

**MATTER 9: IS SPATIAL POLICY 5 EFFECTIVE IN STRATEGIC DELIVERY TERMS?**

- 9.1 This Matters Statement has been prepared by Tetlow King Planning on behalf of David Sparks of the Minster Veterinary Centre in relation to his land interests to the east of Southwell.
- 9.2 Spatial Policy 5 identifies four strategic sites which the emerging Plan allocates for development, namely:
1. Land South of Newark (circa 3,150 dwellings);
  2. Land East of Newark (circa 1,000 dwellings);
  3. Land around Fernwood (circa 3,200 dwellings); and
  4. Land at the former Thoresby Colliery, Edwinstowe (circa 800 dwellings).
- 9.3 The Policy sets out that where it becomes clear through the monitoring process that delivery is not taking place at the rates required, the Council will actively seek to bring forward opportunity sites by working with landowners and developers to release sites earlier in the Plan period.
- 9.4 The reasoned justification to the Policy details at paragraph 4.32 that the opportunity of delivering significant regeneration in the Sherwood Area of the district will be achieved by the redevelopment of the former Thoresby Colliery as a Sustainable Urban Extension of Edwinstowe.
- 9.5 Paragraph 4.38 of the reasoned justification sets out that the Council considers there to be a number of sites which were allocated or had planning permission previously, which are still considered developable but are subject to uncertainty over timescales for delivery, which have been identified as Opportunity Sites and are detailed in the Allocations & Development Management Plan.
- 9.6 It states that where it becomes clear through the monitoring process that delivery rates are dropping the Council will work with landowners and developers to try to actively

resolve delivery issues where this will bring forward development on these Opportunity Sites.

- 9.7 All of the identified Opportunity Sites fall within the Newark Urban Area, thus placing complete reliance upon the housing market within the Newark Urban Area delivering these sites in the event that the strategic sustainable urban extension allocations at Newark, Fernwood and Thoresby fail to deliver at the anticipated rates set out in the Council's Housing Trajectory.
- 9.8 This seems an illogical approach given that the emerging Plan acknowledges that these Opportunity Sites are "*subject to uncertainty over timescales for delivery*" added to which the identified Opportunity Sites have failed to deliver thus far and there is no evidence before the Inspector to suggest that this will change in the event that the four strategic sites fail to deliver new homes at the rate at which the Council's Housing Trajectory anticipates.
- 9.9 Further analysis of the identified Opportunity Sites is detailed in figure 9.1.

Figure 9.1: Analysis of Emerging Opportunity Sites

Site Reference	Opportunity Sites	Potential number of dwellings	
OS-1	Tarmac Site – Hawton Lane/Bowbridge Road, Newark	270	<ul style="list-style-type: none"> <li>No planning application history for the site.</li> <li>Site is currently still in employment use by Tarmac.</li> <li>Location within industrialised area presents environmental noise, dust etc. issues with residential development.</li> <li>The site is carried forward from the 2013 Housing Allocations DPD and despite its allocation it has yet to be brought forward for development.</li> </ul>
OS-2	The Bearings – Bowbridge Road, Newark	65	<ul style="list-style-type: none"> <li>Planning consent achieved in 2015.</li> <li>Site has been demolished and cleared.</li> <li>Site was listed for sale with detailed planning for 89 residential units as recently as September 2017.</li> <li>Despite extant consent site and availability of the site for development it has yet to be built out.</li> </ul>
OS-3	Flowserve – Hawton Lane, Balderton	210	<ul style="list-style-type: none"> <li>Outline planning consent achieved in 2013.</li> <li>No details of any reserved matters applications on Newark &amp; Sherwood Council website.</li> </ul>

			<ul style="list-style-type: none"> <li>• Site still in employment use by Flowserve.</li> <li>• As recently as September/October 2017 new job roles were being advertised at the site suggesting that there are no immediate plans to vacate the site.</li> <li>• Permission appears to have expired in March 2016.</li> </ul>
OS-4	Land North of Beacon Hill Road (former NUA/Ho/5)	200	<ul style="list-style-type: none"> <li>• The site is carried forward from the 2013 Housing Allocations DPD and despite its allocation it has yet to be brought forward for development.</li> </ul>
<b>Total</b>		<b>745</b>	

9.10 As figure 9.2 illustrates, the four Opportunity Sites which are proposed to come forward if the SUEs fail to deliver housing completions in line with the trajectory are themselves far from a certainty for delivery.

9.11 Although OS-1 is an allocation in the 2013 Allocations DPD it is currently still in employment use and has yet to be subject to a formal planning application. Whilst OS-2 has the benefit of an extant consent achieved in 2015, as recently as September 2017 the site was being marketed for sale suggesting that the current landowner had been unable to make a deliverable scheme stack up.

- 9.12 OS-3 had the benefit of an outline consent achieved in 2013 but there are no details of any reserved matters applications on the Council's website, the permission appears to have expired in March 2016 and the site is currently still in employment use.
- 9.13 In a similar vein to OS-1, Opportunity Site OS-4 is a carried forward allocation from the 2013 Housing Allocations DPD which despite its allocation has yet to be brought forward for development, and has yet to see a formal application for its development.
- 9.14 The proposed strategy of the identified Opportunity Sites coming forward to address any shortfall in SUE delivery rates appears insufficient as there is a great deal of uncertainty surrounding the identified Opportunity Sites and they are no more certain of delivery than the identified SUEs. It is critical that the Council identifies additional Opportunity Sites outside of the Newark Urban Area to ensure that the Housing Trajectory remains deliverable should the SUEs fail to deliver at the rates anticipated by the Council and that additional Opportunity Sites are not wholly reliant on the Newark Urban Area housing market.
- 9.15 The Housing Trajectory set out in the emerging Plan and illustrated in figure 9.2 below envisages completions on the Fernwood SUE from 2018/19 with 10 dwellings, increasing to 65 the following year and then 130 per annum between 2020/201 and 2023/24 before peaking at 150 per annum between 2024/25 and 2032/33.
- 9.16 Outline consent was achieved by Catesby Estates in November 2011. Some six years later in March 2017 Reserved Matters consent was obtained by Avant Homes for 173 dwellings and in November 2017 reserved matters consent was achieved by Bellway Homes for 64 dwellings.

Figure 9.2: Illustrative LDF Housing Trajectory as at 01/04/2017

	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	2026/ 2027	2027/ 2028	2028/ 2029	2029/ 2030	2030/ 2031	2031/ 2032	2032/ 2033
Planning Permission on Allocated Sites	71	70	89	173	217	199	241	202	169	130	130	130	130	130	130	130	130	130	130	130
Planning Permission on Unallocated Large Sites (10 or over)	175	271	189	309	112	132	168	177	105	128	110	60								
Planning Permission on Medium Sites (5-9)	18	36	51	47	28	49	56	42	25		2									
Planning Permission on Small Sites (0 - 4)	48	85	111	56	49	49	58	57	57	59										
Allocated SUE - Land East of Newark							25	60	80	100	100	100	100	100	100	100	100	35		
Allocated SUE- Land Around Fernwood					10	65	130	130	130	130	150	150	150	150	150	150	150	150	150	150
Draft Allocated SUE - Thoresby Colliery							10	50	90	90	90	90	90	90	90	90	90	20		
Sites in the Adopted Allocations & Development Management DPD with no permission as yet						8	143	309	255	246	211	90	80	80	65	175	212	209	165	120
<b>Total Existing Commitments</b>				406	447	756	987	871	883	773	620	550	550	535	645	682	544	445	400	
Opportunity sites														45	100	100	100	100	100	100
Allowance for Windfall							50	50	50	50	50	50	50	50	50	50	50	50	50	50
Losses	-38	-15	-44	-14																
Total Past Net Completions	274	447	396	571																
Total Projected Completions				406	447	756	1037	921	933	823	670	600	600	630	795	832	694	595	550	
Cumulative Completions	274	721	1117	1688	2094	2541	3297	4334	5255	6188	7011	7681	8281	8881	9511	10306	11138	11832	12427	12977
<b>PLAN - Overall Housing Requirement (Annualised)</b>	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454	454
<b>MONITOR - No. of dwellings above or below cumulative requirement</b>	-180	-187	-245	-128	-176	-183	119	702	1169	1648	2017	2233	2379	2525	2701	3042	3420	3660	3801	3897
<b>MANAGE - Annual requirement taking account of past/projected completions</b>	454	721	464	468	462	466	467	445	396	348	289	230	175	114	33	-86	-307	-686	-1376	-3347

- 9.17 The Trajectory does not envisage completions on the East of Newark SUE until 2019/20 with 25 dwellings, increasing to 60 in 2020/21, 80 in 2021/22 and peaking at 100 per annum between 2022/23 and 2029/30.
- 9.18 Completions on the Thoresby Colliery SUE are not envisaged until later still, with 10 in 2020/21 (site currently has an application for outline consent for 800 dwellings lodged but which is undetermined at the time of writing), 50 in 2021/22 and 90 per annum thereafter between 2022/23 and 2029/30. Our concerns relating to the Thoresby Colliery site are detailed further in our statement on **Matter 25**.
- 9.19 Cumulatively across the Plan period the Housing Trajectory envisages 3,765 completions across the proposed SUEs as illustrated by figure 9.3, by comparison the proposed Opportunity Sites cumulatively total 745 dwellings, or 20% of completions envisaged on the SUEs in the Council's Housing Trajectory.

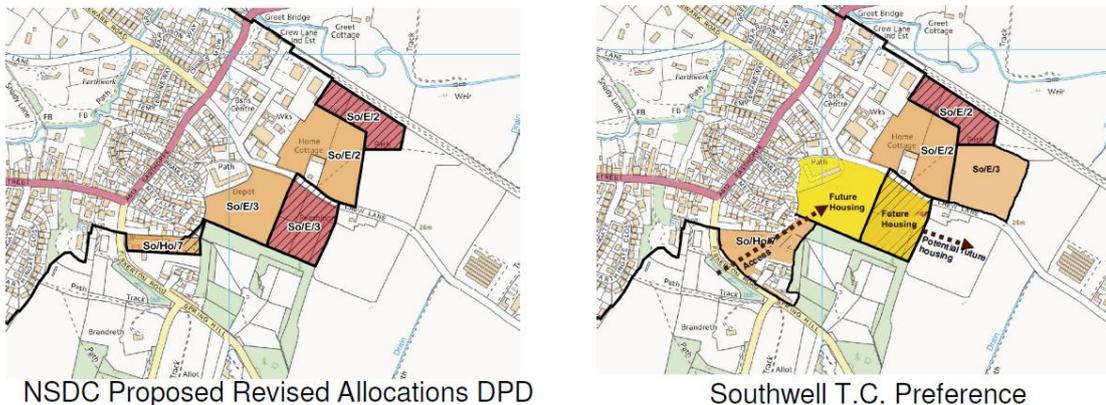
Figure 9.3: Illustrative LDF Housing Trajectory for SUEs

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
<b>East of Newark SUE</b>		25	60	80	100	100	100	100	100	100	100	100	35		
<b>Fernwood SUE</b>	10	65	130	130	130	150	150	150	150	150	150	150	150	150	150
<b>Thoresby Colliery SUE</b>			10	50	90	90	90	90	90	90	90	90	20		
<b>Cumulative Totals Per Year</b>	10	90	200	260	320	340	340	340	340	340	340	340	205	150	150
<b>Cumulative Total</b>	<b>3,765</b>														

- 9.20 At no point in the Policy or the Monitoring Framework at Appendix F to the emerging Plan does it detail a trigger for what constitutes delivery not taking place at the rates required which would result in Opportunity Sites being brought forward. In addition to which it is not clear if any shortfall in delivery would relate to each individual SUE, or would relate to the shortfall in delivery across the SUEs cumulatively.
- 9.21 In either eventuality, and were a trigger to be included and engaged, the Housing Trajectory does not envisage the delivery of any Opportunity Sites until 2027/28 at the earliest, which further illustrates that the Opportunity Sites identified by the Council are insufficient to address any shortfall in the delivery of strategic sites, at the very least in the short term in the earlier stages of the Plan.
- 9.22 As such additional Opportunity Sites should be identified to remedy this. The four Opportunity Sites already identified all fall within the Newark Urban Area, within which three of the four SUEs are also located which places enormous reliance upon the housing market in the Newark Urban Area delivering the proposed Opportunity Sites should it have already failed to deliver SUEs in the same market area.
- 9.23 To remedy this Opportunity Sites should be provided elsewhere within the district. The spatial portrait of the district at paragraph 2.4 of the Plan details that the main towns of Newark, Southwell and Ollerton & Boughton act as a focus for their communities and those in the wider area. Our concerns about the deliverability of the required infrastructure to support development in Ollerton and Boughton are detailed further in our statement on **Matter 24**.
- 9.24 This is reinforced by Spatial Policy 1 which sets out the settlement hierarchy for the district with the sub-regional centre of Newark the focus for development, following by the Service Centres of Southwell, Ollerton & Boughton, Edwinstowe, Clipstone and Ranworth thus clearly identifying these as higher order sustainable settlements.
- 9.25 Additional Opportunity Sites should therefore be identified in the Service Centres as these represent the most sustainable settlements in the district outside of the sub-regional centre of Newark.

9.26 In the representations that Southwell Town Council made to the Plan Review (**CS.11D**) process the Town Council indicated their preference for future housing sites to be identified to the east of Southwell along Crew Lane. Figure 9.4 replicates the Town Council’s representations.

*Figure 9.4: Southwell Town Council Representation to Plan Review Process*



Source: Southwell Town Council Meeting (January 2017)

- 9.27 Whilst noting that this Examination is for the Plan Review DPD rather than the Settlements and Sites DPD, given the clear need to identify additional Opportunity Sites outside of the Newark Urban Area it is appropriate to promote our client’s land to the east of Southwell as an appropriate additional Opportunity Site.
- 9.28 The land identified by the Town Council for residential development within my client’s ownership constitutes around 2.26 ha, which if it were to be developed in line with Core Strategy Policy CP3’s density target of 30 dph, would result in an additional 68 dwelling Opportunity Site to assist in addressing any shortfall in the delivery of SUEs.
- 9.29 It is also of relevance to illustrate that this is not the full extent of our client’s landownership to the east of Southwell. In total there are some 10.5 ha of land situated in the area south of Crew Lane and north of Fiskerton Road which can be accessed via Crew Lane or Fiskerton Road and has the potential to accommodate circa 300 dwellings.

- 9.30 We consider that the Opportunity Sites identified to address any shortfall in the delivery of the SUEs are insufficient and by the Council's own admission are subject to uncertainties over timescales and as such cannot be considered to represent a suitable alternative should the SUEs fail to deliver as anticipated.
- 9.31 Too much reliance is placed upon the Newark housing market with three of the four SUES within or adjacent to the Newark Urban Area, and all four of the Opportunity Sites falling within the Newark Urban Area. There is no evidence before the Inspector to suggest that the Opportunity Sites in the Newark housing market should be any more likely to be delivered than the SUEs in the same housing market area.
- 9.32 Additional Opportunity Sites must be identified outside of the Newark Urban Area. Our clients land to the east of Southwell has the support of Southwell Town Council as being a site suitable for residential development and it has been demonstrated through our submission to the Preferred Approach Consultations that it is able to achieve a suitable highways access for residential development from Crew Lane and Fiskerton Road.
- 9.33 Furthermore, it is not unduly constrained by flood risk and represents a deliverable residential Opportunity Site that is not reliant upon the Newark housing market and would therefore be an appropriate allocation as an additional Opportunity Site.

Prepared by Tetlow King Planning