



Development Plan Document (DPD) Publication Stage Representation Form

Publication Amended Allocations & Development Management Development Plan Document (DPD)

A guidance note has been produced to assist in the completion of this form. Copies have been provided in correspondence and additional copies are available at: Castle House, Libraries in the District and <https://www.newark-sherwooddc.gov.uk/aadm-representation/>

Newark and Sherwood District Council is seeking your comments on the Publication Amended Allocations & Development Management DPD ('Publication AADMDPD'). Comments received at this stage should be about whether the Plan is legally compliant, sound and whether it has met the duty to cooperate. All representations must be received by the Council by 12 Noon on 9th January 2023.

This form has two parts- Part A- Personal / Agent Details and Part B- Your Representation(s) and further notification requests. (Please fill in a separate sheet (Part B) for each aspect or part of the Local Plan you wish to make representation on). Documents to support your representations (optional) should be referenced.

Privacy Notice

Apart from your comments below, the personal information you have provided will only be used by Newark & Sherwood District Council in accordance with the UK General Data Protection Regulation and the Data Protection Act 2018 and will not be shared with any third party.

The basis under which the Council uses personal data for this purpose is to undertake a public task.

The information that you have provided will be kept in accordance with the Council's retention schedule, which can be found at: <https://www.newark-sherwooddc.gov.uk/dataprotection/>

Please note the Council cannot accept anonymous responses. All representations received will be made available for public inspection and therefore cannot be treated as confidential. They will also be:

- Published in the public domain;
- Published on the Council's website;
- Shared with other organisations for the purpose of developing/adopting the Publication AADMDPD and forwarded to the Secretary of State for consideration;
- Made available to the Planning Inspector appointed by the Secretary of State to examine the Publication AADMDPD; and
- Used by the Inspector to contact you regarding the Examination of the Plan.

When making representations available on the Council's website the Council will remove all telephone numbers, email addresses and signatures.

By submitting your Response Form/representation, you agree to your personal details being processed in accordance with these Data Protection Terms.

PART A- Personal / Agent Details

In circumstances where individuals/groups share a similar view, it would be helpful to the Inspector to make a single representation, stating how many people the submission is representing and how the representation was authorised.

1. Personal Details

2. Agents Details

**If an agent is appointed, please complete only the Title, Name and Organisation boxes below but complete the full contact details of the agent in 2.*

Title	<input type="text"/>	<input type="text" value="Mrs"/>
First Name	<input type="text"/>	<input type="text" value="Gabrielle"/>
Last Name	<input type="text"/>	<input type="text" value="Rowan"/>
Job Title (where relevant)	<input type="text"/>	<input type="text" value="Director"/>
Organisation (where relevant)	<input type="text" value="Trustees of Thoresby Settlement"/>	<input type="text" value="Pegasus Group"/>
Address Line 1	<input type="text"/>	<input type="text" value="Suite 4 Pioneer House"/>
Line 2	<input type="text"/>	<input type="text" value="Vision Park"/>
Line 3	<input type="text"/>	<input type="text" value="Histon"/>
Line 4	<input type="text"/>	<input type="text" value="Cambridge"/>
Post Code	<input type="text"/>	<input type="text" value="CB24 9NL"/>
Telephone Number	<input type="text"/>	<input type="text" value="REDACTED"/>
Email Address	<input type="text"/>	<input type="text" value="REDACTED"/>

Name or Organisation:	Trustees of Thoresby Settlement c/o Pegasus Group
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PART B- Representation(s)

3. To which part of the DPD does this Representation relate?

Part of the Publication AADMDPD:	Mark if Relevant (X)	Specify number/part/document:
Amended AADMDPD Paragraph Number		Paragraph Number:
Amended AADMDPD Policy Number	x	Policy Number: Sha/L/1 - Laxton
Amended AADMDPD Policies Map Amendments		Part of Policy Map:
Integrated Impact Assessment ¹		Paragraph Number:
Statement of Consultation		Paragraph Number:
Supporting Evidence Base		Document Name: Page/Paragraph:

4. Do you consider the DPD to be LEGALLY COMPLIANT?

Yes x

No

5 Do you consider the DPD to comply with the Duty-to-Cooperate?

Yes x

No

6. Do you consider the DPD to be SOUND?

Yes

No x

*The considerations in relation to the Legal Compliance, Duty to Cooperate and the DPD being 'Sound' are explained in the Newark & Sherwood Development Plan Document Representation Guidance Notes and in Paragraph 35 of National Planning Policy Framework 2021 (NPPF).

¹ The Integrated Impact Assessment (IIA) integrates Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Equalities Impact Assessment (EqIA) and Health Impact Assessment (HIA). Sustainability Appraisals (SA) are a requirement of the Planning and Compulsory Purchase Act 2004 and Strategic Environmental Assessments (SEA) are required by European Directive EC/2001/42, which was transposed into UK law by the Environmental Assessment Regulations for Plans and Programmes (July 2004). The EqIA is a way of demonstrating the District Council is fulfilling the requirements of the Public Sector Equality Duty contained in section 149 of the Equality Act 2010. HIA is a recognised process for considering the health impacts of plans and undertaking this type of assessment is widely seen as best practice.

7. The DPD is not sound because it is not:

- (1) Positively Prepared
- (2) Justified
- (3) Effective
- (4) Consistent with national policy

8. Please provide precise details of why you believe the DPD is, or is not, legally compliant, sound or in compliance with the duty to cooperate in the box below.

If you wish to provide supplementary information to support your details, please ensure they are clearly referenced.

Please see attached comments.

(Continue on a separate sheet/expand box if necessary)

9. Please set out what change(s) you consider necessary to make the DPD legally compliant or sound, having regard to the test you have identified at 6 above where this relates to soundness. You will need to say why this change will make the DPD legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see attached comments.

(Continue on a separate sheet/expand box if necessary)

Please note your Representation should cover succinctly all the information, evidence and supporting Information necessary to support/justify the Representation and the suggested change, as there will not normally be a subsequent opportunity to make further Representations based on the original Representations at the Publication stage. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for Examination.

10. If your Representation is seeking a change, do you consider it necessary to participate at the oral part of the examination?

No, I do not wish to participate at the oral Examination	Yes, I wish to participate at the oral Examination
<input type="checkbox"/>	<input checked="" type="checkbox"/>

11. If you wish to participate at the oral part of the Examination, please outline why you consider this to be necessary.

It would be useful to set out the reasons why the recommended changes to the wording of Policy Sha/L/1 – Laxton are proposed and necessary.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the Examination.

12. Please tick the relevant boxes below to receive notifications (via email) on the following events:

- | | |
|---|---|
| DPD submitted to the Secretary of State for Inspection | X |
| Examination in Public hearing sessions | X |
| Planning Inspector's recommendations for the DPD have been published. | X |
| DPD has been formally adopted. | X |

Date: 27 January 2023

Signature:



Please return this form by 12 Noon on 9th January 2023 to one of the addresses below:

Email: planningpolicy@nsdc.info

Post: Planning Policy & Infrastructure Business Unit
Newark & Sherwood District Council
Castle House
Great North Road
Newark
NG24 1BY

Information is available at:

<https://www.newark-sherwooddc.gov.uk/aadm-representation/>

Office Use Only

Date of Receipt:

Representation No:

Newark and Sherwood District Council
Newark & Sherwood Local Development Framework Plan Review –
Site Submission Form

This form should be used to submit new potential development sites for consideration as part of any future Newark & Sherwood Local Development Framework plan or plan review process.

Please note submission of land is not limited to development for housing. We are also seeking information regarding land for employment, retail or other uses. Whilst only large sites (>0.25ha) may be fully assessed, information on all sites available is welcomed. Central Government policy now requires allocation of some small sites. We are particularly keen for submission of brownfield sites (previously developed land) for consideration. An up-to-date understanding of available sites will help the Council focus on delivering the development the government is seeking.

Once you have submitted this form and a site location plan, the site's suitability for future development will be assessed. It should be noted that this assessment does not carry any planning weight in itself and does not equate to planning permission. The purpose of the exercise is to provide as full a picture as possible of the potential supply of land for development in the District. Sites submitted to the District Council through this process will be openly available to the public and information submitted about the site will not be treated as confidential (see privacy note below).

Completed forms and site location plans should be returned by email to planningpolicy@nsdc.info or by post to Planning Policy, Newark & Sherwood District Council, Castle House, Great North Road, Newark Notts NG24 1BY

Your Contact Details:	
Name:	
Organisation: Thoresby Settlement c/o Pegasus Group	
Address:	
Postcode:	
.....	
Email address:	Telephone:

If you have appointed someone to act on your behalf please enter their details here:	
Name: Gabrielle Rowan	
Organisation: Pegasus Group	
Address: Suite 4, Pioneer House, Vision Park, Histon, Cambridge,	
Postcode: CB24 9NL	
.....	

Email address:
gabrielle.rowan@pegasusgroup.co.uk

Telephone: 07917 847422

1. Site Information (please also provide a site location plan)

a. Site address	Land at Blackhills Farm, Edwinstowe
b. OS grid reference	
c. Site area (Hectares)	4.5 ha

2. Timescale (when do you consider the site will be available for development?)

Within 5 years	Within 5-10 years	Within 10-15 years	Beyond 15 years or unknown
x			

3. Site Description (please provide as much detail as possible)

a. What is the site's current use?	Agriculture
b. What was the site's previous use?	-
c. What is the proposed use for the site (e.g. housing, employment, retail etc.)	Employment (Use Class E (g) (i-iii), B2 or B8 depending on market conditions and demand)

4. Economic Viability

a. Is a developer willing to invest in the site? (please give details)	Please see attached submission
b. Has a developer already invested in the site (please give details)	No
c. How many dwellings is the developer hoping to build?	n/a

5. Known Constraints (please provide as much detail as possible)

a. Nature conservation issues (i.e. presence of a Local Wildlife Site, SSSI, Tree Preservation order(s) etc.)	None
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b. Are you aware of any site contamination issues (if yes, please give details)	None
c. Land ownership constraints/ ransom strips?	None
d. Other known constraints (i.e. bad neighbouring uses, flood risk etc.)?	None

6. Site Accessibility

a. Does the site have access to an adopted highway? (please describe)	Existing agricultural access. Adequate road frontage.
b. Is the settlement served by public transport?	Yes
c. Does the site have access to utility services? (e.g. gas, electricity, water, sewerage etc.)	Yes
d. Are you aware of any restrictive covenants within or adjacent to the site?	No

If you have any queries, please contact a member of the Planning Policy team via email at planningpolicy@nsdc.info or by calling (01636) 650000.

PRIVACY NOTICE

The Council will process any personally identifiable data that you provide in accordance with our responsibilities under the General Data Protection Regulation (GDPR) and the Data Protection Act 2018. Full details are available on our website <https://www.newark-sherwooddc.gov.uk/yourcouncil/privacy/>. Alternatively, contact our Information Governance team at freedom@nsdc.info or 01636 655216.



P21-1302

21 September 2021

Planning Policy,
Newark & Sherwood District Council,
Castle House,
Great North Road,
Newark
Notts
NG24 1BY

BY EMAIL ONLY

Dear Sirs

Newark & Sherwood Allocations & Development Management Policies DPD
Land at Blackhills Farm, Edwinstowe
Response on behalf of Thoresby Settlement

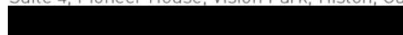
Thank you for this opportunity to submit comments in relation to the Newark & Sherwood Allocations & Development Management Policies DPD. We submit comments on behalf of our client, Thoresby Settlement who has land interests at Blackhills Farm, Edwinstowe.

We have provided general comments in relation to the employment strategy as set out in the consultation document and have highlighted the relevant paragraph numbers or question that our comments relate to.

We also submit a potential commercial site for the Council's consideration. It is considered that this site is suitable for commercial purposes and can assist the District in meeting its future employment needs. It is promoted for uses E (g) (i-iii), B2 or B8 uses depending on market conditions and demand. Accordingly, we submit the following information with this detailed representation letter to support the submission:

1. A completed site submissions form;
2. An indicative site layout plan demonstrating how the site can be developed (ref: P21-1302_01A); and
3. An Economic Needs Assessment.

Suite 4, Pioneer House, Vision Park, Histon, Cambridge, CB24 9NL



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Chapter 5.0 Housing and Employment Requirements

Chapter 5.0 of the Allocations and Development Management Policies DPD (A&DM DPM) sets out the proposed housing and employment allocations for the District. Paragraph 5.1.1 states that when assessing the housing and employment requirements in the Adopted Core Strategy (2019) it is considered that sufficient capacity remains within the allocations being carried forward. This position is disputed as set out in detail in the attached Economic Needs Assessment which concludes that there is no employment land supply available for current or prospective occupiers in need of new, unconsented space in the next five years in six of the seven districts areas. The previous Core Strategy is based on evidence that is out of date to such an extent that it has not been possible for the Council to accurately assess the current employment needs and provision of the District and to adequately take into account the changing position caused by recent significant events such as the COVID-19 global pandemic and Britain's withdrawal from the European Union.

The current Strategic Housing and Employment Land Availability Assessment (SHELAA 2021) was published late with this consultation and not all appendices are available. The late publication of this supporting material will have made it difficult for most consultees to adequately assess the current economic position of the District. The SHELAA only identifies 5.62 hectares of employment land in the Sherwood Area and only 3.23 ha of land in Edwinstowe (Thoresby Colliery site). None of this is forecast to be delivered within the first five years of the plan period. This seems disproportionate compared with the 1766 new dwellings identified in Edwinstowe for the plan period.

The preferred approach set out in paragraph 5.1.5 refers to categorising five sites (in addition to the employment allocations) as 'available employment land in a designated employment area' which will be, subject to assessment of the ongoing value of the designation, defined on the Policies Map. The additional five sites to have this status are not located within the Sherwood Area and no additional employment sites (apart from the employment allocation at Thoresby Colliery) are identified in Edwinstowe.

Question 24–Designated Employment Area–Do you agree with this approach?

We do not support this approach as clarification is needed as to the status of a designated employment area and if this equates to an employment allocation. However, regardless of the status of sites, the approach is flawed as it is not based on up-to-date evidence as to the full extent of the employment needs in the District and therefore it is unlikely that the quantum of employment sites identified will meet the future needs of the District. It is considered that additional employment sites are needed to ensure that the District has the ability to grow economically at similar rates to the national average. There is a particular need to allocate additional employment sites in Edwinstowe in order to reflect the housing growth allocated in this settlement and to ensure a correct balance of hokes and jobs are provided.

Further information is set out in our submitted Economic Needs Assessment which highlights the current economic position of the District and justification as to why additional employment allocations are needed

We set out below particular detailed points in relation to a potential employment site in Edwinstowe.

Employment Uses at Land at Blackhills Farm, Edwinstowe

To support the identification of the site at Blackhills Farm, Edwinstowe for employment and commercial uses (Use Classes E (g) (i-iii), B2 or B8), we submit the following information for the Council's consideration:

1. A completed site submissions form;
2. An indicative site layout plan demonstrating how the site can be developed; and
3. An Economic Needs Assessment.

This supporting information demonstrates how this site can be developed for employment and commercial purposes and how it can assist the Council in meeting its aims and objectives for employment growth in the area.

The site at Blackhills Farm is located on Ollerton Road (A6075) to the east of Edwinstowe immediately adjacent to the development boundary for Edwinstowe. It is opposite the Thoresby Colliery allocation site which has received planning permission for mixed use development including residential, employment, education and leisure uses. This is currently being developed.

The current adopted Local Plan for Newark and Sherwood District comprises the following documents:

NSDC Amended Core Strategy (Adopted 2019)

NSDC Allocations and Development Management DPD (Adopted 2013)
(under review as part of this consultation)

The Adopted Core Strategy (as amended) sets out the District Council's spatial policy framework for delivering development and change needed to achieve the vision for the District up to 2033.

The Adopted Core Strategy identifies Edwinstowe as a Service Centre with a regeneration focus. Policy SP2 Spatial Policy states that Edwinstowe will grow by 25% (housing growth) in the plan period. The Policy identifies that the Sherwood Area (including Edwinstowe) will need to provide an additional 16.2 hectares of employment land. However, this justification and need for 16.2 hectares is based on out-of-date evidence base information and is not considered to be relevant or can be given any weight. It is considered that the economic needs of the District should be reviewed in view of recent trends and current events. Spatial Policy ShAP3 sets out the role of Edwinstowe and states that new housing and employment opportunities will be promoted within the existing village and within the former Thoresby Colliery as set out in Spatial Policy ShAP 4. No further employment allocations are proposed as set out in paragraph 5.24 of the A&DM DPD.

Core Policy 6 Shaping our Economic Profile seeks to strengthen and broaden the economy of the District and provide a diverse range of employment opportunities. One criterion of the policy seeks to encourage the development of priority business sectors including business and financial services, knowledge intensive enterprises, telecoms, food and drink,

sustainable energy and environmental technologies, and logistics and distribution. The policy seeks to provide most economic growth at the sub-regional centre of Newark and a lesser scale at the service centres and principal villages to match their size, role and regeneration needs. The aim of CP6 seems not to be met by ShAP3 or ShAP4 as not enough commercial sites are allocated to meet these business needs.

The site at Blackhills Farm represents a good opportunity to provide employment development due to its close links with the proposed employment allocation at Thoresby Colliery and the built-up part of Edwinstowe and will ensure that by providing a range of suitable sites in and adjacent to service centres this will enable employment needs to be maintained and increased by meeting the needs of both traditional and emerging business sectors and types as set out in the Core Strategy policy.

As set out in our submitted Economic Needs Assessment, the evidence base for the Site Allocations and DM DPD is out of date and does not provide an accurate position or forecast for economic growth and development in the District which correctly takes into account recent trends relating to the COVID-19 global pandemic nor Britain's exit from the European Union. Both elements have had significant impact on the employment sector and changing trends which need to be accommodated in the provision of suitable employment sites in the District.

We have shown in our Economic Needs Assessment that, at present, the District lags behind the national average in terms of economic growth and employment levels and that there is no up-to-date evidence which demonstrates a robust employment strategy to provide adequate levels of commercial development which can overcome this faltering.

The Thoresby Colliery mixed-use development site proposes approximately 32,000 sq.m. of B1/B2 floor space (or equivalent Class E uses). This is the only allocated employment site in Edwinstowe which is identified as a key service centre in the District. It is considered that this level of employment provision in a town which has been identified in the Adopted Core Strategy (Policy SP2) to grow by 25% is not adequate and does not reflect the level of proposed housing growth in the town nor the employment needs of the existing and future residents or the economic aspirations of the District. The level of provision of B1/B2

uses in this location will not provide adequate provision for B2 or B8 uses which as set out in our report, is a growing sector.

It is considered that the site at Blackhills Farm, Edwinstowe would be an ideal site for the provision of Class E (g) (i-iii), B2 or B8 uses due to its location and good links to the town and highway network and the good connections to neighbouring towns and Nottingham.

This site is located in the flood zone 1. The site is adjacent to an area in flood zone 2 and 3. However, this does not form part of the proposed development site and appropriate mitigation measures can be sought if deemed necessary in terms of appropriate buffer zones between the flood zone boundary and built development.

The site is not subject to any environmental constraints or designations.

The site is available for commercial development in the immediate term and can assist the District in meeting its employment needs within the early stages of the Plan period.

The indicative concept plan submitted with these representations demonstrates how the site can be developed for commercial purposes. The plan shows that there is a good inter-relationship with the adjacent new residential and commercial development. There is adequate space within the site to provide for pleasant-landscaped areas and footpath links to the adjacent areas to improve these links further. The scale of buildings shown provides for a range of uses to include Use Classes E (g) (i-iii), B2 or B8 uses depending on market conditions and demand. It is considered that between 5-10,000 sq. m. of floorspace could be provided on site allowing sufficient space for parking and access arrangements and necessary attenuation of the site. These buildings would be designed to be low-profile to ensure that these are sensitively designed and not impactful of the surrounding area. The landscaped areas would help to provide a softened buffer between the site and the surrounding area and the countryside beyond.

The indicative layout shown is flexible and can be adapted to meet the changing needs of the local economic market.

Summary

It is considered that the Allocations & Development Management Policies DPD does not identify adequate commercial sites within the District and particularly in the Sherwood area especially as there is limited new unconsented sites available within the first 5 years of the Plan.

It is set out in our submission that there is unmet demand for such uses in the District. It is considered that the identification of commercial sites, including land at Blackhills, Edwinstowe would support the provision of jobs and assist the Council in meeting the objectives as set out in the Core Strategy for job and economic growth in the area.

Our comments are summarised as follows:

The site at Blackhills Farm, Edwinstowe is well related to the existing settlement at Edwinstowe and the proposed new mixed-use development at the Thoresby Colliery site.

The site can provide for in-demand commercial uses (Class E (g) (i-iii), B2 or B8 uses) which are not adequately provided for within Edwinstowe.

The site can provide employment space within the immediate plan period (0-5 years).

The existing evidence base for the Core Strategy which sets the overriding employment provision is out of date and cannot be given any weight.

The Economic Needs Assessment submitted to support these representations clearly sets out the need for the Council to allocate additional employment sites in the District.

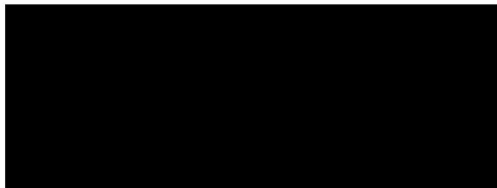
The indicative concept plan demonstrates how the site can be suitably developed for commercial uses with adequate space for parking, landscaped areas and necessary attenuation.

- The identification of this site for employment and commercial uses will help to achieve the objectives of the Core Strategy.

We trust this information is useful for your present purposes and your assessment of available employment land in the District and we look forward to receiving information regarding future consultations.

If you require any further information in the meantime, please do not hesitate to contact us and we would welcome the opportunity to meet with Officers to discuss this site further.

Yours faithfully



Gabrielle Rowan
Associate





LAND AT BLACKHILLS FARM, EDWINSTOWE

ECONOMIC NEEDS ASSESSMENT

On behalf of the Thoresby Settlement

Date: September 2021

Pegasus Reference: AP/P21-1302

Pegasus Group

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EXECUTIVE SUMMARY

This Economic Assessment Report forms part of a response to the consultation by Newark & Sherwood District Council of the Amended Allocations and Development Management Policies Development Plan Document.

It assesses the need, and existing evidence of need, for the provision of employment space in the Newark & Sherwood District area, with respect to a proposed employment allocation at Blackhills Farm, Edwinstowe. The site offers the potential for 8,000sqm of commercial floorspace and is located south of Ollerton Road, to the east of Edwinstowe. The site is described in full in the main submission accompanying this Economic Assessment Report.

The headline finding of the report is that in six of the seven district areas, there is NO EMPLOYMENT LAND SUPPLY available for current or prospective occupiers in need of new, unconsented space in the next five years. Just 25 hectares is available within 5 years on two sites near Newark. This is based on data from the Council's most recent Strategic Housing and Economic Land Availability Assessment that was only made available to consultees at the end of the consultation period.

This means that other consultees and stakeholders who are unlikely to be aware of this supply position, and who would almost certainly wish to have a say on it in the consultation, will not have been able to.

This supply position raises a number of other serious planning and economic development concerns for the Council and stakeholders which are set out in the Overall Conclusions in section 6. As such, we are calling on the Council to identify and allocate more appropriate employment sites straight away – including the one that is the subject of this report – to be brought forward as soon as possible within 5 years. This is necessary to minimise the economic impact of occupiers/investors being unable to locate or expand in the district as a result of the land supply position, who are forced to relocate or chose other locations.

These additional allocations are also fundamental to the district achieving any of its Economic Development objectives including economic and job growth, reducing out-commuting, growing the business base, developing skills in the labour market and so on. Without any space to grow in the district outside of the Newark/rural south area until 2026 at the earliest, few of these aspirations can be achieved.

Turning to the additional content and structure of this report, the first section contains an economic profile of the district. This is to establish the characteristics of the area in order to understand its future development needs and priorities.

This finds that the area has a diverse economy but with a particular strength in logistics and transport relative to national and regional levels. This includes evidence of especially rapid employment growth in the sector of 200% to over 6,000 people from 2018 to 2019. Furthermore, it is found that workplaces wages in the district, which have historically lagged behind resident wages, jumped by over 21% between 2019 and 2020.

This wages differential, where resident workers earn more than workplace workers, is an indication of low employment densities and a district where many people leave to work and obtain better wages. Due to this out-commuting, this presents a particular challenge to sustainable development. This can be addressed through economic development that increases job density and brings jobs and sector specialisms to the district, in turn raising wages.

Newark and Sherwood's clear specialism in logistics and the rapid recent growth of this sector, in line with the growth of e-commerce and the digital economy, presents just such an opportunity. The aforementioned rapid rebalancing of wage growth offers an early indication that the district is well positioned - and beginning to benefit from - the changes taking place in the modern economy and accelerated by the Covid-19 pandemic.

The logistics sector and its significance to Newark & Sherwood is dealt with in more detail in section 3. In general, property agents report an urgent need for 'last-mile' distribution facilities – B8 type uses – that are needed for rapid delivery systems and infrastructure, and to facilitate the rapid growth of e-commerce and shifting retail patterns. These requirements had been evident prior to the Covid-19 pandemic, but as a result of the pandemic, user's 2-3 year forward capacity needs have come to a head in a single year.

Crucially, the clear opportunity to capitalise on the growth, development and specialism of the logistics sector in Newark & Sherwood is in danger of being lost because of the employment land supply position. Furthermore, the role of the logistics sector in supporting the wider economy to function means that restricting its development can have much further reaching consequences than would otherwise be the case for a single sector.

Section 2 assesses the commercial development trends in Newark & Sherwood that demonstrate its importance to the region, as well as the importance of the Sherwood sub-area to the district. Of 7 sub-areas, Sherwood accounts for 30% of commercial permissions since 2006.

Section 4 presents the assessment of supply and demand data from key evidence sources, which reveal the headline finding relating to the current land supply position and the absence of near-term allocations.

1. ECONOMIC PROFILE

1.2 This section presents a profile of the Newark and Sherwood district economy, which is benchmarked against the region (East Midlands) and the nation. The purpose of establishing the area's socio-economic baseline is to understand the strengths and weaknesses in the district so that one can better understand its needs.

1.3 The following topics are examined:

Employment – Change over time

Sectors – Key sectors in the district, including growth and contraction

Business Population and Growth – Business growth and Start ups

Resident and Worker Wages Comparison

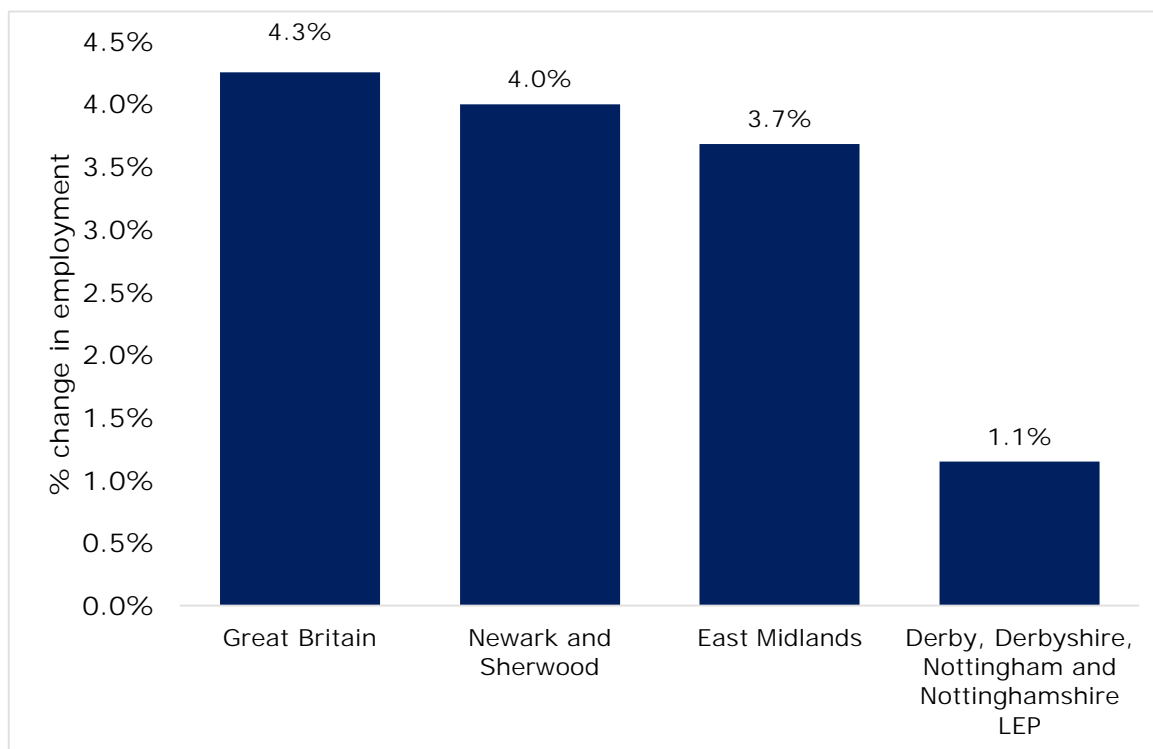
Summary and Conclusions

Employment

1.4 Based on the most recent ONS data from the Business Register & Employment Survey (BRES), in 2019 around 52,000 people – including the self-employed – worked in Newark and Sherwood.

1.5 Between 2015 and 2019, Newark and Sherwood experienced an increase in employment of 2,000 jobs or 4%. This was marginally above the growth rate seen in the region (3.7%) and significantly ahead of the LEP area (1.1%) – see Figure 1.1.

Figure 1.1: Employment Change, 2015-19



Source: ONS, Business Register & Employment Survey

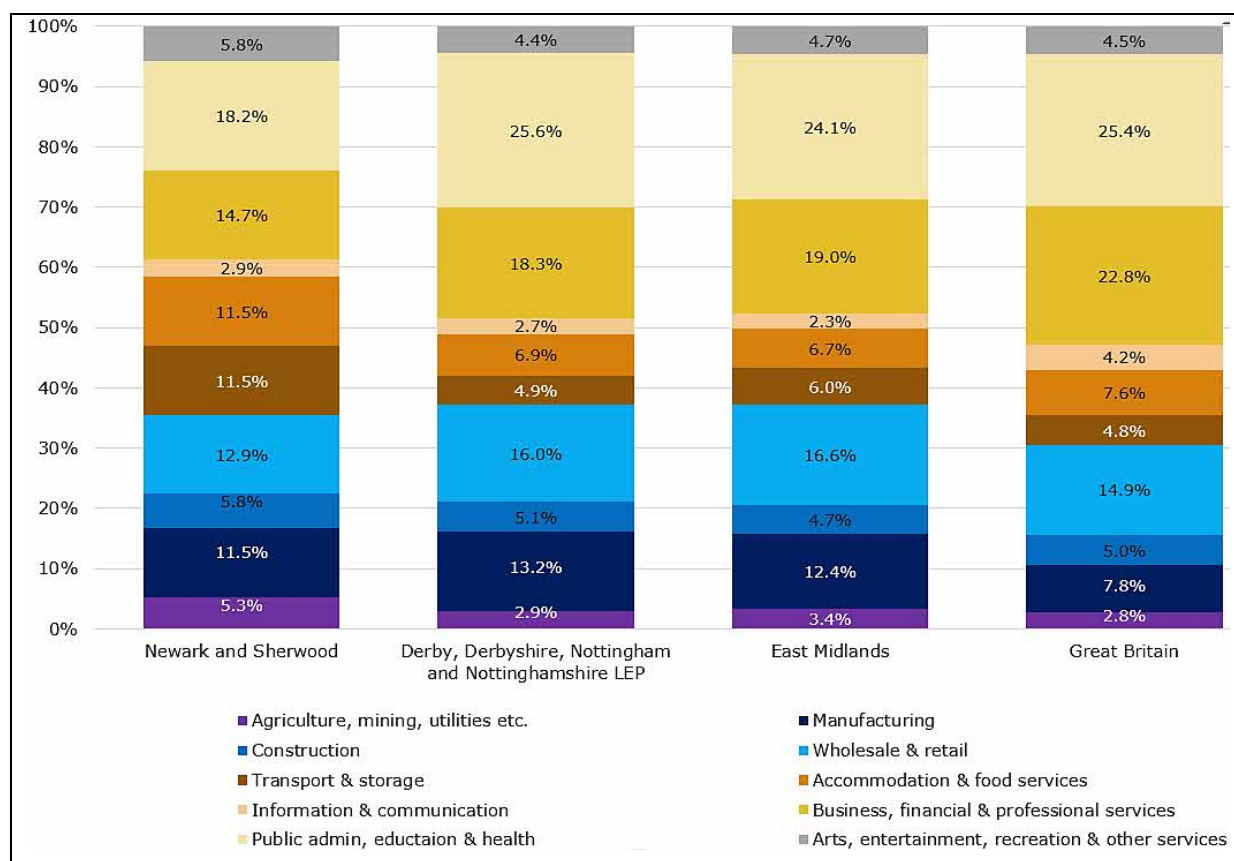
Sectors

- 1.6 The main employment sectors in Newark and Sherwood are Public Administration, Education and Health, which provided around 9,500 jobs in 2019, accounting for 18.2% of total employment which has remained constant since 2015. The next biggest sector in the district is the Business, Financial and Professional services sector, which accounts for 14.7% and 7,650 jobs. This represents a decline in employment since 2015 however, when 8,050 people were employed.
- 1.7 Other significant sectors in the district include Wholesale and Retail (12.9%), plus Accommodation & Food Services, Manufacturing, and Transport & Storage, each of which represent 11.5% of employment and 6,000 jobs.
- 1.8 Most notable among the sector data is the Transport and Storage sector which has seen 200% growth since 2015 when 2,000 people were employed. This is ten times the rate of growth seen in the next fastest growing sectors. This growth also means that the district now has a considerably larger transport and storage sector than the regional and national average.
- 1.9 Conversely, the Wholesale and Retail sector has contracted by around 27% or 2,000 jobs between 2015 and 2019. The only other sector to contract over the

same period is the Business, Financial and Professional Services sector, contracting by 5% and 400 jobs.

1.10 Figure 1.2 presents employment by sector in detail.

Figure 1.2: Employment by sector, 2019



Source: ONS, Business Register & Employment Survey

Business Population and Growth

1.11 As of 2020 there were approximately 5,645 businesses in Newark and Sherwood. Table 1.1 shows that the total number of companies in the area grew by 620 between 2010 and 2020. This translates into growth of 12.3%, less than the rate of growth in the LEP area (16.5%), and notably less than the East Midlands region (22.6%) and the national growth rate of 24.8%.

Table 1.1: Change in total businesses, 2010-2020

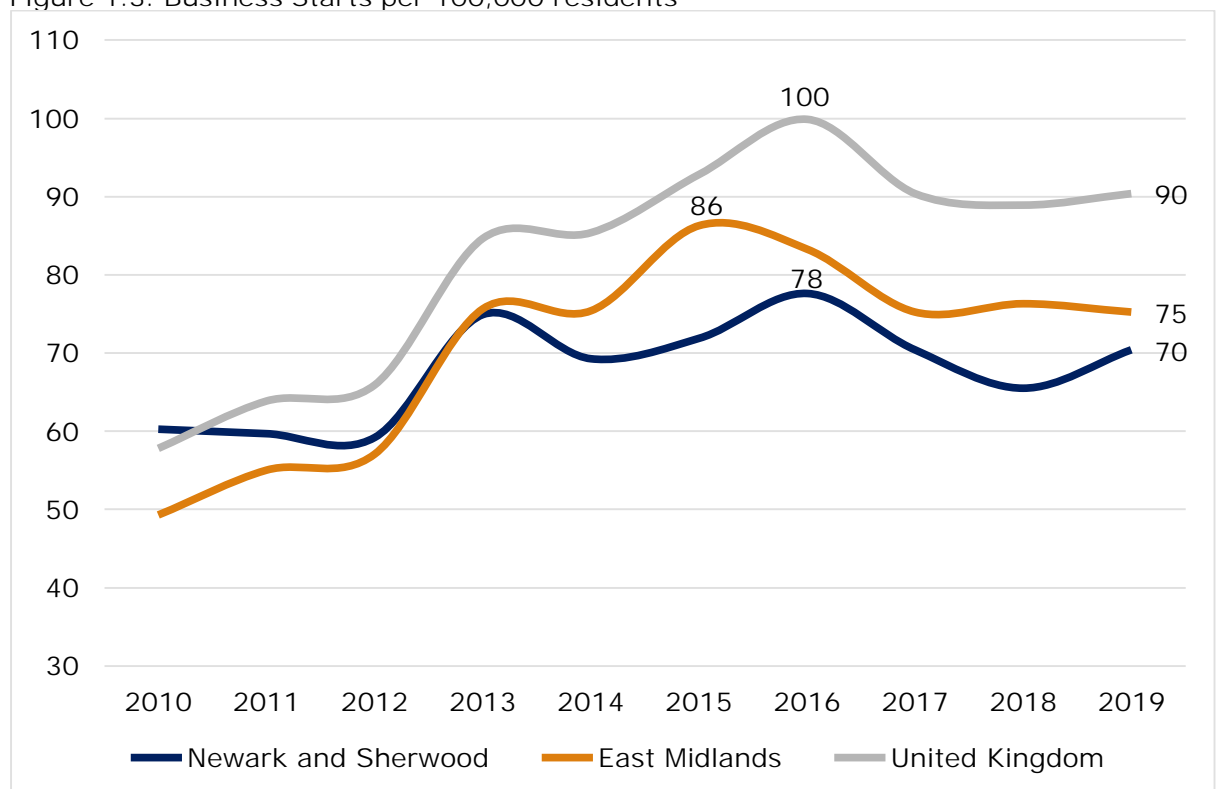
Area	2010	2020	Absolute Change	% Change
Newark and Sherwood	5,025	5,645	620	12.3%
Derby, Derbyshire, Nottingham and Nottinghamshire LEP	75,340	87,745	12,405	16.5%
East Midlands	174,700	214,160	39,460	22.6%
United Kingdom	2,574,225	3,212,780	638,555	24.8%

Source: UK Business Count

1.12 This data indicates that economic growth in Newark and Sherwood has fallen well behind the LEP area and in particular in East Midlands and the national average growth rate. The significance of this to the proposed development will be explored in more detail later in this report but it is an early indication that particular attention needs to be paid to facilitating greater business growth and development in the district.

1.13 With regard to business starts, a key component of business growth, it is also evident that Newark and Sherwood lags the region and the nation, as shown in the graph at Figure 1.3

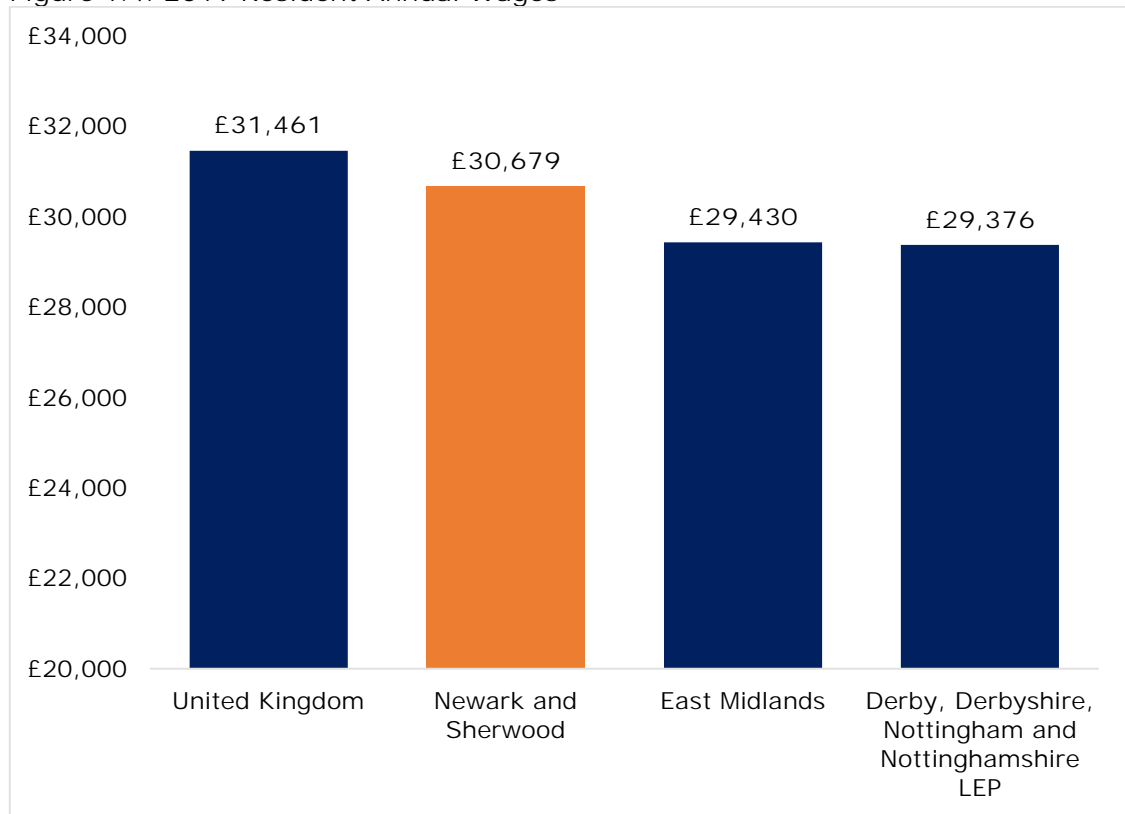
Figure 1.3: Business Starts per 100,000 residents



Wages in Newark and Sherwood: Residents vs Workers

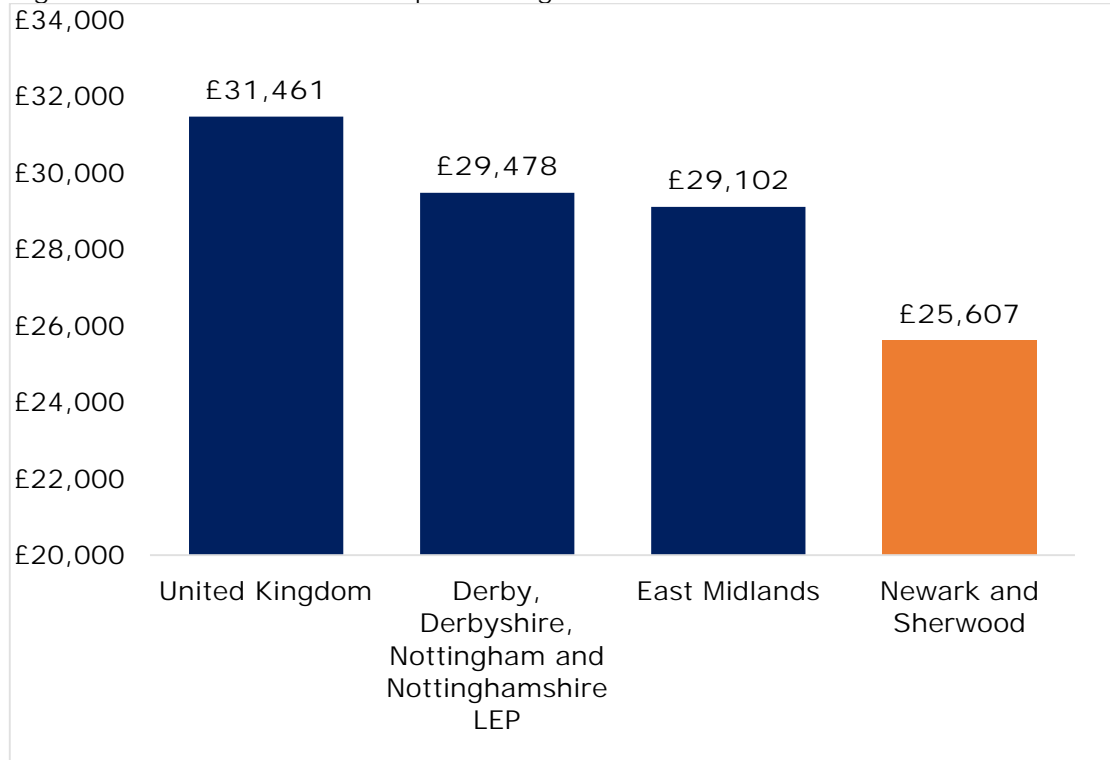
1.14 Residents of Newark and Sherwood enjoy comparatively good wages relative to the East Midlands and the LEP area, and only marginally below the national average, as shown at Figure 1.4.

Figure 1.4: 2019 Resident Annual Wages



1.15 For those who work in Newark and Sherwood, the picture is very different. Here wages have lagged significantly behind the LEP area and regional averages, as shown in Figure 1.5. Overall, Newark and Sherwood's workers earn 16.5% less than its residents and 12% less than the average for workers in the East Midlands.

Figure 1.5: 2019 Annual Workplace Wages



- 1.16 The wage data indicates that employment based in Newark and Sherwood pays significantly less than elsewhere in the region. Furthermore, it shows that as a consequence of these wage dynamics, many Newark and Sherwood residents leave the district to work and to obtain better wages. This issue is also noted in the Newark and Sherwood Economic Growth Strategy 2021-2026 which notes that; "A significant number of people commute out of the district for higher paid employment." This also presents issues for transport networks, and sustainability.

Profile Summary and Conclusions

- 1.17 This section presents key aspects of the Newark and Sherwood district economy, relevant to commercial development needs and trends.
- 1.18 The most relevant conclusions are as follows:

Employment growth is comparable with the regional average but slightly below the national average

By far the most significant single contributor to this growth has been the Transport and Storage sector which has seen 200% employment growth since 2015 to now employ around 6,000 people in the district. This is 10 times the growth rate of the next fastest growing sector.

Business growth (numbers of businesses) in the district significantly lags the LEP area average as well as the regional and national average (Table 1.1).

The same applies to the business start-up rate in the district (Figure 1.3), although there has been improvement in the last year.

Wages of workers in the district are low and also lag regional, sub-regional and national averages. This means that many residents leave the district to access higher wage occupations.

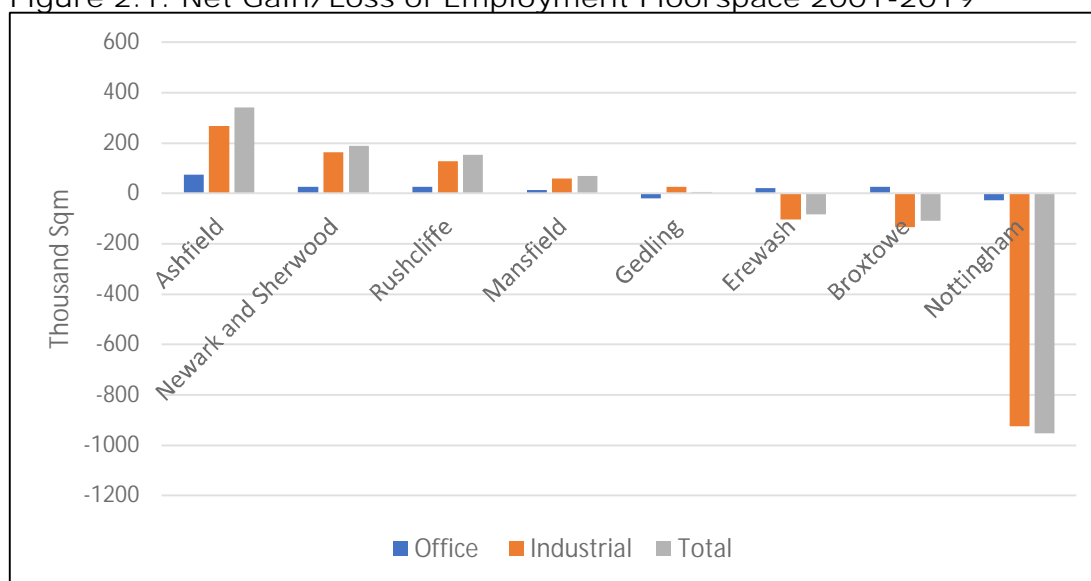
- 1.19 These findings help to inform what the districts development need and priorities should be to address them. In particular, the districts' poor rate of business growth and the amount of out commuting points to a requirement to support and accelerate economic and business growth.
- 1.20 This means ensuring that sufficient and appropriate business space is allocated in the district. Furthermore, to ensure that space is occupied, it will need to meet the needs of the local economy and support key sectors in need of space, thus helping to create local economic specialisms and clusters.
- 1.21 When a higher rate of business growth, employment and economic activity is secured, more people will work locally and the disparity between resident and worker wages will begin to be addressed. This will help to create a more sustainable economy with fewer people leaving the district to work.

2. COMMERCIAL LAND USE IN NEWARK AND SHERWOOD: RECENT TRENDS

2.1 The Newark and Sherwood District is one of 8 that form two housing market areas (Nottingham Core and Nottingham Outer) used in evidence base documents prepared for the Local Plan. The outer housing market area (HMA) is made up of the three districts of Ashfield, Mansfield, and Newark and Sherwood, while the core HMA incorporates the five districts of Nottingham, Broxtowe, Gedling, Rushcliffe and Erewash.

2.2 Employment land monitoring reveals that Newark & Sherwood has been one of the most important districts across both HMAs in terms of employment land development in the last two decades. Only four of the eight have seen a net gain in employment floorspace since 2001 with Nottingham in particular seeing the largest reduction in employment floorspace over this period, with almost 1 million square metres lost. Newark & Sherwood has had the second largest gain of floorspace (189,000sqm), behind Ashfield (341,000sqm) with only Rushcliffe and Mansfield the other districts showing a net gain in floorspace.

Figure 2.1: Net Gain/Loss of Employment Floorspace 2001-2019



Source: Lichfields; Nottingham Core and Outer Employment Land Needs Study, May 2021

2.3 Within the district, the Council identifies seven sub-areas; three around and including Newark, two urban fringe areas (Nottingham and Mansfield fringe), plus Southwell and Sherwood areas representing the rural centre and north west of the district.

- 2.4 The key transport corridors in the district run north-south and are represented by the A1 and the East Coast Mainline through the Newark area to the east, and the A614 from Nottingham to the west. This is shown in the map at Figure 2.2, together with the location of Edwinstowe within the district.

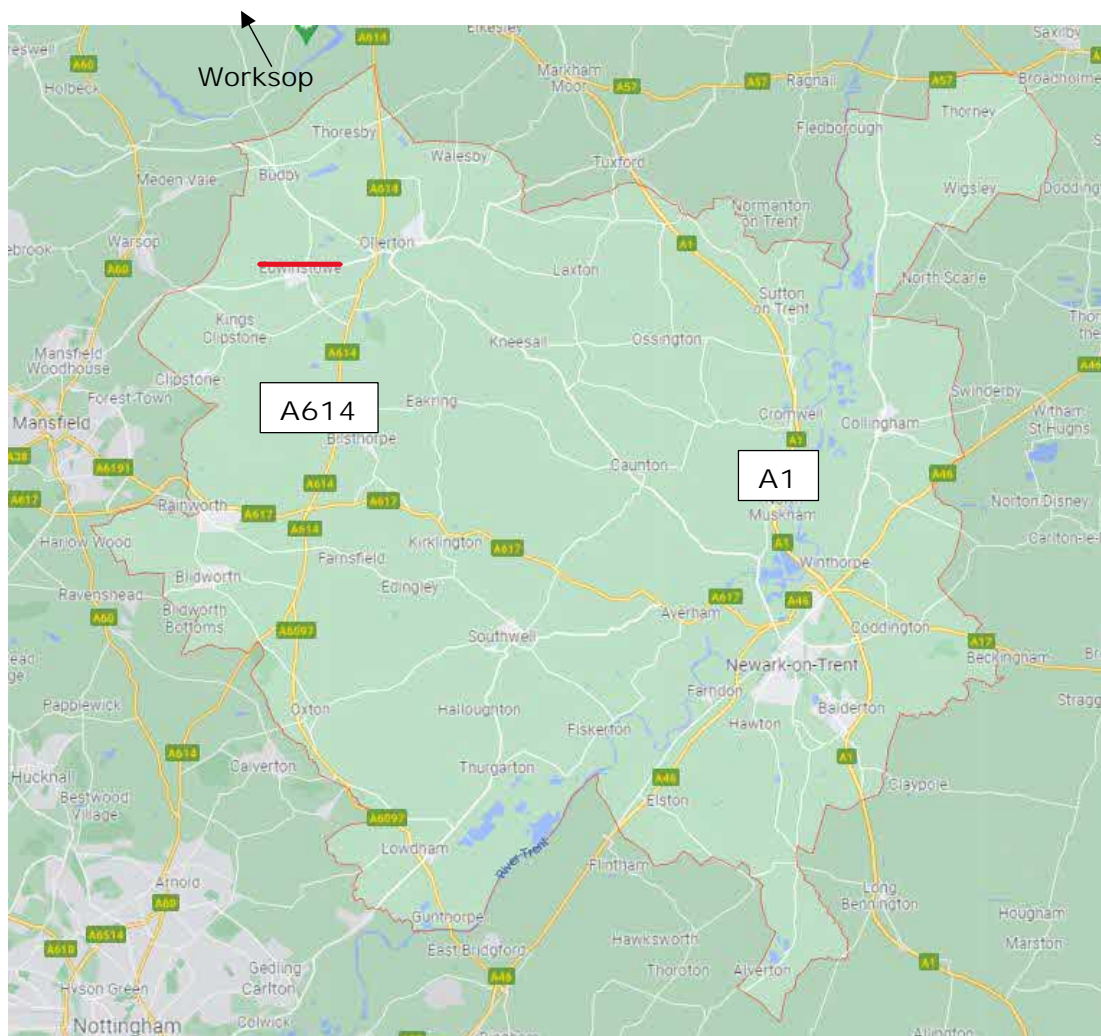


Figure 2.2: Newark and Sherwood Authority Area showing Transport Corridors

- 2.5 Edwinstowe falls in the Sherwood sub-area, covering the rural northwest of the district. The Council's employment monitoring data shows the Sherwood sub-area to have been the principal location within the district for employment land alongside the Newark sub-area. Around 25 hectares of employment land has been completed between 2006 and 2019, second only to the Newark and Rural South sub area (36.5ha). The next largest sub-area is the Rural North Newark area which has seen a little under 10 hectares completed. The Sherwood sub area has supplied around 30% of employment developments since 2006 and when combined with the Newark and Rural South sub-area accounts for 73% of all employment land completed since 2006.

Land Use Trends: Conclusions

- 2.6 This data shows not only the importance of Newark and Sherwood district within the wider Nottingham sub-region, but also the importance of the Sherwood sub-area within the district. The district is a key contributor of employment space in the region, while the Sherwood area is clearly a key contributor of employment space in the district.
- 2.7 This reflects two important factors. Firstly, the amount of employment land approved and completed in the Sherwood area relative to the rest of the district reflects the suitability and viability of the area for employment uses. It is clear that the area has benefitted from its accessibility to the key regional market towns of Mansfield and Worksop as well as its position on the A614 corridor, placing it within easy reach of Nottingham to the south.
- 2.8 This has meant that the area has become a choice location for a clear redistribution of industrial land that has occurred from the Core HMA to the Outer HMA. This trend is clearly demonstrated in monitoring data¹ and employment land studies².

¹ Employment Land Availability Study 2019, Newark and Sherwood District Council

² Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study, Lichfields, May 2021

3. GROWTH AND DEVELOPEMNT OF THE LOGISTICS SECTOR

- 3.1 The trend of re-locating industrial floorspace away from cities and urban areas is a reflection of the rapid growth of the logistics and distribution sectors, which is also evident in employment data (see para 1.10). This sector also has the greatest land requirements relative to other uses.
- 3.2 The growing importance and ongoing nationwide expansion of the logistics sector has been observed for some years in conjunction with the rapid growth of e-commerce and online retail. Between 2010 and 2019, the number employed in the Transport and Storage sector nationwide grew by over a third of a million people or 23% to stand at over 1.8 million people. This is double the growth rate of the workforce overall in the same period which grew by around 11%.³
- 3.3 At the point where such growth might be expected to begin to slow, the onset of the Covid-19 pandemic has added further acceleration to the growth of the e-commerce sector. Online retail expenditure grew by an unprecedented 46.1% in 2020 compared to 2019, while sales online of food retail experienced an even greater increase of 79.3%.
- 3.4 Such growth has major knock-on consequences for transport, storge, distribution and logistics, as is observed in the May 2021 Employment Needs Study, which states:
- As well as increasing the number of deliveries, consumers also increasingly expect flexible delivery options, 'click and collect' services, and specific delivery times. This generates more demand for the logistics industry, and it will continue to grow as consumer behaviour increasingly moves online.
- 3.5 These developments are reflected in record figures for take-up of logistics space, with new leases signed for 4.6 million sqm of space, a 33% increase in take-up in 2020 over the previous record year (2016).
- 3.6 One key aspect of these changes and demands created is in the need for "last-mile" distribution facilities, in addition to the much larger regional distribution facilities required by major retail operators such as Amazon. An assessment by property consultants SHW in June this year stated;

³ ONS: Workforce Jobs by Industry (SIC 2007), UK Transport and Storage Sector Sept '10 – Sept '19; 1.46m – 1.805m

with retail businesses being forced to switch their operations to internet sales with the closure of High Street shops... there has been a marked increase in e-sales and a resultant increase in parcel and goods distribution from the likes of DPD and Hermes. These and most of the parcel distribution operators were already looking at boosting their last-mile logistics operations with large expansion plans. These were already in the pipeline before the pandemic but now all are finding that they have reached their 2–3-year advance capacity and are now operating at overcapacity and are in desperate need of additional premises.⁴

- 3.7 In terms of planning for future employment space needs, the significance of these very recent developments - to Newark and Sherwood in particular - cannot be overstated. Not least because much of the Local Plan evidence to assess need has been compiled prior to the onset of the Covid-19 pandemic.

⁴ Room to Grow 2 Report, SHW Property, June 2021

4. ANALYSIS OF EMPLOYMENT LAND DEMAND AND SUPPLY IN NEWARK AND SHERWOOD DISTRICT
- 4.1 The Council published a new Strategic Housing and Employment Land Availability Assessment (SHELAA) at the end of the consultation period to 21st September 2021. This presented a much-revised assessment of land availability in the district compared to that which informed the Lichfields Employment Land Needs Study of May 2021 (2021 Lichfields Study).
- 4.2 While this study has been recently published, it uses land supply figures based on 2018 data⁵ which partly explains the revision to the supply figure. This has now been reduced down by nearly 17% from 160 hectares to 133 hectares.
- 4.3 Similarly, the figure currently being used for employment land demand, comes from the Adopted Core Strategy, which in turn drew its figures from an even earlier study published in 2015.⁶ This identifies a base need in Newark & Sherwood for 83 hectares of employment land. However, given developments in the economy that have occurred since 2015, and the relevance of these changes to Newark & Sherwood, this figure can be considered largely obsolete.
- 4.4 More usefully, the 2021 Lichfields Study provides alternatives to this figure including a 'past take-up rates' forecasting approach. This, as the name suggests, projects forward the take-up rates of the last 11 years up to March 2020.
- 4.5 This produces a forecast need across the district of 93 hectares, based on 82 hectares of industrial space and 45,000sqm of office space translated at 40% development density to 11 hectares.⁷
- 4.6 It should be noted that these take-up rates run to 2019/20 so do not account for pandemic related changes. As has been described, these have caused an unprecedented surge of online retail demand across sectors from retail to groceries to vehicle sales, all requiring additional and more locally distributed storage facilities and logistical management.
- 4.7 As such, it would not be appropriate to consider the forecasts based on past take-up rates as a maximum projection as they are treated in the Lichfields Study. The forecasts can be seen as a sensible starting point for achieving continued growth

⁵ See Table 9.14, page 214, of Lichfield ELN Study, 2021

⁶ Employment Land Forecasting Study: Nottingham Core / Nottingham Outer Housing Market Areas, Nathaniel Lichfield & Partners, 2015.

⁷ See Table 8.27, page 171, of Lichfield ELN Study, 2021

- that is at least consistent with the last decade, absent the pandemic. The Lichfields Study itself similarly supports the use of past take-up rates to assess demand, stating that consistency and availability of take-up data means that greater weight can be attached to forecasts using this methodology.
- 4.8 Overall, the newly revised supply figure of 132 hectares, relative to the past take-up demand figure of 93 hectares, represents a much tighter land supply position than previously understood. Indeed, the previously understood position of 160 hectares of supply vs 83 hectares of demand, remains the position in a number of current evidence documents supporting the Local Plan consultation.
- 4.9 Having assessed the demand position, further inspection of the supply position beyond the initial downward revision, reveals further, much larger and more significant differences.
- 4.10 Aside from the absolute reduction in supply, the more crucial change in the new SHELAA is the loss of available supply, defined by that which is expected to come forward in 0-5 years. In previous data, the identified supply available in the five years from 2019, was 65.5 hectares. In the latest assessment, this has been cut by fully 60% to just under 26 hectares. Furthermore, the entirety of this supply is in just a single sub-area (Newark and Rural South area).
- 4.11 This means that in six of the seven sub areas of the district, until 2026 at the earliest, there is NO EMPLOYMENT LAND supply. This is a concerning development that has been quietly added at the very end of the consultation process and has not been spelt out at all in the consultation documents or guidance.
- 4.12 Taking the Sherwood area, employment land supply has similarly reduced in absolute terms, from 22.5 hectares to just 5.6 hectares; a reduction of 75%.
- 4.13 Existing distribution patterns of employment space in the district show that the Sherwood area has accounted for just under 30% of employment development since 2006. Taking the district wide demand figure derived from past take-up rates of 93 hectares, this would translate to a requirement for the Sherwood area of just under 28 hectares. Instead, the revised supply in the Sherwood area of 5.6 hectares amounts to just 4.2% of the newly identified district-wide supply.
- 4.14 It is immediately apparent therefore that many more allocations are needed in the Sherwood area in short, medium and long terms, and across the district wherever supply is needed in the next five years.

Summary

- 4.15 Two key questions from this analysis arise in relation to the demand and supply of employment land in the district. Firstly, it is clear that the level of demand projected by employment-based forecasts used in the 2021 Lichfields ELN Study are very much open to question, due to major pandemic related changes to work patterns that are still playing out and altering the labour market in substantial ways. This is evidenced by the way in which the Experian forecasts in the study produce very different results just between March 2020 and September 2020.
- 4.16 Such forecasts cannot, for the time being at least, be a reliable indicator for employment land need. Instead, the past take-up method of forecasting represents the only viable way to establish a starting position for employment land demand.
- 4.17 Secondly, and most critically, the wholesale revisions to employment land supply data as set out in the just published (September 2021) SHELAA, turns the perceived supply and demand position completely on its head. From one where it is assumed supply is ample, to one where there is, without question, a severe land supply shortage that risks severely hampering the development of the local economy.
- 4.18 It should be understood that there is latent, unmet demand for industrial space now (as confirmed by property agents locally and nationwide), and that the options for meeting this demand in Newark and Sherwood appears non-existent until 2026 at the earliest. Even then, the Sherwood area has just 5.6 hectares identified for the current and the next Local Plan period, where need is calculated at 28 hectares.
- 4.19 It is concerning then that the 2021 Lichfields ELN study, and the consultation Options Report (July 2021), both erroneously state that there is sufficient capacity to meet demand. This is quite clearly and indisputably not the case when matching demand (at any forecast level) with 5-year supply data presented in the September 2021 SHELAA report.
- 4.20 While it can be said that supply could be sufficient to match demand across the full plan period, provided that there are no further losses or reductions in allocations. However, this has to be qualified to say that supply cannot currently meet any demand requirements that exist currently or at any time in the future until 2026 at the earliest.

4.21 This is clearly the critical, headline issue, rather than the theoretical possibility that overall demand as forecast across the next plan period, could be met, if forecasts are accurate and allocations come forward as planned.

5. THORESBY COLLIERY SITE
 - 5.1 This site sits immediately adjacent to the proposal site and includes around 8 hectares of employment land with 3.2 acres of employment development capacity. This is allocated to office, light industrial and manufacturing use (previous B1a and B1c and B2 use classes).
 - 5.2 There is no provision on the site for logistics and warehousing space (former B8 usage). As a major residential development and new neighbourhood, the development will further add to local demand for online services and associated distribution and logistics needs.
 - 5.3 As such, the proposal site has the potential to supplement the Thoresby site's – and indeed Newark and Sherwood's – wider requirements for B8 space, in particular the so-called 'last-mile' distribution facilities that are needed to serve urban areas. The site's location, as identified in Figure 2.2, is ideal for this purpose, able to serve significant settlements including Worksop, Mansfield and Nottingham.

6. OVERALL CONCLUSIONS

Sustainable Economic Development in Newark and Sherwood

- 6.1 The East Midlands region, and Newark and Sherwood, finds itself at the heart of a major economic re-alignment that began with the growth of e-commerce, and which has now progressed at an unprecedented rate as a result of the Covid-19 pandemic.
- 6.2 In the last two years to April 2021, the region has added more industrial space than any other, reflecting the pivotal role the region plays in the nation's industrial economy. Within this, Newark and Sherwood similarly plays a key role in the region. As has been shown in the analysis in this report; the district is one of the principal suppliers and locations of employment land in the Nottingham sub region.
- 6.3 As a result, this places an additional responsibility on the district; firstly, to fulfil its regional role within the East Midlands growth engine as an important location for distribution, storage and logistics facilities that support the vital e-commerce and retail sectors. Secondly, it also needs to meet its own local needs, supporting its local economy and communities.
- 6.4 The economic profile of the district reveals a limited degree of business and job growth relative to the region and nationally, albeit most economic profile data dates to 2019. Newark and Sherwood is revealed to have been a commuter district where a number of residents travel out to work and earn substantially more than those that work locally.
- 6.5 However, more recent data available for wages to 2020 demonstrate a substantial jump in workplace wages from 2019 to 2020 by over 21%, compared to grow of just over 3% regionally. This indicates a notable growth in the district of higher paying employment that would start to support its sustainable economic development and reduce out commuting.
- 6.6 It would further suggest that the aforementioned economic re-alignment has been to the substantial benefit of many workers in Newark and Sherwood. This likely reflects the key role of the district in the region, and of the region nationally in supporting the modern digital economy and associated changes in the transport, logistics and retail sectors.

Meeting Regional and Local Need

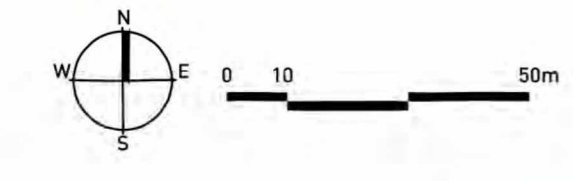
- 6.7 In order to take full advantage of this role however, the district will need to meet and support the wider needs of the region and sub-region as well as its own local needs in support of its local economy and communities.
- 6.8 This means, as well as providing for regional logistics centres and facilities around Newark for example, there remains an urgent need for the type of 'last-mile' distribution facilities described in section 4.
- 6.9 There also remains a need for employment land to meet the aspirations and strategic economic development objectives of the area as identified by the Local Enterprise Partnership. These include transport manufacturing, food & drink manufacturing, digital services, life sciences, construction and retail. These require a combination of office, industrial and light industrial facilities in addition to logistics and storage facilities.

Supply and Demand of Employment Space

- 6.10 The analysis of supply and demand has shown that there is only a theoretical possibility of there being sufficient supply to meet demand if current needs and any to 5-year needs are left to after 2026.
- 6.11 Most concerning is that Council consultation documents and other recent evidence documents completely fail to recognise the zero 5-year supply issue and focus only on the theoretical possibility of demand being met over a 15-year plan period.
- 6.12 It is known that local agents report immediate needs for distribution and logistics space and that many clients have used up their forward pipelines. It should be of serious concern to the Council that these and other users, be they prospective or existing users, have no development options in the district and will be forced to choose other locations or to leave the district in order to fulfil their requirements.
- 6.13 Meeting the immediate need for B8 space will also mean that, due to the high land take of B type uses, additional allocations across all employment use classes will be required as B8 uses take up space that might otherwise have been allocated differently.
- 6.14 In conclusion, there is an urgent need to find and allocate additional sites to minimise the economic impact of occupiers and investors being unable to locate or expand in the district as a result of the current land supply position.



- KEY**
- SITE LOCATION (4.55HA)
 - DEVELOPABLE AREA USE CLASS: E (G (i-iii)) (1.96ha)
 - DEVELOPABLE AREA B2/B8 USE (1.04ha)
 - INDICATIVE CAR PARKING AREAS
 - GREEN INFRASTRUCTURE (1.62ha)
 - EXISTING VEGETATION (INDICATIVE ONLY)
 - POTENTIAL VEHICLE ACCESS
 - POTENTIAL FOOT/CYCLE CONNECTIONS
 - EXISTING PRow



LAND AT BLACKHILLS FARM, EDWINSTOWE - CONCEPT MASTERPLAN



**NEWARK & SHERWOOD AMENDED
ALLOCATIONS & DEVELOPMENT MANAGEMENT
POLICIES DPD**

CONSULTATION RESPONSE

On behalf of The Trustees of Thoresby Settlement.

Date: January 2023 | Pegasus Ref: P20-1415



Document Management.

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1. Introduction

- 1.1. This consultation response, in relation to the Newark & Sherwood Amended Allocations & Development Management Policies DPD (A&DM DPD), is prepared by Pegasus Group on behalf of our client, The Trustees of Thoresby Settlement who has land interests in the District, but specific to these representations, in the village of Laxton.
- 1.2. In previous representations to the A&DM DPD, we have set out the importance of Laxton, the significance of the open field system and the need to allow the future needs of the Estate to be met to ensure the preservation of this unique system and settlement.
- 1.3. We have worked closely with the District's Conservation team in relation to the recently adopted Conservation Area Character Appraisal for Laxton and have been discussing the need for a site specific Local Plan policy for Laxton in order to facilitate essential development.
- 1.4. It is encouraging that the Council is now recommending that a specific policy is included within the A&DM DPD to facilitate such essential development in Laxton (Proposed Policy ShA/L/1) and we support this approach.
- 1.5. However, we have a number of comments relating to soundness which we consider will add further clarification and certainty to the Policy which will assist in the decision making process.



2. Heritage Importance of Laxton

- 2.1. The significance of Laxton is derived from the historic function of the open field system and the traditional farmsteads within the village. The continuation of the Court Leet system, the presence of extensive mediaeval archaeological interest and the many historic buildings which makes this a unique settlement.
- 2.2. The Trustees of Thoresby Settlement purchased their land interests in Laxton from the Crown Estate and is committed to maintaining the open field system and historic institutions. These come in two parts:
 - a. The open fields themselves which are a physical feature consisting of large open fields divided into strips which are in different tenancies and the "gaits and commons" which are those parts of the Open Fields which are unfarmed roads, headlands, and grassed areas.
 - b. The Court Leet or Manorial Court which manages the open fields and gaits and commons and disputes between individual farmers. Like many institutions it needs a quorum to function.
- 2.3. The long-term preservation of the historic field system of Laxton and its Court Leet is dependent on the fields being actively farmed. There are 15 farm tenancies but only between 7 and 8 are active farmers who both take part in the Court Leet and farm their land, the remainder are retired and remain in the farmhouses under the lifetime Agricultural Holding Act 1948 tenancies.
- 2.4. Over the duration of the Local Plan period, it is probable that more farms will enter retirement resulting in a discontinuation of farming of the open field system. The target would be to try to increase the active farmers in the village to at least ten to ensure there is a quorum for the Court Leet. In order to achieve this, it is necessary for the Estate to be able to provide alternative accommodation for the retired farmers to enable new farmers to move in to actively farm the land holdings.

3. Comments on Policy ShA/L/1 – Laxton

3.1. The proposed Policy is listed below as set out in the A&DM DPD:

Policy SHa/L/1 Laxton

In line with Core Policy 14 of the Amended Cores Strategy the District Council will work with partners to support the long term management of the historic open-field system of farming in Laxton. Development which detrimentally impacts on the operation of the historic open-field system of farming in Laxton will be refused.

In Laxton, schemes which provide retirement housing for agricultural workers who have been engaged in the operation of the open field system will be supported provided that such schemes:

- *Demonstrate the retirement housing will enable the farms to return to active agricultural use as part of the open field system, to be secured through a legal agreement:*
- *Do not impede the ongoing operations of the open field system; and*
- *Do not detrimentally impact on heritage assets and the special character of the Conservation Area.*

Such sites should be in Laxton and meet the requirements set out in Spatial Policy 3 Rural Areas relating to Scale, Impact and Character of Development.

3.2. As set out in the National Planning Policy Framework (NPPF), Plans should be prepared positively, in a way that is aspirational but deliverable (paragraph 16 b) and contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals (paragraph 16 d). Our comments and suggested amendments are in the spirit of providing positive policies which are unambiguous and will ensure that the proposed Policy Sha/L/1 is sound.



Postively Prepared

- 3.3. It is considered that the Policy where it states: *“Development which detrimentally impacts on the operation of the historic open-field system of farming in Laxton will be refused.”* should be changed to state: *“Development which supports the operation of the historic open field system of farming in Laxton will be granted.”* This will ensure that it is a positively worded policy and is in compliance with Paragraph 16b of the NPPF and achieves the same objective as the proposed policy as written.
- 3.4. Within the Policy it would be helpful to define the extent of Laxton. The Conservation Area boundary (as extended) is different to the ward boundary of Laxton & Moorhouse. In order to avoid uncertainty and ambiguity, it would be useful if a footnote could be added to clarify the extent of the Policy.
- 3.5. Our suggestion is that this covers the ward of Laxton & Moorhouse as this is likely to remain the same during the life of the Policy whereas the Conservation Area boundary may be subject to further change. In terms of the potential suitable location of development within the ward of Laxton & Moorhouse, this will be controlled by the need to comply with Spatial Policy 3 Rural Areas relating to Scale, Impact and Character of Development, which will provide the Council with the necessary reassurance and clarity that any proposed locations will need to meet this criteria.
- 3.6. The three bullet points which are listed as a prerequisite for development are presumed that all three need to be met to ensure that any development is acceptable. Therefore, it is suggested that an additional **and** is added after the first bullet point for further clarity.

Bullet Point One

- 3.7. In relation to proposed bullet point one: *“Demonstrate the retirement housing will enable the farms to return to active agricultural use as part of the open field system, to be secured through a legal agreement”*, it is unclear as to how this can be demonstrated and what evidence the Council will require in order to meet this requirement.
- 3.8. The intention of the retirement housing provision is to ensure that the existing farmhouses which form part of the open field system become available to other agricultural tenants

once they are vacated by the retired estate workers. However, there are numerous other factors, outside the control of the planning system, which may impact on the farm's ability to return to active agricultural use immediately and notwithstanding this, it may be difficult to provide the appropriate evidence that the Council seeks at the application stage.

- 3.9. It is considered that this test is not necessary given the provision of bullet point two which seeks to protect the open field system generally. Therefore, the open field system will be inherently protected regardless of this Policy requirement.
- 3.10. There are other requirements which the Estate need to comply with in relation to the historical operation of the open field system as set out by the Court Leet which will provide the Council with the necessary assurance that the existing farms and the open field system will be actively retained and managed.
- 3.11. It is suggested that this bullet point is revised to solely control the occupancy of the proposed new dwellings to retired estate workers and/or agricultural tenants by legal agreement. This is a functional test and one which is clear and unambiguous to comply with and can easily be demonstrated as set out in NPPF paragraph 16 d.
- 3.12. The proposed wording of bullet point one should read as: "*Demonstrate the retirement housing will be occupied by retired estate workers or retired agricultural tenants will enable the farms to return to active agricultural use as part of the open field system, to be secured through a legal agreement.*"

Bullet Point Three

- 3.13. It is considered that reference needs to be made within the final bullet point in relation to the balance of public benefits.
- 3.14. As set out in the NPPF, any harm to a designated heritage asset should be weighed against the public benefits of the proposal in the decision making process (paragraph 201/202). If substantial public benefits arise from a development it may be possible that this can outweigh substantial harm or loss of a designated heritage asset. It is important that this test is added into the wording of the Policy.



- 3.15. As set out previously, the Estate is committed to retaining the holdings as agricultural units in order to maintain sufficient numbers of farmers to make the Manorial Institutions viable. It is a significant public benefit to retain the last remaining unique open field system in the UK and the importance of such should be recognised within this Policy.
- 3.16. It is considered that *“unless public benefits outweigh the detrimental impact”* should be added to bullet point three to ensure compliance with the NPPF and to ensure that public benefits are considered as part of the decision-taking process.

4. Proposed Changes to Policy ShA/L/1

4.1. In summary, we set out below our recommended textual changes to the policy to ensure that it is sound and complies with the NPPF:

Policy SHA/L/1 Laxton

In line with Core Policy 14 of the Amended Cores Strategy the District Council will work with partners to support the long term management of the historic open-field system of farming in Laxton. ~~Development which detrimentally impacts on the operation of the historic open-field system of farming in Laxton will be refused.~~ Development which supports the operation of the historic open field system of farming in Laxon will be granted.

In Laxton¹, schemes which provide retirement housing for agricultural workers who have been engaged in the operation of the open field system will be supported provided that such schemes:

- *Demonstrate the retirement housing will be occupied by retired estate workers or retired agricultural tenants will enable the farms to return to active agricultural use as part of the open field system, to be secured through a legal agreement: and*
- *Do not impede the ongoing operations of the open field system; and*
- *Do not detrimentally impact on heritage assets and the special character of the Conservation Area unless public benefits outweigh the detrimental impact.*

Such sites should be in Laxton¹ and meet the requirements set out in Spatial Policy 3 Rural Areas relating to Scale, Impact and Character of Development.

Footnote¹: Laxton as defined by the Laxton & Moorhouse Ward boundary

Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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