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For and on behalf of
Stags Limited




**Representation to Ashfield District Council Local Plan
Regulation 19 Consultation**

Land to the West of Beck Lane, Skegby
Proposed Allocation Sites H1SAA and H1Su

**Prepared by
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1.0 INTRODUCTION

1.1 These representations to the Ashfield Draft Local Plan (Regulation 19) consultation have been prepared by DLP Planning Limited on behalf of our client, Stags Limited, who is the landowner of proposed allocation site H1Saa (Land at Beck Lane, Skegby) and the majority of site H1Su (Rear 133 to 139 Beck Lane, Skegby).

1.2 These representations support the allocation of sites H1Saa and H1Su.

1.3 We have also submitted separate representations on behalf of Stags Limited relating to the promotion of further land located to the west of these proposed allocation sites.

1.4 These representations should be read in conjunction with our report and site submission form that were previously submitted to the Ashfield Local Plan Call for Sites process (DLP, April 2020), our representations to the previous stages of the Local Plan, and the Traffic and Transport Appraisal report (DLP, June 2021 – attached at Appendix 1) that was prepared and submitted to the Local Plan process to provide further detail on the potential traffic impacts and proposed access strategy relating to the wider landholding at Beck Lane, Skegby.

1.5 The following sections of this report are structured as follows:

- Section 2 sets out the National Planning Policy Context for the Local Plan Preparation Process.
- Section 3 presents our comments on the overarching Local Plan Strategy and the proposed approach to meeting housing needs in Ashfield District.
- Section 4 presents our comments on proposed allocation site H1Saa (Land at Beck Lane, Skegby);
- Section 5 presents our comments on proposed allocation site H1Su (rear 113 to 139 Beck Lane).

2.0 NATIONAL PLANNING POLICY CONTEXT

2.1 The December 2023 version of the National Planning Policy Framework ('the Framework'), prepared by the Department for Levelling Up, Housing & Communities (DLUHC), is the current document that sets out the Government's planning policies for England and how these are expected to be applied.

2.2 Those policies that are relevant to the plan-making process and these representations in respect of the Ashfield Local Plan 2023 to 2040: Regulation 19 Pre-Submission Draft are summarised below.

Presumption in Favour of Sustainable Development

2.3 At the heart of the Framework is a presumption in favour of sustainable development, which should apply to both plan-making and decision-taking (paragraph 11). For plan-making, this means:

- (a) All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;
- (b) Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
 - i. The application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan areas; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Plan-making

2.4 Paragraphs 15 to 37 of the Framework relate specifically to 'plan-making'.

2.5 Paragraph 15 states that the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for

meeting housing needs and addressing other economic, social and environmental priorities; and a platform for local people to shape their surroundings.

- 2.6 Paragraph 16 requires that plans be prepared with the objective of contributing to the achievement of sustainable development, and that plans are prepared positively, in a way that is aspirational but deliverable.
- 2.7 Paragraph 20 requires that strategic policies should set out an overall strategy for the pattern, scale and design quality of places, making sufficient provision for, amongst other things, housing (including affordable housing), employment, and conservation and enhancement of the natural, built and historic environment.
- 2.8 Paragraph 22 states that strategic policies should look ahead over a minimum 15-year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure.
- 2.9 Paragraph 23 states that strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area.
- 2.10 Paragraphs 24 to 27 require local planning authorities to cooperate with one another, and with other relevant bodies, to address strategic matters and consider whether development needs that cannot be met wholly within a particular plan area could be met elsewhere. Statements of common ground should be prepared to document progress on addressing cross-boundary matters.
- 2.11 Paragraph 31 requires that the preparation of policies should be underpinned by relevant, up-to-date, adequate and proportionate evidence.
- 2.12 Paragraph 32 states that local plans should be informed throughout their preparation by a sustainability appraisal that meets legal requirements and demonstrates how the plan has addressed relevant economic, social and environmental objectives. Significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse

impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).

2.13 Paragraphs 35 to 37 of the Framework set out guidance around examining local plans.

2.14 Paragraph 35 explains how local plans and spatial development strategies will be assessed against certain legal and procedural requirements and the tests of soundness set out in paragraphs 35(a) to (d), as replicated here:

Plans are 'sound' if they are:

*a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;*

*b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;*

*c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and*

*d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.*

Identifying Land for Housing

2.15 Paragraph 69 of the Framework requires that planning policies identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:

- (a) specific, deliverable sites for five years following the intended date of adoption (with an appropriate buffer, as set out in paragraph 77 of the Framework); and
- (b) specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

- 2.16 Paragraph 70 of the Framework states that to promote the development of a good mix of sites local planning authorities should identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare.
- 2.17 Paragraph 74 of the Framework recognises the important contribution that larger scale development can make, stating that the supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities.

Representations to Regulation 19 consultation

- 2.18 The following representations have been prepared in the context of the tests of soundness set out in paragraph 35 of the Framework. Where it is considered that the draft policies of the Ashfield Regulation 19 Draft Local Plan are not sound, by failing to demonstrate one of the above four 'test of soundness' criteria, the reasons for this are explained and highlighted below.
- 2.19 It is also understood that the drafted local plan utilises the standard method figure as the basis for identifying a local housing requirement. It is important to note that the outcome of the standard method is an 'advisory starting point' for establishing a housing requirement for the area (Framework, paragraph 61) and that there may be exceptional circumstances which justify an alternative approach to assessing housing need, for example reflecting growth ambitions linked to economic development or including provision for neighbouring areas (Framework, paragraph 67). The housing requirement figure should also show the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period (Framework, paragraph 67).
- 2.20 This housing requirement should therefore make certain that it has taken into consideration the assessment of not only the findings of the standard method calculation of local housing need, but any alterations to this figure which would be necessary in order to fully meet the objectively assessed housing need for Ashfield over the plan period (2023 to 2040).
- 2.21 The following section of these representations also provide commentary around this objectively assessed need in the context of the overarching spatial strategy and draft strategic policies set out in Chapter 3 of the draft Regulation 19 Local Plan.

3.0 SPATIAL STRATEGY AND STRATEGIC POLICIES

3.1 These representations have the following comments, considerations, and objections regarding the spatial strategy and strategic policies proposed through the Regulation 19 draft of the Ashfield Local Plan.

3.2 Objections are raised in relation to Strategic Policies **S1**, **S2**, **S5** and **S7**. Explanation, reasoning, recommendations, and suggestions have been set out for each of these policies.

Policy S1 – Spatial Strategy to Deliver the Vision

3.3 Policy S1 sets out the overarching spatial strategy for the Ashfield Local Plan. This provides a comprehensive overview that will guide the distribution of development and underpins the structure and direction of the subsequent strategic policies.

3.4 These representations take no issue with the emphasis Policy S1 places on sustainable development. We also support the focus on locating growth in sustainable and accessible locations, including prioritising sites within and adjoining the Main Urban Areas.

3.5 Point 5 of Policy S1 supports delivery of homes ‘*via dispersed development, focusing on sites of less than 500 dwellings*’. The Council’s justification for focusing development on sites of less than 500 dwellings is unclear and unjustified. In particular, it is unclear whether this applies to adjoining sites where the combined total number of units may be greater than 500. We therefore suggest that point 5 of Policy S1 is re-worded as follows:

*“...focusing **mainly** on sites of less than 500 dwellings, **except where there is evidence that conjoined sites can deliver in the plan period**”.*

3.6 The previous Regulation 18 version of the Ashfield Local Plan had a large focus on new settlement delivery, with the aim to place 35% of all housing to be developed and delivered on new settlement sites. Whilst the deliverability of such sites was questioned, and we fully support their removal from the current Regulation 19 draft, large-scale allocations in sustainable locations next to adjoining settlements can make an important contribution to housing supply, as supported by paragraph 74 of the Framework.

3.7 The emphasis in point 5 of Policy S1 on delivering homes ‘*via dispersed development*’ also contradicts the prioritisation of sites ‘*within and adjoining the Main Urban Areas*’, as stated in point 3. It is not possible to focus growth in certain areas whilst also pursuing a dispersed

pattern of development. Clarification of the Council's overall strategic spatial approach to development should be provided in this policy; as currently worded the policy is not effective.

- 3.8 We therefore object to Policy S1 as currently worded on the basis that it is **neither fully justified nor effective**.

Policy S2 – Achieving Sustainable Development

- 3.9 Policy S2 sets out criteria for achieving sustainable development, including in the determination of planning applications.
- 3.10 The criteria set out within this policy are broadly supported, however we object to point 2(h) which states that *'Development will be permitted without delay...where it does not form part of a larger site where there would be a requirement for infrastructure provision if developed as a whole'*. This criterion is unnecessarily restrictive and could potentially result in applications being refused on sites that would otherwise be considered acceptable.
- 3.11 The term 'larger site' is ambiguous, as it is unclear precisely what scale of site this is referring to, and whether this refers to a single, large allocated site or immediately adjacent smaller sites which, when grouped together, could be considered a 'larger site'.
- 3.12 Furthermore, applications should be assessed on their own merits, including whether any mitigation is required to make them acceptable in planning terms. This would include appropriate contributions towards necessary infrastructure, where required. The delivery of a smaller parcel within a larger development site (or individual smaller sites in the vicinity of one another) should therefore not be contingent on other sites in that area being brought forward. Where significant infrastructure is required to support larger scale allocations, this should be set out in the allocation policies. This criterion is therefore **not justified** and superfluous to requirements and should be deleted.
- 3.13 Point 4 of Policy S2 states that *'All development should be located, designed, constructed and operated so as to maximise and deliver social value'*. The supporting text goes on to provide a definition of social value (in paragraph 3.33) and states that further details of how the Council's objective of maximising social value will be applied to individual development proposals are set out in Policy SD1. Policy SD1 requires the submission of a Social Value Strategy for all major applications which demonstrates *'how social value is achieved*

throughout the lifecycle of the development, based on a comprehensive masterplan of the whole site'. This requirement is therefore only applicable to major developments.

- 3.14 As currently worded, point 4 of Policy S2 is therefore **not effective** as it would not apply to all developments. The wording of point 4 should be clarified to state it is only applicable to major developments, and to include an appropriate cross-reference to Policy SD1.
- 3.15 The Local Plan policies should clearly state how social value is calculated, how it is achieved, and how that will be possible on all the allocations and sites that will come forward within the authority area.
- 3.16 Paragraph 8 of the Framework recognises that the planning system has three key objectives in achieving sustainable development, one of which is a 'social objective'. This is reflected in point 1 of Policy S2. The Framework itself does not include any references to, and nor does it explicitly define, 'social value' as a term.
- 3.17 Point 4 of Policy S2 is therefore also **not consistent with national policy**.
- 3.18 Point 3 of Policy S2 is unnecessary repetition of national policy and should be deleted.

Policy S5: High Quality Buildings and Places through Place Making and Design

- 3.19 Point 3 of Policy S5 states that *"Neighbourhood plans / orders can have a key role in placemaking and allows communities to have more influence and control over their local area to ensure they get the right type of development for their neighbourhood"*. Whilst we do not object to this statement in principle, we object on the basis that this criterion is not currently **consistent with national policy**.
- 3.20 Paragraph 13 of the Framework states that *"Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies"*. In order to ensure conformity with national policy, it is therefore necessary to provide clarification in point 3 of Policy S5 as follows: *"Neighbourhood plans / orders can have a key role in placemaking and allows communities to have more influence and control over their local area to ensure they get the right type of development for their neighbourhood **where this is in accordance with overarching strategic policies**"*.

Policy S7: Meeting Future Housing Provision

- 3.21 Policy S7 sets out Ashfield's housing requirement and housing delivery strategy.
- 3.22 Point 1 of Policy S7 states that a minimum of 7,582 new dwellings will be delivered in Ashfield over the period 2023 to 2040.
- 3.23 The policy supporting text specifies that the housing requirement figure is based on a Local Housing Need derived from the standard method calculation, which results in a housing need figure of 446 dwellings per annum (dpa) as of April 2023.
- 3.24 We agree, in principle, that the Council's calculation of the annual housing requirement using the standard method is correct and that over the 17-year plan period (2023 to 2040) the total housing requirement based on the standard method would therefore be 7,582 dwellings.
- 3.25 However, the plan currently only identifies a total housing supply of 6,700 dwellings over the plan period, which is a deficit of 882 dwellings and represents just 13 years' supply. Therefore we object to Point 1 of Policy S7 as it is currently not **positively prepared nor effective**, as it states that 7,582 dwellings will be delivered over the plan period, despite the fact that within this figure there are 882 dwellings that have not been positively planned for and it is unclear how these 882 dwellings would be delivered. No further clarity is provided in the associated Background Paper 2: Housing, submitted alongside the core development documents in the supporting evidence base.
- 3.26 This background paper establishes that the current supply of deliverable and developable sites combined with extant permissions (as of April 2023) allow the authority to only confirm the delivery of 6,700 of its 7,582 target, leaving a clear deficit of 882 dwellings for the plan period.
- 3.27 While this shortfall is acknowledged by the Council, it is justified (in paragraph 7.3 of Background Paper 2) on the basis that it is compliant with paragraph 68 (now paragraph 69) of the Framework because:

"...the Plan currently provides for 6700 dwellings against a need of 7582 to the year 2040, amounting to approximately 13 years supply post adoption (to year 2038/39). It is considered to be consistent with NPPF paragraph 68 which requires policies to identify a sufficient supply and mix of sites, (taking into account their availability, suitability and

likely economic viability), with specific, deliverable sites for years one to five of the plan period, and specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan” (Background Paper 2: Housing, paragraph 7.3)

- 3.28 These are the years which paragraph 69 of the Framework states must be effectively planned for and covered by any emerging local plan, with specific deliverable sites for the first five years identified, developable sites identified for the 6–10-year post-adoption period, and, where possible, found for the 11-15 year post-adoption period. Assuming the plan period is only, and only, 15 years.
- 3.29 As the Ashfield Local Plan covers the 17 year period 2023 to 2040, and given the tendency for local plan adoption dates to slip, in order to ensure the Plan is sound at the point of adoption it would be prudent for the Council to identify further developable sites at this stage to avoid unnecessary delays during the Examination process should further allocated sites be required.
- 3.30 Furthermore, paragraph 22 of the Framework states that *“strategic policies should look ahead over a minimum 15-year period from adoption, to anticipate and respond to long-term requirements and opportunities”*. Paragraph 23 of the Framework also states that *“strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs **over the plan period**”* (emphasis added).
- 3.31 The Ashfield Local Plan covers a period of 17 years (2023 to 2040), and therefore in order to comply with national policy its strategic policies should plan to meet the housing needs identified over that defined plan period.
- 3.32 The test in the Framework is that a minimum of 15 years’ supply **should** be identified if it is possible to do so. It is not accepted that it is impossible to identify 17 years’ supply. As this and other objections highlight, there are clearly sufficient deliverable sites that could be allocated, it is simply the Council’s choice not to do so. In this respect the level of housing provision is not in accordance with the Framework as it is possible to allocate deliverable sites for the whole of the plan period and the Council’s justification for not doing so is simply inaccurate and not borne out by the evidence.

- 3.33 As stated above, Policy S7 is **not positively prepared nor consistent with national policy** because the level of housing provision that has been planned for (as also set out in the housing allocations identified in Policy H1) does not meet the identified needs for the plan period.
- 3.34 In order to ensure the plan is positively prepared and consistent with national policy, the Council should ensure that sufficient sites are identified which, as a minimum, meet the housing requirement for the whole plan period (7,582 dwellings), including through allocating further deliverable and developable sites, as required.
- 3.35 It is also concerning that the supply figures only just cover a 15-year requirement (446 x 15 = 6,690 dwellings). There is no buffer included, therefore should any identified developable sites fail to be delivered, the minimum housing requirement would not be met.
- 3.36 This further supports our recommendation that the Council should allocate further sites to ensure Ashfield's identified housing needs for the plan period are met in full.
- 3.37 It is also noted that Policy S8 (Delivering Economic Opportunities) identifies an employment land requirement of 81 ha over the plan period (2023 to 2040). As set out in Table 36 of Background Paper 3: Economy & Employment Land, this figure is based on a scenario derived from past take-up rates. This can be compared with the labour supply scenario derived from the current standard method local housing need figure (446 dpa) of 16.84 ha. The amount of employment land being planned for is therefore significantly in excess of the amount of employment land required under the labour supply scenario.
- 3.38 Whilst it is acknowledged that some of this past take-up trend relates to wider strategic needs rather than local 'indigenous' needs of Ashfield's residents, paragraphs 8.111 and 8.112 of Background Paper 3 identify the past take-up figure attributable to 'local needs' as being 27.5 ha. This is still in excess of the 16.84 ha that would be required based on the standard method housing requirement figure of 446 dpa.
- 3.39 Paragraph 8.112 of Background Paper 3 states that "*planning for this higher figure will help to ensure a choice of employment land supply by size, type, location and quality of sites and premises for businesses, and maximising future job opportunities for the local workforce (including those who may currently commute elsewhere)*". However, in planning for this higher figure it is also necessary for the Council to consider whether there is sufficient

housing available to meet the identified growth in jobs. Paragraph 61 of the Framework states that the outcome of the standard method is *'an advisory starting-point for establishing a housing requirement for the area'* and that there may be exceptional circumstances which justify an alternative approach to assessing housing need, including an approach that reflects *'market signals'*.

- 3.40 To further ensure that Policy S7 is **consistent with national policy**, it is again important that the Council identifies a supply of housing land that, as a minimum, will deliver 7,582 dwellings over the plan period to ensure the housing needs of the local labour force (which are already being planned for in terms of employment land supply) are being fully met. This is required to ensure the Council's needs are being met locally and to prevent increased in-commuting.

4.0 SITE H1SAA – LAND AT BECK LANE, SKEGBY

4.1 We **support** the allocation of site H1Saa.

4.2 Further comments on the draft allocation of Site H1Saa and the Council's assessment of the site within the Draft Local Plan and supporting evidence base documents are provided below.

Site and Context

4.3 The site is a greenfield site which benefits from extant reserved matters planning permission for 322 residential dwellings (planning reference V/2021/0089, pursuant to outline application V/2016/0569 which was granted following appeal APP/W3005/W/18/3213342). This permission was granted in April 2022, and construction on site has commenced.

4.4 The site is therefore considered to be **immediately available and deliverable**.

4.5 The site is in a sustainable location, just north of Skegby and in close proximity to facilities, services and employment opportunities in Sutton-in-Ashfield and Mansfield. The site is within walking distance of existing bus routes on Mansfield Road (B6104), which provide services to Mansfield, Sutton-in-Ashfield and Kirkby-in-Ashfield. The site is located approximately 3 kilometres to the west of Mansfield town centre and Mansfield railway station, 2.4 kilometres north of Sutton-in-Ashfield town centre and 3.2 kilometres north of Sutton Parkway railway station.

4.6 Outline permission for a residential development of up to 322 dwellings was granted on part of the site in August 2019 following an appeal (ref. W3005/W/18/3213342). The Inspector's Report for this appeal confirmed that the site is in a sustainable location in terms of its proximity to local services, stating in paragraphs 17 to 19:

"17. It is not disputed that the nearest retail services are within the environs of Mansfield Road, Skegby. From the vicinity of the site entrance I agree that the walk time at a modest pace is 12 to 15 minutes to the Co-op store. This provides the opportunity for day-to-day purchases. The Post Office is a similar distance. There is a smaller convenience store a little closer. It is not disputed that the stretch of footway along Mansfield Road is an acceptable walking route. Given that the proposal involves the widening of the majority of the shared cycle and footpath along Beck Lane I consider that this part of the route would be made more amenable to walkers and cyclists alike. The

distance to passing traffic would be increased and any feeling of intimidation would be lessened. The reduction in speed limit would further increase the comfort of users of that route. I am therefore satisfied that the local services in Skegby would be a reasonable walking distance from the site.

18. I am conscious of the fact that the centre of the site would be at a greater distance from those services, but even so I do not consider that the distance is so great that it would be prohibitive for pedestrians, and certainly not so for cyclists.

19. There is also an alternative route on foot to the Co-op and post office. This involves the unmade public right of way to the west of the site, along Mansfield Lane. I share the Council's view that this would not be suitable at all times, and indeed that some people would choose not to use it at all. However there is also much merit in the Appellant's suggestion that it would be an attractive short cut for much of the year for anyone wishing to collect a few items in Skegby. Whilst it would of necessity require crossing Pleasley Road close to 2 bends in that road the volume of traffic, and its speed, is such that this would not be a hazardous manoeuvre."

4.7 The appeal decision also acknowledges that the site will be accessible by a range of transport modes, including the 417 bus service along Mansfield Road that allows connections into Sutton for services to the wider area, including Mansfield railway station. The extant reserved matters planning permission has maintained an agreement to extend the 417 bus service to the site. Paragraphs 21 and 22 of the appeal decision state:

"21. Concern has been expressed that the site would be isolated, and would not integrate well with the remainder of the community. I do not accept that position. The development would be on the edge of Skegby with adequate connections by a range of transport modes. There would of course be nothing to prevent the use of private vehicles here, but in my judgement there is every likelihood of residents choosing to make a significant number of trips by other means.

22. Taking this matter in the round it seems to me that the site would be reasonably accessible on foot, would be accessible by cycle, and would offer the potential to use the 417 bus service. Indeed, consultation responses suggest that the anticipated modal shift could well be significant. I am therefore satisfied that the appeal site offers a suitable and sustainable location for development."

- 4.8 The site is bounded to the east by Beck Lane; to the south by residential properties forming part of the settlement of Skegby; to the west by agricultural buildings, a number of residential properties and farmland; and to the north by further farmland and residential properties at the north-eastern corner of the site. The site is accessed from Beck Lane along the eastern site boundary.
- 4.9 There are no significant physical constraints to the site's development. The topography of the site is relatively flat, sloping gently uphill to a high point at the centre west edge of the site.
- 4.10 The site has a low risk of flooding, being wholly situated in Environment Agency Flood Zone 1. There are no environmental designations identified within or near the site. The site is located in an area assessed as part of the Hardwick Hall Setting Study (National Trust, 2016); however, the study concludes that the area plays a limited role in the landscape setting of Hardwick Hall.
- 4.11 In respect of the development's impact on landscape and habitats, the Appeal Inspector noted that the findings of the Habitat Survey show that it is unlikely any protected species or habitats would be detrimentally affected by the development, and that the landscape in the area has no formal designation and limited public access, stating:
- “Whilst it is a pleasant area of arable land it is not special in any way. Indeed its location adjacent to a distributor road means that it has detracting elements close by. In addition the land is relatively low lying and development would not be unduly prominent. Hence, although I accept that there would be some harm to the character and appearance of the locality, that harm would be of no more than limited weight.” (paragraph 24)*
- 4.12 Local highways improvements, including signalised access to the site have been agreed through the planning consent granted under application V/2021/0089.
- 4.13 The site is located within the Teversal, Stanton Hill and Skegby Neighbourhood Plan area but is not explicitly referenced or identified in any of the Neighbourhood Plan's policies or designations.
- 4.14 The site is therefore considered to be **suitable** for development.

Housing Trajectory

- 4.15 Site H1Saa is identified for delivery of 322 dwellings, which aligns with the approved reserved matters application.
- 4.16 The Draft Local Plan Housing Trajectory (Appendix 2) identifies that Site H1Saa will deliver approximately 35 dwellings per year from 2024/25 onwards.
- 4.17 This site may be able to deliver in excess of 35 dwellings per annum. Recent research published by Lichfields ('Start to Finish' Second Edition, February 2020) identifies that sites of 100-499 units deliver on average 55 dwelling per annum. The Council's delivery rate assumptions, as set out in Background Paper No.2 – Housing (October 2021), are set at 35 dwellings per annum (dpa) for all sites between 10 and 499 based on a 'cautious' figure which is below the historic average delivery rate in Ashfield District of 44 dpa on larger sites but is said to be in line with evidence from the HBF and Lichfields. However, the report that is referenced (the first edition of the 'Start to Finish' report, published in November 2016 by Lichfields under their previous name Nathaniel Lichfields Planning, abbreviated to NLP) is not the latest evidence available as a second edition of this research has now been published. This research (page 14) confirms that delivery is faster on sites which are less affordable than average (lower than an affordability ratio of 8.72) however the affordability ratio for Ashfield is 5.30. In such circumstances a lower rate of delivery than 55 dpa would be prudent for plan making purposes. It is acknowledged that on larger sites the introduction of a second outlet (page 15) or affordable housing (page 17) may increase delivery.
- 4.18 It is unclear how these delivery rate assumptions align with recently published evidence and we would suggest further analysis is required into the district average of 44 dpa.

Strategic Housing and Economic Land Availability Assessment (SHELAA)

- 4.19 The site is assessed in the SHELAA 2021 under site reference SA007.
- 4.20 The site is assessed as having a gross developable area of 13.27 hectares and as being **available, suitable and achievable** for the delivery of 322 dwellings within 0 – 5 years. No potential abnormal site costs are identified.
- 4.21 We **support** the assessment of site SA007 in the SHELAA 2021.

Sustainability Appraisal

- 4.22 The development of Site H1Saa is assessed as having a significant positive impact upon sustainability appraisal objectives relating to housing and social inclusion / deprivation, and a positive impact upon objectives relating to health, travel and accessibility, employment, economy and town centres.
- 4.23 The site is assessed as having a negative impact upon objectives relating to biodiversity and green infrastructure, air and noise pollution, and climate change and flood risk.
- 4.24 The site is assessed as having a significant negative impact upon objectives relating to landscape and natural resources. We **object** to the assessment of the site as having a 'significant negative' landscape impact as this is not an area of high landscape character nor Green Belt. We believe this assessment should be changed to 'minor adverse' impact.

Summary

- 4.25 Site H1Saa is available, suitable, deliverable, and is capable of delivering 322 dwellings within the Local Plan period. The site is situated in a sustainable location on the edge of Skegby within close proximity to a number of services and amenities. The development of this site therefore represents a sustainable form of development.
- 4.26 We **support** the allocation of Site H1Saa in the Ashfield Local Plan.

5.0 SITE H1SU – REAR 113 TO 139, BECK LANE

5.1 We **support** the allocation of Site H1Su.

5.2 Further comments on the draft allocation of Site H1Su and the Council's assessment of the site within the Draft Local Plan and supporting evidence base documents are provided below.

Site and Context

5.3 This is a greenfield site situated immediately north of site H1Saa as described in section 2 above. Our Client, Stags Limited, has an interest in the site and has confirmed that the site is **available immediately** for development.

5.4 The site is in a sustainable location, just north of Skegby and in close proximity to facilities, services and employment opportunities in Sutton-in-Ashfield and Mansfield. The site is within walking distance of existing bus routes on Mansfield Road (B6104), which provide services to Mansfield, Sutton-in-Ashfield and Kirkby-in-Ashfield. The site is located approximately 3 kilometres to the west of Mansfield town centre and Mansfield railway station, 2.4 kilometres north of Sutton-in-Ashfield town centre and 3.2 kilometres north of Sutton Parkway railway station.

5.5 The Inspector's report for the appeal on site H1Saa immediately to the south (ref. W3005/W/18/3213342) confirmed that this is a sustainable location in terms of its proximity to local services and that the site will be accessible via a range of transport modes, including the 417 bus service along Mansfield Road that allows connections into Sutton for services to the wider area, including Mansfield railway station (see our response to Site H1Saa in Section 3 above).

5.6 The site is bounded to the east by the rear of residential properties at 113 to 139 Beck Lane, to the south and west by agricultural land and to the north by further residential dwellings and isolated buildings. The site itself comprises fields with a band of vegetation and trees along the northern and eastern edge. There is existing vehicular access to the site via a tarmacked track leading off Beck Lane on the eastern site boundary.

5.7 There are no significant physical constraints to the site's development. The topography of the site is relatively flat.

- 5.8 The site has a low risk of flooding, being wholly situated in Environment Agency Flood Zone 1. There are no environmental designations identified within or near the site. A group of trees to the north east of the site are identified as being subject to a Tree Preservation Order (TPO 302). These would be incorporated into any future development scheme.
- 5.9 There is a public footpath crossing the site from south west to north east. This would be incorporated into any future scheme design.
- 5.10 The site is located within the Teversal, Stanton Hill and Skegby Neighbourhood Plan area but is not explicitly referenced or identified in any of the Neighbourhood Plan's policies or designations.
- 5.11 The site is therefore considered to be **suitable** for development.

Housing Trajectory

- 5.12 Site H1Su is proposed as a housing allocation in the Draft Ashfield Local Plan with an identified developable area of 4.46 hectares and capacity for 100 dwellings.
- 5.13 The Draft Local Plan Housing Trajectory (Appendix 2) identifies that Site H1Su will deliver 35 dwellings per year in years 2028/29 and 2029/30, and 30 dwellings in 2030/31.
- 5.14 It may be that once planning permission has been approved it is considered that this site may be able to deliver in excess of 35 dwellings per annum. Recent research published by Lichfields ('Start to Finish' Second Edition, February 2020) identifies that sites of 100-499 units deliver on average 55 dwelling per annum. The Council's delivery rate assumptions, as set out in Background Paper No.2 – Housing (October 2021), are set at 35 dwellings per annum (dpa) for all sites between 10 and 499 based on a 'cautious' figure which is below the historic average delivery rate in Ashfield District of 44 dpa on larger sites but is said to be in line with evidence from the HBF and Lichfields. However, the report that is referenced (the first edition of the 'Start to Finish' report, published in November 2016 by Lichfields under their previous name Nathaniel Lichfields Planning, abbreviated to NLP) is not the latest evidence available as a second edition of this research has now been published. This research (page 14) confirms that delivery is faster on sites which are less affordable than average (lower than an affordability ratio of 8.72) however the affordability ratio for Ashfield is 5.30. In such circumstances a lower rate of delivery than 55 dpa would be prudent for plan

making purposes. It is acknowledged that on larger sites the introduction of a second outlet (page 15) or affordable housing (page 17) may increase delivery.

- 5.15 We also anticipate that this site is of a size and will be delivering affordable housing such that it is considered that it will be able to deliver **up to 134 units**, rather than the 100 units currently identified, based on a dwelling density of 30 dwellings per hectare and a developable site area of 4.46 hectares.

Strategic Housing and Economic Land Availability Assessment (SHELAA)

- 5.16 The site is assessed in the SHELAA 2021 under site reference SA084 (combining parcels SA05, SA06 and part of SA011 and SA078).
- 5.17 In the SHELAA the site is identified as having multiple landowners and that the site “may be subject to a lease/tenancy”. The landowner of the majority of site SA084 (Stags Limited) has confirmed that there are no formalised tenancy agreements in place for this part of the site and therefore the site is confirmed as being **available**.
- 5.18 The SHELAA identifies that there may be “potential access constraints which could be overcome”. We agree that any local highway improvements required could be discussed and agreed through the planning application process. The Traffic and Transport Appraisal (DLP, June 2021 – attached at Appendix 1) identifies the potential for a 6.2 metre wide carriageway with 2 metre wide footways on either side to tie into the existing footway provision along Beck Lane (noting this footway is to be upgraded as part of the adjacent consented scheme for 322 dwellings). This access arrangement would allow for the realignment of Beck Lane at this point, to allow for priority to be given to the main flow of traffic into the proposed site, with existing properties then provided with direct access onto the main spine road accordingly. This would then be served via the existing A617 Beck Lane / Beck Lane priority-controlled junction with ghost-island.
- 5.19 The Traffic and Transport Appraisal (DLP, June 2021) confirms that a forward visibility splay of 43 metres could be achieved on the extension into the site, in line with a maximum design speed of 30mph. Furthermore, highway land boundary information provided by NCC confirms that proposals could be delivered within publicly maintained land. As part of any future planning application, a 7-day Automated Traffic Count (ATC) survey would be undertaken to determine existing 85th percentile vehicle speeds and associated accurate

visibility splay requirements. A capacity assessment would also be undertaken of the A617 Beck Lane / Beck Lane priority junction, and it is accepted that this junction may also need to be signalised.

- 5.20 It is also noted in the Traffic and Transport Assessment (DLP, June 2021) that the highway improvement works associated with the consented scheme to the south was based on a Transport Assessment that assessed the capacity for a potential scheme of up to 451 dwellings, which is in excess of the 322 unit scheme that is currently consented, indicating that there will be existing spare capacity at the proposed new junction to the south of site H1Su.
- 5.21 The site is assessed as being **potentially available, potentially suitable and achievable** for the delivery of 100 dwellings within 6 – 10 years. No potential abnormal site costs are identified.
- 5.22 We **broadly support** the assessment of site SA084 in the SHELAA 2021, however we wish to confirm that the site is **available** for development, and as the attached Traffic and Transport Appraisal (DLP, June 2021) demonstrates, is **suitable** for development.

Sustainability Appraisal

- 5.23 The development of Site H1Su is assessed as having a significant positive impact upon sustainability appraisal objectives relating to housing, and a positive impact on objectives relating to social inclusion / deprivation, employment, economy and town centres.
- 5.24 The site is assessed as having a negative impact upon objectives relating to biodiversity and green infrastructure, landscape, air and noise pollution, and climate change and flood risk.
- 5.25 The site is assessed as having a significant negative impact upon objectives relating to natural resources and travel and accessibility. We **object** to the assessment of the site as having a 'significant negative' impact on travel and accessibility as the Sustainability Appraisal Site Scoring Framework (Appendix M) states that the 'significant negative' rating will be applied to sites that "are not within 800m or 10 minutes walking of a bus stop or any other services comprising a primary school, GP surgery and Post Office". The site is located within 800m of the existing bus stop for service 417 located on Mansfield Road to the south. This service is also due to be enhanced as part of the development of Site H1Saa to the

south. The assessment of Site H1Su against the 'Travel and Access' sustainability objective should be changed to a positive impact as the site is within 800m or a 10 minute walk of a bus stop.

Summary

- 5.26 Site H1Su is available, suitable, deliverable, and is capable of delivering up to 134 units within the Local Plan period. The site is situated in a sustainable location on the edge of Skegby within close proximity to a number of services and amenities. The development of this site therefore represents a sustainable form of development.
- 5.27 We **support** the allocation of Site H1Su in the Ashfield Local Plan.



NTTS5190(9)P | Proposed Allocation Sites H1Saa and H1Su
Stags Limited
Representation to the Regulation 19 Consultation
January 2024

APPENDIX 1 TRAFFIC AND TRANSPORT APPRAISAL (DLP, JUNE 2021)



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Stags Limited



**Representation to Ashfield District Council Local Plan
Regulation 19 Consultation**

Land West of Beck Lane, Skegby

**Prepared by
DLP Planning Ltd
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January 2024



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1.0 INTRODUCTION

- 1.1 These representations to the Ashfield Draft Local Plan (Regulation 19) consultation have been prepared by DLP Planning Limited on behalf of our client, Stags Limited, who have an interest in land to the west of Beck Lane, Skegby. Our client is the landowner of proposed allocation site H1Saa (Land at Beck Lane, Skegby) and the majority of site H1Su (Rear 133 to 139 Beck Lane, Skegby). A separate report has been submitted supporting the allocation of sites H1Saa and H1Su.
- 1.2 These representations promote the allocation of further land located immediately west of these proposed allocation sites, which we believe can form a suitable and deliverable extension to site H1Saa.
- 1.3 These representations should be read in conjunction with the Traffic and Transport Appraisal report (DLP, June 2021 – attached at Appendix 1) that was previously prepared and submitted to the Local Plan process to provide further detail on the potential traffic impacts and proposed access strategy relating to the wider landholding at Beck Lane, Skegby.
- 1.4 The following sections of this report are structured as follows:
- Section 2 sets out the National Planning Policy Context for the Local Plan Preparation Process.
 - Section 3 presents our comments on the overarching Local Plan Strategy and the proposed approach to meeting housing needs in Ashfield District.
 - Section 4 presents our comments on the suitability, availability and deliverability of a further proposed allocation site to the west of site H1Saa.

2.0 NATIONAL PLANNING POLICY CONTEXT

2.1 The December 2023 version of the National Planning Policy Framework ('the Framework'), prepared by the Department for Levelling Up, Housing & Communities (DLUHC), is the current document that sets out the Government's planning policies for England and how these are expected to be applied.

2.2 Those policies that are relevant to the plan-making process and these representations in respect of the Ashfield Local Plan 2023 to 2040: Regulation 19 Pre-Submission Draft are summarised below.

Presumption in Favour of Sustainable Development

2.3 At the heart of the Framework is a presumption in favour of sustainable development, which should apply to both plan-making and decision-taking (paragraph 11). For plan-making, this means:

- (a) All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;
- (b) Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
 - i. The application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan areas; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Plan-making

2.4 Paragraphs 15 to 37 of the Framework relate specifically to 'plan-making'.

2.5 Paragraph 15 states that the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for

meeting housing needs and addressing other economic, social and environmental priorities; and a platform for local people to shape their surroundings.

- 2.6 Paragraph 16 requires that plans are prepared with the objective of contributing to the achievement of sustainable development, and that plans are prepared positively, in a way that is aspirational but deliverable.
- 2.7 Paragraph 20 requires that strategic policies should set out an overall strategy for the pattern, scale and design quality of places, making sufficient provision for, amongst other things, housing (including affordable housing), employment, and conservation and enhancement of the natural, built and historic environment.
- 2.8 Paragraph 22 states that strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure.
- 2.9 Paragraph 23 states that strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area.
- 2.10 Paragraphs 24 to 27 require local planning authorities to cooperate with one another, and with other relevant bodies, to address strategic matters and consider whether development needs that cannot be met wholly within a particular plan area could be met elsewhere. Statements of common ground should be prepared to document progress on addressing cross-boundary matters.
- 2.11 Paragraph 31 requires that the preparation of policies should be underpinned by relevant, up-to-date, adequate and proportionate evidence.
- 2.12 Paragraph 32 states that local plans should be informed throughout their preparation by a sustainability appraisal that meets legal requirements and demonstrates how the plan has addressed relevant economic, social and environmental objectives. Significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse

impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).

2.13 Paragraphs 35 to 37 of the Framework set out guidance around examining local plans.

2.14 Paragraph 35 explains how local plans and spatial development strategies will be assessed against certain legal and procedural requirements and the tests of soundness set out in paragraphs 35(a) to (d), as replicated here:

Plans are 'sound' if they are:

*a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;*

*b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;*

*c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and*

*d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.*

Identifying Land for Housing

2.15 Paragraph 69 of the Framework requires that planning policies identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:

- (a) specific, deliverable sites for five years following the intended date of adoption (with an appropriate buffer, as set out in paragraph 77 of the Framework); and
- (b) specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

- 2.16 Paragraph 70 of the Framework states that to promote the development of a good mix of sites local planning authorities should identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare.
- 2.17 Paragraph 74 of the Framework recognises the important contribution that larger scale development can make, stating that the supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities.

Representations to Regulation 19 consultation

- 2.18 The following representations have been prepared in the context of the tests of soundness set out in paragraph 35 of the Framework. Where it is considered that the draft policies of the Ashfield Regulation 19 Draft Local Plan are not sound, by failing to demonstrate one of the above four 'test of soundness' criteria, the reasons for this are explained and highlighted below.
- 2.19 It is also understood that the drafted local plan utilises the standard method figure as the basis for identifying a local housing requirement. It is important to note that the outcome of the standard method is an 'advisory starting point' for establishing a housing requirement for the area (Framework, paragraph 61) and that there may be exceptional circumstances which justify an alternative approach to assessing housing need, for example reflecting growth ambitions linked to economic development or including provision for neighbouring areas (Framework, paragraph 67). The housing requirement figure should also show the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period (Framework, paragraph 67).
- 2.20 This housing requirement should therefore make certain that it has taken into consideration the assessment of not only the findings of the standard method calculation of local housing need, but any alterations to this figure which would be necessary in order to fully meet the objectively assessed housing need for Ashfield over the plan period (2023 to 2040).
- 2.21 The following section of these representations also provide commentary around this objectively assessed need in the context of the overarching spatial strategy and draft strategic policies set out in Chapter 3 of the draft Regulation 19 Local Plan.

3.0 SPATIAL STRATEGY AND STRATEGIC POLICIES

3.1 These representations have the following comments, considerations, and objections regarding the spatial strategy and strategic policies proposed through the Regulation 19 draft of the Ashfield Local Plan.

3.2 Objections are raised in relation to Strategic Policies **S1**, **S2**, **S5** and **S7**. Explanation, reasoning, recommendations, and suggestions have been set out for each of these policies.

Policy S1 – Spatial Strategy to Deliver the Vision

3.3 Policy S1 sets out the overarching spatial strategy for the Ashfield Local Plan. This provides a comprehensive overview that will guide the distribution of development and underpins the structure and direction of the subsequent strategic policies.

3.4 These representations take no issue with the emphasis Policy S1 places on sustainable development. We also support the focus on locating growth in sustainable and accessible locations, including prioritising sites within and adjoining the Main Urban Areas.

3.5 Point 5 of Policy S1 supports delivery of homes ‘*via dispersed development, focusing on sites of less than 500 dwellings*’. The Council’s justification for focusing development on sites of less than 500 dwellings is unclear and unjustified. In particular, it is unclear whether this applies to adjoining sites where the combined total number of units may be greater than 500. We therefore suggest that point 5 of Policy S1 is re-worded as follows:

*“...focusing **mainly** on sites of less than 500 dwellings, **except where there is evidence that conjoined sites can deliver in the plan period**”.*

3.6 The previous Regulation 18 version of the Ashfield Local Plan had a large focus on new settlement delivery, with the aim to place 35% of all housing to be developed and delivered on new settlement sites. Whilst the deliverability of such sites was questioned, and we fully support their removal from the current Regulation 19 draft, large-scale allocations in sustainable locations next to adjoining settlements can make an important contribution to housing supply, as supported by paragraph 74 of the Framework.

3.7 The emphasis in point 5 of Policy S1 on delivering homes ‘*via dispersed development*’ also contradicts the prioritisation of sites ‘*within and adjoining the Main Urban Areas*’, as stated in point 3. It is not possible to focus growth in certain areas whilst also pursuing a dispersed

pattern of development. Clarification of the Council's overall strategic spatial approach to development should be provided in this policy; as currently worded the policy is not effective.

- 3.8 We therefore object to Policy S1 as currently worded on the basis that it is **neither fully justified nor effective**.

Policy S2 – Achieving Sustainable Development

- 3.9 Policy S2 sets out criteria for achieving sustainable development, including in the determination of planning applications.
- 3.10 The criteria set out within this policy are broadly supported, however we object to point 2(h) which states that *'Development will be permitted without delay...where it does not form part of a larger site where there would be a requirement for infrastructure provision if developed as a whole'*. This criterion is unnecessarily restrictive and could potentially result in applications being refused on sites that would otherwise be considered acceptable.
- 3.11 The term 'larger site' is ambiguous, as it is unclear precisely what scale of site this is referring to, and whether this refers to a single, large allocated site or immediately adjacent smaller sites which, when grouped together, could be considered a 'larger site'.
- 3.12 Furthermore, applications should be assessed on their own merits, including whether any mitigation is required to make them acceptable in planning terms. This would include appropriate contributions towards necessary infrastructure, where required. The delivery of a smaller parcel within a larger development site (or individual smaller sites in the vicinity of one another) should therefore not be contingent on other sites in that area being brought forward. Where significant infrastructure is required to support larger scale allocations, this should be set out in the allocation policies. This criterion is therefore **not justified** and superfluous to requirements and should be deleted.
- 3.13 Point 4 of Policy S2 states that *'All development should be located, designed, constructed and operated so as to maximise and deliver social value'*. The supporting text goes on to provide a definition of social value (in paragraph 3.33) and states that further details of how the Council's objective of maximising social value will be applied to individual development proposals are set out in Policy SD1. Policy SD1 requires the submission of a Social Value Strategy for all major applications which demonstrates *'how social value is achieved*

throughout the lifecycle of the development, based on a comprehensive masterplan of the whole site'. This requirement is therefore only applicable to major developments.

- 3.14 As currently worded, point 4 of Policy S2 is therefore **not effective** as it would not apply to all developments. The wording of point 4 should be clarified to state it is only applicable to major developments, and to include an appropriate cross-reference to Policy SD1.
- 3.15 The Local Plan policies should clearly state how social value is calculated, how it is achieved, and how that will be possible on all the allocations and sites that will come forward within the authority area.
- 3.16 Paragraph 8 of the Framework recognises that the planning system has three key objectives in achieving sustainable development, one of which is a 'social objective'. This is reflected in point 1 of Policy S2. The Framework itself does not include any references to, and nor does it explicitly define, 'social value' as a term.
- 3.17 Point 4 of Policy S2 is therefore also **not consistent with national policy**.
- 3.18 Point 3 of Policy S2 is unnecessary repetition of national policy and should be deleted.

Policy S5: High Quality Buildings and Places through Place Making and Design

- 3.19 Point 3 of Policy S5 states that *"Neighbourhood plans / orders can have a key role in placemaking and allows communities to have more influence and control over their local area to ensure they get the right type of development for their neighbourhood"*. Whilst we do not object to this statement in principle, we object on the basis that this criterion is not currently **consistent with national policy**.
- 3.20 Paragraph 13 of the Framework states that *"Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies"*. In order to ensure conformity with national policy, it is therefore necessary to provide clarification in point 3 of Policy S5 as follows: *"Neighbourhood plans / orders can have a key role in placemaking and allows communities to have more influence and control over their local area to ensure they get the right type of development for their neighbourhood **where this is in accordance with overarching strategic policies**"*.

Policy S7: Meeting Future Housing Provision

- 3.21 Policy S7 sets out Ashfield's housing requirement and housing delivery strategy.
- 3.22 Point 1 of Policy S7 states that a minimum of 7,582 new dwellings will be delivered in Ashfield over the period 2023 to 2040.
- 3.23 The policy supporting text specifies that the housing requirement figure is based on a Local Housing Need derived from the standard method calculation, which results in a housing need figure of 446 dwellings per annum (dpa) as of April 2023.
- 3.24 We agree, in principle, that the Council's calculation of the annual housing requirement using the standard method is correct and that over the 17 year plan period (2023 to 2040) the total housing requirement based on the standard method would therefore be 7,582 dwellings.
- 3.25 However, the plan currently only identifies a total housing supply of 6,700 dwellings over the plan period, which is a deficit of 882 dwellings and represents just 13 years' supply. Therefore we object to Point 1 of Policy S7 as it is currently not **positively prepared nor effective**, as it states that 7,582 dwellings will be delivered over the plan period, despite the fact that within this figure there are 882 dwellings that have not been positively planned for and it is unclear how these 882 dwellings would be delivered. No further clarity is provided in the associated Background Paper 2: Housing, submitted alongside the core development documents in the supporting evidence base.
- 3.26 This background paper establishes that the current supply of deliverable and developable sites combined with extant permissions (as at April 2023) allow the authority to only confirm the delivery of 6,700 of its 7,582 target, leaving a clear deficit of 882 dwellings for the plan period.
- 3.27 While this shortfall is acknowledged by the Council, it is justified (in paragraph 7.3 of Background Paper 2) on the basis that it is compliant with paragraph 68 (now paragraph 69) of the Framework because:

"...the Plan currently provides for 6700 dwellings against a need of 7582 to the year 2040, amounting to approximately 13 years supply post adoption (to year 2038/39). It is considered to be consistent with NPPF paragraph 68 which requires policies to identify a sufficient supply and mix of sites, (taking into account their availability, suitability and

likely economic viability), with specific, deliverable sites for years one to five of the plan period, and specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan” (Background Paper 2: Housing, paragraph 7.3)

- 3.28 These are the years which paragraph 69 of the Framework states must be effectively planned for and covered by any emerging local plan, with specific deliverable sites for the first five years identified, developable sites identified for the 6-10 year post-adoption period, and, where possible, found for the 11-15 year post-adoption period. Assuming the plan period is only, and only, 15 years.
- 3.29 As the Ashfield Local Plan covers the 17 year period 2023 to 2040, and given the tendency for local plan adoption dates to slip, in order to ensure the Plan is sound at the point of adoption it would be prudent for the Council to identify further developable sites at this stage to avoid unnecessary delays during the Examination process should further allocated sites be required.
- 3.30 Furthermore, paragraph 22 of the Framework states that *“strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities”*. Paragraph 23 of the Framework also states that *“strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs **over the plan period**”* (emphasis added).
- 3.31 The Ashfield Local Plan covers a period of 17 years (2023 to 2040), and therefore in order to comply with national policy its strategic policies should plan to meet the housing needs identified over that defined plan period.
- 3.32 The test in the Framework is that a minimum of 15 years’ supply **should** be identified if it is possible to do so. It is not accepted that it is impossible to identify 17 years’ supply. As this and other objections highlight, there are clearly sufficient deliverable sites that could be allocated, it is simply the Council’s choice not to do so. In this respect the level of housing provision is not in accordance with the Framework as it is possible to allocate deliverable sites for the whole of the plan period and the Council’s justification for not doing so is simply inaccurate and not borne out by the evidence.

- 3.33 As stated above, Policy S7 is **not positively prepared nor consistent with national policy** because the level of housing provision that has been planned for (as also set out in the housing allocations identified in Policy H1) does not meet the identified needs for the plan period.
- 3.34 In order to ensure the plan is positively prepared and consistent with national policy, the Council should ensure that sufficient sites are identified which, as a minimum, meet the housing requirement for the whole plan period (7,582 dwellings), including through allocating further deliverable and developable sites, as required.
- 3.35 It is also concerning that the supply figures only just cover a 15-year requirement (446 x 15 = 6,690 dwellings). There is no buffer included, therefore should any identified developable sites fail to be delivered, the minimum housing requirement would not be met.
- 3.36 This further supports our recommendation that the Council should allocate further sites to ensure Ashfield's identified housing needs for the plan period are met in full.
- 3.37 It is also noted that Policy S8 (Delivering Economic Opportunities) identifies an employment land requirement of 81 ha over the plan period (2023 to 2040). As set out in Table 36 of Background Paper 3: Economy & Employment Land, this figure is based on a scenario derived from past take-up rates. This can be compared with the labour supply scenario derived from the current standard method local housing need figure (446 dpa) of 16.84 ha. The amount of employment land being planned for is therefore significantly in excess of the amount of employment land required under the labour supply scenario.
- 3.38 Whilst it is acknowledged that some of this past take-up trend relates to wider strategic needs rather than local 'indigenous' needs of Ashfield's residents, paragraphs 8.111 and 8.112 of Background Paper 3 identify the past take-up figure attributable to 'local needs' as being 27.5 ha. This is still in excess of the 16.84 ha that would be required based on the standard method housing requirement figure of 446 dpa.
- 3.39 Paragraph 8.112 of Background Paper 3 states that "*planning for this higher figure will help to ensure a choice of employment land supply by size, type, location and quality of sites and premises for businesses, and maximising future job opportunities for the local workforce (including those who may currently commute elsewhere)*". However, in planning for this higher figure it is also necessary for the Council to consider whether there is sufficient

housing available to meet the identified growth in jobs. Paragraph 61 of the Framework states that the outcome of the standard method is *'an advisory starting-point for establishing a housing requirement for the area'* and that there may be exceptional circumstances which justify an alternative approach to assessing housing need, including an approach that reflects *'market signals'*.

- 3.40 To further ensure that Policy S7 is **consistent with national policy**, it is again important that the Council identifies a supply of housing land that, as a minimum, will deliver 7,582 dwellings over the plan period to ensure the housing needs of the local labour force (which are already being planned for in terms of employment land supply) are being fully met. This is required to ensure the Council's needs are being met locally and to prevent increased in-commuting.
- 3.41 As set out below, there is additional suitable, available and deliverable land available on non-Green Belt sites and in sustainable locations within Ashfield that could be allocated. Full and clear consideration should be given to the option presented in these representations prior to the plan being submitted for Examination.

4.0 LAND TO THE WEST OF BECK LANE, SKEGBY

4.1 We wish to promote the allocation of the land outlined in red below as an additional housing allocation within the Ashfield Local Plan.



CLIENT Stags Limited	DATE 11.11.2021	OS REF 450154,361134	Drawn PMG	STRATEGIC PLANNING RESEARCH UNIT	 Strategic Planning Research Unit
	SCALE 1:5,000 @ A4	DRWG NO: D01	Checked KVV		
PROJECT Land at Beck Lane, Skegby	DRWG TITLE Sites and Flood Zones	<small>© Crown Copyright and Database Right. All Rights Reserved. Ordnance Survey, British Crown Copyright and the Ordnance Survey Topographical Database. All Rights Reserved.</small>			

Site and Context

- 4.2 The site is a greenfield site measuring approximately 25.6 hectares in size. The site is situated immediately west of site H1Saa, which benefits from planning permission for 322 residential dwellings and is subject to a reserved matters application currently pending determination (ref. V/2021/0089). Our Client, Stags Limited, has an interest in the land and together with other landowners has confirmed that the site is **available** for development.
- 4.3 The site is in a sustainable location, just north of Skegby and in close proximity to facilities, services and employment opportunities in Sutton-in-Ashfield and Mansfield. The site is within walking distance of existing bus routes on Mansfield Road (B6104), which provide services to Mansfield, Sutton-in-Ashfield and Kirkby-in-Ashfield. The site is located approximately 3 kilometres to the west of Mansfield town centre and Mansfield railway station, 2.4 kilometres north of Sutton-in-Ashfield town centre and 3.2 kilometres north of Sutton Parkway railway station.
- 4.4 The Inspector's report for the appeal on site H1Saa immediately to the east (ref. W3005/W/18/3213342) confirmed that this is a sustainable location in terms of its proximity to local services and that the site will be accessible via a range of transport modes, including the 417 bus service along Mansfield Road that allows connections into Sutton for services to the wider area, including Mansfield railway station (see Section 3 of our representations report relating to Sites H1Saa and H1Su).
- 4.5 The site is bounded to the west by agricultural land and farm buildings, to the north and east by agricultural land and to the south by residential and farm buildings. The land immediately east of the site is being delivered as a new residential development site of 322 units following the granting of reserved matters permission under application reference V/2021/0089.
- 4.6 There are no significant physical constraints to the site's development. The topography of the site is relatively flat, sloping gradually downhill to the north and south west. The site has a low risk of flooding, being wholly situated in Environment Agency Flood Zone 1.
- 4.7 There is a Local Wildlife Site (ref. EV4wz) situated towards the south west corner of the site which would be conserved and enhanced as part of any future development scheme. There are also a number of public footpaths crossing the site, which again would be incorporated into any future scheme design.

- 4.8 Access to the site is currently gained from Mansfield Lane at the south eastern corner of the site. However, it is envisaged that were this site to be developed, primary access would be taken from Beck Lane via the Barratt Homes site (ref. H1Saa) immediately to the east. An indicative masterplan has been prepared to illustrate how this additional land west of Beck Lane can link in with Site H1Saa (BE1 Architects, June 2021 – attached at Appendix 2), which whilst this includes land not being promoted as part of this representation clearly demonstrates how inter-connected development and appropriate access could be achieved.
- 4.9 The site is located within the Teversal, Stanton Hill and Skegby Neighbourhood Plan area but is not explicitly referenced or identified in any of the Neighbourhood Plan’s policies or designations.
- 4.10 The site is therefore considered to be **suitable** for development.

Capacity and Delivery

- 4.11 We anticipate that the site is capable of delivering up to 430 dwellings, based on a density of 30 dwellings per hectare and a net developable site area of 14.34 hectares (60% of the gross area (25.59 ha) minus area containing Local Wildlife Site (1.69 ha)).
- 4.12 We anticipate that the site could commence delivery within years 6 – 10 of the plan period (2028/29 onwards).

Strategic Housing and Economic Land Availability Assessment (SHELAA)

- 4.13 The site is assessed in the SHELAA 2021 under site reference SA011 (the southern portion of the site) and SA078 (the northern portion of the site).
- 4.14 Sites SA011 and SA078 are identified in the SHELAA as being “*potentially available within the next 15 years*” having multiple landowners but “*no other identified legal issues*”. We confirm that these sites are **available**.
- 4.15 In terms of the suitability of Site SA011 for development, the SHELAA states:

“The site is not suitable for the proposed use without mitigation due to significant access constraints.

The site currently has no access to any identified services, however, the adjacent site (SA007) has the benefit of outline planning permission which has an agreement in place

to extend the 417 bus service into the site.

TPO 299 located on the north east boundary of the site. There is a Local Wildlife on site. Any potential development will need to take into account the scope to avoid or mitigate any impacts on biodiversity.

Areas of identified surface water flooding, and likely existence of contamination which will require investigation.”

4.16 The assessment of site SA078 in the SHELAA in terms of suitability similarly states:

“The site is not suitable for proposed use without mitigation. Highways have identified there are significant access constraints.

LWS - Woodhouse Lane Quarry within site. Any potential development will need to take into account the scope to avoid or mitigate any impacts on biodiversity.

The site currently has poor access to services, however, part of the site (SA007) has the benefit of outline planning permission which has an agreement in place to extend the 417 bus service into the site.

Severn Trent have identified that network improvements to the foul sewers and to accommodate surface water are likely to be required.”

4.17 The SHELAA conclusion for Site SA011 states that the site is “*not available and not suitable*”. However, the SHELAA assessment does identify that Site SA011 is potentially available, and this has previously been confirmed by the landowners in emails sent to the Council. The conclusion of the SHELAA assessment should therefore be changed to **available**.

4.18 In terms of the SHELAA assessment of non-suitability of Sites SA011 and SA078 for housing, whilst it is acknowledged that highway mitigation works would be required, the Traffic and Transport Appraisal (DLP, June 2021 – attached at Appendix 1) identifies a number of access options which could be further investigated. We have requested a meeting to discuss a proposed approach to highways mitigation with the Highways Authority but they have not responded to date. We believe that it should be possible to discuss and agree a potential solution to the access constraints before Sites SA011 and SA078 are deemed not suitable for development.

- 4.19 Significantly, the highway improvement works associated with the consented scheme to the east (Site H1Saa) was based on a Transport Assessment that assessed the capacity for a potential scheme of up to 451 dwellings, which is in excess of the 322 unit scheme that is currently being built out, indicating that there is existing spare capacity at the new junction off Beck Lane capable of accommodating at least 129 additional dwellings to the number currently consented.
- 4.20 The SHELAA assessment for Sites SA011 and SA078 should therefore be changed to **suitable subject to highways mitigation** and we kindly request that the Highways Authority seeks to engage with the promoters of this site in order to discuss and agree a potential solution to the existing access constraints.

Summary

- 4.21 The land to the west of Beck Lane is **available, suitable (subject to highways mitigation), deliverable**, and is capable of delivering up to around 430 dwellings within the Local Plan period. The site is situated in a sustainable location on the edge of Skegby within close proximity to a number of services and amenities. The development of this site therefore represents a sustainable form of development on non-Green Belt land which would represent a logical extension to the existing committed development site that adjoins it to the east (Site HS1aa).
- 4.22 We therefore wish to promote the allocation of this land for housing in the Ashfield Local Plan.



NTTS5190(9)P | Additional Land off of Beck Lane, Skegby
Stags Limited
Representation to the Regulation 19 Consultation
January 2024

APPENDIX 1 TRAFFIC AND TRANSPORT APPRAISAL (DLP, JUNE 2021)

APPENDIX 2 INDICATIVE FRAMEWORK MASTERPLAN, LAND AT BECK LANE



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Chartered Town Planner

LAND OFF BECK LANE, SUTTON-IN-ASHFIELD, NOTTINGHAMSHIRE

Framework Master Plan

For and on behalf of:
Keith Haslam



2nd June 2021

V2

Reference: NTTS183/1

Version: Draft v.2

Prepared by: BE1 Architects Ltd

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INTRODUCTION

INTRODUCTION

This analysis of site opportunities and constraints forms a desktop study, which consolidates the review of physical features within and around the site and wider context connectivity.

It therefore represents the initial site appraisal which could be utilised at subsequent stages to assess potential site's capacity for development, which would be supported by specialists input.

SITE PHOTOGRAPHS

SITE PHOTOGRAPHS

The following site photographs illustrate some of prominent features within the site and along its immediate surroundings.



Key Plan for Site Photos



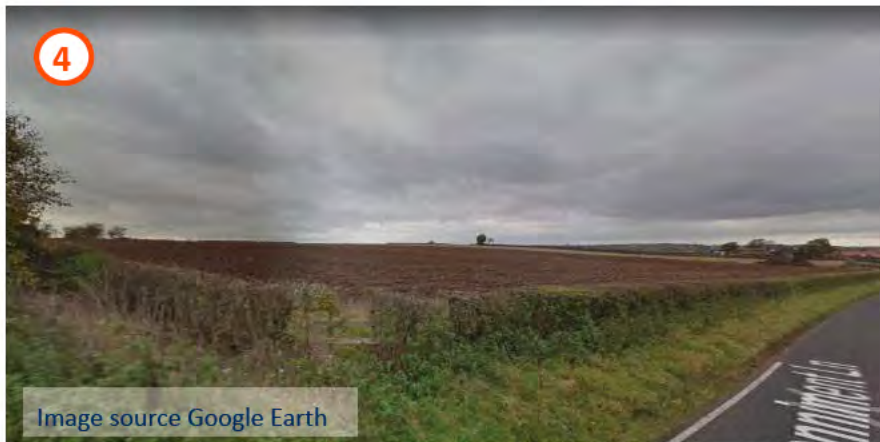
Beck Lane, view towards north



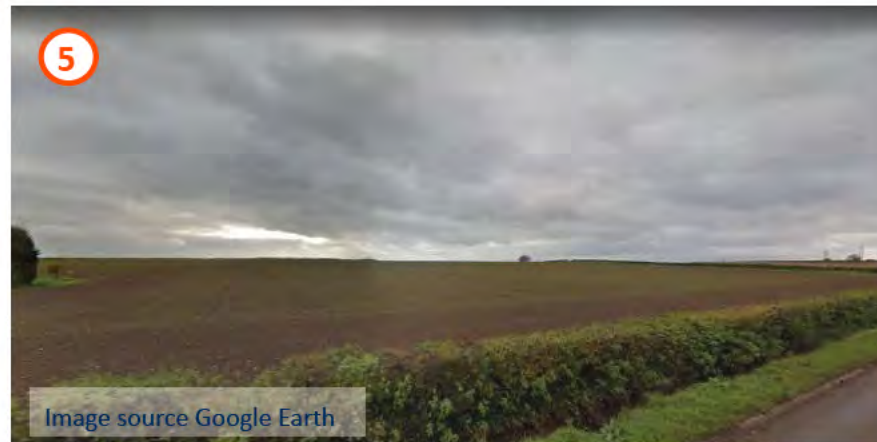
Beck Lane, view towards the south-west



A small row of houses along Beck Lane, view towards north



Penniment Lane, view towards the south-west, with the site's northern edge at the distance



View from Top Lane towards the south-west, long distance views into the site



Dawgates Lane, view towards east, towards an existing farm adjacent to the site's western boundary



Dawgates Lane, view towards east - existing farm buildings



Moorland Close, view towards the north-east - existing 2-storey houses backing onto the site's south-west corner



Courtfield Road, view towards the north-east, the site viewed through the gap between bungalows siding onto the site boundary

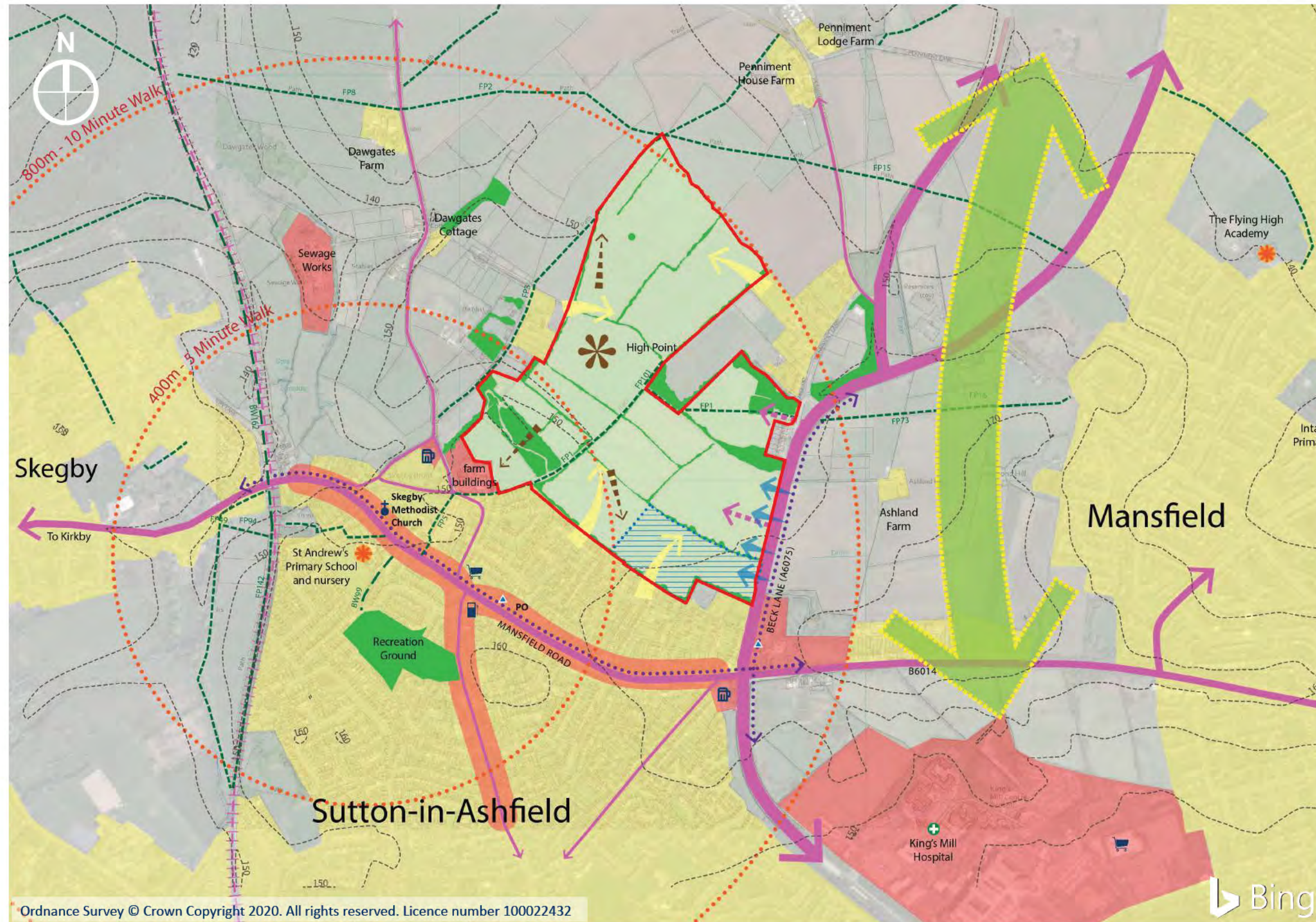
SITE OPPORTUNITIES AND CONSTRAINTS

SITE OPPORTUNITIES

- Situated approximately 2.9km to the west of the major urban area of Mansfield and the train station, the site presents an opportunity for a well connected development, which could benefit from social and economic infrastructure at the site's wider context, such as schools, open spaces and recreation grounds, employment and retail;
- Located along the edge of the built-up area of Sutton-in-Ashfield, the site presents an opportunity for residential expansion;
- Proximity to Mansfield Road (B6014), with its bus route, (approximately 300m to the south from the site's southern edge), along with the retail, educational and social infrastructure along it, presents an opportunity to enhance connectivity to existing social and commercial facilities in the site's immediate context;
- St Andrew's Primary School, located approximately 400m from the site's south-west corner, is well within walking distance (under 10 minutes walk) of the proposed development;
- Public Rights of Way within and around the site, as well as access to Woodhouse Lane provide an opportunity to enhance pedestrian connectivity through the site and beyond, linking to existing local facilities within Sutton-in-Ashfield such as schools, small retail facilities, churches, pub and employment areas. Footpath 1 enters the site from the south edge and forms part of an important rural pedestrian link between Mansfield and Skegby, and footpath 3 runs parallel to the site's western boundary, offering a potential for enhance connectivity to Skegby;
- An opportunity to provide an interlinked network of green corridors to enhance pedestrian routes and site permeability, along the Public Rights of Way and existing vegetation, also enhancing biodiversity and supporting existing habitats;
- The topographically high point within the site, adjacent to FP1, offers an opportunity to provide an attractive public open space with long distance views towards the open countryside to the north and west;
- An opportunity to utilise the existing pub and employment area adjacent to the site's south-west edge as a destination public open space, which also incorporates the adjacent wooded area within the site;
- The site is outside flood zones 2 and 3 and therefore provides an opportunity for a residential development; and
- Potential for residential expansion from the south and from the smaller pockets of residential parcels to the east and west.

SITE CONSTRAINTS

- Part 'land locked' site as primary vehicular access points are limited to Beck Lane and/or through the previously consented scheme;
- A Public Rights of Way (FP1) crossing the site diagonally from south-west to north-east will require incorporating into the proposed scheme;
- Existing vegetation and ecologically sensitive areas, particularly linked to existing hedgerows, would need careful consideration and incorporation into the scheme;
- Landscaped buffer along the site's eastern edge will be required to facilitate transition from proposed built-up areas to the urban open space gap between Mansfield and Sutton-in-Ashfield;
- Views from Beck Lane westward into the site will require screening to mitigate the proposed development's impact on the landscape; and
- The proposals will need careful consideration of the existing built fabric including existing bungalows along the site's southern edge, as well as the relationship with the consented scheme and any future proposals on the Notts County Council owned land to the south of the consented scheme.



- promoted site
- - - footpath
- · - · - bridleway
- existing road
- |+|+|+| disused rail track
- <···> bus route
- - - > potential vehicular access
- - - > topographic slope downward
- > views into the site
- > potential for residential expansion
- < > urban open space gap
- ⊙ school
- ▲ listed building
- ☒ pub
- 🛒 retail
- ✝ church
- PO post office
- existing built-up area
- existing commercial/employment area
- existing vegetation / public open space
- ▤ land in Notts County Council ownership

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Opportunities and Constraints Plan

FRAMEWORK MASTER PLAN

DESIGN PRINCIPLES

The design concept for the proposed scheme was developed in response to the desktop site analysis, opportunities and constraints.

The underlying principle of the proposals is to create a scheme that fully integrates with the structure, appearance, character and landscape of existing developments in its surroundings.

The proposed scheme will form a sustainable residential development in the region of 800 dwellings (including the consented scheme), supported by a network of open spaces and community facilities.

The Framework Master Plan sets out the strategic thinking for the potential development.

A core consideration in the proposals is to ensure that the existing green setting is both protected and enhanced. This is achieved by retaining the existing vegetation within the site and along its perimeter and reinforcing this with new green spaces as part of an interlinked network of green corridors, incorporating a series of existing and proposed pedestrian and cycle routes. The mesh of green infrastructure forms an attractive backdrop to the proposed development, as well as contributes to an enhanced pedestrian permeability through the site.

The Framework identifies two potential vehicular access points for the site off Beck Lane, one shared with the consented scheme. Configuring the road to accommodate a future bus route will support potential public transport links in the area, connecting the site with Sutton-in-Ashfield and with Mansfield, which offers greater connectivity to a wider area. The proposed spine 'loop' road running through the site provides access to the developable area with secondary streets to access the main development neighbourhoods.

Community facilities, such as retail facilities and community hall and potentially a school) are included in the Framework Master Plan to support a sustainable community and are located adjacent to the site's main vehicular access, on land owned by the Notts County Council.

A network of public open spaces are proposed as part of the Framework Master Plan. One of them is situated close to the site's topographically high point, adjacent to the existing footpath FP1, and incorporates a proposed equipped children's play area (LEAP) alongside an area of existing vegetation. A second public open space is proposed at the site's south-west corner, adjacent to an existing employment area and a pub, and nearby a wooded area located within the site. Being close to existing built-up area, and located in close proximity to popular destinations, this second public open space offers a larger equipped children's play area (a NEAP), as well as an attenuation pond, which could also form an added green amenity to this part of the open space.

Improved sustainable walking and cycling routes support the existing network of Public Rights of Way and connect the potential development to Beck Lane, Sutton-in-Ashfield, Mansfield and the open countryside.

The landscaping at the eastern boundary will be configured to mitigate noise and air quality issues that may arise from Beck Lane (A6075), and will also provide a buffer between the proposed built-up area and the urban open space gap, separating Sutton-in-Ashfield from Mansfield.

New wetland areas will be created in the topographically lower parts of the site, providing sustainable drainage and new ecological habitat. This will be supported by areas of meadow planting and species rich grassland as part of the public open space to promote and increase biodiversity.



- promoted site boundary
- - - phase 1 site boundary (outline consent for 322 dwellings)
- - - existing Public Rights of Way
- proposed primary road
- proposed secondary road
- proposed footpath
- proposed community facilities
- existing vegetation
- proposed public open space, green corridors and landscaped buffers
- proposed attenuation basins
- proposed children's play area
- residential development

Framework Master Plan

0 250m 500m

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LAND USE BUDGET SCHEDULE

The INDICATIVE land use budget schedule represents a high level provisional breakdown of the potential land uses, in accordance with the initial design concept.

All areas are assumed and subject to detailed specialist input, e.g. topographical survey, flood risk assessment, highways, civil engineer, ecology, archaeology, etc. and may be subject to change.

The land use budget includes everything within the promoted site boundary, including the consented scheme.

Note:

Dwelling density calculated is based on a net developable area which includes access roads, private garden space, car parking and incidental open space / landscaping.

Item	Notes	Land Take (ha)
TOTAL GROSS AREA		48.63 ha
NON DEVELOPABLE		
Indicative community facilities	Potentially including retail, sports facilities and school, subject to consultation	2.77
Indicative primary access road	Incl. carriageway, footways and landscaped verges	2.93
Indicative public open space	Incl. informal green open space, landscaped buffers and wildlife green corridors with opportunities for leisure and recreation	14.84
Indicative Attenuation Basins		1.72
Indicative Children's Play Area	Including the activity zone and informal grass area around it	0.35
Total (Non Developable)		22.61 ha
NET DEVELOPABLE:		
Residential Development		26.02
Total (Net Developable)		26.02 ha
Total Number of Dwellings (at net density of 30 dph)		781



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SUSTAINABLE DEVELOPMENT AND DELIVERY

A specialist team within DLP Planning Ltd

For and on behalf of
Stags Limited




TRAFFIC AND TRANSPORT APPRAISAL

Land at Beck Lane, Skegby, Nottinghamshire

**Prepared by
Sustainable Development and Delivery
DLP Planning Ltd
Sheffield**

June 2021



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APPENDICES

APPENDIX A Highway Boundary Data

APPENDIX B Drawings

1.0 INTRODUCTION

- 1.1 This Traffic and Transport Appraisal has been produced by DLP on behalf of Stags Limited in support of promotion of land through the Ashfield District Local Plan. The site lies to the west of Beck Lane in Skegby, Nottinghamshire, and the updated illustrative masterplan (prepared by BE1 architects, June 2021) indicates this would allow for the provision of circa 781 dwellings cumulatively. This comprises the consented 'Lovel Developments' scheme (planning ref V/2016/0569) to the south (322 dwellings) plus an additional 459 units, which is the focus of this Traffic and Transport Appraisal.
- 1.2 The site is currently being assessed as part of the Strategic Housing & Economic Land Availability Assessment, with the following comments being received from the Local Highway Authority (Nottinghamshire County Council) in relation to the site:

"The Lovel development junction with Beck lane (appeal site V/2016/0569) is practically fixed and can only just cope with the original development. The appeal junction has been designed in conjunction with offsite mitigation to accommodate 322 properties ONLY. This is the criteria the Appeal Inspector considered and made his determination on. Any proposed additional development being channelled through this junction will cause the junction to go over its capacity and will push extra traffic onto the local highway network, also adversely affecting the performance of the neighbouring junctions. The proposed housing numbers are looking to significantly increase the size of the development so the effect on the network will be significant. All key junctions along the MARR/Beck Lane strategic movement corridor are close to or over theoretical design capacity and mainly incorporate the latest traffic signal controller systems to support efficient traffic movement. Most 'bottle neck junctions' have little scope for regular 'in-expensive' improvements as these measures have already been implemented. So future mitigation at these junctions will be significant high cost engineering works and will require acquisition of 3rd party land, which will be the main difficulty in trying to deliver any beneficial mitigation works.

If this whole land arrangement came forward the HA would be asking for multiple points of access onto the different parts of the existing highway network, to disperse the traffic over a wider area rather than concentrating it onto the Beck Lane 'road corridor'. However, there are very limited options available, considering the limited site frontage where it meets public highway. The HA would not accept further succession junctions after the appeal junction onto Beck Lane, as this is too close to minimise delays/disruption and fails to dissipate the additional traffic over a broader network.

- 1.3 In light of the above, the objective of this Traffic and Transport Appraisal is to provide an initial review of the likely scale of traffic that could be generated by the potential development, and identify whether a safe and suitable access strategy could be provided, without resulting in a severe impact on the local highway network. Further to this, a summary of key constraints and opportunities from a highways and transportation perspective is also provided.
- 1.4 The report takes into account current policy contained within the revised National Planning Policy Framework (NPPF), which was released in February 2019. The report also sets out the access strategy produced in accordance with the geometric requirements set out in Manual for Streets (2007) and the Nottinghamshire County Council “Highways Design Guide” (2020).
- 1.5 The report seeks to provide the Local Highway Authority with a level of comfort that an initial assessment has been undertaken and that the site can be promoted for residential development. The work presented within this report does not negate the need for a full detailed Transport Assessment as part of any subsequent planning application. However, the work does at this stage establish that the proposals can feasibly be delivered.

2.0 EXISTING CONDITIONS

Site Details

- 2.1 The site lies to the immediate west of Beck Lane in Skegby and is bound to the north and west by agricultural land, and to the south by existing residential development (see **Figure 1**). The site lies approximately 3 kilometres to the west of Mansfield Town Centre.

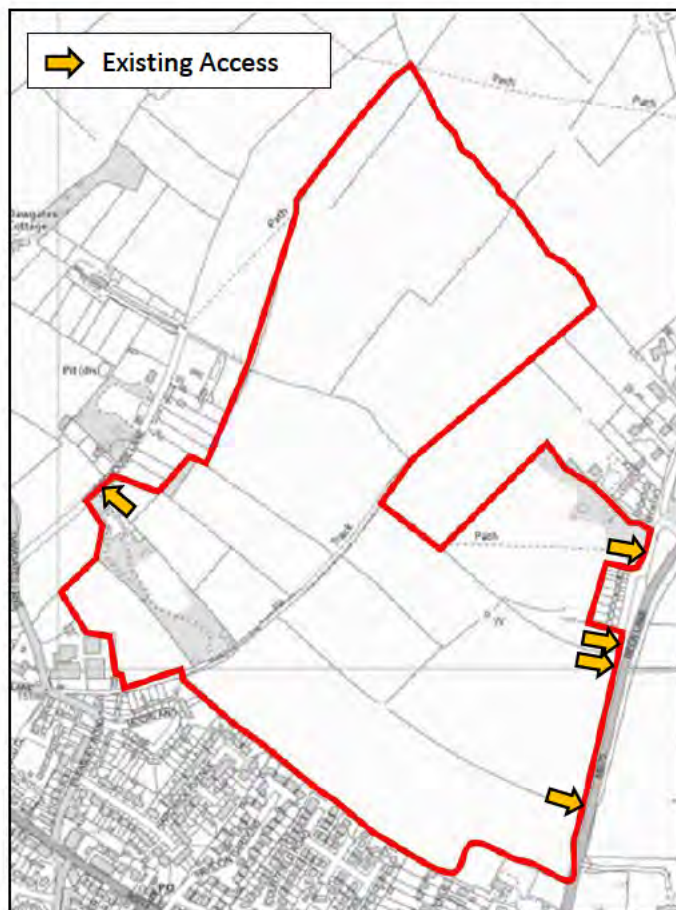


Figure 1. Site Location Plan

- 2.2 The site is approximately 48.41 hectares and currently comprises existing farmland. The existing access points serving the site are highlighted on **Figure 1**.
- 2.3 The site is currently served with 3 gated field access points off the western kerblines of Beck Lane. These are located approximately 289 metres, 527 metres, and 545 metres to the north of the B6014 Skegby Lane / Kings Mill Road East / Beck Lane signalised junction respectively (see **Figure 2** and **Figure 3**).



Figure 2. Existing access at southern end of site frontage along Beck Lane



Figure 3. Existing access points at northern end of site frontage on Beck Lane

- 2.4 The existing access points along Beck Lane are provided with dropped kerbs and form a vehicle crossover.
- 2.5 To the north east of the site, there is a downgraded section of Beck Lane, which is no longer a through route and forms an effective cul-de-sac providing access to a small number of residential properties. Along this short section of downgraded Beck Lane, there is a further historic site access serving the applicants land (see **Figure 4**). This historic access lies approximately 67 metres to the west of the Beck Lane / Downgraded Beck Lane priority junction. This existing access comprises a circa 15 metres kerbed radius bellmouth junction, with a 4.5 metres access driveway. At the time of preparing this report, the access was disused.



Figure 4. Existing access off downgraded section of Beck Lane

2.6 Further to the above, the site is bound by a section of Woodhouse Lane to the southwest. At this location a gated field access (see **Figure 5**) is provided off the eastern edge of Woodhouse Lane into the site.



Figure 5. Existing gated field access off Woodhouse Lane

Local Highway Network

2.7 As outlined above, the site is bound to the east by the A617 Beck Lane which forms part of the Mansfield and Ashfield Regeneration Route (MARR). The MARR connect Pleasley in the northwest of Mansfield to Rainworth in the southeast and as part of a bypass around Mansfield.

2.8 In the vicinity of the site, the A617 Beck Lane is approximately 8.5 metres wide and is subject

to the national speed limit. There is streetlighting and a shared pedestrian / cycle facility provided on both sides of the carriageway.

- 2.9 Further north along the A617 Beck Lane, a downgraded section of Beck Lane forms a priority junction with the A617 / Beck Lane. At this junction, a right turn ghost island is provided along the A617 Beck Lane to allow vehicles to turn right into the downgraded / minor arm of Beck Lane. Public highway boundary data was obtained from Nottinghamshire County Council highways (see **Appendix A**), which confirms that this downgraded section of Beck Lane still forms part of the public highway. This section of Beck Lane only serves the existing circa 20 properties and is signposted as being a “NO THROUGH ROAD”.
- 2.10 The downgraded section of Beck Lane is approximately 7.5 metres in width and is provided with streetlighting. A pedestrian footway runs along the western edge of the carriageway.
- 2.11 Further north along the A617 Beck Lane, the A617 forms a signalised junction with the A6075 Abbott Road. On approach to this junction from the west, the A617 Beck Lane widens to allow for three lanes of traffic eastbound. On approach to the junction from the east, the A6075 Abbott Road widens to allow 2 lanes on approach to the signalised junction. Toucan crossing facilities are provided at the junction.
- 2.12 To the southeast of the site, Beck Lane forms a signalised junction with the B6014 Skegby Lane. Once again, Beck Lane widens on approach to the junction to allow for a three lane entry. Pedestrian crossing points are provided on all arms of the junction, with a toucan crossing provided on the B6014 Skegby Lane east of the junction.
- 2.13 To the west of the site, access is also provided to the site along Woodhouse Lane. Woodhouse Lane varies in width between 4 and 5.2 metres. The carriageway is bound by grass verges, and no footways are provided. Woodhouse Lane is subject to the national speed limit and is predominantly rural in nature, however, does provide access to individual residential / agricultural smallholdings along its length.

3.0 PLANNING CONTEXT

- 3.1 Part of the site under consideration as part of this Traffic & Transport Appraisal already benefits from extant planning permission for 322 dwellings (planning reference V/2016/0569), which was granted via appeal in 2019.
- 3.2 The consented scheme is to be accessed via a new signalised junction along Beck Lane. The provision of this access was agreed with the Local Highway Authority as part of the planning appeal.
- 3.3 As part of the above consent, the following improvements were identified and agreed:
- Installation of CCTV equipment at the Beck Lane / B6014 / Skegby Lane signalised junction to the south. This would allow the operation of the junction to be manually adjusted from an off-site location;
 - Installation of CCTV equipment at the Dalestorth Street / Mansfield Road junction as above;
 - Installation of CCTV equipment at the Dalestorth Street / Mansfield Road/ Outram Street junction as above;
 - Installation of CCTV equipment at the Mansfield Road / Priestsic Road / Stoneyford Road / Downing Street junction as above;
 - Dalestorth Street / Mansfield Road / Outram Street junction and Mansfield Road / Priestsic Road / Stoneyford Road / Downing Street junction – revalidation of SCOOT at both these junctions to allow fine tuning to signal timings;
 - Reduction in speed limit along Beck Lane from 60mph to 40mph;
 - Contribution to bus service / bus stop improvements
- 3.4 The above key highway improvements were deemed to be adequate mitigation to offset the impact of the proposed 322 dwellings.

4.0 POTENTIAL DEVELOPMENT

Development Proposals

- 4.1 At this stage, it is envisaged that the wider site (excluding the element of land to the south which already has planning consent for 322 dwellings) could accommodate in the order of 459 additional dwellings.

Potential Traffic Generation

- 4.2 Given the southern element of the site recently gained planning consent in 2019, it is deemed that the vehicle trip rates and traffic generation levels associated with the consented development remain an agreed point of principle with the Local Highway Authority (as set out in the Transport & Highways Statement of Common Ground dated June 2019).
- 4.3 In light of this, the trip rates were extracted from the Transport Assessment prepared in support of the consented scheme (report prepared by local transport projects dated February 2016). These agreed trip rates have then been applied to the potential scheme of 459 dwellings, to determine the likely level of vehicular traffic that could be generated by the site. The resulting vehicle trip rates and generation is summarised in **Table 1**.

Time Period	Arrivals	Departures	Two-Way
AM Trip Rate (per dwelling)	0.157	0.404	0.561
AM Trip Generation (459 dwellings)	72	185	257
PM Trip Rate (per dwelling)	0.356	0.217	0.573
PM Trip Generation (459 dwellings)	163	100	263

Table 1. Potential Development (459 dwellings) Vehicle Trip Rates and Generation

- 4.4 Utilising the above TRICS based trip rates, for the development of an additional 459 dwellings, this would equate to 263 two-way vehicle trips during the busiest peak period (1700 to 1800 hours).

5.0 PROPOSED ACCESS STRATEGY

Design Criteria

- 5.1 In accordance with the objectives of this report, the focus is to identify a safe and suitable access arrangement to serve the parcel of land. This section of the report assesses access options against current best practice and design guidance.
- 5.2 The Nottinghamshire County Council “Highways Design Guide” (2021) guidance document provides a design criterion that varies based upon the function of the road and proposed development. Table T3.1.1 states that a ‘Main Street’ has no limit in terms of the number of dwellings that can be served off it, and that the minimum carriageway should be 6.2 metres. A ‘Main Street’ provides access from higher category roads or other Main Streets with at least two points of access to and from routes suitable for buses, forms the primary arterial access through a development.
- 5.3 Alternatively, a ‘Residential Street’ connects to a ‘Main Street’ and often forms part of a block structure within larger developments. Once again, Table T3.1.1. states that there is no limit to the number of dwellings that can be provided off a ‘Residential Street’. The carriageway would be required to be a minimum of 5.5 metres in width.

Access Option One – Via Consented Access at Beck Lane (signalised junction)

- 5.4 As part of the consented scheme (322 dwellings) at the southern extent of the site, the proposals allow for this to be accessed via a new signalised junction off the A617 Beck Lane. This access would comprise a 7 metres wide access road into the site, which would flare to allow a 2 lane entry onto the A617 Beck Lane from the site. As part of these proposal, the A617 Beck Lane would also be widened to 17 metres to allow for 2 lane approaches from the A617 Beck Lane north and south (with an additional ghost island right turn into the site).
- 5.5 Initially, the signalised access was assessed to accommodate 451 dwellings within the “Second Supplementary Transport Assessment” (prepared by local transport projects April 2017). The LinSig modelling capacity assessment demonstrated that the overall Practical Reserve Capacity (PRC) reached +41.4% in the AM peak and +6.4% in the PM peak. It was therefore concluded within the report that there was adequate spare capacity, and that the junction would operate within theoretical capacity.
- 5.6 Therefore, whilst the consented scheme allows for a development of 322 dwellings, it is noted that capacity assessment work has already been undertaken in support of 451 dwellings, and has highlighted that there is indeed spare capacity at the proposed site access junction (to accommodate more than 322 dwellings).
- 5.7 It is therefore advised that in the first instance that, given the lapse in time since the adjacent site Transport Assessment was prepared (2016 / 2017), a more up to date review of the potential for this signalised junction to accommodate the wider site should be undertaken. This would include allowing the opportunity for up to date traffic surveys to be undertaken

along the A617 Beck Lane to understand existing background traffic levels. This would also allow for an updated assessment of committed developments which should be taken account of. This would seek to determine whether the proposed signalised junction could indeed accommodate traffic associated with the wider site, or if the layout could be modified if required.

Access Option Two – Further north along Beck Lane (in vicinity of Property 139)

- 5.8 Notwithstanding the above, an alternative point of access to serve the site has also been identified further north along Beck Lane. This would seek to utilise the existing access as identified in **Figure 4**, off the downgraded section of Beck Lane. This could either be utilised as a main access to serve the site, or a secondary / emergency access point.
- 5.9 In accordance with NCC adopted design guidance, **Drawing Number NTTS5190-2PD-001 (Appendix C)** shows how the site access would comprise a 6.2 metres wide carriageway with 2 metre wide footways on either side to tie into the existing footway provision along Beck Lane (noting this footway is to be upgraded as part of the adjacent consented scheme for 322 dwellings). This access arrangement would allow for the realignment of Beck Lane at this point, to allow for priority to be given to the main flow of traffic into the proposed site, with existing properties then provided with direct access onto the main spine road accordingly. This would then be served via the existing A617 Beck Lane / Beck Lane priority-controlled junction with ghost-island.
- 5.10 **Drawing Number NTTS5190-2PD-001** confirms that a forward visibility splay of 43 metres could be achieved on the extension into the site, in line with a maximum design speed of 30mph. Furthermore, highway land boundary information provided by NCC confirms that proposals could be delivered within publicly maintained land.
- 5.11 As part of any future planning application, a 7 day Automated Traffic Count (ATC) survey would be undertaken to determine existing 85th percentile vehicle speeds and associated accurate visibility splay requirements.
- 5.12 A capacity assessment would also be undertaken of the A617 Beck Lane / Beck Lane priority junction, and it is accepted that this junction may also need to be signalised.

Access Option Three – Woodhouse Lane

- 5.13 Alternatively, the existing access off Woodhouse Lane could be modified and utilised as an emergency access for access by emergency service vehicles. In accordance with the NCC “Highways Design Guide”, it is stated at Paragraph 2.10 that:

“Where there are valid reasons why at least two points of access cannot be achieved, and where the development proposal is otherwise acceptable to us, we may be prepared to consider an emergency access as long as:

- *the emergency link is also of strategic benefit for pedestrians and cyclists;*
- *highway safety is not compromised and the access is not likely be a source of*

crime or anti-social behaviour problems;

- *there are appropriate means of controlling its use;*
- *you have fully consulted the emergency services and the proposals are acceptable to them;*
- *the access is designed to accommodate safely all vehicles likely to use it; and*
- *long-term maintenance responsibilities are clearly defined and secured;*
- *A general width of 3.7m (minimum 3.1m at gates) is achievable, there is sufficient turning space for a fire appliance to manoeuvre, there is a minimum height clearance of 4.0m, and the weight carrying capacity is a minimum of 12.5 tonnes and 17 tonnes over structures (see Building Regulations – Fire Safety)."*

5.14 The carriageway along Woodhouse Lane measures between 4 metres and 5.2 metres, and is therefore deemed adequate for access by a fire tender.

5.15 Given there are existing properties along Woodhouse Lane to the north, it is anticipated that a fire tender is already required to utilise Woodhouse Lane in an emergency

Access Strategy Summary

5.16 At this stage, both the proposed, and alternative emergency site access arrangements, are deemed to be compliant with the standards contained with NCC adopted design guide for a development of this scale. In light of this, it is considered that both arrangements would be 'safe and suitable' (subject to detailed assessment as part of the Transport Assessment), and therefore is in accordance with Paragraph 108 of the NPPF.

5.17 In accordance with the NCC guidance as set out above, the emergency services would be consulted with at the pre-application stage to ensure that the above proposals are acceptable.

6.0 POTENTIAL OFF-SITE IMPACT

Highway Capacity

- 6.1 As part of any future planning submission for the wider site coming forward, a detailed scoping exercise would be undertaken with the Local Highway Authority to agree the likely impact at each key off-site junction, and the study area for where further assessment is needed. This would seek to inform a Transport Assessment, which would assess the likely impact at each junction, and potential mitigation measures, which would be required to ensure the proposed development traffic does not give rise to a 'severe' impact on the network in accordance with Paragraph 109 of the NPPF.
- 6.2 The peak hour traffic generation as shown in this report, has identified that there could be a total of up to 263 additional two-way peak hour movements. As described previously, any future Transport Assessment should include a detailed capacity assessment, as well as further consideration of highway safety, to ensure these increases could be satisfactory accommodated.
- 6.3 As part of the adjacent consented scheme, junction capacity assessments were undertaken at 11 off-site junctions.
- 6.4 As outlined previously, off-site mitigation was agreed with the Local Highway Authority associated with the adjacent consented scheme for 322 dwellings at the following key locations:
- Beck Lane / B6014 / Skegby Lane signalised junction to the south;
 - Dalestorth Street / Mansfield Road junction;
 - Dalestorth Street / Mansfield Road / Outram Street junction;
 - Mansfield Road / Priestsic Road / Stoneyford Road / Downing Street junction.
- 6.5 The mitigation measures allowed primarily for a low-cost option of monitoring the operation of the junctions in order to manually adjust the signal timings remotely.
- 6.6 In addition to the above, it is understood that developer contributions would also be sought to support NCC improvement schemes along the MARR.
- 6.7 Having undertaken a high level review of the Beck Lane / B6014 / Skegby Lane signalised junction to the south of the site, it is noted that the Beck Lane southbound arm already flares to 3 lanes upon entry to the junction, over a length of circa 85 metres. Whilst detailed capacity assessments have not been undertaken at this stage, it would appear that there are options within land that is publicly maintained to extend this flare length on approach to the junction from the north.
- 6.8 In terms of the Dalestorth Street / Mansfield Road / Outram Street junction, there appears to be publicly maintained land on approach to the junction from Dalestorth Street, which could

potentially allow for improvements at this junction (in particular left turn movements towards the MARR. However, at this stage, until detailed traffic distribution exercise and subsequent capacity assessments are undertaken, the level of impact at this location is unknown.

- 6.9 At the Mansfield Road / Priestsic Road / Stoneyford Road / Downing Street junction, there once appears to be publicly maintained land available that could be an opportunity to provide improved left turn facilities at the B6023 west arm of the junction and Mansfield Road. However this is dependent upon subsequent capacity assessments,
- 6.10 In accordance with NPPF Paragraph 109, junction improvement works should only be required where the development would give rise to a “severe” residual cumulative impact. Furthermore Paragraph 108 states that it should be ensured: *“any significant impacts form the development on the transport network (in terms of capacity or congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.”*
- 6.11 We would therefore seek to determine an agreed package of measures that could potentially be introduced to mitigate the development impact on the surrounding highway network. As outlined previously, whilst detailed capacity assessments have not been undertaken at this stage, we would welcome any indicative schemes NCC may have already developed at a preliminary stage, which could be investigated further as part of our ongoing works.

Sustainability Improvements

- 6.12 As part of the consented scheme, a number of sustainable travel improvements were also agreed as follows:
- Contribution to bus service improvements. Included potential for Service Number 417 to be routed within the site, and be extended into the morning and evening peaks to provide a service to Sutton;
 - Contribution to new bus stops. This included internal bus stops associated with the above re-routed service;
 - Bus taster tickets to be provided to residents as part of Travel Plan measures
- 6.13 As part of the proposal for the wider scheme to be developed, there is opportunity to build upon the potential for improved access to sustainable travel modes at the site. This could include the following:
- Liaison with public transport operators to provide a rerouting of either service 417 or 217 into the site. Given the likely patronage of the site in its entirety (compared to the consented scheme of 322), public transport operators are more likely to view these proposals as being favourable due to potential higher patronage levels;
 - Improvements to shared use pedestrian / cycle facilities in the vicinity of the site;
 - Improvements to the pedestrian / cycle crossing facilities at the B6014 / Beck Lane / Kings Mill Road East junction.

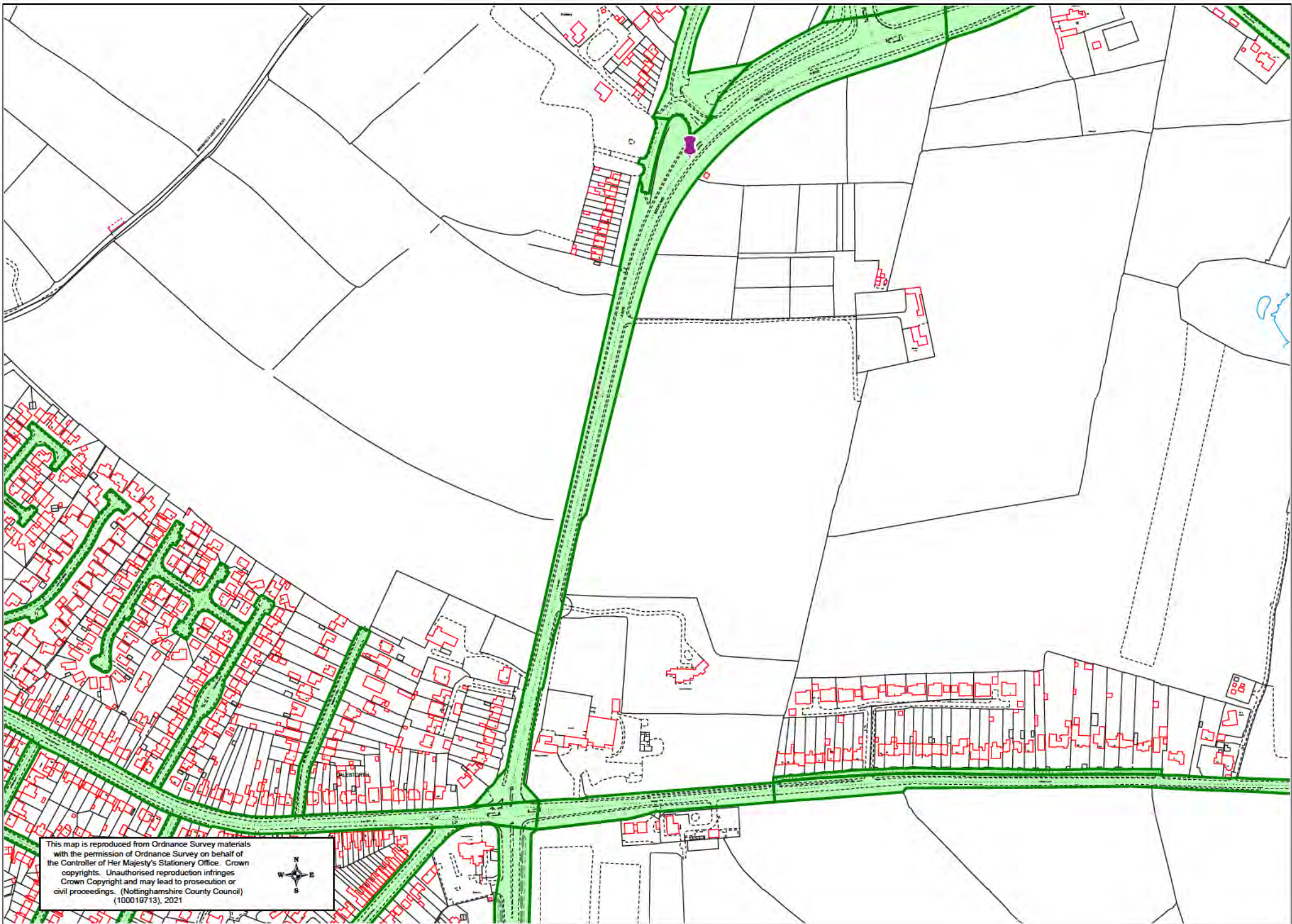
7.0 SUMMARY AND CONCLUSIONS

- 7.1 This Traffic and Transport Appraisal has been produced by DLP on behalf of Stags Limited in support of promotion of land off Beck Lane in Skegby, Nottinghamshire to allow for the provision of circa 459 additional dwellings. Part of the site comprises the already consented 'Lovel Developments' scheme to the south (322 dwellings), which would therefore allow for 781 dwellings cumulatively on this site.
- 7.2 Given part of this site already has outline planning consent for 322 dwellings, the focus of this Traffic and Transport Appraisal is to provide the Local Planning Authority and Local Highway Authority with the necessary information to enable the Council to allocate the wider site for residential development within the emerging Local Plan.
- 7.3 This Traffic and Transport Appraisal demonstrates that subject to future detailed capacity analysis, the consented site access serving the Lovel Development site could accommodate a level of traffic associated with the wider site. Furthermore, a compliant site access strategy could also be delivered further north along Beck Lane in order to disperse traffic onto the surrounding highway network.
- 7.4 It is also concluded that there appear to be no insurmountable issues in relation to traffic increases at off-site locations, and we would welcome discussions with the LHA in relation to any planned improvement schemes which could be addressed as part of further assessment work.
- 7.5 The site has the potential to tie into existing sustainable infrastructure improvements already planned along Beck Lane, to allow opportunities for travel by non-car modes. Furthermore, given the scale of the development in its entirety, there are opportunities to provide enhanced sustainable travel measures that may previously have proved not viable.
- 7.6 The information contained within the Appraisal should give the Local Planning Authority and Local Highway Authority the confidence that there are no insurmountable issues that could not be overcome with further work as part of a planning application for residential development at this site. We would seek to work with the LHA to identify agreed package of measures that could potentially be introduced to mitigate the development impact on the surrounding highway network.

NTTS5190-2PD Beck Lane
Traffic and Transport Appraisal
Stags Limited
June 2021

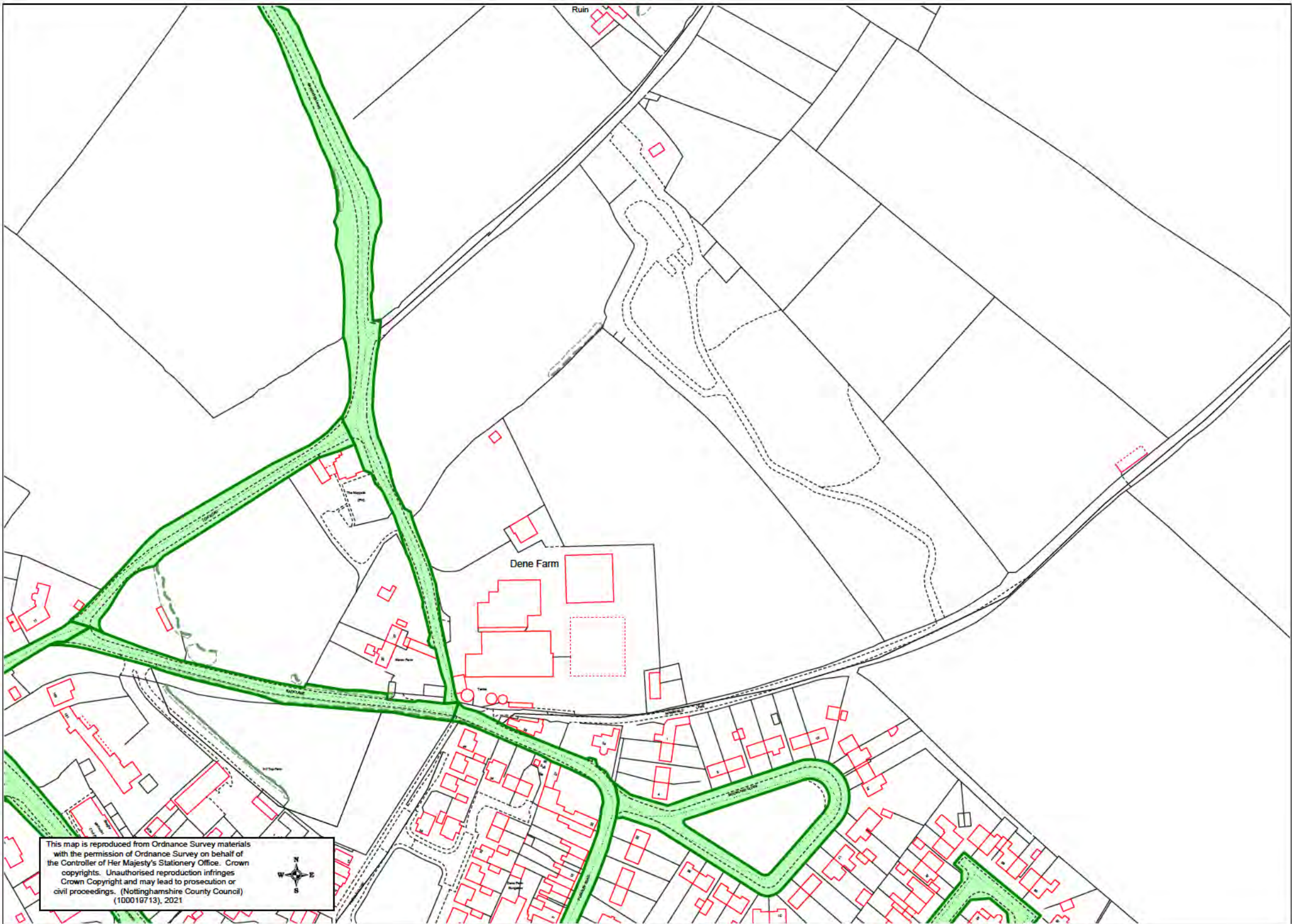


APPENDIX A Highway Boundary Data



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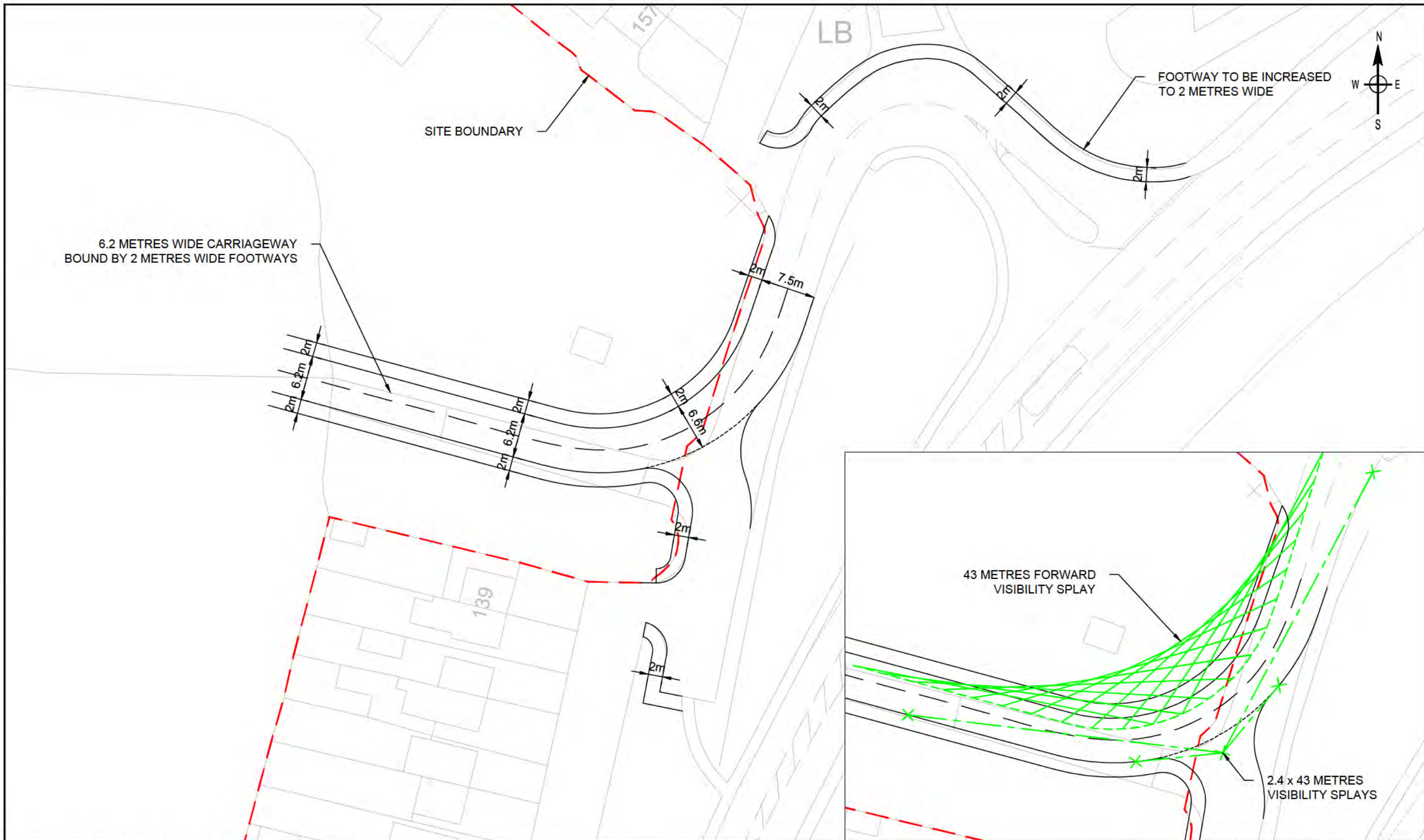
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NTTS5190-2PD Beck Lane
Traffic and Transport Appraisal
Stags Limited
June 2021



APPENDIX B Drawings



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PROJECT
LAND AT BECK LANE, SKEGBY

CLIENT
STAGS LIMITED

DRAWING TITLE
ACCESS OPTION TWO - EXTENSION OF BECK LANE



DRAWN BY	CHECKED BY	APPROVED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
KH	AM	AM	03.06.21	1:500	PLANNING

DRAWING NUMBER	REV.
NTTS5190-2PD-001	-

CAD FILE NAME : NTTS5190-2PD-001



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