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**Ashfield Local Plan 2023 to 2040
Regulation 19 Pre-Submission Draft**

**Background Paper 1:
Spatial Strategy and Site Section**

October 2023

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1 Introduction

- 1.1 This paper discusses the rationale for the Spatial Strategy which aims to deliver sustainable growth across Ashfield over the period 2023-2040. It addresses how different options were considered and assessed to arrive at the Ashfield Local Plan 2023 to 2040: Regulation 19 Pre-Submission Draft (referred to as the 'Local Plan' throughout this document), taking account of the Local Plan history and outcome of previous consultations.
- 1.2 The paper goes on to describe the methodology used in assessing the potential capacity for deliverable development and subsequent site selection process. This reflects the Council's strategic approach to delivering the Vision for Ashfield, taking account of government policy and guidance.
- 1.3 The Spatial Strategy for Ashfield is set out Policy S1 of the Local Plan. It has been informed by the assessment of alternative options as set out in the Sustainability Appraisal (SA), alongside the identified housing and employment requirement for the District, and other evidence-based documents including, but not limited to the:
- Strategic Housing and Employment Land Availability Assessment (SHELAA);
 - Green Belt Assessment and Green Belt Harm Report;
 - Brownfield Capacity Assessment;
 - Heritage Impact Assessment;
 - Habitats Regulations Assessment;
 - Accessible Settlements Study.
- All evidence base documents can be found on the Council's website¹
- 1.4 Background Paper 2: Housing Growth and Delivery, identifies the level of growth that the plan needs to provide (446 dwellings per annum), and sets out further information on assumptions in respect of housing supply and delivery, as well as information on Traveller needs. Details regarding how the housing allocations identified in Policy H1 are expected to be delivered over the plan period are included in Appendix 2 of the Local Plan.
- 1.5 Background Paper 3: Employment sets out the Council's approach to employment land requirements over the plan period and further information in relation to the employment land allocations (Policy S6 and EM2).
- 1.6 Appendix 1 of this Paper provides a list of policies, guidance and strategies which are relevant to the Council's spatial approach to growth.

¹ <https://www.ashfield.gov.uk/localplan2021/>

2 Developing a Spatial Strategy for Growth

The Vision

- 2.1 The starting point in developing a spatial strategy is asking the question “What do we want our future District to be like?” Officers have worked with the Local Plan Development Committee (and previously the Local Plan Development Panel/ Local Plan Working Group) to agree a Vision for Ashfield which is both aspirational and achievable.
- 2.2 The Vision has been amended since the first version which was consulted on in 2021. The revised version gives greater emphasis to the importance of climate change, reflecting the Council’s commitment to address the issue, and is set out in Chapter 2 of the Publication Local Plan as follows:

Vision

“Ashfield, a place to be proud of”

Ashfield is a District where people of all ages are proud to live, study, work, visit and aspire to stay.

High quality design and place making will shape the delivery of new development, responding to the infrastructure requirements of new and existing local communities.

New housing will be responsive to local needs, enhancing the built environment and reflecting the distinctive characteristics of Ashfield’s towns and villages. The lifestyle of the community will be enhanced by accessible health, leisure, and education opportunities, which will reduce health and income inequality in the district.

Working in Partnership with other organisations and residents, Ashfield will have taken major steps towards becoming net- zero carbon by 2050. The design and layout of development will reflect the change to drier and hotter summers, including the utilisations of green roofs and green space with extensive tree planting. Green space will be utilised to minimising the increased risk of flooding from all sources. New houses and employment units will be energy efficient, utilising solar and other forms of low carbon energy, reflecting electricity generated from a low carbon grid, combined heat and power plants

and local heat sources such as mine water. To minimise the impact of periods of drought, development will be designed to use water efficiently, which facilitate ecosystems with less water being taken out of rivers and aquifers. Vehicles will be substantially powered by electricity resulting in significant local air quality benefits. The emphasis on green infrastructure will facilitate cycling and walking to access local facilities and services, achieving a shift in travel behaviour reducing energy usage and improving the health of residents.

Building on our transport links, a more diverse and thriving economy will encourage higher educational attainment, business enterprise, quality jobs and provide opportunities for a skilled workforce. Improved interchange between transport modes and the use of innovative solutions will help to manage the utilisation of the highway network for all users.

Sutton in Ashfield, Hucknall and Kirkby-in-Ashfield will have thriving, vibrant town centres, offering local products from local sources. They will provide a mix of retail, cultural, employment and local services, being places where people want to visit and live.

The District's rich heritage, scenic countryside and biodiversity are valued resources which will be protected and enhanced for residents to discover and provide opportunities for tourism and recreation.

- 2.3 Fourteen Strategic Objectives were then identified as being central to achieving the delivery of the vision for Ashfield (also included in Local Plan Chapter 2). These address needs across the broad categories of community, economy, and the environment to guide sustainable development. Many of these have a direct influence on the approach to the location of new development, for example, decreasing our carbon footprint from reducing the need to travel; improving the economy and vitality of our town centres; and supporting our more rural communities.

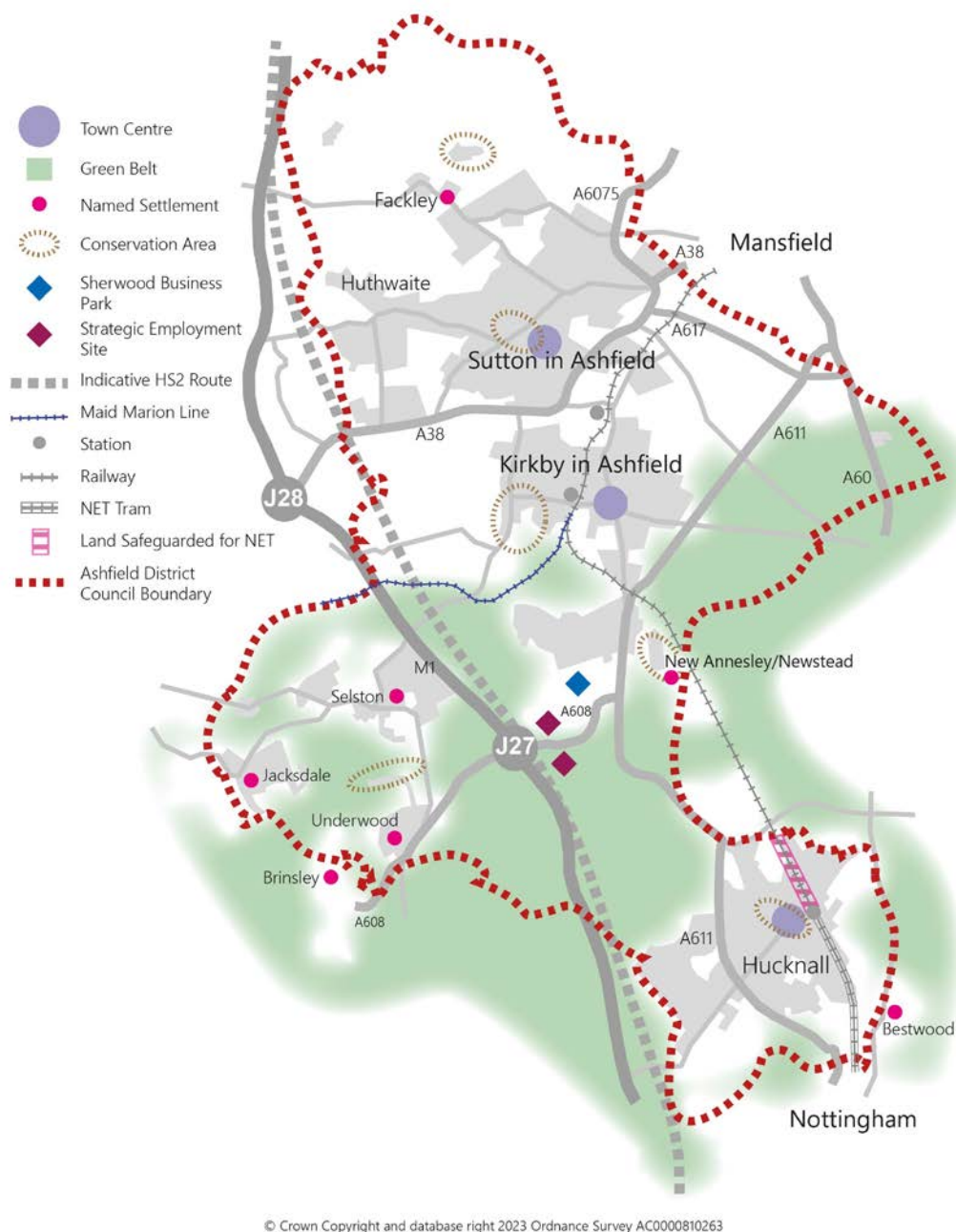
Considerations for Ashfield – where is development best located?

- 2.4 The council has a duty to plan for the future needs of the community as set out throughout the [National Planning Policy Framework 2023](#). Among other things this requires land for housing, employment, leisure facilities and infrastructure, whilst at the same time protecting the natural environment and built heritage.

This requires balancing competing needs in a sustainable and achievable manner.

- 2.5 The following paragraphs explore the key attributes of Ashfield – what are the district's strengths? What needs protecting? Where are the opportunities? What could be, or needs to be improved? The map below illustrates the location of key elements across Ashfield District.

Map 1: Key Diagram for Ashfield



What do we have? Key characteristics of Ashfield District

2.6 Town Centres

Ashfield District benefits from three town centres at Sutton in Ashfield, Kirkby in Ashfield and Hucknall, each with a range of facilities, services and employment opportunities serving the local community and beyond.

2.7 Villages

The three large villages of Selston, Jacksdale and Underwood (identified as Named Settlements in the Local Plan) provide significant residential areas, with some services, facilities, and employment opportunities, but at a lower concentration in the towns. Smaller parts of Brinsley and Bestwood Villages, which are of a similar scale, also fall within the District boundary. In addition, we have a number of smaller settlements including Bagthorpe, Teversal, Fackley and Annesley/Newstead together with smaller hamlets.

2.8 High quality transport links

- The M1 motorway dissects the District, providing communities and businesses with access to the motorway network via Junctions 27 and 28;
- The A38 provides a major east-west route across the District;
- The A611 links Ashfield to the City of Nottingham south of the District, and also to Mansfield further north;
- The Robin Hood Line railway runs through the District from Worksop to Nottingham with stations at Hucknall, Kirkby-in-Ashfield and Sutton Parkway;
- The Nottingham Express Transit (NET) runs from Hucknall into Nottingham and other parts of Greater Nottingham including Clifton and Beeston;
- Good regular bus services within and between neighbouring towns.

2.9 Footpath, cycleway and bridleway routes

- National Cycle Route 6 runs through the District in the east of Hucknall.
- Several existing strategic and local off-road recreational routes provide good cycling and walking opportunities and connect to green space and other route networks e.g. Brierley Branch route which links from the northern end of Brierley Forest Park into Derbyshire, the Teversal and Silverhill Trails and the Leen Valley.
- Recreational routes are mainly concentrated in the north of the District and connect green spaces such as Silverhill, Kingsway Park and Portland Park and are also well connected to trail networks in neighbouring authorities, such as the Five Pits Trail into Derbyshire and the Lower Linear Route into Mansfield.

- The rural areas around the villages of Selston, Underwood and Jacksdale are well served by a network of Rights of Way, but there is a lack of routes in the area to the east of Kirkby and Sutton (leaving Thieves Wood poorly connected to the residential areas of the District).

2.10 Leisure and tourism attractions

In addition to the popular trails mentioned above, the district is also home to:

- Kingsmill Reservoir and The Mill Adventure Base offers improving opportunities for outdoor pursuits, including water based and educational activities, as well as a café/visitor centre. This also forms part of the wider Mill Waters attraction.
- Natural countryside is complemented by award winning Green Flag country parks with a variety of visitor attractions, including Brierley Forest Park and visitor centre/café, Kingsway Park and café, Portland Park and café/visitor centre, The Lawn and café, Titchfield Park and café, and Kings Mill Reservoir.
- Valued heritage assets - within Ashfield we have 5 conservation areas, scheduled monuments, many listed buildings, such as Annesley Hall, Felly Priory and St Katherine's Church in Teversal, and Registered Parks and Gardens at Hardwick Hall/Annesley Hall.
- A rich local history - Our wealth of industrial and cultural heritage includes textiles, mining and engineering, Lord Byron, Eric Coates, D. H. Lawrence, Ben Caunt and Harold Larwood amongst others.
- The Council has been supporting the continued development of the Sherwood Observatory and new planetarium as a visitor attraction and educational facility, aimed at inspiring the next generation of STEM (science, technology, engineering, and mathematics) talent.
- The main town centres and transport nodes are benefitting from development associated with Town Centre Masterplans and regeneration funding both from funding bids and money achieved through planning obligations which will make the area easier to explore the districts history and countryside.

2.11 Ecology

We have a significant number of nationally important designations including ancient woodlands, and Sites of Special Scientific Interest (SSSIs). Parts of Sherwood Forest have been identified as being a potential Special Protection Area (SPA) for its breeding birds (nightjar and woodlark). A large number of sites have also been identified as Local Wildlife Sites.

2.12 Kingsmill Hospital

A major healthcare facility which is part of the Sherwood Hospitals Foundation Trust and associated with Newark Hospital and Mansfield Community Hospital.

It is home to a busy Emergency Department, as well as maternity services, inpatient facilities, clinics and therapy services and many other services. As well as being a key facility, the hospital is also a major employer in the district.

2.13 Economy

Our district benefits from:

- A significant working age population of 80,634 which is expected to grow by 5,544 in the next 4 years;
- 13 business parks with approximately 4,300 registered businesses;
- Major industries including Manufacturing, Construction, Health, Wholesale & Retail, Transport & Storage, Education. We have businesses involved in the aerospace sector and also medical innovation and products;
- Strong employer demand for skills linked to warehousing (e.g., Amazon with up to 2000 jobs), NHS (Kingsmill Hospital), Auditing and Mental Health.

2.14 Education

- Ashfield has lower than average education attainment levels and currently ranks 328th out of 374 local authority areas for educational attainment (UK Prosperity Index 2022);
- 50% of our population has a level-3 or higher qualification;
- 8% have no qualifications;
- Consequently, there is a high percentage of residents working in unskilled occupations in comparison to other areas.
- The 2019 ONS Indices of Multiple Deprivation (IMD) ranks Ashfield as the 63rd most deprived local authority in England. A key message from the Ashfield and Mansfield - A Plan for Growth 2016 (Joint Economic Masterplan Update) is that to maximise the ability of the labour supply to drive growth, it is vital that opportunities are open to all to be economically active, through access to education, training, and employment. The Council is committed to supporting opportunities which assist with the long-term re-skilling of the Ashfield workforce which is necessary to ensure the presence of a highly skilled labour pool to take advantage of new jobs across the District. The Council recently adopted an Education and skills improvement plan (2022 to 2031) which is delivered by Ashfield's Education and Skills Partnerships.
- Strong partnerships are in place with West Notts College, Nottingham Trent University and primary and secondary schools in the District, underpinned by an agreed strategy and action plans to improve access to education and employment opportunities in the district.

2.15 Resident population

- The older population (65+) continues to increase across the District. The Named Settlements area has a particularly large percentage of older people, exceeding that of the younger generation (up 15 years).

2.16 Infrastructure

- The Council is working with its partners to secure appropriate opportunities for infrastructure through bids for funding to Government, planning agreements from large scale developments and potentially the Community Infrastructure Levy. Infrastructure proposals are set out in the Infrastructure Delivery Plan.
- A key focus will be improved accessibility of trains for all users (please see Station and towns Centre Masterplans), along with the interconnectivity with bus services and other forms of transport, in particular to provide access to and from Ashfield for job opportunities, access to services and for access to leisure and tourism for both residents within and outside the District.
- There is a need for better local health care facilities, particularly in the Hucknall area.
- There will also be the requirement for improvements to road and blue and green networks as part of new development proposals.
- The County Council continues to provide advice on primary and secondary school requirements across the district and the Council is working with the Department of Education in the renewal of some schools within the district.

What can we capitalise on? Where are the Opportunities in terms of location for new development and infrastructure?

2.17 Proximity to the strategic transport network:

- We know that there is a growing need for large scale distribution warehousing sites (also known as Logistics sites) in the region, particularly along the M1 corridor – these can attract large employers such as Amazon. The prime location of M1 junction 27 in the district could provide opportunities for such development with important job creation and investment.
- The location of Hucknall to and from Nottingham city with both the NET tram and rail links offers a highly sustainable location for growth in terms of sustainable travel for work and leisure. The railway also offers to a link to Mansfield and Worksop in the north.
- Similarly, the rail links to and from Nottingham and Mansfield from Kirkby & Sutton help to provide a sustainable area for growth.
- The ambition is for Ashfield to be recognised as the destination it is for access to jobs heritage and tourism purposes.

2.18 New infrastructure - Maid Marian Railway Line:

There is potential to reopen the freight-only line between the Robin Hood Line in Nottinghamshire and the Erewash Valley Line in Derbyshire (between Kirkby Lane End and Ironville Junctions) and convert it to a passenger train.

While recognising the wider opportunities associated with HS2, the Maid Marian Line has potential for a stand-alone scheme which would potentially connect the four existing stations in Ashfield and Mansfield to Derby/ Leicester/ Nottingham and beyond.

This project would also be supported by the Sutton Parkway and Kirkby Station Masterplans which identify development and place making improvement opportunities arising from locations near Kirkby-in-Ashfield and Sutton Parkway Stations.

In addition, there are also economic, social, and environmental benefits of providing additional station platforms at both Kingsmill and Selston (Jubilee). This would provide greater local connectivity with cross county connections, improving access to key employment areas, education e.g., Vision West Nottinghamshire College, and healthcare e.g., Kingsmill hospital, for Ashfield residents and those of neighbouring districts.

The reopening of the Maid Marian Line with a station platform in the rural area would provide significantly improved access to wider business markets.

The potential opening of a new station platform at Kings Mill would provide opportunities to access the amenities around the reservoir which have recently been enhanced by a £1.45 million Heritage Lottery funded project, and where a new boathouse and restaurant are being developed as part of the Council's Towns fund Deal. It would also facilitate access to Summit Park, occupied by a major warehousing development providing up to 2,000 jobs, to Oakham Business Park and Kings Mill Hospital, the largest employer in Ashfield. New journey opportunities would be available to improve access to education and training opportunities in Ashfield, Bolsover and Mansfield which are due to be enhanced by Ashfield's Towns Fund award.

2.19 High Speed 2 Phase 2b (HS2):

The Department for Transport's (DoT) Safeguarding Directions include safeguarding a route through the District of Ashfield. The DoT's Integrated Rail Plan for the North and Midlands 2021 included proposals which have now been rescinded although the safeguarded route currently remains. However, the following is still planned:

- Electrification of the Midland Mainline.
- Two development sites at Ratcliffe on Soar Power Station, and East Midlands Airport (part of the East Midlands Freeport proposal)

2.20 East Midlands Airport and the planned East Midlands Freeport:

The [East Midlands Freeport](#) (EMF) was announced as a successful Freeport bid by the UK Government in March 2021. As the UK's only inland Freeport, it will drive economic regeneration across the East Midlands. And underpinning this is a combination of partners focused on creating thousands of jobs, boosting skills and accelerating the region's commitment to decarbonisation and Net Zero through low carbon energy investments.

The Maid Marian Line has the potential to connect the four existing stations in Ashfield and Mansfield Districts directly to the existing rail network, providing valuable connections to the Freeport and beyond.

The Freeport proposal will also support development for key logistics/distribution centres along the M1 corridor.

2.21 Supporting existing settlements and residents

There is an aging population in Named Settlements with dwindling services - in some parts of the rural area bus services are being reduced or removed. It is recognised that work needs to continue to support new approaches to connectivity for the rural areas. A moderate level of development is needed to support key services and deliver affordable housing in these areas, and this has been recognised in our neighbourhood plans.

2.22 Promoting and enhancing existing public transport

The Council is keen to promote an Integrated transport hub in Hucknall where tram and train meets bus, cycle and taxi networks. Ashfield is a partner in the [Bus Service Improvement Plan](#) through the Enhanced Bus Partnership.

As identified above the Council is keen to secure improved accessibility at the existing Hucknall, Sutton, Kirkby stations. Sutton and Kirkby will be supported by Towns funding achieved. Hucknall is to be funded via further developer contribution and bids for funding.

2.23 Green & blue infrastructure

Careful planning of development can provide the opportunity to improve and expand on the existing network of green corridors. The Council have areas of opportunity mapped which can be utilised to provide networks essential for the enhancement of biodiversity across the district and improved green cycle and footpath networks.

2.24 Improve access to countryside, encourage active lifestyles and promote tourism

- The rural areas around the villages of Selston, Underwood and Jacksdale are well served by a network of Rights of Way, but there is a lack of routes in the area to the east of Kirkby and Sutton (leaving Thieves Wood poorly connected to the residential areas of the District). Careful planning of

development can provide the opportunity to increase access to public open space, and expand and improve the existing footpath, cycleway and bridleway routes.

- The Council is committed to providing direct green cycle routes to embed positive mental and physical health and overall air quality.
- Opportunities for interpretation of heritage assets as a consequence of development will encourage tourism.
- The new Sherwood Observatory and Kingsmill reservoir facility offer improved visitor attractions, including activity and educational facilities.
- Town and country interpretation trails are being developed to enable further exploration of the hidden beauty of Ashfield.

2.25 Mine water heating

There is the potential for Mine water heating and improved heat networks within the district. Further exploration is required to ascertain the viability of this type of energy and the wider connections that could be made. The Plan will facilitate and encourage this form of energy use.

What are the risks to the location of development? What needs protecting and what do we want to avoid?

2.26 It is clear that any new development will need to have access to or provide for new essential infrastructure. However, where we locate future development can assist with existing issues and help to achieve the most appropriate solution in providing for growth, boosting our local economy and meeting the needs of the existing population. In particular, we want to:

- Avoid over development in Named Settlements – a moderate level of growth would help to support existing, has the potential provide new services, and also help to address the lack of affordable housing. However, disproportionate growth would threaten the existing village character of these areas;
- Discourage isolated development in areas with little access to services, such as in our smaller villages/hamlets. Development in these areas would not only threaten the rural character but would also encourage dependency on private motor vehicles. This is something we are eager to avoid – as well as conflicting with government policy, the council also has a clear commitment to do everything possible to combat climate change;
- Protect and enhance our valued heritage, e.g., Hardwick Hall setting, and Annesley Hall;
- Protect our open countryside, valued landscapes, and wildlife sites;
- Ensure new development comes forward in a timely manner to help address regeneration and provide for our resident's needs. It is important

that sites put forward for allocation are truly developable and able to deliver in the short to medium term;

- Avoid allocating sites which may not deliver in a timely manner. Identifying a range of site sizes and locations, whilst focussing on those which would deliver less than 500 dwellings can help to provide a steady supply of housing land to meet needs right from the start of the Local Plan time period. Major urban extensions, whilst having the potential to bring their own merits, such as significant new infrastructure, also rely on a much longer lead in period, by which time there may be a change in circumstances.

3 History of the Local Plan: How the Spatial Strategy has Evolved

- 3.1 The current adopted local plan for Ashfield is the Ashfield Local Plan Review (2002 - 2011) which was adopted in 2002. This Local Plan is still used in conjunction with the National Planning Policy Framework (NPPF) as the basis for making planning decisions.
- 3.2 There is a complex history associated with the local plan in Ashfield, and the approach to growth and location for development has evolved throughout the process. A summary of the most recent history is set out below.

Ashfield Local Plan Publication (2017 – 2032)

- 3.3 The Ashfield Local Plan Publication (2017 – 2032) had a spatial strategy of Urban Concentration which focussed development in and adjoining existing settlements. It included two large urban extensions of approximately 1400 dwellings to meet the level of identified housing need at that time.
- 3.4 This Plan was submitted for Examination in February 2017. In October 2017, the Inspector held an Examination which comprised a series of hearing sessions relating to the soundness of the submitted Local Plan. During the Hearing the Inspector identified a number of proposed Main Modifications to the Plan. These included redrafting text for clarity, the inclusion of specific policies for site allocations already identified in the Plan, and a Rural Exception Sites Policy. However, these did not alter the vision or approach to the location of development.
- 3.5 In accordance with the Planning Inspectorate's Procedural Practice, a public consultation on the proposed Main Modifications was undertaken between June and August 2018. However, at the Council meeting on the 6th September 2018², the Plan which was under examination was withdrawn. The key reasons for the decision were to:
- facilitate the new political administration's economic growth aspirations and vision for the District through a more creative approach, and
 - to take account of changes in the National Planning Policy Framework (NPPF).

Draft Ashfield Local Plan 2020 – 2038 (Regulation 18)

- 3.6 The strategy identified in the Regulation 18 Draft Local Plan sought to address the reasons for withdrawal and set out an appropriate and sustainable framework to guide development up to 2038.

² <https://democracy.ashfield-dc.gov.uk/ieListDocuments.aspx?CId=132&MId=3675&Ver=4>

- 3.7 Alongside numerous small and medium sized site allocations, two new settlement proposals at Whyburn Farm and Cauldwell Road were included in the Draft Local Plan (Reg 18) to present an innovative approach in addressing long term need, with the majority of housing at these locations being delivered beyond the Plan period. This approach was considered to offer opportunities for achieving high quality design through use of garden city principles, and 'future proofing' the Plan with large scale strategic allocations to deliver a vision which looked ahead over 30 years. The location of Whyburn Farm in particular sought to capitalise on the proximity of Nottingham City, and the potential for an extension to the existing tram network.
- 3.8 As part of the Regulation 18 consultation, a significant level of objections was received in response to the New Settlement proposals. Many objections questioned the need to allocate additional land to meet housing needs further into the future, in particular where this required the release of Green Belt (at Whyburn Farm), and the loss of countryside at both locations. In relation to Whyburn Farm, 379 individual responses were received of which 355 raised objections. A paper petition of 4,149 signatures and an e-petition total of 3,504 'signatures' was received opposing the development of the area comprising Whyburn Farm. Cauldwell Road new settlement proposal had less responses, 68 of which 51 were objection, possibly due to the fact that the site is more isolated from the urban environment with no public rights of way crossing the site. However, a paper petition of 578 signatures and an e-petition of 1,108 signatures were received.
- 3.9 In the interim, the Government have announced proposals for planning reform, including the introduction of a new approach to assessing local housing need. Subsequent to careful consideration of the public consultation outcomes, together with the uncertainty surrounding future Government policy for plan making, the Council made the decision to progress with the plan, but to exclude the proposed New settlements. This has meant some changes to the spatial approach taken initially, but also reflects the constantly evolving process of plan making.
- 3.10 It should be noted that the plan period for the Regulation 19 Local Plan has now been re-based from 2020-2038 to 2023-2040. The new end date reflects the revised timetable for final adoption of the Local Plan, which is anticipated in early 2025, and the need to comply with national policy requirements to set out strategic policies for a minimum of 15 years (NPPF paragraph 22). Re-basing the start date for the Local Plan also enables the most up to date assessment of housing need to be applied consistently throughout the whole plan period, without having to rely on stepped levels of need in the early years.

4 A Spatial Strategy for Ashfield

- 4.1 The spatial strategy sets out how future growth will be delivered taking account of the geography and key attributes of the District. It considers the size of settlements and their role and function, and how the Council aims to deliver its Vision by guiding the distribution of development across the District.
- 4.2 The Council considered a number of alternative options for spatial growth. These took into consideration the key issues that the Plan is seeking to address, the outcome of previous Local Plan consultations, and a broad the evidence base including (but not limited to) the Strategic Housing and Employment Availability Assessment (SHELAA), the identified housing and employment requirement for the District, a Brownfield Land Capacity Assessment, and the Green Belt Harm Report.
- 4.3 The range of alternative spatial options have been considered in the Sustainability Appraisal (SA) accompanying the Plan. Option 3 in the SA has now been taken forward as it represents the best option to deliver sustainable development and meet the Vision for the District. The SA also sets out the reasons why other options were discounted.
- 4.4 Policy S1 out the Plan's spatial strategy as below and is based on an approach for dispersed development with no large sites of 500 or more dwellings.

Strategic Policy S1: Spatial Strategy to Deliver the Vision

Sustainable growth to deliver the Vision will be achieved through:

1. Creating sustainable and attractive places with an enhanced quality of life for residents;
2. Ensuring a strong regeneration focus for our towns, including maximising the use of previously developed (Brownfield) land;
3. Locating growth in sustainable and accessible locations through prioritising sites for development within and adjoining the Main Urban Areas;
4. Ensuring that new development in or adjoining Named Settlements is of a scale and character that supports these as sustainable locations for growth;
5. Delivering homes via dispersed development, focussing on sites of less than 500 dwellings;
6. Maximising the economic development potential of key sites including land adjacent to M1 Junction 27 and Sherwood Business Park;

7. Facilitating the delivery of new key infrastructure;
8. Ensuring development maximises opportunities to enhance the Blue and Green Infrastructure network and incorporates Blue and Green Infrastructure into new development; and
9. Protecting and enhancing the natural and built heritage, providing opportunities for tourism and recreation.

The settlement hierarchy to accommodate future growth is set out below and identified on the Policies Map:

- a) **Main Urban Areas** to accommodate the largest scale of growth:
Sutton in Ashfield (Sutton)
Kirkby-in-Ashfield (Kirkby)
Hucknall
Areas in the District adjacent to the Mansfield urban area
- b) **Strategic Employment Areas** to assist in economic growth, whilst maximising the locational benefits associated with major transport corridors:
Sherwood Business Park/M1 Motorway Junction 27.
- c) **Named Settlements** to accommodate smaller scale growth which meets the needs of the community and sustains services and facilities:
Selston
Jacksdale
Underwood
Annesley/ Newstead
Bestwood Village
Brinsley
Fackley.
- d) **Blenheim Industrial Estate** to accommodate existing and future employment uses in the event of redevelopment.
- e) **The Remainder of the District** comprises open countryside, including land in Green Belt and all other small villages/hamlets within the District not defined above.

Limited infill development may be appropriate in small villages/hamlets, provided there is no adverse effect on the scale and character of the area. In all other areas, development will only be considered appropriate where sites are specifically allocated in the Development Plan, or where development is appropriate to the Green Belt or Countryside as set out in Policies EV1 and EV2. In this respect development will be restricted to that which requires a countryside location, meets a local need, or supports rural diversification in accordance with policies in this Local Plan.

The spatial approach in the Local Plan seeks to:

- **Deliver high quality design and placemaking, including taking major steps towards becoming net-zero for carbon emissions**

Development will be concentrated to those areas with access to services and facilities, encouraging active travel and consequently, less reliance on the private motor vehicle and healthier lifestyles.

Local Plan strategic policy S10 identifies a comprehensive network of high-quality pedestrian and cycle networks to be upgraded and/or created. New and improved connectivity will facilitate cycling and walking to access local facilities and services, achieving a shift in travel behaviour, reducing energy usage and improving the health of residents.

- **Ensure a strong regeneration focus in our Towns, including maximising the use of brownfield land**

The Plan supports the successful bid for £62.6m from the Towns Fund for Sutton in Ashfield and Kirkby-in-Ashfield which provides substantial opportunities to create sustainable change across the Kirkby and Sutton area and their respective town centres.

Kirkby is also one of 55 towns across the UK to receive up to £20 million funding as part of a national 'Plan for Towns' programme awarded in October 2023. The Council will work with residents and business to help change Kirkby's long-term future, including setting up a 'Town Board' to bring together community leaders, employers, local authorities to deliver the long-term plan and build on the successful Discover Ashfield partnership that the Council has already established.

Hucknall has had significant investment over previous years and future funding options are currently being explored for the town. The Plan aims to build on the success of this investment and address the continuing requirements for infrastructure improvements in for example transport connectivity, health care and air quality. This will enhance Hucknall as a great place to live, visit and enable those who bring jobs and investment.

In respect of the land allocations, the site selection process has explored the potential for delivery of new development from sustainability located previously developed sites. All brownfield sites which have been assessed as developable and meet the size threshold have been included in the Local Plan as allocations.

- **Locate growth in sustainable and accessible locations**

Housing development in the District will be brought forward through sites mainly concentrated in and adjacent to the larger and more accessible towns of Hucknall, Sutton-in-Ashfield and Kirkby-in-Ashfield under Policy

H1. Policy H7 of the Local Plan supports this approach by promoting higher housing densities in areas closer to town centre services and major transport hubs.

The District is well served by the Robin Hood railway line, with stations at Sutton, Kirkby and Hucknall, in addition to the NET tram link between Hucknall and Nottingham city. The location of development aims to capitalise on this key public transport connectivity.

To maximise the ability of the labour supply and drive growth, it is vital that opportunities are open to all to be economically active, through access to education, training and employment. In addition to new and improved infrastructure, Ashfield's Towns Fund award also includes plans for a new regional Automated Distribution and Manufacturing Centre (ADMC) creating a regional centre of excellence focused on promoting and providing access to the latest technologies and best practice in automated distribution and improve skills of the local workforce. Through Vision West Nottinghamshire College and Nottingham Trent University, who have opened a campus in Mansfield, a Research & Innovation, and Teaching & Learning "platform" is already under development on which to base the ADMC. This enables the development of a proposition unlikely to have been imagined in the area previously.

- **Support proportionate and sustainable growth in the villages of Selston, Jacksdale and Underwood**
Local Plan policy H1 enables proportionate and sustainable housing growth in the Named Settlements to facilitate the retention and growth of services, and to provide affordable housing.
- **Capitalise on the accessibility of the M1 transport corridor**
A significant demand has been identified for logistics sites along the M1 corridor in Nottinghamshire (see Background Paper 3: Employment). To contribute towards meeting this need and attract more jobs into the district the Plan includes strategic allocations to the north-east (net developable area 18.42 ha) and south-east of Junction 27 (net developable area 22.5 ha).
- **Facilitate the delivery of new key infrastructure.**
Local Plan Strategic policies S8, S9 and S10 promote the opening up of the freight only Maid Marian railway line to passengers. The potential from upgrading this line not only offers opportunities for greater connectivity with regular passenger services, it also has the potential for positive economic impacts by enhancing the viability and attractiveness of key locations and sites along the route.

The Council's Station Masterplans build on an economic analysis, identifying several development opportunities near Sutton Parkway and Kirkby-in-Ashfield Stations on the Robin Hood Line. Ashfield's Towns Fund award in 2021 has already progressed the Kirkby Station Masterplan with a proposal to create a new transport hub at Kirkby Station planned for 2024.

Building on our transport links, a more diverse and thriving economy will encourage higher educational attainment, business enterprise, quality jobs and provide opportunities for a skilled workforce. Improved interchange between transport modes and the use of innovative solutions will help to manage the transport network for all users.

Strategic Policy S9 identifies that infrastructure has a key role in meeting the requirements for sustainable development. Policy SD5 enables the Council to secure developer contributions as a means of offsetting the impact of a development on infrastructure either by seeking the developer to undertake the necessary work, or via a financial contribution that cannot be secured by a planning condition.

- **Maximise opportunities to enhance the Blue and Green Infrastructure network**

Green infrastructure helps to regulate temperatures and reduce the risk of flooding, while providing biodiversity benefits. Local Plan policies S13 and EV4 encourage the delivery, conservation and enhancement of Green Infrastructure to be achieved through the establishment of a network of green corridors and assets, having regard to the Council's Green Infrastructure and Biodiversity Technical Paper.

- **Protect and enhance the natural and built heritage.** The district's rich heritage, scenic countryside and biodiversity are valued resources which will be protected and enhanced for local residents to discover, and to provide opportunities for tourism and recreation. Strategic Policies S13, S14 and development management Policies EV1-EV10 focus on our natural and built heritage.

5 Housing Need and Capacity for Development

Level of Housing Need

- 5.1 National planning practice guidance sets out a standard methodology for calculating the minimum number of homes expected to be planned for in a local planning authority area³ (See Background Paper 2:Housing for more detail). There is an expectation that the standard method will be used and that any other method will be used only in exceptional circumstances. For the purposes of the Regulation 19 Pre-Submission Draft Local Plan, having assessed the land supply, policy and physical constraints, the Council is planning for a minimum of **446** dwellings per year as its housing target. This means **7,582** dwellings over the entire plan period as set out in policy S7 of the Local Plan.
- 5.2 The Local Plan must identify a sufficient supply and mix of sites, taking account of their availability, suitability and likely economic viability. This needs to identify a supply of specific, deliverable sites for the first five years, specific, developable sites or broad locations for growth for years 6-10 and, where possible for years 11-15 of the plan.

Sources of Housing Land Supply

Housing Sites with Planning Permission

- 5.3 Housing sites with planning permission for more than 9 dwellings have been included as site allocations in the Plan. Where these are under construction, only the remaining dwellings have been identified in Policy H1. Smaller sites with planning permission still count towards the total number of homes which can be delivered but are not specifically allocated or identified on the Policies Map. More information is set out in Background Paper 2: Housing.
- 5.4 Table 12 in Chapter 8 sets out the allocated housing sites which have the benefit of planning permission at 31st August 2023.
- 5.5 In addition to allocating large sites there will also be a continued supply of dwellings from small (up to 9 dwellings) and potential for larger windfall sites across the District. The supply of dwellings from small developments with planning permissions at April 2023 is set out in Table 1 below.

³ <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

Table 1: Summary of supply from ‘small’ housing sites with planning permission

Area/ Permission type	Dwellings
Hucknall Small Sites with Outline Permission	24
Hucknall Small Sites with Full Permission	97
Kirkby Small Sites with Outline Permission	6
Kirkby Small Sites with Full Permission	42
Sutton Small Sites with Outline Permission	33
Sutton Small Sites with Full Permission	98
Rural Small Sites with Outline Permission	4
Rural Small Sites with Full Permission	34
Total District Supply from Small Site Planning Permissions	338

Windfall sites

5.6 Future Supply from windfall sites is more difficult to predict and is less certain, but for small sites we have taken an approach based on past rates (see Background Paper 2 for more detail). Future changes in permitted development rights may also enable more housing opportunities from changes of use. By taking the average amount of completions on small sites and extrapolating this forward, we estimate that a further 60 dwellings per annum could come forward from this source on unidentified small sites. However, this figure would not be counted in addition to the existing small site planning permissions for the first 5 years to avoid double counting. (See Background Paper 2: Housing for more detail).

5.7 A total of 720 dwellings are anticipated to come forward from this source between the years 2028 to 2040.

Housing Sites with a resolution to grant planning permission subject to signing a Section 106 legal agreement

5.8 Sites which have had a resolution to grant planning permission subject to the signing of a section 106 legal agreement in respect of developer contributions have been reviewed. These are included where there is a clear realistic prospect of the sites coming forward within the Plan period and are listed in Table 14, Chapter 8.

Sites submitted to the Strategic Housing and Economic Land Availability Assessment (SHELAA)

5.9 In addition to sites with the benefit of planning permission, the main source for identifying potential development sites is the Strategic Housing Land Availability Assessment (SHELAA). This is a requirement of the National Planning Policy Framework (NPPF) and provides an ongoing assessment of submitted sites that may have potential for residential and/or employment development. It helps the council to understand where and when development could happen in the future.

5.10 The SHELAA methodology⁴ focusses on the following:

- The identification of sites;
- Assessment of each site to consider whether it can be considered for future allocation based on:
 - Availability
 - Suitability
 - Achievability
- Estimating the development potential based on:
 - Density
 - Developable area
 - Any site constraints
 - Lead in times and build-out rates

5.11 Some sites were 'ruled out' for development at an early stage. This is where the whole site was affected by a 'major constraint' including the following:

- Sites of Special Scientific Interest (SSSI)
- possible potential Special Protection Areas (ppSPA)
- Scheduled Monuments
- Historic Parks and Gardens
- Designated Local Green Space

5.12 Other key constraints to development were then identified through Stage 1 of the assessment process which excluded sites from the 'pool' considered for allocation, including:

- Confirmation from the landowner(s) that the site is **not** available;
- The whole or the majority of the site is affected by one or more locally designated natural asset (Local Wildlife Site, Local Nature Reserve, Tree Preservation Order or a Regional Important Geological site);

⁴ <https://www.ashfield.gov.uk/localplan2021/>

- The potential for substantial harm to or total loss of significance to a Heritage Asset (e.g., Listed Building, Conservation Area, Scheduled Monument);
- Significant highway access constraints, or the site is isolated from the public highway;
- Severe topographical constraints;
- High level of flood risk – Zone 3;
- Neighbouring/adjoining use would be incompatible with the proposed development type with no scope for mitigation;
- Development of the site would result in the loss of an existing use which is not surplus to requirements and cannot be located locally;
- Delivery is anticipated to commence beyond 15 years.

5.13 Stage 2 of the site assessments scored the sites using a 'RAG' method, i.e,

- Red = Not currently achievable
- Amber = Potentially achievable
- Green = Achievable

This resulted in providing a 'pool' of sites which may be suitable to meet future development needs. The individual site reports are available on the Council website⁵ and Table 2 summarises the potential for housing development from SHELAA sites. It should be noted that where sites overlap, the potential yield has been reduced to avoid duplication in the calculations.

5.14 Small sites are not typically allocated in the Local Plan but do count towards the overall supply (as set out in paragraphs 5.5 -5.7). In addition, several sites assessed for housing in the SHELAA have subsequently come forward or been allocated for alternative uses. As such, these sites have been netted off the potential for housing delivery on sites assessed as 'Green' and 'Amber' in the SHELAA.

Table 2: Summary of SHELAA housing sites, August 2023

Number of sites submitted	225
Number of sites assessed as unavailable, unsuitable or unachievable	88
Dwellings on 'green' or 'amber' sites	15,641
Dwellings on 'red' sites	12,122
Total dwellings put forward in the SHELAA	27,764

⁵ <https://www.ashfield.gov.uk/localplan2021/>

Dwellings from SHELAA green/amber sites	15,641
Less dwellings on sites now put forward for alternative uses	113
Less small sites with planning permission or completed sites	59
Less small sites without planning permission	43
Potential housing delivery from remaining Green/Amber sites	15,426

Brownfield Register and Brownfield Land Capacity Assessment

5.15 Government advice emphasises the importance of making effective use of land, and the need to set out a clear strategy for accommodating needs in a way that makes as much use as possible of previously developed or 'brownfield land' (NPPF paragraph 119). NPPF paragraph 120(c) requires planning policies to give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs.

5.16 Maximising the use of previously developed and under-used land is an important element in the overall approach to achieving sustainable development and is a key element of the Local Plan's strategic objectives.

5.17 The Council's Brownfield Land Register provides up-to-date, publicly available information on brownfield land that is suitable for housing within Ashfield. The register is updated annually and can be found on the Council's website.

5.18 The Brownfield Land capacity assessment (November 2022) considers the potential opportunities for the development of previously developed sites within Ashfield's settlement boundaries. This draws from several sources including the Brownfield Register, the Strategic Housing and Economic Land Availability Assessment (SHELAA), GIS/aerial photography, and site visits. Brownfield sites currently being developed are not identified as the focus is on the degree to which remaining brownfield sites can accommodate future housing and development requirements.

5.19 In summary, the assessment sets out identified sites as follows: -

5.20 *Permissioned Brownfield Sites*

- 10 brownfield sites with planning permission (not yet implemented) with potential to generate a total yield of 267 dwellings.
- Of these 6 are 'small' sites (less than 10 dwellings) with a potential total yield of 36 dwellings. The council have a threshold of 10 or more dwellings for housing site allocations, therefore the small site planning permissions are not included within the Plan policy H1. However, they are counted towards

overall housing supply – see Table 22 (also included in the Local Plan as Table 3).

- The remaining 4 'large' sites have potential to deliver 267 dwellings. These are listed in Table 3 below which also illustrates whether they have been proposed as land allocations.

Table 3: Large permissioned sites from the Brownfield Land Capacity Assessment

Site Name	Total Site Area (ha)	Proposed Housing Yield (dwellings)	Proposed allocation?
Rolls Royce Phase 5, Watnall Road, Hucknall (Shepherd Steet)	3.2	100	Yes - H1HI This site is now under construction.
Land off Southwell Lane, Kirkby in Ashfield	2.0	60	No – A Reserved Matters application was submitted for this site in 2018 and remains pending a decision. There has been little recent activity and therefore uncertainty surrounding realistic delivery.
Land at Junction of Outram Street/Park Street, Sutton in Ashfield	0.12	24	Yes – H1Sz
The Quarry, 57 Stoneyford Road, Sutton in Ashfield	1.29	47	Yes – H1Sac

5.21 *Non-Permissioned Brownfield Sites*

- 29 brownfield sites without current planning permission - potential to generate a total yield of 927 dwellings.
- Of these 13 are 'small' sites (less than 10 dwellings) with a potential total yield of 47 dwellings. The council have a threshold of 10 or more dwellings for housing site allocations, therefore the small site planning permissions are not included within the Plan policy H1. However, the council use a small site 'windfall' allowance which estimates potential delivery of housing from small sites without current planning approval for later in the Plan period (see paragraphs 5.6-5.7 and Table 22).
- The remaining 16 'large' sites have potential to deliver 880 dwellings. These are listed in Table 4, which also illustrates whether they have been proposed as land allocations.

Table 4: Large non-permissioned sites from the Brownfield Land Capacity Assessment

Site Name	Total Site Area (ha)	Proposed Housing Yield (dwellings)	Proposed allocation?
Former Seven Stars, West Street, Hucknall	0.66ha	24	Yes - H1Ha
Phases 5 (part) and 9, Rolls Royce, Watnall Road, Hucknall	5.3ha	105	Yes - H1He NB This site has now been granted planning permission for 150 dwellings and is known as Phase 5b.
Phases 10,11,12, land at Rolls Royce, Watnall Road, Hucknall	4.44ha	10	Yes - H1Hf NB This site has now been granted planning permission for 101 dwellings and is known as Phase 9
Hucknall Town Football Club, Watnall Road, Hucknall	3.5ha	100	Yes - H1Hg Part of the site has been granted planning permission for a new food store, with the remaining site area expected to be utilised for housing with an estimated yield of 82 dwellings.
Land at Doles Lane, Kirkby-In Ashfield	2.39ha	54	Yes - H1Kc
Land at Junction of Priestic Road/ Northern View, Sutton in Ashfield	0.54ha	19	Yes - H1Se. An application for outline consent for 19 dwellings is currently being assessed (V/2022/0133).
Pattern House, Crossley Avenue, Huthwaite	0.68ha	23	Yes – H1Sad Site of a former textile factory demolished following outline consent for a residential development (ref V/2018/0212).
Station House, Outram Street, Sutton in Ashfield	0.15ha	28	Yes – Identified as a key development opportunity under Strategic Policy S11. This site consists of a derelict house and surrounding disused overgrown land. Outline consent for 28 apartments and 2 retail units was granted in 2018 (ref V/2016/0098) but has since lapsed. The site occupies a key location on the edge of the town centre, and the Sutton Town Centre Spatial Masterplan 2019 identifies it as part of the Northern Bridge gateway. Key opportunities include improvements to public realm and identity, including themed gateway feature/public art, and Mixed use sustainable development. It is not considered appropriate to rely on potential housing yield from this site which is envisaged to be brought forward for a more imaginative proposal appropriate to its key

			location. Should housing ultimately come forward as part of any future scheme, it will be counted towards supply at that time.
Hucknall Police Station, Watnall Road, Hucknall	0.57ha	23	Yes – H1Ca This site consists of a building formerly used as a police station and associated car park that is currently vacant. Full permission for a 73-bed extra care home (use class C2) was granted on 17/04/2023 (V/2021/0849).
Former Kirklands Home Day Centre, Fairhaven, Kirkby in Ashfield.	0.55ha	19	No - This site was formerly occupied by a care home before being demolished in 2020. It is owned by Nottinghamshire County Council but was not put forward for assessment via the SHELAA. In respect of housing, the site cannot be deemed developable where the availability of the site is not certain, and therefore cannot be relied upon for future delivery. Ashfield Council have been proactive in approaching the landowners but have not received any submission for the site to be assessed for development potential.
Land at Lane End, Kirkby in Ashfield	0.43ha	17	Yes – Identified as a key development opportunity under Strategic Policy S11. This is vacant land with remnants of hardstanding from its former use as a factory. A significant part of the site is identified as being in Flood Zones 2 and 3. The site occupies a key location on the edge of the town centre, and the Kirkby Town Centre Spatial Masterplan 2019 identifies it as part of the Station Gateway. Key opportunities include developing this site for mixed use, including residential, and potentially business/service uses, local convenience store, and car parking. It is not considered appropriate to rely on potential housing yield from this site which is envisaged to be brought forward for a more imaginative proposal appropriate to its key location. Should housing ultimately come forward as part of any future scheme, it will be counted towards supply at that time.
Land between Alexandra and Edward Street, Kirkby in Ashfield	0.4ha	14	No Formerly the site of the East Kirkby Miner's Welfare, demolished in 2014. It is in private ownership and was not put forward for assessment via the SHELAA. In respect of housing, the site cannot be deemed developable where the availability of the site

			is not certain, and therefore cannot be relied upon for future delivery. Ashfield Council have been proactive in approaching the landowners but received no interest in submitting the land to be assessed for development potential.
Patco, Lowmoor Road, Kirkby in Ashfield	2.6ha	104	No This was previously the site of a textile manufacturer which has relocated. It comprises a single large building, remnants of hardstanding, a car park and grassed areas. An outline application for a mixed-use development incorporating residential and commercial uses (ref V/2021/0234) is currently being assessed. The site was not submitted to the SHELAA but will be allocated/counted towards future housing supply in the event that permission is secured.
Former Richard's Garage, 89-91 Priestic Road, Sutton in Ashfield	0.31ha	12	No This site is currently vacant and overgrown. It was previously occupied by a commercial garage. There is no recent planning history for the site. It is in private ownership and was not put forward for assessment via the SHELAA. In respect of housing, the site cannot be deemed developable where the availability of the site is not certain, and therefore cannot be relied upon for future delivery. Ashfield Council have been proactive in approaching the landowners but received no interest in submitting the land to be assessed for development potential.
Land adjacent no.208 Mansfield Road, Sutton in Ashfield	1.0ha	34	Yes – H1Sag Former factory site currently vacant with remnant slabs/hardstanding. There have been 2 recent applications to develop the site as a retail store, which were refused (V/2017/0318 & V/2018/0221). An application for the erection of 36 dwellings is currently being assessed (ref V/2022/0347).
Land off North Street, Huthwaite	2.2ha	90	Yes – H1Sah This site was formerly occupied by a textiles factory demolished in 2016. It is listed within the Council's brownfield land register with a proposed net yield of 90 dwellings. A variety of applications have been submitted to re-develop the site for housing within the last 10 years. These have either lapsed or were refused. The most recent application proposes 71 dwellings (V/2022/0109) and is still being assessed.

5.22 *Mixed Brownfield/Greenfield Sites*

A further 6 sites were identified which partially constituted brownfield land, with a potential yield of 190 dwellings. Of these sites:

- 4 are proposed as housing allocations;
- 1 has now been developed for housing;
- 1 site with the potential to deliver 18 dwellings is not allocated.

Table 5: Mixed Brownfield/Greenfield non-permissioned sites from the Brownfield Land Capacity Assessment

Site Name	Total Site Area (ha)	Proposed Housing Yield (dwellings)	Proposed allocation?
Linby Boarding Kennels, East of Church Lane, Hucknall		43	Yes – H1Hb
Beacon Farm, Derby Road, Kirkby-In Ashfield		41	Yes - H1Ka.
Annesley Miners Welfare Institute, Derby Road		45	Site complete. This site was originally included as a housing allocation in the Draft Local Plan (Regulation 18 version) however, the site is now built out.
Rear of Lime Avenue, Huthwaite	0.6ha	18	No The northern part of this site is approximately 0.16ha in area and is occupied by privately rented garages and hardstanding. The southern part is an approximately 0.44ha area comprising a set of disused allotments. An outline application for a residential development (ref V/2022/0087) is currently pending a decision. The site is in private ownership and was not put forward for assessment via the SHELAA, but will be allocated/counted towards future housing supply in the event that permission is secured.
Adj 149 Stoney Lane, Selston		6	Yes - H1Vd.
Land North of Larch Close, Underwood		37	Yes - H1Vg.

5.23 The evidence from the Brownfield Land Capacity Assessment illustrates that the vast majority of brownfield sites have planning permission, have been put forward for planning permission, or are proposed allocations in the emerging Local Plan. Consequently, although brownfield sites can contribute towards meeting the future housing needs for Ashfield, there is no option but to utilise greenfield sites based on the level of requirement assessed through the standard method for determining the minimum number of homes required in national planning policy and guidance.

6 Employment Need and Capacity for Development

Level of Need for Employment Land and Sources of Employment Land Supply

- 6.1 The employment land requirements reflect the evidence from the Nottingham Core HMA and Nottingham Outer HMA, Employment Land Needs Study 2021 (ELNS), Nottingham Core HMA and Nottingham Outer HMA Logistics Study 2022 and the analysis set out in Background Paper No 3: Economy & Employment Land 2023, and the Greater Nottingham Strategic Distribution and Logistics Sites Background Paper 2023.
- 6.2 Local Plan Policy S8 identifies a demand for approximately 81 hectares of land for employment purposes in Ashfield over the Plan period. The figure in the Policy is based on an adjusted past take up rate scenario and takes account of the demand for space from the logistics sector. This approach will facilitate the priority sectors identified in D2N2's Strategic Economic Plan⁶, which aims to tackle the productivity gap for the D2N2 area to remain a competitive business location and to deliver long term prosperity.
- 6.3 The ELNS highlights that from wider market signals, i.e., beyond Ashfield's boundaries, there is significant demand for land for logistics (large scale distribution/warehousing) along the M1 corridor. This was confirmed in the Logistics Study 2022 which recommended providing for approximately 425 Ha of strategic warehousing/logistics facilities within Nottinghamshire (excluding Bassetlaw District) and identified the following areas of opportunity:
- Adjacent to M1 Junction 28 and 27 (Sutton in Ashfield, Alferton, Kirkby-in-Ashfield and towards Hucknall);
 - Adjacent to M1 Junction 26 (Langley Mill, Eastwood and Kimberley);
 - Adjacent to M1 Junction 25;
 - Adjacent to A453; and
 - Area surrounding Newark (along A1 and A46).
- 6.4 The logistics study particularly identified that Junctions north of junction 24 to junction 28 of the M1 are regarded as prime locations within the East Midlands in terms of location, accessibility, and access to labour markets.
- 6.5 Chapter 8 in the [Background Paper No 3 Economy & Employment Land \(2021\)](#) sets out the sources of employment land identified by the Council. Proposed employment allocations to meet identified demand are detailed in Chapter 8 of this paper.

⁶ D2N2 – the Spark in the UK's Growth Engine Strategic Economic Plan - 2019-2030'

7 Considerations and approach to site selection

- 7.1 Chapter 5 identifies various sources of sites which may be suitable for allocating in the Local Plan to meet future needs. This chapter sets out the other key factors which have been taken into consideration when selecting the most appropriate sites that would deliver the Spatial Approach and achieve the Council's vision for the future.
- 7.2 The Council has taken a sequential approach to selecting sites for allocation as follows:
- **Stage 1:** Sites with planning permission;
 - **Stage 2:** Sites with a resolution to grant planning permission subject to signing a Section 106 legal agreement;
 - **Stage 3:** Brownfield (previously developed) sites assessed through the SHELAA as 'achievable' or 'potentially achievable' and consistent with the Council's strategic approach for sustainable growth;
 - **Stage 4:** Greenfield sites assessed through the SHELAA as 'achievable' or 'potentially achievable' and consistent with the Council's strategic approach for sustainable growth;
 - **Stage 5:** Green Belt sites assessed through the SHELAA as 'achievable' or 'potentially achievable' and consistent with the Council's strategic approach for sustainable growth.

Sustainability Appraisal (SA)

- 7.3 The Sustainability Assessment (SA) is a means of ensuring that the likely social, economic and environmental effects of the Local Plan are identified, described and appraised. It includes a process called Strategic Environmental Assessment (SEA). The SEA regulations require a report which identifies, describes and evaluates the likely significant effects of the Plan on the environment. It has helped to inform the Plan's spatial approach by appraising several reasonable alternatives in respect of different levels and distribution of growth that could be accommodated in the District over the 17-year plan period. It also undertakes an assessment of policies and sites, assessing the likely positive and negative impacts.

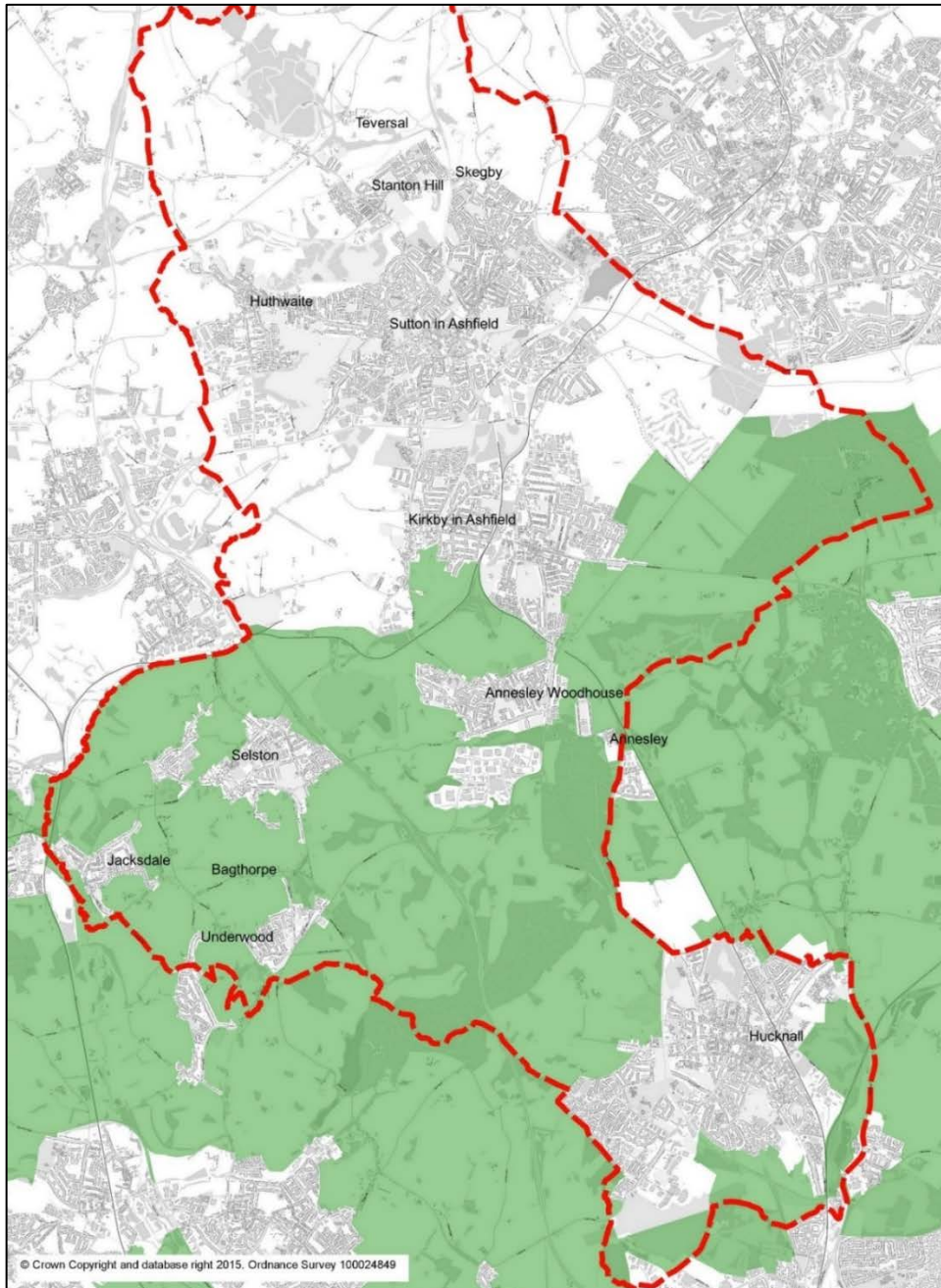
- 7.4 The SA is an aid to decision making rather than determining decisions as its findings are not the only factors considered when determining what approach to take forward in the Plan⁷. There are often an equal number of positive or negative effects identified for different options, such that it is not possible to 'rank' them based on sustainability performance to select a preferred option. Other factors, for example the effect of the Green Belt, deliverability, conformity with national policy and consultation responses are also taken into account in bringing forward the Local Plan.
- 7.5 The SA is important to the 'soundness' of the Local Plan as it demonstrates that decisions were made with awareness of the positive and negative impacts of the decisions. It comprises a report and a non-technical summary with supporting appendices, which include consideration of growth options, appraisal of sites, and appraisal of policies. It should be read in combination with the Local Plan and Background Papers to the Local Plan as it has informed the approach to the Local Plan policies and allocations.

Green Belt Harm

- 7.6 Map 2 shows the extent of the Nottingham and Derby Green Belt within Ashfield. It is largely confined to the south of the District and equates to approximately 41% of Ashfield. This includes land around Hucknall, land to the south and east of Kirkby-in-Ashfield and land surrounding the rural villages of Selston, Jacksdale, Underwood and small parts of Brinsley and Bestwood. The village of Bagthorpe is 'washed over' by the Green Belt.
- 7.7 An assessment of the Green Belt has been undertaken in relation to two stages:
1. A Strategic Green Belt Review, 2016 (SGBR) and Addendum 2021
 2. A Green Belt Harm Assessment September 2023.

⁷ "It is not the purpose of the SEA to decide the alternative to be chosen for the plan or programme. This is the role of the decision-makers who have to make choices on the plan or programme to be adopted. The SEA simply provides information on the relative environmental performance of alternatives, and can make the decision-making process more transparent". A Practice Guide to the Strategic Environmental Assessment Directive, Sept 2005. Office of the Deputy Prime Minister paragraph 5.B.7

Map 2: Extent of Green Belt in Ashfield District



Strategic Green Belt Review

- 7.8 A SGBR (2016) and Addendum (2021) were undertaken by the Council using a framework agreed with the neighbouring authorities of Broxtowe Borough Council, Gedling Borough Council and Nottingham City Council. The Strategic Framework has not been queried by the inspectors at these councils Local Plan examinations.

7.9 The SGBR provides a means of identifying the most important areas of Green Belt, when assessed against the five purposes of Green Belt as set out in national policy. The SCBR was a two stage process:

- Assessment 1 - gives a broad overview of the performance of the Green Belt at a strategic level. The Framework enables authorities to remove a stage 1 area from further assessment at this point if appropriate.
- Assessment 2 - The broad areas from Assessment 1 are divided into smaller sites, using defined physical feature such as roads, railways, watercourses, tree belts, woodlands, ridgelines or field boundaries to determine suitable sites for assessment. Sites are then assessed again, (using the criteria set out in Figure 1 of the SGBR and the Matrix in Figure 2 in the same way as at Assessment 1).

7.10 Each site assessed is given an overall score ranging between 4 (low) and 20 (high). This is a technical exercise and does not determine whether or not land should remain or be excluded from the Green Belt. It is the role of the Local Plan to formally revise Green Belt boundaries and to allocate land for development, where appropriate, having taken into account all relevant planning considerations.

Green Belt Harm Assessment

7.11 Several of the sites submitted to the SHELAA for consideration by the Council as possible development allocations are located within the existing Green Belt boundary. [Background Paper 4: Green Belt Harm Assessment, 2023 \(Stage 2\)](#) examines the likely harm to Green Belt purposes that may result from the development of any of these sites which were identified as potentially 'developable'.

7.12 Tables 6 to 9 below summarise the overall Green Belt harm conclusion for each of the 'developable' Green Belt sites submitted to the SHELAA. Site location plans can be found in Appendix 2 of this Paper.

Table 6: Hucknall SHELAA Sites – Overall Green Belt Harm Rating

SHELAA Ref.	Site Address	Site Area (ha)	Release Scenario	Overall Harm Score	Overall Harm Rating	Proposed Local Plan allocation?
HK013	Linby Boarding Kennels, East of Church Lane	3.32	Release of HK013 as an expansion to Hucknall North	15	Relatively High	Yes H1Hb

HK022	Land adj. Stubbin Wood Farm, Watnall Road	8.82	Release of HK022 as an expansion to Hucknall South/ West	9	Relatively Low	Yes H1Hd
HK028	Whyburn Farm	205.80	Release of HK028 as a New Settlement	13	Moderate	No
HK046	West of Moor Road, Bestwood	5.95	Release of HK046 as an expansion of Bestwood North	13	Moderate	No
HK047	Common Lane, Hucknall (includes HK001, HK002, HK003 & HK004)	17.69	Release of HK047 as an expansion of Hucknall North/West	10	Relatively Low	No
HK051	Land north of A611/south of Broomhill Farm (includes HK016, HK034, HK043 & HK050)	31.02	Release of HK051 as an expansion of Hucknall South	9	Relatively Low	Yes H1Hd

Table 7: Kirkby SHELAA Sites – Overall Green Belt Harm Rating

SHELAA Ref.	Site Address	Site Area (ha)	Release Scenario	Overall Harm Score	Overall Harm Rating	Proposed Local Plan allocation?
KA002	Beacon Farm Derby Road	2.36	Release of KA002 as an expansion of Kirkby South	6	Low	Yes H1Ka
KA004	Land off Thorsby Ave	3.23	Release of KA004 as an expansion of Kirkby East	8	Relatively Low	No
KA015	Adj, 53 Blidworth Road	2.44	Release of KA015 an expansion of Kirkby East	13	Moderate	No
KA016	West of Derby Road	12.68	Release of KA016 an expansion of Kirkby East	8	Relatively Low	No
KA017	West of Derby Road / south of Diamond Avenue	5.96	Release of KA017 an expansion of Kirkby East	8	Relatively Low	No
KA019	Rear of 257 – 275 Nuncargate Road	0.49	Release of KA019 as an expansion of Annesley Woodhouse North	10	Relatively Low	No

KA020	North-east of J27 M1	20.47	Release of KA020 as a strategic employment site off Junction 27 of the M1	14	Relatively High	Yes S6a
KA024	Land off Abbey Road/ Richmond Road	1.69	Release of KA004 as an expansion of Kirkby East	11	Moderate	No
KA025	South-east of J27 M1	36.79	Release of KA025 as a strategic employment site off Junction 27 of the M1	17	High	Yes S6b
KA039	Land off Main Road, Nuncargate	1.50	Release of KA019 as an expansion of Annesley Woodhouse North	9	Relatively Low	No
KA046	Land off Hucknall Road, Newstead	2.50	Release of KA046 as an expansion of Newstead West	12	Moderate	Yes H1Kh
KA048	Land off Thorsby Avenue / Abbey Road (includes KA004, KA023, KA024)	10.03	Release of KA004 as an expansion of Kirkby East	8	Relatively Low	No
KA053	Land to the east of Sherwood Business Park, Derby Road (A611)	8.97	Release of KA053 as an expansion to Sherwood Business Park	15	Relatively High	No

Table 8: 'Rurals' SHELAA Sites – Overall Green Belt Harm Rating

SHELAA Ref.	Site Address	Site Area (ha)	Release Scenario	Overall Harm Score	Overall Harm Rating	Proposed Local Plan allocation?
SJU001	Land at Plainspot Farm, New Brinsley	1.56	Release of SJU001 as an expansion of Brinsley West	10	Relatively Low	Yes H1Va
SJU002	Rear of 105 Cordy Lane, Underwood	1.47	Release of SJU002 as open countryside. The site is isolated from the settlement of Underwood	14	Relatively High	No
SJU004	Land off Barrows Hill Lane, Westwood	24.27	Release of SJU004 as an expansion of Jacksdale East	9	Relatively Low	No
SJU012	Church Lane, Selston	0.69	Release of SJU012 as an expansion of Selston North	9	Relatively Low	No

SJU013	East of Station Road, New Selston	4.23	Release of SJU013 as open countryside. The site is isolated from the settlement of Selston	14	Relatively High	No
SJU014	Land adj, Bull and Butcher PH, Selston	6.60	Release of SJU014 as an expansion of Selston/New Selston	8	Relatively Low	Yes H1Vc
SJU016	Land adj. 149 Stoney Lane, Selston	0.20	Release of SJU016 as an expansion of Selston West	8	Relatively Low	Yes H1Vd
SJU017	East / North Stoney Lane, Selston	8.43	Release of SJU017 as an expansion of Selston North/West	10	Relatively Low	No
SJU018 & SJU020	Land off Park lane / South-West of M1, Selston	12.49	Release of SJU016 as an expansion of Selston North-East	7	Low	Yes H1Ve
SJU021	Land off Stoney Lane, Selston	0.72	Release of SJU021 as an expansion of New Selston North/East	10	Relatively Low	No
SJU022	Land off Stoney Lane, Selston	7.23	Release of SJU022 as open countryside. The site is isolated from the settlement of Selston/New Selston	11	Moderate	No
SJU023	Rear 18 Stoney Lane, Selston	4.01	Release of SJU023 as an expansion of Selston/New Selston	9	Relatively Low	No
SJU027	Between 106 – 132 Main Road, Underwood	0.51	Release of SJU027 as an expansion of Underwood North	14	Relatively High	No*
SJU028	Rear of 101 Cordy Lane, Underwood	1.98	Release of SJU028 as open countryside. The site is isolated from the settlement of Underwood	14	Relatively High	No
SJU029	Land adj. 82 Mansfield Road, Underwood	1.43	Release of SJU029 as an expansion of Underwood East	11	Moderate	No
SJU031 & SJU043	Land north of Larch Close, Underwood	2.93	Release of SJU031 & SJU043 as an expansion of Underwood North/East	11	Moderate	Yes H1Vg

SJU033	Land off Felley Mill Lane North, Underwood	0.69	Release of SJU033 as an expansion of Underwood East	10	Relatively Low	No
SJU037 - E	Land south of Alfreton Road, Jubilee	34.35	Release of SJU037-E as an expansion of Jacksdale North	14	Relatively High	No
SJU039	Land at Church Lane, Underwood	0.44	Release of SJU039 as an expansion of Underwood North	8	Relatively Low	No
SJU040	Land south of Annesley Lane, Selston	10.36	Release of SJU040 as an expansion of Selston South/East	10	Relatively Low	No
SJU041	Land off 48 Plainspot Road, New Brinsley	2.68	Release of SJU041 as an expansion of Brinsley North/East	12	Moderate	No
SJU042	North of Melbourne House Farm, between Inkerman Road & Lea Lane, Selston	2.11	Release of SJU042 as an expansion of Selston South	10	Relatively Low	No
SJU044	Land West of Selston Road, Jacksdale	3.65	Release of SJU044 as an expansion of Jacksdale North/West	10	Relatively Low	No

*This site has planning permission but is too small for allocation, however it is counted towards overall housing supply.

- 7.13 Important factors that need to be considered when establishing 'exceptional circumstances' for making any alterations to Green Belt boundaries are most notably sustainability, viability and deliverability issues. Whilst the ideal would be to minimise harm to the Green Belt, it may be that the most sustainable locations for development will result in higher harm to the Green Belt.
- 7.14 In each location where alterations to Green Belt boundaries are being considered, a planning judgement is required to establish whether the benefits of Green Belt release and the associated development outweigh the harm to the Green Belt designation. Consideration will also need to be given to potential measures to mitigate harm to the Green Belt, as well as potential opportunities to enhance the beneficial use of the Green Belt.
- 7.15 Site allocations requiring Green Belt release are discussed in more detail In Chapter 8 of this Paper.

Heritage Impact Assessment (HIA)

7.16 The Heritage Impact Assessment (HIA) draws together available information on designated and non-designated heritage assets. It includes the results of several site surveys, an examination of published and unpublished records, and charts historic land-use through a map regression exercise. The assessment also considers the setting of heritage assets and provides an assessment of how their settings contribute to their significance.

7.17 The principal aims of the HIA is to:

- gain an understanding of the cultural heritage assets in and around a site;
- evaluate the consequences of a proposed change to the significance of heritage assets.

The results inform the Local Plan and aid the formulation of a mitigation strategy for any assets affected.

7.18 The HIA assessed all potential development sites identified as having the potential to harm a designated or non-designated heritage asset. This equated to 44 sites across the District. From these 44 sites 12 priority sites were identified. These were sites that merited a more detailed review based on the number of designated assets in the vicinity and/or the high archaeological potential of the sites which required further review.

7.19 A summary of these sites and recommendations are set out in Table 9 below. This includes the new settlement sites at Whyburn farm and Cauldwell Road (S6 and S7) which no longer form part of the strategic approach to growth and as such are not proposed for allocation. The employment sites at Junction 27 of the M1 remain in the Draft Local Plan and are discussed in detail in Chapter 9 of this Paper (referenced as sites S6a and S6b).

Table 9: Heritage Impact Assessment – Priority Site Summary

Site	Level of Harm to the Historic Environment	Level of Change to the Historic Landscape Character	Recommendation
HOUSING/ MIXED USE			
S6 - Whyburn Farm, Hucknall	Less than Substantial (Cumulatively: Substantial)	Substantial	Remove from allocation (or else reduce in size and undertake high-quality mitigation including retention of Whyburn Farm)
S7 - Cauldwell Road, Sutton-in-Ashfield	Less than Substantial (Cumulatively: Substantial)	Substantial	Retain with Mitigation

H1Sd - Adj Oakham Business Park, Sutton-in-Ashfield	Less than Substantial (Cumulatively: Substantial)	Substantial	Retain with Mitigation
H1Hd - Land adjoining Stubbing Wood Farm, Watnall Road, Hucknall	Total Loss to Less than Substantial Harm	Less than Substantial	Retain with Mitigation
H1Ss - Land to the east of A6075 Beck Lane, Skegby	No Harm (Cumulatively: Less than Substantial)	Substantial	Retain with Mitigation
H1Si - Rear Kingsmill Hospital, Sutton-in-Ashfield	Less than Substantial	Substantial	Retain with Mitigation
H1Sf - Rear 23 Beck Lane, Skegby	No Harm (Cumulatively: Less than Substantial)	Minor	Retain with Mitigation
H1Kc - Land at Doles Lane, Kirkby-in-Ashfield	Less than Substantial	No Change	Retain
H1Hb - Linby Boarding Kennels, East of Church Lane, Hucknall	No harm	Minor	Retain
EMPLOYMENT			
S8a – North-East M1 J27 (KA020)	Less than Substantial (Cumulatively: Substantial)	Substantial	Remove from allocation
S8b – South-East M1 J27 (KA025)	Less than Substantial (Cumulatively: Substantial)	Substantial	Remove from allocation
EM2 S3 Hamilton Road Employment Site	Less than Substantial (Cumulatively: Substantial)	Substantial	Retain with Mitigation

Habitats Regulations Assessment (HRA)

- 7.20 The HRA screens the Draft Local Plan development proposals to determine whether they would have a likely significant effect on habitat sites. Whilst there are currently no habitat sites of international importance in Ashfield, the Sherwood Forest area is currently being considered as a possible potential Special Protection Area (ppSPA), which is a site of possible European importance. Special Protection Areas (SPAs) are designated to protect rare and vulnerable birds and their habitats, in this case, Nightjar and Woodlark.
- 7.21 Whilst the Sherwood Forest area is under review, Natural England has advised the Council to take a risk-based approach towards development to avoid or reduce impact upon the protected birds and their habitats. As such, the HRA includes an assessment of the Sherwood Forest ppSPA to future-proof the Local Plan.
- 7.22 The HRA concludes that the Local Plan will have no adverse impact on site integrity at any Habitats site, or upon the ppSPA, either alone or in combination.

Accessibility of Settlements Study

- 7.23 The Accessible Settlements Study for Greater Nottingham (2010) assesses the level of accessibility of existing settlements within the Greater Nottingham area, including Ashfield, in terms of their residents' access to jobs, shopping, education and other services by walking, cycling and public transport.
- 7.24 The aim of any spatial development strategy is to ensure that new development takes place at the appropriate scale in the most sustainable settlements. Most development should be concentrated within those settlements with the largest range of shops and services with more limited development within local service centres and villages. The overall aim of the Local Plan is to create sustainable communities.
- 7.25 Table 10 below sets out the accessibility scores of each settlement as taken from appendix 1 of the study, highlighting the most sustainable to least sustainable based on accessibility. Those settlements identified with a * are not located in Ashfield District but there are sites in those areas which fall within the ADC administrative area that have been allocated in policy H1 of the plan.

Table 10: Settlement Accessibility - source Accessibility of Settlements Study

Settlement	Accessibility Score
Sutton	279.5
Kirkby	274.8
Hucknall	266.8
Stanton Hill	253.1
Huthwaite	248.0
Skegby	247.5
Annesley/Annesley Woodhouse	239.6
Selston	230.7
Jacksdale	227.3
Underwood	224.8
Brinsley *	207.9
Teversal and Fackley	207.5
Newstead *	167.5
Teversal	116.5

- 7.26 The study identifies that the most sustainable areas in Ashfield are Sutton in Ashfield, Hucknall and Kirkby-in-Ashfield while Selston is the most sustainable rural settlement.
- 7.27 In addition to this study, the SHELAA process also includes an assessment of individual sites in respect of their accessibility to services and facilities.

8 Proposed Housing and Employment Allocations

8.1 Paragraph 7.2 of this paper sets out the sequential approach taken to site allocation. The following paragraphs illustrate where the proposed site allocations fit within this approach.

Stage 1: Sites with Planning Permission

8.2 Sites in Table 11 include those with planning permission both unimplemented and under construction. Sites have not been allocated in the Local Plan where construction has commenced, and the remaining yield fell below 10 dwellings at April 2023. The table includes one allocation for a care home (under class C2) which will also contribute towards housing using the assumption of 1.8 bedrooms as the equivalent to 1 house, as set out in government guidance ([Housing Delivery Test measurement rule book](#)).

Table 11: Housing allocations with planning permission

Hucknall Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield
H1He	Phase 5b, land at Rolls Royce, Watnall Road	150	B
H1Hf	Phase 9, land at Rolls Royce, Watnall Road	101	B
H1Hg	Hucknall Town football Club, Watnall Road	82	G
H1Hl	Land at, Shepherd Street (Rolls Royce site)	42	B
H1Hn	(Phase 2) Land at, Broomhill Farm	168	G
	Total	543	

Kirkby Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield
H1Kb	Land off Millers Way, Kirkby-In Ashfield	54	G
H1Kf	Warwick Close, Kirkby-In-Ashfield	34	B
	Total	88	

Sutton Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield
H1Sa	Rear 211 Alfreton Road	110	G
H1Sc	West of Fisher Close, Skegby	84	G
H1Sr	Land off Clare Road	69	G
H1Sw	Off Gillcroft Street/St Andrews Street & Vere Avenue, Skegby	206	G
H1Sx	rear 249, 251 Alfreton Road	43	G
H1Sy	off Brand Lane, Stanton Hill	71	G
H1Sz	Junction of Outram Street/Park Street	24	B
H1Saa	Land at, Beck Lane, Skegby	322	G
H1Sac	The Quarry, 57, Stoneyford Road	47	G
H1Sad	The Pattern House, Crossley Avenue, Huthwaite	23	B
H1Sae	Ashland Road West	300	G
H1Saf	North of Midland Road	20	G
	Total	1319	

Total District housing allocations with planning permission 1950

Residential care homes (Use Class C2)

Site Ref.	Site Name	Potential Yield (bedrooms)	Greenfield/ Brownfield
H1Ca	Former Hucknall Police Station, Watnall Road, Hucknall	73 bedrooms	B

Total dwelling equivalent (ratio of 1.8 bedrooms:1 dwelling) 41

Table 12: Employment allocations with planning permission

Site Ref.	Site Name	Approximate net site area (Ha)	Greenfield/ Brownfield
EM2 S1	Castlewood Business Park, Sutton in Ashfield	2.38	Greenfield - Remaining plot on a Business Park mostly developed.
EM2 S5	West of Fulwood, Export Drive, Sutton in Ashfield	5.68	Brownfield - Located on an Established industrial park.
EM2 H3	Butlers Hill, Hucknall	0.60	Greenfield - Located on a wider area which included landfill, remediated with grant funding.
EM2 H4	Harrier Park, Hucknall	13.39	Brownfield - Located on the former Rolls Royce aerodrome.
	Total	22.05	

Stage 2: Sites with a resolution to grant planning permission subject to signing a Section 106 legal agreement.

8.3 Table 13 lists sites which have had a resolution to grant planning permission subject to the signing of a section 106 legal agreement in respect of developer contributions. In all cases, the agreements are in the process of being prepared and there is no reason to believe the sites will not come forward for development.

Table 13: Housing allocations with a resolution to grant planning permission subject to signing a Section 106 legal agreement

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield
H1Kd	Off Walesby Drive	196	G
H1Kk	Land off Laburnum Avenue	38	G
H1Vj	Land off Main Road Jacksdale	81	G
	Total	315	

8.4 There are currently no employment sites which fall into this Stage 2 category.

Stage 3: Brownfield (previously developed) sites without planning permission

8.5 Tables 14 and 15 set out brownfield site allocations which have been assessed through the SHELAA as 'achievable' or 'potentially achievable' but do not have the benefit of planning permission. These sites are consistent with the Council's strategic approach for sustainable growth in respect of location and the ability to deliver. They do not include allocations which are a mix of brownfield and greenfield as these all require Green Belt release and are considered at Stage 5.

8.6 Some of these sites are also identified in the Brownfield Land Capacity Study and Table 4 in this paper which also sets out a justification for not taking forward certain sites. Sites H1Sag and H1Sah have not been submitted to the SHELAA, however, both are located within existing residential areas, have pending planning applications at the time of writing, and are identified in the Brownfield register.

Table 14: Housing Allocations on Brownfield (previously developed) sites without planning permission

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA or Brownfield Register Ref.
H1Ha	Seven Stars PH, West Street / Ogle Street, Hucknall	28	B	HK009
H1Kc	Land at Doles Lane, Kirkby-In Ashfield	54	B	KA021
H1Sag	Quantum clothing Site, North Street, Huthwaite	71	B	BFR14
H1Sah	Land adjacent no.208 Mansfield Road, Sutton in Ashfield	36	B	BFR40
	Total	189		

Table 15: Employment Allocations on Brownfield sites without planning permission

Site Ref.	Site Name	Approximate net site area (Ha)	Commentary
EM2 S2	Fulwood Road North, Sutton in Ashfield	1.37	Located on an established industrial park
EM2 K2	Park Lane, Kirkby-in-Ashfield	1.50	Former colliery site
EM2 K3	Portland Industrial Park, Kirkby-in-Ashfield	1.76	Former colliery site
EM2 H1	Aerial Way, Hucknall	0.82	Former colliery site
	Total	5.45	

8.7 Taking into consideration the total potential delivery of **2,495** dwellings from permissioned sites and suitable brownfield sites from Stages 1-3, plus additional small sites (permissioned and potential windfall) amounting to **1,058** dwellings (see paras 5.3-5.7), it is clear that greenfield sites will also need to be brought forward to meet future housing need of 7582 dwellings.

8.8 Similarly, in respect of employment land, available sites from Stages 1-3 of the site selection process will only yield around **27.50 Ha**, therefore greenfield sites will be required to meet the identified demand of 81Ha and key logistics sites.

8.9 Consequently, additional sites are proposed to be allocated at Stages 4 and 5 of the site selection process.

Stage 4: Greenfield sites without Planning Permission

8.10 Tables 16 and 17 list greenfield site allocations which have been assessed through the SHELAA as 'achievable' or 'potentially achievable' but do not have the benefit of planning permission. These sites are consistent with the Council's strategic approach for sustainable growth in respect of location and the ability to deliver. They do not include allocations which are a mix of brownfield and greenfield land, as these all require Green Belt release and are therefore considered at Stage 5.

Table 16: Housing allocations on Greenfield sites without planning permission

Kirkby Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Ke	Land off Diamond Avenue, Kirkby-In-Ashfield	63	G	KA026
H1Kg	Land behind 126 Skegby Road, Kirkby-In-Ashfield	15	G	KA038
	Total	78		

Sutton Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Sb	South of Vision West Nottinghamshire College, Cauldwell Road, Sutton-In-Ashfield	208	G	SA009
H1Sd	Adj Oakham Business Park, off Hamilton Road	225	G	SA016
H1Se	Priestic Road	19	G	SA017
H1Sf	Rear 23 Beck Lane, Skegby	23	G	SA022
H1Sg	Former Miner's Welfare Sports Ground, Stanton Hill	85	G	SA023
H1Sh	Pasture Farm, Alfreton Road	34	G	SA025
H1Si	Rear Kingsmill Hospital	264	G	SA033
H1Sj	Clegg Hill Drive, Huthwaite	104	G	SA041
H1Sk	Sunnyside Farm, Blackwell Road, Huthwaite	283	G	SA057
H1Sl	North of Fackley Road, Teversal	124	G	SA058
H1Sm	Land adjacent 88 High Hazels Drive	11	G	SA061
H1Sn	Adj Molyneux Farm, Fackley Road, Teversal	14	G	SA064
H1So	Off Fackley Road, Teversal	12	G	SA065
H1Sq	Hardwick Lane Recreation Ground	40	G	SA069
H1Ss	Land to the east off A6075 Beck Lane, Skegby	212	G	SA074
H1St	Land off Blackwell Road/Main Street, Huthwaite	99	G	SA021
H1Su	Rear 113 to 139 Beck Lane, Skegby	100	G	SA084
	Total	1857		

'Rurals' Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Vb	Off Westdale Road, Jacksdale	49	G	SJU003
H1Vh	Rear of 64-82 Church Lane, Underwood	10	G	SJU032
H1Vi	Westdale Road/ Rutland Road, Jacksdale	22	G	SJU035
	Total	81		

Total housing on greenfield sites without planning permission = 2016 dwellings

Table 17: Employment Allocations on greenfield sites without planning permission

Site Ref.	Site Name	Approximate net site area (Ha)	Commentary
EM2 S3	Hamilton Road, Sutton in Ashfield	3.34	Greenfield site adjoining existing industrial development off Hamilton Road.
EM2 K1	Kings Mill Road, Kirkby-in-Ashfield	1.99	Greenfield site former part of a substantially developed Business Park. Planning application submitted.
EM2 K4	Land to the East of Lowmoor Road, Kirkby-in-Ashfield	11.11	Greenfield site adjoining existing industrial development off Lowmoor Road.
	Total	16.44	

Stage 5: Sites requiring Green Belt release.

8.11 Tables 18 and 19 set out the limited number of proposed allocations which will require Green Belt release. Chapter 9 explains why the Council believes that there are exceptional circumstances to release land in these locations from the Green Belt in order to deliver the spatial strategy for the District. It should be noted that this list excludes sites with planning permission, or a resolution to grant planning permission subject to signing a Section 106 legal agreement for developer contributions (except for Site H1Hb, which has outline permission for 9 dwellings on part of the site).

Table 18: Housing allocations requiring Green Belt release**Hucknall Area**

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Hb	Linby Boarding Kennels, East of Church Lane, Hucknall	43	G/B	HK013
H1Hc	Land north of A611 / South of Broomhill Farm, Hucknall	499	G	HK051
H1Hd	Land adjoining Stubbing Wood Farm, Watnall Road, Hucknall	198	G	HK022
	Total	740		

Kirkby Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Ka	Beacon Farm, Derby Road, Kirkby-In Ashfield	41	G/B	KA002
H1Kh	Land Off Hucknall Road, Newstead	47	G	KA046
	Total	88		

'Rurals' Area

Site Ref.	Site Name	Potential Yield (Dwellings)	Greenfield/ Brownfield	SHELAA Ref.
H1Va	Land at Plainspot Farm, New Brinsley	42	G	SJU001
H1Vc	Land adj. Bull & Butcher PH, Selston	149	G	SJU014
H1Vd	Adj 149 Stoney Lane, Selston	6	G/B	SJU016
H1Ve	Land off Park Lane/ South-West M1, Selston	169	G	SJU020
H1Vg	Land North of Larch Close, Underwood	52	G/B	SJU031/ SJU043
	Total	418		

Table 19: Employment allocations requiring Green Belt release

Site Ref.	Site Name	Approximate net site area (Ha)	Greenfield/ Brownfield	SHELAA Ref.
S6a	Land to the North-East of Junction 27, M1 Motorway and west of Sherwood Business Park	18.42	G	KA020
S6b	Land to the South- East of Junction 27, M1 Motorway	22.5	G	KA025
	Total	40.92		

Summary of housing allocations from all site selection stages

8.12 Table 20 summaries the source of housing allocations and corresponding yield from stages 1 to 5 of the site selection process. It should be noted that site H1hd Linby boarding kennels has a small planning permission for 9 dwellings on part of the site, and as such has been netted off the total delivery from this site to ensure no duplication of figures. The table illustrates that the vast majority (78%) of the dwelling supply is proposed on sites which do not require Green Belt release. The remaining 22% meets a local need to support one town (Hucknall) and 3 large villages to the west of the M1 motorway, as discussed further in chapters 9 and 10 of this Paper.

Table 20: Summary of housing allocations from all site selection stages

Site Selection Stage	Estimated Yield (Dwellings)	% Supply
Stage 1 - Sites with planning Permission	1950	34%
Stage 2 - Sites subject to s106	315	6%
Stage 3 - Brownfield sites without planning permission	189	3%
Stage 4 - Greenfield sites without planning permission	2016	35%
Stage 5 - Greenbelt sites (brownfield and Greenfield)	1246	22%
Total dwellings from allocations	5716	100%

SHELAA Sites Excluded from Proposed Housing Allocations

8.13 Table 2 in Chapter 5 of this document identifies a supply of housing sites from the SHELAA which have the potential to deliver around **15,426** dwellings. The SHELAA sites allocated in the Local Plan are anticipated to deliver **5,475** of these dwellings. This figure includes some sites with planning permission which are included in Table 12, and also sites identified in the Brownfield land capacity study, Tables 4 and 5.

8.14 Whilst it would initially appear that there is additional capacity for development from the remaining sites amounting to around **9,951** dwellings, analysis of the remaining sites illustrates this is not the case. The following paragraphs summarise the reasoning behind this assertion.

8.15 Chapter 3 of this paper describes how the spatial approach to growth has evolved throughout the Local Plan process. In respect of housing growth, this means a strategy which does not rely on large scale strategic sites such as new settlements or Sustainable Urban Extensions (SUEs) and reflects Option 3 in the SA (see Chapter 4). The sites listed below are excluded as they are inconsistent with the approach for dispersed development with no individual site delivering 500 or more dwellings. This results in the balance for potential yield being reduced to **3,388** dwellings as follows:

Green/Amber SHELAA sites not allocated	9951 dwellings
Less 1 new settlement at Whyburn Farm (HK028)	3000 dwellings
Less 1 SUE at Mowlands (KA021)	1746 dwellings
Less 1 SUE at Sutton East (SA001)	1827 dwellings
Balance of potential yield	3378 dwellings

8.16 The majority of the remaining sites which have not been put forward as allocations are located within the existing Green Belt and are listed in Appendix 3. The Green Belt Harm results (see Chapter 7) were considered in addition to site location attributes and other key constraints, e.g., flooding issues and wildlife sites, in determining those most appropriate for Green Belt release to meet local needs in the Named Settlements and Hucknall. The Council resolved to keep Green Belt release to that which is necessary to maintain and enhance local services and provide for the needs of the community, whilst minimising the impacts on the purpose and openness of the Green Belt. In summary as a result there are:

Green Belt SHELAA sites not allocated	2,634 dwellings
Remaining unallocated sites not in GB	744 dwellings

8.17 Of the sites with a potential to deliver 744 dwellings as set out above, **364** are situated in isolated/unsustainable locations, as informed by the Accessibility of Settlements Study and the assessment of sites in relation to distance from key services and facilities undertaken as part of the SHELAA process. This conclusion is also supported by planning and appeal decisions in some of these areas. After deducting these sites (see Appendix 3), only 3 sites remain for consideration, which could potentially deliver around **380** dwellings, specifically:

- **SA083 (part): Land north of Fackley Road, Teversal.** The southern part of this site was submitted separately to the SHELAA (ref SA058) and has been included as a proposed housing allocation H1So in the draft local Plan. This remaining parcel has not been included due to its location which extends much further into open countryside and encroaches into a highly valued green corridor as identified in the Teversal, Stanton Hill and Skegby Neighbourhood Plan (Policy NP4). This part of the site is also more isolated from the services and facilities at Stanton Hill Local Shopping Centre (policy SH2) and Sutton town centre beyond. This site has an estimated yield of **133** dwellings.
- **SA026: Rookery Lane, Sutton.** This site is currently isolated from the adopted highway. It was assessed as being potentially deliverable in the SHELAA because of an informal agreement between the landowner and the owner of an adjacent property which would enable access if bought and demolished. However, there is no legal agreement in place and the land is not under the control of the SHELAA site landowner. Consequently, the site has not been put forward as an allocation due to the high level of uncertainty over its delivery. This site has an estimated yield of **141** dwellings.
- **SA008: Beck Lane South, Skegby.** This site is located to the north of the existing settlement boundary, to the south of a permissioned housing site (H1Saa) and allocation (H1Su), and partially to the north of a smaller allocation (H1Sf) at Beck Lane. There are significant highways issues in this location and direct access from Beck Lane would not be supported by Nottinghamshire County Council Highways. In principle there may be opportunities to develop the land comprehensively with the adjacent site, however the cumulative impact on the transport system needs to be considered due to capacity constraints with consented and other pipeline developments along the Beck Lane corridor, both in Ashfield and Mansfield Districts. This site has an estimated yield of **106** dwellings

8.18 In addition to the consideration of all sites set out above, the Council have also examined the potential to allocate smaller parcels of land which formed part of

the larger SUE sites, but were also submitted separately to the SHELAA. These include:

KA027: East of Lowmoor Road. This site has been allocated for employment purposes under Local Plan Policy EM2K4.

KA035: East of Sutton Parkway Station . This site incorporates sites KA027 above. The entire site had a potential capacity for housing of around 532, however after subtracting the allocated employment area, this falls to 177 dwellings. This additional area has not been put forward for housing because of the incompatible future use of the adjacent land for employment purposes, and associated access which would be through the new industrial estate.

SA024: South of Newark Road. Although this site was assessed in the SHELAA as potentially developable, there are 2 outstanding planning applications dating from October 2017 and August 2022 respectively. The applications refer to outline approval for up to 300 dwellings, but currently have unresolved highways issues. As such, it has not been put forward for allocation due to the uncertainty of delivering development. This site has an estimated yield of **377** dwellings in the SHELAA.

8.19 It should be noted that Cauldwell Road New Settlement was assessed as Red in the SHELAA due to viability and therefore does not feature in the above calculations which only take account of 'Green' and 'Amber' sites. This site had been previously proposed as an allocation in the Regulation 18 Local Plan to meet needs predominantly beyond the Plan period and was acknowledged to be reliant on external funding in order to be brought forward.

8.20 In summary, the Council have proposed allocating all deliverable and suitably located sites submitted to the SHELAA which would be consistent with the strategic approach to deliver the Council's Vision and avoid the need for wholesale Green Belt release.

SHELAA Sites Excluded from Proposed Employment Allocations

8.21 The following sites have been submitted to the SHELAA subsequent to the preparation of the 2021 Regulation 18 Draft Local Plan. They are located in close proximity to Junction 27 or 28 of the M1 Motorway and have been considered as alternative sites for logistics provision in Ashfield:

SA086: East of Pinxton Lane and South of the A38, Sutton in Ashfield. This site is located off the A38 to the east of Castlewood Business Park. There is a current planning application for the site which has not been determined (V/2023/0021). Based on the potential impact of the development on the highways network, there are significant highway improvements anticipated to be required. These have not been resolved and there are holding objections from National Highways and the Highway authority on the current planning

application. The development would also have an impact on ecology and biodiversity as part of the site comprises an ancient woodland and Local wildlife sites are also located on and adjacent to the site.

The site is also not required at this time as sufficient employment land has been allocated along transport corridors and by transport hubs to meet sufficient supply for the local and regional requirements.

KA053: Land east of Sherwood Business Park A611, Annesley. This site is substantially smaller with a gross area of approximately 8.97 ha and is also subject to constraints which further reduce the capacity. It does not have the capacity to deliver strategic logistic sites and is located in the Green Belt and adjacent to the Annesley Hall Registered Park and Garden. Consequently, it is not considered to be a reasonable alternative to the sites allocated.

9 Exceptional Circumstances for Green Belt Release

- 9.1 The NPPF (paragraphs 140-142) is clear that once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries. Where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies.
- 9.2 Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the strategic policy-making authority should be able to demonstrate that it has examined fully all other reasonable options for meeting its identified need for development. The strategy should:
- a) make as much use as possible of suitable brownfield sites and underutilised land;
 - b) optimise the density of development with minimum density standards in town and city centres and other locations well served by public transport; and
 - c) be informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.
- 9.3 When drawing up or reviewing Green Belt boundaries, the need to promote sustainable patterns of development should be taken into account. Where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously developed and/or is well-served by public transport. They should also set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.
- 9.4 This section of the report sets out why the Council believes that there are exceptional circumstances to release land from the Green Belt to deliver the strategy identified in the plan.
- 9.5 The requirements of the NPPF as set out above (para 9.2) have all been addressed.
- Chapter 5 of this document demonstrates full consideration of available and suitably located brownfield land to accommodate future growth and concludes that any capacity falls significantly short of meeting the identified future housing and employment needs. Brownfield site allocations are set out in Chapter 8, Stage 3.
 - Policy H7 of the Local Plan promotes efficient use of land by optimising densities for new housing development. The council recognises the importance of respecting the existing character of the area and the need to

create beautiful places to live which reflects the Government's own agenda, in addition to promoting sustainable development. With this in mind, all sites within 400m of a major transport node or town centre are required to have a minimum of 40 dwellings per hectare (dph). This falls to a minimum of 34 dph for sites within 1 km of such areas, and a minimum of 30 dph elsewhere. The distance of 400m has been established as the distance within which many people will chose to walk or cycle to their destination, whereas the 1km zone is considered to be the principal catchment of the public transport corridor. Outside of these 2 zones a higher proportion of people are likely to use a private motor vehicle. The policy therefore aims to concentrate more development in the most sustainably located areas with good access to services and facilities.

- Ashfield has a history of joint working with neighbouring authorities and statutory consultees on strategic planning matters. It has a close working relationship with the authorities in both the Nottingham Outer HMA and Nottingham Core HMA. Ashfield is one of the constituent authorities of the D2N2 Local Enterprise Partnership (LEP) which covers Nottinghamshire, Nottingham, Derby and Derbyshire and supports economic growth. It is identified by national planning policy that the D2N2 Local Industrial Strategy should inform local policies for economic development and regeneration. There are a number of established joint working groups in Nottinghamshire of which Ashfield is a member. These are set out in the Statements of Common Ground (SOC) which has been prepared to support the Local Plan. The SOC identifies that each Local authority will meet their own identified housing need, and that there is no capacity to meet any of Ashfield's needs within neighbouring authority boundaries.

9.6 It has been determined throughout the emerging Local Plan process that a certain level of Green Belt release will be required to deliver the local strategic approach alongside contributing towards a regional solution for employment sites, and ultimately the future Vision for the district. This includes:

- Taking advantage of the accessible links direct to Nottingham City through the Nottingham Express Transit (NET) and the Robin Hood Rail Line;
- Strategic employment development adjacent to land safeguarded for HS2 and existing Sherwood Business Park around the M1 junction 27 transport hub;
- Supporting our larger villages through additional growth to keep schools and local services.

9.7 Table 21 compares the distribution of future housing development proposals across the district by geographical area. The figures include pipeline projects which already have planning permission and in many cases are under construction, in addition to new sites proposed in the emerging Local Plan. When compared with the existing population, the level of growth directed to each area is broadly comparable and supports the Council's spatial strategy for dispersed development.

Table 21: Distribution of housing development by geographical area

Geographical Area	Housing Sites with planning permission (Dwellings)*	Housing Sites without planning permission (Dwellings)	All Housing Sites (Dwellings)	% Distribution by Area	% Existing Population (2021 Census)
Northern Towns Area	1600	2418	4018	65.8%	61.1%
Rural Villages west of M1 (Green Belt constrained)	38	580	618	10.1%	10.1%
Southern Town Area (Green Belt constrained)	710	759	1469	24.1%	28.8%
Ashfield District Total	2348	3757	6105	100.0%	100.0%

* Sites with planning permission, PIP or Prior approval - including losses

Site specific justification for Green Belt release

9.8 The following paragraphs look further into the individual Green Belt release sites identified in Chapter 8, Stage 5. These focus on the key issues for each site, however further information can be found in the individual SHELAA reports on the council's website <https://www.ashfield.gov.uk/local-plan-examination/submission-documents-and-evidence-base/>.

Policy H1: Housing Allocations – Hucknall

9.9 As set out in the settlement hierarchy, Hucknall is one of three towns in the District with its own services and facilities. It has excellent public transport connectivity (bus, train and NET tram) and a close economic relationship with Nottingham City. The Council believes that there are exceptional circumstances to allocate sites in this area based on the proximity of Hucknall to Nottingham and the sustainability benefits that are associated with this on a strategic level such as access to education, skills and jobs in the City, as well as the frequency and availability of public transport. There are also opportunities to continue to improve the infrastructure in and around Hucknall as a result of these allocations.

9.10 There are three housing sites allocated in the Hucknall area which require Green Belt release as follows:

Site H1Hb: Linby Boarding Kennels, East of Church Lane, Hucknall.

- 9.11 This site is located adjacent to the existing urban area and is contained by Church Lane to the west, and Hayden Lane to the east. Active boarding Kennels occupy the northern part of the site. It has been assessed as available, potentially suitable, and achievable in the SHELAA (Ref. HK013), which also concludes that development will result in less than substantial harm to the significance of Linby Conservation Area.
- 9.12 The Green Belt harm report identifies that this site has a relatively high overall harm rating. Despite this, the site is a mix of brownfield / greenfield land which already has the benefit of planning permission for 9 dwellings on the northern part of the site. The existing buildings and extent of the planning consent represent the closest development to the neighbouring village of Linby to the north. Extending this development to the south would not have a measured impact on the merging of existing settlements in respect of the purposes of Green Belt.
- 9.13 The Council are preparing a concise site development brief which sets out mitigating factors in respect of the overall impact of development. It is proposed that new development is concentrated to the west of the site, fronting onto Church Lane which is largely occupied by residential development on the opposite side of the road.
- 9.14 A substantial landscape buffer will assist in screening development and a new cricket pitch to meet identified needs will be delivered on half of the site. There is currently exported demand for cricket from Hucknall due to the lack of facilities. Developing a public facility adjacent to the Hucknall Cricket Club's site means that the existing club house could be extended and an additional building for changing rooms would not be required. This pitch will also have the capacity to provide 2 junior football pitches and will support the Council's Playing Pitch Strategy. A newly created footpath/cycleway link to Hayden Lane will also be provided, encouraging more active travel and healthy lifestyles.
- 9.15 The key benefits to be weighed for releasing this site on the edge of Hucknall are considered to be:
- Contribution to meeting the housing need identified for the District in a sustainable location;
 - Supports the strategy of locating development with good access to a range of services in Hucknall and Nottingham City via public transport;
 - Public benefit from enhanced sports facilities including a cricket pitch and 2 junior football pitches, and footpath/cycleway connectivity;
 - Loss of bad neighbour use. Removal of the kennels has been supported by residents in respect of associated noise levels in the past.

Site H1Hc: Land north of A611 / South of Broomhill Farm, Hucknall.

- 9.16 This greenfield site is located adjacent to the south of the existing urban area and is well contained by the A611 Hucknall by-pass. It has been assessed as being available, potentially suitable, and potentially achievable in the SHELAA (HK051).
- 9.17 The Green Belt harm report identifies that the site has a relatively low overall harm rating. It is considered that the A611 would provide a natural rounding off of the settlement in this location, with a strong long-term defensible boundary.
- 9.18 The Council are preparing a concise site development brief which sets out mitigating factors in respect of the overall impact of development. The estimated yield has been significantly reduced to take account of the Local Wildlife Sites and allow for a substantial landscape buffer between the by-pass and new development. It is expected that this area will create a new green infrastructure corridor, including nature walks and opportunities for biodiversity net gain.
- 9.19 The existing privately owned allotments are no longer in use. However, a review of the Council's waiting list for allotments in the Hucknall area indicates a marked increase in demand, notably rising from 34 people in 2016 to 406 people in September 2023 – approximately a twelvefold rise. As such it is proposed to accommodate new allotment provision towards the western part of the site.
- 9.20 The key benefits to be weighed for releasing this site on the edge of Hucknall are considered to be:
- Contribution to meeting the housing need identified for the District in a sustainable location.
 - Supports the strategy of locating development with good access to a range of services in Hucknall and Nottingham City via public transport.
 - Public benefit from improved access to green space, nature walks and biodiversity gain. Encouraging healthy lifestyles and enhancing local biodiversity.
 - Public benefit from new allotment provision, encouraging active and healthy lifestyles.

Site H1Hd: Land adjoining Stubbing Wood Farm, Watnall Road, Hucknall.

- 9.21 This greenfield site is located adjacent to the existing urban area and extends to the boundary with Broxtowe Borough in the west. The site is well contained by Watnall Road and existing residential development to the north and east, and partially by a water course and Starth Wood Ancient Woodland to the west. A Grade II Battle headquarters observation tower and underground command post is located in the far north-eastern corner of the site. It has been assessed as available, potentially suitable, and achievable in the SHELAA (ref. HK022).

- 9.22 The Green Belt harm report identifies that the site has a relatively low overall harm rating, and it is considered that the water course and ancient woodland will predominantly provide a strong long-term defensible boundary in this location.
- 9.23 The Council are preparing a concise site development brief which sets out mitigating factors in respect of the overall impact of development. It is proposed that development is sited away from the Listed heritage asset which will be enhanced with greater visibility and interpretation, and new buffer planting will complement the existing green infrastructure at Starth Wood and create a green corridor.
- 9.24 The key benefits to be weighed for releasing this site on the edge of Hucknall are considered to be:
- Contribution to meeting the housing need identified for the District in a sustainable location.
 - Supports the strategy of locating development with good access to a range of services in Hucknall and Nottingham City via public transport.
 - Public benefit from enhanced access to and interpretation of the Grade II Battle headquarters heritage asset in the north-eastern corner of the site.
 - New buffer planting will enhance the existing biodiversity in the area adjacent to Starth Wood.

Policy H1: Housing Allocations – Kirkby

- 9.25 As set out in the settlement hierarchy, Kirkby is one of three towns in the District with good access to a range of services and facilities to serve a local need. The northern half of Kirkby lies beyond the Green Belt outer edge, with the southern part (including Annesley and Kirkby Woodhouse) being constrained by Green Belt. There are two sites in the Kirkby area which will require green belt release as follows:

H1Ka: Beacon Farm, Derby Road, Kirkby-In Ashfield.

- 9.26 This greenfield/brownfield site is located adjacent to the existing urban area and is well contained by mature trees and hedgerows to the north (beyond which is the narrow one-way Balls Lane) and west (beyond which is existing residential development). Derby Road (A611) forms the eastern boundary, and the southern boundary abuts existing residential development. The site has been assessed as available, potentially suitable and potentially achievable in the SHELAA (ref. KA002).
- 9.27 It is currently occupied by a single dwelling and several redundant poultry farm buildings (which have been operative in over a decade), alongside a large grassed area and remnants of a hard standing associated with old railway workings to the south of the site. The Green Belt Harm report identifies that the

site has a low overall harm rating, and it is considered that the A611 would present a suitable long term defensible boundary in this area.

- 9.28 The location of this site at the southernmost part of Kirkby will enable a modest level of growth towards the wider Annesley/Kirkby Woodhouse area where the existing urban area is currently tightly constrained by Green Belt with little scope for future development within the settlement boundary. Re-development for housing would be consistent with the Government's objectives to optimise the use of brownfield land and will also help to achieve the dispersed spatial approach taken by the Council.

H1Kh: Land Off Hucknall Road, Newstead.

- 9.29 This greenfield site is located adjacent to the existing urban area of Newstead village and will fall within the 'Named Settlement' boundary of Annesley/Newstead rather than the Kirkby Main Urban Area. It is well contained by Hazelford Way to the north, Hucknall Road to the west, existing residential development to the east, and a play area to the south. The site has been assessed as available, potentially suitable, and potentially achievable in the SHELAA (ref. KA046).
- 9.30 The Green Belt Harm report identifies that the site has a moderate overall harm rating. It is considered that the substantial Annesley Forest plantation to the west will provide a strong defensible long-term boundary for the Green Belt in this area.
- 9.31 In respect of public benefits, the site has the potential to assist with regeneration of the former mining village of Newstead which is also constrained by Green Belt and is largely located within neighbouring Gedling District. The 'Broxtowe Borough, Gedling Borough, Nottingham City Greater Nottingham Aligned Core Strategies Part 1 Local Plan 2014' identifies Newstead as an area for regeneration.
- 9.32 Newstead village offers a limited range of services, facilities and employment opportunities, and also benefits from a railway station linking the settlement with Nottingham city to the south, and to Mansfield and beyond in the north. Development will contribute to meeting the housing need identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

Policy H1: Housing Allocations – 'Rurals' Area (Villages west of M1)

- 9.33 As set out in the settlement hierarchy, the villages of Selston, Jacksdale, Underwood and Brinsley have all been identified as 'Named Settlements'. These areas, whilst more rural in character and scale to the towns, accommodate over 10% of the resident population. These villages are all tightly constrained by Green Belt with little scope for future growth within the current settlement boundaries. Only three sites submitted to the SHELAA were located

within the existing named settlement boundaries in this area, all of which have been put forward for housing allocations (H1Vb, H1Vh, H1Vi).

9.34 The (JUS) Neighbourhood Plan 2017 - 2032 which covers this area accepts that there will be housing development in the Parish to meet local needs. Statistical evidence identifies that there are issues in 'The Rurals' (Selston Parish area) relating to an increasing elderly population and falling secondary school roles. It is considered that a moderate level of growth is appropriate within these areas to meet the needs of the community and support/enhance existing services and facilities, and to ensure provision of affordable housing.

9.35 There are 5 sites in this area which require Green Belt release as follows:

H1Va: Land at Plainspot Farm, New Brinsley.

9.36 This greenfield site is located adjacent to the village of Brinsley which largely falls within the neighbouring authority of Broxtowe Borough. The site comprises agricultural fields. It has been assessed as available, potentially suitable, and potentially achievable in the SHELAA (ref. SJU001).

9.37 The Green Belt Harm report identifies that the site has a relatively low overall harm rating. The spatial strategy seeks to deliver sustainable and proportionate growth in the villages in order to ensure the continuity of services and facilities. Development in this location will contribute to meeting the housing need identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

H1Vc: Land adj. Bull & Butcher PH, Selston.

9.38 This greenfield site is located adjacent to the existing built area of Selston. The site is well contained by existing residential development to the west and east. It has been assessed as potentially available, potentially suitable, and potentially achievable in the SHELAA (ref. SJU014) and is the subject of a current planning application for residential development up to 149 dwellings and convenience retail.

9.39 The (JUS) Neighbourhood Plan (NP) does not allocate sites but does make reference to the emerging Local Plan. Questionnaires undertaken as part of the consultation process for the NP indicated support for this site over other potential housing allocations at that time, and also for additional retail provision in Selston. Neighbourhood Plan Policy NP5 3) supports the provision of small retail and other commercial uses on land to the rear of the Bull and Butcher public house as part of the development of the site for residential use.

9.40 The Green Belt Harm report identifies that the site has a relatively low overall harm rating. Selston is a large village with a number of facilities and services and is one of the most sustainable villages in accessibility terms in the rural area. The spatial strategy seeks to deliver sustainable and proportionate growth in the villages to ensure the continuity of services and facilities. Development in this location will contribute to meeting the housing need

identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

H1Vd: Adj 149 Stoney Lane, Selston.

- 9.41 This is a very small site located adjacent to the existing built area of Selston. Approximately half of the site is occupied by several outbuildings, barns and hardstanding associated with a small holding. The site is well contained by a mature hedgerow to the west and south, by residential development to the east, and agricultural buildings to the north. It has been assessed as available, potentially suitable, and potentially achievable in the SHELAA (ref. SJU016).
- 9.42 The Green Belt Harm report identifies that the site has a relatively low overall harm rating, and it is considered that the impact of small-scale development on openness will be minimal considering the existing built form on site.
- 9.43 Development in this location will contribute to meeting the housing need identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

H1Ve: Land off Park Lane/ South-West M1, Selston.

- 9.44 This greenfield site is located adjacent to the existing built area of Selston. The site is well contained by the M1 motorway to the east and existing residential development to the west. The site has been assessed as available, potentially suitable, and potentially achievable in the SHELAA (refs. SJU018, SJU020) and is the subject of a current planning application for residential development.
- 9.45 The (JUS) Neighbourhood Plan (NP) does not allocate sites but does make reference to the emerging Local Plan. Questionnaires undertaken as part of the consultation process for the NP indicated support for this site over other potential housing allocations at that time.
- 9.46 The Green Belt Harm report identifies that the site has a low overall harm rating, and it is considered that the M1 motorway will provide a strong long term defensible boundary in this area.
- 9.47 Selston is a large village with a number of facilities and services and is one of the most sustainable villages in accessibility terms in the rural area. The spatial strategy seeks to deliver sustainable and proportionate growth in the villages to ensure the continuity of services and facilities. Development in this location will contribute to meeting the housing need identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

H1Vg: Land North of Larch Close, Underwood.

- 9.48 This is a predominantly greenfield site located adjacent to the existing built area of Underwood and is well contained by trees/mature hedgerows, with existing residential development to the south-west. The site currently comprises stables, a manege, grazing land, areas of heavy tree cover in the north and a dwelling (99 Mansfield Road). The site has been assessed as available, potentially suitable, and achievable in the SHELAA (ref. SJU031, SJU043).
- 9.49 The Green Belt Harm report identifies that the site has a moderate overall harm rating. There are existing highways issues in the wider area, primarily concerning heavy goods vehicles cutting through the narrow Sandhills Road (to the south of the site) coming from further north and heading towards the M1 motorway Junction 27. This arises from the inability of the junction at Alfreton Road/ Mansfield Road to enable turning of large vehicles. Development of this site will offer the benefit of improving the highway network in this location by providing a new high category link road which will also benefit local residents.
- 9.50 The spatial strategy seeks to deliver sustainable and proportionate growth in the villages to ensure the continuity of services and facilities. Development in this location will contribute to meeting the housing need identified for the District in a sustainable location and help to achieve the dispersed spatial approach taken by the Council.

Policy S6: Strategic Employment Allocations at Junction 27 M1

- 9.51 Strategic Policy 6 identifies strategic employment allocations adjacent to Junction 27 of the M1 Motorway to provide for a high-quality business park to meet the needs for large scale logistics. Planning Practice Guidance Housing and Economic Need Assessment (PPG) recognises that the logistics industry plays a critical role in enabling an efficient, sustainable, and effective supply of goods for consumers and businesses, as well as contributing to local employment opportunities, and has distinct locational requirements that need to be considered in formulating planning policies (separately from those relating to general industrial land).
- 9.52 The PPG also sets out that clustering of certain industries (such as some high tech, engineering, digital, creative and logistics activities) can play an important role in supporting collaboration, innovation, productivity, and sustainability, as well as in driving the economic prospects of the areas in which they are located.
- 9.53 The Green Belt Harm report identifies that the sites are Relatively High (Site S6a – SHELAA ref. KA020) and High (Site S6b – SHELAA ref. KA025). The proposed development constitutes inappropriate development in the Green Belt and the buildings on the site are anticipated to be logistics units which by their size and scale would have an adverse impact on the spatial and visual

openness of the Green Belt. However, the impact is ameliorated to an extent by the proposed structural landscaping and the site location adjacent to the M1 and for the site to the north-east by Sherwood Business Park.

9.54 Site S6a: Land to the north-east of Junction 27 of the M1 Motorway is effectively an extension to Sherwood Business Park. In relation to the five purposes of the Green Belt the site reflects the following:

- a) **Unrestricted sprawl:** The north-eastern site is located between Sherwood Business Park and the M1 Motorway, and potentially HS2 Phase 2b route. There are already significant belts of landscaping forming part of Sherwood Business Park. The existing boundary features would be buttressed by additional landscaping including potential planted earth bunding to the north of the site. The west of the site would be enclosed by the M1 Motorway and reserved HS2 route, and the A608 acts as a boundary to south of the site. As such, there are long term defensible boundaries.
- b) **Merging Towns:** There is a substantial distance between Kirkby-in-Ashfield, including Annesley, and Hucknall, therefore this purpose is not considered to be engaged. The allocation does not facilitate the merger of towns given the distance from them and it can be regarded as an extension to the existing Sherwood Business Park to the east of the allocation.
- c) **Safeguarding the countryside:** The Green Belt Harm Background Paper identifies that an overall harm rating is 'Relatively High'. However, the character of the proposed allocation is already heavily influenced by the urbanising influences of Sherwood Park, the M1 and the safeguarded HS2 Phase 2b route to the west. Although it is acknowledged that this route is not currently proceeding, there has been significant investment in the area to align with the route of the M1 corridor and there is a strong case for accessibility at this point. Clearly, there will be a loss of countryside, but it is considered that a landscape lead approach would mitigate the impact of the proposed development and should, wherever possible, retaining the existing hedgerows, woodlands and mature trees. However, the allocation is considered to have a number of benefits:
 - As set out under 'unrestricted sprawl' the site is well contained, which diminishes impact on the countryside character of the area.
 - The existing site comprises arable land and is relatively featureless in landscape terms.
 - As an arable site it has limited ecological value. The allocation requires that biodiversity opportunities are taken in increase the opportunities from the biodiversity.
 - There is the opportunity to facilitate and enhance existing rights of way and linkages to the wider network.
- d) **Setting & character of historic towns:** It is considered that this purpose is not engaged.

- e) **Urban regeneration:** There are no alternative brownfield sites in terms of the size and location which could accommodate the proposed allocation for logistics.

9.55 Site S6b: Land to the south-east of Junction 27 of the M1 Motorway extends to the south of the A608, Mansfield Road. In relation to the five purposes of the Green Belt the site reflects the following:

- a) **Unrestricted sprawl:** To the west the site would be enclosed by the M1 Motorway and safeguarded HS2 route, by the A608 to the north, and by Weavers Lane and woodland to the eastern boundary.
- b) **Merging Towns:** There is a substantial distance between Kirkby-in-Ashfield, including Annesley, and Hucknall, therefore this purpose is not considered to be engaged.
- c) **Safeguarding the countryside:** The Green Belt Harm Background Paper identifies that for the site to the south-east the overall harm rating is 'High'. It is acknowledged that the site form part of the rural landscape that extends to the east of the M1 and south of the A608. In terms of the landscape, it is considered that a landscape lead approach would mitigate the impact of the proposed development.
- d) **Setting & character of historic towns:** It is acknowledged that the proposed allocation is adjacent to the Annesley Hall Registered Park and Garden to the east and development is likely to have an adverse impact on the special character of the Park and Garden.
- e) **Urban regeneration:** There are no alternative brownfield sites in terms of the size and location which could accommodate the proposed allocation for logistics.

9.56 Planning Practice Guidance identifies that the impact of removing land from the Green Belt can be offset by compensatory improvements. The Local Plan strategic allocations Policy S6 sets out that it will create a high-quality business space which includes:

- Facilitates and enhances the right of way networking including access from north to south onto Weavers Lane.
- A development that integrates into the landscape to create attractive landscaped edges to the boundaries.
- A scheme of an appropriate scale, layout, form and materials which respects the significance and setting of affected heritage assets, minimising any harm to designated and non-designated heritage assets and their setting.
- The retention, where possible, of existing hedges and trees together with enhancement of boundary hedges and trees.

- Protection and enhancement of existing wildlife areas and create a coherent biodiversity network.
- Biodiversity net gain through the delivery of extensive woodland and native scrub planting, wildflower meadows and neutral grassland and reinforcement of hedgerows with native species.;
- Minimises the ecological impacts of the amount and quality of artificial light.
- SuDS integrated into the green/blue infrastructure.

9.57 Background Paper 3 (2023) sets out specific details in respect of constraints and benefits of these proposed sites when considering a balanced planning judgement for the release of Green Belt. In summary, the strategic employment sites at Junction 27 are considered to meet the requirement of exceptional circumstances for changes to the Green Belt boundaries for the following reasons:

- The urgent requirement for meeting the needs of the Logistics Sector along the M1 corridor in Nottinghamshire as demonstrated through the evidence base on employment needs in relation to demand and supply;
- The evidence from the Council's Employment Land Needs Study and Logistic Study and the Avison Young report (ELNs appendix 7) all reached a conclusion that the site is a suitable and a prime location for strategic distribution uses which will serve both regional and national market requirements;
- The allocation is considered to have a key role in meeting future employment land requirements in Ashfield. Employment allocations near to the M1 Motorway outside the Green Belt, such as Castlewood Business Park and land off Common Road Huthwaite have seen several strategic logistics units being brought forward. This is also the case in the adjacent Bolsover District. However, these business parks are now largely completed and there is limited opportunity to meet the logistics sector requirements in alternative locations in Ashfield;
- Sherwood Business Park, a high-quality development of logistics units and offices with strategic significance, has been developed to the east of Junction 27 of the M1 Motorway. The character of the local area is already defined by the Business Park with its associated existing built form and overall massing. The area is also influenced by its role as a key transport link to the towns of Kirkby-in-Ashfield and Hucknall. This will gain more prominence with the development of Top Wighay Farm along the A611. As such, the area has a more commercial feel rather than rural tranquillity and development for logistics units would not be out of character with the local area as it stands;
- The allocation links with Sherwood Business Park which results in the clustering and more efficient working practices for existing local businesses;

- Economic benefits would ensue from development in the creation of construction jobs;
- The need to identify sufficient employment land to meet local needs and contribute towards the wider requirements for the economy, with the associated benefits from investment, job creation and value added to the local economy;
- The multiplier effect of the significant investment at Junction 27, with increased expenditure to support other local businesses;
- Anticipated positive impacts for Ashfield residents through reducing employment and income deprivation. The settlements of Annesley Woodhouse and Kirkby in Ashfield extend to the north of Sherwood Business Park, Annesley to the east and Underwood to the west. Consequently, the site is well located to provide job opportunities for people living in close proximity to the site;
- The M1 through Nottinghamshire is largely located within the Green Belt (Junction 24 to 28). If logistics requirements are to be met along the M1 in Nottinghamshire, by necessity, there will need to be the release of Green Belt sites;
- The area surrounding M1 Junction 28 has seen substantial development and there is a requirement for long term improvements to the Junction reflecting the congested transport system in this location;
- It is acknowledged that the proposed allocation will have an environmental impact. However, in accordance with the PPG Green Belt it is considered that the impact of removing land from the Green Belt can be offset by compensatory improvements to the environment, public access and ecology.

9.58 The NPPF requires that before concluding there are exceptional circumstances to justify changes to Green Belt boundaries it should be demonstrated that it has examined all other reasonable options for meeting the need for development. Alternative options have been examined and are not considered to form reasonable alternatives at this time (see para 8.20).

9.59 From a heritage aspect the Council's Heritage Impact Assessment (HIA) recommends the removal of the strategic employment sites Policy S6. The buildings on the allocation would be visible, and there would be harm despite the landscaping to mitigate. The planning balance must be weighed in terms of the harm caused to the significance of heritage assets against the public benefits of the proposed use. The NPPF requires that great weight should be given to harm to heritage assets and any substantial harm to Annesley Hall Registered Park and Gardens (Grade II*) and scheduled monuments should be 'wholly exceptional'.

- 9.60 The economic evidence for the Local Plan identifies that there is a significant demand for strategic logistics, particularly along the M1 Motorway corridor in Nottinghamshire, and a shortage in the supply to meet the needs of major logistics operators. With the substantial development of Castlewood Business Park and the building out of Summit Park, Ashfield no longer has the capacity to significantly contribute towards meeting this requirement. The Council considers that currently there are no sites in the District which would provide a realistic alternative with the necessary attributes that the sites at Junction 27 possess which are well placed to meet demand for logistics in terms of scale, access to the motorway network and deliverability.
- 9.61 The proposed strategic allocations provide a major economic opportunity for Ashfield, providing investment to boost the local economy and jobs, and helping to address local deprivation issues.
- 9.62 The need to weigh competing issues lies at the heart of the NPPF. It is considered, on balance, the public benefits of the proposed allocation in relation to heritage assets and the exceptional circumstances in relation to the Green Belt provide the justification for the allocation to be taken forward in the Local Plan.

10 How far do the proposed allocations meet the local housing need, employment demand and the Spatial Strategy?

Housing Land Provision and the Spatial Strategy

10.1 Table 22 below illustrates the level of proposed housing supply in comparison to the level of need assessed using the Government's current standard method. NPPF paragraph 22 requires strategic policies to look ahead over a minimum of 15 years post adoption, as such Policy S7 sets a minimum figure of 7582 dwellings over the entire Plan period.

Table 22: Dwelling Requirement and Provision 2023-2040

Housing Requirement	Dwellings
Annual Local Housing Need based on Standard Methodology at April 2023	446
Houses needed to meet requirement, 1/4/2023 to 31/4/2040	7582

Future Supply Source	Dwellings
Houses deliverable on small sites , 1/4/2023 to 31/3/2040	
With planning permission (including new build, net conversions and change of use) at 1st April 2023	338
Known permitted development/prior notification schemes not yet implemented at 1st April 2023	14
Demolitions and other losses with planning permission at 1/4/23	-1
Deduction to account for potential lapsed permissions	-89
Windfall allowance beyond 5 years (60 dpa) - 1/4/2028 to 1/4/2040	720
Houses deliverable on large sites 1/4/2023 to 31/3/2040	
With planning permission at 1st April 2023	1950
Demolitions and other losses with planning permission at 1/4/23	0
Deduction to account for potential lapsed permissions	-35
Delivery from H1 allocated sites without planning permission	3757
Provision from C2 residential institutions (dwelling equivalent)	46
Total housing supply 1/4/2023 to 31/3/2040	6700

Net Provision	Dwellings
Provision against Local Housing Need 2023 to 2040	-882

- 10.2 The need for the entire Plan period up to the year 2040 is not being fully met by the current land allocations (under non-strategic policy H1) and small sites. It is estimated to fall short by the year 2038/39, with an approximate 13 years' worth of housing supply post adoption of the Local Plan (see Local Plan Appendix 2). This is 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.
- 10.3 Whilst this shortfall is acknowledged, the approach taken to site allocation is considered to be 'sound' for the following reasons:
- It is consistent with the Council's spatial strategy for dispersed development focussing on sites of less than 500 dwellings within and adjacent to existing urban areas;
 - It supports the towns and key villages in a proportionate manner whilst minimising impact on the Green Belt;
 - It maximises the use of available brownfield land and utilises increased densities in the most sustainable locations;
 - It focusses development towards sustainable locations, in particular capitalising on existing and planned public transport and active travel infrastructure;
 - It maximises the use of available and developable sites outside of the Green Belt which comply with the Council's strategic approach;
 - It reflects the Council's response to the significant level of objections to new settlement proposals in the Regulation 18 Draft Local Plan;
 - It takes account of the uncertainty of future Government approach to assessing housing need which is currently under review;
 - It will provide a supply of specific, deliverable sites for years one to five of the plan period, and also years 6-10 of the Plan and beyond;
 - It meets the NPPF requirement for identifying land to accommodate at least 10% of their housing requirement on sites no larger than one hectare;
 - It reflects the District's key characteristics and constraints which are fundamental in considering the overall scale and location of new development;
 - Neighbouring local authorities have confirmed that they do not have capacity to meet any of Ashfield's housing need for this Plan period (included in Statements of Common Ground)

Quantum of Housing to be delivered on sites of less than 1 Hectare

- 10.4 NPPF paragraph 69 recognises that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built out relatively quickly. As such local planning authorities are required to identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare. For Ashfield, if we look at the

entire 17-year requirement, this means at least 758 dwellings need to be delivered on such sites. The supply as proposed in table 22 would more than meet this requirement with a potential for 1,243 dwellings on sites of less than 1 hectare (comprised of a net total of 982 on 'small' sites plus 261 from larger allocated sites).

Character of the District and Constraints to Housing Growth

- 10.5 The Council considers that the Standard Method for assessing future housing need is inappropriate for Ashfield District as it stands. This basic method is focused on forecasting future housing growth based on past population statistics. The successful redevelopment of significant vacant employment sites, including redundant textiles factories and coal mining sites in past decades has boosted build rates in the District until recent years. This positive regeneration has increased the resident population and household growth is self-perpetuating – the more houses are built/occupied, the higher future growth which will be extrapolated out for future need under the standard method. This blanket method has been applied by government policy across districts which are in very different situations and focusses more growth in areas with a generally good track record of delivery, rather than those which have failed in terms of delivery or regeneration. It does not take account of capacity constraints or local character.
- 10.6 As set out in Chapter 7 of this Paper, a substantial part of the District is designated as part of the Nottingham and Derby Green Belt and equates to approximately 41% of Ashfield. This is a strategic policy, rather than an environmental designation, which is attributed significant importance by Government policy in the NPPF. It is a key constraint to development in the District and the Council have explored all reasonable options before proposing a modest amount of Green Belt release to meet needs in appropriate locations.
- 10.7 However, the remaining open countryside is equally as important to the local community and beyond. NPPF paragraph 174b) emphasises the need to recognise the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.
- 10.8 The geographical area of the District is relatively small when compared to the number of residents. This is demonstrated below in the ONS statistics for 2020 (Table 23) which illustrates that Ashfield has a population density over 4 times the national average and almost 3 times the county average. In this respect it only falls lower than Nottingham City unitary authority, Broxtowe (which forms part of Greater Nottingham and is a University district), and Mansfield which comprises a large town representing a regional centre. The high population density gives greater emphasis to the importance of the remaining open countryside and its wider benefits for health and wellbeing, visitor economy, agricultural land and biodiversity among others.

Table 23: Population Density by Local Authority 2020, source ONS

Name	Geography	Area (sq. km)	Estimated population mid-2020	People per sq. km
UNITED KINGDOM	Country	242,741	67,081,234	276
ENGLAND	Country	130,310	56,550,138	434
EAST MIDLANDS	Region	15,624	4,865,583	311
Nottinghamshire	County	2,085	833,377	400
Bassetlaw	Non-metropolitan District	638	118,280	185
Newark and Sherwood	Non-metropolitan District	651	123,127	189
Rushcliffe	Non-metropolitan District	409	121,416	297
Gedling	Non-metropolitan District	120	118,239	985
Ashfield	Non-metropolitan District	110	128,337	1,171
Mansfield	Non-metropolitan District	77	109,351	1,426
Broxtowe	Non-metropolitan District	80	114,627	1,431
Nottingham City	Unitary Authority	75	337,098	4,518

10.9 The council have also undertaken an Analysis of Constraints study which indicates several key constraints that limit the quantum of development that can be realistically achieved within the District. This includes constraints which heavily restrict the possible uses and therefore can be argued to rule out larger strategic-scale development as a matter of principle. This includes the following designations relevant to Ashfield:

- Sites of Special Scientific Interest (SSSIs)
- Ancient Woodlands
- A possible potential Special Protection Area (Sherwood ppSPA)
- Local Nature Reserves
- Land within a Functional Flood Plain (Flood Zone 3b)
- Registered Park and Gardens

10.10 In addition to the above, the study has shown that a significant portion of the district area is constrained by other designations, most notably a large number of Local Wildlife Sites (LWSs). These are wildlife-rich sites selected for their local nature conservation value and form a crucial framework of 'stepping-

stones' for the migration and dispersal of species. Their designation is non-statutory, but they are protected through local plan policy. It is worth noting that LWSs may be of greater than local importance and may even contain habitats or species of national value which have not been designated as a SSSI, as the SSSI suite is representative, not comprehensive.

10.11 Biodiversity is under threat from pressures including:

- habitat loss and degradation
- the introduction of exotic and invasive species
- over exploitation and unsustainable harvesting of natural resource
- climate change.

As a result, Nottinghamshire has lost:

- 97% of our flower-rich meadows since the 1930s
- 90% of our heathland since the 1920s.

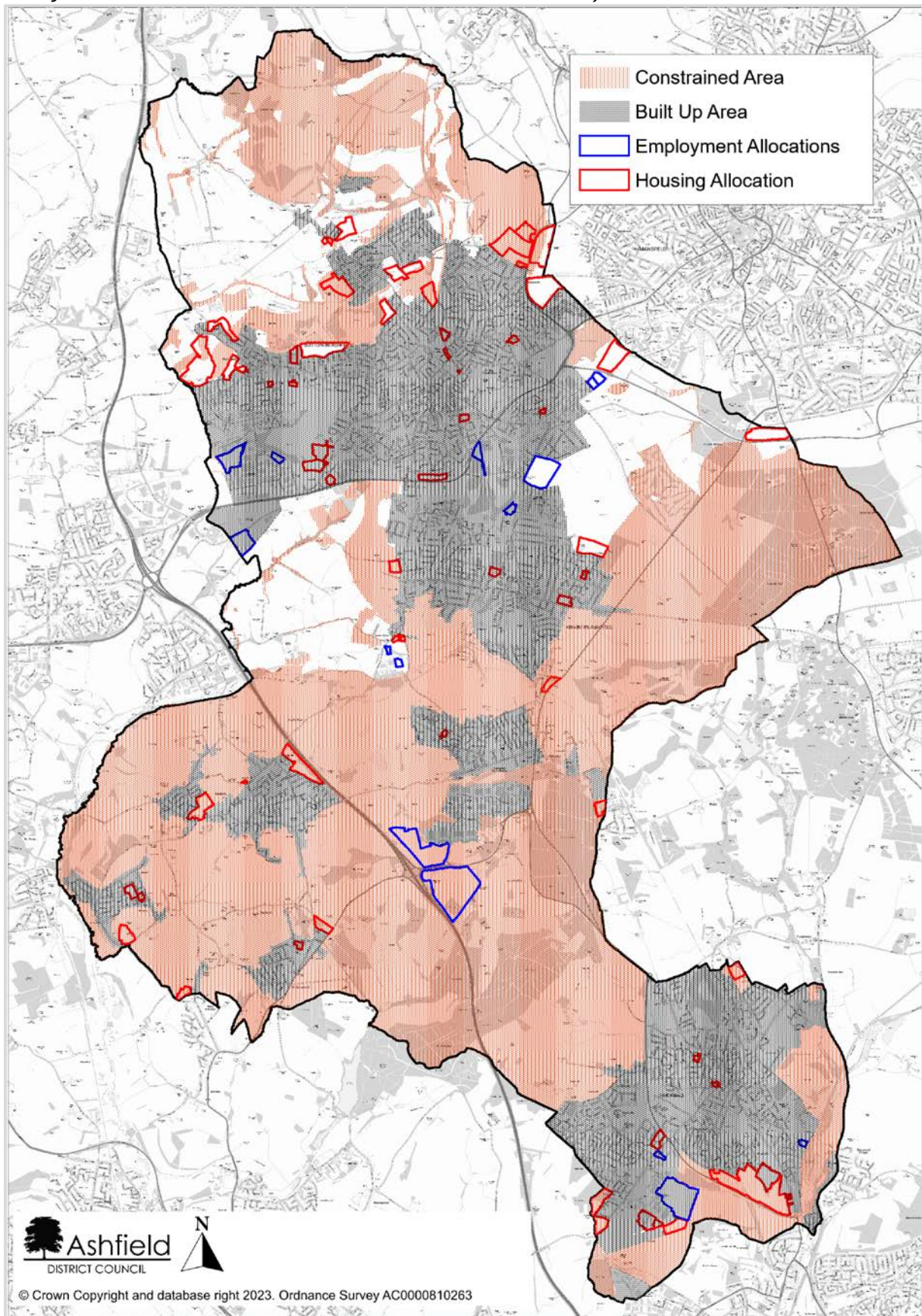
(source: Nottinghamshire Biodiversity Action Group)

10.12 These losses can have severe repercussions for complex and often fragile ecosystems. Given the national and global commitment to conserve and indeed enhance biodiversity and the natural environment (enshrined in the NPPF, 'A Green Future: Our 25 Year Environment Plan to improve the Environment', and 30 x 30 - a global initiative that has been endorsed by the UK Government), the District Council is committed to playing its part in the restoration and recovery of ecosystems, with the protection of such sites being a key consideration.

10.13 The Analysis of Constraints study also identifies that the District also includes an element of Grade 2 Agricultural. NPPF footnote 8 is clear that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality. The NPPF defines the 'best and most versatile agricultural land' as Grades 1, 2 and 3a of the Agricultural Land Classification. The Regional classification maps do not currently distinguish between grade 3a and 3b in Ashfield. As such, for the purposes of the constraints study, only land identified as Grades 1 and 2 are considered.

10.14 Map 3 below illustrates the key constraints to development in combination, alongside the Local Plan proposed site allocations and existing built-up areas. It is clear that very little land remains outside of these areas. It should also be noted this map has not taken account of topography and landscape impact, nor other potential physical constraints such as highways access, or availability of privately owned land.

Map 3: Combined key Constraints to development and site allocations (source Analysis of Constraints for the District of Ashfield, 2023)



Employment Land Provision and the Spatial Strategy

- 10.15 National policy requires that planning policies and decisions should help create the conditions in which businesses can invest, expand, and adapt. This includes identifying sites for local and inward investment to meet anticipated needs over the plan period including the specific locational requirements of different sectors. The District has responded to changing economic needs and circumstances through the strategic economic approach in the Local Plan. The Council has worked with other local authorities on a shared evidence base provided through various studies and background papers including the Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study, May 2021 (ELNS), and the Nottingham Core HMA and Nottingham Outer HMA Logistic Study.
- 10.16 In relation to considering economic growth, there is no single method to arrive at future economic needs. In accordance with Planning Practice Guidance, the evidence base considers the following:
- sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand)
 - demographically derived assessments of current and future local labour supply (labour supply techniques)
 - analysis based on the past take-up of employment land and property and/or future property market requirements
 - consultation with relevant organisations, studies of business trends, an understanding of innovative and changing business models, particularly those which make use of online platforms to respond to consumer demand and monitoring of business, economic and employment statistics.
- 10.17 For Ashfield, the ELNS identified that there was a significant difference in relation to future industrial requirements arising from the labour demand/labour supply of 47 to 58 ha, and past take up rates 119 ha over a Plan period of 2018 to 2038. The ELNS acknowledged that for Ashfield the past take-up rate scenario was likely to have been inflated by some very large B8 distribution sites coming forward in the District and that the econometric/labour supply modelling, did not factor in the needs of large scale B8 to the same extent. The Study highlighted the market led intelligence identified there was a significant demand for large logistic units along the M1 corridor in Nottinghamshire while the supply of such sites remained relatively low. This requirement was subsequently confirmed in the conclusions of the Logistics Study.
- 10.18 The strategic economic growth options have been updated to reflect the new Local Plan Timeframe of 2023-2040 (as opposed to the 2018-38 period previously modelled in the ELNS). There has also been an update on the labour supply scenario to align with the Council's revised Local Housing Need figure of 446 dwellings per annum, down from 481 dpa previously utilised in

the ELNS. The latest data on take up and losses are also included in the revised assessments.

10.19 The Council identified three options for an employment growth figure over the Plan period 2023 to 2040:

- **Option 1:** Adopting one of the labour demand/labour supply scenarios, which gives a requirement of:
 - Offices floorspace requirements range from 4,995 to 16,588 sq. m.
 - Industrial land ranges from 12.17 to 23.91 ha.
- **Option 2:** Adopting the past take up rates predicting an annual figure of past losses at 100% of the rate that has been identified for the period from 2011/12 to 2022/23 which gives a requirement of:
 - Offices floorspace requirements 2,170 sq. m.
 - Industrial land requirements 91.87 ha.
- **Option 3:** The Preferred Option, reflecting the past take up rates with amended figures for the predicted past losses at 50% of the annual rate that has been identified for the period from 2011/12 to 2022/23, which gives a requirement for:
 - Offices floorspace requirements 1,433 sq. m.
 - Industrial land requirements 80.62 ha.

10.20 Option 1 would only meet the District local needs without any recognition of the wider regional demand for logistics focused on the M1 corridor. Options 2 and 3 both contribute towards strategic logistics requirements, but the latter reflects the evidence base on losses and a case for the reduction of such moving forwards. Detailed information on this is set out in Background Paper No 3 Economy & Employment Land October 2023.

10.21 The Local Plan sets out a requirement for 81 hectares of employment land, based on Option 3. This will be met through Policy S6 strategic employment allocations of approximately 40.92 hectares at M1 Junction 27 (predominantly for the logistics and distribution sector), and employment land allocations in Policy EM2 which combined provides for in excess of 84 hectares.

10.22 The Council has endorsed an [Education and Skills Improvement Plan 2022-2023](#) with a view to having high-quality education and skills for residents in the District. The requirement to support this and contribute towards meeting the high level of demand for logistics along the M1 corridor in Nottinghamshire is a significant factor in relation to the spatial approach.

Moving Forwards

10.23 Annual monitoring of both housing and employment provision in the district will inform on how effective our policies and site allocations are in respect of meeting local needs.

10.24 The supply of land for future housing will be kept under review as required by NPPF paragraph 33 which sets out that:

“Policies in local plans and spatial development strategies should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary. Reviews should..... take into account changing circumstances affecting the area, or any relevant changes in national policy. Relevant strategic policies will need updating at least once every five years if their applicable local housing need figure has changed significantly; and they are likely to require earlier review if local housing need is expected to change significantly in the near future.”

10.25 Future reviews will therefore include responding to any updated government policy or guidance which may have an influence on both the need for and capacity for growth.

11 Summary

- 11.1 The Council have taken a pragmatic and locally focussed approach to developing a sound spatial strategy which seeks to achieve the development needs of the District. The approach aims to balance future social, economic and environmental demands to achieve a successful and attractive District to be proud of.
- 11.2 The selection of sites is methodical and draws on a comprehensive evidence base to propose deliverable sites which can best meet the Spatial Strategy. All available and developable brownfield sites (above the threshold of 9 dwellings) have been allocated and densities optimised in appropriate locations. However, it has been necessary to also put forward greenfield sites to meet the assessed level of need for the longer term.
- 11.3 The allocation of sites has also necessitated some Green Belt release to allow development where there are no alternative (non-green belt) sites to meet needs in a particular area, and where the overall benefits are considered to outweigh the purpose of retaining land in Green Belt.
- 11.4 The Council is meeting its own housing and employment needs, which is:
- 446 houses per annum, up to year 2038/39, and
 - Provision for at least 81 hectares of employment land over the plan period, including provision of 38.42 Ha of strategic employment land allocation to meet the identified wider regional need for logistics along the M1 corridor.
- 11.5 This approach has also been informed by discussions with neighbouring authorities in respect of capacity to accommodate growth over the plan period. It is acknowledged that the supply of housing land will fall short of 15 years post adoption, as currently assessed. However, for reasons set out in Chapter 10 of this Paper, the Council considers this approach to be wholly appropriate, taking account of locally specific constraints and characteristics.

APPENDIX 1: List of Relevant Policy, Guidance and Strategies

Chapter 1 (paragraphs 1.42 – 1.85) of the Ashfield Local Plan 2023 to 2040 Regulation 19 Pre-Submission Draft sets out brief details of policy, guidance, and strategies relevant to the Councils spatial approach. These include, but are not limited to:

National Context:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)

Regional context:

- Nottinghamshire Local Transport Plan (LTP)
- Nottinghamshire County Council Bus Service Improvement Plan (BSIP)
- D2N2 Local Economic Partnership (LEP) Strategic Economic Plan and draft Local Industrial Strategy (LIS)
- Joint Health & Wellbeing Strategy 2018-2022, Nottinghamshire Health & Wellbeing Board
- Lowland Derbyshire & Nottinghamshire Local Nature Partnership – A Prospectus for Lowland Derbyshire and Nottinghamshire

Local Context:

- Ashfield District Council Corporate Plan (2019 – 2023)⁸
- Ashfield Social Value Policy⁹
- Ashfield and Mansfield A Plan for Growth 2017. Ashfield DC & Mansfield DC¹⁰
- Affordable Housing Delivery Strategy 2021 – 2023. Ashfield District Council¹¹
- Ashfield Playing Pitch Strategy 2017 -2020
- Ashfield Public Open Space Strategy 2016-2026
- The Ashfield Community Partnership Strategic Plan 2019 - 2022¹²
- Lifestyle Strategy Active Ashfield 2017 – 2021
- Ashfield Health and Wellbeing Partnership Strategy Be Healthy, Be Happy, 2021 – 2025 Ashfield Health and Wellbeing Partnership.

⁸ <https://www.ashfield.gov.uk/media/8d84458b550cb95/corporate-plan-2019-2023-final-to-publish.pdf>

⁹ <https://www.ashfield.gov.uk/media/8d88f9438231a5e/social-value-policy.pdf>

¹⁰ <https://www.ashfield.gov.uk/media/8d850ae2a324a84/ashfield-and-mansfield-a-plan-for-growth-2017.pdf>

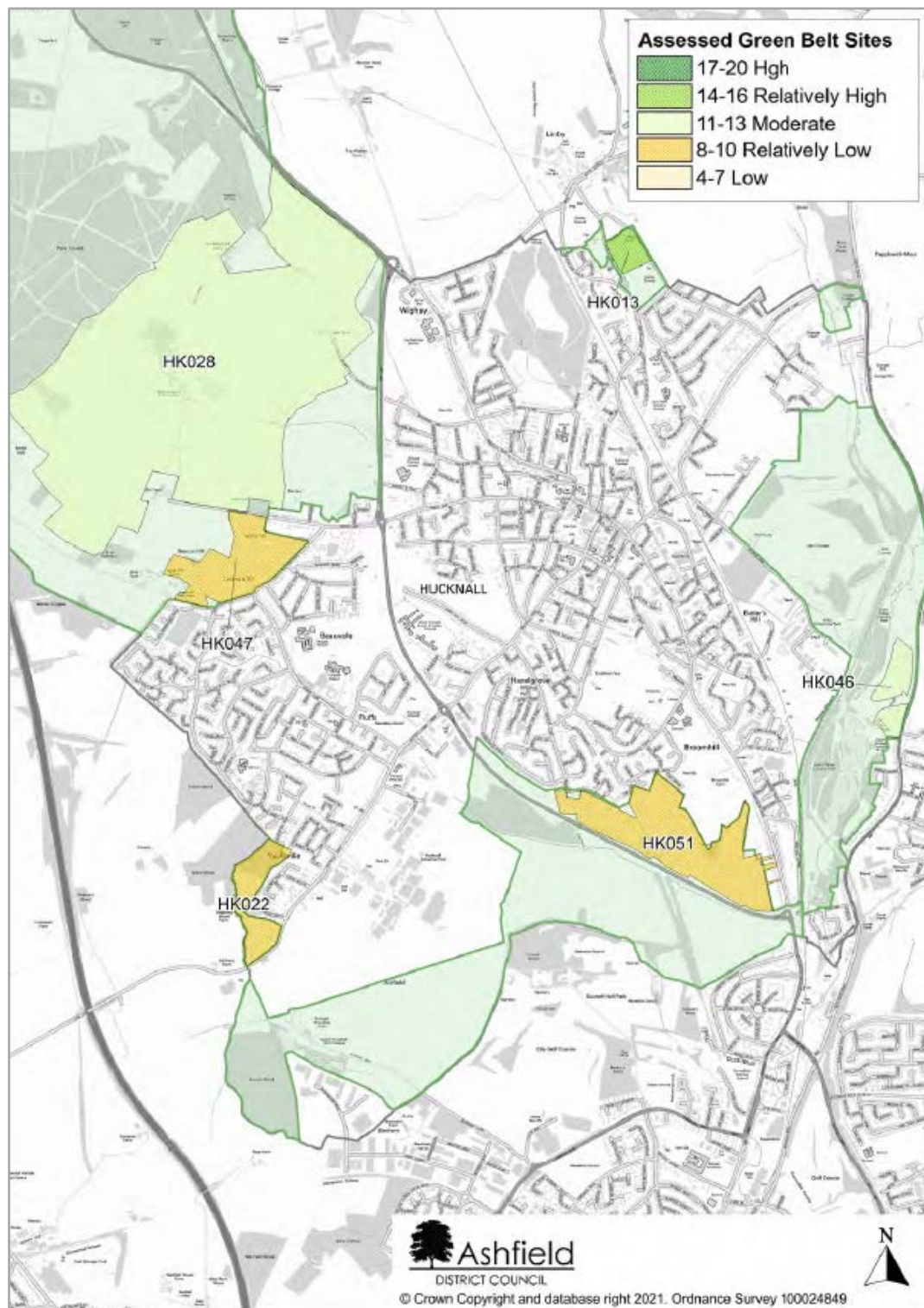
¹¹ <https://www.ashfield.gov.uk/your-council/strategies-plans-policies/housing-strategy-research/affordable-housing-delivery-strategy-2021-to-2023/>

¹² <https://www.ashfield.gov.uk/community-leisure/anti-social-behaviour-community-safety/>

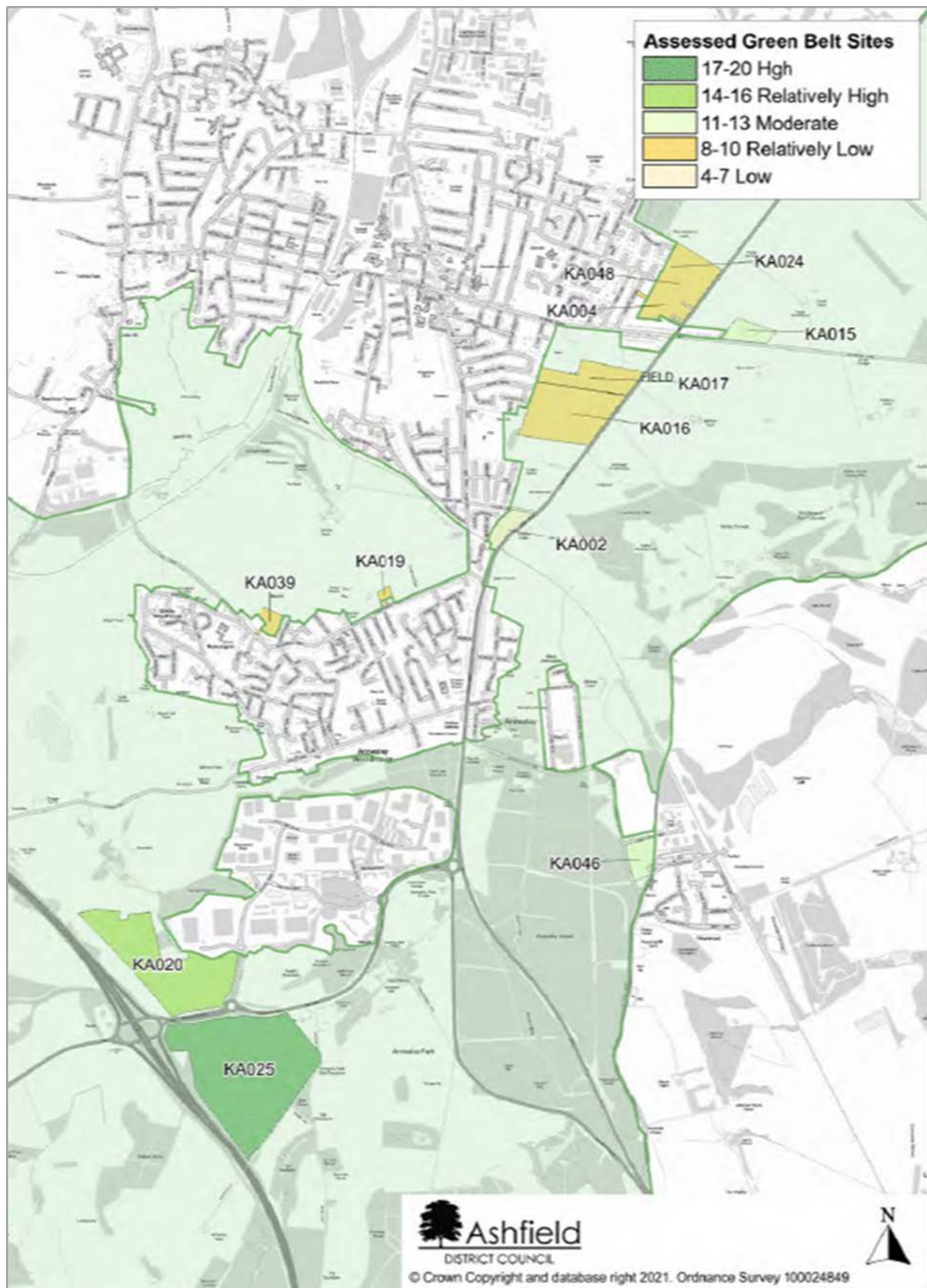
APPENDIX 2: Green Belt Harm Assessment Maps

The following maps are extracted from Appendices 3,4 and 5 of [Background Paper 4: Green Belt Harm Assessment](#). They illustrate the location and overall assessment of each 'developable' Green Belt sites submitted to the SHELAA for consideration for future development.

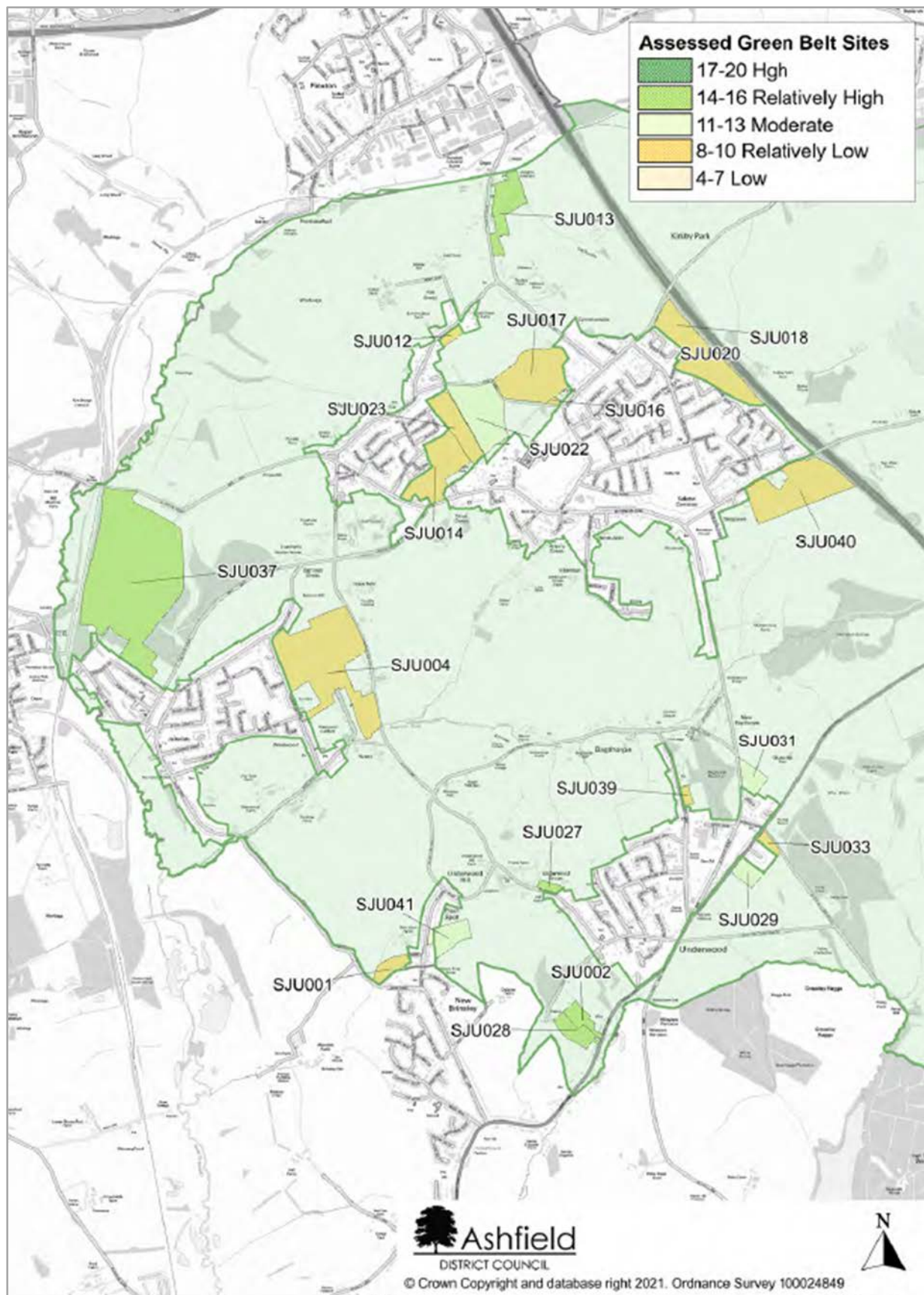
Hucknall Area



Kirkby Area



Rural Villages Area



APPENDIX 3: SHELAA sites excluded from potential site allocations

SHELAA Sites – Unallocated Green Belt Sites

SHELAA site ref.	Site Name	Potential Yield (dwellings)
HK046	West of Moor Road, Bestwood	152
HK047	Common Lane, Hucknall	318
KA015	Adj 53 Blidworth Road, Kirkby-In-Ashfield	55
KA016	West of Derby Road, Kirkby-In Ashfield	228
KA017	West of Derby Rd/ South of Diamond Ave, Kirkby-In Ashfield	134
KA019	Land to the rear of 257 - 275 Nuncargate Road	13
KA039	Land off Main Road, Nuncargate	41
KA048	Land off Thoresby Avenue/Abbey Road, Kirkby in Ashfield	225
SJU002	Rear of 105 Cordy Lane, Underwood	40
SJU004	Land off Barrow Hills Lane, Westwood	437
SJU012	Church Lane, Selston	19
SJU013	East of Station Road, New Selston	95
SJU017	East/North Stoney Lane, Selston	190
SJU021	Land off Stoney Lane, Selston	19
SJU022	Land off Stoney Lane, Selston	151
SJU023	Rear 18 Stoney Lane, Selston	84
SJU028	Rear of 101 Cordy Lane, Underwood	53
SJU029	Land adjacent 82 Mansfield Road, Underwood	39
SJU033	Land off Felley Mill Lane North, Underwood	19
SJU040	Land South of Annesley Lane, Selston	180
SJU041	Land to the rear of 48 Plainspot Road, New Brinsley	60
SJU044	Land West of Selston Road, Jacksdale	82

2,634

SHELAA Sites excluded due to isolated unsustainable location

SHELAA site ref.	Site Name	Potential Yield (dwellings)
SA028	Land at Carnarvon Cottage, Silverhill Lane, Teversal	67
SA039	Greenhill's extended site, Cauldwell Road, Sutton-In-Ashfield	81
SA059	Land to the rear of Coxmoor House, Coxmoor Road, Sutton-In-Ashfield	61
SA062	South of Tibshelf Road, Fackley	16
SA079	Land off Wild Hill, Teversal	50
SA080	Wild Hill, Chesterfield Road, Teversal	89

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APPENDIX 4: Glossary of Terms and Abbreviations

5YHLS: Five Year Housing Land Supply.

Affordable Housing: The definition of affordable housing for planning purposes can be found in National Planning Policy.

ALPR: Ashfield Local Plan Review (2002)

CCG: Clinical Commissioning Group

Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

Developable: sites in a suitable location for housing development and with a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Dwg: Dwelling

ELNs: Employment Local Needs Study

Ha: Hectares

HDT: Housing Delivery Test

HNA: Housing Needs Assessment

LHN: Local Housing Need

DLUHC: Department for Levelling Up, Housing and Communities

NCC: Nottinghamshire County Council

NPPF: National Planning Policy Framework

OAN: Objectively Assessed Need

PDL: Previously Developed Land

Permitted Development (PD) rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application.

PPG: Planning Practice Guidance

RSL: Registered Social Landlord

Section 106 agreement (s106): or planning obligations are an established mechanism for securing necessary infrastructure arising from a development proposal. They are commonly used to bring development in line with the objectives of sustainable development as outlined through the relevant local, regional and national planning policies.

SHELAA: Strategic Housing & Economic Land Availability Assessment

SHMA: Strategic Housing Market Area Assessment

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Supplementary Planning Document (SPD): Provide supplementary information in respect of the policies in Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

