

Bassetlaw Site Allocations Preferred Options Consultation Paper

Section 1: Introduction

Consultation February 2014
(Approved for consultation December 2013)

Bassetlaw District Council



Bassetlaw
DISTRICT COUNCIL
— North Nottinghamshire —

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1 Introduction

What is the purpose of this consultation document?

- 1.1 This Preferred Options document forms the second part of the consultation process in the development of the Site Allocations Development Plan Document (DPD), which, along with the Core Strategy (already adopted by the Council) will form the Local Development Framework (or Local Plan) for Bassetlaw. An explanation of what these terms mean is set out within the Glossary of Terms in Appendix A. Appendix B gives a brief summary of a number of background studies that the Council has undertaken to help provide evidence about, or further information on, issues within the District and are referred to throughout this document. If you wish for more detail on them, please contact the Planning Policy Team.
- 1.2 The settlements specified as development locations were established during the development of the Council's Core Strategy and Development Management DPD and are not, therefore, subject to further consultation. This document sets out the specific sites within those settlements that it is proposed to allocate for future housing and employment development, within Bassetlaw, up to 2028 along with the proposed levels of growth in the Rural Service Centres. To gain a full understanding of how decisions about the preferred sites have been made, it is important to read this consultation document in its entirety.
- 1.3 The sites identified in this consultation document will identify sufficient land to deliver:
 - 3574 new houses; and
 - 163.6 hectares of new employment land.
- 1.4 It is the Council's view that at present, based on the evidence available, there is no need to allocate land for further retail development. Furthermore, it has been agreed that the allocation of gypsy and traveller sites will be progressed through a separate Development Plan Document, once the revised assessment of accommodation needs has been completed. In addition, due the status of the individual sites and feedback through consultation, the progression of the 'opportunity sites' identified in the Issues and Options consultation document will be considered separately.
- 1.5 All parts of this consultation document are available on the Planning Policy pages of the Council's website at www.bassetlaw.gov.uk

What details are given about each site?

- 1.6 Each preferred site allocation is shown with a site map identifying the extent of the site and, where applicable, any key features that it is expected that the site will deliver as a requirement of its allocation.
- 1.7 Each site has its own Site Allocation Policy. This policy sets out any specific requirements that a subsequent application must address before planning permission may be granted on a site in conjunction with the adopted Core Strategy and Development Management

policies. Please note that some of the requirements relating to infrastructure provision may change if such requirements are subsequently included in a list of projects to be funded by a Community Infrastructure Levy (CIL) (please see the Planning Policy pages of the Council's website for further information on CIL).

- 1.8 Each site allocation policy is accompanied by a reasoned justification to explain the policy requirements relating to specific sites.

How do I respond to this consultation document?

- 1.9 The first round of consultation on the site allocations process resulted in over 2,000 individual responses. These comments have assisted the Council in making assessments about the merits of sites and about any constraints that will need to be overcome should a site be allocated. Further details on the responses made to the initial consultation can be found within the Council's *Issues and Options Consultation Summary Document*, which is available on the Planning Policy pages of the Council's website.
- 1.10 This consultation, however, is different from the previous round. The Issues and Options consultation asked questions about the potential for development of a range of sites and for information regarding any local issues in or around the proposed sites. Now that the Council has identified a much smaller range of potential allocations, we need to know whether you agree with our proposals and whether you think we have identified the issues that will need to be addressed (e.g. highways improvements or new school provision) if these sites are to be allocated. If you disagree with the Council's proposals, you will need to state why and to provide realistic alternative proposals.
- 1.11 The formal consultation will run for an eight-week period starting on Monday 3rd February 2014 and the deadline for responses is 5pm on Monday 31st March 2014. Please be aware that representations made about this document (including your name and address) cannot be treated as confidential and may be made publically available. Any comments made before this formal consultation period will only be recorded as an objection or support to the principle of the site(s) allocation, as all the details underpinning the preferred allocations will not yet be available.
- 1.12 In order to respond to this document, please send your response to us in the following ways:

- Online at: www.bassetlaw.gov.uk
- Post to:

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

- Email: future.plans@bassetlaw.gov.uk
- Fax: 01909 533400
- In person: please hand in to the Queen's Buildings in Worksop

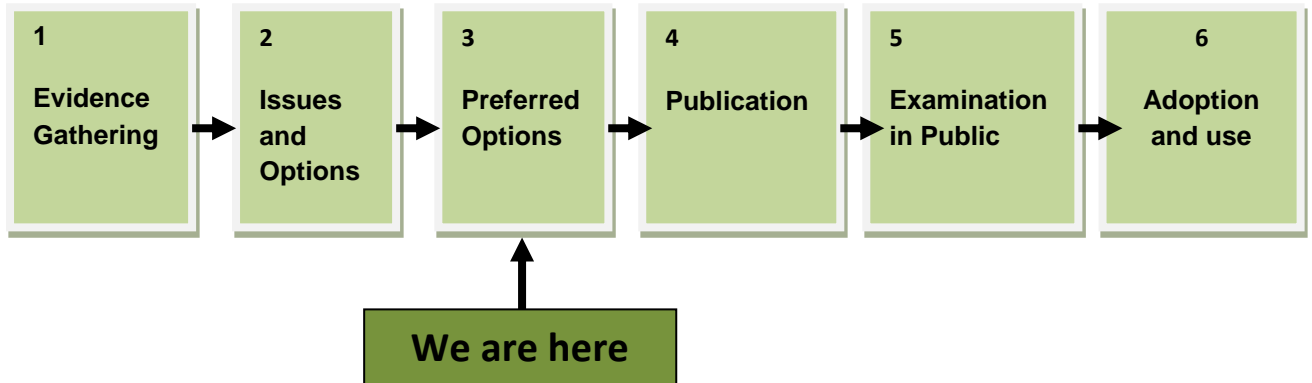
1.13 We appreciate that this consultation document is large and, in some places, relatively technical. We also appreciate that time and resources may be restricting factors for some people. We will, therefore, be holding a series of public events, to discuss any issues raised in the document in locations across the District. For a detailed list of public events, including their location and times, please refer to the Planning Policy pages of the council's website or contact the Planning Policy department directly.

1.14 There are also 'drop-in' sessions to allow interested parties to visit the Planning Policy team at Queen's Buildings, Potter Street, Worksop without making a prior appointment. These sessions will be held from 10 a.m. until 4 p.m. on various days throughout the consultation period (please ask at main reception for a member of the Planning Policy team). For a list of dates for these drop-in sessions please refer to the Planning Policy pages of the council's website or contact the Planning Policy department directly.

What will happen next?

1.16 The chart below shows the process through which the Council will go before the final Site Allocations document is in place.

Site Allocations Process



1.17 Once this consultation has ended, the Council will consider all responses made to inform the Publication Document. This will, in essence, be the Council’s final decision on which sites it will allocate for new development. We will consult on the Publication Document in summer 2014.

1.18 If you have any further queries, please contact the Planning Policy Team using the contact details set out in section 1.13 above.

Relationship to the Core Strategy and Development Management Policies

- 1.19 Once the Site Allocations DPD is adopted it will form part of the Local Development Framework (the Development Plan) for Bassetlaw. It will sit alongside the already adopted Core Strategy and Development Management Policies DPD which was adopted in December 2011. It is important to note that the proposed policies within this Site Allocations document must be read in conjunction with the already adopted Core Strategy and Development Management Policies, which will apply (where relevant) to any future planning applications on the proposed sites.

Housing and Employment Growth Targets for Bassetlaw

Growth Targets from the Core Strategy

1.20 The Bassetlaw Local Development Framework Core Strategy (adopted December 2011) sets the overall housing and employment growth targets for District. Additionally the Core Strategy sets how this growth is to be distributed across the settlements in Bassetlaw based on the settlement hierarchy in Core Strategy Policy CS1.

Housing Growth Targets

1.21 The table below set out the Core Strategy housing growth target for Bassetlaw.

Settlement	Spilt of housing growth	RSS Housing growth target 2006-2026 plus plan period extension (2026-2028)	Past completions (2006-2010)	Residual requirement from remaining plan period (2010-28)
Worksop	32%	2464	471	1993
Retford	26%	2002	428	1574
Harworth Bircotes	22%	1694	134	1560
Carlton in Lindrick & Langold	4%	308	40	268
Tuxford	4%	308	7	301
Misterton	2%	154	65	89
Rural Service Centres	10%	770	171	599
Other settlements	0%	0	48	0
Total	100%	7700	1364	6384

Table 1.1 Core Strategy Housing Growth Targets (Adopted Dec 2011)

1.22 The table below updates the Core Strategy targets setting out the residual level of housing growth that this Site Allocations Development Plan Document will plan for over the period 2013 to 2028. The housing target update considers the following factors:

- i. **Completions** – previous planning permissions that have been completed between 2010 and 2013;
- ii. **Projected Completions** – developments that are predicted to be completed from May 2013 to March 2014 as detailed in the Strategic Housing Land Availability Assessment November 2013 (SHLAA);
- iii. **Deliverable Sites** – Sites that are earmarked for housing that either currently have planning permission that are yet to be implemented, or are where the principal of housing development has already been established through pre-application or earlier allocations, as detailed in the SHLAA November 2013;
- iv. **Sites Under Construction** – planning permissions that have started to be developed but are not yet complete (as of 31st March 2013);
- v. **Housing Requirement Sub-Total** – shows the Core Strategy housing requirement minus completions, deliverable sites and sites currently under construction;

- vi. **20% Margin of Choice** – In line with the guidance in the National Planning Policy Framework an additional 20% of the housing targets is to be allocated to ensure choice and competition in the market for the delivery of housing land; and
- vii. **Rural Service Centres Residual Requirement** – redistributes a proportion of the Rural Service Centres housing growth target in line with the outcomes of consultation (see following section for more detail).

Settlement	Core Strategy Housing Requirement	Completions 2010/2011 to April 2013	Projected completions ¹	Deliverable Sites	Under Construction ²	Sub total	20% Margin of Choice	RSC Residual Requirement	Residual Housing Target (2013-28)
Worksop	1993	160	17	508	54	1254	251	95	1600
Retford	1574	355	106	770	44	299	60	0	359
Harworth Bircotes	1560	4	0	270 ³	3	1283	257	48	1587
Tuxford	301	15	0	18	7	261	52	0	313
Carlton in Lindrick & Langold	268	4	31	379	4	-150	-	-	0
Misterton	89	19	7	143	10	-90	-	-	0
Rural Service Centres	599	170	5	110	64	250	50	-	157
Total	6384	727	166	2641	186	-	670	143	3574

Table 1.2 Site Allocations Housing Growth Target for Bassetlaw

Over Supply of Housing in Carlton-in-Lindrick, Langold and Misterton

- 1.23 As expressed in the Core Strategy Policies for Carlton-in-Lindrick, Langold and Misterton and demonstrated in table 1.2 above, the levels of deliverable housing in these settlements exceed the corresponding housing requirements (resulting in a negative sub-total). Therefore, there is no residual housing growth requirement to be met, so no new housing sites will be identified in these settlements.

Rural Service Centres Residual Requirement

- 1.24 The Core Strategy sets a target of **up to** 10% of the total housing growth requirement for Bassetlaw to be distributed across the Rural Service Centres (RSC), equating to a 300 dwellings Housing Growth Target (the 250 dwelling sub-total plus 50 dwelling margin of choice, see table 1.2 above). Through earlier Site Allocation consultation with a residents' questionnaire and the Issues and Options consultation paper, the Council has identified a final level of housing growth of 157 dwellings in the RSC based on the consultation responses from residents, local communities and interested parties. A summary of the outcomes of this consultation is set out below.

¹ This includes projected completions from May 2013 to March 2014.

² This includes sites that are not identified within the SHLAA sites and are fully/partly under construction (i.e. if part of a housing development is under construction, all of the properties are included within this figure).

³ This figure does not include any development from phase 2 of the Harworth Colliery planning permission.

Residents' Questionnaire (January to March 2011)

1.25 This questionnaire asked all residents within the RSC how much and what type of housing they would like to see developed within their settlements. The results produced an 'average' housing growth figure for each RSC settlement based on the levels of growth respondents said they would support. These figures also showed that the communities in some settlement wanted no more allocated housing growth over the plan period. These 'average' housing growth figures were used as the starting point in setting a housing growth target for the RSC which were then consulted on in the Site Allocation Issues and Options Consultation exercise.

Issues and Options Consultation (November 2011 to January 2012)

1.26 The Issues and Options consultation asked residents, communities and interested parties if they supported the suggested housing growth target for each settlement in the RSC group. This target was based on the 'average' housing figure for individual settlements produced during the residents' questionnaire (see above).

1.27 Consultation responses produced a mixed feedback across the RSC settlements, including support for the growth target in some locations, support for a lower target in others and in some cases strong opinion against any future housing development. Responding to this, some settlements within the RSC tier are not being allocated a future housing growth target in this Preferred Options consultation paper⁴. These settlements include:

- Clarborough/Hayton;
- Gringley on the Hill;
- Ranskill; and
- Sutton-cum-Lound.

Other Considerations

1.28 While public support was given for future housing growth in certain RCS settlements, further investigation work has demonstrated that the allocation of land in Dunham-on-Trent and Gamston would cause an unacceptable impact. In Dunham-on-Trent, the potential housing land all lies within the identified flood zones. In Gamston, development on the potential sites would cause a detrimental impact to the surrounding Conservation Area.

Preferred Housing Growth Figures for the Rural Service Centres

1.29 Taking into account the factors set out above, the table below shows the preferred split of housing growth across the Rural Service Centres.

⁴ See the Issues and Options Consultation Summary Document for more details

Rural Service Centre	Housing Growth Figure (2012-28)
Beckingham	6
Blyth	9
Clarborough Hayton	0
Cuckney	5
Dunham-on-Trent	0
East Markham	11
Elkesley	11
Everton	13
Gamston	0
Gringley	0
Mattersey	13
Misson	18
Nether Langwith	5
North Leverton	15
North and South Wheatley	12
Rampton	14
Ranskill	0
Sturton-le-Steeple	11
Sutton-cum-Lound	0
Walkeringham	14
Total	157

Table 1.3 Rural Service Centres Housing Growth Figures

RURAL SERVICE CENTRES GROWTH FIGURES CONSULTATION QUESTION

Table 1.3 above shows the housing growth figures for the Rural Service Centres.

Question: Do you agree with these figures? Please specify your reasons.

Please refer to the 'How do I respond' section of this consultation paper to see how you can respond to this question.

Rural Service Centres Residual Housing Requirement

- 1.30 Setting the RSC Housing growth targets in line with the consultation responses received (as set out above) has resulted in an undersupply in relation to the 'up to 10%' growth target (as set out in the Core Strategy). This means that there is a need to redistribute 143 dwellings to higher tier settlements.
- 1.31 The Issues and Options consultation asked where this undersupply should be re-distributed if the total requirement was not allocated within the RSCs. The majority of responses (93%)

supported spreading this growth between Worksop, Retford and Harworth Bircotes (for further information on the Issues and Options consultation responses, please see the Consultation Summary Document⁵). In conjunction with this, the consultation also asked if people supported more growth above the identified targets for Worksop, Retford and Harworth Bircotes. In Worksop 53% of respondents disagreed with any additional growth above the targets (with only 23% specifically supporting an increase in the housing target). In Retford 89% disagreed with additional growth above the target. However, in Harworth Bircotes, 67% supported additional growth above the targets suggested.

- 1.32 Increasing Harworth Bircotes' housing target by 143 would push it above Worksop's, which, as the Sub-Regional Centre, should remain the focus for the most housing growth in the district in line with the aims of the Core Strategy. A balance has, therefore, been sought between the aims of the Core Strategy and the outcome of the initial Site Allocations consultation. This balanced redistribution is set out in table 1.4 below and shows that Worksop will receive a larger share; Retford (in line with consultation responses) will see no increase in its housing target; and Harworth Bircotes will receive the remaining share in line with the support shown for more growth.

Settlement	% Share	Housing
Worksop	66.6%	95
Retford	0.0%	0
Harworth	33.3%	48
Total	100%	143

Table 1.4 Redistribution of Rural Service Centre Residual Growth Target

Employment

- 1.33 The Core Strategy employment delivery target for Bassetlaw is 106 ha up to 2028. In line with the Core Strategy, this employment growth is split across Worksop (45%), Retford (20%) and Harworth Bircotes (35%).
- 1.34 The table below updates the Core Strategy targets by setting out the residual level of employment land growth that this Site Allocations Development Plan Document will plan for over the period 2013 to 2028. The employment land target update considers the following factors within the towns where employment growth is planned:
- i. **Employment Land Target to 2028** – the employment land growth target as set out in the Adopted Core Strategy for Bassetlaw;
 - ii. **Competitions** – previous planning permissions that have been completed between 2010 and 2013;
 - iii. **Major Employment Commitments** – all major employment development above 2.5 hectares that have extant planning permission as of 31st March 2013. Considering only major employment growth commitments ensures that only those large scale

⁵ Issues and Options Consultation Summary

sites considered to be strategic in their aims and deliverable within the plan period are discounted from the growth targets.

Settlement	Core Strategy Employment Land Target to 2028	Percentage Share of Employment Requirement	Completions 2010/2011 to 2012/2013	Commitments 2010/2011 to 2012/2013 (above 2.5ha)	Residual Employment land Target (2013-28) (Ha)
Worksop	48	45%	1.2	0	46.8
Retford	21	20%	0.9	0	20.1
Harworth Bircotes	37	35%	3.4	0 ⁶	33.6
Total	106	100%	5.5	0	100.5

Table 1.5 Employment Growth Target for Bassetlaw

⁶ Please note that for Harworth Bircotes there is an extant outline planning permission for 16.1ha of employment land. However this permission is on land currently in use by the Haworth Colliery and has a 15 year time frame before reserved matters must be submitted. It is therefore considered that the delivery of this site is uncertain and should not be discounted from the employment growth target for Harworth Bircotes.

Identifying the Preferred Sites

- 1.35 To identify the preferred housing and employment sites for allocation from all of the potential sites identified in the earlier Site Allocations Issues and Options consultation, the following process has been undertaken.

STEP 1: Applying the Site Allocations Screening Methodology

- 1.36 A screening methodology to aid in determining the preferred sites was consulted on in the Issues and Options Consultation Paper. The final screening methodology (set out in Appendix C) has been used to undertake a qualitative assessment of all potential sites that were identified in the Site Allocations Issues and Options Consultation Paper
- 1.37 The result of this Screening Assessment for each site is set out in the Site Allocation Screening Assessment⁷. The key findings for each site are set out in the Commentary column at the end of the table. Please note that the traffic light scoring system used for each screening question is to provide a visual guide to the assessment but does not provide a method for making a 'quantifiable score' for each site.

STEP 2: Site Screening Scenarios

- 1.38 A range of options for grouping sites in each settlement, based on their outcome against the Screening Assessment was produced to ensure the best group of sites are identified for each settlement. These different scenario options compare the numbers of dwellings that would be delivered in each against the growth target set out in the Adopted Core Strategy. These site screening scenarios are set out alongside the screening assessment in the Site Allocations Screening Assessment.

STEP 3: Sustainability Appraisal

- 1.39 As part of the Sustainability Appraisal, each potential site is assessed against the 14 Sustainability Objectives to determine if their allocation will help to deliver the wider sustainability aims of national planning.
- 1.40 The full results of this assessment are set out in the Site Allocation's Sustainability Appraisal⁸. The key findings for each site are set out in the Commentary column at the end of the table. Please note that the traffic light scoring system used for each screening question is to provide a visual guide to the assessment but does not provide a method for making a 'quantifiable score' for each site.
- 1.41 The Sustainability Appraisal also assesses the impacts each of the different site screening scenarios would have on the same 14 Sustainability Objectives. This allows an assessment of reasonable alternatives to be considered to help ensure the preferred combination of sites for each settlement is the most sustainable option.

⁷ The Site Allocation Screening Assessment Background Document is available on the Council's website

⁸ The Site Allocation's Sustainability Appraisal is available on the Council's website.

STEP 4: Identifying the Preferred Sites

1.42 The outcomes of the Screening Assessment, Screening Scenarios and the Sustainability Assessment of sites and scenarios have all been considered to allow an overall consideration of the positive and negative impacts the allocation of all sites would have. The Discounting of Sites summary document sets out these findings and shows why each site has either been discounted or identified as a Preferred Site to be included in the Site Allocations Preferred Options Consultation Paper⁹. The Summary at the end of the table provides an overview of the key issues that have driven the selection of sites in each settlement. These reasons are specific to each settlement and site.

Considerations that have fed into the assessment of sites

1.43 Underpinning and feeding into the site assessment work set out above has been the finding of a range of background studies that have assessed key issues that affect the district and the potential development of sites. These Background Studies include:

- Bassetlaw infrastructure Study
- Bassetlaw Open Space Assessment
- Bassetlaw Sports and Play Pitch Assessment
- Issues and Options Consultation Response Summary
- Summary of the Residents' Questionnaire

1.44 A full list and description of each Background Study that has fed into this site allocation process is set out in appendix B¹⁰.

⁹ The Discounting of Sites summary document is available on the Bassetlaw website

¹⁰ Copies of background studies are available from the Bassetlaw website

Open Space Protection

- 1.45 Not all open spaces have been identified for protection across the district only those that have been identified in the Open Space Study 2012¹¹ as having high quality and value scores as part of site assessments have been given the highest protection. These open space sites are identified on the Core Strategy Proposal Maps and the Settlement Maps within this consultation paper. This does not however, mean that other open spaces not identified on these maps can be released as these are protected by virtue under Core Strategy Policy DM9. Loss of such facilities will not be permitted unless it can be demonstrated that it is no longer feasible to provide, or that there is sufficient alternative provision elsewhere of similar or better quality.
- 1.46 The Play Pitch Assessment 2010 identifies the pitches across the district and calculates the supply and demand for pitches. Reference to this document should be made when making judgements about current and future needs for pitches in the district. These sites are not shown on the Proposal Maps they are protected by virtue under Core Strategy Policy DM9. Loss of such facilities will not be permitted unless it can be demonstrated that it is no longer feasible to provide, or that there is sufficient alternative provision elsewhere of similar or better quality
- 1.47 Open spaces and play pitches beyond the settlements where development is being allocated are still important and are still required. Public Open Space and other forms of recreation land (including school playing fields) can be found in settlements across the District, whilst not all are defined on the Proposals Map they are all protected by virtue of Policy DM9 of the Core Strategy¹². Loss of such facilities will not be permitted unless it can be demonstrated that it is no longer feasible to provide, or that there is sufficient alternative provision elsewhere of similar or better quality.

OPEN SPACE PROTECTION CONSULTATION QUESTION

The Proposals Map and the Settlement Maps in this consultation paper, identify the highest quality and highest valued Open Spaces from the Open Spaces Study 2012 to be protected from development. The adopted Core Strategy Policy DM9 provides the policy protection for these sites.

Question: Do you agree with the Protected Open Space site(s) identified?

- If you agree, please let us know your reasons.
- If you do not agree with the Protected Open Space site(s), please specify:
 - The site(s) you are objecting to (please quote site reference from the Open Spaces Study); and

¹¹ The Open Spaces Study is available on the Planning Policy Pages of the Council's website

¹² To view to location of identified open space sites not shown on the Proposals Map, please refer to the Open Space Study on the Council's website.

- The reasons for your objection, based on the Open Spaces Study Methodology.

Please refer to the 'How do I respond' section of this consultation paper to see how you can respond to this question.