such consultation.



4.2 The paper sets out the context of the review and addresses the following matters:

- Review of the Spatial Strategy; including the potential for other communities to accommodate new development, new housing targets and employment targets and green belt policy;
- Housing Need
- Gypsies & Travellers policy
- Retail Targets
- Wind Energy
- Identifies minor compliance issues with other existing policies.

4.3 It is intended that during October and November the District Council will consult widely on the Issues Paper and the issues identified as important for the Plan Review; as well as publishing the Issues Paper proposed to hold public drop in sessions in various communities within the District, attending stakeholder meetings and publicising the issues via social media. The Plan Review will also be featured in the Autumn/Winter version of the Council's Voice magazine and we also inform the nearly 2000 individuals and organisations on our consultation database.

4.4 The Council is under a legal requirement known as the Duty to Cooperate, which means that we must engage, and demonstrate that engagement with a number of specified partners, namely;

- Neighbouring Local Authorities
- Environment Agency
- Natural England
- Heritage England
- Homes & Communities Agency
- NHS (National Commissioning Board and CCGs)
- Transport Bodies
- Marine Management Organisation

We must also consult with the Local Enterprise Partnership and the Local Nature Partnership on a similar basis. We work with these organisations on an ongoing basis, particularly our neighbouring Local Authorities on evidence base compilation, and we will continue to do so.

4.5 To enable the consultation on the Issues Paper to begin in early October it is proposed that that delegated authority be given to the Deputy Chief Executive, in consultation with the LDF Task Group to finalise the Issues Paper for public consultation in October, based on the draft contained in **Appendix 2**.

## **5.0 Impact on Budget/Policy Framework**

5.1 The new constitutional arrangements give responsibility to Economic Development Committee for agreeing the update of the Local Development Scheme and for agreeing consultation on DPD's to be undertaken.

## **6.0 Equalities Implications**

6.1 The Plan Review will be subject to an Integrated Impact Assessment – this will encompass the requirements of an Equalities Impact Assessment. The first stage of this a Scoping Report will be the subject of consultation alongside the Issues Paper.

## **7.0 RECOMMENDATIONS that:**

- (a) the contents of the report be noted,**
- (b) Committee agree to amend the Local Development Scheme to reflect the proposal in Section 3 and Appendix 1;**
- (c) the amended Local Development Scheme comes into force on 10<sup>th</sup> September 2015;**
- (d) the Draft Issues Paper as set out in Appendix 2 be the basis for the formation of a finalised Issues Paper; and**
- (e) the Deputy Chief Executive be given delegated authority, in consultation with the Local Development Framework Task Group, to consult on a finalised Issues Paper during October and November 2015.**

### Reason for Recommendations

To comply with the Planning and Compulsory Purchase Act 2004 and amending regulations.  
To allow the Council to begin public consultation on a review of its Development Plan Documents.

### Background Papers

Local Development Scheme – 22<sup>nd</sup> January 2015

For further information please contact Matthew Norton on Ext 5852.

Kirstin H Cole  
Deputy Chief Executive



NEWARK &  
SHERWOOD  
*DISTRICT COUNCIL*

**NEWARK & SHERWOOD LOCAL DEVELOPMENT  
FRAMEWORK  
Plan Review  
Issues Paper**

**October 2015**

## **Section 1 - Introduction**

- 1.1 The District Council is responsible for the planning system at the local level in Newark & Sherwood. Through the development of planning policy and the decision making on individual planning applications we aim to promote sustainable development. In order to ensure that this continues to be the case we regularly review our planning policy. This Issues Paper is the first formal stage in the review of our current planning policy. The Issues Paper sets out the scope of our review and potential approaches to addressing them.
- 1.2 During October and November the District Council will be consulting widely on the Issues Paper and the Issues we have identified as important for our Plan Review; as well as publishing this document we will be holding public drop in sessions in various communities within the District, attending stakeholder meetings and publicising the issues via social media. The Plan Review is also featured in the Autumn/Winter version of the Council's Voice magazine sent to every household in the District, and we also inform the nearly 2000 people on our consultation database. If you want to find out about the latest consultations please register with us via: [planningpolicy@nsdc.info](mailto:planningpolicy@nsdc.info) or by ringing 01636 650000.
- 1.3 If you want to comment on the Issues Paper and the Issues we have identified and the questions we are posing then there are a number of ways to respond:
- Online:* on our consultation website which can be reached by logging on to: [www.newark-sherwooddc.gov.uk/planreview](http://www.newark-sherwooddc.gov.uk/planreview)
- Email:* Email us via [planningpolicy@nsdc.info](mailto:planningpolicy@nsdc.info) electronic comments forms are available on the website
- Post:* Write to Planning Policy, Newark & Sherwood District Council, Kelham Hall, Newark, Nottinghamshire, NG23 5QX

## **Section 2 Context and Proposed Review Approach**

### **What Planning Policy covers Newark & Sherwood?**

- 2.1 Planning Policy is set out by government in its National Planning Policy Framework (NPPF), and accompanying National Planning Practice Guidance. These set the principals for local policy making. Local policy prepared by Newark & Sherwood District contained in Development Plan Documents (DPDs) are the most important documents when making planning decisions regarding development proposals because Section 38(6) of Planning & Compulsory Purchase Act 2004 requires that determination "be made in accordance with the plan unless material considerations indicate otherwise". Alongside DPDs the District Council also produces supplementary guidance known as Supplementary Planning Documents (SPD);

together these make up the Newark & Sherwood Local Development Framework. Parish and Town Councils and Neighbourhood Forums (where there is no Parish Council) can now prepare Neighbourhood Plans at Parish Level as well. Once approved by local referendum they also become part of the Framework.

2.2 The Newark & Sherwood Local Development Framework is currently made up of the following documents:

Core Strategy DPD	Adopted March 2011
Allocations & Development Management DPD	Adopted July 2013
SPDs on Developer Contributions, Affordable Housing, Landscape Character Assessment, Wind Energy, Householder Development, Conversion of Traditional Rural Buildings, Shopfront & Advertisement Design Guide	Adopted at various points over the last three years.
Statement of Community Involvement	Adopted January 2015
Local Development Scheme	Adopted September 2015

2.3 The diagram below sets out the contents of the two DPDs currently in place in the District;



## **What elements of the DPDs are under review?**

- 2.4 The principal aim of this review is to ensure that the allocations and policies contained within the two DPDs continue to be appropriate, up-to-date and effective. The Inspector who examined our Allocations & Development Management DPD concluded that because the plan had been prepared during the recession that an early review should be conducted to test if the market had recovered enough to continue to deliver the various elements of the plan.
- 2.5 Significantly since the Core Strategy was adopted the NPPF has been adopted. This national policy includes requirements to prepare a single DPD called a 'Local Plan' rather than a number of smaller separate documents and to prepare housing targets in a different way. Housing targets must be worked out at a Housing Market Area level by Local Planning Authorities working together rather than by the Regional Plan setting a figure for Council's to follow. Therefore because our other development targets are linked to housing targets we will need to review their continuing suitability as well. We will also review the various elements of the evidence base which support the plan especially in relation to infrastructure and viability.
- 2.6 The NPPF requirement to produce a single Local Plan rather than a series of DPDs means that we propose to integrate our Plan Review work with the work we are doing on producing a Gypsy and Traveller DPD. This will allow us to do future consultation at the same time and have this element of planning considered as part of the broader strategy.
- 2.7 Our overall approach to the Plan Review is that we will only seek to amend or replace those elements of the DPDs where they are no longer appropriate. Those remaining elements of the Plan will remain in place. However it is proposed that a composite Local Plan document will be prepared to show all the elements in one place. We will also subject those elements of the plan under review to testing for sustainability, equality and health impacts (an Integrated Impact Assessment - IIA), and its impact on nature conservation site protected by international legislation (a Habitats Regulation Assessment - HRA).
- 2.8 It is proposed that the following stages are undertaken for the Plan Review:

### *First Stage*

- Review the Policies of the Core Strategy to ensure consistency with the NPPF including housing, employment and retail targets.
- Commission Evidence Base updates to assist in the review of the Plan.
- Review the deliverability of the Allocations.
- Consult on the Issues Paper and IIA Scoping Report

### *Second Stage*

- Consider results of consultation and the results of evidence base work
- Prepare amendments to policies
- Propose deallocations of undeliverable allocations and where necessary propose replacement options for allocations
- Prepare new Gypsy and Traveller policy and allocation options
- Consult on the Preferred Approach alongside the Integrated Impact Assessment of Options and HRA of Options

### *Third Stage*

- Prepare formal amendments to Policies and Allocations
- Prepare additional policies and allocations as required (including for Gypsy & Traveller matters).
- Seek Representations on these and IIA and HRA

### *Fourth Stage*

- Submit amendments, new policies and allocations to the Planning Inspectorate for formal examination.
- Inspector examines amendments to the Plan and any additional policies and allocations and prepares a report on the soundness and suitability of them.

### *Fifth Stage*

- Inspector publishes their report the District Council consider its recommendations including any proposed modifications
- Council Adopts Plan Review proposals and represents all the DPDs in a composite consolidated Newark & Sherwood Local Plan.

### **Duty to Cooperate**

2.9 In implementing the above stages the Council will work with neighbouring authorities, statutory bodies, interest, and stakeholder groups appropriate to the subject area to meet our statutory Duty to Cooperate.

**Question 1: Do you agree with the Council's approach to reviewing the various elements of the development plan and integrating Gypsy and Traveller elements into the wider Plan Review?**

2.10 It is proposed that because our evidence regarding housing targets and employment targets runs to 2033 that a new plan period should be adopted to reflect this and that the Plan Period should be 2013 to 2033.

**Question 2: Do you agree that the Plan Period should be 2013 to 2033 to reflect the latest evidence or do you think other dates would be more appropriate?**

**Section 3 Reviewing the Spatial Strategy**

3.1 The Core Strategy contains a vision that by 2026 the district will become “An area providing a high quality of life, made up of thriving sustainable urban and rural communities where people want to and can, live and work.” The Vision is supported by 14 Strategic Objectives and 12 Area Objectives. The Spatial Strategy sets out how the Vision and Objectives will be delivered through the location and amount of growth in Newark & Sherwood.

3.2 The Strategy seeks to locate development in the most sustainable locations and attempts to gain the maximum sustainability benefit (in terms of new infrastructure) from delivering strategic urban extensions on the south and east of Newark Urban Area. Beyond Newark Urban Area growth is distributed to Service Centres and Principal Villages according to the need to promote sustainable communities and to support regeneration. The Strategy is made up of 5 policies:

Spatial Policy 1 Settlement Hierarchy	Identifies the main communities which will be a focus for new development in Newark & Sherwood
Spatial Policy 2 Spatial Distribution of Growth	Sets out the distribution of housing and employment development in the main communities based on three themes <ul style="list-style-type: none"> <li>• Supporting the Sub Regional Centre</li> <li>• Regeneration</li> <li>• Securing Sustainable Communities</li> </ul>
Spatial Policy 3 Rural Areas	Sets out the policy approach for communities beyond those identified in Spatial Policy 2
Spatial Policy 4A Extent of the Green Belt	Sets out the extent of the Green Belt in Newark & Sherwood
Spatial Policy 4B Green Belt Development	Sets out the policy approach for communities in the Green Belt

3.3 This strategy was developed before the introduction of the NPPF; however the Council believes that the sustainability and locations elements of the strategy remain fundamentally sound when examined against the requirements of the national policy. The NPPF sets out that Local Planning Authorities should “actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made



sustainable.” The District Council believes that the approach in the Spatial Strategy delivers on this core planning principle in the NPPF.

3.4 Notwithstanding this there are a number of specific issues to address as part of the Plan Review:

- The hierarchy in Spatial Policy 1 does not identify settlements below principal villages as locations suitable for development without the requirement to satisfy a number of criteria (location, scale, need, impact and character). A number of communities are concerned that this does not always allow for development to support sustainable development.
- The overall amount of housing and employment development included within the plan is derived from the former East Midlands Regional Plan. The NPPF now requires Councils to set our own Housing and Employment Targets.
- Whilst the strategy promoted housing in Blidworth and Lowdham, the Green Belt review in these settlements, carried out as part of the allocations process did not identify sufficient housing to meet those targets. Given the lower requirement for housing overall we may need to review the targets in these locations to reflect the actual land supply situation.

### Settlement Hierarchy

3.5 Development is currently directed to settlements which are recognised as central to delivering the spatial strategy. They are arranged into three categories based on their function, level of service provision and accessibility. The hierarchy is:

Title	Settlement	Features and Function
Sub Regional Centre	Newark Urban Area (Newark, Balderton and Fernwood)	Major Centre in the area containing services and facilities for the District
Service Centres	Ollerton & Boughton, Southwell, Clipstone, Rainworth	A good range of local facilities including a secondary school good public transport and local employment
Principal Villages	Collingham, Sutton on Trent, Farnsfield, Lowdham, Bilsthorpe, Edwinstowe, Blidworth	Good range of day to day facilities – primary school, food shop, health facilities and employment or access to nearby employment.

3.6 The identification and selection of this hierarchy followed a review of settlements and service provision in the District, the following key conclusions emerged:

1. Services, such as employment and secondary education, are focused in settlements which serve a rural hinterland and/or a large local population.

2. There are a number of villages which have a range of services which attract people from the local area, such as libraries and doctor's surgeries
3. Beyond these villages are a range of villages which have a limited range of services, some of which have a primary school and other shops and facilities.
4. A large number of villages have no facilities beyond a public house or a village hall.
5. Public transport is focused on key routes between Newark, Mansfield, Nottingham, Southwell and Ollerton & Boughton.

In overall terms we believe that this still remains the position in the district. It may be that services have changed to some extent; but the general characteristics of the settlements in the hierarchy remains the same and therefore these settlements should continue to be those which are identified as central to delivering the spatial strategy. Beyond those named settlements current policy allows for development to be considered against sustainability criteria contained in a policy on rural areas - Spatial Policy 3. Different policies apply to settlements in the Green Belt and these are discussed separately at 3.33 below.

3.7 Spatial Policy 3 Rural Areas set out criteria for the consideration of development proposals these are:

- *Location* – New development should be within the main built-up areas of villages, which have local services and access to Newark Urban Area, Service Centres or Principal Villages
- *Scale* – New development should be appropriate to the proposed location and small scale in nature.
- *Need* – Employment and tourism which requires a rural/village location. New or replacement facilities to support the local community. Development which supports local agriculture and farm diversification. New housing where it helps to meet identified proven local need.
- *Impact* – New development should not generate excessive car-borne traffic from out of the area. New development should not have a detrimental impact on the amenity of local people nor have an undue impact on local infrastructure, including drainage, sewerage systems and the transport network.
- *Character* – New development should not have a detrimental impact on the character of the location or the landscape setting.

The policy goes on to state “Within the main built-up area of villages consideration will also be given to schemes which secure environmental enhancements by the re-use or redevelopment of former farmyards/farm buildings or the removal of businesses where the operation gives rise to amenity issues. The scale of such enabling development should be appropriate to the location of the proposal.”

- 3.8 In developing the policy there was support from communities who felt that whilst the policy is flexible it protected them from disproportionate levels of development. Some Parish Councils and residents were concerned that the previous system of defining the main built up area on a map with a 'village envelope' offered further protection, and therefore to reflect this, the plan makes provision that these can be drawn up by communities who wish to. Since this approach was established Neighbourhood Planning has been introduced as a concept which allows Parish Councils (and other similar bodies where no Parish Council exists) to produce Neighbourhood Plans setting out their own local policy.
- 3.9 At present no village covered by Spatial Policy 3 has progressed very far in producing a Neighbourhood Plan and no village has proposed their own Village Envelope. However a number of Parish Councils are concerned that local need should be catered for and are commissioning their own housing need's surveys to address the need criteria. Therefore the Council considers that there could be merit in identifying such villages within policy rather than establishing need through decision making on individual planning applications. This would also assist in developing their Neighbourhood Plan making or negate the need for them to carry it out.
- 3.10 In identifying such villages the District Council would need to be sure that they had a level of local services, the capacity to support limited growth and access to larger communities already in the settlement hierarchy. It is proposed that to judge the suitability of villages a series of criteria for identification will be developed.

**Question 3: Do you agree that the Settlement Hierarchy should identify villages below Principal Villages so that they can accommodate limited development?**

**Question 4: What considerations do you believe should be included in any criteria to select such villages?**

**Question 5: Do you have any suggestions as to which villages the council may include?**

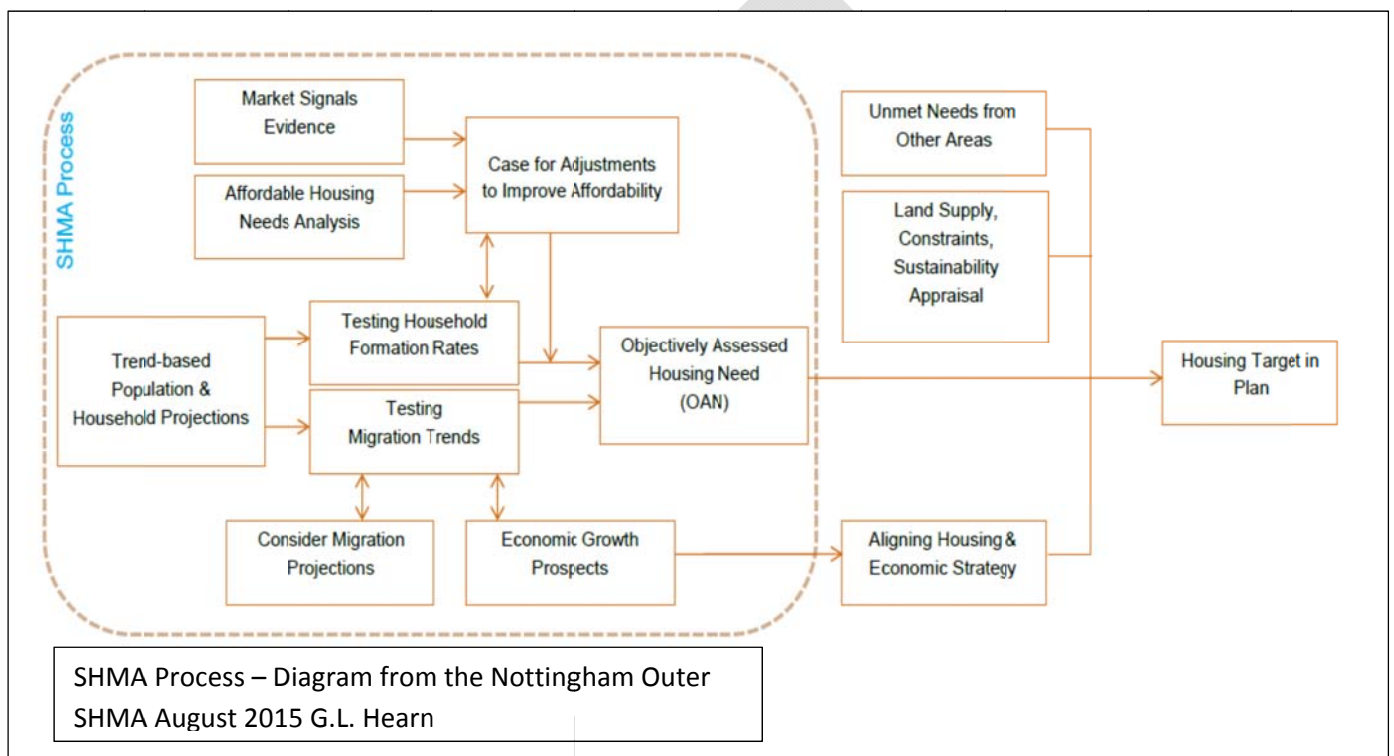
#### **Housing & Employment Targets**

- 3.11 The current housing and employment targets in our Core Strategy are based on figures from the former East Midlands Regional Plan. The target is for the twenty year period that the Plan covers, 2006 to 2026; it requires 14,800 dwellings to be built at a rate of 740 dwellings per annum and between 97 and 106 hectares of employment land to be provided. The employment targets have been developed to support the level of housing growth proposed and where derived from the housing land review which supported the Regional Plan.
- 3.12 The system of Regional Plans has been removed and it is now the responsibility of Local Planning Authorities to set development targets. Housing targets must be worked out at a Housing Market Area level by Local Planning Authorities working together rather than by the Regional Plan setting a figure for Council's to follow. The NPPF states that Council's should "use their evidence base to ensure that their Local

Plan meets the full objectively assessed needs for market and affordable housing in the housing market area”

### Housing Target

- 3.13 The way to identify the amount of housing required for the District its, Objectively Assessed Need (OAN), is through a Strategic Housing Market Assessment (SHMA). The guidelines for what factors to take into account when producing a SHMA are set out in the NPPF and national planning practice guidance. It requires Councils to establish there OAN by looking at future population and household projections, taking into account migration in and out of the HMA (and between Districts), affordable housing needs and economic growth prospects. The flow chart of the process is set out below:



- 3.14 It is important to understand that the key difference between a housing target set as part of a Regional Plan process and a target derived from a SHMA and OAN is that the OAN is not influenced by anything other than the factors outlined in the dotted line of the diagram above. Put simply the OAN is not influenced by constraints such as existing planning policy and land supply. That must be considered once the OAN is identified.
- 3.15 Newark & Sherwood sits within the ‘Nottingham Outer’ Housing Market Area, alongside the Districts of Mansfield and Ashfield. All three districts have linkages to Nottingham as the major city in the County (especially Hucknall in Ashfield) and have their own linkages to surrounding Districts; however linkages between Mansfield, Ashfield and the west of Newark and Sherwood mean that the three authorities can fairly be described as a single Housing Market Area.



Together the three Councils have commissioned G.L. Hearn to undertake a SHMA. The full report is available to view on our website at [www.newark-sherwooddc.gov.uk/planreview](http://www.newark-sherwooddc.gov.uk/planreview)

- 3.16 The SHMA contains an assessment of the various **population and household projections** which should be the starting point for assessing OAN in the Housing Market Area and the District. The 2012 – based subnational population projections are the basis for the setting of the OAN. The 2012-based population and household projections suggest a need for about 1,074 dwellings per annum to be provided across the HMA (taking into account the 2013 midyear population data). In order to test the suitability of these figures a review of past migration trends and un-attributable population growth was undertaken. Combining these projections suggests a housing need of 1,271 dwellings across the HMA, with figures of 469 in Ashfield, 356 in Mansfield and 446 in Newark & Sherwood. These are a reasonable alternative to the nationally produced projections.
- 3.17 The demographic projections need to be tested against various other factors which impact upon housing need. The first of these is **economic growth** and the impact on jobs and therefore housing requirements. The SHMA has been produced at the same time as our Economic Land Feasibility Study which will look at employment land requirements. G.L. Hearn has used jobs data from this study to inform the SHMA. Analysis indicates that there would not be a need to adjust upwards the housing need (from the demographic-led projections) to take account of economic factors and that the likely job growth could be met by the expected demographic growth.

3.18 The second element is to ensure that any OAN takes account of the **performance of the housing market** and any signals that this may give. The SHMA concludes that:

- House prices in the HMA are below the national average. With regard to rents in the HMA they are average compared the wider region.
- Housing delivery has fallen since 2008, as is the case across the region and nationally. The evidence points to this being a function of effective demand and market circumstances. Market conditions however improved in 2014 and we would expect completions to begin to pick-up. Sales volumes for market homes however remain notably below pre-recession levels.
- Looking at wider evidence, there are some signs of affordability pressures, with the evidence suggesting that over the 2001-11 period the number of people renting increased, as did house sharing and levels of overcrowding. However the evidence is inconsistent and provides only a modest case for considering an adjustment to housing provision relative to the demographic-led projections

3.19 The SHMA considers the **need for affordable housing**. The evidence provides clear justification for policies seeking new affordable housing in residential and mixed tenure developments and this is discussed further in section 4 of the issues paper. Once account is taken of the fact that many of the households in need are already living in accommodation (existing households) and the role played by the private rented sector, the analysis does not suggest that there is any strong evidence of a need to consider additional housing to help meet the need. However in combination with the market signals evidence the SHMA concludes that some additional housing might be considered appropriate to help improve affordability for younger households.

3.20 Taking into account the need for a modest uplift the Study identified that the final Objectively Assessed Need for Newark & Sherwood is **454 dwellings per annum**, which over the period the SHMA covers, 2013 to 2033, is 9,080 dwellings.

#### **Converting the OAN into a housing target**

3.21 Once an OAN is established it is then necessary to establish if any constraints will prevent this figure from becoming the Housing Target in the Plan. The NPPF states that in order to be regarded as positively prepared “the plan should be prepared based on a strategy which seeks to meet objectively assessment development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development” (NPPF Paragraph 182). The National Planning Practice Guidance states “The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the **supply of land** for new development, **historic under performance, viability, infrastructure or environmental constraints**. However, these considerations will need to be

addressed when bringing evidence bases together to identify specific policies within development plans” (NPPG Paragraph 2a-004-20140306).

3.22 Therefore taking the various issues identified in national policy and guidance as potential constraints:

- At this time no neighbouring authority wants the district to accommodate any unmet housing need. We engage with our neighbours on a regular basis to ensure that we understand their current planning positions. Specifically within the HMA it is anticipated that each authority will meet its own need.
- We currently have in place a plan which looks to provide enough homes for 14,800 dwellings. As part of this Plan Review we will be engaging with landowners and developers to ensure that the identified sites continue to be suitable and deliverable. We currently believe that there are no constraints in land supply which will mean that we cannot meet our OAN.
- The SHMA is base dated to 2013 therefore under performance prior to this date is considered as an integral part of the OAN. The district suffered a decline in house building as a consequence of the recession, however house building levels are now increasing as the economy begins to recover.
- The proposals in the Plan Review will be subject to a Viability Assessment; however we do not anticipate that the levels of housing proposed will be negatively affected by viability.
- In conducting the Plan Review we will consider infrastructure and environmental constraints. We do not anticipate that capacity issues will prevent meeting the OAN figure, particularly given the current strategy and its acceptability in infrastructure and environmental terms. Both these elements will be tested as the Plan Review develops.

3.23 Therefore it is proposed that the OAN derived from the Nottingham Outer SHMA should be the Housing Target for Newark & Sherwood District. That is **454 dwellings per annum** over the period 2013 to 2033. Therefore **9,080 dwellings** need to be built over the twenty year period.

**Question 6: Do you agree with the District Council’s assessment that the Objectively Assessed Need is the appropriate figure to become the District housing target?**

#### **Employment Target**

3.24 Ensuring that the employment targets which we plan for are aligned with the houses we plan for is very important. Therefore alongside the production of the Nottingham Outer SHMA we have jointly commissioned with the Nottingham Core and Outer Housing Market Areas, NLP to produce an Employment Land Feasibility Study (ELFS). This study analyses the economic prospects of Nottingham HMAs and identifies future employment land requirements for office and industrial development. It takes into account the changing nature of work – for instance increase in flexible working –

which means less space requirements are generated than previously by job requirements.

3.25 The Study reviewed the economic performance of the area and modelled three scenarios for future growth based on jobs or labour supply:

1. Job growth based on Experian Data Baseline – Forecasts of job demands in each sector of employment
2. Job growth – based on Experian Data but including the ambitions of the Local Enterprise Partnership and its Growth Plan
3. Labour Supply Housing Requirements – Growth of workplace population assuming current commuting rates continue

In order to ensure that the implications of these various scenarios are reasonable consideration of past completion rates – the amount of industrial and employment land developed have been undertaken and used as a sensitivity test.

4. Past Completions continue (Sensitivity Test) – Net annual completions of industrial and office space.

3.26 The full study is available to view at [www.newark-sherwooddc.gov.uk/planreview](http://www.newark-sherwooddc.gov.uk/planreview) the conclusions in terms of future employment land requirements in relation to the four scenarios are set out in the table below. The table refers to types of employment land as classified for planning purposes, but put simply B1c refers to industrial process that could occur in any location, B2 refers to general industry and B8 refers to Storage and Distribution, therefore they would generally be regarded as the type of development on an industrial estate (e.g. Newark Industrial Estate) or a distribution centre (e.g. Know How). B1a/b is set out in square meters because this refers to offices and research establishments.

	1. Job Growth based on Experian Baseline	2. Job Growth with Experian Data and LEP jobs target	3. Labour Supply Housing Requirements	4. Projections Based on Past Completions continue
Hectares for B1c/B2 and B8	66.4	71.36	74.53	62.60
B1a/b Floorspace Square Metres	91,192	93,770	96,877	113,040

3.27 The range of provision for new employment land therefore is **62.6 ha to 74 ha** for **B1c/B2 and B8** development and **91,192 sqm to 113,040 sqm** for **B1a/b**. As with the current plan we intend to set a target range based on the figures produced in the ELFS.

3.28 In order to allocate land for office and research use the Council will need to convert the figures into hectares. This requires the Council to consider the location of this



future provision. Office use is encouraged in town centres however it is unlikely that all future provision can be accommodated in these locations. As part of this review we will have to establish if there are any potential locations for office development in town centre and edge of centre locations other than the sites we currently know about. Such locations are likely to be able to accommodate denser development, whereas our main allocation of B1a/b is currently at Fernwood, where the Council wishes to see high quality landscaped business park development of the sort that will be of a lower density.

**Question 7: Do you agree that the District Councils approach of setting a target range for new employment land requirements?**

**Impacts of the proposed housing and employment targets**

- 3.29 Clearly there are impacts from having reduced housing and employment targets; those will have to be factored in both in our infrastructure planning and in projecting new retail requirements to reflect lower levels of future need (these matters are discussed at 4.25. The Infrastructure Delivery Plan (IDP) which accompanies the plan will have to take into account the levels of development which are proposed to reflect what new facilities will be required. We will do this in discussion with the various infrastructure providers and utility providers; this is also the case in relation to the transport study and the various mitigation measures which the Council is required to plan for.
- 3.30 Another major impact could be on the current housing and employment sites allocated in the Core Strategy and the Allocations & DM DPDs. In round terms the difference in figures is set out below:

	Core Strategy Target	Current Evidence Base Targets
Housing	14,800 dwellings	9,080 dwellings
Employment	97-106 hectares	62.6 ha to 74 ha 91,192 sqm to 113,040 sqm

We have actually allocated land to accommodate 9,118 dwellings and 74.72 hectares of employment land on 60 sites; this is lesser than the Core Strategy targets because in making the allocations we had to take into account houses and employment land that had already been developed from 2006, sites with planning permission and serviced employment land all of which counts towards the development targets.

- 3.31 It is proposed that rather than state now that sites will need to be de-allocated the Council should go through a process of reviewing sites. The process is set out below:

Stage 1 – Establish Baseline target – consult on new housing and employment targets to establish a baseline.

Stage 2 - Review current allocations and sites with planning permission to understand if the sites are still deliverable. Some sites may not now be deliverable, others will be delayed or have new identified impediments to delivery, and in terms of housing some may now be delivering more dwellings others less. This includes talking to site owners and developers and also re-evaluating the suitability of the sites through updated housing land availability assessments.

Stage 3 - Understand potential new supply of sites – we will need to understand if new sites are available and will therefore make a call for sites. These may be required in some locations where other sites cannot now be developed.

Stage 4 - Identify any changes to allocated sites. Any sites which are no longer deliverable should be proposed for de-allocation or removed from the supply of housing and employment land. Some sites may need to be amended to reflect changes in site circumstances.

3.32 Once we have gone through this process we should have a good understanding of any difference between the new development targets and our allocated sites. We may need to consider new allocations if some locations do not have enough deliverable land. We may also need to consider whether we re-apportion the percentage of development between the different settlements.

**Question 8: Do you agree with the Council's approach to reviewing development allocations or do you think there is a better approach which should be considered?**

### **Policy in the Green Belt**

3.33 The Nottingham and Derby Green Belt prevents the Nottingham conurbation from merging with the surrounding towns and villages within Nottinghamshire and the nearby city of Derby. An area in the south west of our district forms part of the Green Belt as indicated in the map below. The Core Strategy, in line with the policy framework of that time set out that no strategic changes to the Green Belt would be made but that localised small scale reviews would be undertaken at Lowdham, Blidworth and Rainworth to accommodate local housing requirements as part of the allocations process.

< To insert Nottingham – Derby Green Belt in Newark & Sherwood Map >

3.34 Since the Core Strategy was adopted the Government has restated Green Belt policy in the NPPF. The Government has placed an increased emphasis, particularly in its decision making, on ensuring that the exceptional circumstances required to change Green Belt boundaries are just that – exceptional. Therefore it is unlikely that a review such as was completed by the Council in 2013 would now be undertaken. This reinforces the Council's position at the Allocations & Development Management DPD set out in the introduction - namely that once the review was undertaken there

would be no further review to release more land in the green belt. This also of course means that we cannot put site back into the Green Belt that has previously been taken out.

- 3.35 The results of the Green Belt review failed to identify enough suitable housing sites around Lowdham and Blidworth to meet the settlement housing targets, although enough housing was allocated in the District as a whole. It was agreed by the Inspector that consideration would be given to reducing housing targets in these settlements as part of the Plan Review. The current targets are set out in the table below:

Settlement	Percentage of Principal Village Growth	Requirement Planned for at the time of the Green Belt Review
Lowdham	5%	60 dwellings
Blidworth	25%	299 dwellings

- 3.36 Notwithstanding the debate on housing figures and site delivery elsewhere in this Issues Paper, if following the review of available sites within Lowdham and Blidworth, both those currently allocated and any new sites which may emerge as part of any 'call for sites', it is still not possible to meet the housing targets set out in the Core Strategy then it is proposed that the housing figures are reduced in these settlements to reflect the reality on the ground.

**Question 9: Do you agree that no further amendments to the green belt should be made and that if no additional sites are found within Lowdham and Blidworth that their housing figures should be lowered?**

**Minor amendments to Spatial Policies**

- 3.37 In addition to the Spatial Policies covered in detail above, there are a number of others that will require amendment in order to be NPPF compliant. In preparation for the review, the Planning Advisory Service (PAS) assisted the District Council by reviewing the Core Strategy for compliance with the NPPF and any other relevant Government policy or advice. As well as checking for compliance the review has also checked for omissions. Those policies likely to require minor amendment are summarised in the table set out below. Those policies, or the parts of them, not identified in this document are considered to be in conformity.

Policy	Areas of consideration
Spatial Policy 7 Sustainable Transport	The NPPF appears to be firmer on the requirement for Travel Plans (para 36) than Spatial Policy 7 . The NPPF states that 'All developments which generate significant amounts of movement should be required to provide a Travel Plan' whereas Spatial Policy 7 (first bullet point) mentions travel plans as one of a number of alternatives, and therefore appears to be not fully in conformity

	with the NPPF. Bullet points 2-6, and all other policy text appears to be in general conformity with paras 29-32 and 34-41 of the NPPF.
Spatial Policy 8 Protecting and Promoting Leisure and Community Facilities	The NPPF allows more flexibility and freedom than Spatial Policy 8. Specifically, Spatial Policy 8's bullet point criteria are linked by 'and' whereas the NPPF goes no further than promoting the retention of community facilities (para 70). Some of Newark's community and leisure facilities will be open space (e.g. sports grounds) and here, NPPF paragraph 74, covering open space, sports and recreational buildings and land, makes it clear that loss is acceptable subject to any of three alternative bullet point provisions (i.e. linked by 'or' rather than 'and'). Additionally, Spatial Policy 8's bullet points relate well to the first two bullet points of paragraph 74, but the final bullet point of paragraph 74 is not currently reflected in the Core Strategy.
Spatial Policy 9 Selecting Appropriate Sites for Allocation	Spatial Policy 9 sets out 9 bullet points. Of these, 1-6 and 8 are considered in conformity with the NPPF. However, point numbers 7 and 9 may both need to be strengthened to ensure full consistency with the NPPF. Point 7 seeks that allocations would not lead to the loss, or adverse impact on, important nature conservation or biodiversity sites, whereas the NPPF seeks that allocations should 'prefer land of lesser environmental value', which is much broader, covering, for example, landscape and agricultural land classification impacts as well- also, para 109 refers to minimising impacts on biodiversity . Point 9, while broadly consistent with the NPPF, could be made more so by referencing the sequential, risk-based approach (including the Exception Test) required in respect of flood risk (para 100).

**Question 10: Do you agree with the areas of minor amendment to Spatial Policies set out in the above table?**

#### **Section 4 Reviewing Core Policies**

4.1 In addition to the Spatial Strategy, the Core Strategy contains a range of Core Policies that apply to District-Wide issues. In the same way as the Spatial Strategy, these policies were developed before the introduction of the NPPF but remain fundamentally sound when examined against it. Some of the policies were however target and time based and have therefore become superseded by more up to date information or time expired. It is these policies that require re-visiting as part of the review of the plan.

## Addressing Housing Need

- 4.2 The District Council is committed to delivering housing for all sections of the community. The Council, through its planning policies and housing strategies seeks to secure an appropriate mix of dwellings (flats, terraces, semi-detached and detached houses) and bedroom sizes, along with affordable housing and specialist housing for the disabled and older people. Currently the Core Strategy sets the following policy on housing:

Policy	Requirements
Core Policy 1	Provision of 30% Affordable Housing in new housing development, in Newark Urban Area on sites of 10 dwellings or more and in the rest of the District 5 dwellings or more. There is also a requirement that normally 60% should be for rent through a housing association or Council and 40% 'intermediate' allowing the tenant to own a percentage of the dwelling
Core Policy 2	Encourages rural affordable housing, including what are known as 'exceptions sites'
Core Policy 3 (see 4.27 below for proposed minor amendments to these policies)	Requires in most circumstances a minimum density of 30 dwellings per hectare on new housing sites. Sets out that to meet the needs of the District, family Housing of 3 bedrooms or more, smaller houses of 2 bedrooms or less and housing for the elderly and disabled population should be secured. It also sets out that the Council will seek to secure an appropriate mix of housing types to reflect local housing need. Mix should be dependent on local circumstances, viability of the development and localised housing need.

- 4.3 The NPPF continues to provide support for the policy approach contained within the plan, it states at Paragraph 50 that Council's should "plan for a mix of housing based on current and future demographic trends, market trends, and the needs of different groups in the community" and that they should "identify the size, type tenure and range of housing that is required in particular locations reflecting local demand." However to ensure conformity we will address matters relating to self-build and densities in update the policies.
- 4.4 In order to inform this approach the Council undertakes and commissions a range of research on housing issues. The SHMA provides a broad overview of housing need and it concludes that:
- There is clear justification for seeking affordable housing in new residential development
  - There is a need for the majority of dwellings to be 2 and 3 bedroom properties

- An increase in the number of people over 65 will see a need for more additional levels of care and support along with the provision of specialist accommodation.

4.5 Alongside these strategic conclusions the Council’s Housing Market and Needs Assessment (HMNA) has carried out more detailed studies of housing need in the District, including a postal survey. It is available to view on the Council’s website. It identifies the following key issues that need to be addressed:

- The report recommends continuing with the existing overall target of 30% housing, subject to viability and a mix of 60% Social Rent and 40% Intermediate Housing
- The future type of housing should aim to meet the following bedroom numbers across the district:

Tenure	Bedroom number in %			
	1 bedroom	2 bedroom	3 bedroom	4 bedroom
Social Rent	40	30	20	10
Intermediate	10	75	15	0
Market	50		50	

- The demand for supported housing is reflected in both market and the more traditional affordable sector:

Supported Housing number required	Market	Affordable	Total
	430	1,002	1,432

4.6 In presenting the findings of the studies it is important to understand that in setting targets to meet affordable housing requirements and tenure mix of all dwellings are heavily influenced by a number of factors other need the most important of which is viability. This applies both to the setting of a plan target which must be demonstrated to be viable against the other provisions of the development plan and the market circumstances of the area and in the consideration of individual planning applications.

4.7 The second factor is the particular circumstances that exist in the locality and the site. The HMNA study provides detailed information on the various areas of the District breaking down the overall requirements into more localised ones. The need for different house types in different locations is a reflection of existing stock and demographics and income of each area. The tables below show the breakdown for both market and social housing in these areas:

<b>Market Sector demand by bedroom number %</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3 Bedroom</b>	<b>4 Bedroom</b>	<b>5 or more bedrooms</b>
Newark Area	4.5%	33.5%	41%	15%	6%
Sherwood Area	0	52%	38%	10%	0
Mansfield Fringe Area	17%	32%	25%	14%	12%
Southwell Area	10%	38%	16%	33%	3%
Nottingham Fringe Area	0	36.5%	37%	15%	11.5%

<b>Social Housing demand by bedroom size %</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3 Bedroom</b>	<b>4 Bedroom</b>	<b>5 or more bedrooms</b>
Newark Area	29%	54%	17%	0	0
Sherwood Area	27.5%	58%	6.5%	8%	0
Mansfield Fringe Area	25%	75%	0	0	0
Southwell Area	57%	43%	0	0	0
Nottingham Fringe Area	39.5%	20%	40.5%	0	0

4.8 Each site also has its own circumstances; it may not be able to support affordable housing because of the type of development proposed or its location. In these circumstances the Council will seek to an off-site contribution. It is also the case that site condition may be the main reason for viability issues on a particular site because of the cost of remediation.

4.9 Therefore in order to deliver the maximum amount of affordable housing against our targets as well as having the catch all requirement of viability testing in each policy we are considering setting different targets for affordable housing for different parts of the district based on sub area requirements and viability testing. We are also considering including more detailed information regarding type of housing required within updated policy.

**Question 11: Do you agree that the Council should consider area and sub area targets for affordable housing in different parts of the District?**

**Question 12: Do you agree that the Council should include more detail in its policies regarding type of new housing required within an updated policy?**

4.10 Currently the Government are considering a range of changes to the affordable housing sector which could impact on the delivery of such housing. A number of changes to the financial regime have already occurred; this has meant that some Housing Associations are not able to take on additional units at the present time. The District Council is currently considering stepping in and taking the units themselves. These and other innovative approaches may well be required to secure affordable housing in the future.

## **Gypsies and Travellers**

- 4.11 Core Policy 4 identified a requirement for the provision of 84 pitches up until 2012. This figure was set by the former East Midlands Regional Plan in the same way as the housing and employment figures dealt with in the previous chapter. Core Policy 4 committed to the provision of pitches to meet this requirement, where necessary through allocation. It also advocated pitch provision largely in and around Newark Urban Area and the Ollerton & Boughton areas on a scale proportionate to their populations of 78% and 22% respectively.
- 4.12 The Council sought to identify sites through the production of the Allocations and Development Management DPD but was unsuccessful. By the time the DPD was examined at the end of 2012 it transpired that the Council had already exceeded the Regional Plan requirement by granting planning permission for 93 pitches on non-allocated sites. As there was no immediate need, the Council therefore committed to the production of a separate Gypsy and Traveller DPD to deal with the period up to 2026 which the Inspector found to be sound.
- 4.13 As the East Midlands Regional Plan had by that time been revoked, a new and up to date assessment of need was required. In accordance with the Government document, 'Planning policy for traveller sites' that accompanied the NPPF, this was required to address the next five, ten and fifteen year periods. Working with neighbouring Nottinghamshire authorities, the Council developed a methodology which was consulted on as part of the early stages of production of the DPD.
- 4.14 Difficulties in consultation and in particular gaining the base line data to put into the methodology meant that production of the DPD progressed slowly with the last stage of a Preferred Strategy being consulted upon in February 2015. As the review of the whole development plan took pace, and effectively caught up with the production of the DPD, the Council decided that it was appropriate to include the consideration of future Gypsy and Traveller need as part of the review. Consequently, the following matters are now presented for consideration as part of this issues paper.

## **Pitch Requirement and Provision**

- 4.15 The methodology for calculation of pitch need described above has been tested through various stages of consultation, most recently as part of the Gypsy & Traveller DPD Preferred Strategy in February 2015. No objections were made to this although some technical improvements to the formula were suggested. These technical amendments have been made and the figures set out in 4.17. The full Gypsy and Traveller Accommodation Assessment (GTAA) has been published as a separate document available on the website.



- 4.16 Other than an early expression of interest from the Showmen’s Guild of Great Britain there has been no response from Showmen or their representatives to the various stages of consultation. Within the Preferred Strategy, consulted upon in February 2015, it was stated that if there were no further responses to that document, no separate assessment of need or separate site provision would be made. No responses were received and so it is proposed to follow this approach. Any planning applications for Showmen’s sites would be considered against the revised Core Policy 5 set out at 4.3 below and any other relevant policies.
- 4.17 The Governments requirement is to identify specific deliverable sites to meet five years need and then broad locations to cater for five to ten years and, if possible, ten to fifteen years need. As we are already within the first five year period which began in 2013, the pitch requirements have to be expressed partly retrospectively in order to run on from the completion of Core Policy 4’s requirements at the end of 2012. Some pitches have already been granted permanent planning permission and if more are given permission this will reduce the requirement to allocate further. Confirmation of the future availability of 30 lawful, but currently unoccupied pitches in the Tolney Lane area of Newark has also been received. These will reduce the pitch requirement during whichever period they become available.
- 4.18 As future pitch requirements will be addressed as part of the development plan review, which is due for completion in February 2017, any allocations will need to align with its lifespan whilst maintaining the Governments requirement for a five year supply. It is therefore proposed to address need up to 2023 as part of the plan review.

<b>Time period</b>	<b>Pitch requirement</b>	<b>Method of delivery</b>
2013-2018	25 pitches	Planning permission granted for 4 permanent and 25 temporary pitches. Allocations, permanent planning permissions or availability of lawful pitches required for a minimum of 21 pitches by 2018.
2018-2023	28 pitches	Allocations or availability of lawful pitches to provide a minimum of 28 pitches by 2023
2023-2028	31 pitches	Provision of sites, in and around settlements central to the Spatial Strategy, as defined through the plan review.

**Question 13: Do you agree with the Councils assessment of need and approach to providing for it?**

### **Location of future pitch provision**

- 4.19 Under the current development plan the location of future pitch provision is guided through both Core Policies 4 and 5. Core Policy 4 states that future pitch provision will be provided largely in and around Newark Urban Area and Ollerton & Boughton on a 78% to 22% split. This approach was largely reflected in pitch provision up to 2012 however the balance of pitch provision was higher in percentage terms than envisaged by the policy. Now that this policy has been fulfilled and its time expired it is necessary to consider a locational strategy for the future. Core Policy 5 guides the location of new pitches through a criteria based approach. Whilst the aim of the policy is fundamentally in accordance with the NPPF certain elements need to be changed to be in full conformity. During consultation on the Preferred Strategy some statutory and specific interest group consultees made suggestions for amendments as well.
- 4.20 Through all stages of public consultation on the DPD there have been calls for sites. There was an initial limited response but nothing further at later stages of consultation. This showed that there was unlikely to be sufficient sites in the previously identified areas of the Newark Urban Area and Ollerton and Boughton to meet future needs. Consultation responses from both the Gypsy and Traveller and settled communities also showed that other areas of the district may be suitable for future pitch provision. Whilst some Parishes Councils did not think their areas were suitable, there were no planning objections to the principle of a wider distribution of pitches.
- 4.21 In aiming to maintain a rolling five year supply of sites that are distributed at sustainable locations throughout the district, it is therefore proposed that future pitch provision is delivered in line with the Councils Settlement Hierarchy as set out at 3.5 above. The Council will seek to make allocations to provide for the period up to 2023 and the locations identified within the Settlement Hierarchy are considered to satisfy the broad locations for pitch provision required in the longer term. This will be expressed through a revised Core Policy 4
- 4.22 At the last stage of public consultation there was general support and no planning objections for the changes proposed to Core Policy 5 to make it NPPF compliant. Consequently it is proposed to amend the wording to that shown at 4.23 below which also reflects the comments of specific consultees.

**Question 14: Do you agree with the Council's strategy for future pitch provision set out above? Do you know of any land that may be suitable to provide pitches?**

## Pitch Definition and Size

- 4.23 It is useful to have a range of pitch sizes for the purposes of assessing site capacities when considering allocations and planning applications. Using the Governments Good Practice Guide as a starting point and taking into account actual pitch sizes across the district a range of pitch sizes were developed and consulted upon as part of The Preferred Strategy. There were no objections to the sizes and definitions and consequently it is proposed to incorporate these as part of Core Policy 5 as set out below.

### **Core Policy 5**

#### **Criteria for Considering Sites for Gypsies & Travellers and Travelling Showpeople**

The following criteria will be used to guide the process of allocation of individual sites and to help inform decisions on proposals reflecting unexpected demand. In considering all sites the District Council will reflect the overall aims of reducing the need for long distance travelling and possible environmental damage caused by unauthorised encampments and the contribution that live/work mixed use sites make to achieving sustainable development.

1. The site would not lead to the loss, or adverse impact on landscape character and value, heritage assets and their settings, nature conservation or biodiversity sites;
2. The site is reasonably situated with access to essential services of mains water, electricity supply, drainage and sanitation and a range of basic and everyday community services and facilities – including education, health, shopping and transport facilities;
3. The site has safe and convenient access to the highway network.
4. The site would offer a suitable level of residential amenity to any proposed occupiers, including consideration of public health, and have no adverse impact on the amenity of nearby residents particularly in rural and semi-rural settings where development is restricted overall.
5. The site is capable of being designed to ensure that appropriate landscaping and planting would provide and maintain visual amenity.
6. In the case of any development proposal which raises the issue of flood risk, regard will be had to advice contained in the Governments, 'Planning Policy for Traveller Sites and the findings of the Newark and Sherwood Strategic Flood Risk assessment. Where flooding is found to be an issue, the District Council will require the completion of a site specific Flood Risk Assessment.
7. Where a major development project requires the temporary or permanent relocation of a lawful traveller site the District Council will work with the applicant and the affected community to identify an alternative site using the Spatial Strategy and the above criteria.
8. When calculating site capacities the following pitch sizes will be used as a guide:

Pitch size	Pitch type
250 square metres	Transit sites.
350 square metres	Permanent sites where there are communal facilities within the overall site.
640 square metres	Permanent sites where pitches are self-contained and there is an element of business use.

Subject to the other provisions of this policy the District Council will be prepared to consider proposals for additional pitch provision for Gypsies and Travellers on existing caravan sites (of all kinds) including unused or under-used sites.

**Question 15: Do you agree with the amended Core Policy 5 set out above?**

**Tolney Lane**

4.24 Historically Tolney Lane has been the main location for Gypsies and Travellers in Newark but due to continuing development and the constraints posed by flood risk and access limitations the District Council consider that it is necessary to adopt an approach to new development.

4.25 During previous consultations responses have shown a misconception that the District Council own or control Tolney Lane and/or they are proposing to stop occupation by Gypsies and Travellers, neither of which are true. All of the sites and some of the access roads off Tolney Lane are in private ownership and occupiers of lawful sites and have the right to occupy them as long as they wish. The District Council is intending to adopt an approach to considering planning applications for new pitches that takes accounts of the areas high flood risk. It is recognised that occupiers of lawful pitches may want to carry out development to improve their standard of amenity and this will be assessed on its merits. No objections were made to this proposal as part of consultation of the Preferred Strategy, subject to consideration of existing residents views, and therefore it is proposed to include the following in a revised Core Policy 4 alongside the changes described in 4.23 above. It is hoped that the East Notts. Travellers Association will help to bring the proposal to the attention of those who may not otherwise be aware of it.

4.26 **Proposed Approach to New Development on Tolney Lane**

New development on Tolney Lane will be limited to pitches provided by temporary planning permissions where there are no other sites available in the district at a lesser risk of flooding, assessed by reference to the Sequential Test as defined in the Technical Guidance to the National Planning Policy Framework. Development within existing lawful pitches to improve the standard of amenity will be supported where it complies with the relevant development plan policies.

**Question 16: Do you agree with the Councils approach to new Development on Tolney Lane?**

**Retail and Town Centre Uses**

4.27 The convenience and comparison retail targets contained within the Core Strategy were informed by the 2009 Retail and Town Centre Study; by the time the Allocations and Development Management DPD was being prepared the Council took further advice on the matter. The results of this further study were that elements of the retail capacity were not as great as assumed by the 2009 Retail Assessment. The retail study concluded that the comparison goods capacity was 15% lower than originally estimated. At that time the Council was also involved in an appeal related to the Northgate proposal for retail. This was subsequently allowed on appeal and the residual requirement for allocated comparison retail which was accommodated in NUA/MU/3 was reduced accordingly. This led the Inspector to recommend that an early review was undertaken of retail requirements. The current targets are:

Additional floorspace capacity in square metres	Newark Urban Area	Rest of the District	District Wide	Totals
Convenience goods (e.g. Groceries)	5661	6707		12,368
Comparison Goods (e.g. clothes)			15,690	15,690

4.28 Any new retail capacity targets will be directly related to the levels of growth being planned for through the housing and employment targets. Therefore a reduction in growth is likely to result in a lesser scale of new retail being required. Such targets may also be affected by the changing nature of retail. Whilst it will also be important to take into account the individual characteristics of the local retail economy. Accordingly to guide the review of existing and the setting of new retail capacity targets an update to the Retail and Town Centre Study will be carried out. This study will also consider the level of need for non-retail town centre uses with reference to the Employment Land Feasibility Study and Employment Targets in respect of future office provision.

4.29 Beyond the setting of retail capacity targets it is Core Policy 8 'Retail Hierarchy' and Policy DM11 'Retail and Town Centre Uses' which provide the local planning policy

against which proposals for retail and other town centre uses are considered. Core Policy 8 defines a 'retail hierarchy' which reflects the role and function of centres across the District and the spatial distribution and quantum of growth which has been planned for (see table below).

<b>Designation</b>	<b>Role and Function</b>	<b>Location(s)</b>
Sub-Regional Centre/Town Centre	Principal focus of new and enhanced retail and other town centre activity in the District.	Newark Town Centre
District Centres	Primarily used for convenience shopping, with some comparison shopping they also provide a range of other services for the settlement and surrounding communities.	Edwinstowe Ollerton Rainworth Southwell
Local Centres	Concerned with the sale of food and other convenience goods to the local community in which they are located.	Balderton Bilsthorpe Blidworth Boughton Clipstone Collingham Farnsfield Land East of Newark Land around Fernwood Land South of Newark Lowdham Sutton-on-Trent

- 4.30 Extents for the centres, and in some cases primary and secondary frontages within them, have been defined on the Policies Map. Proposals for retail and other town centre uses within these locations are expected to be consistent in scale with the size and function of the centre. Retail proposals outside of the centres are strictly controlled with those creating more than 2500 sqm of floor space requiring justification through a sequential test and robust assessment of impact on nearby centres. Where such proposals have the potential to impact on Newark Town Centre then DM11 seeks to ensure that its special characteristics are appropriately taken account of. Namely the function of the Town Centre as part of a market town, the viability of the market, the effect on independent retailers and the ability to cater for tourism. Support is provided within rural areas for new or enhanced retail development of a scale proportionate to its location, which increases rural sustainability or that supports local agriculture or farm diversification.

4.31 Given that the settlements identified as being central to the delivery of the spatial strategy are to remain unchanged it follows that the composition of the retail hierarchy should also remain fixed. The update to the Retail and Town Centre Study will however review and make recommendations over the extent of centre boundaries and frontage designations. This will take account of the performance of the Development Plan and any implications from consents which have been granted or development that has occurred. As detailed in the table below there is the need to amend the sequential approach set out at para 4.39 to bring it into line with the NPPF. As with the housing and employment allocations a review of all retail and town centre use allocations will be carried out following the same 4 stage process outlined earlier (para 3.31). This review will consider any new retail capacity targets, the outcome from the work to establish employment land targets (with reference to office development), the continued deliverability of allocations and the existence of any potential new sites.

**Question 17: Do you agree with the Councils approach to retail and town centre uses?**

**Wind Energy Development**

4.32 The District's Core Strategy, adopted in March 2011, contains Core Policy 10 'Climate Change', and the Allocations & Development Management Development Plan Document (DPD), adopted in July 2013, includes Policy DM4 'Renewable and Low Carbon Energy Generation. These provided the basis for the production of the District's Wind Energy SPD which was adopted in March 2014. Since then, there have been significant changes in national guidance on policy for wind energy development. In this section of the Issues Paper, the current situation for wind energy development is discussed and the District Council's proposed approach to these matters is set out.

4.34 On 18<sup>th</sup> June 2015, the Secretary of State for Communities and Local Government issued a Ministerial Written Statement that introduced new considerations for proposed wind energy development. It advises that local planning authorities should only grant planning permission for wind turbines if:

- the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

4.35 These new considerations came into effect immediately, with transitional arrangements applying to valid applications received before 18<sup>th</sup> June, where no suitable sites have been identified in the relevant development plan. In these cases, only the second consideration applies. The Government's online planning guidance has been updated to incorporate the changes set out in the Written Statement and provides detail on how they should be implemented.

- 4.36 It is important to note that the new guidance in no way obliges the District Council to allocate land for wind energy development. Consultation undertaken during the production of the Wind Energy Supplementary Planning Document (SPD) (adopted March 2014) suggests that it would be difficult to win support from local communities for allocation. The District already contains a significant amount of wind energy development, and although some people are in favour of this, many residents, as well as Parish and Town Councils, have expressed objections. As well as being controversial, it is likely that the process of identifying areas suitable for allocation would be costly and time-consuming.
- 4.37 Rather than the District Council seeking to allocate land for new wind farms, a community-led approach is proposed instead. If there are areas of the District where residents wish to see further wind energy schemes brought forward, then a Neighbourhood Plan can be produced that identifies land for this purpose. The District Council would facilitate this. If there are no areas where the local community wants more wind energy, then no land will be allocated. This approach would reflect the Government's commitment to ensuring 'that local people have the final say on wind farm applications', as set out in the Written Statement.
- 4.38 The online planning practice guidance sets out advice on how to identify appropriate areas. These areas should be clearly allocated - maps showing the wind resource as favourable to wind turbines or similar will not be sufficient. Neither the District's Landscape Capacity Study (March 2014) nor the Landscape Character Assessment (adopted December 2013) should be regarded as identifying land suitable for further wind energy development. These documents should rather be seen as contributing to a basis for the assessment of the likely landscape and visual impacts of individual proposals.

**Question 18: Do you agree with the Council's proposed approach to Wind Energy?**

**Minor amendments to Core Policies**

- 4.39 As with the Spatial Policies, there are a number of other Core Policies that are likely to require minor amendment to achieve conformity with the NPPF. These are summarised in the table set out below. As before, those policies, or the parts of them, not identified in this document are considered to be in conformity.

<b>Policy</b>	<b>Areas of consideration</b>
Core Policy 6 Shaping our Employment Profile	Core Policy 6 had a relatively strong emphasis on safeguarding employment land needs to more explicitly cover the circumstances whereby employment land could or should be released, and the process for doing so. Reference to PPS4 also needs to be removed. NPPF paragraph 21 requires strong cross-referencing and mutual support between the Local Plan and the local economic strategy. While the Core Strategy does refer to the local economic



	strategy, it does so only in supporting text rather than in policy text.
Core Policy 7 Tourism Development	Core Policy 7 supports tourism development through seven bullet points. Most bullets are considered relatively consistent with NPPF para 23 (bullet point six) and para 28 (bullet point three). However, bullets 3 and 4 appears significantly more restrictive in terms of directing tourism development, particularly rural tourism, to specific locations than indicated by para 28, which only requires rural tourist development to 'respect the character of the countryside' and 'support the provision and expansion of tourist and visitor facilities in appropriate locations'. The NPPF also does not distinguish between scales of development, whereas bullet point 3's provisions differ depending on whether the development is considered 'significant' or not. One potential solution for rapidly boosting conformity of Core Policy 7 with the NPPF is to remove its more restrictive provisions, relying on other policies (e.g. urban design, landscape) to set the restrictions that tourism development must accord with, in common with all other types of development- this appears to be the approach taken by the NPPF.
Core Policy 8 Retail Hierarchy	The NPPF's retail hierarchy is stricter than Core Policy 8's- as currently drafted - it requires a sequential test starting with town centre, then edge of centre, whereas Core Policy 8 makes no distinction between town centre and edge of centre. Finally, reference to PPS4's approach to out-of-centre development needs to be replaced by reference to the NPPF approach.

**Question 19: Do you agree with the areas of minor amendment to Core Policies set out in the above table?**

**Section 5 Reviewing Area Policies**

5.1 As this paper has identified no need to change the overall strategic context of the plan it is considered that at this time there is no requirement to amend the Area Policies. This approach will be reviewed in light as the various elements of the plan review takes place including any evidence received during consultation on this Issues Paper.

**Question 20: Do you agree with the Council's approach to Area Policies?**

## Appendix 1 Proposed Amendments to the Local Development Scheme

<b>PROFILE – PLAN REVIEW</b>	
<b>Title:</b>	Newark & Sherwood Core Strategy DPD and Allocations & Development Management DPD Review <i>known as 'Plan Review'</i>
<b>Role and Content:</b>	To review progress of the Core Strategy DPD and Allocations & Development Management DPD to ensure that the policies and proposals within the DPDs are still fit for purpose and to prepare policies and allocations to meet pitch provision for Gypsies & Travellers
<b>Status:</b>	Development Plan Document (Local Plan)
<b>Chain of Conformity:</b>	National Planning Policy Framework
<b>Geographic Coverage:</b>	Newark and Sherwood District
Timetable for Production	<p><b>Preparation of document including evidence gathering (Ongoing)</b> Review of evidence base and where necessary commissioning of new evidence base studies. Scope extent of Plan Review and prepare Issues Paper</p> <p><b>Public Consultation on Plan Review Issues Paper and Integrated Impact Assessment Scoping Report (October/November 2015)</b></p> <p>Consideration of representations and discussions with community and stakeholders and formulation of a Draft Plan</p> <p><b>Public Consultation on 'Preferred Approach' Document (January/February/March 2016)</b></p> <p>Consideration of representations and formulation of Draft DPD</p> <p><b>Publication of Draft DPD (and final Integrated Impact Assessment) for period of Public Representation (May/June 2016)</b></p> <p>Consideration of representations and any potential amendments</p> <p><b>Submission of DPD to Secretary of State (July 2016)</b> <b>Examination by Inspector (2016)</b> <b>Receipt of Inspector's Report (2017)</b> <b>Adoption and Publication (2017)</b></p>
Arrangements for Production	Newark & Sherwood District Council Planning Policy Business Unit will lead the process, along with support from other relevant Business Units within the Council. Managed by Planning Policy Business Manager reporting to LDF Task Group and Economic Development Committee. Resourced in-house with joint working with other Nottinghamshire Councils

Year	2015												2016												2017						
Quarter	1 <sup>st</sup>			2 <sup>nd</sup>			3 <sup>rd</sup>			4 <sup>th</sup>			1 <sup>st</sup>			2 <sup>nd</sup>			3 <sup>rd</sup>			4 <sup>th</sup>									
Month	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR				
<b>DPDs</b>																															
Adopted DPDs – Plan Review																															
<b>SPDs</b>																															
Review of SPD implementation																															
<b>Other Documents</b>																															
Statement of Community Involvement (SCI)																															
<b>Neighbourhood Plans (NP)</b>																															
Southwell NP*																															

**Key**

<b>DPDs and NPs</b> Bold text denotes a Key Milestone	Consultation period/following the Publication of the Submission Draft, this would refer to the period for representations to be submitted		Pre-Hearing meeting period	
	<b>Publish Draft DPD/NP</b>		Hearing and Reporting Period	
	<b>Submit DPD/NP for Examination</b>		Receipt of Final Inspector's Report	
			<b>Adoption</b>	
			Review of DPD/SPD Implementation	
<b>NP specific</b>	Submit Draft NP to Local Authority		<b>Referendum</b>	
<b>SPDs/SCI</b>	Consultation Period		<b>Adoption</b>	

\*Responsibility of Southwell Town Council until submission to the Local Authority.

**WIND ENERGY DEVELOPMENT**

**1.0 Purpose of the Report**

1.1 To set before Members the details of recent changes and proposed changes in national guidance and policy concerning wind energy development and the approach taken to providing financial support for its production. Also, to discuss the possible implications of these changes, and to seek approval for the proposed approach to these issues.

**2.0 Background**

2.1 On 18<sup>th</sup> June 2015, the Secretary of State for Communities and Local Government issued a written statement setting out new considerations to be applied to proposed onshore wind energy development. The Government's online planning guidance has been updated to incorporate these changes and provide further detail on their implementation. Furthermore, the Energy Bill 2015 – 16 was introduced into the House of Lords on 9<sup>th</sup> July 2015. This Bill introduces new policies that, if enacted, will significantly impact upon onshore wind development.

**3.0 Written Statement (HCWS42)**

3.1 The Written Statement advises that local planning authorities (LPAs) should only grant planning permission for wind turbines if:

- The development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- Following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

3.2 This came into effect immediately, with transitional arrangements applying to valid applications received before 18<sup>th</sup> June, where no suitable sites have been identified in the relevant development plan. In these cases, only the second consideration applies.

**4.0 The Energy Bill 2015 - 2016**

4.1 Amongst other measures, the Energy Bill seeks to make legislative changes to remove large (50 megawatts or over) onshore wind farm schemes from the Nationally Significant Infrastructure Project regime. This would mean that LPAs would become the determining authority, and proposals would be assessed against the criteria set out above.

4.2 The Energy Bill also seeks to end public subsidies for new onshore wind in Great Britain under the Renewables Obligation from 1 April 2016. This is one year earlier than had been previously planned.

## **5.0 Potential implications**

- 5.1 Should all the proposed changes come into force, future onshore wind energy development in England will be significantly more difficult to bring forward. Not only will a new project have to pass substantially higher planning hurdles, it will also need to be economically viable without any financial support. Larger scale projects are the most profitable and would seem to be the least likely to gain planning consent under the new regime.
- 5.2 As there are currently no areas of the District identified as being suitable for wind energy, the first consideration of the Written Statement means that any new proposals for this type of development would be unlikely to gain consent. Even if areas are allocated in the future, the second consideration has the potential to cause developers great difficulty. Given the higher probability of refusal, it seems likely that applications for permission to construct new wind turbines will be received less frequently.

## **6.0 Proposed Approach to Wind Energy Development in the District**

- 6.1 The production of the Wind Energy SPD (adopted March 2014) and the associated Landscape Capacity Study provided an insight into attitudes towards wind energy development in the District, through consultation with residents and Parish and Town Councils. Consultation responses revealed little enthusiasm and widespread hostility towards further development of this type.
- 6.2 Crucially, the new guidance does not require LPAs to identify and allocate areas suitable for wind energy development. To do so would require a significant investment of time and money. It should be noted that neither the Landscape Capacity Study, nor the Landscape Character Assessment (adopted 2013), perform this function, although they could provide evidence to contribute to such work.
- 6.3 Rather than the District Council seeking to allocate land for new wind farms, a community-led approach is proposed instead. If there are areas of the District where residents wish to see further wind energy schemes brought forward, then a Neighbourhood Plan can be produced that identifies land for this purpose. The District Council would facilitate this. If there are no areas where the local community wants more wind energy, then no land will be allocated.
- 6.4 The approach set out above is put forward in the Issues Paper (already discussed). It should be noted that the new Government policy and guidance is already taken into account by Development Management Officers when assessing planning applications, four of which fall under the transitional arrangements.

## **7.0 Equalities Implications**

- 7.1 There are no obvious equality implications.

## **8.0 RECOMMENDATIONS that:**

- a) **the contents of the report be noted, and**
- b) **the Committee approve the proposed approach to wind energy development in the District as set out above.**

### Reason for Recommendations

To allow committee to note the contents of the report and to ensure that the District Council's approach to wind energy development is in line with current Government policy and guidance.

### Background Papers

Nil

For further information please contact Adrian Allenbury on Ext 5862.

Kirstin H Cole  
Deputy Chief Executive

**EAST COAST MAINLINE LEVEL CROSSING CLOSURE PROGRAMME - UPDATE**

**1.0 Purpose of the Report**

- 1.1 To update Members on the East Coast Main Line level crossing closure programme.

**2.0 Background Information**

- 2.1 The District Council was consulted by Network Rail on two phases of a feasibility study that was intended to lead to a programme of level crossing closures on the East Coast Main Line. Detailed consultation responses were submitted, the most recent of which received approval from Economic Development Committee on 11<sup>th</sup> March 2015. Through this consultation Network Rail were made aware of the concerns of Town and Parish Councils, Local Members, District residents and Officers from the Council's Planning Policy and Community Safety Business Units regarding certain of the proposed closures.
- 2.2 Following the most recent phase of consultation, the District Council received a letter from Network Rail stating that they would not be proceeding with the level crossing closure programme in line with the timetable that had been set out. Planning Officers then attended a meeting with representatives of Network Rail in order to gain a clearer understanding of the implications of this particularly in relation to the Local Plan Review.

**3.0 Update on the East Coast Mainline Level Crossing Closure Programme**

- 3.1 Due to Network Rail's financial position, it is very unlikely that the level crossing closure programme will proceed before 2019. Although it is still intended to implement the programme at some time, it is not possible to say when this will be. It is hoped that the East Coast Main Line will eventually be suitable for trains to travel at speeds of up to one hundred and forty miles per hour, and the closure programme, along with other work, needs to be carried out for this to be possible.
- 3.2 The Whitehouse Lane level crossing in Newark, often referred to as Hatchet's Lane, has been temporarily closed to protect public safety. This follows three incidents in recent weeks when train drivers were forced to apply the brakes because of pedestrians stepping onto the crossing despite the red warning light being on. Network Rail plan to make this closure permanent, and make improvements to an alternative pedestrian and cycle route (please see appendix A for the most recent preferred option) as a replacement. This will be funded by money set aside for the removal of the most dangerous crossings. It is intended that this will happen before 2019.
- 3.3 Other level crossing closures may take place if the opportunity arises to carry out this work as part of other development. Further consultation by Network Rail may be carried out in this situation, along with the consultation that would normally form part of the assessment of a planning application.
- 3.4 The scheme to replace the Barnby crossing, which involves the construction of a bridge, means that it will be necessary to safeguard for this purpose land within the allocation NAP2B 'Land East of Newark'. The area safeguarded will be identified using information supplied by Network Rail.

#### **4.0 Equalities Implications**

4.1 The potential equalities implications of any proposal to close level crossing would need to be considered. The delay in the implementation of the programme does not appear to have any significant equality implications.

#### **5.0 RECOMMENDATION**

**That the report be noted.**

##### Reason for Recommendation

To allow Committee to note the contents of the report.

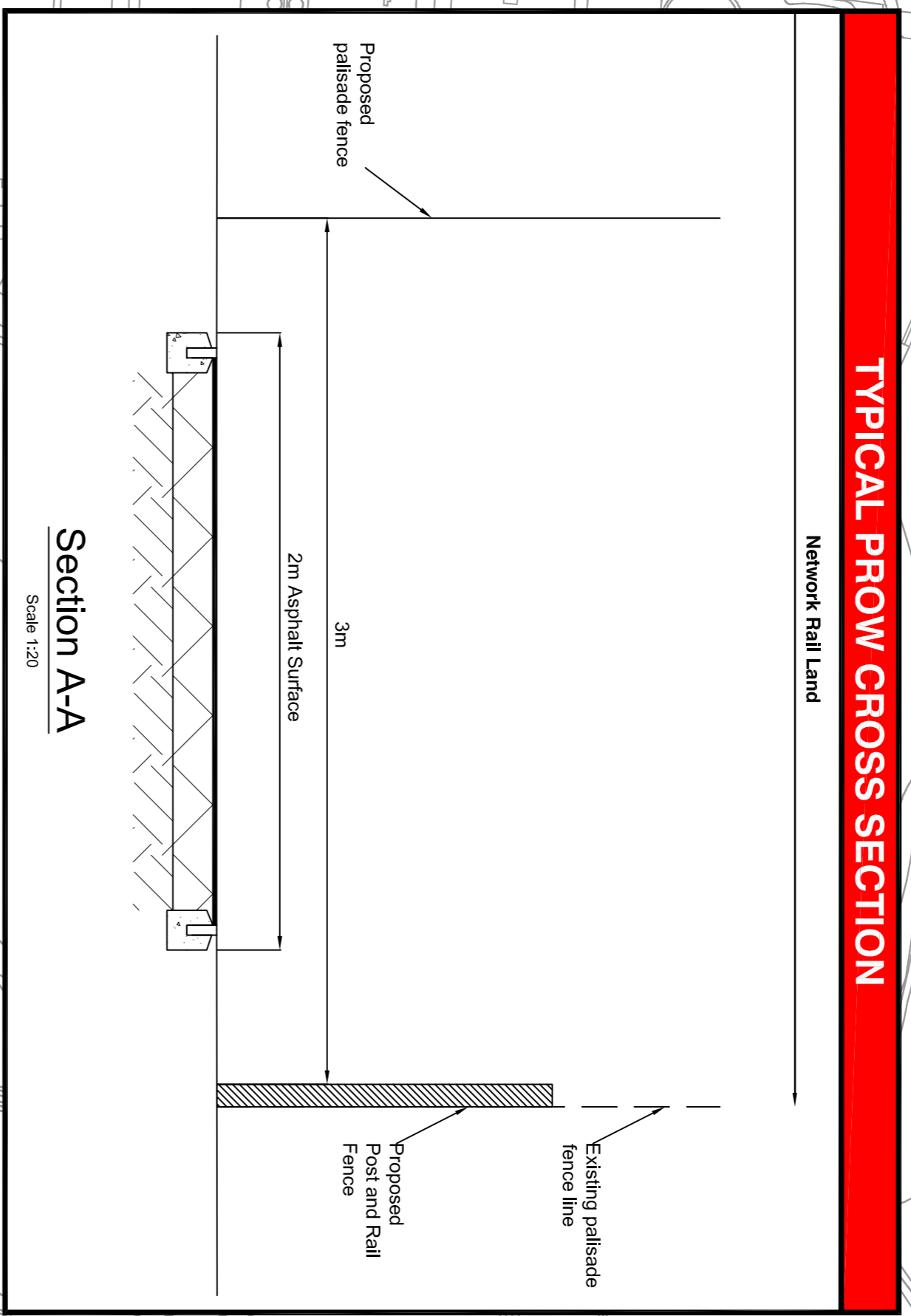
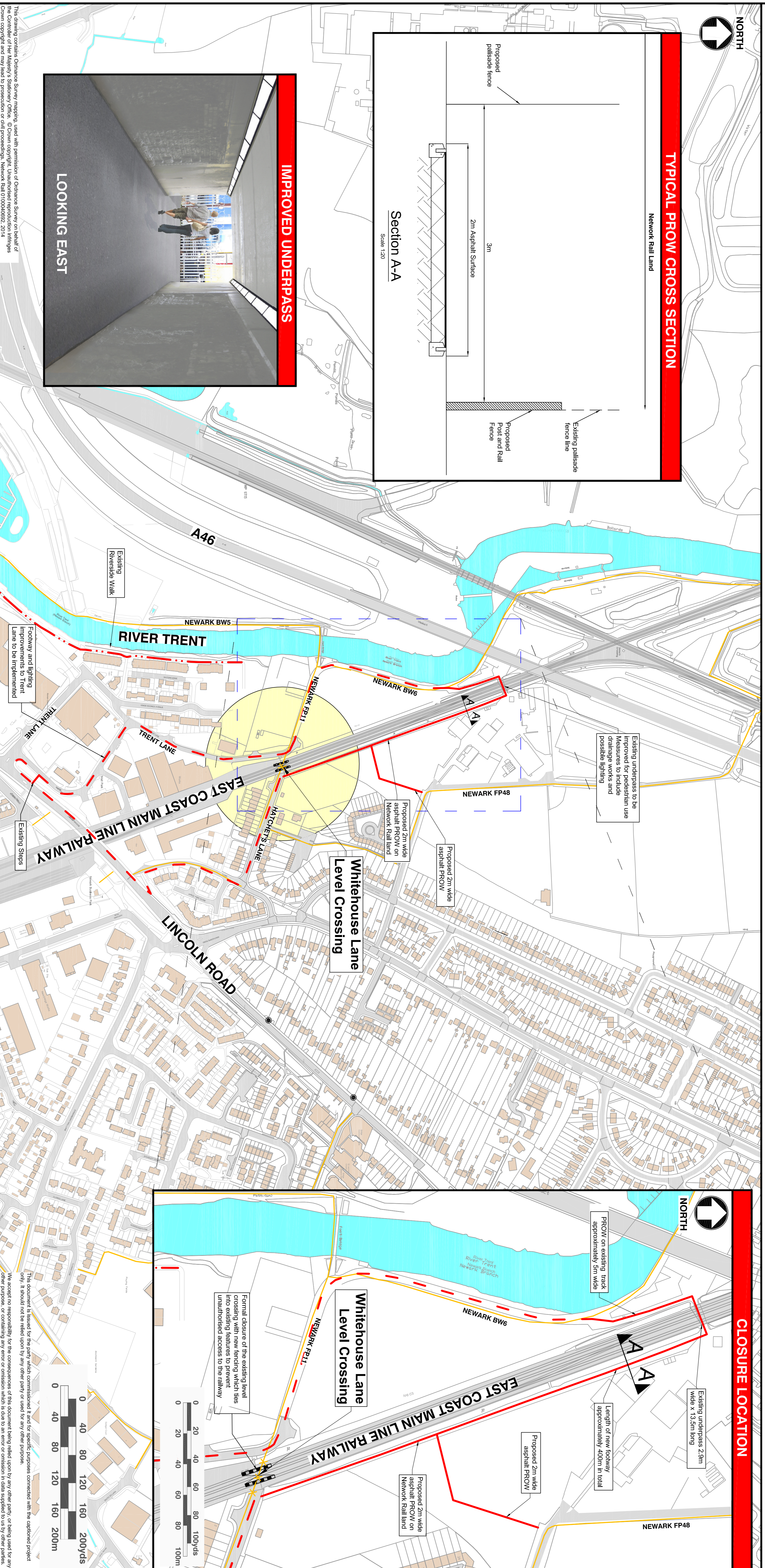
##### Background Papers

Nil

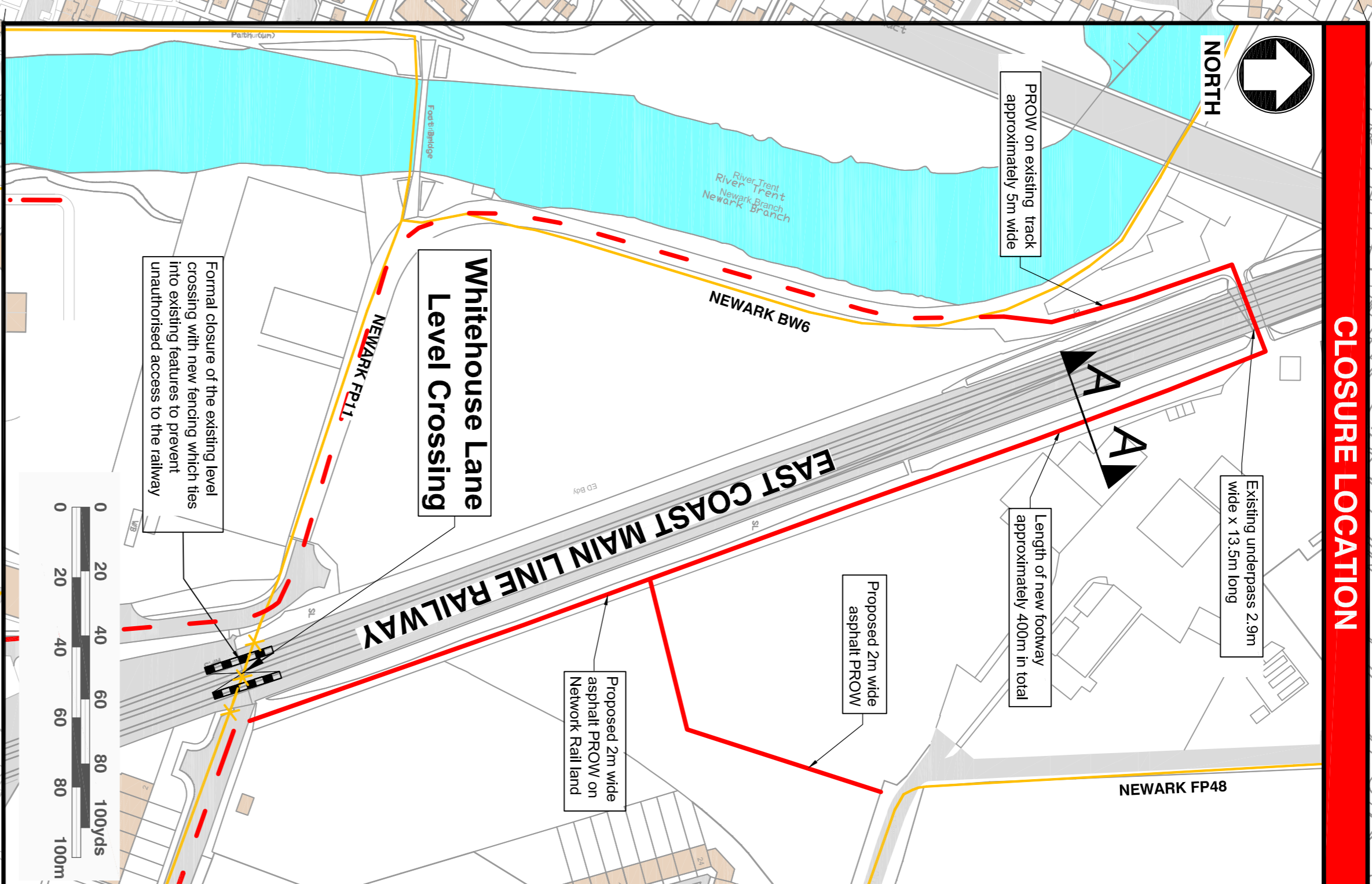
For further information please contact Adrian Allenbury on Ext 5862

Kirstin H Cole  
Deputy Chief Executive





### CLOSURE LOCATION



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### EXISTING CONDITIONS

It is proposed to close the existing East Coast Main Line (ECML) footpath level crossing known as Whitehouse Lane located on Hatchet's Lane in Nottinghamshire to the north east of Newark on Trent. Whitehouse Lane level crossing serves a footpath on the Trent Valley Way.

### PREFERRED SOLUTION

Access to the railway at Whitehouse Lane level crossing in this location would be prevented with the provision of new fencing which ties into the existing fencing.

To enable the closure of Whitehouse Lane level crossing, it is proposed to use alternative routes via local roads and other Public Rights of Way (PROW) to both the north and south.

This will involve the creation of new PROW's and footways, and improvements to an existing underpass to the north.

### KEY

- FP/BW Existing Public Right of Way - Footpath / Bridleway
  - Existing Public Right of Way to be extinguished (over existing level crossing)
  - Proposed new PROW
  - Pedestrian diversion using existing routes
  - Existing Riverside Walk
  - Bus Stops (Existing)
- Plan is illustrative for consultation purposes only