

Bassetlaw District Council Local Plan Examination in Public: Hearing Statement

Matter 4 – Priority Regeneration Areas (Policy ST6)

On behalf of EDF

November 2022
U0010057



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1 INTRODUCTION

- 1.1 This Hearing Statement is prepared on behalf of EDF and responds to the Stage 4 Matters, Issues and Questions (MIQs) raised by the Inspectors (reference: INS-02). Specifically, this Statement addresses MIQs relating to EDF's former coal-fired power station site at Cottam, near Retford, Bassetlaw ("the Site"), and Policy ST6 of the submitted Bassetlaw District Local Plan (BDLP).

Background

- 1.2 This Statement follows on from previous written submissions made to Bassetlaw District Council (BDC) in October 2021, February 2022 and June 2022, as well as interim submissions and communication to support the BDLP's preparation.
- 1.3 EDF has engaged positively with BDC throughout the preparatory stages of the local plan since 2019. EDF is fully supportive of the Council's desire to regenerate the Site in a sustainable manner to the benefit of the local community, the district and wider region.
- 1.4 EDF recognises that the Site's status in policy terms has evolved from the earlier drafts of the BDLP, which identified the Site as an allocation for residential-led mixed-use development, due to issues relating highways and flood risk that must first be resolved to guide the masterplanning and delivery process.
- 1.5 As the Site's future could include a wide range of sustainable land uses and, fundamentally, make efficient use of a major brownfield site ahead of BDC needing to release greenfield locations, EDF is supportive of Policy ST6 as currently drafted.
- 1.6 EDF has remained focussed on the closure and decommissioning of the power station since its closure in September 2019, with its overall objective being to find a sustainable regeneration solution for the Site. EDF has undertaken market engagement and intends selecting and partnering with a recognised regeneration-focused developer in order to ensure the Site is delivered with quality and certainty.
- 1.7 EDF also notes that the recent announcement that the West Burton Power Station (located approximately 5 miles to the north of Cottam and also owned and operated by EDF) has been selected as the location of the UK's new Nuclear Fusion project known as STEP (Spherical Tokamak for Energy Production). This nationally important long-term infrastructure project has potential to change or increase future land use requirements in the locality for residential or supportive commercial uses, which Cottam could directly support through its sustainable

regeneration. This recent announcement further compounds the importance for including Policy ST6 within the BDLP and the need for regenerating this established brownfield site.

2 MATTER 4 – PRIORITY REGENERATION AREAS

2.1 Issue 4 states:

Are the provisions of the plan in relation to the Priority Regeneration Areas justified and consistent with national policy?

2.2 This Statement relates only to Policy ST6 Cottam Priority Regeneration Area.

Question 4.2 - In relation to Policy ST6, is there sufficient evidence to demonstrate that the site can be viably redeveloped and served by appropriate infrastructure? Does the policy provide sufficient guidance in relation to future land uses to enable the regeneration of the site?

EDF response – yes to both parts of question 4.2

2.3 EDF has indicated through its previous representations that it has received interest in the Site from a prospective developer that has subsequently carried out a significant amount of due diligence regarding the ability to regenerate the Site. Representations have been submitted by the prospective developer throughout the local plan process asserting that it could deliver a new rural settlement having adequately considered the on-site development constraints and the potential off-site infrastructure requirements.

2.4 EDF recognises that concerns have previously been raised by BDC regarding the continued operation of Cottam Development Centre (CDC) and EDF has made clear in its previous submissions that adequate legal provisions are in place to ensure that all essential infrastructure that cross the Site to serve the CDC will be retained and protected as part of the Site regeneration.

2.5 A copy of EDF's letter of representation dated 20 January 2021 is attached at **Appendix A**, which summarises the technical work completed for the Site and the protected infrastructure and access rights relating to the CDC.

2.6 Building on the work completed by the prospective developer, EDF has prepared its own vision document which provides an initial basis for further masterplanning work to evolve in line with Policy ST6 (**Appendix B**).

2.7 Concerns have been raised by County Highways regarding road infrastructure and separately by the Environment Agency regarding flood risk, which have led to the Site's policy status being changed as the BDLP has evolved. The concerns primarily relate to the Site's potential future as a

new residential settlement; however, the Site's successful regeneration could take several forms and it is imperative that the status afforded by Policy ST6 is retained to ensure the Site can move forward once an agreed outcome has been established between the stakeholders and BDC.

- 2.8 EDF has instructed consultants to engage with both key stakeholders to address the highways and flood risk issues and is committed to working with BDC and other parties to reach a sustainable outcome for the Site.
- 2.9 As a result of this current position, Policy ST6 has deliberately been framed with flexibility in mind regarding preferred or primary land uses as further technical work progresses. Whilst EDF would have preferred to have seen a list of appropriate land uses included within Policy ST6 (or its supporting justification), EDF does support the current wording of the policy, including the Council's proposed changes of July 2022 (see Question 4.5 below).
- 2.10 At this stage, in the absence of an agreed mix of land uses and scale of development it has not been possible to complete a detailed assessment of financial viability; however, through the work that EDF has completed and through its market engagement with a prospective developer, EDF is satisfied that the Site can be successfully and viably regenerated. As noted above, the successful regeneration of the Site could include several compositions of land uses and the flexibility afforded by Policy ST6 will not constrain achieving a deliverable masterplan.

Question 4.3 - Are policies ST5 and ST6 otherwise justified and consistent with national policy?

EDF response – yes to question 4.3 (regarding Policy ST6)

- 2.11 EDF recognises that the Site is yet to reach a point of certainty in policy terms regarding a precise scale and mix of development due to the issues highlighted above. However, this does not adversely affect the Site's justification as a 'broad location' within the BDLP nor does it affect the policy's general consistency with national planning policy.
- 2.12 EDF only wishes to comment on Policy ST6 in the context of whether it is justified¹ and consistent with national policy².

¹ NPPF paragraph 35(b)

² NPPF paragraph 35(d)

Consistency with National Policy

- 2.13 NPPF establishes objectives for plan making and supports local plans that establish longer-term strategic policies for larger scale sites. Paragraph 22 states, inter alia:

“Where larger scale developments such as new settlements...form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery.”

- 2.14 As is often the case with major regeneration sites, time is required to progress through various stages from initial concept and technical due diligence through to detailed design, engineering and financial appraisal, therefore a longer-term horizon is expected and appropriate. Through its engagement with BDC to date, EDF recognises that more technical due diligence needs to be done before further masterplanning can progress to establish an appropriate mix of uses to inform a delivery strategy for the Site.
- 2.15 It is noted that BDC has demonstrated a positive supply of housing and commercial land to meets its plan period requirements within the BDLP, so there is no immediate or pressing need for the Site to come forward. The Site's inclusion in the BDLP as a broad location will act as a precursor to its policy status being reviewed towards a formal allocation during the next local plan review but would provide confidence to prospective developers in the meantime that the Council supports the principle of redeveloping the Site. Moreover, the policy as drafted would not preclude progression of a planning application once the technical matters have been resolved and a comprehensive masterplan framework and design guide has been agreed with the Council.
- 2.16 EDF agrees with the Council that the Site must be delivered sustainably and to make the most effective use of previously developed land in line with the NPPF³. Excluding the Site from the BDLP would remove any degree of certainty regarding the Site's future, which would conflict with national policy objectives by potentially placing undue pressure on greenfield or other policy-constrained parts of the district when reviewing the Council's development requirements in future reviews of the local plan.
- 2.17 It is EDF's position that Policy ST6 satisfies the relevant objectives of NPPF paragraph 16(a-d); particularly, that the Site will be able to deliver a sustainable development through a process of positive engagement with the Council, community and local stakeholders, and that the resulting

³ NPPF Chapters 2 and 11

policy is clear in the process and workstreams required prior to a planning application being submitted and development commencing (criteria e-f are more relevant to the BDLP as a whole).

- 2.18 As previously developed land is clearly preferred by NPPF over the development of unallocated greenfield locations, EDF maintains that it is critical that Policy ST6 is included within the BDLP to secure the Site's future regeneration and to reduce or remove pressure on alternative greenfield sites in future. This point is particularly relevant given the late removal of the Bassetlaw Garden Village policy from the BDLP as noted within EDF's representations of 21 June 2022 (see pages 2-4 at **Appendix C**).

Policy ST6 - Justified

- 2.19 The 'justified' test for plan making⁴ identifies three distinct elements. In the context of Policy ST6 it is EDF's position that the Site accords with these criteria as follows:

- **Appropriate strategy** – identifying the Site for regeneration wholly accords with other objectives of making effective use of land, re-using previously-developed land and protecting previously-undeveloped land from unnecessary development (i.e. undeveloped land is a finite resource).
- **Taking account of reasonable alternatives** – Due to the nature of the Site's history and location, it is not appropriate to compare the former power station with, for example, other undeveloped land parcels of a similar size elsewhere in the district. It is instead necessary to consider how to regenerate the Site in the most effective and sustainable way, which is what Policy ST6 aims to achieve. If the policy was deleted (as the only alternative option), it is EDF's position that market interest would be entirely lost due to an absence of any certainty towards redeveloping the Site. This would not only be disadvantageous to the longer-term objectives of BDC, but it could place undue pressure on greenfield and/or more sensitive areas of the district to be allocated for development in subsequent local plan revisions.
- **Based on proportionate evidence** – the amount of technical work completed by the prospective developer is considered to be adequate to support and justify the Site's inclusion within the BDLP. EDF recognises that more work needs to be done to ascertain

⁴ NPPF paragraph 35

the precise mix of appropriate land uses and maximum scale of development, but the masterplanning and technical work completed to date indicates that a residential-led mixed use development would be commercially feasible to deliver across the Site, which would include a mix of commercial, community, education and retail/service uses to support existing and future residents and commercial occupiers. The work currently being undertaken regarding flood risk and transport aims to corroborate this assertion by identifying broad development and land-use capacities.

2.20 With the comments above in mind, EDF believes that Policy ST6 is clearly 'justified' in line with NPPF paragraph 35.

Question 4.4 - Are there any omissions in the policies and are they sufficiently flexible?

EDF response – no there are no omissions, and yes Policy ST6 is sufficiently flexible.

2.21 EDF's latest representations of June 2022 (**Appendix C**) supported the inclusion of additional information within Policy ST6, or within its justification, to provide greater certainty regarding appropriate land uses. Whilst EDF's earlier representation had also supported the inclusion of specific scales of residential and employment development, it is recognised that further technical work is required to confirm appropriate scales in the context of flood and highways matters.

2.22 EDF still considers that it is appropriate to include an indication of appropriate land uses within Policy ST6 or the supporting justification. Should the Inspectors consider it appropriate or necessary to include appropriate land uses, EDF suggests the following list:

- Residential uses, including market and affordable homes, care and other specialist residential uses
- Employment-generating uses, including home-working, offices, light industry, manufacturing and logistics
- Local centre, including small-scale retail, local services, food & drink and leisure uses
- Primary school
- Public open space, sports and recreation facilities
- Power-generation uses (as appropriate for co-locating with other land uses)
- New transport infrastructure, including potential rail link and marina.

2.23 EDF recognises however the Council's proposed change to paragraph 5.4.19 (Schedule of Proposed Changes - July 2022) in response to its previous representations and EDF remains supportive of the policy as drafted.

2.24 Ultimately, EDF does not consider the absence of specific land uses to result in the policy being unsound, rather that it slightly reduces the level of certainty for prospective developers in future; however, the level of certainty is expected to be mitigated as the next stage of technical work progresses/concludes.

Question 4.5 - Are the Council's proposed modifications to these policies and the supporting text necessary for soundness?

EDF response – the changes are not essential for the soundness of Policy ST6 but are helpful additions/clarifications that support the soundness of the BDLP overall.

2.25 As alluded to above, the Council's proposed change to paragraph 5.4.19 of the supporting justification is welcomed in recognition of what EDF is trying to achieve. EDF hopes that the current policy will act as a precursor for a more-detailed policy and/or development allocation in the next local plan review by which time much greater certainty will have been gained through the additional technical work and further masterplanning required by the policy, possibly including the early stages of the planning application process.

2.26 EDF considers that the Council's other proposed changes in wording are helpful clarifications or corrections and contribute to the soundness of the policy overall.

3 SUMMARY

- 3.1 This Hearing Statement has been prepared on behalf of Gerald Eve's client, EDF, in respect of the former Cottam Power Station, Bassetlaw.
- 3.2 EDF has worked with the Council over the last few years towards creating a sound policy basis for the Site within the BDLP that will directly lead to its long-term sustainable regeneration.
- 3.3 It is critical that the Site has a sound basis on which a future developer can bring forward regeneration proposals and EDF believes that the submitted policy aligns directly with the objectives of national planning policy both in terms of promoting sustainable development on previously developed land but also in terms of justified plan-making.
- 3.4 Should the Inspectors support EDF's preference for the inclusion of appropriate land uses, it is respectfully requested that the list provided at paragraph 2.22 within this statement be added either as a new point 3 within the policy itself (with the current point 3 being renumbered to point 4), or alternatively for inclusion within the policy's justification, possibly as an additional paragraph at 5.4.21. This would preclude the need for the Council's proposed additional wording at paragraph 5.4.19 (as per the Schedule of Changes – July 2022).
- 3.5 For completeness, EDF is satisfied that Policy ST6 is sound and consistent with national policy as drafted, and it looks forward to continuing to work with the Council and all stakeholders towards the Site's future sustainable regeneration.



Appendices



Appendix A – EDF’s Representation – 20 January 2021



GERALDEVE

No.1 Marsden Street Manchester M2 1HW
Tel. 0161 259 0450
www.geraldeve.com

Planning Policy
Bassetlaw District Council
Queens Building
Potter Street
Worksop
Nottinghamshire
S80 2AH

Sent via email - thebassetlawplan@bassetlaw.gov.uk

20 January 2021

Our ref: DPA/U0010057

Your ref:

Dear Sir or Madam,

Bassetlaw District Local Plan Consultation (November 2020) – EDF Cottam

Gerald Eve LLP (“Gerald Eve”) is appointed by EDF to submit the enclosed representations on its behalf to Bassetlaw District Council (BDC or “the Council”) as part of the current consultation regarding the Draft Bassetlaw Local Plan (November 2020) (DBLP), and specifically in respect of its former power generation site at Cottam Power Station, Outgang Lane, Retford DN22 0NP (“the Site”).

This submission follows previous representations submitted in February 2020 during the last round of public consultation, and also following our subsequent communications with BDC during 2020 regarding the Site’s future.

These representations relate to Policy ST7: Cottam Priority Regeneration Area, Section 5.5, as set out between pages 52-55 of the draft Local Plan.

Since the previous round of consultation, BDC has amended draft Policy ST7 (previously known as Policy ST5). The amendment has changed the thrust of the policy’s objective from that of an allocated development site to be delivered during the plan period, to a broad location that should be safeguarded for residential-led regeneration in the longer term including beyond the plan period. Through discussions with BDC during late 2020, it is understood that this approach has been taken due to the Council’s concerns regarding deliverability of the Site for both technical reasons and possibly due to concerns relating to rights of access and continued use and protection of third party infrastructure on the Site.

As BDC is aware through various communications during 2020, EDF is confidentially in discussions with a third-party developer which is looking at the comprehensive redevelopment of the Site. The

developer has completed a comprehensive technical due diligence exercise, which EDF has receipt of, both in terms of the Site's development and legal constraints. Whilst EDF understands BDC's concerns regarding deliverability in the short term, EDF maintains that the redevelopment of the Site is achievable and commercially viable and could come forward earlier than anticipated by the current draft Policy.

Notwithstanding the above, the identification of the Site as a Priority Regeneration Area is welcomed and supported, and EDF is committed to continuing to work with BDC to resolve any concerns raised. With this approach in mind, EDF considers that the Site's delivery programme could be reviewed again as part of the Council's next local plan review or new local plan, which may also be informed or supported by a developer's progress towards submitting an outline planning application for the Site's redevelopment.

In the meantime, the sub-sections below summarise the technical due diligence work completed since the previous representations were submitted in February 2020 to provide an overview of the current stage of work as well as providing assurance that BDC's concerns can be addressed.

Technical Due Diligence

Through its communications during 2020, BDC made EDF aware that comments had been raised by several stakeholders and statutory consultees regarding deliverability, specifically matters relating to highways, utilities and the potential for incorporation of the ash lagoons within the development boundary. For information, the comprehensive programme of technical work already undertaken includes the following items:

Acoustics / Noise	<ul style="list-style-type: none"> • Liaison with third parties on site regarding possible enclosure and undertaking full acoustic sampling and reviews • Noise level monitoring around site from Cottam Development Centre (Power station and PRS), substation and road traffic • Noise Modelling and Mitigation Optioneering
Air Quality (AQ)	<ul style="list-style-type: none"> • Confirmation of Construction and Operational AQ Assessment - (Cessation of Power Station). • Validation of AQ Assessment and assessment of NOx impact • Review of Dust data and validation • Assessment of need for Dust standoff (400m)
Roads and Highways	<ul style="list-style-type: none"> • Traffic Counts at: <ul style="list-style-type: none"> ○ Gainsborough Road ○ Cottam Road/Brampton Road ○ A57/Laneham Road • Calculation of Traffic Generation • Preparation of Preliminary Access Junction Designs • Impact Assessment of Development on wider traffic network • Budget figures for networks improvement

Ecology & Trees	<ul style="list-style-type: none"> • Updated Cost Plan and Programme • Review of additional data from EDF • Completion of walkover survey to confirm habitat status • Review of Landscape and restoration plans • Check of Tree Preservation Orders • Check of National Biological Records Centre (NBRC) • Surveys undertaken: Winter Bird, Badger, Riparian Mammal, Bats and Breeding Birds
Ground and contamination	<ul style="list-style-type: none"> • Ground Level Survey (Drone with spot levels) • Mineral's Resource Assessment • Ground Investigation focussed on confirming ground Model columns and quality, in particular the Pulverised Fly Ash (PFA) for potential re-use. • 9 cone penetration test holes, 13 cable percussive holes, ~10-15 window sample holes, 3 to 7 trial pits. • 2 rounds gas and groundwater monitoring • Factual Report, and Interpretive Report • Cut and Fill balance and volumes • Options Report (Foundations, Pulverised Fly Ash, Sands & Gravels)
Drainage and Flood Risk Review	<ul style="list-style-type: none"> • Confirmation of drainage and flood solution • Model compensatory area, risk to 3rd parties & agree with Environment Agency, including a breach scenario • Cross-Sections of flood protected areas before & after development. • Drainage Assessment review • Global & phased Drainage Strategy • Liaison with Lead Local Flood Authority, Environment Agency and Severn Trent Water
Utilities	<ul style="list-style-type: none"> • Review of Existing Service plans and application for missing data. • Review of existing distribution network infrastructure • Feasibility assessment of routes for gas and electricity • 3rd Party liaison (Western Power Distribution, Northern Power Grid and National Grid) • Evaluation of High-Pressure Gas Main and required standoff and end use. • Abnormal legal requirements (Easements, Wayleaves) • Production of Utilities Strategy

The findings from these detailed studies have provided confidence in pursuing a full regeneration strategy, albeit EDF is cognisant that there remains a significant amount of work to progress in consultation with all stakeholders and the public before an initial planning application is ready for submission.

In response to comments raised regarding development on the ash lagoons, a review has been completed of the masterplan submitted on behalf of EDF during the last consultation that identifies

'Future Development Land' on part of the southern ash lagoon. The area of the power station site containing the lagoons does not form any of the land required to deliver the 1,600 homes allowed for within the draft policy and EDF remains confident that the masterplan is realistic and deliverable at the scale of development indicated within draft Policy ST7 (i.e. for 1,600 homes plus other appropriate land uses); moreover, potential may even exist to deliver more homes through, for example, using a variety of development densities. For the avoidance of doubt, the ash lagoons do not form part of the proposed core development area.

Rights of Access and Site Infrastructure

EDF has previously confirmed to BDC that third party rights of access and use of services, for which BDC has raised concerns, will remain and be protected as part of any future redevelopment of the Site.

EDF has agreements in place with both Uniper (operator of the Cottam Development Centre) and National Grid, which any future developer of the Site would have to adhere to as part of any transfer in title. All the existing rights will be protected to ensure the ongoing existing operations of Uniper and National Grid.

The summary below sets out the relevant rights and infrastructure that had been specifically noted by BDC as requiring assurances during discussions held in mid-2020:

- **Gas pipeline** - The pipeline runs to the north of the site and will remain an operational asset. The detailed design of the development will ensure all required development distances are adhered to. Consultations have taken place with the HSE who have confirmed pre application advice regarding proximity of development to the pipeline. This does not impact on the master plan scheme.
- **Water abstraction and discharge permit to the River Trent** - Uniper will retain a water abstraction licence and make up and purge pipelines will be re-routed by EDF along the southern and western boundaries of the site to avoid the development site.
- **Access to the dock and subsequent access rights** - The rights of Uniper and National Grid to use the Dock area will be retained as part of the detailed design.
- **Discharge of surface water through the EDF site** – The right to discharge surface water across the EDF site will be retained and this has been factored into the masterplan. Any future surface water drainage strategy for the site would need to take the existing infrastructure into consideration to ensure no risk to the continued operation of the CDC.
- **Connections to the National Grid sub-station** – The sub-station will remain operational and the connections have been factored into the masterplan. A suitable no-build zone has been incorporated into the masterplan around the sub-station and its associated connections and will be refined in detailed design.

- **Access rights for operation and maintenance purposes** – Such required rights will be retained.
- **Rights to lay conducting media and high voltage cabling across the EDF site** – Such required rights will be retained away from the development Site. Existing agreements specifically protect existing and proposed uses of the EDF land.

It is important to note that all of the above items were considered during the masterplanning exercise that informed the vision document submitted during the last consultation period in February 2020. No changes to that masterplan are therefore considered necessary at this stage and, EDF is confident that the Site is capable of delivering the intended scale of development (i.e. 1,600 homes and other land uses) without hindering access to, or operation of, the various third party owned infrastructure.

Summary

EDF welcomes the inclusion of the former Cottam Power Station within BDC's Draft Local Plan as a Priority Regeneration Area for residential-led development. Whilst EDF considers the redevelopment of the Site could commence during the plan period, earlier than anticipated by draft Policy ST7, it is recognised that there is further work and consultation to be completed with a number of key stakeholders to ensure the sustainable redevelopment of the former power station site.

EDF strongly believes that the masterplan that has been presented to BDC within EDF's vision document (February 2020), is deliverable and, importantly, commercially viable whilst protecting the network of third party owned infrastructure across the Site.

Yours sincerely,



Dominic Page
Senior Associate

dpage@geraldeve.com
Direct tel. 0161 259 0477
Mobile 07557 973 907

CC Ben Malfroy – EDF
Keith Norman – Gerald Eve LLP



Appendix B – Cottam Vision & Delivery Statement – February 2020

EDF Power Station Cottam

Vision & Delivery Statement
February 2020

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1. Introduction

1.1. Introduction

1.1.1. This Vision Document is prepared on behalf of EDF for 357 hectares of land at Cottam Power Station, Nottinghamshire. It sets out an analysis of both the site's context and content in respect of its key features and attributes, specifically considering how development could respond to these features in an appropriate and deliverable way. Its overarching aim is to show how a context-led design approach can shape development in a positive way that allows it to assimilate successfully. The document demonstrates the sustainability, suitability and deliverability of the site to accommodate residential development (circa. 1,600 dwellings) and essential community facilities (Primary School and Local Centre), employment land and an expansive network of green infrastructure and public open space which includes a retained wildlife site. This statement provides:

1.1.2. **At Section 2;** an evaluation of the site and its context including an analysis of constraints and opportunities;

1.1.3. **At Section 3;** a vision and a number of conceptual principles that could shape future development within the site that is both deliverable and assimilates successfully within its context;

1.1.4. **At Section 4;** a summary of the site's deliverability and capacity

1.2. EDF

1.2.1. The site ceased generating in September 2019, however, it still has a Grid connection agreement in place until April 2020. Rather than disconnected it ceased to supply the national grid on the 30th September 2019. It is now being decommissioned to a safe state to allow demolition.

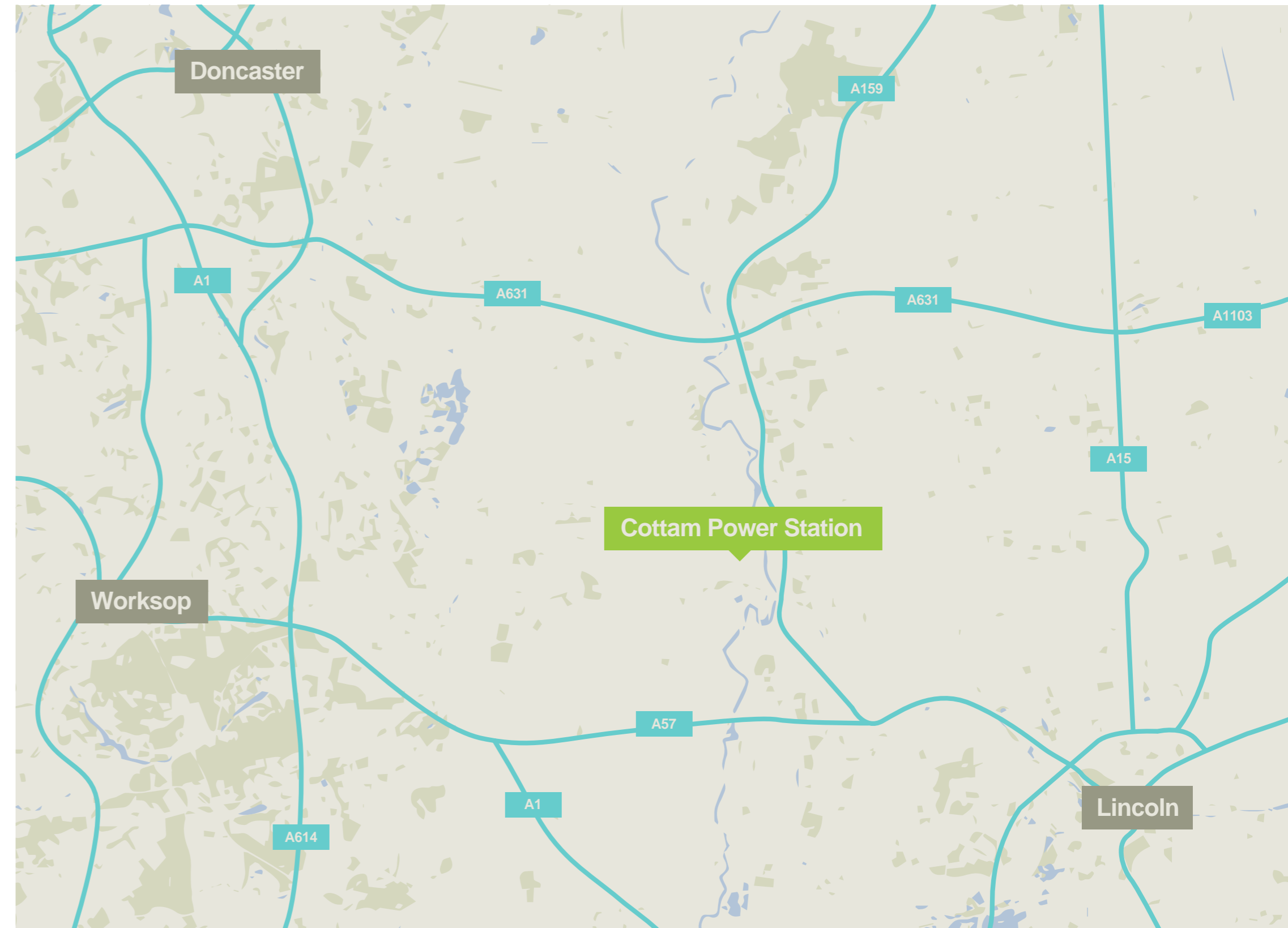
1.2.2. EDF is now seeking to promote the long-term future of the Site at Cottam as a deliverable large rural settlement that has potential to deliver a significant quantum of new homes, local services, employment accommodation, green infrastructure and leisure opportunities.

1.3. Planning Overview

1.3.1. Bassetlaw District Council is currently consulting on the Draft Bassetlaw Local Plan 2020, which will set the local planning policy framework up to 2037. The site at Cottam has been identified as a strategic regeneration opportunity that can deliver a new large rural settlement. The emerging policy aligns with the strategic development objectives within the National Planning Policy Framework including making effective use of land and bringing brownfield land back into use, following the principles of sustainable development.

1.3.2. Following conclusion of the current consultation in February 2020, the Council anticipates a final period of consultation in late summer 2020 before submitting the Local Plan to the Secretary of State for independent examination by the end of the year. Following the examination, the Council expects the new Local Plan to be adopted in late 2021.

Figure 1 Location Plan



2. The Site

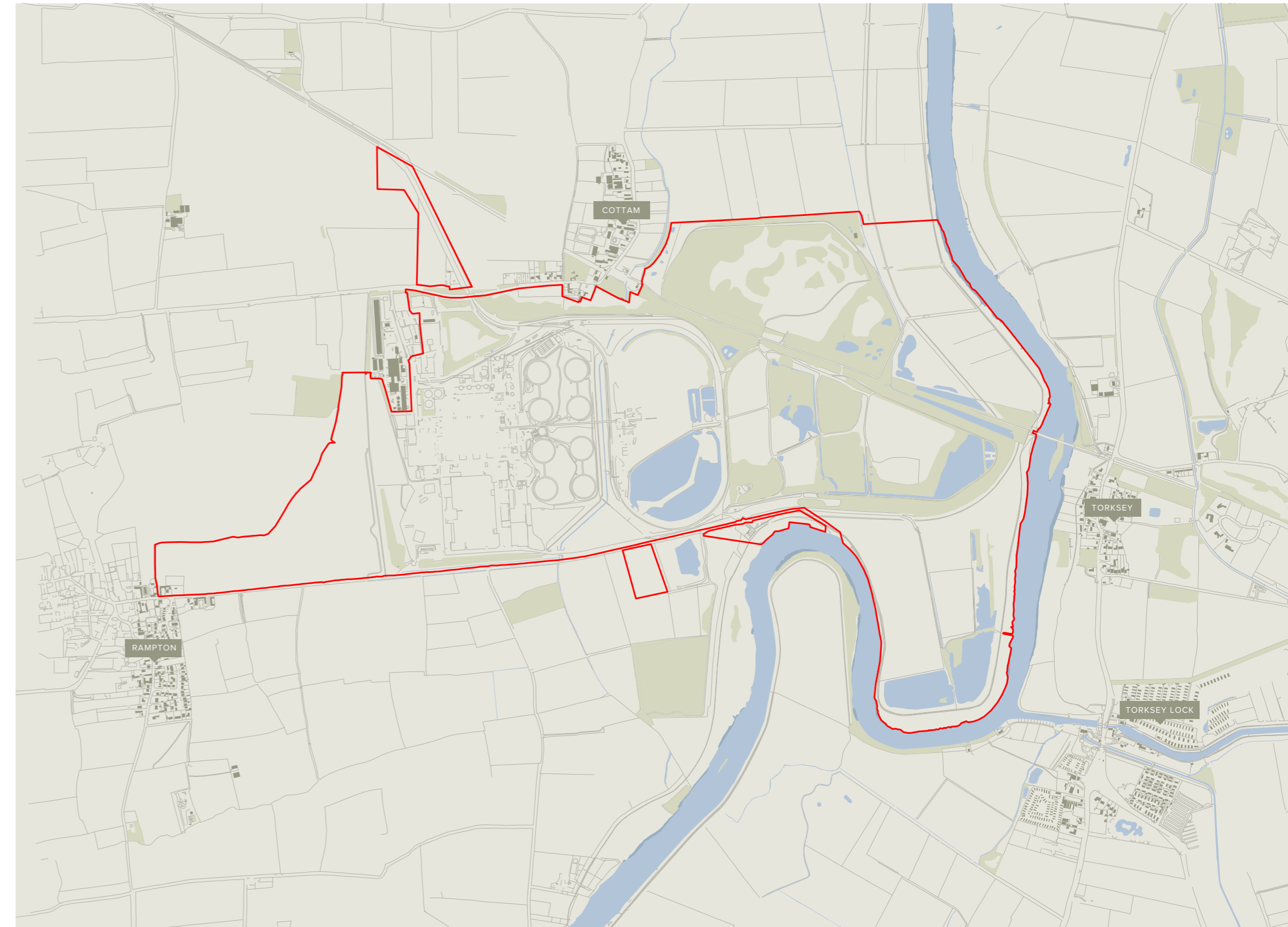
2.1. Context

2.1.1. The site is located in the unitary administrative area of Bassetlaw District Council (BDC) as part of the current consultation regarding the Draft Bassetlaw Local Plan (DBLP). Formerly a coal fired power station it offers a major regeneration opportunity.

2.1.2. It is situated at the eastern edge of Nottinghamshire on the west bank of the River Trent at Cottam near Retford. The larger coal-fired station, ceased generation in 2019 and major decommissioning activities will complete at the end of 2020, in line with the UK's goal to meet its zero-coal power generation by 2025. The smaller in-use station, owned by Uniper, is Cottam Development Centre (CDC), a combined cycle gas turbine plant commissioned in 1999 that lies outside of EDF's boundary. EDF is now seeking to promote the long-term future of the Site at Cottam as a deliverable large rural settlement that has potential to deliver a significant quantum of new homes, local services, employment accommodation, green infrastructure and leisure opportunities.



Figure 2 Redline Boundary



2.2. Movement & Access

2.2.1. Local Highway Network

2.2.2. The A57 to the south of the site serves vehicular traffic into Cottam via Laneham Road. To the east, the A156 runs adjacent to the River Trent, however is only accessible to pedestrian movement via the footbridge. To the north, Cottam Road takes you through Fenton and Saundby villages before reaching the A631.

2.2.3. Public Transport

2.2.4. Bus service that pass close to the site (within walking distance) run via Treswell and Rampton to the south west of the site. The level of bus provision locally is conveniently close and commute time services could potentially be improved through patronage from this development.

2.2.5. Public Rights of Way

2.2.6. There are several sections of Public Right of Way (PRoW) throughout the site, running the eastern perimeter adjacent to the river and connecting Retford Road and Cottam Road adjacent to the site. A third section that is currently not accessible to the public will potentially be made available via the development which connects Cottam village to Torksey via the pedestrian footbridge. These will all need to be consideration in the masterplan process.

2.2.7. Facilities

2.2.8. Within the local area, the town of Rampton provides access to the All Saints Church, a small convenience store, and the Eyre Arms public house. The nearest Primary school is found in Rampton, with Leverton C of E Academy and The Orchard co-educational day school in neighbouring South Leverton.

2.2.9. Site Access

2.2.10. The site benefits from a length of frontage to public highway along the northern edge (Cottam Road) and can deliver two points of access. One servicing potential employment usage with a second providing access to residential development.

2.2.11. Off-site works may be required in line with the Council's Infrastructure Delivery Plan and subject to the findings of a transport assessment for the site.


LEGEND

 EDFE boundary

Movement

 Main A Road

 Secondary B Road

 Bus Stops

Public Rights of Way

 Footpath

 Bridleway

 Byway Open to All Traffic

 Recreational Route

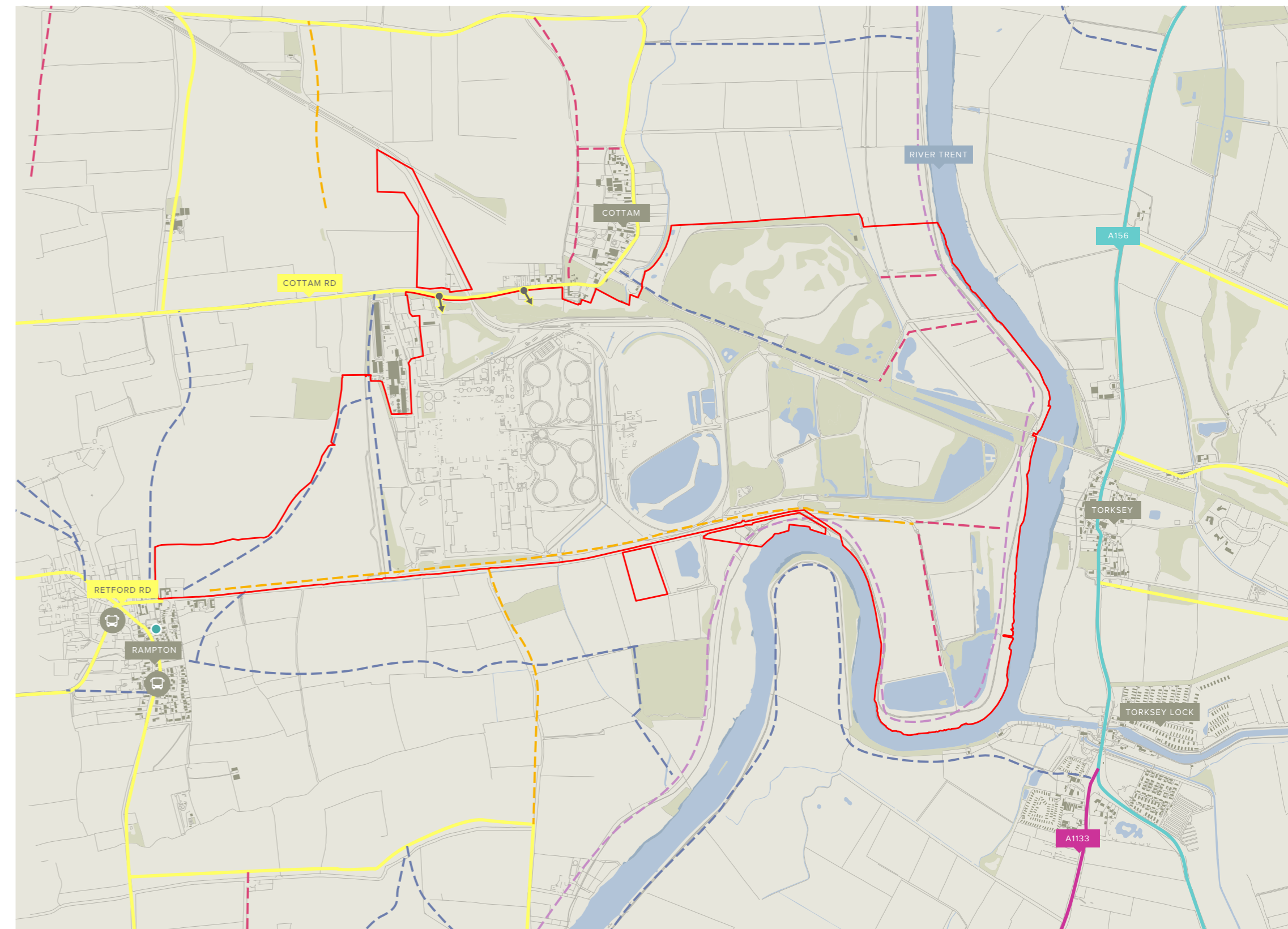
Access

 Vehicular Access

Facilities

 Retail

Figure 2 Movement & Access



2.3. Ecology and Biodiversity

2.3.1. Two Biological Sites of Importance (BSIs) occur within the study area. The largest of these (c.91ha) is Cottam Wetlands BSI, which encompasses the majority of South Lagoon (also a small portion of the Northern Lagoon) and wetland habitats with associated grasslands in the meander loop of the River Trent south of the site. This site has been designated for its wetland habitats and avian interest (notably waterfowl and wading birds). Cottam Ponds BSI occurs at the eastern end of North Lagoons and encompasses former ash settlement lagoons where vegetation has been allowed to regenerate and colonise former operational areas of the site.



2.4. Flood Risk

2.4.1. The site is identified to be in Flood Zone 1/2 with areas surrounding the site and immediately adjacent to the River Trent in Flood Zone 3. The site is protected by Environment Agency flood defences on the western side of the River Trent from combined fluvial and tidal events.

2.5. Utilities

2.5.1. Certain services to CDC have been identified on the plan opposite (gas and water mains that supply the building, together with overhead powerlines that run due north and south from the National Grid substation).

2.5.2. A flood embankment and drainage watercourse, the Seymour Drain, runs vertically through the site. The flood embankment is approximately 2.5m in height;

2.5.3. The masterplan has taken full account of these services to ensure that they are protected and that the CDC is not affected in any way.

LEGEND










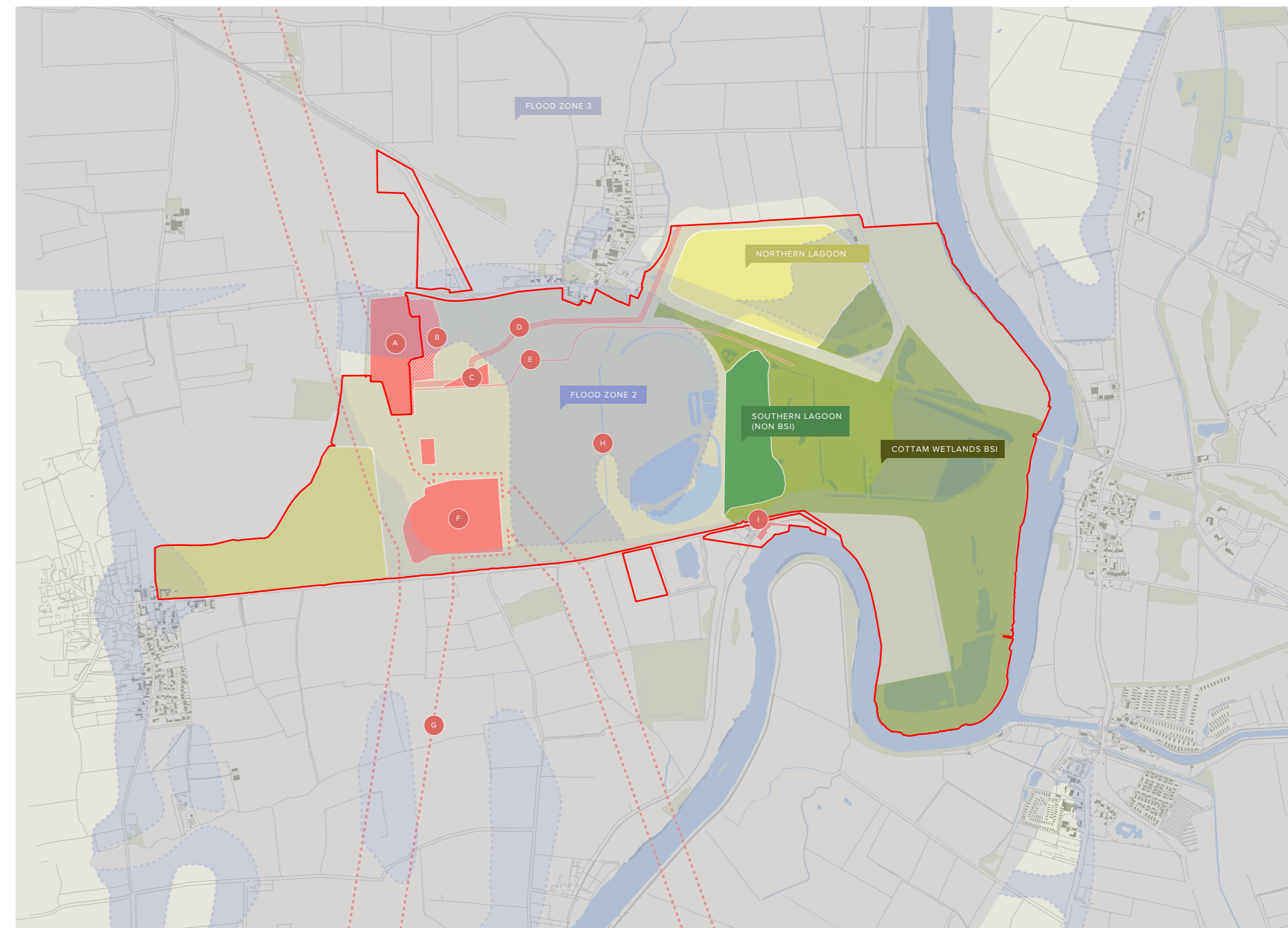
- | | | | |
|---|--|---|--|
|  | EDFE boundary |  | A: Uniper UK Ltd |
|  | Residential development (c.1600 homes) | | B: Uniper expansion area |
|  | Flood Zone 3 | | C: PRS |
|  | Flood Zone 2 | | D: Gas main |
|  | Cottam Wetlands BSI | | E: Water main |
|  | Northern Lagoon | | F: Substation |
|  | Southern Lagoon (Non BSI) | | G: Overhead powerlines |
|  | Existing operational sites to be retained including all services thereto | | H: Seymour drain |
| | | | I: National Grid/UNIPER/EDFE rights to get access to the river |

Figure 3 Site Constraints



3. Concept



A well connected community embracing the site's natural assets providing living opportunities fit for the future, creating a highly desirable environment to live and play.

3.1. Our Vision

3.1.1. The vision is to reinvent the site as a sustainable place to live, work, learn and play. The new community and its facilities would provide a welcome addition to the existing community at Cottam shaped by a new network of green infrastructure that has nature at its heart whilst promoting health and well-being.

3.1.2. The proposals would result in a long-term legacy of:

Connecting the new and existing community to facilities and nature by sustainable means;

Enhancing a sense of community through creating positive social spaces, well overlooked streets and direct links to community assets;

Emphasising nature and the environment throughout the scheme and encouraging interaction with it through green movement corridors, parkland, play, enhanced biodiversity and grow zones.

3.1.3. The concept is the creation of a new green infrastructure that creates a sense of strong identity, that is connected to the wider popular network of spaces and is highly respectful of its context. It should also strive for the highest architectural, urban design and landscape architectural merit. Importantly, it should also promote the health and wellbeing and social cohesion as a core feature and designed with resilience to climate change. It achieves this through its three layers of connecting, community and environment to establish a positive long-term legacy for the site.



1. Connected

- Tangible commitment to design quality
- Integrated green infrastructure network
- Integration of existing woodland and hedgerows
- Exercise and sports routes and facilities
- Connected and sustainable drainage, hydrology, flood risk mitigation
- Biodiversity gain and support of ecological function
- Countryside links

2. Environment

- A walkable community
- Cohesive public realm strategy and hierarchy
- Social networks, connected public realm; integrated networks
- Livable streets and public space
- Enhance the links to public transport to promote their use
- Pedestrian and cycle connections

3. Community

















- Mix of types, size, tenure, homes for all ages
- Design principles that respect, support and enhance biodiversity
- Walk / cycle/ public transport to work routes
- Access to existing popular community facilities and leisure routes

Design Actions

- A** Establish new green corridors that connect to a wider popular network of public right of ways
- B** To create a naturalistic green and blue infrastructure that promotes health and well-being
- C** Ecological assets are retained and enhanced for the community
- D** Create and effective movement routes through the site that connect with existing local infrastructure
- E** To connect with the existing community building adjacent to the site creating new improved spaces for the benefit of the wider community
- F** Provide around c.1600 new high quality dwellings
- G** Create loose, informal built form at more sensitive edges to allow built form to assimilate successfully into the landscape concept
- H** Provide new community and convenience facilities
- I** Potential Marina and waterside leisure and tourism uses
- J** Provide circa 15ha of employment/commercial space
- K** Potential rail halt/rail service improving sustainable transport links to the development



LEGEND

- | | |
|--|--|
|  EDFE boundary |  Vehicular access |
|  Residential development (c.1600 homes) |  Walking/cycling routes |
|  Employment (circa 15ha) |  Existing operational sites to be retained including all services thereto |
|  Local centre |  A: Uniper UK Ltd |
|  Primary School |  B: Uniper expansion area |
| |  C: PRS |
| |  D: Gas main |
| |  E: Water main |
| |  F: Substation |
| |  G: Overhead powerlines |
| |  H: Seymour drain |
| | I: National Grid/UNIPER/EDFE rights to get access to the river |



4. Summary

4.1. Summary

4.1.1 This Vision Document concludes that land at Cottam Power Station does not have any known unresolvable constraints and is available, suitable and deliverable to provide residential development (circa. 1,600 dwellings), including local facilities, employment land, green infrastructure and open space.

4.1.2 It also confirms that a series of design principles responding to the site's context can shape a form of development that assimilates successfully and can promote a strong design and health and well-being legacy. It achieves this by being well-connected, promoting sustainable patterns of movement to local facilities, enhancing the existing community and encouraging social interaction, and by retaining and enhancing nature and the environment, and placing this as a central feature of the scheme, enhancing the communities interaction with it.



EDF
Power
Station
Cottam

DEFINE

Appendix C – EDF’s Representation – 21 June 2022



GERALDEVE

Planning Policy
Bassetlaw District Council
Queens Building
Potter Street
Worksop
Nottinghamshire
S80 2AH

21 June 2022

Our ref: DPA/U0010057

Your ref:

Dear Sir or Madam,

Bassetlaw District Local Plan Publication Version Second Addendum Consultation (May 2022) – EDF Cottam

Gerald Eve LLP (“Gerald Eve”) is appointed by EDF to submit the enclosed representations on its behalf to Bassetlaw District Council (BDC or “the Council”) as part of the current consultation regarding the Draft Bassetlaw Local Plan Publication Version Second Addendum (May 2022) (DBLP), and specifically in respect of its former power generation site at the former Cottam Power Station, Outgang Lane, Retford DN22 0NP (“the Site”).

This submission follows previous representations submitted in February 2020, January 2021 and most recently in October 2021 during the previous rounds of public consultation, and also follows on from our ongoing communications with BDC regarding this important regeneration site’s future.

Since the previous round of public consultation, there has been a significant change to the DBLP by way of the removal of the Bassetlaw Garden Village (BGV) allocation. It is understood that the allocation was considered by the Council to no longer be deliverable primarily as a result of land ownership issues; however, the Council has not sought to replace the allocation on a like-for-like basis.

We understand that the decision not to replace the BGV allocation was primarily due to the long-term strategic objectives of the allocation, which was only expected to start delivering new homes towards the end of the plan period, and with the bulk of the allocation to be delivered beyond the plan period. As such, the Council felt that its removal was not considered to be fundamental to the soundness of the DBLP.

Whilst the DBLP consultation document also highlights other changes to the local plan, including the removal of an employment site in Marnham and the inclusion of a major planning permission at Bevercotes Colliery, EDF wishes to make the following representations primarily in respect of the removal of the BGV allocation and the potential associated longer-term implications for the Cottam site.

Cottam: Current Position & Technical Work

EDF has previously made representations in favour of promoting its former power generation site in Cottam for redevelopment to create a new rural settlement, which has potential to deliver in the region of 1,650 residential homes, areas of employment uses, a new local centre, a primary school and associated public transport infrastructure, whilst also maintaining, where required, relevant on-site infrastructure, easements and rights of access relating to the continued operation of the adjacent Cottam Development Centre power station.

The current status of the Cottam site within the DBLP is set out under Policy ST6 Cottam Priority Regeneration Area, which identifies the Site as a broad location for mixed use regeneration. Importantly, the draft policy only supports the regeneration of the Site in accordance with a comprehensive masterplan framework, design code and a package of deliverable site infrastructure, which must all be agreed with BDC prior to any planning application being submitted.

Through consultation with its key stakeholders, BDC has identified some concerns regarding the deliverability of the Cottam site in the short term, particularly related to matters of flood risk and transport (including the impact of regeneration on the highway network and the need for an enhanced public transport network). Whilst EDF understands BDC's concerns regarding deliverability in the short term, we are clear that the redevelopment of the Site is achievable and commercially viable and could come forward earlier than suggested by the current draft policy, with a proportion of homes deliverable within the plan period.

EDF is currently in the process of commencing further work in respect of flood risk and transport matters and intends to engage further with BDC shortly. In addition, consultation is planned with Nottinghamshire County Council as the Local Highways Authority and also the Environment Agency as the key stakeholders in these matters.

As EDF has set out in previous representations, it does not expect draft Policy ST6 to be amended to an allocation per se as part of this current local plan review, but the work is intended to add further credibility to the Site's future redevelopment, in turn informing the next stage of masterplanning work and influencing a potential change in policy as part of the next local plan review process.

Bassetlaw Garden Village & Housing Land Supply

It is noteworthy that the removal of the BGV allocation and updated evidence base indicates that the Council's supply of housing and employment land does not significantly change when compared to earlier drafts of the local plan. As noted above, the allocation was estimated to deliver approximately 500-600 homes within the latter years of the plan period, with the bulk of the allocation (circa 4,000 homes in total) to be delivered beyond the plan period (i.e. beyond 2038).

The updated Housing and Economic Development Needs Assessment (HEDNA - April 2022), indicates that the proposed changes in employment and housing land provision (when combined with updated records of planning permissions recently granted and housing completion rates for 2021/22), results in the Council's supply of housing land reducing by approximately 400 dwellings across the plan period (i.e. down from 12,938 dwellings to 12,551 dwellings between 2020 and 2038, or an annualised average of 691 dwellings per annum (dpa)).

It is acknowledged that, on an annual basis, this level of supply is sufficient to meet the Council's identified housing requirement of 584 dpa as well as the aspirational target of continuing recent completion rates of 644 dpa, as alluded to within the DBLP consultation document (paragraph 5.1.23).

It is noted however that there is significant reliance placed on a small number of larger sites such as allocations HS1, HS7 and HS13, which account for approximately two thirds of the housing land to be allocated within the draft local plan.

Large sites of this nature can often experience delays in delivery for a multitude of reasons, which has potential to reduce the pace of completions across the plan period and even put at risk the deliverability of the Council's objectives. Such delays can occur at any time during the development process with a few examples of common delays set out below:

- **Land ownerships** – the interests of multiple landowners across a single site regularly leads to disputes and delays which may occur prior to submission of a planning application (e.g. masterplanning, valuations, equalisation agreements etc) or completing land transactions post-planning. The BGV allocation has been removed as a direct result of land ownership matters, demonstrating the impact that landownership can have on deliverability. Similar disputes can still occur on smaller sites where there is only involvement of a single landowner and/or a single developer. Historic title issues, rights of access, agricultural tenancies and restrictive covenants can also result in significant delays before or after planning permission is granted on a site.
- **Technical constraints** – there are a vast number of reasons why a development may be delayed due to environmental or engineering related issues, either with a site or with a proposed development. This could include, inter alia, issues around archaeology, contamination, biodiversity/seasonal constraints, ground conditions, flood levels and service/utility routes.
- **Supply chain issues** – it is well-reported that the construction industry is going through an unprecedented period of cost inflation on materials and services as well as constrained supply chains and constrained main- and sub-contractor availability across many parts of the country, with no current certainty over when such issues may return to more stable and predictable levels. Such constraints are likely to slow the pace at which small, medium and large sites come forward.

Aside from site- or development-specific matters, and considering the length of the plan period in the context of current macro-economic conditions, there is also the broader issue of a potential stall or decline

in the housing market, which may disrupt the delivery of homes over a prolonged period (i.e. housebuilders would potentially pause construction if projected sales rates could not be sustained).

With the above in mind, there is potential for a shortfall of housing completions to occur in the mid to latter part of the plan period if some of the larger allocations do not come forward at the rates currently anticipated and without the benefit of the BGV allocation as an option to be brought forward earlier. As such, there appears to be scope and a need to add some additional certainty into Policy ST6 regarding the potential timing for delivery, subject to the technical and masterplanning matters first being resolved.

Cottam Priority Regeneration Site – Next Steps

As noted above, EDF continues to progress two main streams of technical work relating to the flood environment and the highway network around Cottam. It is anticipated that the findings of this next stage of work will help to allay BDC's concerns regarding the deliverability and sustainability of the Cottam Site. Moreover, it is expected that the work will directly inform further masterplanning work in line with the objectives of Policy ST6.

Fundamentally, the removal of the BGV allocation results in a significantly reduced level of flexibility for delivery of housing within and beyond the plan period, and EDF considers that the Cottam site is well-placed to fulfil the longer-term aspirations of the Council to deliver a new sustainable settlement that combines a full complement of land uses and appropriate infrastructure, but which could also start to regenerate the Site earlier in the plan period if the identified matters are resolved.

For example, if the delivery of housing allocations fell behind the annual requirement rate in the mid- to latter part of the plan period, the Cottam site would by that point have resolved the identified issues of concern and been master planned to be capable of early delivery to address any identified shortfall, or indeed any objectively assessed uplift to the annual requirement (as may be carried out periodically in the meantime). Equally, if the technical and masterplanning issues are resolved earlier than expected, there would be nothing preventing commencement of the Site's sustainable regeneration regardless of the Council's wider supply and delivery of housing.

In order to build on the supporting justification for Policy ST6 at paragraph 5.4.19 of the Publication Version (August 2021), which states that *"once all policy requirements have been complied with, development could come forward"*, it is proposed to add a further provision into the policy itself to confirm that the Site could start to be delivered at any time during the plan period so long as the identified technical and masterplanning matters are first resolved / agreed with the Council.

It is proposed to add the following text to the end of the current point 2 as follows (additional text shown bold and underlined):

"2. The proposed development at the Cottam Power Station should deliver a scheme in accordance with a comprehensive masterplan framework, design code and agreed site infrastructure delivery and phasing

*plan and open book viability assessment. All must be agreed with the Local Planning Authority. **Once all matters are agreed with the Local Planning Authority, the principle of commencing development at any time during the plan period is supported, subject to planning permission first being granted.***

This suggested approach of planning both for the long-term delivery of housing beyond the plan period as well as introducing sufficient flexibility to the supply of developable land within the plan period (as may be required), is wholly consistent with the objectives of the national planning policy framework, and specifically the tests of soundness.

Within EDF's representations of October 2021, it was put forward to the Council that the emerging policy for Cottam be amended to include a list of appropriate land uses for the Site, albeit without committing to a specific scale of development for individual land uses. This suggested approach is expected to provide certainty both for the Council and a future developer of the Site and would greatly assist the masterplanning process required by Policy ST6 in due course.

With the above in mind, EDF wishes to reiterate the following list of land uses that are considered appropriate for inclusion within Policy ST6 in order to make the policy sound. It is proposed that the following text be inserted as a new 'point 3' as follows (the current 'point 3(a-k)' would need to be renumbered as point 4(a-k)):

"3. Appropriate land uses for inclusion within the masterplan framework may include:

- Residential uses, including market and affordable homes, care and other specialist residential uses*
- Employment-generating uses, including home-working, offices, light industry, manufacturing and logistics*
- Local centre, including small-scale retail, local services, food & drink and leisure uses*
- Primary school*
- Public open space, sports and recreation facilities*
- New transport infrastructure, including potential rail link and marina."*

EDF considers the proposed change to be a reasonable and rational increase in certainty for the Priority Regeneration Area, without precluding the findings of the next phase of technical work and master planning (as required by the emerging policy) by setting any prescribed target provision of dwelling numbers or other floor space parameters. It is respectfully requested that due consideration of this change is given by the Council ahead of submission of the Local Plan for Examination in Public.

Summary

EDF welcomes the inclusion of the former Cottam Power Station within BDC's Draft Local Plan as a Priority Regeneration Area. Whilst EDF considers the redevelopment of the Site could commence during the plan period, earlier than anticipated by draft Policy ST6, it is recognised that there is further work and

consultation to be completed with a number of key stakeholders to ensure the sustainable redevelopment of the former power station site. It is proposed that this further work will commence in the near future.

EDF looks forward to continuing to work with the council both in terms of ongoing discussions regarding flood risk and transport matters as well as commencing further master planning work for the site in due course.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'DPG', with a long horizontal flourish extending to the right.

Dominic Page
Senior Associate

dpage@geraldeve.com
Direct tel. 0161 259 0477
Mobile 07557 973 907

CC Ben Malfroy – EDF
Keith Norman – Gerald Eve LLP

