

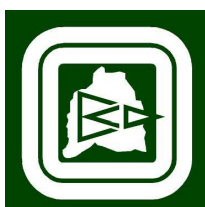
Bassetlaw District Local Development Framework

CORE STRATEGY
AND DEVELOPMENT
MANAGEMENT
POLICIES

ISSUES AND
OPTIONS
CONSULTATION



CORE STRATEGY ISSUES AND OPTIONS



BASSETLAW
DISTRICT COUNCIL
NORTH NOTTINGHAMSHIRE

September 2009

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INTRODUCTION



INTRODUCTION

- 1.1** This Issues and Options document forms the first formal consultation stage in the development of the Core Strategy, which itself will form part of the Local Development Framework for Bassetlaw. An explanation of what these terms mean is set out in **Section 2** below.
- 1.2** In short, however, this document identifies what we see as the key issues facing the District over the next 15 years and the possible planning options available to tackle them. We set out what we believe to be a reasonable approach to locating development, as well as the issues that will need to be addressed if that development is to properly meet the needs of the District. In each instance we have tried, as far as possible, to provide brief summaries of the evidence that has led us to identify something as an issue along with the national and regional planning policy requirements that mean we are obliged to address something as an issue. **Appendix 1** gives a summary of a number of studies that the Council has undertaken to help provide evidence about, or further information on, issues in the District. These, and other, studies are referred to throughout this document. If you wish for more detail on them, please contact the Planning Policy team. **Appendix 2** sets out the wider District and County priorities to which an issue relates.
- 1.3** We want our plans to be shaped by input and evidence from everyone interested in Bassetlaw and in its future development. We need your local knowledge to help us to understand further the relevant issues and your ideas for Bassetlaw's future. Please let us know whether you think we are on the right track. Have we missed anything fundamental that you believe should have been flagged up? Which, if any, of the options that we have identified do you prefer? Do you have other suggestions?
- 1.4** There are multiple ways to respond to this document:
- If you are reading this in hardcopy you can complete the questionnaire attached to this document (you may wish to make additional copies);
 - You can download a questionnaire from our website;
 - You can visit our on-line consultation portal at <http://consult.bassetlaw.gov.uk/portal> and make your submission on-line once you have registered your details.

Post: Planning Policy Team, Bassetlaw District Council, Queen's Buildings, Potter Street, Worksop, Notts, S80 2AH

Fax: 01909 535150

Email: future.plans@bassetlaw.gov.uk .

In person: please hand in to the Council's offices in Retford or Worksop.

- 1.5** The deadline for responses is 5.00 p.m. on 23 October 2009. **Please be aware that representations made about this document (including your name and address) cannot be treated as confidential and will be made available for public inspection.**

1.6 We appreciate that this consultation document is large and, in some places, relatively technical. We also appreciate that time and resources may be restricting factors for some people. We will, therefore, be very happy to come and meet with individuals or groups to discuss issues raised in the document and any wider concerns or interests that you may have. We will also be holding a series of public consultation events, to discuss the issues raised in the document, as follows:

- East Markham Village Hall - 12th September 10am-3pm
- Harworth and Bircotes Leisure Centre - 19th September 10am-3pm
- Sturton le Steeple Village Hall - 26th September 10am-3pm
- Worksop, The Crossing - 3rd October 10am-3pm
- Retford Town Hall - 10th October 10am-3pm

What will happen next?

1.7 We will pull together, into a single document, all representations submitted and make them available to the public. We will use what you tell us, together with the results of any new research, to refine the options for the Core Strategy and come to a decision about those which we see as the most suitable for the District. We will then consult upon these early next year in a 'Preferred Options' document.

1.8 The formal timetable for the development of this, and the other planning documents mentioned in **Section 2**, is in our Local Development Scheme, which is on our website at: <http://www.bassetlaw.gov.uk>

1.9 If you have any further queries please get in touch with the Planning Policy Team at:

Queen's Buildings

Potter Street

Worksop

Notts

S80 2AH

01909 535150

THE LOCAL DEVELOPMENT FRAMEWORK



THE LOCAL DEVELOPMENT FRAMEWORK

Why are we producing a Local Development Framework?

2.1 The Planning and Compulsory Purchase Act 2004, together with subsequent related regulations and Government guidance, introduced a new planning system. This made the following principal changes to development planning as it affects the District:

- The statutory development plan for the borough now includes the East Midlands Regional Plan (hereafter referred to as the Regional Spatial Strategy⁽¹⁾), which was approved in March 2009. The Nottinghamshire and Nottingham Joint Structure Plan is now obsolete (although the Nottinghamshire Minerals and Waste Plan remains a part of the statutory development plan);
- Bassetlaw's current Local Plan must be replaced by new style Local Development Documents that will be incorporated within the Local Development Framework.

What is the Local Development Framework?

2.2 The Local Development Framework is the composite name for the 'portfolio' of different planning documents (known as Development Plan Documents or DPDs) that the Council will need to prepare in order to have a robust statutory development plan in place. The individual documents that will make up this development plan are explained in more detail below. **Figure 2.1** demonstrates the inter-relationships between them.

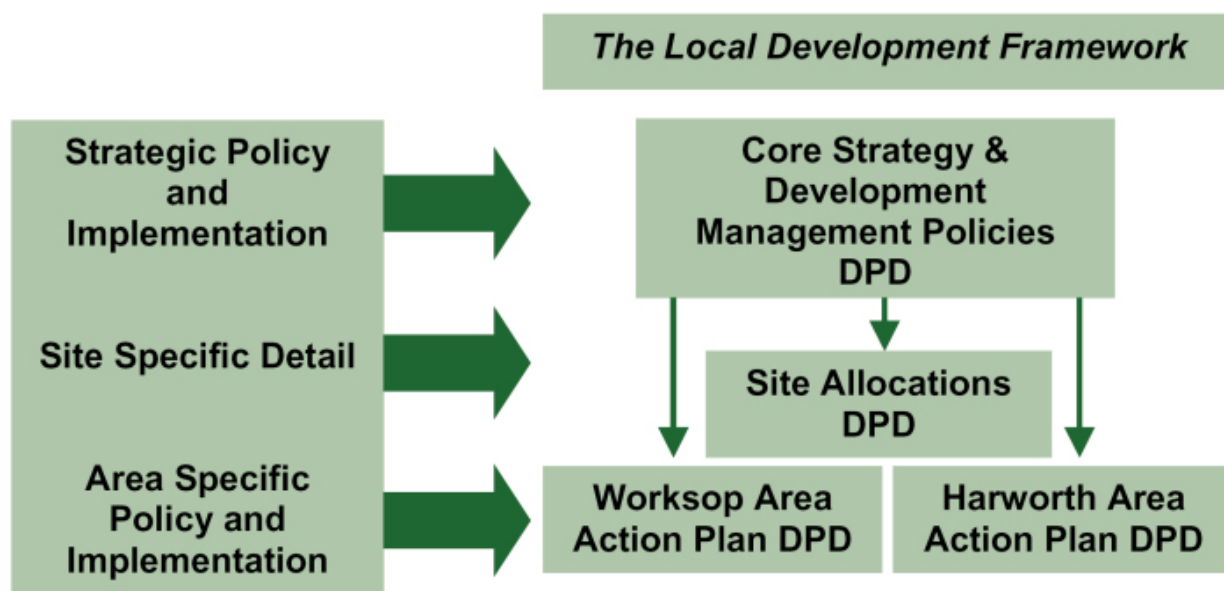


Figure 2.1

¹ Please visit www.gos.gov.uk/goem/planning/regional-planning/ for further details

What is the Core Strategy & Development Management Policies DPD?

- 2.3** The Core Strategy will provide the overarching framework for all other documents to be produced as part of the Local Development Framework. It will be a District-wide document that will set out a vision for change in Bassetlaw to 2026, along with the strategic policy approaches to be taken in order to achieve this vision. It may also identify strategic development locations for housing and employment (with smaller sites being identified, as necessary, in the Site Allocations document – see below). The strategic policies will be underpinned by a small number of more detailed development management policies, designed to provide greater detail, and facilitate implementation of initiatives, in relation to specific policy areas.
- 2.4** The Core Strategy must conform to national planning guidance and with the East Midlands Regional Spatial Strategy.

What is the Site Allocations DPD?

- 2.5** This will be a District-wide document that will identify sites to be allocated for housing and employment development. The development of these sites will be governed by policies set out in the Core Strategy.
- 2.6** It will also set out the sites within Bassetlaw to be developed for Gypsies and Travellers, in order to meet the need identified by the Council's Gypsy and Traveller Accommodation Needs Assessment (2005) (a need now reflected in the East Midlands Regional Spatial Strategy). The allocation of such sites is a requirement of national planning guidance. Policies explaining how sites will be identified (should sufficient sites not have come forward by this time), and how any applications for sites will be addressed, will be set out in the Core Strategy.
- 2.7** The Site Allocations document must conform to the Core Strategy DPD.

What is the Harworth Area Action Plan?

- 2.8** Harworth falls within an area identified in the East Midlands Regional Spatial Strategy as a regeneration area. There is already much interest, from a range of stakeholders, in harnessing the future potential of the area. Consequently, there is the possibility of significant change in and around the town in the years to come and this Area Action Plan, building on broad approaches for Harworth specified in the Core Strategy, will set out the means for directing and implementing this change.
- 2.9** The Harworth Area Action Plan must conform to the Core Strategy DPD.

What is the Worksop Area Action Plan?

- 2.10** This document will focus solely on Worksop, which has been identified in the East Midlands Regional Spatial Strategy as a key sub-regional centre and regeneration area. Significant change is expected in the town in the years to come and this Area Action Plan, building on the broad ambitions for Worksop specified in the Core Strategy, will set out the means for directing and implementing this change.
- 2.11** The Worksop Area Action Plan must conform to the Core Strategy DPD.

Why have there been delays in beginning consultation?

- 2.12** The Council began initial work on its Local Development Framework in 2005 (and previous consultations have informed this new work). The Government Office for the East Midlands (GOEM), however, advised us not to proceed with this work for two reasons. First, to ensure that a satisfactory evidence base was in place to support proposed policies and, second, to ensure that the LDF was not advanced before the content of the emerging East Midlands Regional Spatial Strategy was sufficiently clear. There were also concerns from GOEM about the impact on the Local Development Framework of continued revisions to national planning policy, which sets out what is expected of a Local Development Framework. These issues have now been resolved and work is progressing once again.
- 2.13** The Council's Local Development Scheme (LDS), which sets out the timetable for the production of the LDF can be found on our website at: <http://www.bassetlaw.gov.uk>

WIDER POLICY BACKGROUND



WIDER POLICY BACKGROUND

Sustainable Community Strategy

- 3.1** The Government set up Local Strategic Partnerships to encourage key organisations within local authority areas to work together more closely. The Bassetlaw Local Strategic Partnership (BLSP), which is comprised of representatives from the private, public and voluntary/community sectors in Bassetlaw, meets regularly to look at the way services are provided in the District and how they can be improved.
- 3.2** In order to provide a long-term focus for its activities, the BLSP has produced the Bassetlaw Sustainable Community Strategy, which itself has the following aspirations:
- By 2020 Bassetlaw will have a national reputation as a place to live and work and as a tourist destination;
 - Our residents will have pride in the District and reach their full potential;
 - Educational attainment will exceed the national average;
 - Bassetlaw will have a clear identity with strong sub-regional links to South Yorkshire/North East Derbyshire/ North Nottinghamshire;
 - We will understand the needs of our communities, young and old, and shape services to meet these needs;
 - The BLSP will have strong links with Nottinghamshire and will take a lead in the delivery of the Nottinghamshire Local Area Agreement (LAA) (see below) in Bassetlaw.
- 3.3** The Core Strategy and Development Management Policies document must reflect these aspirations through a shared vision, to ensure that the LDF contributes to the delivery of wider local priorities. A table showing how the issues identified are linked with the Sustainable Community Strategy's ambitions is set out in **Appendix 2**.
- 3.4** Information on Bassetlaw's Local Strategic Partnership can be found at:

<http://www.visionbassetlaw.net/index.html>

Local Area Agreement

- 3.5** The Nottinghamshire Partnership is the Local Strategic Partnership for the whole of the County. Its priorities are delivered through the Local Area Agreement, a three-year action plan that sets detailed targets and assesses progress against key indicators. The Core Strategy and Development Management Policies document will need to ensure that it contributes to the delivery of this action plan. A table showing how the issues identified are linked with the LAAs ambitions is set out in **Appendix 2**.
- 3.6** Information on the Nottinghamshire Partnership can be found at:
- <http://www.nottinghamshirepartnership.org.uk/index/aboutus.htm>

National and Regional Planning Policy

- 3.7** While the Core Strategy and Development Management Policies document will set out a local vision for the area, and specific policies to achieve that vision, we must also ensure that the document conforms to national and regional planning policy.
- 3.8** National planning policy is set out in a number of Planning Policy Statements and Planning Policy Guidance notes, which can be found through the website www.planningportal.gov.uk/. Key among these documents is *Planning Policy Statement 1: Delivering Sustainable Development*, which sets out the Government's objectives for the planning system and makes it clear that sustainable development is the core principle underpinning planning. In simple terms, this means ensuring that development meets the needs of the present without compromising the ability of future generations to meet their own needs.
- 3.9** We must also take the East Midlands Regional Spatial Strategy (RSS) into account. This was formally approved by the Secretary of State on 12 March 2009 and sets out a vision for a region with '*a high quality of life and strong healthy sustainable communities*', which will be achieved through:
- A vibrant and competitive economy;
 - Cohesive and diverse communities;
 - A rich, diverse and attractive natural and built environment; and
 - Sustainable patterns of development the make efficient use of land.
- 3.10** The RSS seeks to realise the following vision for the Northern Sub-Area, in which Bassetlaw is located: *The Northern Sub-Area will be an area containing vibrant towns and smaller centres which are easily accessible from major transport routes, which is rich in carefully protected natural and cultural assets and supporting a viable population and employment base within sustainable communities.*
- 3.11** The RSS provides a broad development strategy for the region, within which local authorities' own plans must be prepared. More detailed reference to specific RSS policies, and national Planning Policy Statements (PPS), will be made in relation to the issues that we have identified throughout the body of this document.
- 3.12** Information on the Regional Spatial Strategy may be found at:

<http://www.gos.gov.uk/goem/planning/regional-planning/>

Sustainability Appraisal

- 3.13** Legislation requires that the Core Strategy is prepared with a view to contributing to the achievement of sustainable development. As a first step in the process, a Sustainability Appraisal Scoping Report has been produced. This acts as a compendium of evidence, encompassing relevant policies and programmes, from which issues have been identified. It also sets out the sustainability objectives and appraisal framework that will be used to appraise emerging policy options in order to inform decisions about the Preferred Options stage of the Core Strategy. It is available at: www.bassetlaw.gov.uk

A VISION FOR BASSETLAW



A VISION FOR BASSETLAW

Bassetlaw today

- 4.1** Bassetlaw is the northernmost District in Nottinghamshire, bordered by South Yorkshire, Derbyshire and Lincolnshire. It covers approximately 637 square kilometres and has a population of approximately 112,000⁽²⁾, which is expected to increase to around 134,000 by 2030⁽³⁾.
- 4.2** Sitting on the border between the East Midlands and the Yorkshire & Humber regions, Bassetlaw has strong links with South Yorkshire and forms part of the nascent Sheffield City Region. While the City Region is not an administrative body, the local authorities and other public bodies within its area have identified clear synergies in terms of economic growth, skills, transport and housing provision, which has seen increasingly close working and the beginnings of a clear City Region strategy. This is likely to become a significant driving force for strategic planning in the years ahead.
- 4.3** Bassetlaw itself is a District of contrasts. In simplistic terms, the more expansive rural areas of the District are characterised by a large number of villages and hamlets (several covered by Conservation Areas) scattered across the area. Many of these lie within the floodplains of the Rivers Trent and Idle. While several of the larger villages have a reasonable range of services, including schools and health services, many have lost facilities over recent years and most rely on larger settlements, notably Retford (population 21,500) and Gainsborough (in neighbouring West Lindsey), for major retail and other key services⁽⁴⁾. Bus services connecting most villages to larger centres are regular and, relative to other rural areas, reasonably frequent⁽⁵⁾. With the exception of the four A roads radiating out from Retford, and the A631 crossing the north of the District, this area is served chiefly by a network of minor roads.
- 4.4** The western edge of Bassetlaw is characterised by the town of Worksop (population 41,000), and the three settlements of Harworth/Bircotes, Carlton-in-Lindrick and Langold. Parts of these villages, and parts of Worksop such as Manton, suffer from high levels of deprivation, although the area lacks the large-scale acute deprivation that characterises similar areas in South Yorkshire⁽⁶⁾. This area of the District has significant regeneration potential with ready access to the strategic road network (the A1, M1 and M18); close proximity to the Doncaster/Rotherham/Sheffield conurbation (and Robin Hood Airport (RHADS)); a sizeable and flexible workforce and a good range of potential employment sites. Indeed, the good communication links, workforce and affordable housing (compared to neighbouring areas) make it an area that is likely to prove attractive for new businesses. Employment generation and the demand for employment land is expected to increase considerably over the next 10 to 15 years⁽⁷⁾ (the current recession notwithstanding).

2 Office for National Statistics (ONS) (2007)

3 ONS 2006-based Sub-National Population Projections
http://www.statistics.gov.uk/downloads/theme_population/SNPP-2006/Table3.Xls

4 Bassetlaw Services and Facilities Study (2009)

5 Bassetlaw Services and Facilities Study (2009) and Improved Transport Facilities (North East Bassetlaw Forum November 2007)

6 Indices of Multiple Deprivation 2007 (ONS)

7 East Midlands Northern Sub-Region Employment Land Review (2008) and Housing and Economic Growth in the Sheffield City Region (2007)

- 4.5** At present, however, the Bassetlaw economy is still re-structuring. Its key characteristic is a high level of industrial (manufacturing) units, along with storage and distribution warehouses. There is a high level of out commuting for higher wage jobs; evidence of a local economy that, while relatively buoyant in terms of its low unemployment levels, is still weighted towards employment opportunities at the lower end of the pay scale⁽⁸⁾. This situation is reflected by poor local skills levels, with 17% of the working population having no qualifications at all. Similarly, there is a low level of office space and growth in creative/innovative businesses⁽⁹⁾ although recent years have seen a slow, but increasing, level of interest in these areas⁽¹⁰⁾. Pressure for housing or mixed-use development on employment land is a further reflection of the changing nature of the District's economy, as many of the old manufacturing sites close down and struggle to find new occupiers for their out-of-date buildings.
- 4.6** Bassetlaw has a fine natural and historic built environment that contributes significantly to the quality of life in, and character of, the District. The countryside of the District is a valuable asset (in terms of both landscape and biodiversity), with a reasonable network of footpaths, as well as recreational opportunities offered by the rivers, and the Chesterfield Canal, which cross the District. The District also has over 1000 listed buildings and 20 Conservation Areas. It supports 19 Sites of Special Scientific Interest, as well as a range of locally designated sites, that reflect its variety of rich habitat and geology. Even so, Nottinghamshire as a whole performs very poorly in terms of the amount of its land covered by statutory biological or geological designations⁽¹¹⁾ and Bassetlaw has considerable opportunity to contribute to the improvement of this figure. In the west of the District are the remains of the northernmost reaches of Sherwood Forest, with important ancient woodland, wood pasture and heathland habitats still surviving. This area is also well known for the attraction of Clumber Park, which receives over a million visitors a year.
- 4.7** The quality of life available to most local residents is generally perceived as good, which means that houses in the District's rural areas can command high prices. Well over half of the District boasts above average prices for the area of £200,000 to £300,000⁽¹²⁾. Average house prices in the District's urban areas are, however, low in comparison with neighbouring areas⁽¹³⁾ and houses are regarded as being good value for money⁽¹⁴⁾. Even so, the relatively low wage levels of many residents means that a lack of affordable housing provision remains a serious issue⁽¹⁵⁾.
- 4.8** Finally, Bassetlaw has not been immune to the apparent effects of climate change. June 2007 saw some of the worst flooding ever in the District, with large areas of Worksop, Retford and outlying settlements affected. Given that the District continues to have one of the highest per capita CO2 emissions figures in the region⁽¹⁶⁾, it has an important role to play in addressing climate change and its effects.

8 Insight Preliminary Review of Bassetlaw (2008)

9 Insight Preliminary Review of Bassetlaw (2008)

10 Bassetlaw District Council Economic Development Team

11 Nottinghamshire County Council

12 Strategic Co-ordination in the North Derbyshire and Bassetlaw Housing Market Area (2009)

13 Insight Preliminary Review of Bassetlaw (2008)

14 Quality of Place: The North's Residential Offer - Sheffield City Region Case Study (2006)

15 Strategic Housing Market Assessment (2007) and BDC Housing waiting list data

16 DEFRA (2009) NI 186 - Per capita CO2 emissions in the LA area

4.9 Bassetlaw is a popular place to live, evidenced by its (ageing) population growing well above the national and regional averages⁽¹⁷⁾ since 1999. Much of the District is relatively affluent, attractive in character and with good access to major urban areas. There are, nonetheless, significant opportunities for improving the state of the District over the next 15 to 20 years as well as a number of issues that will need to be tackled. These include:

- Significant regeneration potential and an employment offer in need of improvement (both in terms of available land and types of jobs);
- Two key towns, which, while still vibrant, facing strong competition from surrounding urban areas;
- Rural areas that need support to encourage relevant local services and maintain those that still exist;
- A housing offer in need of greater affordable and specialist provision;
- A quality local environment to be protected and enhanced; and
- A response to the likely effects of climate change, as the District continues to be developed.

4.10 These issues are addressed in detail in the rest of this document.

Bassetlaw tomorrow

4.11 The Core Strategy will set out a vision for the way in which the District develops over the next 10-15 years. While the Council has a view on how Bassetlaw should change in future years, we do not feel that it is appropriate to set it down at this stage in case it serves to prejudge responses to this consultation. Similarly, we have not set out the objectives that will drive the delivery of this vision.

4.12 This being so, we welcome your views on how you see the District developing to 2026 and the objectives that you believe should be set out to ensure that positive change is delivered. You may wish to consider your response in the context of the questions set out below, which have been put forward to stimulate debate:

Questions

Question 1

What are the strengths on which the District can build and the weaknesses that it should address?

17 Mid-Year Population Estimates 2007 (ONS)

Question 2

What changes would you like to see in the District or your local area and how might they be achieved?

Question 3

What objectives should we be seeking to achieve for the District?

A SPATIAL STRATEGY FOR BASSETLAW



A SPATIAL STRATEGY FOR BASSETLAW

- 5.1** A key function of the Core Strategy will be to determine the most appropriate strategy for the distribution of growth and to focus regeneration within the right areas; a so-called spatial strategy. This is to ensure that the greatest benefits for Bassetlaw can be realised by enabling a sustainable pattern of development within the District.
- 5.2** The development of a spatial strategy for Bassetlaw needs to be derived from an understanding of the District's character, as well as a recognition of the roles and functions each settlement performs in terms of providing people with homes, jobs and the essential services and facilities needed to ensure a good quality of life. It must also take into consideration a wide range of evidence and national and regional policy requirements.
- 5.3** The following sections explore our approach to defining this spatial strategy and provide the opportunity for you to comment on where, why and how much new development should take place in different parts of Bassetlaw between now and 2026.
- 5.4** Reference is made in this section to a number of different studies that have been carried out as part of the options appraisal process. For more information on these, please see **Appendix 1** or visit the Planning Policy pages of the Council's website.

Defining a Spatial Strategy

Issues – what the evidence shows

- Consultation in 2006⁽¹⁸⁾, showed support for a strategy based on the focusing of development towards specific settlements within the District. Responses were strongly in favour of a hierarchy that considered the needs of rural communities rather than being focused on only the largest settlements within Bassetlaw;
- The previous Core Strategy Preferred Options Sustainability Appraisal considered a range of spatial development options and found that the more sustainable options were for development over a range of centres providing different roles within a settlement hierarchy;
- Bassetlaw's Environmental Sites Assessment shows a clear network of sites that should be protected from development, which include environmental protection areas, open green spaces and sites of historic significance;
- The Strategic Flood Risk Assessment has identified areas liable to fluvial or surface water flooding or with drainage concerns. These include parts of Worksop and Retford, as well as a number of villages in the east of the District;
- The Water Cycle Scoping Study did not identify any water supply constraints, but noted that further work would be needed on sewerage and drainage assessments once there was greater clarity over the favoured development areas;
- The Strategic Housing Land Availability Assessment has identified the settlements (according to its agreed methodology) with the greatest supply of available, achievable and deliverable land. This has informed our proposals below;

- The draft Employment Land Capacity Study has identified those settlements and areas with the most deliverable sites that will contribute to the achievement of the levels of growth necessary to meet the suggested employment land requirements for the District. There is a focus on Worksop, Retford and Harworth/Bircotes, along with a consideration of the potential of certain points along the A1;
- The Services and Facilities Study (2009) proposed a hierarchy of settlements in relation to their existing level of service provision;
- The Harworth/Bircotes Scoping Study shows that, based on physical capacity only, Harworth/Bircotes could accommodate development totalling up to 4,360 new homes and 10,800 new jobs. Current physical infrastructure capacity, such as roads and utilities, constrains this potential in the short term, although the Study concludes that there is little evidence (through discussions with infrastructure providers) to suggest that these constraints could not be overcome through appropriate funding and an ongoing planned approach to development.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Development* states that the general approach to delivering sustainable development through the preparation of development plans should focus developments that attract a large number of people in existing centres to promote their vitality and viability, social inclusion and more sustainable patterns of development. It also advises that planning authorities should ensure that suitable locations are available for industrial and commercial developments, so that the economy can prosper and make sure that they enhance and protect biodiversity, natural habitats, the historic environment, landscape and townscape character;
- *Planning Policy Statement 3: Housing* states that housing developments should be in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure;
- *Planning Policy Guidance note 4: Industrial, Commercial Development and Small Firms* states that optimum use should be made of potential sites and existing premises in urban areas; that new employment locations should minimise the length and number of trips, especially by motor vehicles; and that sites for large distribution facilities should be located away from urban areas;
- *Planning Policy Statement 7: Sustainable Development in Rural Areas* states that away from larger urban areas, planning authorities should focus most new development in or near to local service centres where employment, housing (including affordable housing), services and other facilities can be provided close together. This should help to ensure that these facilities are served by public transport and provide improved opportunities for access by walking and cycling. These centres (which might be a country town, a single large village or a group of villages) should be identified in the development plan as the preferred location for such development;

- *East Midlands Regional Spatial Strategy Policy 3* sets a regional strategy for the distribution of development based on a hierarchy of settlements. This approach seeks to reduce the need to travel from home to access work, shops and services;
- *East Midlands Regional Spatial Strategy Policy 19* sets the regeneration priorities for the region and seeks to focus regeneration activity in areas of greatest identified need. These areas include:
 - The Northern Sub-area (including Bassetlaw), with its concentration of economic, social and environmental problems linked to the decline of the coal industry; and
 - ‘Economically lagging’ rural areas, identified by the Government’s Rural Strategy, including Bassetlaw.
- *East Midlands Regional Spatial Strategy Policy Northern SRS 1 and SRS 2* define a hierarchy of settlements within the sub-region. They direct significant levels of development to the large settlements (the roles of Worksop and Retford as a Sub-Regional Centre and a Retail and Service Centre respectively are clearly defined) with lesser development in secondary settlements, as appropriate, to support their present role in servicing the surrounding area;
- *East Midlands Regional Spatial Strategy Policy Northern SRS 3* identifies sub-regional employment regeneration priorities. It recommends that locations to assist employment growth and regeneration are considered in specific areas including to the north of Worksop, towards Robin Hood Airport Doncaster Sheffield (RHADS), concentrating on the former mining communities and mining operations.

Spatial Strategy Options

- 5.5** Taking the various issues and policy guidance outlined above into account, we have developed three strategic options for locating future development across Bassetlaw, which are discussed in more detail below.

Option 1: A Spatial Strategy based on a Settlement Hierarchy

5.6 This option proposes the distribution of development across Bassetlaw using a tiered hierarchy of grouped settlements and builds on the recommendations of the Bassetlaw Services and Facilities Study to try and ensure that everyone has the best possible access to services, facilities, homes and jobs, while endeavouring to provide a spread of development across the District to address both rural and urban needs. It is possible that Worksop, Retford and Harworth/Bircotes would need urban extensions in order to achieve the regional housing targets set for Bassetlaw up to 2026 (see the detailed **Distribution of Development** section below).

5.7 The proposed Settlement Hierarchy would be that set out in **Table 5.1** below.

CORE SERVICE CENTRE				
Worksop ⁽¹⁹⁾		Retford		Harworth Bircotes ⁽²⁰⁾
LOCAL SERVICE CENTRE				
Beckingham	Blyth	Carlton in Lindrick	Clarborough and Hayton	Elkesley
Gringley-on-the-Hill	Langold	Misson	Misterton	Nether Langwith ⁽²¹⁾
North Leverton	North & South Wheatley	Rampton	Tuxford	
RURAL SERVICE CENTRE				
Cuckney	Dunham	East Markham	Everton	Gamston
Lound	Mattersey	Ranskill	Sturton	Sutton
Walkeringham				
OTHER VILLAGES				
Askham	Barnby Moor	Blyth North	Bole	Bothamsall
Church Laneham	Clayworth	Cottam	Darlton	East Drayton
Eaton	Grove	Headon	High Marnham	Laneham
Low Marnham	Mattersey Thorpe	Milton	Normanton on Trent	Norton
Oldcotes	Ranby	Ragnall	Rockley	Saundby
Scaftworth	Scrooby	South Leverton	Stokeham	Styrrup
Torworth	Treswell	Upton	Welham	West Drayton
West Markham	West Stockwith	Woodbeck		
SETTLEMENTS IN THE COUNTRYSIDE				
All other settlements within Bassetlaw not listed in the settlement hierarchy above are considered to form part of the countryside.				

Table 5.1 Proposed Bassetlaw Settlement Hierarchy

- 20 Harworth Bircotes is located high within the settlement hierarchy due to its potential to support RSS regeneration aims and in doing so grow into a Core Service Centre, although it is not currently identified as such in the RSS.
- 19 Worksop includes the settlements of Rhodesia and Shireoaks in line with the definition of the Worksop as set out in the East Midlands Regional Spatial Strategy.
- 21 Due to its cross border location, the majority of essential services for Nether Langwith are located outside the District.

5.8 The location of development using this hierarchy would be governed by the principles set out in **Table 5.2** below.

	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Core Service Centre	<ul style="list-style-type: none"> Has an identified role within the East Midlands RSS Supports RSS regeneration priorities Provides five essential services and all key services⁽²²⁾ 	<ul style="list-style-type: none"> Act as the focus for all major development within the District. New development will maintain or enhance the settlement's key roles as defined in the Regional Spatial Strategy Will see the allocation of urban extensions and major development sites, as deemed necessary. 	Yes
Local Service Centre	<ul style="list-style-type: none"> Provides four essential services and some key services 	<ul style="list-style-type: none"> Act as a secondary focus for development to ensure an appropriate spread of development across the District. Will see small scale allocations for new housing and employment sites. 	Yes
Rural Service Centre	<ul style="list-style-type: none"> Provides three essential services and some key services 	<ul style="list-style-type: none"> Development focused on maintaining their current roles in providing some essential services and facilities to rural communities. Opportunities for small-scale infill development within identified development boundaries. 	Yes
Other villages	<ul style="list-style-type: none"> Provides one or two essential services and some key services 	<ul style="list-style-type: none"> Support new developments that meet identifiable needs including new community facilities and affordable housing. Open market infill developments would not be supported. 	No

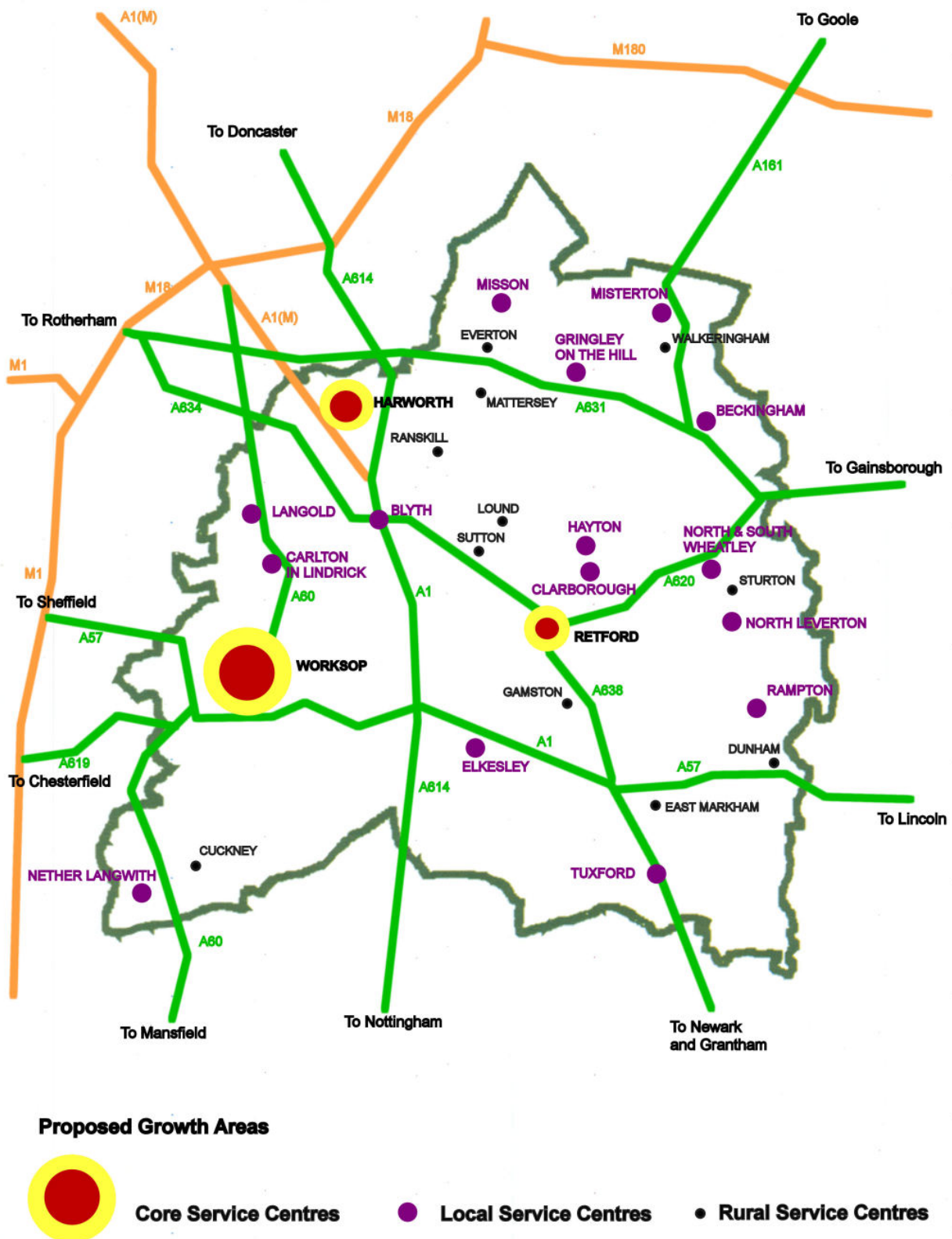
22 Essential and key service definitions are described in the Bassetlaw Services and Facilities Study 2009 Update

	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Settlement in the countryside	<ul style="list-style-type: none"> Provides no essential services and no key services 	<ul style="list-style-type: none"> Will only support new developments that meet identifiable needs including new community facilities or agricultural workers' dwellings. Open market infill developments would not be supported. 	No
Open Countryside	<ul style="list-style-type: none"> Open undeveloped land Farmsteads or other groupings of commercial structures Landscaped parks and gardens 	<ul style="list-style-type: none"> Will only support developments that must be in a rural location (e.g. agricultural buildings) or other suitable development pending feedback on the Rural Development section later in this document. 	Not Applicable

Table 5.2 Development implications of the Settlement Hierarchy

5.9 The distribution of development proposed in Spatial Option 1 is shown in **Map 5.1** Below.

Option 1: A Spatial Strategy Based on a Settlement Hierarchy



Map 5.1

Option 2: A Spatial Strategy concentrating development in Worksop and Retford

- 5.10** This option would focus all new development in Bassetlaw's existing two large centres of Worksop and Retford. This option reflects the respective roles and status given to both Worksop and Retford in the East Midlands Regional Spatial Strategy (RSS) as a Sub-Regional Centre (Worksop) and Retail & Service Centre (Retford) respectively. This option would see both towns grow significantly while restricting development in other settlements to minor infill development, where this was deemed to be appropriate to meet locally identified needs.
- 5.11** This option would mean that Worksop and Retford would need significant urban extensions in order to achieve the regional housing targets set for Bassetlaw up to 2026 (see the detailed **Distribution of Development** section below).
- 5.12** The location of development using this hierarchy would be governed by the principles set out in **Table 5.3** below.

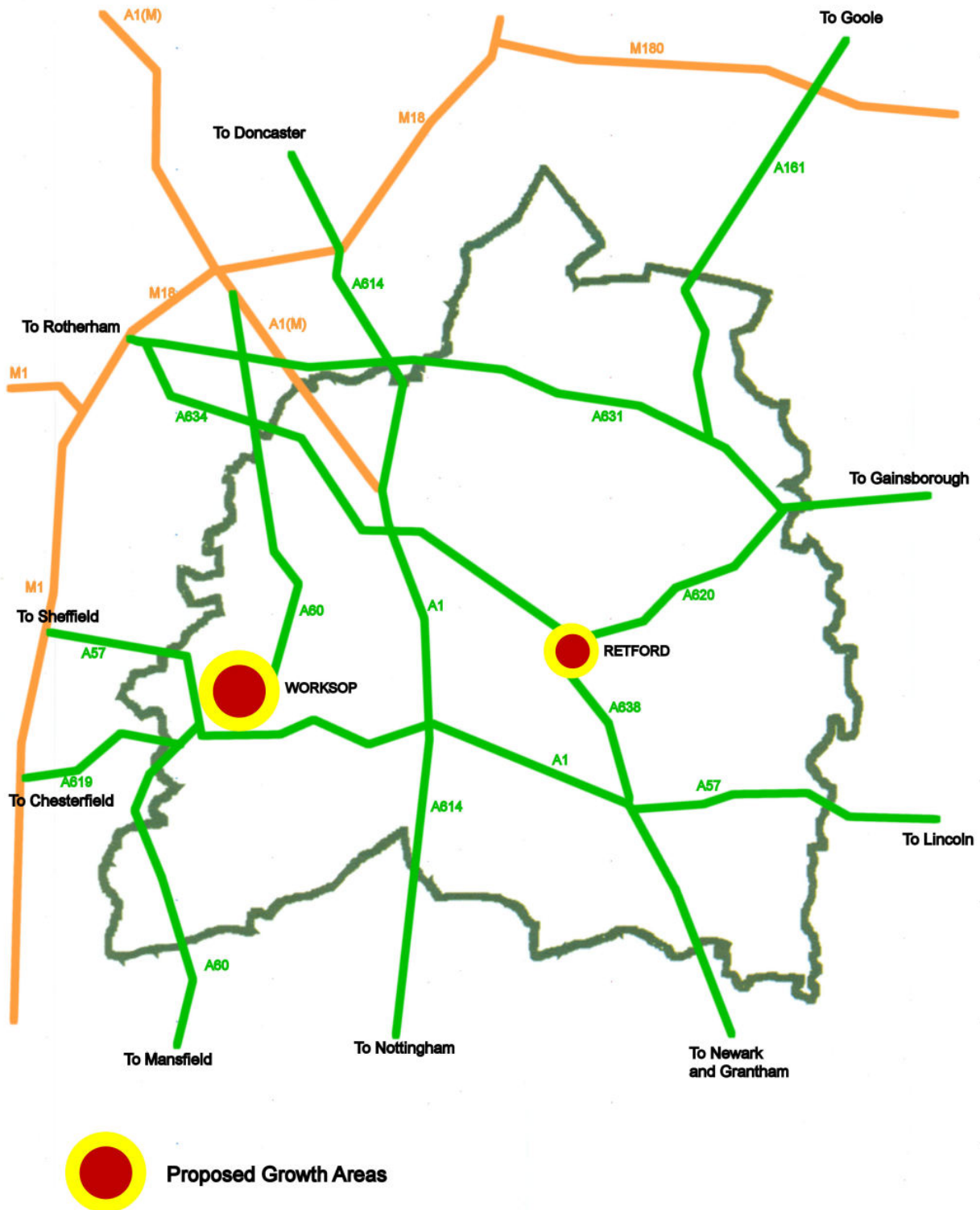
	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Major Centres of Worksop and Retford	<ul style="list-style-type: none"> Has an identified role within the East Midlands RSS 	<ul style="list-style-type: none"> Act as the focus for all planned development within the District. New development will maintain or enhance the settlement's key roles as defined in the Regional Spatial Strategy Will see the allocation of urban extensions and major development sites, as deemed necessary. 	Yes
All other settlements	<ul style="list-style-type: none"> Not identified within the East Midlands RSS 	<ul style="list-style-type: none"> Will only support new developments that meet identifiable needs including new community facilities or agricultural workers' dwellings. Open market infill developments would not be supported. 	No

	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Open Countryside	<ul style="list-style-type: none"> • Open undeveloped land • Farmsteads or other groupings of commercial structures • Landscaped parks and gardens 	<ul style="list-style-type: none"> • Will only support developments that must be in a rural location (e.g. agricultural buildings) or other suitable development pending feedback on the Rural Development section later in this document. 	Not Applicable

Table 5.3 Development implications of concentrating development in Worksop and Retford

5.13 The distribution of development proposed in Spatial Option 2 is shown in **Map 5.2** Below.

Option 2: A Spatial Strategy Concentrating Development in Worksop and Retford



Map 5.2

Option 3: A Spatial Strategy focusing development in the former coal mining areas of west Bassetlaw

- 5.14** This option would focus all new development in the settlements in west Bassetlaw that have suffered from the decline of the coal mining industries, namely Worksop, Harworth/Bircotes, Carlton in Lindrick and Langold. This would have the aim of delivering effective regeneration through employment and residential growth. This option would also build on the obvious linkages (in terms of access to employment and large scale retail and leisure opportunities) between the western side of the District and the nearby urban centres of Sheffield, Rotherham and Doncaster. Economic development in the north west of the Bassetlaw would also prove attractive to companies wanting to be closer to urban centres and, potentially, the Robin Hood Airport (Doncaster Sheffield). This option would restrict development in all other settlements in Bassetlaw to minor infill developments, where deemed to be appropriate to meet locally identified needs.
- 5.15** This option would mean that Worksop, Harworth/Bircotes, Carlton in Lindrick and Langold would need urban extensions in order to achieve the regional and sub-regional development targets set for Bassetlaw up to 2026 (see the detailed **Distribution of Development** section below).
- 5.16** The location of development using this hierarchy would be governed by the principles set out in **Table 5.4** below.

	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Major Settlements related to Coal Mining in West Bassetlaw	<ul style="list-style-type: none"> Supports East Midlands RSS regeneration priorities for former coal mining areas Close to urban centres of South Yorkshire 	<ul style="list-style-type: none"> Act as the focus for all planned development within the District. New development will seek to restore and regenerate communities that still suffer from the loss of coal mining industries. Will see the allocation of urban extensions and major development sites, as deemed necessary. 	Yes
All other settlements	<ul style="list-style-type: none"> Settlements not associated with the decline of coal mining Limited opportunities to link with nearby urban centres 	<ul style="list-style-type: none"> Will only support new developments that meet identifiable needs including new community facilities or agricultural workers' dwellings. Open market infill developments would not be supported. 	No

	CHARACTERISTICS	DEVELOPMENT IMPLICATIONS	DEVELOPMENT BOUNDARY?
Open Countryside	<ul style="list-style-type: none"> • Open undeveloped land • Farmsteads or other groupings of commercial structures • Landscaped parks and gardens 	<ul style="list-style-type: none"> • Will only support developments that must be in a rural location (e.g. agricultural buildings) or other suitable development pending feedback on the Rural Development section later in the document. 	Not Applicable

Table 5.4 Development implications of focusing development in the former coal mining areas of West Bassetlaw

5.17 The distribution of development proposed in Spatial Option 3 is shown in **Map 5.3** Below.

Option 3: A Spatial Strategy Focusing Development in the Former Coal Mining Areas of West Bassetlaw



Map 5.3

Summary of Spatial Options

5.18 Each of the three Spatial Options outlined above would deliver a different pattern of growth across the District. **Table 5.5** below provides an assessment of the potential for each option to deliver on the national and regional policy aims, and address the issues, applicable to Bassetlaw that are identified at the start of this section.

OVERARCHING NATIONAL AND REGIONAL PLANNING POLICY AIMS	POTENTIAL TO DELIVER POLICY AIMS		
	SPATIAL OPTION 1	SPATIAL OPTION 2	SPATIAL OPTION 3
In delivering sustainable development, focus large-scale developments and growth in existing centres.	YES	YES	Partially
Housing developments should be in locations that offer good access to jobs, key services and infrastructure.	YES	YES	YES
Away from urban areas focus development in local service centres that offer a range of services and facilities.	YES	NO	Partially
To deliver a more sustainable pattern of development across the District in line with the broad settlement hierarchy proposed in the East Midlands Regional Plan (RSS) Policy 3.	YES	NO	Partially
Focus appropriate levels of growth in settlements that have regeneration potential to address economic, social and environmental problems linked to the decline of the coal industry	YES	NO	YES
Focus appropriate levels of growth in settlements that have the potential to address opportunities in 'economically lagging' rural areas.	YES	NO	NO
Focus significant levels of development in Sub-Regional Centres (Worksop) followed by Retail & Service Centres (Retford) with lesser development in appropriate secondary settlements.	YES	YES	Partially
Consider employment regeneration priorities north of Worksop towards the Robin Hood Airport, concentrating on former mining communities and mining operations.	YES	NO	YES

Table 5.5 Assessment of Spatial Options against relevant national and regional policy aims

5.19 We also identified two options for the distribution of development in Bassetlaw that have not been proposed as realistic approaches. These are:

- A single urban extension to Worksop to meet all growth targets for the District; and
- The dispersal of development across all settlements in the District.

5.20 We feel that neither of these options would deliver a sustainable future for the District and would not reflect the issues and policy considerations identified above. We did not, therefore, put these options forward for further consideration.

Spatial Strategy Questions

Question 4

Considering the national and regional planning policy aims set out in this section, which of the three spatial options do you support?

- **Option 1:** A Spatial Strategy based on a Settlement Hierarchy
- **Option 2:** A Spatial Strategy concentrating development in Major Centres
- **Option 3:** A Spatial Strategy focusing development in the former coal mining areas of west Bassetlaw

Please provide any justifications for your choice.

Question 5

If you have chosen Option 1, do you agree with the proposed settlement hierarchy? If not, what alternative groupings would you propose? Please provide justifications for your choices.

Question 6

For the option you have chosen, do you agree with the corresponding development implications? If not, what do you think appropriate development limits should be set for settlement group?

Question 7

Is there an alternative Spatial Strategy, which we have not addressed here or which draws upon those addressed here, that you would like us to consider? If so, please provide details

The Distribution of Housing Development

5.21 While a Spatial Strategy (see above) will provide a framework for *where* future development should be located, it does not consider *how much* each area might accommodate. Consequently, this section presents specific housing development options related directly to the three Spatial Strategy options presented above. Thus, if you supported Spatial Strategy Option 1, for example, you will now need to look at Distribution Option 1 below.

Housing Growth in Bassetlaw to 2026

5.22 The East Midlands Regional Spatial Strategy set a target for Bassetlaw of 7000 houses, to be built between 2006 and 2026. This target is not open to challenge in a Local Development Framework.

5.23 Since 2006, however, 1204 houses have been built in Bassetlaw, with an additional 135 completions predicted for 2009/10⁽²³⁾. Our Strategic Housing Land Availability Assessment (SHLAA) also shows projected completions, based on permissions and existing allocations, from 2010 to 2015⁽²⁴⁾ of 2155 dwellings.

5.24 Considering both housing completions and new homes that will be delivered in the next five years, the residual target for Bassetlaw from **2015 to 2026⁽²⁵⁾ is 3506 houses**, which is equates to **319 houses a year**.

5.25 The Council is acutely aware that the Government's population projections for both the country in general, and Bassetlaw in particular, suggest continued growth. The Regional Spatial Strategy is currently being reviewed, with a particular focus on housing numbers beyond 2021, and it is anticipated that housing targets for Bassetlaw, and the rest of the region, are likely to be raised following the review.

Strategic Housing Allocations

5.26 To meet the levels of growth identified in the options below there may be a need for strategic housing allocations. These are development sites that may be allocated in a Core Strategy rather than a Site Allocations Document, would be regarded as central to the achievement of the overall strategy and are which are likely to require a long lead-in time

5.27 In order to ensure that we are in a position to meet our housing targets, we are likely to require some large housing allocations. These allocations will require considerable infrastructure investment in advance of any houses being developed, hence their potential allocation in the Core Strategy. Given that neither the Spatial Strategy nor the Distribution of Housing Development has been agreed, we are not in a position to consult on possible strategic allocations at this stage. We will, however, undertake a follow up consultation later in the year on potential strategic sites if it is concluded from this current consultation that this is an appropriate way of ensuring housing delivery.

23 Figure includes 46 actual completions with 89 predicted completions based on the assessment of Strategic Housing Land Availability Assessment sites. This figure maybe higher as windfall sites have not been included in this projection.

24 SHLAA figures based on the regional financial year monitoring making actual period 1 April 2010 to 31 March 2015.

25 Full period taken from the SHLAA is 1 April 2015 to 31 March 2026 (an 11 year period).

Housing Distribution Options

- 5.28** The Council's Strategic Housing Land Availability Assessment (SHLAA) provides a detailed assessment of the availability of potential new housing land in the District and provides a theoretical figure for the numbers of houses that could be built if no planning considerations were taken into account. This, clearly, means that there is at present far more land *potentially* available for housing in the District than is needed to meet the current housing target.
- 5.29** We have used the SHLAA to inform the Housing Distribution options below, by basing possible housing targets for individual settlements on a realistic assessment of land available in those areas.
- 5.30** Thus, drawing on the three Spatial Strategy Options outlined in the previous section along with a broad assessment of the potential for settlements to accommodate housing growth, the following three options for the distribution of new housing growth in Bassetlaw are proposed.

Option 1: Housing distribution based on a settlement hierarchy

5.31 Spatial Strategy Option 1 puts forward a potential settlement hierarchy to guide new development. Building on this, this option proposes a distribution of housing numbers focused on the centres of Worksop, Harworth/Bircotes and Retford with lesser amounts for the rural areas of the District.

5.32 The split of housing allocations across the three larger settlements is weighted to account for their anticipated future roles in the Spatial Strategy, as follows:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District;
- **Harworth Bircotes:** The largest settlement in the north west of the district, capable of delivering essential regeneration priorities to address economic, social and environmental problems linked to the decline of the coal industry;
- **Retford:** Retail & Service Centre serving the rural east of the District.

5.33 To achieve this growth, urban extensions will be required in all towns to meet the regional housing targets.

5.34 As the secondary focus for future housing allocations the Local Service Centres would share the remaining housing growth target to deliver a sustainable spread of new housing across the rural areas of Bassetlaw.

5.35 The specific housing growth targets for Option 1 would be as detailed in **Table 5.6** below.

SETTLEMENT	% SPLIT OF RESIDUAL RSS HOUSING TARGET	HOUSING GROWTH 2015-2026	ANNUAL HOUSING TARGET
Worksop	40%	1,402	127
Harworth Bircotes	30%	1,052	96
Retford	20%	701	64
Local Service Centres ⁽²⁶⁾	10%	351	32
Totals	100%	3,506	319

Table 5.6 Housing distribution based on a settlement hierarchy

26 14 Local Service Centres are identified in Spatial Strategy Option 1. An even split of this housing growth target equates to 25 dwellings per settlement up to 2026 with an annual target of approximately 2-3 dwellings per year.

Option 2: Housing distribution concentrating development in Worksop and Retford

5.36 Spatial Strategy Option 2 proposes the concentration of all new housing development in Worksop and Retford, in support of their anticipated future roles in the Spatial Strategy as:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District.
- **Retford:** Retail & Service Centre serving the rural east of the District.

5.37 To achieve this growth, large urban extensions will be required in both towns to meet the regional housing targets.

5.38 The specific housing growth targets for Option 2 would be as detailed in **Table 5.7** below.

SETTLEMENT	% SPLIT OF RESIDUAL RSS HOUSING TARGET	HOUSING GROWTH 2015-2026	ANNUAL HOUSING TARGET
Worksop	60%	2,104	191
Retford	40%	1,402	127
Totals	100%	3,506	319

Table 5.7 Housing distribution based on concentration in Worksop and Retford

Option 3: Housing distribution focusing development in the former coal mining areas of west Bassetlaw

5.39 Spatial Strategy Option 3 proposes the focusing of future housing growth in Worksop, Harworth Bircotes, Carlton in Lindrick and Langold.

5.40 The split of housing allocations is weighted towards the two larger settlements in west Bassetlaw to account for their anticipated future roles in the Spatial Strategy, as follows:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District;
- **Harworth Bircotes:** The largest settlement in the north west of the district, capable of delivering essential regeneration priorities to address economic, social and environmental problems linked to the decline of the coal industry;

5.41 To achieve this growth urban extensions will be required in each of these towns to provide the necessary land to meet the regional housing targets.

5.42 As the secondary focus for future housing allocations, **Carlton in Lindrick** and **Langold** would share the remaining housing growth target.

5.43 The specific housing growth targets for Option 3 are detailed in **Table 5.8** below.

SETTLEMENT	% SPLIT OF RESIDUAL RSS HOUSING TARGET	HOUSING GROWTH 2015-2026	ANNUAL HOUSING TARGET
Worksop	40%	1,402	127
Harworth Bircotes	40%	1,402	127
Carlton in Lindrick	15%	526	48
Langold	5%	175	16
Totals	100%	3,506	319

Table 5.8 Housing distribution focusing development in the former coal mining areas of West Bassetlaw

Housing Distribution Questions

Question 8

Do you think that we should allocate land that will deliver more houses than are required to meet the residual housing growth target of 3,506 (in anticipation of higher housing targets being set for the District in the revised East Midlands Regional Spatial Strategy? If so, how much more growth would you support above the current target?

Question 9

Considering their direct connection to the Spatial Strategy Options identified earlier in this document, which of the three housing distribution options do you support?

- **Housing Distribution Option 1:** Housing distribution based on a settlement hierarchy
- **Housing Distribution Option 2:** Housing Distribution based on concentration in Worksop and Retford
- **Housing Distribution Option 3:** Housing distribution focusing development in the former coal mining areas of west Bassetlaw

Please provide any justifications for your choice.

Question 10

Do you agree with the proposed percentage split of housing growth between the identified settlements in your chosen housing distribution option? If not what alternative split of housing growth do you suggest? Please provide any justifications for your suggestion.

Question 11

Is there an alternative housing distribution option, which we have not addressed here or which draws upon those addressed here, that you would like us to consider? If so, please provide details.

Question 12

Do you have any comments on the potential need for strategic site allocations in the Core Strategy?

The Distribution of Employment Development

5.44 While a Spatial Strategy (see above) will provide a framework for where future development should be located, it does not consider how much each area might accommodate. Consequently, this section presents specific employment land development options related directly to the three Spatial Strategy options presented above. Thus, if you supported Spatial Strategy Option 1, for example, you will now need to consider Distribution Option 1 below.

Employment Growth in Bassetlaw to 2026

5.45 The Northern Sub-Region Employment Land Review (NSR ELR) identifies employment land targets for all local authorities within the Northern Sub-Region of the East Midlands. This Review recommends that Bassetlaw should plan for between 79.5 and 92.5 hectares of new employment land between 2006 and 2026. It also advises that this target should be additional to the District's existing provision of employment land. The draft Bassetlaw Employment Land Capacity Study 2009 (ELCS) provides a more detailed assessment of employment land growth needs in Bassetlaw, taking into account predicted losses of such land to other uses up to 2026. The ELCS recommends for Bassetlaw a gross employment land requirement of 133 to 142 hectares between 2009 and 2026.

Strategic Employment Allocations

5.46 To meet the levels of growth identified in the options below there may be a need for strategic employment land allocations. These are development sites that may be allocated in a Core Strategy rather than a Site Allocations Document, would be regarded as central to the achievement of the overall strategy and are which are likely to require a long lead-in time.

5.47 In order to ensure that we are in a position to meet our employment targets, we are likely to require some large employment land allocations. These allocations will require considerable infrastructure investment in advance of any employment generating premises being developed, hence their potential allocation in the Core Strategy. Given that neither the Spatial Strategy nor the Distribution of Employment Development has been agreed, we are not in a position to consult on possible strategic allocations at this stage. We will, however, undertake a follow up consultation later in the year on potential strategic sites if it is concluded from this current consultation that this is an appropriate way of ensuring employment land delivery.

The A1 Corridor

5.48 In addition to distributing employment land growth in line with the Spatial Strategy options as outlined below, it is important to recognise the specific employment generating opportunity presented by the A1. The Bassetlaw ELCS concludes that there is a reasonably strong demand for distribution and general industrial uses along the A1 Corridor. Although growth along this Corridor would be some way from the District's major settlements (with the possible exception of Harworth/Bircotes) it is nonetheless important to consider whether growth should be sought here in order to ensure that specific employment opportunities are not missed. As a standalone, option, however, this would not be viable.

Employment land Distribution Options

- 5.49** The findings of Northern Sub-Region Employment Land Review (NSR ELR) and the draft Bassetlaw Employment Land Capacity Study (ELCS) show that there is at present far more land *potentially* available for employment growth in the District than is needed to meet the current employment land target. We have used the findings of these studies to inform the Employment Land Distribution options below, by basing possible employment land growth targets for individual settlements on a realistic assessment of land available in those areas.
- 5.50** Thus, drawing on the three Spatial Strategy Options outlined in the previous section along with a broad assessment of the potential for settlements to accommodate employment land growth, the following three options for the distribution of new employment land growth in Bassetlaw are proposed.

Option 1: Employment land distribution based on a settlement hierarchy

5.51 Spatial Strategy Option 1 puts forward a potential settlement hierarchy to guide new development. Building on this, this option proposes a distribution of new employment land focused on the centres of Worksop, Harworth/Bircotes and Retford with lesser amounts for the rural areas of the District.

5.52 The split of employment land growth across the three larger settlements is weighted to account for their anticipated future roles in the Spatial Strategy, as follows:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District;
- **Harworth Bircotes:** The largest settlement in the north west of the district, capable of delivering essential regeneration priorities to address economic, social and environmental problems linked to the decline of the coal industry;
- **Retford:** Retail & Service Centre serving the rural east of the District.

5.53 To achieve this growth, urban extensions will be required in all towns to meet the identified employment land growth targets.

5.54 As the secondary focus for future employment allocations the Local Service Centres would share the remaining employment growth target to deliver a sustainable spread of new employment opportunities across the rural areas of Bassetlaw.

5.55 The specific employment land growth targets for Option 1 would be as detailed in **Table 5.9** below.

SETTLEMENT	% SPLIT OF GROSS EMPLOYMENT GROWTH TARGET	EMPLOYMENT GROWTH (HA) 2009-2026	ANNUAL EMPLOYMENT TARGET (HA)
Worksop	40%	57	3
Harworth Bircotes	30%	43	2
Retford	20%	29	2
Local Service Centres ⁽²⁷⁾	10%	14	1
Totals	100%	143	8

Table 5.9 Employment land distribution based on a settlement hierarchy

²⁷ Few Local Service Centres have land available for employment development, so this 10% is most likely to be split between one or two settlements.

Option 2: Employment land distribution concentrating development in Worksop and Retford

5.56 Spatial Strategy Option 2 proposes the concentration of all new employment land development in Worksop and Retford, in support of their anticipated future roles in the Spatial Strategy as:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District
- **Retford:** Retail & Service Centre serving the rural east of the District.

5.57 To achieve this growth, urban extensions will be required in all towns to meet the identified employment land growth targets.

5.58 The specific employment land growth targets for Option 2 would be as detailed in **Table 5.10** below.

SETTLEMENT	% SPLIT OF GROSS EMPLOYMENT GROWTH TARGET	EMPLOYMENT GROWTH (HA) 2009-2026	ANNUAL EMPLOYMENT TARGET (HA)
Worksop	60%	86	5
Retford	40%	57	3
Totals	100%	143	8

Table 5.10 Employment land distribution based on concentration in Worksop and Retford

Option 3: Employment land distribution focusing development in the former coal mining areas of west Bassetlaw

5.59 Spatial Strategy Option 3 proposes the focusing of future employment land growth in Worksop, Harworth Bircotes and Carlton in Lindrick.

5.60 The split of employment growth is weighted towards to the two largest settlements in west Bassetlaw to account for their anticipated future roles in the Spatial Strategy, as follows:

- **Worksop:** Bassetlaw's Sub-Regional Centre with the highest levels of service and facility provision in the District;
- **Harworth Bircotes:** The largest settlement in the north west of the district, capable of delivering essential regeneration priorities to address economic, social and environmental problems linked to the decline of the coal industry;

5.61 To achieve this growth, urban extensions will be required in all towns to meet the identified employment land growth targets.

5.62 **Carlton in Lindrick** will act as a secondary focus for future employment land allocations, but the draft Bassetlaw Employment Land Capacity Study did not identify any significant land suitable to accommodate new employment growth within Langold. This distribution option does not, therefore, include any target for employment growth within Langold.

5.63 The specific employment land growth targets for Option 3 are detailed in **Table 5.11** below.

SETTLEMENT	% SPLIT OF GROSS EMPLOYMENT GROWTH TARGET	EMPLOYMENT GROWTH (HA) 2009-2026	ANNUAL EMPLOYMENT TARGET (HA)
Worksop	45%	64.5	4
Harworth Bircotes	45%	64.5	4
Carlton in Lindrick	10%	14	1
Totals	100%	143	8

Table 5.11 Employment land distribution focusing development in the former coal mining areas of West Bassetlaw

Employment Distribution Questions

Question 13

Considering their direct connection to the Spatial Strategy Options identified earlier in this document, which of the three housing distribution options do you support?

- **Employment Land Distribution Option 1:** Employment land distribution based on a settlement hierarchy
- **Employment Land Distribution Option 2:** Employment land Distribution based on concentration in Worksop and Retford
- **Employment Land Distribution Option 3:** Employment land distribution focusing development in the former coal mining areas of west Bassetlaw

Please provide any justifications for your choice.

Question 14

Do you agree with the proposed percentage split of employment land growth between the identified settlements in your chosen housing distribution option? If not what alternative split of employment land growth do you suggest? Please provide any justifications for your suggestion.

Question 15

Do you think that land should be allocated along the A1 Corridor to capitalise on a specific area of demand (chiefly distribution and warehousing)?

Question 16

Is there an alternative employment land distribution option, which we have not addressed here or which draws upon those addressed here, that you would like us to consider? If so, please provide details.

ISSUES AND OPTIONS SUPPORTING THEMES



- 6.1** The Spatial Strategy will require a number of policies to ensure its successful delivery, as well as policies that we are required by national policy to develop as part of the Core Strategy process. To this end, we have identified three broad thematic areas within which a number of issues have been raised for consideration.
- 6.2** Reference is made in this section to a number of different studies that have been carried out as part of the options appraisal process. For more information on these, please see **Appendix 1** or visit the Planning Policy pages of the Council's website.

THEME 1: DEVELOPING A BALANCED HOUSING MARKET

Affordable Housing

6.3 Affordable housing is defined by the Government as either social rented (owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime) or intermediate (at prices and rents above those of social rent, but below market price or rents. These can include shared equity products). It excludes low cost open market housing.

Issues – what the evidence shows us

- As of 1 April 2009, there were 4008 households on the Council's waiting list for affordable housing (Retford has some of the highest waiting figures in the District closely followed by parts of Worksop);
- House prices in the rural areas of the District have above average prices of £200,000 to £300,000, with a ratio between property prices and incomes of 12.5:1 (Strategic Co-ordination in the North Derbyshire and Bassetlaw Housing Market Area (2009));
- Between 2005/06 and 2007/08 Bassetlaw's delivery of affordable housing provision averaged just c.15% of all new dwellings;
- Since 2004/05 232 affordable houses have been built or have received planning permission in the District. 147 were social rented (63%) and 85 were shared ownership (37%). In addition, 30 low cost market houses were built;
- The sub-regional study on Strategic Co-ordination in the North Derbyshire and Bassetlaw Housing Market Area (2009) shows that the District has relatively low levels of Registered Social Landlord housing, in comparison to the rest of the sub-region;
- Our Strategic Housing Market Assessment concluded that there is a need in the District for 45% of all new housing built to 2026 to be affordable. It suggested that this should be 30% social rented and 15% intermediate. It also suggested that there was a shortage of one and two bedroom, and an oversupply of three bedroom, affordable properties in the District;
- Our Affordable Housing Viability Study concluded that the Strategic Housing Market Assessment targets are undeliverable, and suggested either a target of 25% for the District or the setting of different targets across different areas of the District (to vary between 35% and 15%). It also suggested that we should consider a figure of between 0 and 5 dwellings as a 'trigger point' for affordable housing provision.

Policy - what the guidance tells us

- *Planning Policy Statement 3: Housing*, tells us to set an overall target for the amount of affordable housing in the District; set separate targets for social-rented and intermediate affordable housing, where appropriate; set threshold requirements for affordable housing (with 15 dwellings being an indicative minimum); specify the size

and type of affordable housing required; where viable and practical, consider allocating and releasing sites solely for affordable housing, including using a Rural Exception Site Policy⁽²⁸⁾; and ensure affordable housing targets are viable;

- The *East Midlands Regional Spatial Strategy Policies 14 and 15* require us to work with neighbouring Districts in Derbyshire to deliver, between us, an indicative target of 10,000 affordable houses between 2006 and 2026 and to address affordability issues in rural areas.
- [1] This enables small sites in rural locations that would not normally be available for housing (because, for example, they are subject to policies of restraint) to be granted permission specifically for affordable housing.

Questions

- 6.4** As noted above, we are required to set an affordable housing target and relevant thresholds that will trigger the requirement to contribute to that target. As long as they are shown to be viable, we have a wide range of possible options as to what these may be.

Question 17

Do you think that we should have a single target for affordable housing across the District or do you think that there should be different targets for different areas of the District? What do you think that these targets should be?

Question 18

What do you believe should be the split between Social Rented and Intermediate housing within the District?

Question 19

Do you believe that the Council should adopt an exceptions policy for affordable housing (i.e. permitting affordable housing on sites or in settlements that would not normally be considered for development)?

Question 20

What number of proposed new dwellings do you believe should be the trigger for affordable housing provision?

²⁸ This enables small sites in rural locations that would not normally be available for housing (because, for example, they are subject to policies of restraint) to be granted permission specifically for affordable housing.

Question 21

Do you believe that there is a particular type of affordable housing (e.g. three bedroom houses) that we should be providing for in the District?

Older People's Needs - Lifetime Homes

6.5 A 'lifetime home' is a house or flat that incorporates a number of specific features designed to ensure that it is accessible and adaptable, so that it is able to meet the needs of most households. The Joseph Rowntree Foundation developed the concept of Lifetime Homes⁽²⁹⁾ in the early 1990s in response to concerns over the quality of housing at that time. There are 16 standards or features which new houses and flats should incorporate in order to achieve a lifetime home rating. These relate to issues such as lighting, parking, width of doorways and hallways, etc. Lifetime Homes are similar to, but build upon, the legal requirements of Part M of the Building Regulations 2004: Access to and Use of Buildings.

Issues – what the evidence shows us

- By 2022, almost 13% of Bassetlaw's population will be over 65 and most will own their home or wish to do so. Numbers of those over 85 will increase from 2300 to 3800⁽³⁰⁾;
- While Bassetlaw has a large supply of sheltered housing (including bungalows) it has very low levels of Extra Care⁽³¹⁾ provision, especially in Retford;
- The Northern Housing Market Area needs 300-400 Extra Care units to meet the anticipated demand⁽³²⁾;
- Most people wish to remain in their own homes and, of those who wish to move house as they get older, there is a clear preference for two bedroom bungalows⁽³³⁾;
- The Joseph Rowntree Foundation conducted a national comparative study into the cost of meeting both Building Regulations and Lifetime Home standards. The additional cost of building Lifetime Homes ranged from £165 to a maximum of only £545 per dwelling, depending on the size, layout and specification of the property.

Policy - what the guidance tells us

- Bassetlaw District Council's Older Peoples' Housing Strategy aims to ensure that older people are able to secure and sustain their independence in a home appropriate to their circumstances (2007-2010) and to actively encourage developers to build new homes to the Lifetime Homes standards to assist independent living at home;
- *Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society* seeks to Make Lifetime Home standards the norm for all new housing by 2013;

29 See <http://www.lifetimehomes.org.uk/>

30 Housing Needs Study of Older Persons: East Midlands Northern HMA (2008)

31 Older People's Housing Needs Study for East Midlands Regional Assembly (2009)

32 Ibid

33 Housing Needs Study of Older Persons: East Midlands Northern HMA (2008)

- *East Midlands Regional Spatial Strategy Policy 1* asks us to ensure that the existing housing stock and new affordable and market housing address need and extend choice in all communities in the region;
- *Planning Policy Statement 3: Housing* seeks to ensure that consideration is given to the provision of market and affordable housing that meets identified needs and the current and future demographic trends of the area.

Questions

- 6.6** While we are not required to implement a Lifetime Homes standard, there is evidence to suggest that there will be a growing need for adaptable homes over the LDF period, as well as for homes more suited to an elderly population.

Question 22

Do you think that we should be seeking to ensure that all new housing, or a percentage of new housing, meets Lifetime Homes standards (i.e. it is sufficiently adaptable that it can meet the needs of people as they get older)?

Question 23

Do you think that we should be seeking to ensure that a percentage of affordable housing (delivered without public subsidy) meets Lifetime Homes standards?

Question 24

Do you think that we should be requesting that developments over a certain size provide a percentage of a certain type of housing (e.g. bungalows) for older people?

Question 25

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Accommodation for Gypsies, Travellers and Travelling Showpeople

6.7 The accommodation needs of Gypsies and Travellers and Travelling Showpeople should be considered alongside the housing needs of the whole community and, as such, policies must be developed to ensure that suitable sites are available to them in the District in order to meet any identified need for pitches. A 'pitch' is generally regarded as an area of a Gypsy/Traveller site where a single household lives in their caravans or trailers with other related amenities. Thus, a pitch may contain more than one caravan. Transit pitches are for those who are stopping for a short period of time in a given location. While the needs of Travelling Showpeople are similar to those of Gypsies and Travellers, their sites may also need space to accommodate and work on machinery.

Issues – what the evidence shows

- The Council's Gypsy and Traveller Accommodation Needs Assessment demonstrated a minimum need for 43 pitches (some permanent, some transit), on top of the c.80 that already exist in the District, between now and 2026. Five have been delivered to date.

Policy - what the guidance tells us

- Under the 2004 Housing Act, all Councils have to consider the needs of Gypsy and Traveller communities in their local planning frameworks and housing strategies;
- Government Guidance in both *Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites* and *Circular 04/2007 Planning for Travelling Showpeople* obligates the Council to allocate sites to meet identified need and to set out in the Core Strategy the policies that it will use both to assess potential sites and to assess general applications for sites;
- *East Midlands Regional Spatial Strategy Policy 16* sets out the requirement for the delivery of 43 pitches in Bassetlaw (although five have since been delivered).

Questions

6.8 Site allocation will be achieved through the production of the Site Allocations Document (see **Section 2** above). In the meantime, the Core Strategy **must** include a criteria-based policy to determine applications for sites from private individuals or organisations and also to guide the allocation of Gypsy and Traveller sites in the Allocations document.

Question 26

What planning criteria do you believe should be included in a policy to determine applications for sites from private individuals or organisations and to guide the allocation of Gypsy and Traveller sites in the Allocations document?

Question 27

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Housing Mix

- 6.9** In order to ensure that the District can, as far as possible, sustain a mixed community of different households, such as families with children, single person households and older people, a variety of housing, in terms of tenure, price (see **Affordable Housing** above) and type is required.

Issues – what the evidence shows us

- Bassetlaw's Strategic Housing Market Assessment shows that the predominant housing type in Bassetlaw is semi-detached (43%), followed by detached (33%). There is a small proportion of terraced housing (17%), mainly in the towns, followed by a tiny number of flats (7%). It also shows that, while the size of houses is about average, Bassetlaw's housing has a much higher average number of rooms than the rest of the housing market area (and England). Most significantly, it concludes that Bassetlaw's housing stock and household type are in balance. In other words, in broad terms, the types of houses in the District are of sufficient variety (in terms of size and type) that they match the needs of residents (adaptability and affordability issues notwithstanding);
- Since 2004, the predominant type of new build housing in Bassetlaw has been three and four (or more) bedroom detached houses⁽³⁴⁾;
- A number of Parishes feel that their villages require a better mix of new housing development (chiefly more smaller properties) to ensure that they remain viable for a range of individuals and families⁽³⁵⁾.

Policy - what the guidance tells us

- 6.10** *Planning Policy Statement 3: Housing* requires us to set out the likely profile of household types requiring market housing and plan for the full range of market housing.

Questions

- 6.11** Do you think that we should:

Question 28

Require a specific mix of market housing for the District as an overall policy aspiration? If so, what do you believe this should be?

34 Bassetlaw District Council Monitoring Data

35 Feedback from North East Bassetlaw Forum

Question 29

Require a specific mix of market housing, to be determined as appropriate, on individual development sites above a certain threshold? If so, what do you think this threshold should be (e.g. five dwellings)?

Question 30

Continue to let the market provide the type of houses that demand seems to require (until updated evidence suggests otherwise)?

Question 31

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Housing Density

6.12 The District has only a finite supply of land suitable for development and, as such, building at a high density⁽³⁶⁾ is arguably the best way to ensure that it is used efficiently. In many areas, high-density development will be the most appropriate way forward. Nonetheless, there are areas of the District in general, and some settlements in particular, where it may not be appropriate to develop at a high density for reasons of local character and distinctiveness. Decisions need to be made about how best to balance these competing demands.

Issues – what the evidence shows us

- Since 2005, 64% of Bassetlaw's new housing has been built at a density of 30 dwellings per hectare or above. The highest densities have been achieved in Worksop, Retford, Harworth/Bircotes and Misterton, with the lowest in the smaller villages across the District. In broad terms this can be seen as reflecting the nature of existing development in the District (with lower density housing generally being found in rural areas). There are, clearly, exceptions to this (London Road in south Retford, for example, with large, low density housing), which is why consideration of the implications of a density policy is needed.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Development* states that we should Promote the more efficient use of land through higher density development. It also notes that it is proper to seek to promote or reinforce local distinctiveness and for policies to concentrate on guiding the overall scale, density, massing, height, landscape, layout and access of new development;
- *Planning Policy Statement 3: Housing* states that 30 dwellings per hectare should be used as a national indicative minimum to guide policy development and decision making, but that Local Planning Authorities can set out a range of densities across their local area rather than one broad density range. In doing so, they need to consider a range of issues including local characteristics; accessibility; design; efficient use of land; and infrastructure capacity. It is also clear in its statement that '*density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form*'.

Questions

6.13 In considering possible approaches to managing the density of residential development in Bassetlaw, do you think that we should:

³⁶ The intensity of development in a given area. This is usually measured as net dwelling density, calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas, where these are provided.

Question 32

Continue to have a blanket minimum density requirement across the District of 30 dwellings per hectare?

Question 33

Identify areas where a higher or lower density requirement may be justified? If so, which areas do you believe these should be?

Question 34

Treat applications on a case by case basis and consider density in relation to the character of the surrounding area?

Question 35

Develop a combination of the above approaches?

Question 36

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Householder Extensions

6.14 It is a commonly held belief that more and more people are choosing to stay in their houses and extend them, where possible, rather than go to the expense of moving to a larger home. While house prices are currently static or falling, which may eventually lead to greater buoyancy in the housing market, householder extensions will continue to form a major part of all applications received by the Council. While there is much that can be done to extend properties without needing planning permission, more major works require planning permission. Given that the impact on neighbouring properties and local character of more major extension works can sometimes be significant, it is felt that we need consider whether policies should be in place to control them.

Issues – what the evidence shows us

- Between 2004 and 2008 Bassetlaw District Council received 2569 applications for extensions to houses. This is roughly 40% of all applications received.

Policy - what the guidance tells us

- There is no national policy guidance on householder extensions, although *Planning Policy Statement 1: Delivering Sustainable Development* states that planning policies should promote high quality inclusive design in individual buildings in terms of function and impact. Design which is inappropriate in its context or which fails to take the opportunities available for improving the character and quality of an area should not be accepted. Although visual appearance and the architecture of individual buildings are clearly factors in achieving these objectives, securing high quality and inclusive design goes far beyond aesthetic considerations;
- The Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008 sets out the works that houseowners may undertake to their houses without planning permission. More information may be found at www.planningportal.gov.uk.

Questions

6.15 In considering possible approaches to manage the impact of house extensions that require planning permission, do you think that we should:

Question 37

Have a policy that gives strict limits to the size of extension that householders may apply for (beyond those set by the General Permitted Development Order)? If so, what limit(s) do you see as appropriate (e.g. up to 50% of the size of the original dwelling)?

Question 38

Have a criteria-based policy that sets out the factors that will be taken into consideration when assessing applications for house extensions? If so, what criteria do you think should be included?

Question 39

Have no policy on householder extensions and judge them against the limited national policy available, such as that set out in *Planning Policy Statement 1* above?

Question 40

Are there any other issues or options, in relation to this subject, that you would like us to consider?

THEME 2: MAINTAINING A QUALITY LOCAL ENVIRONMENT

Design

6.16 The appearance of all types of development, its accessibility, the degree to which it incorporates sustainable construction, makes efficient use of resources, prevents crime, protects and enhances biodiversity, and ensures that those who live nearby are not adversely affected, are all critical components of securing high quality development. Good design, which addresses all of these issues, will be more readily accepted by local communities and should be the aim of all of those involved in development.

Issues – what the evidence shows us

6.17 CABE's⁽³⁷⁾ 2007 report *Housing audit: assessing the design quality of new housing in the East Midlands, West Midlands and the South West* highlighted the East Midlands as the most disappointing region for new housing design. All of the assessed developments in Bassetlaw were scored as 'Poor'. CABE now recommends the use of the *Building for Life*⁽³⁸⁾ standard by all developers and local authorities.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Communities* tells us to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes and set policies for inclusive design and layout in terms of function and impact over the lifetime of a development;
- *Planning Policy Statement 3: Housing* tells us to develop a shared vision with local communities of the type(s) of residential environments they wish to see and to develop design policies that set out the quality of development that will be expected for the local area.

Questions

Question 41

Do you believe that the Council should set out the design fundamentals that it expects of all new development? If so, what factors do you believe should be considered? If not, please give your reasons

37 Commission for Architecture and the Built Environment. Please see www.cabe.org.uk

38 Please see <http://www.buildingforlife.org/> for more details

Question 42

Do you believe that the use of a recognised standard, such as Building for Life, is a good idea for major⁽³⁹⁾ development proposals?

Question 43

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Local Services

6.18 New or improved services and facilities will be required over time to serve communities across Bassetlaw. These should be provided in accessible, sustainable locations and to meet particular local needs. It is also important, however, to consider the protection of existing facilities because, in a large rural area such as the eastern side of Bassetlaw, the loss of the last remaining convenience store, for example, can have a significant impact upon the ability of local residents to access services. As well as increasing the need to travel, the loss of services can threaten the viability and vitality of rural communities and severely affect some groups such as the low paid, young, elderly and those without a car.

Issues – what the evidence shows us

- In 2007/08 the Council began monitoring⁽⁴⁰⁾ the loss of local services in settlements excluding Worksop and Retford. The year saw the loss of a Post Office, four village shops, two pubs and a hairdresser's to housing. We are also aware of the more recent loss of a village hall and the closure of a further village shop. Discussion with various Parish Councils suggests that this is part of a growing trend, which has an impact on the sustainability of rural settlements;
- The Council's Services and Facilities Study (2009) shows that parts of the rural area of the District score very badly in terms of their access to services. This is echoed by the findings of the national Indices of Deprivation (2007)⁽⁴¹⁾.

Policy - what the guidance tells us

- PPS7: *Sustainable Development in Rural Areas* tells us to
- Set out policies for allowing some limited development in, or next to, rural settlements that are not designated as local service centres, in order to meet local business and community needs and to maintain the vitality of these communities;
- Support the provision of small-scale, local facilities (e.g. childcare facilities) to meet community needs outside identified local service centres, particularly where they would benefit those rural residents who would find it difficult to use more distant service centres. These local facilities should be located within or adjacent to existing villages and settlements;
- Adopt a positive approach to planning proposals designed to improve the viability, accessibility or community value of existing services and facilities e.g. village shops and post offices, rural petrol stations, village and church halls and rural public houses;
- Set out in policy documents the criteria they will apply in considering planning applications that will result in the loss of important village services (e.g. as a result of conversion to residential use).

40 Bassetlaw Annual Monitoring Report 2007/08

41 www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/

Questions

Question 44

Do you think that we should have policies that seek to protect rural services and facilities from development for other uses (e.g. residential development)?

Question 45

Do you think that we should have policies that encourage and/or allow exception sites (i.e. sites on which development would not usually be permitted) for rural services and facilities?

Question 46

If you agree with either of the above questions, which services and facilities should such a policy apply to and how do you think such a policy could be implemented?

Question 47

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Climate Change and Energy

- 6.19** The Government has acknowledged that climate change will have major implications on the UK's environment. An Environment Agency study, based on UK climate projections, reports that the East Midlands is expected to become wetter in the winter and drier in the summer, with increased risk of extreme weather events such as storms, floods and droughts. Sea levels on the East Coast could rise by up to 83cm⁽⁴²⁾. This may have severe consequences for Bassetlaw, which is low lying and has areas at risk of flooding. In addition, UK Climate Change Projections (2009) indicate that by 2080 annual mean temperatures could rise by up to 3°C, with winter rainfall increasing by as much as 18% and summer rainfall decreasing by up to 19%.
- 6.20** The Government now regards climate change adaptation and mitigation, as well as the delivery of CO₂ emission reductions, via renewable energy⁽⁴³⁾ schemes and energy efficient construction, as a priority issue. The Government recognises the role that local government and the planning system have in helping to fulfil its climate change and energy objectives. Consequently, national policies and strategies now include specific requirements for regional and local planning authorities.

Issues – what the evidence shows us

- Renewable energy sources only make a contribution of about 2% to the Region's electricity and heat energy needs, which means that the East Midlands lags behind other English regions in this respect⁽⁴⁴⁾;
- Over 40% of the UK's CO₂ emissions come from energy used at home and when we travel. Bassetlaw has one of the highest per-capita CO₂ emissions rates in the region (although domestic emissions rates are relatively low)⁽⁴⁵⁾, which will increase as new housing development increases;
- There is potential for a range of renewable or alternative energy provision across the District, including wind development; wood or coppice biomass; and coal mine methane⁽⁴⁶⁾. There has, however, been relatively little exploitation of these opportunities in recent years;
- There is increasing interest in both large-scale, community and small-scale renewable energy provision in the District⁽⁴⁷⁾

Policy - what the guidance tells us

- The Government has agreed to an 80% reduction in greenhouse gas emissions by 2050, relative to 1990 levels, which is now legally binding under the Climate Change Act;

42 Environment Agency State of the Region report

43 Renewable energy covers those resources that occur naturally in the environment, including heat from the earth or sun; power from the wind and water; energy from plant material and recovered from domestic, industrial or agricultural waste.

44 Regional Spatial Strategy (2009)

45 DEFRA (2009) NI 186 - Per capita CO₂ emissions in the LA area

46 Regional Spatial Strategy (2009)

47 Bassetlaw District Council Annual Monitoring Reports

- The UK Renewable Energy Strategy (White Paper) describes how the UK will meet a legally binding target to supply 15% of all of the energy it uses from renewable sources by 2020.
- The Planning and Climate Change supplement to *Planning Policy Statement 1* requires Local Planning Authorities to develop policies designed to secure development and use of land that contributes to mitigating and adapting to climate change. An important requirement is the need for policies to expect a proportion of the energy supply for new development to be secured from decentralised and renewable or low carbon sources and for area based opportunities for such infrastructure to be identified through the plan process. It also states that there is no requirement for applicants for energy development to demonstrate either the overall need for renewable energy, nor question the energy justification for why a proposal for such development must be sited in a particular location;
- *Planning Policy Statement 22: Renewable Energy* states that local planning policies should be designed to promote and encourage, rather than restrict, the development of renewable energy resources and that these policies should be criteria based, reflect local circumstances and not be included without reasoned justification. Policies should not be framed in such a way as to place an undue burden on developers;
- In the Budget 2008, the Government announced its ambition that all new non-domestic buildings should be zero carbon from 2019 (with earlier targets for schools and other public buildings). The Government has also indicated that non-domestic buildings will be required to be zero carbon by 2019, again implemented through the Building Regulations;
- A Government statement in July 2009⁽⁴⁸⁾ confirmed the requirement⁽⁴⁹⁾ for all new homes to be zero carbon by 2016 and set out the proposals which will be taken forward to implement this policy. Prior to the introduction of the zero carbon requirement, intermediary step changes are proposed to the requirements of Part L of the Building Regulations for new dwellings;
- *East Midlands Regional Spatial Strategy Policies 39 and 40* set a target of 20% of all energy requirements for the East Midlands to be provided from renewable sources by 2020 and require Local Authorities to promote a reduction in energy usage through a variety of low carbon generation means.

48 By John Healey (Minister for Housing and Planning)

49 Set out in Building A Greener Future: Policy Statement (2007).

Questions

Question 48

In light of national planning policy which enables local authorities to set targets, should we set a target for the level of decentralised and renewable or low carbon energy generation to be achieved in the District by 2020? If not, please give your reasons.

If so, do you have any views on what this target should be?

Question 49

Local Authorities are now required to encourage large-scale or standalone renewable energy schemes. As such, should we:

Adopt a criteria-based policy for the determination of renewable energy schemes (please suggest possible criteria)?

and/or

Identify specific areas where renewable energy schemes might be located (please suggest any areas where this might be appropriate)?

Question 50

What role do you believe that the local authority; co-operatives or other not-for-profit organisations; developers; and other stakeholders have to play in delivering renewable and low carbon energy?

Question 51

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Rural Development

6.21 Bassetlaw is classed as a Rural 50 District by the Department for Environment, Food and Rural Affairs (DEFRA). This means that at least 50 percent but less than 80 percent of the population live in rural settlements and larger market towns. Development in rural areas is, therefore, of great importance to the District, both in terms of ensuring the sustainability of rural areas and controlling less appropriate development in these areas, that should be situated elsewhere.

6.22 Issues of design and character are addressed elsewhere in this document, so this section considers how to ensure that appropriate types of development are permitted in rural areas, to help support rural communities and economies, without resulting in an uncontrolled spread of development that would undermine the intrinsic value of Bassetlaw's countryside. The development of a spatial strategy (see **Section 5**) will provide a framework to direct the majority of development towards identified settlements. Some forms of development, however, will need to be in a rural location (i.e outside a settlement boundary).

Issues – what the evidence shows us

- Monitoring of planning applications since 2005 shows a range of applications for rural development, including recreational and tourism facilities (such as holiday accommodation and sport activities); the conversion of agricultural buildings to commercial or residential uses; and the conversion of agricultural land for equestrian activities.

Policy - what the guidance tells us

- *Planning Policy Statement 7: Sustainable Development in Rural Areas* advises that new building in the open countryside away from existing settlements, or outside areas allocated for development in development plans, should be strictly controlled. It supports the re-use of rural buildings (chiefly for economic purposes, providing they are appropriately located and suitably constructed) and the replacement of buildings in the countryside for economic development purposes providing they are suitably located, existing buildings of permanent design and construction. It supports farm diversification into non-agricultural activities and requests that local planning authorities should define an assessment criteria to be applied to farm diversification projects. It states that local planning authorities should set policies for supporting equine enterprises that maintain environmental quality/countryside character and states that planning policies should provide a positive framework for facilitating sustainable rural tourism and leisure developments making the most of leisure and recreational opportunities that require a countryside location;
- *East Midlands Regional Spatial Strategy Policy 24* states that Councils should support rural diversification where it is consistent with a sustainable pattern of development and the environmentally sound management of the countryside. It highlights the more rural areas of Bassetlaw in this regard.

Questions

Question 52

Do you think that we should have a criteria based policy (or policies) that sets out the issues that we would take into consideration when assessing applications for all (or some) of the following types of rural development?

- Re-use and replacement of rural buildings;
- Farm diversification;
- Equestrian related activities;
- Rural tourism.

If so, what might these criteria be?

Question 53

Are there any other forms of rural development that we should be considering in relation to this policy approach?

Question 54

If you do not think that a criteria based policy approach is suitable, what approach do you think we should take to development in the countryside?

Question 55

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Backland and Infill Development

6.23 Backland development is usually defined as development on land behind the rear building line of existing housing or other developments. It is usually land that is formally used as gardens or is partially enclosed by gardens. Not all backland development is surrounded by residential, or proposes residential, uses.

6.24 Infill development involves the development of plots in what is usually a built up frontage or in the side gardens of existing houses.

6.25 Both forms may involve demolition of an existing dwelling(s) (often with a greater number of new houses then built on the plot) and have the potential to significantly undermine the character of a village or an area of a town. This can be particularly significant in settlements with a strong character defined by historic buildings or conservation areas, which are sensitive to change. These negative impacts can include:

- Loss of amenity, overshadowing, overlooking;
- Loss of sunlight/daylight for existing properties;
- Noise;
- Loss of green links/ trees /hedgerows/vegetation;
- Visual intrusion into the character of the area;
- Loss of space between buildings;
- Loss of parking;
- Multiple long driveways serving a single property;
- Difficulties with recycling and waste collections/bin storage.

Issues – what the evidence shows us

- Between 2006⁽⁵⁰⁾ and 2009, 188 residential developments took place within garden land, with a further 267 with valid planning permission yet to be built. The number of applications for back garden development has been increasing significantly each year since 2006. Many have required the demolition of existing large properties. The settlements with the highest numbers of applications for both backland development, and demolition and rebuild at a higher density, are Beckingham, Harworth/Bircotes, Misterton, North Leverton, Retford and Worksop. Some residents feel that these developments have impacted negatively on the character of their area.

50 Bassetlaw District Council Monitoring Data (which only goes back to 2006 on this issue)

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Development* states that good design ensures attractive, useable and adaptable places and is a key element in achieving sustainable development. It advises that good design is indivisible from good planning. Planning authorities should plan positively for the achievement of high quality and inclusive design for all development including individual buildings, public and private spaces and wider development schemes. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted;
- *Planning Policy Statement 3: Housing* requires a balance to be reached between achieving housing targets while at the same time protecting the character of an area and improving the quality and attractiveness of existing communities. It states that good design is fundamental to using land efficiently. Local Planning Authorities should facilitate good design by identifying the distinctive features that define the character of a particular local area. It also classifies garden land as brownfield land, yet makes it clear that there is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage of a building should be developed.

Questions

6.26 In considering possible approaches to managing the impact of backland and infill development, do you think that we should:

Question 56

Have a policy that prevents all backland development or infill development? Please explain your reasons.

Question 57

Permit all applications for backland and infill development? Please explain your reasons.

Question 58

Have a policy that assesses backland and infill development applications against a set of criteria? If so, what do you suggest that these criteria might include?

Question 59

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Historic Environment

6.27 Bassetlaw has a rich heritage and a wealth of fine historic buildings, in need of protection and enhancement. There are over 1000 Listed Buildings⁽⁵¹⁾, 20 Conservation Areas⁽⁵²⁾, four Registered Parks and Gardens⁽⁵³⁾ and 32 Scheduled Ancient Monuments⁽⁵⁴⁾ in the District, as well as a range of historic buildings that are not protected by any special designation. These make a huge contribution to the quality of life of local residents, adding to an attractive living environment and a strong sense of local distinctiveness. It is important that measures are in place to ensure their adequate protection and enhancement.

Issues – what the evidence shows us

- The majority of Bassetlaw's historic assets are in a good state of repair, but some are regarded as being 'at risk'. There are 15 Grade I and II* Listed Buildings or Scheduled Ancient Monuments and two Conservation Areas classed as being 'at risk' by English Heritage. A number of Grade II Listed Buildings are entered on the County wide Building's at Risk Register;
- The Council decides well over 200 applications a year for alterations to Listed Buildings or those in Conservation Areas;
- A number of Conservation Areas are being adversely affected by the numerous permitted, but unsympathetic, changes being made to buildings within them. This reflects the national situation, where only 15% of Conservation Areas have seen improvements since 2006⁽⁵⁵⁾;
- Not all historic buildings across the District are regarded as being of such special architectural or historic interest to be 'listed'. Many of these buildings do, however, contribute to the local history and distinctiveness of the District whether individually or as part of a wider village or town setting.

Policy - what the guidance tells us

6.28 *Planning Policy Guidance Note 15: Planning and the Historic Environment* states that we should set out clearly the planning authority's policies for the preservation and enhancement of the historic

51 A building of special architectural or historic interest, graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures. English Heritage is responsible for designating buildings for listing.

52 An area designated by the Council under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act, 1990, regarded as being an area of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.

53 English Heritage is enabled by Section 8C of the Historic Buildings and Ancient Monuments Act 1953 (inserted by section 33 of, and paragraph 10 of Section 4, to the National Heritage Act 1983) to compile the *Register of Parks and Gardens of special historic interest in England*.

54 Nationally important monuments, usually archaeological remains, that enjoy greater protection against inappropriate development through the Ancient Monuments and Archaeological Areas Act 1979.

55 Heritage at Risk: Conservation Areas (English Heritage, 2009).

- environment and the factors that will be taken into account in assessing different types of planning application that may impact on historic assets. It also reminds us that the more clearly the special architectural or historic interest that justifies designation is defined and recorded, the sounder will be the basis for local plan policies and development control decisions;
- *Planning Policy Guidance Note 16: Archaeology and Planning* states that development plans should include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings. The preservation of an ancient monument and its setting is a material consideration in planning applications whether the monument is scheduled or unscheduled;
- *Planning Policy Statement 1: Delivering Sustainable Development* states that in preparing development plans, planning authorities should seek to enhance as well as protect the historic environment and landscape and townscape character;
- *East Midlands Regional Spatial Strategy Policies 26 and 27* seek to protect historic assets and their setting, both for their own sake and when considering new development.

Questions

Question 60

Given the information set out above, what factors do you think we should take into consideration when establishing policies for the protection of historic assets in the District?

Question 61

Do you think that we should compile a list of 'local interest' buildings that are regarded as being of local architectural or historic interest, but not necessarily good enough for statutory listing, and prepare policies for their conservation?

Question 62

Do you think that we should designate new conservation areas⁽⁵⁶⁾? If so, which settlements do you believe have areas that are worthy of conservation area status?

56 Current conservation areas are: Worksop; Retford (x2); Old Gateford;

Question 63

Do you think that we should remove some of the current permitted development rights for properties in Conservation Areas through the introduction of Article 4 Directions⁽⁵⁷⁾? If so, should this be District-wide or only in specific Conservation Areas?

Question 64

Are there any other issues or options, in relation to this subject, that you would like us to consider?

57 A direction made under the Town and Country Planning (General Permitted Development) Order 1995 removing some or all permitted development rights within, for example, a conservation area or curtilage of a listed building. This would seek to encourage the retention of historic features by requiring planning permission for e.g. alterations to roofs, windows and doors; painted facades; and boundary walls

Landscape and Village Character

- 6.29** While not benefiting from any nationally designated areas (e.g. Area of Outstanding Natural Beauty or National Park), the character of Bassetlaw's landscape and villages is one of its most attractive features for residents and visitors alike.
- 6.30** The notion of landscape 'character' is not just a concept that is concerned with aspects of scenic quality. In other words, it is not just about the way things look, but is about how factors such as topography, ecology, architecture and land use patterns, to name but a few, interact to produce the diversity of character that people so enjoy about the English countryside.
- 6.31** Bassetlaw also has a large number of attractive villages, many of which have seen development of varying scale and quality. This has impacted both positively and negatively on their character, with some Parishes feeling that too much infill or overly intense developments have been out of keeping with their locality (see **Backland and Infill Development** and **Housing Density** above).

Issues – what the evidence shows us

- Bassetlaw's Landscape Character Assessment identified large areas of the District as being sensitive to development, including the areas around Clumber Park and the countryside to the east of Retford. Similarly, it flagged up a number of areas, around Worksop and Harworth/Bircotes, in need of restoration.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Planning for Sustainable Development* states that planning should protect and enhance the natural and historic environment, the quality and character of the countryside, and existing communities;
- *Planning Policy Statement 7: Sustainable Development in Rural Areas* states that we should protect the open countryside for its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and so it may be enjoyed by all. We should prepare policies and guidance that encourage good quality design throughout rural areas, utilising tools such as Landscape Character Assessments and criteria-based policies to provide necessary protection for sensitive areas. We should ensure that development respects and, where possible, enhances the character of rural settlements;
- *Planning Policy Statement 22: Renewable Energy* states that local landscape and local nature conservation designations should not be used in themselves to refuse planning permission for renewable energy developments. Planning applications for renewable energy developments in such areas should be assessed against criteria

based policies set out in local development documents, including any criteria that are specific to the type of area concerned (see **Renewable Energy** and **Sustainable Construction** above);

- *East Midlands Regional Spatial Strategy Policy 31* states that there should be criteria based policies in Local Development Frameworks to ensure that development respects intrinsic character in rural and urban fringe areas.

Questions

Question 65

Do you believe that we should develop policy that addresses landscape character when considering development proposals? Please give your reasons and any suggestions for possible criteria.

Question 66

Do you believe that we should develop policy that addresses village character when considering development proposals (through, for example, support for local Village Design Statements)? Please give your reasons and any suggestions for possible criteria.

Question 67

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Green Infrastructure

6.32 'Green infrastructure' (GI) can be broadly defined as the network of green spaces and other environmental features in an area, able to deliver both ecological and quality of life benefits for the local communities it serves. GI includes established green and open spaces as well as new sites. It should connect the urban area to its wider rural hinterland.

6.33 Consultations with the community over recent years have shown clearly that the natural environment of Bassetlaw is very important to its residents. This is reflected explicitly in the development of the Nature Conservation Strategy for Bassetlaw (2006) and in the priorities of the Bassetlaw Sustainable Community Strategy (2007).

Issues – what the evidence shows us

- The Council's *Environmental Sites Assessment* and *Open Space Study* both highlight the range and value of green space in the District, but concluded that more could be done to exploit and improve it for the benefit of residents and biodiversity;
- The Council's *Open Space* and *Play Pitch Studies* make recommendations on areas deficient in open space and play pitches and set standards for additional provision that we should be seeking to secure from new development across the District;
- Natural England estimates that the national average for the percentage of surface area covered by statutory designated sites for biological and geological conservation is 7%. The East Midlands is the region with the lowest biodiversity value in the country and Nottinghamshire performs poorly on the national scale, with only 2% of its land covered by statutory designations;
- Although the Government's Public Service Agreement target aspires to have 95% of the SSSI⁽⁵⁸⁾ area in a favourable or recovering condition by 2010, in Bassetlaw only 84% of the 19 SSSIs (comprising 1361 hectares) have achieved this so far;
- Natural England's *Access Natural Greenspace Standard* aspires to two hectares of Local Nature Reserve per 1000 population. Although the *Bassetlaw Nature Conservation Strategy* has led to the area's total increase from around 16 hectares to around 88 hectares, this is still less than one hectare per 1000.

Policy - what the guidance tells us

- The *Natural Environment and Rural Communities Act 2006* requires every public body, in exercising its functions, to have regard to the purpose of conserving biodiversity;
- *Planning Policy Statement 1: Delivering Sustainable Development* states that development should ensure an appropriate mix of uses, including the incorporation of green space, and reconcile the need for economic growth with the need to protect the natural and historic environment;

⁵⁸ **Site of Special Scientific Interest (SSSI)** - The designation under Section 28 of the Wildlife and Countryside Act (1981) of an area of land of special interest by reason of its flora, fauna, geological or physiological features.

- *Planning and Climate Change* (Supplement to Planning Policy Statement 1) states that spatial strategies and any development should help deliver green infrastructure and biodiversity as part of a strategy to address climate change mitigation and adaptation;
- *Planning Policy Statement 9: Biodiversity and Geological Conservation* emphasises the significant role the planning system has in protecting and enhancing biodiversity and contributing to rural renewal and urban renaissance by enhancing biodiversity in green spaces and among developments so that they are used by wildlife and valued by people;
- *Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation* requires local authorities to use the information gained from their assessments of needs and opportunities to set locally derived standards for the provision of open space, sports and recreational facilities in their areas;
- Regional Spatial Strategy policies 28, 29 and 30 set Regional Priorities for *Environmental and Green Infrastructure, Enhancing Biodiversity and Managing and Increasing Woodland Cover*, aspiring to a high quality natural environment as part of delivering sustainable communities.

Questions

Question 68

Should we ensure that all new development contributes to the development of a network of green spaces across the District? If so, how might this be achieved? If not, please give your reasons.

Question 69

Should we protect all existing open green space and environmental sites from development, even if not publicly accessible, if they contribute to local amenity or to the development of a network of green spaces? If not, please give your reasons.

Question 70

Should we set clear standards for the levels of open space provision that we will expect from new development? If not, please give your reasons.

Question 71

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Drainage, Sewerage and Flood Risk

6.34 Bassetlaw has a number of rivers running through it, is a low lying part of the country and has recognised surface water drainage issues in some areas. 2007 saw some of the worst flooding in recent years, as rivers burst their banks and damaged properties. It is clear, therefore, that, especially with the effects of climate change and the increase in housing numbers (resulting in greater surface water run off), measures need to be put in place to ensure that new development is located in areas at the least risk of flooding. Similarly, it will be important to ensure that existing drainage and sewerage issues are not exacerbated by new development pressures.

Issues – what the evidence shows us

- 273 properties were flooded in Bassetlaw during the June 2007 floods;
- Bassetlaw's Strategic Flood Risk Assessment identified areas liable to fluvial or surface water flooding or with drainage concerns. These include parts of Worksop and Retford, as well as a number of villages in the east of the District;
- The Bassetlaw Water Cycle Scoping Study highlighted potential drainage problems in some areas, as well as the fact that Severn Trent Water would not expect surface water from new development to be conveyed to the foul or combined sewerage system. While it did not highlight any sewerage capacity problems, it was recognised that a more detailed assessment of this issue was required.

Policy - what the guidance tells us

- *Planning Policy Statement 25: Development and Flood Risk* (PPS25) requires the Council to set out policies for the allocation of sites and the control of development which avoid flood risk to people and property where possible and manage it elsewhere, reflecting the sequential⁽⁵⁹⁾ approach to managing flood risk. It also states that Councils should frame policies that reduce flood risk to and from new development through location, layout, design and incorporation of sustainable drainage systems (SUDS⁽⁶⁰⁾); use opportunities offered by new development to reduce the causes and impacts of flooding e.g. surface water management plans; make the most of the benefits of green infrastructure for flood storage, conveyance and SUDS; re-create functional floodplain; and set back defences;
- PPS25 also requires the Council to ensure that planning applications are supported by site-specific flood risk assessments (FRAs) as appropriate; apply the sequential approach at a site level; give priority to the use of SUDS; and ensure that all new

59 An approach that seeks to direct development to lowest flood risk areas before considering those at higher risk

60 Sustainable Drainage Systems combine a series of environmentally friendly elements to manage surface water run off as close to its origin as possible, before it enters watercourses or sewers. These elements may include ponds and infiltration strips that improve biodiversity, provide aesthetic and practical amenities while also reducing the risk of flooding. Importantly, SuDS remove the need for any additional drainage systems.

development in flood risk areas is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed;

- *East Midlands Regional Spatial Strategy Policy 35* asks that Councils should require SUDS in all new developments where practicable; include policies that will prevent inappropriate development in, on with an adverse impact on, coastal and fluvial floodplains; not permit development at unacceptable risk from flooding or that would create unacceptable risk elsewhere.

Questions

Question 72

Do you think that we should prevent any new development in those settlements that are regarded as being at risk of flooding (whatever the source)?

Question 73

Do you think that we should require all new development to have Sustainable Drainage Systems, where feasible? If not, please give your reasons.

Question 74

Do you think that we should require all new development proposals in areas with land or sewer drainage problems to demonstrate that they will not increase the potential for both flood risk and pollution as a result of the proposal? If not, please give your reasons.

Question 75

Are there any other issues or options, in relation to this subject, that you would like us to consider?

The Re-Use of Previously Developed Land

6.35 Supporting the re-use of suitably located previously developed (or ‘brownfield’) land, as opposed to developing greenfield land, is a general planning principle. *Planning Policy Statement 3: Housing* defines previously developed land as that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. It excludes land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made; land in built-up areas such as parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings). Given that such land is not always found in urban areas we believe, therefore, that we need to consider the circumstances under which it is appropriate for previously developed land to be released for new development.

Issues - what the evidence shows us

- Bassetlaw District Council's monitoring data shows that the amount of new housing development on previously developed land in the District has risen from around 20% in 1998 to 69% in 2008;
- With the exception of two large previously developed sites at the former High Marnham power station and former Bevercotes Colliery, the majority of brownfield land is in Worksop and Retford, with a smaller amount in Harworth/Bircotes. There are, however, other smaller sites located in or around villages across the District⁽⁶¹⁾.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Development*, advises that planning authorities should seek to promote the more efficient use of land through the use of suitably located previously developed land and buildings, bringing vacant and underused previously developed land and buildings back into beneficial use;
- *Planning Policy Statement 3: Housing* advises that the national annual target is for least 60 per cent of new housing to be provided on previously developed land. It also states that there is no presumption that land that is previously developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed. Thus, when identifying previously-developed land for housing development, Local Planning Authorities will need to balance sustainability issues against land re-use issues;
- *Planning Policy Statement 7: Sustainable Development in Rural Areas* advises that priority should be given to the re-use of previously-developed sites in preference to the development of greenfield sites, except in cases where there are no brownfield

61 National Land Use Database - see <http://www.nlud.org.uk/>

sites available, or these brownfield sites perform so poorly in terms of sustainability considerations (e.g. in terms of their remoteness from settlements and services) in comparison with greenfield sites;

- *East Midlands Regional Spatial Strategy Policy 3* advises that in assessing the suitability of sites for development (within the regional strategy for the distribution of development), priority should be given to making the best use of previously developed land in urban or other sustainable locations. This approach should contribute to the achievement of a regional target of locating 60% of housing on previously developed land.

Questions

Question 76

In considering possible approaches to managing the development of previously developed land, do you think that we should:

- Favour all applications for re-development of previously developed land, regardless of where this land is located?
- Have a criteria based policy to help steer development of previously developed land to the most appropriate and sustainable locations? If so, please suggest possible criteria.

Question 77

Are there any other issues or options, in relation to this subject, that you would like us to consider?

THEME 3: SUPPORTING A PROSPEROUS DISTRICT

Protecting Employment Land

- 6.36** Bassetlaw needs to allocate more employment land to ensure that it is able to provide sufficient opportunity for a successful and thriving business economy providing a range of jobs for local residents. The loss of existing employment sites to other uses will, inevitably, require more greenfield land to be allocated.
- 6.37** Not all of the existing employment land, particularly that which is derelict, is viable or suitable for redevelopment for new employment uses. This may be due to the costs involved in redevelopment or the site's location. As such it is important to identify the existing employment land that should be protected for employment creating uses and that which should be left to be re-developed.

Issues – what the evidence shows us

- The Northern Sub-Region Employment Land Review identified a need to increase the total amount of employment land within the District by approximately 80–90 hectares. This is on top of any future land allocations needed to replace losses of existing sites. Of the 57 sites surveyed in the study, the vast majority are recommended for retention for employment uses;
- The draft Bassetlaw Employment Land Capacity Study provides a more detailed assessment of employment land growth needs in Bassetlaw, taking into account predicted losses of such land to other uses up to 2026. It recommends a gross employment land requirement of 133 to 142 hectares between 2009 and 2026;
- Since 2006 Bassetlaw has lost 13.3 hectares of protected and allocated employment land to alternative uses, chiefly housing. An additional 11.4 hectares has outstanding permission to be redeveloped for non-employment creating uses⁽⁶²⁾.

Policy - what the guidance tells us

- Part of the overarching aim of *Planning Policy Statement 1: Planning for Sustainable Development* is the achievement of sustainable economic development. This includes the need to ensure suitable locations are available for industrial and commercial developments so that the economy can prosper;
- *Planning Policy Guidance Note 4: Industrial Development and Small Firms* notes that many urban areas contain large amounts of land, once used for industrial purposes but now under-used or vacant. Getting this land back into beneficial use is important to the regeneration of towns and cities. It recommends that local planning authorities identify such areas and indicate their appropriate alternative uses, including industrial and commercial uses.

Questions

Question 78

In considering possible approaches to managing employment land provision, do you think that we should:

- Protect all existing employment sites from non-employment creating development (e.g. housing or retail uses)?
- Protect only those employment sites that are deemed to be most suitable for future employment use?
- Have no policies protecting employment land from other uses?
- Have a criteria based policy that sets the basis by which protected employment sites *might* be re-developed for non-employment creating uses? If so, what might these criteria be?

Question 79

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Worksop and Retford Town Centres

6.38 Please note that, due to the detailed nature of retail planning, this is a reasonably technical section.

6.39 Worksop and Retford are the two key centres for retail, entertainment and leisure in the District. They have both strengths and weaknesses (see below), which we are keen to build upon or address as necessary in order to ensure that the two towns continue to be attractive to local residents and provide a good range of goods and services to their local areas. This may necessitate making changes to the way that different areas of the town centre are designated in planning terms, to reflect their relative importance and the type of development that may be appropriate in those areas.

Issues – what the evidence shows us

6.40 In relation to Worksop, the Bassetlaw Retail Study tells us that:

Strengths	Weaknesses
<ul style="list-style-type: none"> • Semi-pedestrianised high street shopping environment • Large walk in population and good accessibility by bus and car • Reasonable mixture of national and independent retailers • Below average vacancy rate • Good service offer in particular banking and financial services • Linear centre with easy orientation • The Priory Centre covered mall and the market • Reasonable rental levels • CCTV • Council offices generating lunchtime footfall • Development Opportunities 	<ul style="list-style-type: none"> • Limited diversity and limited range and choice of shops with no anchor department store or superstore • Two out-of-centre supermarkets and out-of-centre retail park • Lack of cinema and limited evening economy • Declining business/investor confidence • Perceived car parking problem among business community • Weak office market • Poor approach and sense of arrival from some directions • Distance to railway station

- There is not a great short-term quantitative need for additional convenience⁽⁶³⁾ goods floorspace. However, by 2016 there may be a quantitative need for 5,700 sq m (net) of additional town centre floorspace or a small supermarket with a net convenience goods sales area of around 1,700sq m. And by 2021 there may be a need for 6,900 sq m (net) of town centre convenience goods floorspace or 2,100 sq m (net) of supermarket floorspace i.e. a medium-sized supermarket;

⁶³ Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.

- There is no immediate quantitative need for significant additions to the comparison⁽⁶⁴⁾ goods floorspace. In the short to medium-term (2011 and 2016) there is no quantitative need for additional comparison goods floorspace. By 2021 there is a very modest need for c.1500 sq m (net) of additional town centre comparison goods floorspace. It is possible that a small market share increase of 2% might be achieved within the town centre and this would increase capacity in the medium term (2016) to 3300 sq m (net) and 6500 sq m (net) in the long term (2021);
- It is recommended that only the Priory Centre and adjacent sections of Bridge Place/Street from Ryton Place to Newcastle Avenue are designated as primary frontages⁽⁶⁵⁾, with the contiguous secondary frontages⁽⁶⁶⁾ as far as Ryton Place included in the Primary Shopping Area⁽⁶⁷⁾. The recommended point to end the Primary Shopping Area is after Poundstretcher and Yorkshire Bank on the opposite side of Bridge Street.

6.41 In relation to Retford, the Bassetlaw Retail Study tells us that:

Strengths	Weaknesses
<ul style="list-style-type: none"> • Attractive historic shopping streets with strong sense of place and arrival • Pedestrianised shopping area • Walk in population and good accessibility by bus and car • Good mixture of national and quality independent retailers • Below average vacancy rate • Good service offer in particular banking and financial services • Linear centre with easy orientation • Attractive public realm, open spaces and nearby park • Proximity of two edge-of-centre supermarkets to generate footfall • The market • Small theatre with good programme of performances • Reasonable rental levels and yields • CCTV 	<ul style="list-style-type: none"> • Limited diversity • Weak office market and only localised administrative functions • No anchor department or variety store • Lack of cinema • Declining business/investor confidence • Perceived car parking problem among business community • No large development site(s) • Distance/route to the railway station

64 Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

65 The most important shopping frontages of the town centre. Most have a high proportion of shops.

66 Important shopping frontages in the town centre, generally with a greater diversity of ancillary retail uses than the primary frontages.

67 Area where retail development is concentrated comprising the primary and contiguous secondary frontages.

- Within Retford there is current capacity for additions to the convenience goods floorspace and a small supermarket could be supported. By 2021 this capacity has grown to a medium sized supermarket (c.2200 sq m net), at the expense of new town centre floorspace. A better strategy would be to support a small to medium sized supermarket (c. 1500 sq m net);
- Within Retford there is no immediate or short-term (2011) quantitative need for significant additions to the comparison goods floorspace. The exception might be town centre floorspace. In the medium term (2016) there is a quantitative need for 300 sq m (net) of additional town centre comparison goods floorspace and in the long term (2021) there is a quantitative need for 1300 sq m (net) of additional town centre comparison goods floorspace;
- It is recommended that only Carolgate from the Market Square to East Street are designated primary frontages, with the east side of Market Square redesignated as secondary frontages. These secondary frontages on Market Square could be included in the Primary Shopping Area as they are contiguous and do include some multiples (but also some charity shops). The remaining frontages shown as retail core on the proposals map can be redesignated as secondary frontages. It is recommended that the town centre boundary be drawn at Cannon Square in the north to Wharf Road in the south. This will incorporate the main secondary frontages. The boundary also needs to be drawn to the east and west to include secondary shopping frontages such as Bridgegate, Grove Street and Spa Lane but exclude all other uses.
- Both Worksop and Retford town centres should be protected from out of centre development. Worksop should be designated as a major town centre with Retford designated as a town centre.

Policy - what the guidance tells us

- *Planning Policy Statement 6: Town Centres* states that we should:
 - Assess the need for new floorspace for retail, leisure and other main town centre uses;
 - Identify deficiencies in provision and, assess the capacity of existing centres to accommodate new development;
 - Define the extent of the primary shopping area and the town centre, for the centres in their area on their Proposals Map;
 - Identify and allocate sites;
 - Set out criteria-based policies for assessing and allocating new development proposals;
 - Prepare planning policies to help manage the evening and night-time economy in appropriate centres.

Questions

Question 80

Do you think that we should have a policy for securing convenience and comparison goods floorspace in Worksop and Retford over the LDF period as follows⁽⁶⁸⁾:

Goods category ⁽⁶⁹⁾	WORKSOP	RETFORD
Convenience Goods 2011-2016	7400 sq m (of which 1700sq m could be a supermarket)	1700 sq m
Comparison Goods 2011-2016	0 sq m	300 sq m
Convenience Goods 2016-2021	9000 sq m (of which 2100sq m could be a supermarket)	2200 sq m
Comparison Goods 2016-2021	1500 sq m	1300 sq m

If not, what figures would you propose and how would you justify them?

Question 81

Do you think that we should make changes to the town centre and retail boundaries for Worksop and Retford in line with recommendations of the Bassetlaw Retail Study? If not, what alternative approach would you recommend and why (please feel free to submit maps with your proposal)?

Question 82

What specific issues in relation to Worksop town centre (see Strengths and Weaknesses) do you think we should be seeking to address and why? Are there any other issues that you think we should be considering?

Question 83

What specific issues in relation to Retford town centre (see Strengths and Weaknesses) do you think we should be seeking to address and why? Are there any other issues that you think we should be considering?

⁶⁸ In line with the recommendations of the Bassetlaw Retail Study (2009)

⁶⁹ Please note that the later floorspace figures assume that the earlier floorspace figures have not been built.

Question 84

Are there any other issues or options, in relation to this subject, that you would like us to consider?

General Retail Issues

6.42 Please note that, due to the detailed nature of retail planning, this is a reasonably technical section.

6.43 There are also a number of other smaller centres in the District, as well as rural retail outlets, that may benefit from specific policy approaches. Similarly, there are a number of issues, both positive and negative in their impact, that can be regarded as common to all retail centres. These are addressed here.

Issues – what the evidence shows us

6.44 The Bassetlaw Retail Study recommends that:

- The centres at Harworth/Bircotes, Langold, Carlton, Tuxford, Markham, Misterton, Ordsall, Manton, Raymoth Lane, Prospect Hill and Gateford Road are all worthy of consideration of local centre status;
- Local centres should be protected from out-of-centre and edge-of-centre convenience proposals above 100 sq m, including shops in petrol filling station shops (PFSSs), unless need and minimal impact can be demonstrated and the sequential approach satisfied;
- Individual shops in villages or suburbs that provide important local services but are too small to designate as Local Centres might be protected along with local centres from threats such as PFSSs and inappropriate scales of development;
- In small local centres / parades no more than one convenience store is of an appropriate level of development and can be supported and single shops in urban areas are restricted to 100 sq m to ensure they serve a local area and do not compete with local centres and larger parades. The Council might also consider a separate policy on PFSSs;
- The LDF discourages the relaxation of bulky goods restrictions, but that in Retford edge-of-centre sites may have to be considered. It is recommended that a new policy be included in the LDF to define bulky goods as bulky electrical goods, furniture and carpets and DIY and that goods such as toys, stationary, soft furnishings and pets products are excluded from this definition;
- The Council considers the need for policies to:
 - encourage appropriate fascias and advertising on shop buildings and to restrict shutters;
 - address hot food takeaways that can blight centres through dead frontage during the daytime when they are closed and shutters are down;

- place limits on the amount of non-A1⁽⁷⁰⁾ in primary frontages, the amount of A2 to A4 in secondary frontages and only permit new A5 in tertiary frontages up to a certain percentage of frontages. A 25% maximum threshold is suggested for A5 units in tertiary (peripheral secondary) frontages on the basis that over concentrations of takeaways can be oppressive during the daytime, present a poor image, generate smells and attract anti-social behaviour and can discourage other investment;
- Encourage appropriate rural retail development in areas that could be classed as food deserts, such as rural villages that have lost their village shops.

Policy - what the guidance tells us

- *Planning Policy Statement 6: Town Centres* states that we should:
 - set out a strategy for the network and hierarchy of centres, including local centres, within our area and take a positive approach to strengthening local centres;
 - Identify the centres within the area where development will be focused, as well as the need for any new centres of local importance;
 - Develop strategies for developing and strengthening centres within their area;
 - Set out criteria-based policies for assessing and allocating new development proposals.
- *Planning Policy Statement 7: Sustainable Development in Rural Areas* states that Planning authorities should adopt a positive approach to planning proposals designed to improve the viability, accessibility or community value of existing services and facilities e.g. village shops.

Questions

Question 85

Do you think that we should have policies that control shopfront design in town centres? Please explain your reasons or provide alternative suggestions.

Question 86

Do you think that we should have policies that place limits on the number of certain types of establishment (e.g. shops; banks; hot food takeaways) that are permitted in certain areas? Please explain your reasons or provide alternative suggestions.

70 A1 uses are shops; A2 uses are financial institutions; A3 uses are restaurants and cafes; A4 uses are drinking establishments; A5 uses are hot food takeaways

Question 87

Do you think that we should have policies to manage appropriate retail development in villages and rural areas? Please explain your reasons or provide alternative suggestions.

Question 88

Do you think that the centres of Harworth/Bircotes, Langold, Carlton, Tuxford, Markham, Misterton, Ordsall, and the Worksop centres of Manton, Raymoth Lane, Prospect Hill and Gateford Road, should be designated as Local Centres with specific policies to protect and strengthen them? If so, do you have any proposals for suitable boundaries to them?

Question 89

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Planning Obligations

6.45 Planning obligations are legal agreements negotiated, usually in the context of planning applications, between local planning authorities and developers or persons with an interest in a piece of land. They are usually designed to ensure that any possible adverse impact of development on local services (e.g. schools or doctors surgeries), facilities (e.g. play areas), infrastructure (e.g. roads) and the wider environment (e.g. habitat loss) is suitably mitigated.

6.46 The Government is also currently consulting on a Community Infrastructure Levy (CIL)⁽⁷¹⁾. This will be a new charge that local authorities in England and Wales will be empowered to levy on most types of new development in their area⁽⁷²⁾. CIL charges will be based on simple formulae that relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.

Issues - what the evidence shows us

- In the past five years, the Council has secured funds from new development for affordable housing, transport improvements, open space and play equipment;
- Other local authorities seek planning obligations for a wider range of areas including community facilities; cultural heritage; natural heritage education; health and the public realm.

Policy - what the guidance tells us

- *Planning Policy Statement 1: Delivering Sustainable Communities* states that plans should consider the impact of new development on the social fabric of communities and should deliver safe, healthy and attractive places to live;
- *Planning Policy Guidance note 17: Planning for Open Space, Sport and Recreation* advises that planning obligations may be used to remedy identified deficits in open space or sports and recreational facilities;
- The *Planning Obligations: Practice Guide* suggests that Core Strategies should cover the following issues relating to planning obligations:
 - the circumstances in which planning obligations will be sought;

71 www.communities.gov.uk/publications/planningandbuilding/communitylevyconsultation

72 At present, it is suggested that Councils will be forced to use CIL within two years of it coming into force due to the way that the proposed legislation will be worded.

- the range of infrastructure, facilities and services for which contributions are likely to be sought for different types of development (cross-referring to other topic-based policies in the LDF); and
- the types of contribution that will be sought e.g. whether pooled or phased contributions will be used and when maintenance payments will be sought.
- Circular 05/2005 advises that Councils may seek contributions towards infrastructure and community facilities on the back of new development, but that these must be:
 - relevant to planning;
 - necessary to make the proposed development acceptable in planning terms;
 - directly related to the proposed development;
 - fairly and reasonably related in scale and kind to the proposed development; and
 - reasonable in all other respects.

Questions

6.47 We believe that the principle of securing planning obligations is well established both in terms of precedent and national policy and, as such, are not seeking to secure views on whether or not the Core Strategy should have a policy on this matter. We are, rather, seeking views as follows:

Question 90

For which of the following areas do you believe that the Council should be seeking, where applicable and viable, to secure planning contributions:

- Affordable Housing;
- Alternative Employment Land (e.g. mitigation for granting permission on protected employment sites to aid in delivering alternative sites or premises nearby)
- Healthcare (e.g. additional GP places; new facilities);
- Education (e.g. additional school places; new facilities);
- Open Space (e.g. Play Areas; Sports Fields / Youth and Adult Areas; amenity open space);
- Natural Heritage (e.g. mitigation measures; habitat restoration; habitat protection; habitat creation; landscaping; site management; or site interpretation);
- Transport (e.g. improved bus services and facilities; extension and improvement of the cycle network and pedestrian facilities; park and ride; traffic management; or pedestrian schemes);
- Cultural Heritage (e.g. Mitigation measures; landscaping; restoration and enhancement of specific historic assets; site management or interpretation; recording, analysing, archiving and reporting on archaeological structures or remains).

Question 91

Which of the above areas do you believe to be most important for the Council to be addressing as part of planning contribution negotiations?

Question 92

Are there any other areas from which you believe we should be seeking to secure contributions, bearing in mind the requirements of Circular 05/2005 (noted above)?

Question 93

Do you believe that the Council should develop a Community Infrastructure Levy alongside specific Planning Obligation requirements?

Question 94

Are there any other issues or options, in relation to this subject, that you would like us to consider?

Appendix 1: Summary of Evidence Base Studies



Appendix 1: Summary of Evidence Base Studies

All of these studies or reports are available through the Planning policy pages of the Council's website. There is limited hardcopy availability from the Planning Policy team.

Affordable Housing Viability Study

The Affordable Housing Viability Study is a requirement of *Planning Policy Statement 3: Housing*. It examines the potential impact on development viability of planning-led affordable housing targets, development thresholds and tenure splits.

Draft Bassetlaw Employment Land Capacity Study

The East Midlands Northern Sub-Region Employment Land Review (see below) does not offer specific advice on where employment growth can and should be accommodated; from which sectors the demand for this growth may come; and what intervention, if any, is required to ensure that the market delivers appropriate sites. This study, therefore, aims to:

- Provide recommendations on the best locations for future employment land allocations in the District;
- Identify the general constraints (including competing supply in the sub-region) to employment growth in relation to these locations, as well as the particular factors that may have led to market failure or to disinterest from specific employment sectors;
- Provide recommendations on the proportion of B1, B2 and B8 uses each area can, and should, accommodate up to 2026;
- Provide recommendations on areas where public sector intervention is required to support or generate a market for specific employment sectors;
- Identify areas where there is current, emerging or potential oversupply in the market for specific employment sectors;
- Give predictions on the potential number and type of new jobs likely to be created as a result of employment growth up to 2026.

Bassetlaw Retail Study

The requirement for up-to-date retail information to inform planning policy and development control decisions is set out explicitly in *Planning Policy Statement 6: Town Centres* (PPS6). This study determines the health of the main centres of Worksop and Retford using PPS6 indicators of vitality and viability and establishes the need for new comparison and convenience goods shopping floorspace in these centres, and the wider District, in the period to 2021. Recommendations are also made for the two main town centres regarding suitable boundaries for shopping frontages, the extent of the Primary Shopping Areas (PSA) and the limits of the wider town centre boundaries in order to direct retail development and to prioritise the most appropriate frontages for retail and leisure use.

East Midlands Northern Sub-Region Employment Land Review

This Review provides an analysis of employment land demand and supply in the Northern Sub-Region of the East Midlands (which includes Bassetlaw) and examines the opportunities and trends for future employment growth across the Sub-Region.

Environmental Sites Assessment

As a rural District, the natural environment is one of Bassetlaw's most important assets. The Environmental Sites Assessment details sites that are of recognised national or local significance for nature conservation, including:

- Sites of Special Scientific Interest (SSSIs);
- Ancient Woodland;
- Sites of Importance for Nature Conservation (SINCs);
- Local Nature Reserves (LNRs);
- Scheduled Ancient Monuments;
- Registered Parks and Gardens.

While the study considers the constraints posed by individual sites on the fringes of the larger settlements in Bassetlaw, it also identifies a District-wide network of sites sensitive to development, indicating areas of strategic constraint. Mapping these sites shows where there are concentrations of environmental and cultural assets, where wildlife and habitat linkages occur and, therefore, where development should be avoided.

Future Development Scoping Study for Harworth/Bircotes

This study looks at the potential of Harworth/Bircotes as a growth area. It:

- Assesses the demand for, and feasibility of achieving, growth (housing and employment) in and around Harworth;
- Explores how any growth can be best delivered and phased;
- Examines potential regeneration opportunities, with particular regard to community infrastructure, within Harworth;
- Explores how potentially disparate development proposals can be integrated to maximise the potential benefits for the existing settlement and community; and;
- Identifies potential infrastructure weaknesses.

This is in the light of growing interest in and around the settlement from developers, the potential reopening of the colliery and perceived benefits to be derived from any future growth of Robin Hood Airport (Doncaster/Sheffield).

Gypsy and Traveller Accommodation Needs Study

The assessment of Gypsy and Traveller accommodation needs, when carrying out a periodical review of housing needs under section 8 of the Housing Act 1985, is a statutory requirement under section 225 of the Housing Act 2004. Local authorities may also be required, under section 87 of the Local Government Act 2003 (as amended), to produce a strategy that addresses the need identified, including that of Gypsies and Travellers.

This study was designed to assess the amount and quality of accommodation provision for Gypsies and Travellers in the District, estimate the extent of housing need and also make recommendations for extending assistance.

Landscape Character Assessment

This is a tool that is used to help us to understand, and articulate, the character of the landscape. It helps us to identify the features that give a locality its 'sense of place'. Its role is to ensure that future change does not undermine the characteristics or features of value within a landscape. *Planning Policy Statement 7: Sustainable Development in Rural Areas*, requires such an assessment if an LDF is to have local landscape policies.

Open Space, Play Pitch and Built Sports Facilities Assessments

Planning Policy Guidance note 17: Planning for Open Space, Sport and Recreation (PPG17) includes a requirement for local planning authorities to undertake assessments of the existing and future needs of their administrative area for open space, sports and recreational facilities. PPG17 expects local authorities to use the information gained from the audits and assessments to set locally derived standards for the provision of open space, sports and recreational facilities in their area. These standards will then form the basis for policies in the Local Development Framework, with the aim of redressing quantitative and qualitative deficiencies through the planning process.

Services and Facilities Study

The aim of this study is to identify the range of services and facilities provided in settlements in Bassetlaw. It will help to establish their relative sustainability, in terms of services and facilities provision, for potential future housing development.

Strategic Flood Risk Assessment (SFRA)

An SFRA is a requirement of *Planning Policy Statement 25: Development and Flood Risk*. It is used to refine information on areas that may flood, taking into account all sources of flooding (e.g. pluvial and fluvial) and the impacts of climate change.

Strategic Housing Land Availability Assessment (SHLAA)

The SHLAA is a requirement of *Planning Policy Statement 3: Housing used to assess the availability of land for housing over a fifteen year period. It does not allocate any land for housing nor does it provide any commitment to the potential granting of planning permission on the sites that it assesses.*

Strategic Housing Market Assessment (SHMA)

For planning purposes, the East Midlands is divided into 11 Housing Market Areas (HMAs). The HMAs consist of groups of local authority areas and reflect how particular housing markets and local economies operate. Some HMAs cross administrative county boundaries, such as the Northern HMA, of which Bassetlaw is a part, which includes Districts in both Nottinghamshire and Derbyshire.

The SHMA is a requirement of *Planning Policy Statement 3: Housing* designed to facilitate a good understanding of how housing markets operate. It promotes an approach to assessing housing need and demand, which can inform the development of housing policies.

Water Cycle Study

The Environment Agency requires a water cycle study when there is likely to be a 5% increase in new development during the time horizon of the Core Strategy, as in Bassetlaw. The study examines existing water infrastructure (the processes and systems that collect, store, or transport water in the environment) and assesses where and when additional resources may be needed. It also helps to ensure that new development makes best use of environmental capacity, adapts to environmental constraints and makes best use of environmental opportunities.

Further studies currently underway

We are currently working on a *Renewable Energy Scoping Study* and a *Green Infrastructure Study*, which will be used to inform further stages of the Local Development Framework process.

Appendix 2: Linkages with the Bassetlaw Sustainable Community Strategy and Nottinghamshire Local Area Agreement



Appendix 2: Linkages with the Bassetlaw Sustainable Community Strategy and Nottinghamshire Local Area Agreement

This table shows how the issues raised in this consultation document link with the priorities of the Bassetlaw Local Strategic Partnership (LSP) and the Nottinghamshire Local Area Agreement (LAA). The Local Development Framework supports the LSP in its delivery of the LAA priorities and will ensure close monitoring of local activity to achieve improvements in service quality and quality of life for residents.

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities		Links to LAA Indicators
A Spatial Vision for Bassetlaw	Enterprising Communities	Promote a Viable Economy Improve Educational Attainment & Skill Levels Improve Emotional Well-being	N1 151	Overall Employment Rate
Protecting Employment Land			N1 152	Working Age People on out of work Benefits
Employment Land Provision			N1 171	VAT Registration Rate
Housing Numbers			N1 154	Net additional Homes Provided
Housing Density			N1 167	Congestion - Average Journey Time Per Mile During the Morning Peak (Unlikely to be Relevant to Bassetlaw)
Affordable Housing			N1 176	Working Age People with Access to Employment by Public Transport (and other specified modes)
Local Services				
Older People's Needs				

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
Accommodation for Gypsies and Travellers and Travelling Show people			
Rural Development			
Development Boundaries			
Backland and Infill Development			
Historic Environment			
Landscape and Village Character			
Town Centres			
Development on Brownfield Land			
Local Services	Learning Communities	Improve Educational Attainment & Skill Levels	<div>Working Age Population Qualified to at Least Level 2 or Higher</div> <div>N1 163</div> <div>Reduction in the Number of Schools Where Fewer than 30% Of Pupils Achieve 5 or More A* - C GCSE and Equivalent,</div> <div>N1 78</div>

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
			Including GCSEs in English and Maths
A Spatial Strategy for Bassetlaw	Sustainable Communities	Promote Environmental Sustainability	N1 186 Per Capita CO2 Emissions in the LA Area
Local Services			N1 187 Tackling Fuel Poverty - people receiving income based benefits living in homes with a low energy efficiency rating
Backland and Infill Development			N1 196 Improved street and environmental cleanliness - fly tipping
Rural Development			N1 192 Household waste recycled and composted
Renewable Energy & Sustainable Construction			
Development on Brownfield Land			

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
A Spatial Strategy for Bassetlaw	Healthier Communities	Tackling Smoking and Alcohol Misuse Improve Emotional Well-being Tackling Rising Obesity Reduce Health Inequalities Improve Quality of Life for Vulnerable People Promote Environmental Sustainability	<p>N1 123 4-Week smoking quitter rate (used as proxy for 16+ current smoking rate prevalence until measure established)</p> <p>N1 39 Alcohol-harm related hospital admission rates</p> <p>N1 152 Working are people on out of work benefits</p> <p>N1 120 All-age all cause mortality rates</p> <p>N1 136 People supported to live independently through social services (all ages)</p> <p>N1 141 Number of vulnerable people achieving independent living</p>

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
			N1 146 Adults with learning disabilities in employment
			N1 47 People killed or seriously injured in road traffic accidents
A Spatial Strategy for Bassetlaw	Stronger Communities	Promote a Viable Economy Improve Community Cohesion and Participation	N1 154 Net additional homes provided
Housing Numbers			N1 1 % of people who believe people from different backgrounds get on well together in their local area
Affordable Housing			N1 4 % people who feel they can influence decisions in their locality
Older People's Needs			N1 7 Environment for a thriving third sector
Accommodation for Gypsies and Travellers and Travelling Show People			N1 8 Adult participation in sport

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
Green Infrastructure			
Housing Density			
Development on Brownfield Land			
Rural Development			
Backland and Infill Development			
A Spatial Strategy for Bassetlaw	Safer Communities	Reduce crime and fear of crime Promote Environmental Sustainability	
Design			N1 20 Assault with injury crime rate
Town centres			N1 16 Serious acquisitive crime rate
			N1 32 Repeat incidents of domestic violence reported at MARACs
			N1 17 Perceptions of anti-social behaviour
			N1 18 Adult re-offending rates for those under probation supervision

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities		Links to LAA Indicators
			N1 40	Drug users in effective treatment
			N1 111	First time entrants to the Youth Justice System aged 10-17
			N1 47	People Killed or seriously injured in road traffic accidents
A Spatial Vision for Bassetlaw	Every Child Matters	Improve Community Cohesion and Participation Reduce Crime and Fear of Crime	N1 114	Rate of permanent exclusions from schools
Local Services		Improve Emotional Well-being Tackle Rising Obesity Reduce Health Inequalities	N1 117	16-18 year olds who are not in education, training or employment (NEET)
Green Infrastructure			N1 111	First time entrants to the Youth Justice System aged 10-17
Planning Obligations			N1 50	Emotional health of children

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities	Links to LAA Indicators
			N1 55 Obesity among primary school age children in Reception Year
			N1 112 Under 18 conception rate
A Spatial Vision for Bassetlaw	Transport and Accessibility	Promote Environmental sustainability	N1 47 People Killed or seriously injured in road traffic accidents
			N1 167 Congestion -average journey time per mile during the morning peak (unlikely to be relevant to Bassetlaw)
			N1 176 Working age people with access to employment by public transport (and other specified modes)

Core Strategy Issues	Links to LSP Priorities	Links to LAA Priorities		Links to LAA Indicators
A Spatial Vision for Bassetlaw	New Communities	Improve Community Cohesion and Participation	N1 1	% of people who believe people from different backgrounds get on well together in their local area
			N1 4	% of people who feel they can influence decisions in their locality

Table 2.1 The priorities of the Bassetlaw Local Strategic Partnership (LSP) and Nottinghamshire Local Area Agreement (LAA)