

**ASHFIELD DISTRICT COUNCIL**



Council Offices,  
Urban Road,  
Kirkby in Ashfield  
Nottingham  
NG17 8DA

## **Agenda**

### **Local Plan Development Panel**

Date: **Tuesday, 5th July, 2022**

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Time: **2.00 pm**

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Venue: **Council Chamber, Council Offices, Urban Road,  
Kirkby-in-Ashfield**

For any further information please contact:

**Lynn Cain**

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01623 457317

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# Local Plan Development Panel

## Membership

**Chairman:** Councillor Daniel Williamson

**Vice-Chairman:** Councillor John Smallridge

**Councillors:**

Arnie Hankin

Keir Morrison

Kevin Rostance

Jason Zadrozny

Rachel Madden

Matthew Relf

Lee Waters

## FILMING/AUDIO RECORDING NOTICE

This meeting may be subject to filming or audio recording. If you have any queries regarding this, please contact Members' Services on 01623 457317.

## SUMMONS

You are hereby requested to attend a meeting of the Local Plan Development Panel to be held at the time/place and on the date mentioned above for the purpose of transacting the business set out below.



**Theresa Hodgkinson**  
**Chief Executive**

## **AGENDA**

**Page**

1. **To receive apologies for absence, if any.**
2. **Declarations of Disclosable Pecuniary or Personal Interests and/or Non-Registrable Interests.**
3. **Local Plan Update.** 5 - 8
4. **Levelling Up and Regeneration Bill.** 9 - 14
5. **Draft Hucknall Town Centre Masterplan Consultation.** 15 - 20
6. **Local Plan Evidence Base Studies Update.** 21 - 26
  - Nottinghamshire Core & Outer HMA Logistics Study.
  - Greater Nottingham First Homes Assessment.

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<b>Report To:</b>	<b>LOCAL PLAN DEVELOPMENT PANEL</b>
<b>Date:</b>	<b>5TH JULY 2022</b>
<b>Heading:</b>	<b>LOCAL PLAN UPDATE</b>
<b>Executive Lead Member:</b>	<b>NOT APPLICABLE</b>
<b>Ward/s:</b>	<b>ALL WARDS</b>
<b>Key Decision:</b>	<b>NO</b>
<b>Subject to Call-In:</b>	<b>NO</b>

### **Purpose of Report**

To set out the current position regarding the emerging Local Plan with a specific reference to housing need and employment land.

### **Recommendation(s)**

It is recommended that the Local Plan Development Panel note the current position on the emerging Local Plan.

### **Reasons for Recommendation(s)**

To provide the Local Plan Development Panel with an update on the emerging Local Plan.

### **Alternative Options Considered**

None

### **Detailed Information**

The Cabinet at the meeting of 20th September 2021 resolved to undertake a consultation on a draft Local Plan under Regulations 18 of the Town and Country (Local Planning) (England) Regulations 2012, as amended. The consultation was undertaken from 4th October to 16th November 2021.

The Draft Local Plan identified a housing need of 457 dwellings per annum or a minimum of 8,226 dwellings over the Plan period to 2038<sup>1</sup>. This was based on the standard method for assessing housing need set out in the National Planning Policy Framework (NPPF) paragraph 61 and Planning Practice Guidance Housing and Economic Needs Assessment (PPG). The sites proposed for allocation in the Draft were sites put forward and assessed as potentially deliverable and developable.

The PPG uses a formula to identify the minimum number of homes expected to be planned for. While this is not mandatory, the NPPF and PPG sets out the expectation councils will follow the standard method and the resultant housing need figure. It is made clear that any reduction in the housing need figure is a high bar to overcome and will be closely scrutinised at the subsequent formal examination in public of a plan. The local authority will need to demonstrate, using robust evidence, that the reduced figure is based on realistic assumptions of demographic growth and that there are exceptional local circumstances that justify deviating from the standard method. There is no guidance that explains what warrants an exceptional circumstance. The NPPF also provides that sites have to be deliverable and developable. A substantial part of this reflects that landowners must be prepared to have their land developed for housing or other purposes. The evidence is provided through a strategic housing land availability assessment<sup>2</sup> from which councils should identify a sufficient supply and mix of sites considering their availability, suitability and likely economic viability<sup>3</sup>.

At the Party Conference of 6th October 2021, the Prime Minister set out:

*'you can also see how much room there is to build the homes that young families need in this country not on green fields not just jammed in the south east but beautiful homes on brownfield sites in places where homes make sense'.*

Ashfield has seen significant past development on brownfield sites both in terms of the former colliery sites and the traditional textile sites. The deliverable and developable brownfield sites identified through the Strategic Housing and Economic Land Availability Assessment (SHELAA), have been included as allocations in the Draft Local Plan. Nevertheless, there is a substantial shortfall of brownfield sites in relation to meeting the housing need for Ashfield identified through the standard method.

The current position regarding the emerging Local Plan is that the Plan is paused. There is an ongoing dialogue with the Department for Levelling Up, Housing & Communities regarding the standard method, brownfield sites, the implications of development on greenfield land, and the proposed Green Belt release<sup>4</sup> in the emerging Ashfield Local Plan. The Government has introduced the Levelling Up & Regeneration Bill into Parliament and further information is set out in an associated Policy Paper. However, neither the Bill, or the Policy Paper address the issue of the housing requirements and land constraints, including the Green Belt. The Council is currently awaiting a response from the Department for Levelling Up, Housing & Communities.

As Ashfield cannot meet all the housing need set out in the Draft Local Plan on brownfield sites alone, letters have been sent to neighbouring authorities in Nottinghamshire and Derbyshire. The purpose of the letter was to ascertain whether the neighbouring councils are in a position to accommodate any of the assessed level of housing need for Ashfield. The majority of councils have responded that they cannot accommodate additional housing need from Ashfield. One authority identifies that they are currently assessing their own and the wider housing needs in relation to Derby and were not in a position to give a definitive response. Consequently, it is considered that neighbouring authorities will not be able to accommodate any of Ashfield's housing needs.

The Draft Local Plan allocates land for employment purposes. The Plan reflected the evidence from the Nottingham Core HMA<sup>5</sup> and Nottingham Outer HMA Employment Land Needs Study 2021, Lichfield. The Draft Local Plan included proposed allocations for logistics at Junction 27 of the M1. However, the Employment Land Needs Study highlighted a regional demand for logistic along the M1 corridor in Nottinghamshire. As the NPPF places a significant emphasis on logistic requirements, the councils in the Core and Outer HMAs, have commissioned a Logistic Study to take account of the gap in evidence. Further information on this aspect is set out elsewhere on the agenda.

In conclusion, the Local Plan is to remain paused until further Government clarification is received.

1. NPPF paragraph 22 requires strategic policies to look ahead over a minimum 15-year period from adoption of the plan.
2. NPPF paragraph 68. For Ashfield this is reflected in the Strategic Housing and Economic Land Availability Assessment (SHELAA).
3. NPPF paragraph 68.
4. Planning For The Future' - White Paper 2020 'A new nationally determined, binding housing requirement that local planning authorities would have to deliver through their Local Plans. This would be focused on areas where affordability pressure is highest to stop land supply being a barrier to enough homes being built. We propose that this would factor in land constraints, including the Green Belt, and would be consistent with our aspirations of creating a housing market that is capable of delivering 300,000 homes annually, and one million homes over this Parliament'.
5. HMA - Housing Market Area.

## **Implications**

**Corporate Plan:** There are no implications for the Corporate Plan from the report.

**Legal:** There are no direct legal implications from the report. [RLD 23/06/2022]

**Finance:** There are no direct financial resource implications from the report. [PH 27/06/2022].

<b>Budget Area</b>	<b>Implication</b>
General Fund – Revenue Budget	None
General Fund – Capital Programme	None
Housing Revenue Account – Revenue Budget	None
Housing Revenue Account – Capital Programme	None

## **Risk:**

<b>Risk</b>	<b>Mitigation</b>

No risk specific risks are considered to arise from the report.	
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**Human Resources:** There are no direct Human Resource implications from the report.

**Environmental/Sustainability:** There are no environmental/sustainability implications from the report.

**Equalities:** There are no diversity or equality implications from the report.

**Other Implications:** None

**Reason(s) for Urgency:** Not applicable

**Reason(s) for Exemption:** Not applicable

### **Background Papers**

- Draft Local Plan available on the Council's website.

### **Report Author and Contact Officer**

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<b>Report To:</b>	<b>LOCAL PLAN DEVELOPMENT PANEL</b>
<b>Date:</b>	<b>5TH JULY 2022</b>
<b>Heading:</b>	<b>LEVELLING UP AND REGENERATION BILL</b>
<b>Executive Lead Member:</b>	<b>NOT APPLICABLE</b>
<b>Ward/s:</b>	<b>ALL WARDS</b>
<b>Key Decision:</b>	<b>NO</b>
<b>Subject to Call-In:</b>	<b>NO</b>

## **Purpose of Report**

To summarise the Levelling Up and Regeneration Bill and the supporting policy documentations. Whilst the Bill covers a range of topics, this report focuses on the changes which relate to strategic planning.

## **Recommendation(s)**

It is recommended that the Local Plan Development Panel note the publication of the Levelling Up and Regeneration Bill and the supporting information in relation to the implications for the strategic planning system.

## **Reasons for Recommendation(s)**

For information in relation to potential changes to the strategic planning system.

## **Alternative Options Considered**

None

## **Detailed Information**

The Levelling Up and Regeneration Bill was published in the House of Commons for its first reading on 11th May 2022. The Bill follows the Levelling Up White Paper (2021) and the Planning White Paper (2020) and includes a number of proposed changes to the planning system. The

Government has set out further information in a Policy Paper Levelling Up and Regeneration: further information and the Government’s response to the Levelling Up, Housing and Communities Select Committee report on The Future of the Planning System in England.

The Government states that the Bill is intended to improve the planning process through reforms to enhance the plan-led system; deliver high quality design and protect heritage; enable infrastructure; enhance local democracy; provide better environmental outcomes and enable neighbourhoods to shape their surroundings. The Bill is essentially enabling legislation which provides the primary legislative framework for more detailed regulation through secondary legislation and national planning guidance.

The main aspects of the Bill in relation to strategic planning are set out in the presentation to the Local Plan Development Panel and Appendix 1 provides additional information on the strategic planning proposals.

It is understood from the Secretary of State from the second reading of the Bill in Parliament, that a National Planning Policy Framework prospectus will be published, anticipated to come forward in July 2022.

**Implications**

**Corporate Plan:**

The Bill is at an early stage in Parliament, therefore, there are no implications for the Corporate Plan at this time.

**Legal:**

The are no direct Legal implication from the Bill at this time.[RLD 23/06/2022]

**Finance:** The are no direct financial resource implications from the Bill at this time. [PH 27/06/2022].

Budget Area	Implication
General Fund – Revenue Budget	None
General Fund – Capital Programme	None
Housing Revenue Account – Revenue Budget	None
Housing Revenue Account – Capital Programme	None

**Risk:**

Risk	Mitigation
No risk arises from the report.	

**Human Resources:** There are no direct Human Resource implications from the Bill at this time.

**Environmental/Sustainability:** There are no environmental/sustainability implications from the report.

**Equalities:** There are no diversity or equality implications from the report.

**Other Implications:** None.

**Reason(s) for Urgency:** Not applicable.

**Reason(s) for Exemption:** Not applicable.

### **Background Papers**

- Levelling Up & Regeneration Bill, available on Parliament's website.
- Policy Paper Levelling Up and Regeneration: Further information, available on the Government's website.
- Government response to the Levelling Up, Housing and Communities Select Committee report on The Future of the Planning System in England, available on the Government's website.

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**Appendix 1: Greater Nottingham Joint Planning Advisory Board – Executive Steering Group Report - Item 5 Levelling Up and Regeneration Bill**

**Joint Planning Advisory Board – Executive Steering Group**

**Thursday 19<sup>th</sup> May 2022 at 2:00pm**

**1.0      SUMMARY**

- 1.1      The Government published the Levelling Up and Regeneration Bill on 11<sup>th</sup> May 2022. The Bill follows the Levelling Up White Paper (2021) and the Planning White Paper (2020) and includes a number of changes to the planning system. Whilst the Bill covers a range of topics, this report will focus on summarising the changes which relate to strategic planning. It should be noted that, for a number of items, further detail is still to be produced and will be subject to secondary legislation. The contents of the Bill may also change as it proceeds through the legislative process.
- 1.2      The changes are expected to begin to take place from 2024, once the Bill has royal assent and associated regulations and changes to national policy are in place.

**Recommendations**

It is recommended that Joint Planning Advisory Board **NOTE** the publication of the Levelling Up and Regeneration Bill and **CONSIDER** the implications for strategic planning.

**2.0      Levelling Up and Regeneration Bill and Strategic Planning**

**Local Plans**

- 2.1      Local Plans will be given more weight when making decisions on applications through imposing a new duty on decision makers to make planning decisions in accordance with the development plan and national development management policies unless material considerations strongly indicate otherwise.
- 2.2      The ‘duty to cooperate’ contained in existing legislation will be repealed and replaced with a more flexible ‘alignment test’ set out in national policy. It is unclear at this stage what this test may involve.
- 2.3      To incentivise plan production and ensure that newly produced plans are not undermined, the requirement for authorities to maintain a rolling five-year supply of deliverable land for housing will be removed, where a plan is up to date (adopted within the past five years).
- 2.4      Regulations will be updated to set clear timetables for plan production with the expectation that they are produced within 30 months and updated at least every five years. During this period, there will be a requirement for two rounds of community engagement before plans are submitted for independent examination. There will also be new guidance on community engagement in planning, which will describe the different ways in which communities can get involved. Any new digital engagement tools will sit alongside existing methods of engagement, such as site notices and neighbour letters.

- 2.5 There will be a series of 'Gateway' checks during production to help to spot and correct any problems at an early stage. New Local Plan Commissioners may be deployed to support or takeover plan-making if local planning authorities fail to meet their statutory duties.
- 2.6 Policies on issues that apply in most areas (such as general heritage protection) will be contained in a suite of National Development Management Policies, which will have the same weight as plans so that they are taken fully into account in decisions. Further consultation will be undertaken regarding what these policies will cover. This will also include revising the National Planning Policy Framework so it is more streamlined and focuses on setting out the principles to be taken into account in plan-making.
- 2.7 Local planning authorities will have a new power to prepare 'supplementary plans', where policies for specific sites or groups of sites need to be prepared quickly or to set out design standards. These plans will replace supplementary planning documents.
- 2.8 Digital powers in the Bill will require more standardised and reusable data to inform plan-making and there will be a new duty for infrastructure providers to engage in the process where needed.

### Design Codes

- 2.9 The Bill will require every local planning authority to produce a design code for its area. These codes will have full weight in making decisions on development, either through forming part of local plans or being prepared as a supplementary plan.

### Developer Contributions

- 2.10 The Bill will replace the current system of developer contributions with a locally determined Infrastructure Levy. Levy rates and minimum thresholds will be set and collected locally, and local authorities will be able to set different rates within their area. The Government states it is committed to the Levy securing at least as much affordable housing as developer contributions do now.
- 2.11 The Bill will require local authorities to prepare infrastructure delivery strategies. These will set out a strategy for delivering local infrastructure and spending Levy proceeds. The Bill will also enable local authorities to require the assistance of infrastructure providers and other bodies in devising these strategies, and their development plans.

### Environmental Assessments

- 2.12 Strategic Environmental Assessment (including Sustainability Appraisals) and Environmental Impact Assessment will be replaced by 'Environmental Outcome Reports'. Local Plans will be tested against a set of environmental outcomes which have yet to be determined.

### Other Matters

- 2.13 Neighbourhood plans will have greater weight in planning decisions. The Bill also allows parish councils and neighbourhood forums to produce a simpler 'neighbourhood priorities statement' which the local authority will be obliged to take into account when preparing its local plan.

- 2.14 The Bill also includes new 'street vote' powers, allowing residents on a street to bring forward proposals to extend or redevelop their properties in line with their design preferences. Where prescribed development rules and other statutory requirements are met, the proposals would then be put to a referendum of residents on the street, to determine if they should be given planning permission.
- 2.15 The Bill enables the creation of Locally Led Urban Development Corporations which will have the potential to be designated as the Local Planning Authority for both plan-making and planning decisions.

#### Timescales

- 2.16 The Government will put in place a transition plan for Local Planning Authorities based on the expectation that the changes set out in the Bill will begin to have effect from 2024.

<b>Report To:</b>	<b>LOCAL PLAN DEVELOPMENT PANEL</b>
<b>Date:</b>	<b>5TH JULY 2022</b>
<b>Heading:</b>	<b>DRAFT HUCKNALL TOWN CENTRE MASTERPLAN CONSULTATION</b>
<b>Executive Lead Member:</b>	<b>NOT APPLICABLE</b>
<b>Ward/s:</b>	<b>HUCKNALL WARDS</b>
<b>Key Decision:</b>	<b>NO</b>
<b>Subject to Call-In:</b>	<b>NO</b>

## **Purpose of Report**

To feedback on the consultation undertaken on the Draft Hucknall Town Centre Masterplan.

## **Recommendation(s)**

It is recommended that the Local Plan Development Panel note the feedback from the Draft Hucknall Town Centre Masterplan Consultation.

## **Reasons for Recommendation(s)**

For information as the Consultation responses will inform the final Hucknall Town Centre Masterplan which will be considered at the Cabinet meeting of 19th July 2022.

## **Alternative Options Considered**

None

## **Detailed Information**

The Cabinet Meeting of 29th March 2022 approved a public consultation on the Draft Hucknall Town Centre Masterplan. The Masterplan consultation was undertaken in accordance with the provisions set out in the Cabinet report over the period from 25th April 2022 to 5.00pm on 24th May 2022.

A total of 43 representations and 1 late comment were received from local residents, businesses, organisations and infrastructure providers. Responses were received in a variety of forms. The majority of responses were through the completion of the online form on the Council's website. Other responses were received through email and paper, a limited number of which completed the consultation form. 34 responses specifically address the consultation questions and the remainder made general comments on the Masterplan.

The Masterplan has to be seen in the context that it aims to provide a long-term framework for future investment and development, which maximises the opportunities for Hucknall and capitalises on its existing assets. As such, it sets out broad over-arching principles and identifies general areas for improvement, which will enable detailed future projects to be worked up in a timely manner and capitalise on available funding. The intention of the Masterplan is to be a high level guide, it is not intended to be prescriptive. The document should be sufficiently flexible in a changing economic and social climate, i.e. to guide but not constrain future projects. Many comments were very specific in their nature and as such do not relate explicitly to the Masterplan or refer to issues which would be more appropriately addressed through detailed project development or at the planning application stage.

A majority of the responses supported the Vision. No specific amendments to the Vision were set out in responses and it is considered that the majority of the responses are reflected in the Vision for the Town Centre.

While the vast majority of respondents considered it was easy to find their way around the Town Centre, the responses highlighted that there is a requirement to improve accessibility and legibility into and around the town centre. This includes facilitating attractive and safe walking routes into the Centre from surrounding areas and safe routes from the transport hub into the Centre. It is identified in responses that more emphasis should be given to signposting places just outside of the town centre, such as the Hucknall Leisure Centre and how they can be incorporated into the Masterplan in terms of accessibility, waymarking etc. The potential for a heritage trail around Hucknall, alongside heritage waymarking was also raised. Accessibility for the disabled was raised in the context of there being no specific reference to this aspect in the Masterplan. It is proposed to amend the Masterplan to emphasise how its objectives, strategy and proposals reflect equality of opportunity for all users of the town centre.

In relation to culture, economic heritage or social benefits, it was set out in responses that there should be more emphasis on heritage. A response highlighted an error in the 'Hucknall in the past' Section which has been amended. Additional text is proposed to recognise the importance of Hucknall's historic heritage and its sense of history. The Masterplan recognises the importance of heritage within the objective of 'Solidifying the identity of the Town' which looks to create a distinct identity for Hucknall. It is also reflected in the Theme 3.6 'An Attractive and Distinctive Place'. The context for the Masterplan is that a substantial part of the Town Centre is designated as a Conservation Area. As such, in planning terms, there is both statutory and national/local policy protection for preserving or enhancing the character or appearance of the Conservation Area. Responses were received regarding the provision of a Health and Wellbeing Hub. As part of Theme 1 – creating a desirable place to live, the provision of this type of service is recognised. However, it is considered that the Masterplan can be amended to bolster further and identify that the Council is supportive of a new health centre located, if practical, in the Town Centre or edge of centre.

The majority of respondents agree with the objective of building up the Town Centre as a destination with a diverse range of services such as leisure, cultural and arts attractions, and a vibrant nightlife. There is a mixed response in relation to the nature of retail within the Town Centre



with some support for more local shops and other support for national retailers and banks in the Town Centre. There was support for indoor leisure activities. For businesses there were proposals for lower business rates for shops and lower rents. It has to be borne in mind that there is a market based economy and this limits the ability of the Masterplan to influence these aspects. A significant number of the proposals are considered to fall within the broad Masterplan themes set out in Section 3. The more specific proposals are helpful in considering and informing development projects.

A response highlighted that it was considered that the size of the Town Centre should be reduced. The boundary of the Town Centre is reflective of the Local Plan definition of the Town Centre. Consequently, there are not considered to be grounds to reconsider the extent of the Town Centre through the Masterplan.

In relation to aspects that fall into the Masterplan and car parking, responses included additional landscaping, improved lighting, CCTV coverage, more disabled/child parking spaces and the provision of more electrical charging points.

Crime and anti-social behaviour were referred to in responses. Planning has a role to play in relation to crime and anti-social behaviour but this is substantially linked to designing out crime and designing in community safety. This is reflected in the Masterplan's objective to 'Enhance Perception of Safety and Design out Crime'. It is emphasised that the Council and its partners challenge and seek to reduce anti-social behaviour wherever possible.

Specific comments have been made in relation to some of the priority projects and, where appropriate, additional information has been included. The proposed Transport Hub received majority support from respondents but set out more specific proposals of various aspects to the Hub with suggestions that the Hub should have facilities such as toilets and a coffee shop. Some of the priority projects reference alternatives to external roller shutters and it is recognised there needs to be a balance between security and visual impact.

The responses highlighted the greening of the Town Centre including planting of trees. This is reflected in the Masterplan with its nature and wildlife objective, the strategic emphasis on a high quality public realm and the various Themes including 'an attractive place'. This also supports mental health and well being objectives.

One aspect raised that is not specifically identified in the Masterplan is the potential for reducing flooding and, where practical, the de-culverting of the Baker Lane Brook. An additional objective for the Masterplan is proposed 'To Reduce Flood Risk'. This reflects that there may be opportunities to reduce flooding through projects while improving biodiversity habitat and providing additional open space for local residents to enjoy.

A revised Hucknall Town Centre Masterplan and a consultation statement will be considered by the Cabinet on 19th July 2022.

## **Implications**

**Corporate Plan:** While there are no implications from this report for the Corporate Plan, if adopted, the Masterplan will contribute towards the strategic objectives in the Corporate Plan,

allowing the Council to serve the communities and residents of Ashfield, deliver services that are good quality and value for money, and plan strategically for the future to ensure sustainability.

**Legal:** There are no legal implications contained within the report. [RLD 23/06/2022]

**Finance:** There are no direct financial implications arising from this report. [PH 27/06/2022].

Budget Area	Implication
General Fund – Revenue Budget	None
General Fund – Capital Programme	None
Housing Revenue Account – Revenue Budget	None
Housing Revenue Account – Capital Programme	None

**Risk:**

Risk	Mitigation
There are no known risks associated with the report	

**Human Resources:** There are no direct Human Resource implications within the report.

**Environmental/Sustainability:** If adopted, the Masterplan will provide the opportunity to enhance and invigorate the town centre, providing an attractive environment in which to shop, visit, live and work. Along with a potential for improved connectivity, this will encourage sustainable travel pattern for the local catchment population.

**Equalities:** An Equality Impact Assessment was undertaken for the draft Masterplan, which identified no issues. Amendments are anticipated to the draft Masterplan to emphasise how its objectives, strategy and proposals reflect equality of opportunity for all users of the town centre.

**Other Implications:** None

**Reason(s) for Urgency:** Not applicable

**Reason(s) for Exemption:** Not applicable

**Background Papers**

Draft Hucknall Town Centre Masterplan, March 2002. (Available on the Council's website <https://www.ashfield.gov.uk/planning-building-control/local-plan/hucknall-town-centre-masterplan/> )

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<b>Report To:</b>	<b>LOCAL PLAN DEVELOPMENT PANEL</b>
<b>Date:</b>	<b>5<sup>TH</sup> JULY 2022</b>
<b>Heading:</b>	<b>LOCAL PLAN EVIDENCE BASE UPDATE</b>
<b>Executive Lead Member:</b>	<b>NOT APPLICABLE</b>
<b>Ward/s:</b>	<b>ALL WARDS</b>
<b>Key Decision:</b>	<b>NO</b>
<b>Subject to Call-In:</b>	<b>NO</b>

## **Purpose of Report**

To update the Local Plan Development Panel on the evidence base for the emerging Local Plan.

## **Recommendation(s)**

It is recommended that the Local Plan Development Panel note the additional evidence base documents in relation to Logistics and First Homes.

## **Reasons for Recommendation(s)**

For information in relation to possible implications of the evidence for the emerging Local Plan.

## **Alternative Options Considered**

None

## **Detailed Information**

A local plan must be based on proportionate, relevant and up-to-date evidence (National Planning Policy Framework [NPPF] paragraph 31). The evidence needs to inform what is in a plan and shape its development. All local plans are examined by a planning inspector in determining whether a plan is 'sound'. The inspector will consider whether a plan is justified, taking into account the reasonable alternatives and based on proportionate evidence.

Studies, assessments and background documents provide the evidence base which underpin the emerging Local Plan. Where practical, the Council works together with neighbouring authorities to provide the evidence base to reduce costs and demonstrate cooperative working. This also facilitates the legal requirement to meet the duty to cooperate set out in legislation and identifies relevant strategic matters which cross administrative boundaries and need to be addressed in Plans.

Two additional evidence base studies are nearing completion, First Homes and a Logistics Study.

### First Homes

A key aspect of the emerging Local Plan is providing housing to meet local housing needs. A Housing Need Assessment was undertaken in 2020 as part of the evidence base. However, subsequently, the Government introduced a national policy for First Homes through a Written Ministerial Statement and planning practice guidance.

The definition of affordable housing in NPPF Appendix 2: Glossary includes affordable housing. The definition includes '*discounted market sales housing sold at a discount of a least 20% below market value*'. First Homes are a specific kind of discounted market sale housing which fall within the definition of affordable homes. Planning Practice Guidance First Homes (PPG) includes the following requirements:

- a. they must be discounted by a minimum of 30% against the market value;
- b. they are sold to a person or persons meeting the First Homes eligibility criteria;
- c. on their first sale, they must have a restriction registered on the title at HM Land Registry to ensure the discount continues in perpetuity;
- d. after the discount has been applied, the first sale must be at a price no higher than £250,000 (or £420,000 in Greater London).

Some of these national requirements may be amended at a local level based on evidence.

Planning Practice Guidance First Homes set out that First Homes are the government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations. If, for example, the local plan set out a policy requirement for 10% of houses developed to be affordable housing, of that 10%, 25% would need to be First Homes. Therefore, for a development of 300 dwellings, 30 dwellings would be affordable homes, of which 8 dwellings would be First Homes. First Homes through developer contributions would be delivered through the Section 106 agreement<sup>1</sup>.

The Study covers Ashfield and the Nottingham Core Housing Market Area councils. It provides an analysis looking at the cost of housing to buy and rent in the study area. It confirms that for Ashfield affordable housing should relate to affordable rents and social rents. A further issue identified for Ashfield is that ownership of homes is restricted by access to capital (e.g. for deposits, stamp duty, legal costs) as well as potentially mortgage restrictions (e.g. where employment is temporary). Therefore, a focus on a First Homes approach is not recognised as being helpful. An alternative would be shared ownership<sup>2</sup> which is another form of affordable housing which provides an alternative way to home ownership.

The analysis does not preclude the Council from not taking First Homes forward and makes a series of recommendations in relation to the nature of First Homes at a local level.

1. The government has set out a model S106 Agreement for First Homes.

2. Shared ownership – You buy a share in a property where you cannot afford all of the deposit and mortgage payments for a home that meets your needs. <https://www.gov.uk/shared-ownership-scheme>

## Logistics Study

Logistics involve the people, processes, and programmes required to keep items moving in and out of warehouses to enable an efficient, sustainable and effective supply of goods for consumers and businesses. The logistics sector can contribute to local employment opportunities and has distinct locational requirements that need to be considered in formulating planning policies.

One of the key requirements in the NPPF is for strategic policies in any local plan to make sufficient provision for employment. The NPPF in paragraph 83, together with planning practice guidance Housing and Economic Needs Assessment (PPG) places a substantial emphasis on logistics. Strategic policy-making authorities are required to collaborate with other authorities, infrastructure providers and other interests to identify the scale of logistics needs across the relevant market areas.

The current evidence for employment land needs for the Nottinghamshire Core<sup>1</sup> and Outer<sup>2</sup> Housing Market Areas is set out in the Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, Lichfield. The Study indicated there was a substantial regional demand for logistics along the M1 corridor in Nottinghamshire.

The Logistic Study looks to fill the gap in the evidence in relation to strategic logistic requirements, that is for units of 9,290 sq m or more (100,000 sq ft plus) to 2040. It relates to Nottingham Core and Outer HMAs. In accordance with national guidance, it reflects analysis of market signals, engagement with logistics developers/agents, analysis of economic forecasts and engagement with the Local Enterprise Partnerships plans and strategies.

In summary, the draft Study sets out:

- The pandemic's impact on consumer habits has increased the Midlands' logistics & industrial market toward new heights. The East Midlands in 2022 is outperforming every other region in the UK for large scale unit demand. Vacancy is under 2%, which is essentially regarded as market failure.
- Majority of existing stock (74% est.) is pre 2000 suggesting need for replacement before the end of the study period. (The average useful economic life of a strategic warehouse is set out as 30 years).
- There are ongoing requirements for sites of 46,450 sq m to 92,900 sq m (500,000 sq ft to 1,000,000 sq ft) along the Nottinghamshire M1 for logistics and manufacturing however the lack of investment units means they are pushed out of area – losing economic growth opportunities.
- Focus is on the M1 corridor 'big box' market performance. However, there is also a market for units of over 9,000 sq m on A-roads in the study area.
- The Green Belt has historically constrained the development of large-scale logistics sites on this part of the M1 corridor (Junction 25, 26 and 27) which is a prime location for national operators.

- The Study sets out a series of demand figures based on different approaches. Its draft recommendation is the upper end of the need spectrum for logistics should be taken forward with a figure for planning policy purposes of 1,486,000 sqm or 425 ha.
- Taking into account proposed allocations by Ashfield at Junction 27 and Erewash, there is a significant residual need for logistic sites. This is anticipated to be in the order of two large strategic logistics parks depending on the final status of emerging allocations and permissions.
- The draft Study considered the local labour market and identified, based on various assumptions and as an illustration, 8,650 jobs may be generated if sites are allocated to meet future logistics demand. It identifies that within the study area, warehousing specific employment has grown from 5,000 to 11,000 jobs between 2015 to 2020, a 120% increase. The sector requires various types of employment but it is anticipated that there will be an increase in technical professions: engineering / data (higher skill).

1. Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council and Rushcliffe Borough Council.
2. Ashfield District Council, Mansfield District Council and Newark & Sherwood District Council.

The final First Home Study and the Logistics Study will be included in the emerging Local Plan evidence base on the Council’s website once they have been signed off by the participating Councils. They will form part of the evidence that needs to be considered by Ashfield District Council and the other Councils in relation to their emerging Local Plans.

## **Implications**

**Corporate Plan:** Planning, and the Local Plan in particular has a cross cutting role to play in helping to meet and deliver the 6 priorities identified in the Corporate Plan. In particular, the Local Plan has a key responsibility in delivering the outcomes around the supply of appropriate and affordable homes, improving town centres, facilitating economic growth especially around transport hubs, improving parks and open space and increasing tree coverage.

**Legal:** The Planning and Compulsory Purchase Act 2004 (as amended) requires local planning authorities to keep under review the matters which may be expected to affect the development of their area or the planning of development. (Section 15). Section 33A of the Act places a legal duty on local planning authorities, county councils and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of development plan documents or local development documents preparation in the context of strategic cross boundary matters. National guidance on these aspects is provided through the National Planning Policy Framework, National Planning Practice Guidance and Written Ministerial Statements. [RLD 23/06/2022]

**Finance:** The cost of the studies is funded from the budget allocated for the Local Plan. [PH 27/06/2022].

Budget Area	Implication
General Fund – Revenue Budget	The cost of the studies is funded from the budget allocated for the Local Plan.



General Fund – Capital Programme	None
Housing Revenue Account – Revenue Budget	None
Housing Revenue Account – Capital Programme	None

**Risk:**

Risk	Mitigation
No specific risk arises from the report.	

**Human Resources:** There are no direct Human Resource implications from the report.

**Environmental/Sustainability:** The studies are required as part of the evidence base for the Local Plan, which must reflect sustainable development. Consequently, it contributes towards achieving the requirement for sustainable development set out in Section 39 of the Planning and Compulsory Purchase Act 2004 and the National Planning Policy Framework 2021.

**Equalities:** There are no diversity or equality implications from the report.

**Other Implications:** None

**Reason(s) for Urgency:** Not applicable.

**Reason(s) for Exemption:** Not applicable.

**Background Papers**

- National Planning Policy Framework, available on the Government’s website.
- National Planning Practice Guidance First Homes available, on the Government’s website.
- National Planning Practice Guidance Housing and economic needs assessment available on the Government’s website.
- Affordable Housing Update Written Ministerial Statement published on 24 May 2021, available on the Parliament website.
- Housing Needs Assessment 2020, Icenl, available on the Council’s website.
- Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, Lichfield, available on the Council’s website.

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