Newark and Sherwood Local Development Framework

Key Decisions for our Core Strategy

October 2008
Consultation Summary:

The District Council consulted on Issues and Options for its Core Strategy in October 2005. Using the results from this consultation, the Council produced a Preferred Options Report in October 2006. Following the Preferred Options consultation the Council undertook a review of the work it had undertaken so far. Given the fact that Newark had become a Growth Point and that a new Regional Plan was emerging, the Council decided to carry out further public consultation before progressing the Core Strategy to submission.

For the Key Decisions document the District Council will organise a series of public consultation events and meetings with representatives of hard to reach groups. The document will be sent to consultees and interested parties.

Consultation period: From the 6 October 2008 until 17 November 2008 at 5:15 pm.

Copies are to be deposited at Kelham Hall (open between 8:30am and 5:15pm Monday to Thursday and 8:30am to 4:45pm on Friday), the District’s libraries, and on the Council’s website: www.newark-sherwooddc.gov.uk/planningpolicy.

After the Consultation

The District Council will consider the responses made to this report and, taking these into account, prepare a Core Strategy Pre Submission Document in early 2009. Following consultation on this document a finalised Core Strategy Document will be submitted to the Secretary of State in late 2009, and assessed by an independent Inspector in 2010.

Estimated Date of Final Adoption: December 2010

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## CONTENTS

<table>
<thead>
<tr>
<th>Document Passport</th>
<th>Page No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Newark and Sherwood Community Plan’s Vision</td>
<td>1</td>
</tr>
</tbody>
</table>

### Key Decisions for our Core Strategy

1. **Introduction**
   - Local Development Framework
   - Newark and Sherwood Community Plan
   - External Influences
   - National Government
   - Planning For Housing
   - Government Intervention?
   - East Midlands Regional Plan
   - Newark Growth Point

2. **Profile of Newark and Sherwood District**
   - People
   - Natural Resources
   - Infrastructure
   - Employment
   - Housing
   - Built and Natural Environment
   - Influences
   - Sources of Statistical Data:

3. **Key Decisions for Newark and Sherwood**
   - Key Decision One – The Roles and Relationships of the Settlements of the District
   - Key Decision Two – Growth in Newark and Sherwood, and the Agenda to manage this
   - Key Decision Three – Preparing the District for Climate Change
   - Key Decision Four – The protection and enhancement of Newark and Sherwood’s outstanding natural and built heritage
   - Key Decision Five - The Role of Sherwood Forest

4. **Conclusions and Next Steps**

Appendix 1 - Local Development Framework – Core Strategy Progress
Appendix 2 - East Midlands Regional Plan
Appendix 3 - Infrastructure Providers in Newark and Sherwood
Appendix 4 - Strategic Housing Land Availability Assessment Information*

Figure 1: Northern Sub-Area
Potential Strategic Sites
The Newark and Sherwood Community Plan’s Vision

“Our aim is for residents in Newark and Sherwood to feel that their area offers them the best quality of life in the East Midlands. By 2010 we aim to be one of the top 10 rural districts in the region and by 2015 one of the top 5.”

Strategic Priorities of the Newark and Sherwood Community Plan:

- To achieve the Community Plan’s Vision, we need communities that are:
  - Clean and Green
  - Learning and Earning
  - Accessible
  - Healthy
  - Culturally Connected
  - Safe and Strong

NEWARK AND SHERWOOD DISTRICT COUNCIL’S VISION AND PRIORITIES are:

Vision:

“We want Newark and Sherwood’s urban and rural communities to take pride in being vibrant, sustainable and having a high quality of life. To achieve this we want to deliver excellent, appropriate services and value for money.”

Priorities:

- **Clean and Green**
  Keeping our communities tidy and environmentally sustainable.

- **Safe and Strong Communities**
  Less crime and anti-social behaviour and a strong community spirit.

- **Economically Vibrant**
  Encouraging economic success.

- **Good health and Homes**
  Promoting healthy and active lifestyles and good quality housing for all.

- **Culturally Active**
  Valuing the heritage and culture of Newark and Sherwood.

And there are three supporting priorities of:

- **Value for money**
  being efficient and delivering good quality.

- **Raising aspirations**
  encouraging ambition and high achievement.

- **Accessible and responsive**
  making opportunities available and giving good customer service.
1) Introduction

1.1 Welcome to the ‘Key Decisions for our Core Strategy’, our latest publication in developing the Newark and Sherwood Local Development Framework. Under the requirements of the Planning and Compulsory Purchase Act 2004, the District Council is required to produce a Local Development Framework to guide the future development of the District up to 2026. The Framework over time will replace the Newark and Sherwood Local Plan, which since its adoption in 1999 has shaped how and where recent development has occurred. The Local Development Framework is needed to put in place a new planning strategy that addresses the issues now facing the District, and is being produced through a ‘spatial planning approach’ to ensure a ‘sound’ new style development plan.

1.2 Our work so far on producing the Framework is set out in Appendix 1, and this has included preliminary work in producing the Core Strategy. We have published the ‘Key Decisions for our Core Strategy’ document, which is an interim document and non-statutory in nature, in our continuing development of the Local Development Framework. The document is being published now in response to emerging changes in national planning guidance and the regional planning process. The purpose of the ‘Key Decisions’ document is to inform, and enable further public comments in the light of current and emerging issues, in particular the Secretary of State’s proposed changes to the East Midlands Regional Plan (see paragraph 1.13). The ‘Key Decisions’ document and your response to it, will assist our formulation of a Core Strategy document that is ‘fit for purpose’ under the terms of the reformed planning legislation. We would therefore like to know your comments on the key decisions we have set out in section 3 of this document, and in relation to any of the issues we have raised. A Comments Form is attached, which you can complete and return to us.

Local Development Framework

1.3 The Local Development Framework will be made up of a series of documents, but the most important document is the Core Strategy, which has to provide the following:-

1. an overall vision which sets out how the area and the places within it should develop;
2. strategic objectives for the area focussing on the key issues to be addressed;
3. a delivery strategy for achieving these objectives, including scope for locations for strategic development to be specifically identified and allocated; and
4. clear arrangements for managing and monitoring the delivery of the strategy.

We currently anticipate publishing a further document considering the Options for our Core Strategy in early 2009, and subsequently submitting a finalised version of the Core Strategy document to the Secretary of State later in that year. Following submission, an Examination will be held to test the soundness of the document conducted by a Planning Inspector appointed by the Secretary of State.
Newark and Sherwood Community Plan

1.4 In progressing the Local Development Framework, we will be aligning our Core Strategy with the Newark and Sherwood Community Plan. The Framework links closely to Newark and Sherwood Community Plan, a document produced by the Newark and Sherwood Local Strategic Partnership, setting out its Vision and Priorities for the District. The Plan also provides the means for identifying and addressing long-term challenges and issues. The Framework will be a key component in the delivery of the Community Plan. Over time, the differing documents that will make up the Framework will give a spatial expression to those elements of the Plan that relate to the development and use of land. For more information on the Community Plan go to: www.newark-sherwooddc.gov.uk/lsp

External Influences

1.5 The future development of the District will be much influenced by decisions that have or will be taken at the levels of national and regional government. Since our Local Development Framework must comply with national planning guidance and the East Midlands Regional Plan (prepared by the East Midlands Regional Assembly), these external ‘drivers of change’ have to be recognised and understood.

National Government

1.6 The Government has emphasised the importance of the reformed planning system in producing solutions to major challenges facing the nation and centres on the following:-

- The promotion of sustainable development and sustainable communities.
- Helping to tackle climate change by reducing the release of greenhouse gases into the atmosphere.
- Reducing the need to travel and encouraging accessible public transport provision.
- Ensuring town centres are supported.
- Maintaining security of energy supply, and helping to support the shift towards renewable and low carbon energy.
- Improving the provision of supporting infrastructure to accompany growth.
- Increasing the supply of housing to meet a growing need arising from demographic and lifestyle trends.

1.7 The Government’s objective in relation to meeting housing need was confirmed in the Housing Green Paper of July 2007 – the building of 2 million additional homes by 2016, and 3 million homes by 2020. These goals are being advanced through the production of Regional Plans (also known as Regional Spatial Strategies) via the regional planning process across the different regions of the country, including our own East Midlands region. National planning guidance in the form of Planning Policy Statement 3 (PPS3): Housing published in November 2006 requires that these Regional Plans should set out the level of overall housing provision for each region, distributed among constituent housing market areas and individual local planning areas, including Newark and Sherwood District.
Planning For Housing

1.8 The Government’s publication of Planning Policy Statement 3 (PPS3): Housing put in place a new national policy framework for planning for housing at the local and regional levels, and was designed to tackle perceived obstacles to sufficient sites coming forward for new housing development. In particular, in the Government’s view since a key requisite for the faster delivery of more housing is more land, PPS3 aims to ensure that land availability will not be a constraint on the delivery of new homes. The Government regards the guidance as providing a means for local planning authorities, working with stakeholders, to deliver both the right quantity of housing to address need and demand in their areas, and the right quality and mix of housing for their communities.

1.9 PPS3 advocates the importance of an ‘evidence-based policy approach’ and highlights the need for new policies in Local Development Frameworks and Regional Plans, to be informed by a robust, shared evidence base, in particular, of housing need and demand through a Strategic Housing Market Assessment, and land availability for new housing through a Strategic Housing Land Availability Assessment.

1.10 The production of a Strategic Housing Land Availability Assessment (SHLAA) is currently being undertaken by the District Council, and aims to identify and assess potential sites for new housing. Numerous sites have been put forward for consideration and in time, a finalised Strategic Housing Land Availability Assessment will be published, following public consultation. The SHLAA is a technical study, and will form part of the evidence base to the Local Development Framework. The SHLAA will not therefore allocate land for development but will inform subsequent decision-making following its publication. These decisions will be taken as part of the Local Development Framework process. The methodology in place for carrying out the SHLAA, including an indicative timetable, can be viewed at www.newark-sherwooddc.gov.uk/planningpolicy or at Planning Services Reception, Kelham Hall, Newark.

1.11 A key message from Government underlying the requirements of PPS3 is that local planning authorities need to do more to bring forward suitable developable land for new housing. These requirements mean that local planning authorities have to set out in their Local Development Frameworks, their policies and strategies for delivering the level of housing provision, identifying broad locations and specific sites, that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the relevant Regional Plan.

Government Intervention?

1.12 Government has made the delivery of new homes a clear priority, and emphasises that it will intervene if necessary to secure this objective. The Housing Green Paper (see paragraph 1.7) confirmed that where Councils have not identified enough land and do not grant sufficient planning permissions “planning inspectors will be more likely to overturn their decisions and give housing applications the go ahead at the
appeal stage”. The Green Paper stresses that the Secretary of State will not hesitate to use her powers to recover planning appeals and take decisions herself, in order to reinforce PPS3 land supply policies. Similarly, PPS3 advises that when making planning decisions for housing developments after 1 April 2007, Local Planning Authorities should have regard to the policies in the PPS as material considerations which may supersede the policies in existing Development Plans, which in this District’s case would include the Newark and Sherwood Local Plan (see paragraph 1.1).

**East Midlands Regional Plan**

1.13 The East Midlands Regional Assembly (emra) is responsible for producing the East Midlands Regional Plan which will provide a regional framework for development and investment up to 2026. Progress towards a final version of the Regional Plan continues to be made, as the timetable set out below confirms.

- Draft East Midlands Regional Plan published by (emra): **September 2006**
- Examination in Public held by independent Panel into the contents of the Draft Plan: **May to July 2007**
- Publication of Panel Report findings and recommendations to Government: **November 2007**
- The Secretary of State’s Proposed Changes to the East Midlands Regional Plan (Regional Spatial Strategy) published for public consultation for 12 weeks: **28 July 2008**

The period for public consultation will last until 17 October 2008, and gives the Government an opportunity to hear views on the published proposals from interested parties.

- After considering the public consultation responses, the Government will publish the final version of the East Midlands Regional Plan around the end of the current year (end 2008/early 2009)
- For details of how to view and comment on the Secretary of State’s Proposed Changes to the East Midlands Regional Plan see Appendix 2.

1.14 The Regional Plan will be a major influence in determining the future of the District given its legal status and scope. The recent publication of the Proposed Changes documents marks an important stage and signals the Government’s intent on the likely final version of the Regional Plan.

1.15 The main role of the East Midlands Regional Plan is to provide a broad strategy within which local authorities’ planning documents and Local Transport Plans (LTPs) can be prepared, and have to be in conformity with. For this District, the planning documents will be those which make up our Local Development Framework, while LTPs are prepared by the Nottinghamshire County Council as the highway authority. As the Regional Plan, when finally issued, will form part of the statutory ‘Development Plan’, it will also be material to decisions on individual planning applications and appeals.

1.16 The draft Regional Plan acknowledged the large size and diversity of the East Midlands region, and adopted an approach of identifying five distinct sub-areas in recognition of the different parts of the region. Newark and Sherwood District was placed in the Northern Sub-area, described as “comprising the former coalfield areas of North Derbyshire and North
Nottinghamshire which have been adversely effected by economic restructuring and environmental degradation”.

1.17 The configuration of the Northern Sub-area is shown in Figure 1 below, which also illustrates the make-up of the Nottingham Outer Housing Market Area (see paragraph 1.7) in which Newark and Sherwood District has been placed together with those areas administered by Ashfield and Mansfield District Councils.

Figure 1: Northern Sub-area

which comprises those areas administered by Newark & Sherwood District Council, Ashfield District Council, Mansfield District Council, Bassetlaw District Council, Bolsover District Council, North East Derbyshire District Council and Chesterfield Borough Council.

The above plan also confirms the make-up of the Nottingham Outer Housing Market Area, comprising those areas administered by Newark & Sherwood District Council, Ashfield District Council, and Mansfield District Council.
1.18 The Proposed Changes document follows the approach of the Draft Regional Plan with a strong policy imperative that the economic, social and environmental regeneration of the Northern Sub-area is to be a regional priority. In the case of Newark, the Proposed Changes document introduced wording for a new measure to secure regeneration by “ensuring that the agreed Growth Point Programme of Development at Newark is achieved both in overall numbers of dwellings and in the agreed phasing of development. For an explanation of the Newark Growth Point see subsequent paragraph 1.20.

1.19 Various policies have been carried through from the Draft Regional Plan into the Proposed Changes which aim to significantly strengthen the Sub-Regional Centres of Newark and Mansfield-Ashfield by providing new housing and employment development in and around their urban areas. A key retained policy states that significant levels of growth will be provided for in and adjoining the Sub-Regional centres of Newark (to include Balderton) and Mansfield-Ashfield, which subject to levels of urban capacity, will require locations for urban extensions to be identified in Local Development Frameworks. The Proposed Changes document states that in Newark and Sherwood, the housing market is strong, and is likely to support higher levels of development, and that the agreed Newark Growth Point Programme of Development establishes that around 500 dwellings per annum should be concentrated at Newark.

**Newark Growth Point**

1.20 Following Government concern over the shortfall between housing supply and current and future demand, the New Growth Points initiative was announced by Government in December 2005. It was designed to provide support to local communities who wished to pursue large scale and sustainable growth, including new housing, through a partnership with Government. Proposals were invited from areas where there was a good case for accelerated, additional economic and housing growth, and where this could be shown to relieve pressure on high demand areas and tackle affordability issues. Such applications had to propose an average rate of new house building at least 20% higher than set in plans in October 2003, and be capable of delivering at least 500 new houses per year. The District Council submitted a bid for Growth Point status in May 2006 and later that year Government named Newark as a New Growth Point, being one of 29 successful bids around the country concerning 45 towns and cities. Other successful New Growth Points in the East Midlands Region include Lincoln, the 3 Cities and 3 Counties (submitted by Derby, Leicester and Nottingham City Councils and Derbyshire, Leicestershire and Nottinghamshire County Councils), Grantham and Gainsborough, the latter submitted by West Lindsey District Council and accepted as one of the additional 20 successful ‘second-round’ bids.

1.21 New Growth Points status is not a statutory designation but is about a relationship between central and local Government and local partners, and is based on 4 principles:

- Early delivery of housing.
- Supporting local partners to achieve sustainable growth.
- Working with local partners to ensure that infrastructure and service provision keeps pace with growth.
- Ensuring effective delivery.

1.22 Government has made it clear that levels of growth will be subject to comprehensive testing and public consultation through the regional and local planning process to ensure that individual proposals are sustainable, acceptable environmentally and realistic in terms of infrastructure. Under the New Growth Points initiative, the Government has allocated funding to the successful Local Authorities, including Newark and Sherwood District Council, to support growth-related studies, master planning and capacity-building. This funding, with
the prospect of further funding, was given in response to the District Councils Programme of Development, (also known as a ‘growth delivery plan’) which set out the local area plans and ambitions for growth including housing delivery, the infrastructure needed to support it and identified resources and the extra support needed to deliver that growth.

1.23 Councillor Roger Blaney, Portfolio Holder for Sustainable Development and Regeneration, Newark and Sherwood District Council, has stated the following in relation to the Newark Growth Point:

“Our vision for Newark on Trent is to enhance and build upon the quality of its urban environment in the form of a sustainable urban extension of the town. Newark provides an excellent location for accelerated growth, which will benefit local regeneration goals and result in the delivery of substantial affordable housing and new infrastructure for new and existing residents and businesses.”

The ambitions for Newark on Trent include:

- A46 Dualling (Newark to Widmerpool)
- A Southern Relief Road for the town.
- An additional 5,000 homes by 2016, 30% of which will be affordable homes.
- A mixed-use development, including up to 70 hectares of employment land.
- A Country Park.
- Community facilities including new Local Centres.
- A multi-sports hub.

For more details of the Newark Growth Point go to: http://planning.newark-sherwooddc.gov.uk/pp/gold/viewGold.asp?IDType=Page&ID=14558
2) Profile of Newark and Sherwood District

2.1 While this publication has explained the background to our work in producing the Local Development Framework, and highlighted the external influences and pressures that will help to shape the future of Newark and Sherwood, it must be remembered that the District is a unique place, with areas of special character and features. The Local Development Framework has to address the key issues and challenges facing the District, which themselves arise from the nature of the District and its different constituent parts. The paragraphs below set out a profile of the District which refer to a range of facts and influences that combine together to express the uniqueness of Newark and Sherwood.

People

2.2 In 2006 the population of the District was approximately 111,700 (ONS 2006). According to latest projections this is forecast to rise to 139,200 by the end of the plan period in 2026 (ONS 2006) of which 43,200 (31%) will be over 60 years old. Migration figures for the year to June 2006 show that 5,200 people took up residence in the District and 4,400 went out giving a net inflow of 800 people (ONS 2006).

Natural Resources

2.3 Newark and Sherwood District possesses a wide range of mineral resources which continue to be extracted. Coal, despite substantial reserves, is mined from the one remaining pit in the District at Thoresby Colliery. Sand and gravel are won from the alluvial (river terrace) sand and gravels of the Trent Valley and the sand deposits of Sherwood Sandstone. Gypsum is extracted to the south of Balderton utilising opencast methods and finally clay, whose reserves are expected to meet demand extending beyond the Plan period, is currently extracted from one site in the western part of the District, at the Butterley Brick Works, to the east of Kirton.

2.4 Where sites are approaching the end of their useful life they will pose a challenge in terms of being returned to a beneficial use as soon as possible.

Infrastructure

2.5 Newark has excellent rail links to London (1 ¾ hrs) and the north utilising the East Coast Main Line (ECML). In addition, the route from Lincoln to Nottingham provides easy access from a number of locations to the region’s main urban centres. During the plan period it is anticipated that numerous improvements will take place both to physical infrastructure and service provision e.g. East Midland Trains and National Express East Coast will be providing new services between Lincoln and Newark to London via Nottingham and Grantham respectively.

2.6 By road the A1 runs down the east of the district and, like the ECML, provides good access to London, the North and East Anglia. A key east –west route is the A46, which is dual carriageway between Newark and Lincoln. However, the A46 between Newark and Widmerpool is still single carriageway and this is considered to pose a threat to growth both in Newark and the wider East Midlands. The development of the Mansfield Ashfield Regeneration Route (MARR) has opened up the west of the District to Mansfield and Ashfield, although this has also lead to increased traffic on the A617 as it is seen as a link road between the A1 and M1.
2.7 In addition to Newark and the District’s larger settlements, a significant proportion of Newark and Sherwood’s residents live in rural areas where access to community facilities and employment opportunities is more difficult because the distance required to travel to reach those services is greater. Rural residents are therefore reliant on either private vehicle ownership or shared/public transport to reach these services. This problem is further exacerbated in areas where the economics of public transportation makes out-of-peak time journeys less viable. It is therefore important to ensure that there are continual improvements in narrowing the relative distance and time between employment sites and basic services and the people that need them, particularly for those from less affluent and rural areas.

Employment

2.8 Newark and Sherwood, like many other areas, has seen a decline in traditional employment such as agriculture, mining and manufacturing; in 2006 this sector contributed 14.1% of jobs in the District. The service sector now dominates, accounting for 76.1% of jobs within the district. Within this sector 23.8% are within public administration, education and health and 28% are within distribution, hotels and restaurants (ONS 2006).

2.9 The District has seen a number of successful new businesses including Curry’s Distribution Centre and those within the Newark Business Innovation Centre (BIC) and Sherwood Energy Village. To enhance the local economy and provide jobs for the rising population of the District, through the Local Development Framework process, there is a need to continue to develop home grown businesses and attract further inward investment.

2.10 The labour market in Newark and Sherwood is not a ‘closed system’; The 2001 Census showed that 10,855 people regularly enter the District to work, whilst 19,290 people who live in the District travel elsewhere to work. Newark and Sherwood is, therefore, a net exporter of labour, with the District’s workforce outstripping jobs within the District by almost 8,500. This is a marked imbalance that would require considerable local economic growth within the District to come nearer to equilibrium between the number of jobs in Newark and Sherwood and the size of its workforce.

Housing

2.11 The District contains 49,562 dwellings split by a range of types and tenures. In the period between April 2001 and March 2008 3,960 new dwellings were completed across the District at an average of 566 per year. Following the publication of the proposed changes to the Draft Regional Plan it is anticipated that substantial housing growth will take place over the plan period (approximately 600 rising to 800 dwellings per year). It is likely that a large proportion of this growth will be accommodated in and around Newark; however consideration will also be given to other suitable locations within other settlements in the District.

2.12 This growth will have a major impact on the District and there will be a need to plan for new/improved social, transport, utility and environmental infrastructure to meet the various needs of the population.

2.13 The cost of buying dwellings within the District has risen substantially in recent years. In the first quarter of 2008 the average house price for property in the District was £180,154, the second highest in Nottinghamshire, whose average was £156,775 (Land Registry 2008). The 2005 updated Housing Needs Survey shows that there is currently an annual affordable housing needs shortfall of 596 dwellings a year across the District.
**Built and Natural Environment**

2.14 Flooding is a significant issue within Newark and Sherwood, with 5.2% of the District lying within the area of highest flood risk (Zone 3 – where the risk of flooding from rivers is 1.0% or greater annually: a 1:100 year probability) and 7.7% of the District within the next zone of flood risk (Zone 2 – where the risk of flooding from rivers is 0.1% to 1.0%). It should be noted that there is overlap between the two zones. The largest areas of flood risk are in the eastern part of the District around Newark and the villages that lie within the Trent Valley.

2.15 There are significant areas of both statutory and non–statutory nature conservation sites across the District. Whilst the state of statutory protected sites is relatively good (78.6% of the District’s SSSIs are classified as in a favourable or recovering state), marked improvements are needed to reach Government targets (95% of SSSIs into favourable condition alone by 2010).

2.16 Newark and Sherwood has a rich and varied heritage that is evident across the District’s landscape and its built environment. There are 72 Scheduled Ancient Monuments, 1,383 buildings and other structures that have been listed, three registered historic parks and gardens and 47 Conservation Areas (designated for their ‘special architectural or historic interest’) in the District.

**Influences**

2.17 The District has a number of complex relationships with other centres in the area. Nottingham has the largest influence on the south of the District, providing a draw for employment and leisure activities. Mansfield in the west and Newark in the east provide the services of a sub-regional centre whilst Lincoln attracts people to the east of the District for work and leisure activities although to a lesser extent than Nottingham.

2.18 The Government through a range of Departments of State, Quangos, Regional Bodies and organisations such as the NHS make decisions everyday that affect the district and its citizens. Similarly the County Council, District Council (and neighbouring authorities), Town and Parish Councils all make decisions that affect the future of the area. Further influences include private companies and utility providers who continue to make decisions that affect the future of the district.

**Sources of Statistical Data:**

**People**
- ONS (2006) - 2006 Mid Year Population Estimates

**Employment**
- Nomis (2008) – Labour Market Profile, Newark and Sherwood
- Newark and Sherwood DC (2005) - Sustainability Appraisal of the Newark and Sherwood Local Development Framework Scoping Report

**Housing**
- Newark and Sherwood DC (2007) – Regional Monitoring Return
- Land Registry (2008) – Housing information January – March 2008 (Obtained via BBC website)

**Built and Natural Environment**
3) **Key Decisions for Newark and Sherwood**

**Key Decision One - The Roles and Relationships of the Settlements of the District**

3.1 The District of Newark and Sherwood is very varied, as the profile in section two demonstrated. Newark is a centre for services and administration within the District and has a number of complex relationships with the other towns and cities around. Nottingham has the largest influence on the south of the district, providing a draw for workers and people seeking leisure activities. Lincoln attracts people from the east of the District for work and leisure purposes. Mansfield to the west, Worksop to the north and Grantham to the south to a varying degree provide a range of services to people within the District on a similar level to Newark.

3.2 Within the District itself people look to a range of settlements for a number of local services such as shops, schools and doctors. The Council is required to produce its LDF taking into account the way people undertake these activities and we have tried to break the District down into areas to reflect this. Our present thinking is set out on the map below:

![Map of the District](image)

3.3 The reasons for dividing the District up in this way are as follows:

- **Newark Area** (including the sub areas of Newark, Sutton on Trent and Collingham). This area covers much of the east of the District along the Trent valley and reflects Newark’s sub regional role. Sutton on Trent and Collingham have a range of services which mean that for day to day needs people can visit these villages. To the north of Collingham people also look to Lincoln for such services.
• **Southwell Area.** This area covers the southern central part of the district. Southwell looks to both Newark and Nottingham for many of its services however it has enough of its own to act as a ‘service centre.’ These include the Minster School, the market and the Bramley Centre. Along this part of the Trent valley the villages have railway stations with access to Nottingham, Newark and Lincoln.

• **Nottingham Fringe Area.** This area is in the Nottingham/Derby Green Belt and looks to Greater Nottingham for most of its services and jobs. Lowdham provides a focus for day to day services.

• **Sherwood and Mansfield Fringe Area** Rainworth, Bildworth and Clipstone are all adjacent to or attached to Mansfield and look to it for all major services whilst being self sufficient for daily needs. The Sherwood sub area covers much of the north west of the district. This sub area has a close relationship with Mansfield and Worksop but its’ main town, Ollerton & Boughton, is a focus for services, jobs and education. Bilsthorpe and Edwinstowe are also settlements with their own day to day facilities with Edwinstowe also being one of the key tourist locations in Nottinghamshire due to the Sherwood Forest Visitor Centre.

3.4 As well as dividing the District to reflect people’s day to day activities the Council is required to categorise the settlements within those areas to set out their role. This will then allow decisions about the levels of growth to be accommodated to be based on a settlements capacity to provide services and jobs.

3.5 **Feedback** – we have carried out a range of consultation on planning for the future of the District (see Appendix 1) including on the role of settlements. Many respondents stated that they thought that the larger settlements of the District should be separately recognised by the District Council in any future plans. The Regional Plan has also asked us to do this. So we are proposing the following settlement classification or hierarchy:

<table>
<thead>
<tr>
<th>Settlement type</th>
<th>Newark Area</th>
<th>Southwell Area</th>
<th>Sherwood and Mansfield Fringe</th>
<th>Nottingham Fringe</th>
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</thead>
<tbody>
<tr>
<td>1) Sub Regional Centre</td>
<td>Newark and Balderton*</td>
<td>Southwell</td>
<td>Ollerton &amp; Boughton Rainworth, Clipstone</td>
<td>Lowdham</td>
</tr>
<tr>
<td>2) Service Centres</td>
<td>Collingham, Sutton on Trent</td>
<td>Farnsfield</td>
<td>Bilsthorpe, Bilsthorpe, Edwinstowe</td>
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<tr>
<td>3) Principal Villages</td>
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*Newark and Balderton is a term which refers to the town of Newark and the villages of Balderton and Fernwood.

3.6 We believe that the settlements in the table above are the most sustainable locations for growth. The approach we have taken is that below Newark and Balderton, four Service Centres have been identified. Two of these, Ollerton & Boughton and Rainworth, are identified in the Regional Plan as ‘other urban areas’ for growth. We believe that Clipstone and to a lesser extent Southwell also have similar features which mean growth could be supported. These settlements have the following features:
• Secondary School (Clipstone’s school is just over the border in Mansfield)
• Range of shops and services
• Good transport links
• Employment opportunities (in or in close proximity to the Service Centre)

3.7 Below this there are seven Principal Villages; these are settlements which have a range of day to day facilities and transport links to or employment opportunities within them. We will be carrying out a range of assessments to see if this is the appropriate approach.

3.8 The District has a range of settlements below the level of Principal Village and we intend to investigate their roles. Some settlements have schools and shops which we need to support through limited development. The results of these investigations will be incorporated within the development of the Core Strategy.

DO YOU HAVE ANY SPECIFIC COMMENTS ON THE ROLES AND RELATIONSHIPS OF THE SETTLEMENTS WITHIN THE DISTRICT? DO YOU AGREE WITH OUR ASSESSMENT OF THE SETTLEMENTS AS SET OUT ABOVE?

Key Decision Two - Growth in Newark and Sherwood, and the Agenda to manage this

3.9 As a Local Planning Authority, the Council has to plan for a range of changing trends, such as increased number of smaller households, which require a coordinated approach. The most important of these issues is planning for growth. This does not just mean planning for an increase in the number of houses we build, although that is an important element of such growth. What we are talking about is a concerted effort to plan for all the residents of the District. This means that there must be new jobs as well as homes, new schools, improved healthcare, better public transport, roads and enhanced open space and leisure facilities.

3.10 Feedback - when we carried out earlier consultation one of the main areas of feedback we received was that people were concerned about the impact of new development on the towns and villages they live in and the impact on local services and transport. The District Council is concerned about this as well; this is why we have started to develop an Infrastructure Delivery Plan to sit alongside our Core Strategy. This delivery plan will be a new kind of document, which requires the District Council and all the other people who run the infrastructure in this area (see a full list in Appendix 3) to plan where and when new infrastructure will be built to support growth.

3.11 The District Council is required to plan for housing and employment growth by the East Midlands Regional Plan which is currently out for public consultation. For Newark and Sherwood it sets a number of targets and policy approaches. Chief amongst these is that growth must be focused in Principal Urban Areas (such as Nottingham and Lincoln) and sub regional centres, like Newark, Mansfield, Worksop and Grantham. It has set an overall housing target for the District of 17,800 new homes between 2001 and 2026. Along with the other two councils in Nottingham Outer, we should plan for at least 10,900 affordable homes. It will require the District to plan for a net increase in employment land of between 30 and 50 hectares and to consider further growth in Newark.

3.12 As Newark has been recognised as a New Growth Point and as a sub regional centre it will be the focus for a large part of the District’s growth. However Newark will not be the only location for growth, since to some degree the Service Centres of Ollerton & Boughton, Rainworth, Clipstone and to some extent Southwell will experience growth and we will also look at appropriate development in some of the Villages which have local services that need supporting.
3.13 The key decision therefore will be what amount of development will be accommodated in Newark and Balderton and the larger settlements. In order to help us make these decisions the Council is carrying out, or preparing to carry out, a number of studies to determine the practicalities of locating growth in certain places. The studies include:

- Strategic Flood Risk Assessment
- Strategic Housing Land Availability Assessment (SHLAA)
- Housing Needs Survey
- Retail Study
- Nottingham Outer Sub – Regional Housing Strategy
- Northern Sub – Regional Employment Land Review
- Water Cycle Study
- Transport Issues Study
- Open Space and Community Facilities Studies
- Playing Pitch Strategy

Also in developing the Infrastructure Development Plan the Council will get a clearer understanding of where growth could be accommodated and the infrastructure needed to support it. The Government is currently bringing forward legislation which will empower local Councils, such as Newark and Sherwood District Council, to apply a Community Infrastructure Levy on new developments in their areas to finance and support new infrastructure delivery. The Government has therefore recognised that to support an increase in growth, in particular housing, requires increased investment in infrastructure to mitigate the impacts of developments and make growing communities sustainable.

3.14 The SHLAA when completed will give the Council a clear indication of the potential number of sites which could accommodate housing in the District. This assessment work is being carried out over the next few months and once public consultation is completed on the Draft, we will then be able to set out a range of options for accommodating housing growth in the District. To give an indication of the scale of the work involved, in the initial response to our request for potential housing sites we received upwards of 380 sites. Clearly it is difficult to say at this stage how these sites will come out of the assessment. Appendix 4 sets out the number of sites and the total number of hectares that it covers in the larger settlements.

3.15 In the Newark area the SHLAA has initially seen 107 sites come forward but to deliver the levels of growth proposed in a sustainable manner it is likely that a number of strategic sites will have to be developed. The Council believes that there are 3 such sites to select from in and around the greater Newark area, these are;

- Land South of Newark
- Land around Fernwood: and
- Land East of Newark (In between the East Coast Main Line, the A1 and Beacon Hill Road)

The map overleaf shows these strategic sites.
3.16 It is not expected that all three sites will be needed. However Land South of Newark clearly has the capacity to deliver a high level of growth and the Council’s growth point ambitions have been based around a development in this broad location (see paragraph 1.20). When the site was last considered, as part of the Local Plan Inquiry, the inspector stated;

“In very simple terms, I am sure that the land to the south of Newark offers the best opportunity for future development in a sustainable manner and yet on the substantial scale necessary to meet the town’s accepted potential for growth.”

All three strategic sites will need to be considered in the context of the various studies that we are undertaking and the results of public consultation.

**DO YOU HAVE ANY SPECIFIC COMMENTS ON THE PROPOSED GROWTH IN NEWARK AND SHERWOOD DISTRICT, AND THE AGENDA TO MANAGE THIS GROWTH?**

**Key Decision Three - Preparing the District for Climate Change**

3.17 Everybody has a role to play in tackling Climate Change. The District Council through its planning policies must both protect against the effects of climate change and ensure that new development does not contribute towards it.

3.18 The District has for many years had to deal with the impacts of flooding, given the nature of the River Trent and the other rivers of the District. As part of the production of the Core Strategy we are developing a Strategic Flood Risk Assessment which will give an up to date flood risk map for the District, set out policy approaches for the development of areas and give an indication of potential flood risk in locations were development could be considered.

3.19 The District Council is considering carefully the development of policies relating to securing better environmental standards in new development. The District has been participating with other Councils in Nottinghamshire to develop a joint sustainable energy evidence base to assist in this process. The results of this work will be available in the autumn. The Regional Plan requires any urban extension to be ‘carbon neutral’ and this would include any such development in Newark.

**DO YOU HAVE ANY SPECIFIC COMMENTS ON HOW THE DISTRICT COUNCIL CAN PREPARE THE DISTRICT FOR CLIMATE CHANGE?**

**Key Decision Four - The protection and enhancement of Newark and Sherwood’s outstanding natural and built heritage**

3.20 The natural and built heritage of the District, its landscapes, biodiversity, historic buildings, towns and villages are central to its identity. We have a range of current planning policies in place to protect and enhance such heritage. New policies will be developed as part of the Core Strategy to ensure we can continue to do this.

3.21 The District Council is in process of reviewing all of its Conservation Area Character Appraisals, which set out the ‘special architectural or historic interest’ of an area. At present the District is producing an appraisal of the Newark Conservation Area. The results of this study will feed into consideration of future development in Newark.

3.22 The biodiversity of the District Council is constantly evolving and the District Council is about to review its Biodiversity Implementation Plan with a view to replacing it with a Nature
Conservation Strategy. The planning system is an important tool in securing improved biodiversity and any strategy will influence our policies on biodiversity.

3.23 A comprehensive assessment of the District’s Landscape Character is currently being undertaken with colleagues at the County Council. The development of this assessment all give an up to date picture of the quality of our landscape and identify areas which need protection but also areas which need enhancement.

3.24 We want to encourage tourists into the area to enjoy the natural and built environment on offer and will be developing policies which encourage appropriate development of facilities and accommodation in towns and villages across the District.

**DO YOU HAVE ANY SPECIFIC COMMENTS ON HOW THE DISTRICT COUNCIL CAN PROTECT AND ENHANCE THE DISTRICT’S OUTSTANDING NATURAL AND BUILT HERITAGE?**

**Key Decision Five - The Role of Sherwood Forest**

3.25 Sherwood Forest is one of the key tourist centres for the East Midlands. It is a varied area in that along with the important local habitats, it has settlements which have undergone significant change due to the contraction of traditional industries, mainly related to the closure of coalmines. The Coalfields Environmental Study (2003) concluded that key opportunities in the area include:

- Strategic improvements to the rural environment through the reclamation and reuse of the areas former colliery sites
- Environmental enhancements to key settlements and there settings, to strengthen civic pride and attract inward investors and visitors
- The diversification of land based industries in order to revitalise rural economies; and
- Developing the potential for heritage based tourism, countryside recreation and leisure activities

3.26 The Regional Plan proposes that a Regional Park is developed in the Sherwood Forest area. The potential area for such a park covers much of the west of the District and extends into neighbouring Ashfield, Mansfield, Gedling and Bassetlaw districts. The vision of the Regional Park is to develop:

“A future for the Sherwood Forest Area where community based projects, economic regeneration and environmental enhancement thrive together in this inspiring natural setting”

3.27 Given that much of the heart of Sherwood Forest is within the District any regional park could have a significant effect on the future of the area. Our Core Strategy will have to address these issues. The recent failure of the Lottery bid to develop the “Living Legends” project which included a new Sherwood Forest Visitor Centre, new access routes and tree planting mean that a regional park may be the way that many of these proposed improvements are secured.

**DO YOU HAVE ANY SPECIFIC COMMENTS ON HOW THE DISTRICT COUNCIL SHOULD PLAN FOR THE FUTURE OF SHERWOOD FOREST?**
4) Conclusions and Next Steps

4.1 Thank you for reading the Core Strategy Key Decisions document. We hope that it has given an indication of the level of work which is being undertaken in relation to the Core Strategy and the various influences on the work we are undertaking. To help us to develop a ‘sound’ Core Strategy we are inviting you to comment on the various Key Decisions in this report. There are a number of ways you can do this:

1) Complete a comments form and send it to us in the envelope provided; or
2) Complete a form online at www.newark-sherwooddc.gov.uk/planningpolicy

4.2 Any comments you wish to make should be received by us by 5:15pm on Monday 17 November 2008. If you have any questions regarding this document or other aspects of the Local Development Framework please do not hesitate to contact the Planning Policy section by phone on 01636 655852 or 655850 or by email: planningpolicy@nsdc.info.

4.3 We will continue to develop the Core Strategy ready for further public consultation in early 2009, with a view to submitting a finalised version of the Core Strategy document to the Government later in 2009, when there would also be an opportunity for representations to be made. Another important part of this work is the development of the Sustainability Appraisal (SA) which will test the suitability of the policy approaches we have taken in comparison to other options. Consultation on this SA will be at the same time as the Core Strategy.

4.4 Once the Core Strategy ‘submission’ consultation is complete a Government Inspector will carry out a Public Examination of the Core Strategy to determine if it is sound. The Inspector will make recommendations on the Core Strategy, which are binding, and the District Council will combine these into a final document which then becomes part of the LDF.
Appendix 1 Local Development Framework – Core Strategy Progress

Issues & Options:

Approved by LDF Task Group for consultation 18th October 2005
Consulted on 31st October 2005- 16th January 2006
Analysis of Comments published March 2006

Preferred Options:

Approved by LDF Task Group for consultation 13th September 2006
Approved by Cabinet for consultation 9th October 2006
Consulted on 30th October 2006- 15th December 2006
Sustainability Appraisal 15th December 2006
Analysis of Comments May 2008

Critical Friend Review:

Critical Friend Review undertaken July 2007
Critical Friend Review Report August 2007

Following the designation of Newark as a Growth Point and the emergence of a new Regional Plan the District Council decided to review the work it had undertaken so far on the Core Strategy. The Council appointed an independent ‘critical friend’ from the Planning Officers Society Enterprises to carry out this review. The conclusions of the review were that the Council needed to carry out more consultation work on the Core Strategy to reflect the new circumstances and to carry out more assessments and studies to test the proposed approach to development. This has led to the development of the Key Decisions Document.
Appendix 2 East Midlands Regional Plan

How to View and Comment on the Secretary Of State’s Proposed Changes to the East Midlands Regional Plan.

This is a Government publication and consultation on changes proposed by the Secretary of State, so any comments should be made directly to the Government Office for the East Midlands (GOEM), preferably on-line via: www.gos.gov.uk/goem

Written comments should be sent directly to the Sustainable Communities Team, Government Office for the East Midlands, Belgrave Centre, Talbot Street, Nottingham NG1 5GG

To view the Proposed Changes document, this is accessible through the GOEM website via: http://www.gos.gov.uk/goem/ or via a direct link at: http://goem-consult.limehouse.co.uk/portal

Copies of the document have been made available to examine at libraries and local authority offices through the East Midlands region including Newark and Sherwood District Council’s offices at Kelham Hall, Newark. Copies have been sent to Town and Parish Councils both within and bordering the region.

Copies can be requested from the Sustainable Communities team at the Government Office for the East Midlands. Tel: 0115 971 2663 or via www.regional-planningem@goem.gsi.gov.uk These will normally be provided by CD-ROM. Note that together all the published documents total over 1,300 pages.
Appendix 3 Infrastructure Providers in Newark and Sherwood

Organisation
Environment Agency- Lower Trent Area
Sport England
English Heritage
Experience Nottinghamshire
East Midlands Tourism
Trent Strategic Health Authority
Sherwood Forest Hospitals (NHS) Trust
Notts County Council
Lincolnshire County Teaching PCT
Adult Social Care and Health Department
Lincolnshire County Council, Adult Education Dept
Lincolnshire County Council, Adult Social Care
Nottinghamshire Fire & Rescue Service
Nottinghamshire Fire & Rescue Service
Nottinghamshire Fire & Rescue Service
Nottinghamshire Police
Lincolnshire Police
Lincolnshire Fire and Rescue Headquarters
East Midlands Ambulance Service
Framework Housing Association
The Guinness Trust
Places for People
Raglan Housing Association Ltd
Longhurst Housing Association
St Leonard’s Hospital Trust
Riverside Housing
Nottingham Community Housing Association Ltd
Newark Housing Association Ltd
Leicester Housing Association Ltd
Family First Limited
Derwent Housing Association Ltd
De Montfort Housing Society Ltd
Anchor Trust
Advance Housing and Support Ltd
Newark and Sherwood Homes
Boughton & Ollerton Tenants & Residents Association (BOTRA)
Maun Estate Action Group
Retford Road Estate Action Partnership, Newark & Sherwood Homes
Notts Housing Advice Service
Newark & Sherwood District Federation of Tenants & Residents Associations
Lincolnshire County Council Transport Planning
The Inland Waterways Association
Central Trains Ltd
British Rail Property Board
The Inland Waterways Association
British Telecom
Royal Mail
National Grid
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<td>Veolia Environmental Services</td>
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<td>British Gas East Midlands</td>
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<td>First Hull Trains</td>
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## Appendix 4 Strategic Housing Land Availability Assessment Information*

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<th>Location</th>
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*This information is based on the sites received during our initial request for sites. More site will be identified by studying planning and other records before the study is published for consultation in 2009.