

Making plans for Mansfield

# Core Strategy Issues and Options Report







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# Section One

## Introduction

### 1 Introduction

**1.1** This is a consultation document and as such we would be grateful if you could let us know any comments that you have on its contents. If you are viewing the document online (<http://mansfield-consult.limehouse.co.uk>) you will be able to comment on each paragraph, table, issue and option at the click of a button. If you consider that we have missed out any issues, or you have any general comments on the document as a whole, please make them here by commenting on this paragraph.

**1.2** If you are interested in viewing and commenting on specific areas of the document (and are viewing the online version), please use the links below to access the correct sections quickly and easily:

'The Strategic Approach to Development'	'Neighbourhood Regeneration'	'Town Centre Boundary'
'Strategic Extensions'	'Recreational Space Provision'	'Green Infrastructure'
'Employment Provision'	'Community Exceptions'	'Sustainable Energy'
'Design Quality'	'Retail Hierarchy'	'Sustainable Transport'
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'Affordable Housing'	'Evening Economy'	10 'Children and Young People'
'Gypsies and Travellers'	'Finding the Right Mix of Town Centre Uses'	11 'Infrastructure and Implementation'

#### Role of the Local Development Framework

**1.3** Work is underway on a set of new planning documents known collectively as the Mansfield Local Development Framework (LDF) which will shape the future planning and development of Mansfield District. The LDF system was introduced by the Planning and Compulsory Purchase Act 2004.

**1.4** Once complete, the LDF will replace the existing Mansfield District Local Plan and will include a range of documents, covering different issues and areas. Further information is contained in the Council's Local Development Scheme which is a project plan setting out more detail on exactly what documents will be prepared, and by when (please visit <http://www.mansfield.gov.uk/lfs>). Essentially the LDF is different to the Local Plan by way of its structure. The Local Plan is one large document containing all planning policies whether they be at a strategic level or detailed policies which relate to all development, as well as site specific land allocations; the LDF will be a number of planning documents that each address specific policy types and issues.



**1.5** The following link (which will take you to the Planning Portal - an external website) provides a useful explanation of the LDF and the various documents it includes.

<http://www.planningportal.gov.uk/england/public/tools/ldfguide/>

### Role of the Core Strategy

**1.6** The first Development Plan Document (DPD) we are preparing is the Core Strategy. This document establishes the overall context for the future economic, social and environmental regeneration of the District. It will take forward the vision of the Council's Corporate Plan and provide the framework for implementing the priorities of the 'Big Picture', our Sustainable Community Strategy (SCS), which have implications for the use of land and buildings.

**1.7** The Core Strategy, although influenced by national and regional planning policy, will identify the particular aspects of Mansfield District that give it a sense of place and local distinctiveness, and will set out:-

- A Planning ('Spatial') Vision for Mansfield District;
- Strategic Objectives;
- A Planning Strategy;
- Core Policies; and
- A Monitoring and Implementation Framework

**1.8** The Core Strategy, together with the other documents within the LDF, will provide the planning policy background against which we will determine planning applications and take forward our regeneration programmes and projects.

**1.9** The Issues and Options Report has been produced taking into account the comments put forward by a number of key stakeholders and will help assist further debate on the issues and options for the Core Strategy. It is your first chance to get involved in the preparation of the document and we would welcome your views at this early stage before we move the document on.

**1.10** However, we still have a long way to go in relation to the Core Strategy. The comments received on this document will help us to define what the Core Issues really are and what options are preferred to address those issues. We will then consult on a second document, and based on the comments received we will move on to create our Core Strategy, which will be subject to further consultation and then become our 'submission' version that will be subject to an independent examination, by a government appointed inspector.

**1.11** We hope to get as many people involved with the new planning system as possible in order to ensure that the documents we bring forward reflect the true aspirations of all the stakeholders and residents within Mansfield District.

### East Midlands Regional Plan (EMRP)

**1.12** This is an important document that influences the Core Strategy and the LDF as all LDF documents are required to be in general conformity with it (by the Planning and Compulsory Purchase Act 2004).

**1.13** Also known as the Regional Spatial Strategy (RSS) it includes a regional Core Strategy which outlines ten Core Objectives in Policy 1 that establish the context for the delivery of sustainable development. These are:

- Addressing social exclusion;
- Protecting and enhancing the quality of the environment;
- Improving health;
- Promoting economic prosperity;
- Improving accessibility;
- Achieving effective protection of the environment;
- Achieving a step change in the level of the Region's biodiversity;
- Prudent use of resources;
- Taking action on climate change, especially flooding; and
- Promoting good design in developments.

**1.14** There are also topic-based priorities within the EMRP on housing, economy and regeneration, natural and cultural resources, the Regional Transport Strategy and implementation, monitoring and review.

**1.15** Also included is a spatial strategy for each sub-region. The Northern Sub-Regional Strategy (which covers Mansfield District) contains policies and proposals to provide a clear vision for regeneration following the decline of the coal mining industry.

### The Importance of a Sound Evidence Base

**1.16** A key influence on the preparation of the Core Strategy and a key input to the Sustainability Appraisal is the evidence base which is a collection of technical documents, studies and research undertaken to inform the choices to be made by the plan. Having a robust evidence base is one of the key tests of soundness of DPDs during the examination process, the test being that planning policies and proposals should be justified, effective and consistent with national policy.

**1.17** Planning Policy Statement 12: Local Spatial Planning (PPS12) states in paragraph 4.36 that to be 'justified' a DPD needs to be founded on a robust and credible evidence base and be the most appropriate strategy when considered against the reasonable alternatives. The evidence base should contain two elements:

- evidence of participation of the local community and others having a stake in the area
- research/fact finding – evidence that the choices made in the plan are backed up by facts

**1.18** In preparing this Issues and Options Report the Planning Policy Team has carried out and commissioned a number of such studies, utilising joint working approaches with other departments, and authorities as appropriate, to form an evidence base. This includes:

- Strategic Housing Land Availability Assessment (SHLAA);
- Northern Sub-Region Employment Land Review;
- Urban Design Compendium: Mansfield Town Centre;
- Strategic Housing Market Assessment;
- Affordable Housing Viability Model;



- Mansfield Retail Study;
- Green Infrastructure Interim Planning Guidance;
- Landscape Character Assessment;
- Towards a Sustainable Energy Policy for Nottinghamshire;
- Strategic Flood Risk Assessment;
- Water Cycle Scoping Study;
- Employment, Housing and Retail Monitoring Reports.

**1.19** As well as the studies above, part of the evidence base is formed by reports undertaken solely by other departments, these are reports such as:

- Conservation Area Character Appraisals and Management Plans;
- Creating a 'City' Centre for Mansfield;
- Statement of Licencing Policy.

**1.20** Please see Section 12 'Glossary' for an explanation of each study.

### Sustainability Appraisal

**1.21** Sustainability Appraisal(SA) is a process required by the Planning and Compulsory Purchase Act 2004 in order to promote sustainable development. The appraisal process is an important part of good plan-making as it identifies and reports on the economic, social and environmental implications of plan options, so that the selected option promotes, rather than inhibits, sustainable development. SA plays an important part in demonstrating whether a Development Plan Document (DPD), such as the Core Strategy, is sound.

**1.22** European Union Directive 2001/42/EC (the Strategic Environmental Assessment or SEA Directive) requires the preparation of an Environmental Report on the likely significant effects on the environment of a draft plan and for that Report to be taken into consideration during decision-making. The UK Government has incorporated the SEA Directive requirements into the SA process as they both focus on sustainable development. This results in the production of a Sustainability Appraisal Report (incorporating an Environmental Report) ensuring that sustainable development and environmental impact information is taken into account in decision-making.

### Habitats Regulations Assessment

**1.23** The Habitats Directive requires that an Habitats Regulations Assessment (HRA) is made of the impacts of land-use plans that are likely to have a significant effect on any Natura 2000 site.

**1.24** Natura 2000 sites that are subject to HRA are Special Areas of Conservation (SACs) designated under the Habitats Directive, and Special Protection Area (SPAs) designated under the Birds Directive. Government policy in PPS9 also requires sites designated under the Convention of Wetlands of International Importance (Ramsar sites) to be treated as having equivalent status to Natura 2000 sites. HRA should also cover these sites.

**1.25** HRA should be carried out on sites (regardless of if they are within or outside the plan area) that could potentially be affected by the plan. There are no SPAs or SACs within the area covered by the Core Strategy, although the Birklands and Bilhaugh SAC is located approximately 7km to the east of the district lying within the Newark and Sherwood District area.

### Next Steps

**1.26** This document will be subject to formal consultation for an 8 week period between 21st June and 16th August 2010. We would be grateful to receive your views on the issues and options raised. It would be especially helpful if you can make your comments on-line or use the questionnaires provided on our website <http://www.mansfield.gov.uk/cs> which enable us to have a clear and comparable set of comments in relation to the various issues raised. Please ensure any letters or e-mail's submitted clearly state which issue you are commenting on, and which option you prefer in order for us to be able to consider your views.

**1.27** Following the formal consultation period, we will evaluate the comments submitted and seek to run focus groups and workshops on the main issues where further discussion and information will help us to bring forward a better informed Core Strategy.

**1.28** All comments formally received will become part of our evidence base and will, together with other forms of evidence, such as surveys and consultant reports and assessments, inform the future decision making process in relation to all of the issues within this report.

**1.29** It is important to recognise that it is not the sheer quantity of representations that carry weight, but different views and factual evidence have to be considered. In making future decisions the Council will take on board significant community concerns and ideas where ever possible and appropriate.

**1.30** Once the consultation responses have been collected and collated, the comments will be reported to the Council and a response will be agreed. We will then inform everyone how we are addressing the comments that they have made.

**1.31** Based on the consultation responses and subsequent discussions, the Council will then prepare a document which will clearly indicate the sort of policies and approaches that are intended to be taken forward into the Core Strategy.

**1.32** The comments received and on-going discussions, will be used to consider the next steps that the Council should take in relation to the LDF, in terms of future documents and time frames. This will be updated on the Council web site in due course.





# One: Introduction

# Section Two

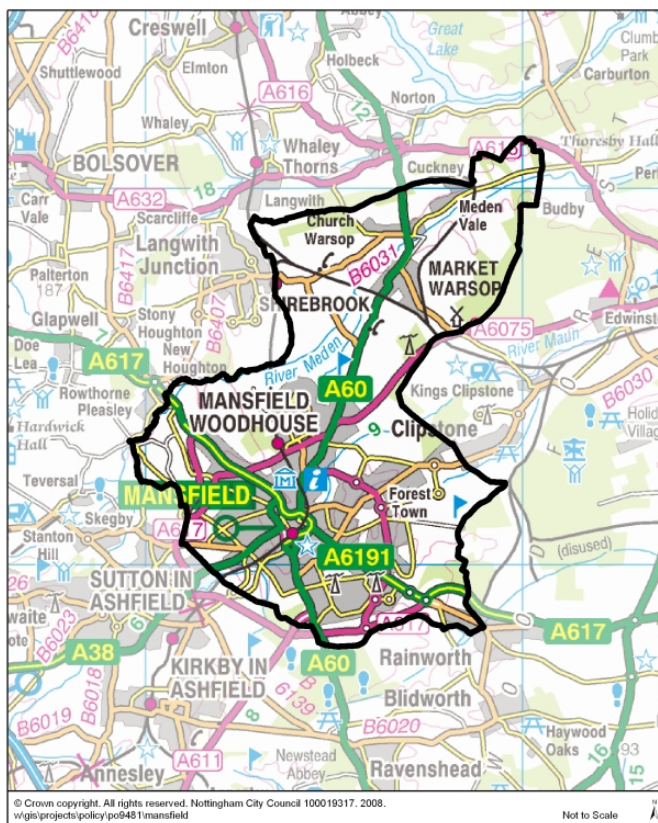
## Our District - Now

### 2 Our District - Now

**2.1** This section provides a summary of the main characteristics and attributes for the District. It covers geographical, demographical, housing, economy, transport and environmental factors together with the spatial features of the district's communities. It provides a current picture of the district in social, economic and environmental terms and sets the context for identifying the key challenges that lie ahead for the future growth and regeneration of the district.

#### Geography

- Situated in the northern part of Nottinghamshire at the heart of the East Midlands region, and at a central point in the UK with good proximity to larger economic markets in the Three Cities (Nottingham, Leicester and Derby) and Sheffield City regions;
- A district that contains the main urban areas of Mansfield (including Mansfield Woodhouse), and Market Warsop, and a more isolated rural area comprising smaller villages mainly associated with the former North Nottinghamshire Coalfield;
- A district dominated by the sub-regional retail, leisure and service centre of Mansfield which itself is having to change in order to successfully compete with neighbouring centres of Nottingham, Newark, Sutton-in-Ashfield, Worksop and Chesterfield;
- A district that is benefiting from major investment in transport infrastructure around the periphery of Mansfield town, improving the area's strategic road connections to the M1 to the west and the A1 to the East, and opening up local opportunities for future growth and development;
- A district where mining and other historically important industries have closed or declined providing a catalyst for physical regeneration currently bringing about much needed positive change to the district as a place to live, work and visit.



#### Population

- A district with an older than average population;
- A population who suffer from a much higher than average incidence of long term illness;
- A population whose skill levels are considerably lower than the Nottinghamshire and regional averages;



- A population where ethnic minorities are a small but growing proportion of the total population, typically with people of an eastern European background moving into the area;
- Where a significant proportion of the population lives in areas which rank amongst the top 10% most deprived in the Country, and where there are inequalities in terms of people's health, homes, jobs, income levels, and the living environment including the incidence of crime which affect the quality of life.

## Housing

- A housing market which is generally weaker than the region as a whole, which is reflected in lower than average house prices;
- A district where there is a significant need for affordable housing;
- A district which has a diverse range of type and tenure of housing, much of which is typified by large estates and pockets of older, high-density housing, that is associated with poor condition;
- A housing stock where Council tax Band A and B properties are disproportionately found compared to regional and national averages;
- A district where despite the plentiful provision of land for housing, the annual rate of new house completions has failed to reach the targets set by the Regional Plan.

## Economy

- A local economy that is re-structuring due to the decline in coal mining and textile industries, and is recovering with growth in business services and manufacturing;
- A district that is characterised by large, low cost pools of labour and potential employment land, which should be attractive to business;
- A population with low levels of educational attainment and skills, which generates challenges for the structural changes in the local economy and attracting high value added business sectors;
- A district with a relatively narrow businesses base and over representation of low value jobs and low levels of entrepreneurial activity;
- A district where old perceptions of poor image are changing to reflect future aspirations.



The i Centre



The i2 Centre



## Transport

- A district with good road access via the A60, A38 and A617 main roads to main local centres;
- A district well served by buses and trains that link Mansfield with out lying villages and other major centres beyond;
- A district looking to benefit from the £30 million investment in the Mansfield-Ashfield Regeneration Route around the southern and western side of the town that has served to reduce traffic congestion through central Mansfield and improved linkages with the trunk roads, the A1 and M1;
- A district where further investment is happening to create a new public transport interchange to provide stronger linkage with the town's railway station.

## Environment

- A district with a rich built environment with listed buildings, conservation areas and scheduled ancient monuments;
- A district which has a wide ranging network of green spaces, known as green infrastructure, that is recognised for its landscape, recreational and biodiversity value.

The Bottoms



The Railway Viaduct



## Our Communities

**2.2** The district is largely made up of two main urban areas. Mansfield (including Mansfield Woodhouse) in the southern part, and the smaller urban area of Market Warsop in the north, beyond which is a small number of villages set within open countryside.



## Mansfield



Two: Our District - Now

- Mansfield is the District's main urban area, where most people live and work and it contains the main centre for shopping, leisure and other services.
- Many of the social and economic issues facing the district are concentrated here and this is reflected in a number of wards with a high incidence of multiple deprivation and where neighbourhood renewal and regeneration is a priority.
- Despite a relatively wide choice of housing some of the existing stock is in very poor condition and needs replacing/improving.
- Mansfield town centre is well used by local people has a good range of shops and services, a good leisure offer and a strong night time economy. However, as a shopping destination the town centre may not be achieving its full potential and is vulnerable to competition from other nearby centres. The night time economy also presents challenges and is a hot spot for crime and anti-social behaviour.
- Major changes to the town centre are planned and on-going, with the development of a new public transport interchange to replace the existing bus station and several retail and office schemes emerging.



### *Market Warsop and its hinterland*



- The district centre at Market Warsop serves the town and acts as the local shopping and service centre for neighbouring communities at Church Warsop, Warsop Vale, Meden Vale and Spion Kop.
- The district centre is well used by local people and this is reflected in the relatively high levels of occupied units.
- There are limited local employment opportunities in Market Warsop and beyond in Meden Vale due to its peripheral location and limited market interest. However, to the north at Worksop, large-scale employment development has taken place and further significant development is underway to the south east at Shirebrook, just over the district boundary.
- Despite relatively low house prices the affordability of housing remains an issue for local people.
- The area is subject to constraints. The countryside to the east of Market Warsop is of particular landscape character being part of the Sherwood Forest landscape character area whilst between Market Warsop and Warsop Vale there are areas of scientific (wildlife) interest. The River Meden which dissects Market Warsop and Church Warsop places parts of the area at risk of flooding.





**2.3** Having looked at 'Our District - Now' we must turn to how we identify and address the major issues affecting Mansfield as a District. The table below is a template which shows how we will link the issues arising and the Core Strategy policy areas which can impact upon them to the themes in the Sustainable Community Strategy (SCS), and the Local Area Agreement (LAA) in the upcoming sections of this report.

**Table 2.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
For example....  <b>Our Economic Prosperity</b>	For example....  The main economic issues facing the District are seen as being:  <ul style="list-style-type: none"> <li>An insufficient workforce in terms of both size and skills may undermine good prospects for employment growth</li> </ul>	For example....  The Core Strategy policy areas which may address these issues are:  <ul style="list-style-type: none"> <li>Employment Provisions</li> </ul>	For example....  The relevant LAA themes which may address these issues are:  <ul style="list-style-type: none"> <li>Improve educational attainment and skills</li> </ul>
<b>Other Key Drivers:</b>			
For example, the Employment Land Review, East Midlands Regional Plan, Planning Policy Statement 4.			

# Section Three

## Our District - A Vision for the Future

### 3 Our District - A Vision for the Future

#### Developing the Vision

**3.1** The overarching vision for the future of the district is set out in the Mansfield District Council Corporate Plan 2009-2019 and the Mansfield Area Strategic Partnership's Sustainable Community Strategy as:

"a district where everyone enjoys a good quality of life, with confidence, pride and dignity, and which attracts people, business, and investment to our area"

#### Draft Mansfield Sustainable Community Strategy (SCS)

**3.2** The overarching vision is further expanded in the Mansfield Sustainable Community Strategy seven priorities for the district as:

- **A safer Mansfield** with reducing crime and anti-social behaviour
- **Children and young people** that achieve their potential
- **Economic prosperity** with a prosperous and thriving economy
- **Our town centre** that is vibrant and successful
- **A healthier Mansfield** with good health and well-being for all
- **Stronger communities** that are confident and content
- **Environmental sustainability** leading to a greener Mansfield.

**3.3** The Mansfield Area Strategic Partnership is the district's Local Strategic Partnership (LSP). It brings together leaders from the public, private, business, community and voluntary sectors to establish priorities for joint action and develop a long-term strategic framework for the district (the Mansfield Community Strategy)

#### Nottinghamshire's Local Area Agreement (LAA)

**3.4** Nottinghamshire's Local Area Agreement 2008 – 2011 is the action plan for the progression of Nottinghamshire's Community Strategy (which Mansfield's SCS is in general conformity with) and contains the priorities, indicators and targets to be achieved by the Nottinghamshire Partnership over this period.

**3.5** Nottinghamshire's LAA is shaped by:

- understanding the evidence of need and priorities in the local area, and
- what the community have said about what is important.

**3.6** The LAA gives the Nottinghamshire Partnership the flexibility to find local solutions to local problems, and to prioritise spending to achieve the outcomes identified. To turn Nottinghamshire's priorities into a reality over the next three years, improvements are needed in the following areas:

- creating more jobs and business opportunities;
- improving educational attainment, skills and qualifications;
- strengthening community spirit;
- reducing crime and fear of crime;



- improving the amount of waste we recycle; and
- helping everyone in Nottinghamshire to live fulfilling and healthy lives.

### 3.7 The 10 priorities for Nottinghamshire's LAA are:

**Table 3.1 LAA Priorities and Areas of Focus**

LAA Priority	Focusing on:
Promote a viable economy	<ul style="list-style-type: none"> <li>• Economic activity and worklessness;</li> <li>• Adequate housing; and</li> <li>• Enterprise and business.</li> </ul>
Improve educational attainment and skill levels	<ul style="list-style-type: none"> <li>• Children and young people; and</li> <li>• Working age population.</li> </ul>
Improve community cohesion and participation	<ul style="list-style-type: none"> <li>• Children and young people;</li> <li>• Diverse communities;</li> <li>• Citizen participation;</li> <li>• Voluntary sector;</li> <li>• Adult participation in sport; and</li> <li>• Cultural enrichment.</li> </ul>
Reduce crime and fear of crime	<ul style="list-style-type: none"> <li>• Violent crime;</li> <li>• Acquisitive crime;</li> <li>• Anti-social behaviour;</li> <li>• Adult re-offending;</li> <li>• Drug use and prevention;</li> <li>• The Youth Justice System; and</li> <li>• Domestic violence.</li> </ul>
Tackle smoking and alcohol misuse	<ul style="list-style-type: none"> <li>• Smoking prevalence; and</li> <li>• Alcohol related harm.</li> </ul>
Improve emotional wellbeing	<ul style="list-style-type: none"> <li>• Children and young people; and</li> <li>• Mental health and emotional wellbeing in the adult population.</li> </ul>
Tackle rising obesity	<ul style="list-style-type: none"> <li>• Children and young people; and</li> <li>• Adult obesity.</li> </ul>
Reduce health inequalities	<ul style="list-style-type: none"> <li>• All age all cause mortality; and</li> <li>• Teenage conceptions.</li> </ul>
Improve quality of life for vulnerable people	<ul style="list-style-type: none"> <li>• Independent living; and</li> <li>• Learning disabilities and employment.</li> </ul>
Promote environmental sustainability	<ul style="list-style-type: none"> <li>• CO<sub>2</sub> emissions;</li> <li>• Street and environmental cleanliness;</li> <li>• Household waste; and</li> <li>• Road safety.</li> </ul>

## Mansfield District Council Corporate Plan (CP)

The Corporate Plan 2009-2019 which is based on what residents and partners have told us are the key challenges facing the district develops the vision into five priorities as the key areas for action as:

- Revitalising our district, town centres and neighbourhoods;
- Reducing crime and disorder;
- Ensuring decent homes for all;
- Developing a high quality, clean, green and pleasant environment;
- Ensuring effective leadership and management.



Out of these the core priority is to "revitalise the district, its town centres and neighbourhoods" as this directly contributes to all aspects of the district's performance and improvement, and impacts upon all of the other priority areas.

### A Spatial Vision

Through the preparation of this Core Strategy the Mansfield Area Strategic Partnership vision will be developed, to provide a spatial, place specific, vision for the future of the district. The Mansfield Area Strategic Partnership has given priority to a strategy for growth and change which aims to provide for improved economic prosperity and quality of life for local people.

Drawing on its characteristics and the issues facing the district as set out in Our District - Now the following outline of the Spatial Vision for the district is proposed for the Core Strategy. At this first stage in the process of preparing the Core Strategy we would welcome your views on how you think the district and the places within it should develop over the next 20 years. All comments received will be carefully considered and used to further develop the spatial vision from which a set of strategic objectives will be developed and the delivery strategy will flow. The Core Strategy will be the spatial expression of the Mansfield Sustainable Community Strategy and will be a key tool in helping to deliver the shared vision on the ground.



## Option Spatial Vision 1

By 2026 major change within the District will have brought about positive economic, social and environmental regeneration by responding to local needs, reducing deprivation and improving the quality of life for all.

The Mansfield urban area will have been the catalyst for the regeneration of the district over the last 20 years ensuring its continued status as one of the key sub-regional centres within the northern part of the East Midlands. New homes, jobs, shops and services will have created more prosperous and sustainable communities breathing new life into the image of the area.

Market Warsop in the north of the district will have become a stronger centre for its communities and those living in the smaller nearby rural settlements of Church Warsop, Meden Vale, and Warsop Vale. Its role as the district's other main urban area will have been enhanced through new homes, jobs, shops and other services commensurate with its role as a local service centre.

### Mansfield

By 2026 within Mansfield's urban area.....

- the town centre will be maintaining and strengthening its role as a sub-regional shopping, service, leisure and business destination. A number of new high quality well designed developments providing a successful mix of complementary uses will have taken place to create a more balanced, prosperous, vibrant and culturally diverse town centre. In Mansfield Woodhouse the district centre will be sustaining its role with a diverse range of uses within a vibrant, attractive, and safe pedestrian-friendly environment;
- the Mansfield/Ashfield Regeneration Route will be the focus for significant new job growth with a clustering of new employment developments on the edge of the town. New development will be providing high quality well paid jobs within innovative knowledge based sectors having strong links with the newly constructed West Nottinghamshire College campus. This growth area will be complementing the expansion of service based jobs within the Mansfield central area, catering for the different types of job-creating uses for which there is limited scope within the existing built-up area;
- all the Neighbourhood Renewal Areas will be continuing to lift out of relative deprivation so that no-one in these communities is seriously disadvantaged by where they live. The gap between the most deprived and more affluent areas in the district will have been substantially reduced by better quality housing stock, increased job opportunities, widened access to learning opportunities, and by greater community engagement in the urban regeneration of these areas;
- the open areas along the Maun Valley, between Radmanthwaite and Mansfield Woodhouse, along the Caudwell Brook and bisecting Mansfield Woodhouse will be continuing to act as Strategic Green Wedges that penetrate the urban area and continue to guide the growth and expansion of the Mansfield urban area whilst maintaining the linkage with the surrounding

countryside. The network of multi-functional green infrastructure across the district will have been enhanced with Carr Bank and Titchfield Parks in particular continuing to play a key role for people in providing high quality accessible open space.

### **Market Warsop**

By 2026 within Market Warsop.....

- the district centre will be maintaining and strengthening its role with a diverse range of shopping and associated uses within a vibrant, attractive, and safe pedestrian-friendly environment that serves the town and its surrounding communities well;
- there will be a range of housing that meets the needs of everyone. Older poor quality housing will have been replaced and new housing stock will be attractive, well designed and affordable to all.
- the levels of new employment and housing development will have strengthened its role as the largest centre within the northern part of the district;
- improved transport facilities and links with the nearby centres of Mansfield and Shirebrook, together with attractions further afield at Clumber Park and Sherwood Forest will have made the area a more attractive location to live and work. The sustained emphasis placed upon improving bus, cycle and pedestrian routes will have reduced the impact of traffic through the area, including on the A60, facilitating a more sustainable pattern of development in this part of the district.

### **District-wide**

By 2026.....

### **Sustainable Development Patterns**

- the urban areas of Mansfield and Market Warsop will have been the focus for new development with strong uptake of previously-developed land and any under-used greenfield land within the existing built-up area. Any urban extensions will have been planned in a sustainable manner to integrate with existing communities and with respect to environmental constraints.

### **Achieving High Quality Design**

- all new development will display a high standard of urban design and architectural quality that respects and positively enhances the character of the area. Major projects such as those in and around the Mansfield central area and at key gateway locations like the Mansfield/Ashfield Regeneration Route will have provided ambitious innovative modern buildings that command recognition for their design quality and act as exemplars of sustainable building practice;





### **Addressing Climate Change**

- all new development will be making a positive contribution towards addressing the issue of climate change by reducing emissions through the use of sustainable design and construction methods, maximising energy efficiency and the use of renewable technologies. New building will be located and designed to take account of changing local weather conditions arising from global climate change.

### **Reducing the Need for Travel and Encouraging Sustainable Transport**

- there will be a high quality, reliable transport network including new bus, cycle and walking facilities providing residents and visitors access to jobs, shops, leisure and other services. Particular emphasis will have been given to locating new development where it maximises accessibility by a range of transport modes and making alternatives to the car more attractive through measures such as bus priority, cycleways and pedestrian routes in new developments. We will have made significant contribution towards reducing reliance on the car, minimising congestion, and cutting pollution levels within the district.

### **Protecting Natural and Built Assets**

- the built heritage of the district will have continued to be preserved and enhanced. New roles will have been found for historic buildings where their re-use and restoration has the potential to enhance and regenerate the surrounding area. Important natural assets such as the district's Sites of Special Scientific Interest (SSSI's), Local Nature Reserves (LNR's), and Sites of Importance for Nature Conservation (SINCS) will have similarly been retained, enhanced and protected from inappropriate development.

### **Meeting Housing Needs**

- the issues effecting poor quality housing, and the related health and social issues that this generates, will have been addressed and significant progress will have been made in meeting the demand for new households. There will be a mix of new housing types, sizes and tenures which meet the needs of all residents within the district. Affordable housing will be provided as part of new developments to meet identified needs. Homes will be built to maximise the use of previously developed land and those close to town centres or transport facilities will be built at higher densities. These higher densities will have helped to support better local services and will have assisted in reducing the need to travel.

### **Creating Economic Prosperity**

- the re-development and development of sustainable sites across the district will be providing the range of employment facilities capable of meeting the needs of large national and international companies as well as small and expanding local businesses. Entrepreneurial activity will have been harnessed through the provision of business incubation for start-up business and grow on space for expanding enterprises. The rate of worklessness will have been reduced and the employment levels will have risen.

### **Enabling Vital and Vibrant District and Local Centres**

- new retail and associated development will have been directed to existing centres and a network of vital and viable centres will be serving the varying shopping and other needs of communities. New centres with a range of facilities will be addressing the range of community needs within areas of greatest need such as the Neighbourhood Renewal Areas.

### **Ensuring Opportunities for Sport and Recreation**

- there will be a network of high quality accessible public open space across the district enabling participation in a range of formal and informal recreation activities and meeting identified local needs in the area. New open spaces will have been provided as part of new developments to meet particular deficiencies in local provision and will be improving the quality of life for communities.

### **Supporting Community Facilities and Services**

- there will be a range of high quality and accessible education, health and leisure facilities to meet the needs of the community. Where new facilities are required they will be directed to locations that are accessible by a range of transport modes.



**Three: Our District - A Vision for the Future**

# Section Four

## Our Economic Prosperity

### 4 Our Economic Prosperity

**4.1** Due to Mansfield District's historic links with the coal and textile industries it has seen some tough economic times. However, growth in other areas of manufacturing and the service sector is helping the area recover. There is still a significant shortage of high skill levels and educational attainment is lower than the regional and national average. While house prices are comparatively low so are household incomes, which impacts directly on the district's economy. Attracting high salary businesses to the district will prove challenging due to the existing skill levels of the workforce and the age profile of the population which demonstrates a lower than average number of people in their twenties and thirties. However it is envisaged that well founded strategies can help towards improving the economic prosperity of the district. While land values in the district are comparatively low, competition from neighbouring districts which are located closer to either the M1 or A1 also brings a number of challenges in attracting businesses to the area.

**4.2** The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 4.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>Our Economic Prosperity</b></p> <p>The SCS looks at improving enterprise and employment within the district and generally revitalising the area.</p>	<p>The main economic issues facing the District are seen as being:</p> <ul style="list-style-type: none"> <li>• Despite recent strong job growth the district is still behind Nottinghamshire and regional averages on measures such as productivity and gross value added;</li> <li>• The district is characterised by low value and low wage jobs;</li> <li>• There is a lack of entrepreneurialism in the district;</li> <li>• An insufficient workforce in terms of both size and skills may undermine good prospects for employment growth;</li> <li>• Rental returns are relatively low and this can make business development in particular unviable.</li> </ul>	<p>The Core Strategy policy areas which may address these issues are:</p> <ul style="list-style-type: none"> <li>• The Strategic Approach to Allocating Development</li> <li>• Consideration of Strategic Extensions</li> <li>• Employment Provisions</li> <li>• Neighbourhood Regeneration</li> <li>• Design Quality</li> <li>• Historic Environment</li> </ul>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Promote a viable economy</li> <li>• Improve educational attainment and skills</li> </ul>
<p><b>Other Key Drivers:</b></p> <p>Employment Land Review, Strategic Housing Land Availability Assessment, East Midlands Regional Plan, Planning Policy Statement 1, Planning Policy Statement 3, Planning Policy Statement 4. Regional Economic Strategy for the East Midlands</p>			



## The Strategic Approach to Development

### Introduction

**4.3** The provision of significant levels of additional dwellings and the need for new employment opportunities, inevitably means that currently undeveloped land in the district will be required for development purposes. The Core Strategy needs to set out the broad locations for development throughout the district. The most logical division of the District in terms of broad locations for development, is between the main urban area of Mansfield (which includes Mansfield, Mansfield Woodhouse, Pleasley Hill and Forest Town) and Warsop Parish, which contains the more rural settlements of Market Warsop, Church Warsop, Meden Vale, Warsop Vale and Spion Kop.

**4.4** For the purposes of this paper the areas will be referred to as Mansfield Urban Area and Warsop Parish.

**4.5** The focus of this section is to look at the need for residential development. Housing requirements are a significant driver for regeneration and growth and unlike employment the East Midlands Regional Plan (EMRP) also known as the Regional Spatial Strategy (RSS), sets out the amount of residential development Mansfield District needs to provide for.

**4.6** Options for the distribution of residential development to be provided for within these two distinct areas of the district are outlined below.

### Local Perspective

**4.7** The strategy for growth set out within the Sustainable Community Strategy (SCS) highlights the need for high quality housing to attract and retain skilled workers. The SCS also includes a chapter on the Economic Prosperity of the district and one of the specific priorities for action within this chapter is to encourage more graduates, professionals and entrepreneurs to live and work in the district.

**4.8** The Council's Corporate Plan contains as one of its 5 priorities, the need to 'Ensure decent homes for all' and specifically mentions the need to increase the supply of affordable homes and bring more empty homes into use. While the provision of new 'market housing' is not specifically mentioned within the Corporate Plan the majority of affordable dwellings will be provided as part of market housing schemes. Ensuring the development of new housing schemes which will either contain new affordable homes within them, or provide funding to meet affordable homes initiatives elsewhere helps in the delivery of this particular Council priority.

### Evidence Base

**4.9** The EMRP sets a housing provision figure for Mansfield District of 10,600 dwellings (2006-2026). Although it is for the District's to decide on the specific location of new residential development, the EMRP sets out that the priority for growth should be around Mansfield's Urban Area.

**4.10** Before specific locations for residential development are decided upon, (which will be dealt with through other 'Development Plan Documents) the broad distribution of residential development between Mansfield Urban Area and Warsop Parish needs to be addressed through the Core Strategy.

**4.11** Any apportionment of development will of course need to be in line with guidance contained within the EMRP adopted in March 2009. This Plan classifies Mansfield Urban area together with parts of Ashfield District as the Mansfield – Ashfield Sub-Regional centre and says “Significant levels of growth will be provided for in and adjoining the Sub-Regional Centres of ..... Mansfield - Ashfield, which, subject to levels of urban capacity will require locations for urban extensions to be identified in Local Development Frameworks.” (SRS 1)

**4.12** Due to the facilities associated with larger towns such as employment opportunities, leisure and retail choice, Mansfield Urban area is considered the most suitable location for the majority of the districts future development requirements.

**4.13** However it goes on to say: “Local Development Frameworks will identify and justify levels of development for those other urban areas identified below, which are suitable for development due to urban capacity, Sub-area regeneration needs or the need to support the present role of the settlement in servicing the surrounding area. The scale of development will be related to the existing level of infrastructure, range of community facilities and job opportunities, availability of public transport, and existing character of the settlement. The other urban areas which are the subject of this policy include Market Warsop.

**4.14** The Core Strategy needs to consider appropriate levels of development within both Mansfield Urban Area and the Parish of Warsop. The role of the Core Strategy is to deal with the strategic distribution of development rather than exact numbers which will be issues for future Local Development Documents (DPD's)

**4.15** The period for the delivery of the 10,600 dwellings set out in the Regional Plan is 2006 -2026. Some development has already either taken place (through actual completions) or has been established through the granting of planning permissions.

**4.16** The table below indicates the dwelling requirements for the district as of 1st April 2009.

Dwelling Requirements as of 1/4/2009	District	Mansfield Urban Area	Warsop Parish
<b>a Requirement</b> (2006 - 2026)	10,600		
<b>Supply</b>			
Dwelling completions 1st April 2006 - 31st March 2009	966	893	73
Dwelling supply from existing planning permissions	3,203	2,727	476
<b>b Total Supply as of 1-4-2009</b>	4,169	3,620 (87%)	549 (13%)
<b>c Balance to find 2009 -2026 (a - b)</b>	<b>6,431</b>		





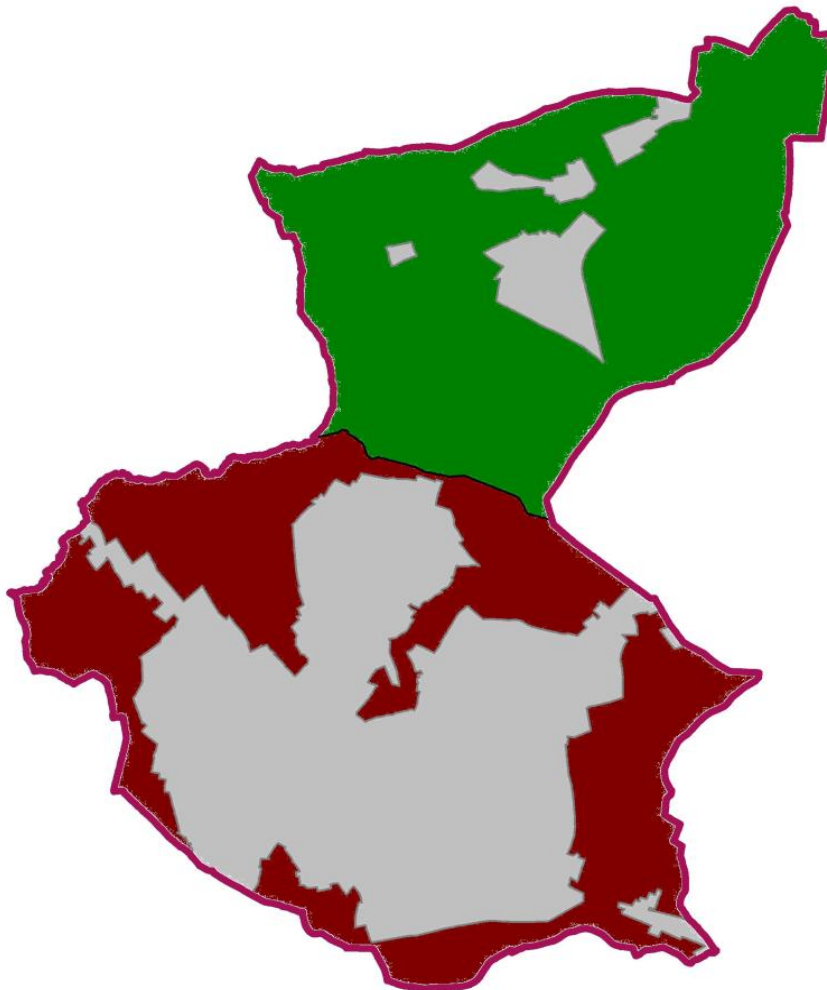
**4.17** In August 2009 the Council published its first Strategic Housing Land Availability Study (SHLAA) This assessed the broad suitability of all sites over 0.25 hectares that had been promoted by land owners and developers. The findings of SHLAA have now been used to inform the options for development levels within this document. By using the SHLAA document the Council believe that all options being put forward are realistic, achievable and deliverable.

### Issues and Options

#### Issue EP1

Strategic distribution of development between Mansfield Urban Area and Warsop Parish.

A map showing Warsop Parish to the North (green), Mansfield Urban Area to the south (red/brown) and the existing urban areas/settlements (grey)



## Option EP1 A

### **Maximise development around the sub-Regional centre of Mansfield and safeguard the Rural Settlements.**

This approach would see approximately 95% (10,000) of the total requirement of 10,600 dwellings (2006 -2026) being directed in and around the main urban area of Mansfield, and approximately 5% (600 dwellings) being located within the Parish of Warsop.

This option would seek to minimise land take-up for development within Warsop Parish. It would limit any new construction to those sites which already have the benefit of planning permission or previously developed land (PDL) or underused greenfield land within the existing urban boundaries of the rural settlements.

**Possible Advantages:** This would seek to safeguard the settlements 'rural feel' by containing all new development within existing boundaries. Green spaces within the settlements would also be less likely to be developed. This approach also recognises that employment opportunities are (and are likely to remain) limited within Warsop Parish.

**Possible Disadvantages:** Restricting the amount of new residential properties within Warsop Parish to a minimum, limits the choice of property available to existing and new residents in that area. Limiting new residential properties also restricts population growth in the area, which may impact on the viability of existing services, and restrict the likelihood of new services being provided for in Warsop Parish. Opportunities to increase spending within Market Warsop may also be limited under this option.



## Option EP1 B

### Strengthen the Role of Market Warsop while maintaining a development focus in and around Mansfield Urban Area.

This would seek to maximise development opportunities in and around Market Warsop and to a lesser degree the other villages and settlements within the Parish of Warsop. This option would result in approximately 17% (1700 -1800) of the total dwelling requirement of 10,600 dwellings (2006-2026) being located within the Parish of Warsop and 83% (8,500-9,000 dwellings) in and around Mansfield urban area.

**Possible Advantages:** Greater choice of properties for existing and new residents. The likelihood of increasing the population and to increase spending within the District centre and support local businesses. New private development would provide for new affordable housing which can offer younger people and new home seekers opportunities to live in the locality, should they choose to do so.

**Possible Disadvantages:** Market Warsop would need to expand its current boundaries significantly to allow for such growth. The smaller settlements may also see some levels of development outside their current boundaries. Such an approach may be seen as eroding the 'rural character' of the area. Significant levels of new dwellings may result in increasing numbers of commuters to areas of greater employment and service provision.

## Option EP1 C

### Providing limited growth in and around Market Warsop and the settlements.

This is a mid way option would seek to allow limited growth in and around Market Warsop and possibly the other villages and settlements within the Parish of Warsop. This option would see approximately 10% (1000) of the total dwelling requirement of 10,600 (2006-2026) being located within the Parish of Warsop.

**Possible Advantages:** Expanding the choice of properties for existing and new residents.

**Possible Disadvantages:** The number of additional dwellings this option would provide for, may not generate any new service provision but would increase demand on existing services.

## Other Linked Policy Areas

**4.18** Once the approximate levels of new residential development for the two areas of the district have been established through the 'Core Strategy', forthcoming Development Plan Documents will need to identify and allocate specific areas for future development.

## Strategic Extensions

### Introduction

**4.19** The levels of development (mainly for new homes required by the EMRP) is such that significant areas of land outside the current urban area will be required. Although there are likely to be a number of small and medium sites to be allocated for development within future Development Plan Documents (DPD's) the location/s for major development areas or Strategic Urban Extensions need to be identified as part of the Core Strategy. The Council did prepare a Strategic Development Paper in June 2009 which highlighted the need for significant development levels. This document was consulted upon and the Council agreed that such a significant issue should be considered through the LDF process.

### Local Perspective

**4.20** The Sustainable Communities Strategy sets out a Growth agenda and highlights how housing and employment development should provide the foundations for economic growth and increased income and quality of life for local people. It sets out that where development involves extensions to the urban area it will need to adhere to the principles of sustainability. One of the Corporate Plan's 5 priorities is to ensure decent homes for all. While many of the issues relating to this priority relate to existing poorer quality stock and empty homes, the provision of new quality housing has an important role to play.

### Evidence Base

**4.21** The previous issue, EP1, indicated the numbers of new homes required in and around Mansfield from 2009 - 2026 is approximately 5,000 - 6,400. Regardless of whether the lower or higher requirement for Mansfield urban area is decided upon, significant amounts of land currently outside the urban boundary will be required to provide for this.

**4.22** The SHLAA 2009 indicates that just over 1,000 new dwellings could be accommodated on previously developed land within the urban area leaving a minimum shortfall of 4,000 additional dwellings to allocate for. With such large requirements still to find, the authority consider that large scale urban extensions comprising of mixed housing, employment, planned green space, community facilities and possibly retailing, provide sustainable options in order to meet its development requirements. The SHLAA document is available on the council's website <http://www.mansfield.gov.uk/shlaa> indicates which areas of land have been promoted for development and the authority's initial assessments of the sites promoted. More than enough land to meet the authority's requirements has been put forward in SHLAA, and could be appropriate (subject to a number of issues).

**4.23** Planning Policy Statement 12 Paragraph 4.6 states 'Core Strategies may allocate strategic sites for development. These should be those sites considered central to achievement of the strategy'.



## Issues and Options

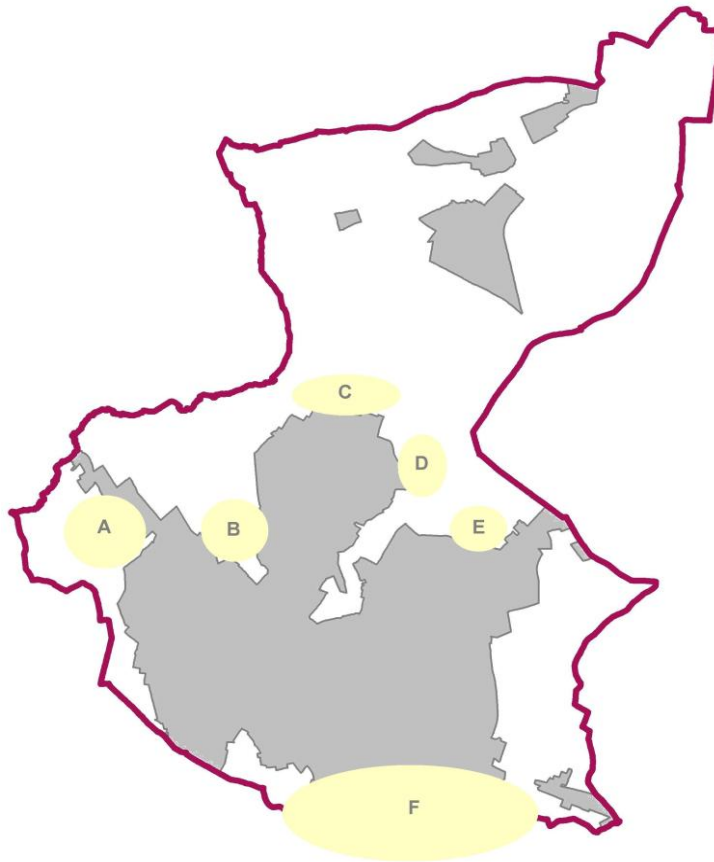
### Issue EP2

Identifying areas around Mansfield for Strategic urban extensions.

Although there will be land within the urban area which can be utilised for development, it is evident that considerable Greenfield Land outside the current boundaries of Mansfield's urban area will also be required. Specific allocations will be identified in other development plan documents, but the 'Core Strategy' should identify the broad locations for major development.

\*Strategic extensions are considered to be mixed use schemes containing significant levels of housing and employment.

#### Options for Urban Extensions





## Option EP2 A

### Land in the vicinity of Pleasley Hill.

**Possible Advantages:** A considerable amount of land is available around Pleasley Hill adjoining the Mansfield – Ashfield Regeneration Route (MARR). This location offers good access to the M1 and could provide much needed opportunities to help regenerate significant levels of poor quality housing stock in the area. There has been significant land in this area submitted through SHLAA to provide the opportunity to develop a substantial residential scheme. Due to its location close to the M1 the area is also likely be viable for providing employment development which is attractive to the ‘market’.

**Possible Disadvantages:** The land to be developed would see the loss of significant amounts of the best and most versatile agricultural land within the district. Demand for housing within this particular area of the district may not be as high as elsewhere, such as to the south of the district.

## Option EP2 B

### West of Mansfield Woodhouse

**Possible Advantages:** The land is close to the facilities offered within the Town Centre of Mansfield and Mansfield Woodhouse District Centre. The area of land is also close to employment facilities at Millennium Business Park.

**Possible Disadvantages:** This area of land is currently seen as an important green wedge which provides a degree of openness between Mansfield Woodhouse and Radmanthwaite. Currently the openness of this area brings part of the wider open countryside in to the urban area. The size of any site may limit the ability to provide a good quality mixed use scheme.



## Option EP2 C

### North of Mansfield Woodhouse

**Possible Advantages:** Any development in this location would integrate well with existing and potential new open space and recreational facilities.

**Possible Disadvantages:** Insufficient land has currently been promoted through the SHLAA process in this particular location for a major mixed use urban extension. This particular location is also further away from existing facilities than other possible locations, although it is acknowledged that major new development would need to provide a certain amount of facilities within any proposals. It is questionable whether this location would be attractive to the market for employment location.

## Option EP2 D

### East of Mansfield Woodhouse / Peafield Lane

**Possible Advantages:** A number of sites in this location have been promoted through the SHLAA process which demonstrates sufficient land is available for residential in this location. This area of the district would also have good access to recreational facilities such as Sherwood Pines Country Park and Sherwood Forest. Major development within this location may also provide opportunities to provide significant new recreational facilities.

**Possible Disadvantages:** The site would not appear to be particularly attractive as an employment location due to more preferable areas with better transport links to the M1 and A1 being available elsewhere.

## Option EP2 E

### Forest Town / Clipstone Road West

**Possible Advantages:** Several sites were submitted in this area through SHLAA with the focus being on residential development opportunities on previously allocated employment land. As a certain amount of land is located within the existing urban area, development may come forward in advance of the Core Strategy. This area is located close to existing employment uses.

**Possible Disadvantages:** Existing employment allocations have failed to deliver employment uses and therefore it is unlikely that this area could deliver mixed use development which included employment.

## Option EP2 F

### South Mansfield (locations around the South MARR)

**Possible Advantages:** This area offers an attractive location for residential and realistic employment opportunities alike. The area offers good access to both the M1 and A1 (via A 614) . This location also lies close to new educational facilities planned for the redevelopment of West Notts College.

**Possible Disadvantages:** Information suggests that development of this land would result in the loss of best and most versatile agricultural land.

### Other Linked Policy Areas

**4.24** The size and scale of any Strategic extension may warrant a development brief for the site to set out development principles. Any development brief would become a Supplementary Planning Document, should any Strategic Extension Policy be included within the final Core Strategy.

### Employment Provision

#### Introduction

**4.25** The Core Strategy needs to provide a policy framework that facilitates the on-going economic restructuring of the local economy and addresses the particular issues of high unemployment, worklessness, income deprivation, and poor skills that are prevalent in certain parts of the district. These have been highlighted through the district portrait. It is important to seek to ensure through the Core Strategy that sufficient land for new jobs is planned to provide for employment for the forecast rises in population and to sustain growth in sectors of the local economy which have the greatest potential to create new jobs and generate wealth.

**4.26** In pursuit of this goal the Mansfield economy and its wider economic area, including that covered by the neighbouring district of Ashfield, has been considered in some detail through a number of studies that will inform the preparation of this policy framework. These are discussed in more detail in the Evidence Base section below.



## Local Perspective

**4.27** The Council's main priority in the Corporate Plan is to revitalise the district, town centres and its neighbourhoods by amongst other things, creating a more enterprising culture of business networks and entrepreneurial activities, especially amongst young people in the district. The refresh of the Mansfield Sustainable Community Strategy currently emphasises Mansfield's aspirations to create a more diverse and resilient local economy through increased wealth, employment, business growth, enterprise and skills amongst its workforce.

**4.28** To this end the Council is committed to working in partnership with other public authorities including Nottinghamshire County Council and adjoining District Councils together with private sector partners to develop a complementary approach to sustainable economic growth and regeneration, and which will culminate in a joint Economic Masterplan for the area towards the end of 2010.

## Evidence Base

**4.29** There are a number of employment land studies covering Mansfield and its wider economic area which have been prepared to provide the Council with an evidence base for the Core Strategy and other DPD's. These include the Northern Sub-Region Employment Land Review (ELR) which was prepared essentially to assess the demand and supply of employment land across the sub-region, and the Mansfield and Ashfield District's Joint Property Strategy (JPS) which was informed by economic analysis of Ashfield and Mansfield undertaken by Experian.

**4.30** Both these studies involved the preparation of forecasts for the Mansfield economy up to 2026 which translated job growth projections into net employment land needs. The figures for employment land include land for all types of uses under Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) Order 1987 (as amended). This covers most office uses as well as research, industrial and storage uses, but excludes a variety of important job creating uses such as retailing, leisure and tourism which now fall within the Government's wider definition of economic development in PPS4 and which are dealt with in other sections of this report.

**4.31** The projections were trend based, reflecting national economic projections, but adjusted to take into account assumptions about projected job growth in the East Midlands Regional Economic Strategy (RES) and other relevant factors such as the population assumptions made in the East Midlands Regional Plan. The JPS which post dates the ELR builds upon the findings of the ELR using more up to date projections and different assumptions about employment and productivity in five key priority sectors identified for growth across the Mansfield-Ashfield area.

**4.32** Table 4.3 below sets out the net employment land needs i.e for 'B' Class uses using the recommendations from the least and most optimistic scenarios from these studies. As can be seen, under both scenarios there is positive demand for B1 space up to 2026 reflecting overall net growth in business services sectors.

**Table 4.2 - Projected net employment land needs up to 2026 (Hectares)**

RSS Housing Scenario				Sector Profiling Scenario			
B1	B2	B8	Total	B1	B2	B8	Total
2.6	-2.5	-1.5	-1.4	3.3	2.4	8.2	13.9

**4.33** It should be noted that the studies suggest the need to find more land than that set out in Table 4.3 above in order to provide some flexibility in the choice of sites, and to compensate for future anticipated losses of existing employment land to other alternative uses such as housing.

**4.34** Table 4.4 below shows the district’s net employment land needs from the above scenarios adjusted to take into account a margin of choice but excluding future employment land losses. Work is currently on-going to establish how much additional land should be provided to compensate for existing employment land to be lost. The initial findings from the ELR, the JPS and the analysis of sites undertaken through the SHLAA suggest the net employment land figures in Table 4.4 below should be added to with at least around 20 Ha.

**Table 4.3 - Projected net employment land needs upto 2026 (Hectares) (incl. margin of choice)**

RSS Housing Scenario	Sector Profiling Scenario
24	38

**Issues and Options**

**4.35** Drawing upon 'Our District Now' and the evidence base, the main strategic issues for the Core Strategy relating to the economy and employment land are:-

- Provision of employment land (Issue EP3)
- Protection of existing employment land (Issue EP4) and
- Location of new employment land (Issue EP5)

**Issue EP3**

**Provision of employment land.**





### Option EP3 A

#### Use the lower figure of 24 Ha net to plan for future employment land provision

**Advantages:** Employment land would be provided to match with the planned levels of housing growth in the Regional Plan. This option would be evidence based utilising the 'RSS Housing Scenario' from the Employment Land Review.

**Disadvantages:** This would result in a lower provision of employment land and may limit job growth in the district. It may lead to out-commuting of the district's resident workforce to other areas outside of the sub-region due to a lack of available employment sites.

### Option EP3 B

#### Use the higher figure of 38 Ha net to plan for future employment land provision

**Advantages:** Employment levels and the need for land is boosted on the basis of assumptions about employment and productivity levels in five key priority sectors. This option would provide more land for employment in a bid to increase jobs and to reduce the need to travel. This is based on utilising the 'Sector Profiling Scenario' from the Mansfield and Ashfield District's Joint Property Strategy.

**Disadvantages:** This results in a higher level of allocation of employment land which may result in more sites being left undeveloped, if demand fails to materialise to match with the additional supply.

### Option EP3 C

#### Seek to avoid setting employment land figures but rely on a criteria based policy approach to future employment land provision.

**Advantages:** This option would encourage a more flexible approach to meeting employment needs across the district that may be in tune with the area's regeneration needs.

**Disadvantages:** This option may result in imbalances in the local economy resulting in higher levels of either out or in-commuting from locations outside the sub-region. This option would not take a holistic approach to future employment land provision but deal with proposals as and when they come forward.

## Protection of Existing Employment Land

**4.36** As well as allocating new land for employment, one of the ways that planning policy can seek to maintain job opportunities is by protecting land currently or lastly in employment use. However, there is continuing pressure for alternative uses on existing employment land. This is compounded by the higher value of alternative uses, such as housing, and is being stimulated by the Government's policies for re-use of 'brownfield' land. It will be important to maintain a stock of readily available employment land and buildings in the District, particularly where they provide usable and relatively cheap premises in sustainable locations and are easily accessible to the workforce. However, some existing employment may not be sited in the most suitable areas and in these circumstances it may be more appropriate to consider alternative uses.

### Issue EP4

#### Protection of existing employment land

### Option EP4 A

#### Identify and protect all existing sites for continued employment use

**Advantages:** This option would retain a significant supply of land for employment uses and mix of uses within the existing urban areas. It would also offer maximum choice of employment sites.

**Disadvantages:** This option may not result in the best use of previously-developed land, where employment sites are unsuitable and unviable to meet modern business needs and are left vacant. It may also result in more greenfield land being released as housing and other uses are developed on these sites rather than utilising vacant employment sites.



## Option EP4 B

**Identify and protect the best sites for continued employment use whilst at the same time adopting a more flexible approach to the other existing employment sites**

**Advantages:** This would ensure that the supply and quality of employment sites matches as closely as possible the demands of modern businesses and the changing economic structure of Mansfield's economy whilst at the same time contributing to meeting the district's housing and other requirements. This option would be evidenced based drawing upon the conclusions of the Employment Land Review.

**Disadvantages:** This option would mean those sites not identified as locally valuable and strategically important may come under greater pressure for release from employment use to other alternative higher value uses such as housing.

## Option EP4 C

**Adopt a flexible approach in deciding which existing employment sites are kept and released for employment purposes**

**Advantages:** This option may serve to maximise the re-use of urban land.

**Disadvantages:** This may result in more employment land being lost to other uses due to the uplift in land values associated with alternative uses such as housing. The result could be a lack of employment land to meet the district's needs, particularly serviced land within the existing urban areas, putting at risk the economic regeneration objectives. It may also discourage diversity of use within urban uses and push employment to peripheral locations with consequential effects on travel demand, for example.

## Location of New Employment Land

**4.37** The Council believes in planning for the location of new job opportunities within Mansfield District, it will be important for the Core Strategy to support the Council's approach to economic regeneration and other relevant local priorities in an attempt to provide opportunities in areas of greatest need; to locate new employment development in sustainable locations close to where people live and with good access to public transport; and to promote locations for new employment development that are attractive to business. In this regard, the East Midlands Regional Plan (EMRP) through Policy Northern SRS 3 identifies the broad area along the Mansfield Ashfield Regeneration Route as a preferred location for new employment development subject to the maintenance and enhancement of Green Wedges.

## Issue EP5

### Location of new employment land

#### Option EP5 A

**Seek to allocate new employment sites in locations which maximise accessibility for the local population**

**Advantages:** This would spread employment development around Mansfield, and Market Warsop and some of the district's other settlements. This distribution may help to support smaller settlements by providing jobs and minimising the need to travel to larger employment centres.

**Disadvantages:** The more peripheral locations may be less attractive to inward investment and local firms. A lack of demand from business will mean sites are not taken up and overall job creation in the district may be jeopardised.

#### Option EP5 B

**Seek to allocate employment land at Market Warsop urban area with the remainder concentrated on new strategic employment sites as part of mixed use sustainable urban extensions to the Mansfield urban area**

**Advantages:** The urban area of Market Warsop would be a focus for some new employment development acting as the main centre for jobs and services in the northern part of the District. This option may address the current imbalance of jobs to workforce in this part of the District.

**Disadvantages:** A lack of demand from inward investors and local business in the northern part of the district has meant sites have not taken-up in the past and if this continues overall job creation in the district may be jeopardised through the allocation of sites that are unattractive from a market perspective.



## Option EP5 C

### Focus employment land provision on new strategic employment sites as part of mixed use sustainable urban extensions to the Mansfield urban area

**Advantages:** This would aim to concentrate job opportunities on new strategic employment sites as part of mixed use sustainable urban extensions to Mansfield's urban area (see also Issue EP2 and related Options). It would provide opportunity to integrate jobs, homes and other community facilities together in a comprehensive manner and allow the greatest possibility of achieving low or zero carbon development. It is more likely that this would realise inward investment and local business growth than under Options A and B particularly if these employment sites are located along the Mansfield Ashfield Regeneration Route.

**Disadvantages:** This option would focus the vast majority of new employment development around the Mansfield urban area, in particular along the Mansfield-Ashfield Regeneration Route and would limit the opportunities for employment land elsewhere

### Other Linked Policy Areas

**4.38** Whilst the Core Policies will deal with the allocation and designation of strategic sites for employment there may be a need to identify further sites through other DPD's. These other plans would take forward more detailed aspects of elements of the core policies where appropriate.

### Design Quality

#### Introduction

**4.39** Good urban design, architecture and landscape design are key elements in achieving sustainable development. Achieving high quality design in new development is essential for creating places and buildings which are functional, attractive for people to use, together with reflecting local character and context in order to achieve local distinctiveness. Good design is not just about aesthetics, it has important social and environmental considerations and has a key role to play in achieving sustainable development and improving the quality of peoples lives. It also has a role to play in creating safe environments and reducing the fear of crime.

**4.40** One of the key challenges for the Core Strategy is to provide a policy framework to ensure a high quality of design in all development across the district and to ensure the creation of places where people want to live, work and spend time. Such a policy framework must support economic growth whilst maintaining and enhancing both built and natural environments. It must be recognised that design quality cuts across all other policy areas.

**4.41** Government guidance in PPS1 emphasises the importance of achieving high quality development through good and inclusive design, and the efficient use of resources. It sees good design as a key element in achieving sustainable development, and it should make a positive contribution to making places better for people. Good design should respond to the local context and create or reinforce local distinctiveness, resulting in developments which support community



cohesion. It notes that 'Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted'.

**4.42** PPS3 sets out the Government's policies for the provision of housing. It is noted that 'Good design is fundamental to the development of high quality new housing, which contributes to the creation of sustainable, mixed communities'. Local Planning Authorities (LPA) should develop design policies which set out the quality of development that will be expected in their local area with the aim of creating residential developments which meet the needs of local people, are visually attractive, safe, accessible, functional, inclusive, have their own identity and improve local character. Designs and layouts should make efficient use of land and encourage innovative solutions to help achieve high quality outcomes.

### Local Perspective

**4.43** The growth strategy set out in the Sustainable Community Strategy (SCS) highlights housing and employment development as providing the basis for sustainable economic growth and for increasing the quality of life for local people. The SCS also highlights the importance of the creation of a 'sustainable environment' by reducing the impact of development on the environment, and the regeneration of Mansfield town centre with emphasis on creating an attractive and safe environment.

**4.44** Within the Council's Corporate Plan the need to 'develop a high quality, clean green and pleasant environment', 'ensure decent homes for all', 'revitalise the district, its town centres, and neighbourhoods' and 'reduce crime and disorder' are all key priorities on which design has an important impact.

**4.45** All major developments within the district will have a significant impact upon the appearance and attractiveness of the area and have the potential to support the wider objectives of economic prosperity and a sustainable environment. The cumulative impact of smaller scale developments will have a similar impact upon the area. Accordingly it is desirable for all new development throughout the district to be of the highest design quality to support the above mentioned objectives. The design quality of new development should be considered as cross-cutting issue which relates to all other policy areas.

### Evidence Base

**4.46** In the EMRP it noted that whilst in the recent past there have been some outstanding examples of new development in the region, others have been of an unacceptably low standard. It is emphasised that all new developments in the East Midlands must aspire to the highest standards of design and construction in order to achieve sustainable development. Policy 2 in the EMRP "Promoting Better Design" gives priority to continuously improving the layout, design and construction of new development, with particular regard to reducing CO<sub>2</sub> emissions and being resilient to future climate change. It notes that a design led approach to new development is required which takes account of local context and reflects the natural and historic character of a place.



**4.47** In the EMRP it also notes that whilst the East Midlands has a rich and diverse historic environment it is undervalued and increasingly under threat. English Heritage has recommended that development plans be based upon identification and assessment of natural and cultural assets and the contribution they make to local character and diversity together with their ability to absorb change. In Policy 27 "Regional Priorities for the Historic Environment" it notes that in areas where growth or regeneration is a priority, development should promote sensitive change to the historic environment.

**4.48** Building for Life, led by the Commission for Architecture and the Built Environment (CABE) and The House Builders Federation, is the national standard for well designed homes and neighbourhoods. The 20 Building for Life criteria reflect the vision of what housing developments should be like: attractive, functional and sustainable.

**4.49** 'The Value Handbook: Getting the most from your buildings and spaces' by CABE notes that everyone benefits from well designed buildings, spaces and places. The quality of the built environment impacts upon our quality of life and economic success. The benefits from well designed places can create value in many different ways from commercial value through to social, environmental, image and cultural value. For Mansfield raising the design quality of new development can achieve wider benefits which will assist in the delivery of other policies.

**4.50** A number of documents have been produced to support the Council's attempts to raise the profile of urban design within the district and influence and guide the design quality of new development:

- **'Creating a City Centre for Mansfield'(2009)** - Highlights the Council's regeneration aspirations for the centre of Mansfield looking 10 years ahead. It sets out aspirations for high quality design standards in all new developments, achieving innovation whilst also respecting the historic context. It highlights the importance of the creation of a high quality public realm, attractive access points and gateways into the town centre.
- **'Urban Design Compendium: Mansfield Town Centre' (2007)** - Sets out a vision and aspirations for urban design in the town centre, emphasising a design led approach to development to ensure it relates to its context and respects the historic environment which characterises much of the town centre. It highlights a number of challenges which need to be addressed by schemes for development in and around the town centre.
- **'Mansfield Public Realm Study: Master Plan for Public Realm Works' (2004)** - Aims to revitalise the centre of Mansfield through achieving high quality design of the environment with good use of space and urban design, to encourage social interaction and provide for diversity of use.
- **Conservation Area Character Appraisals and Management Plans** - Provide detailed appraisal of particular townscape features, buildings and spaces etc, which give an area distinctive character and interest, and provide the basis for the future protection and management of those parts of our historic environment.

## Issues and Options

### Issue EP6

Achieving design excellence in new development across the district.

### Option EP6 A

**Have a policy which draws together design themes, providing principles which must be addressed in all proposals for new development across the district to ensure it is of the highest quality design which achieves a sustainable form of development.**

This includes recognising local character and context, understanding and respecting the historic environment, creating sustainable linked communities, development mix, creating a sense of place, permeability, legibility, public realm, landscaping, creating safe and accessible environments etc.

**Possible Advantages:** This will provide a consistent approach to achieving high design quality in all new development throughout the district with a clear indication of the quality to be achieved. It emphasises the need to achieve design excellence in all locations as a way of contributing to the improvement of all parts of the district. The principles for good quality design are the same for all scales of development. The level of detail in information submitted to support a planning application would vary according to the scale and complexity of the application.

**Possible Disadvantages:** It may not provide sufficient distinction between areas within the district such as those which are more historically or environmentally sensitive. Developers may consider that the pursuit of design excellence across the district will raise development costs reducing the economic viability of some schemes. Such concerns need to be balanced with the potential of wider benefits to the district through the promotion of higher design quality.



## Option EP6 B

**Have a number of policies which require high quality design for specific types of new development eg. Housing, industrial, employment.**

**Possible Advantages:** Such policies would focus on specific types of development which are likely to have the greatest impact upon the physical development and expansion of the district over the next 15 - 20 years.

**Possible Disadvantages:** With this approach there would be some duplication of policies in the Core Strategy. It would require a commitment to certain types of development, which may or may not come forward at the anticipated rate, and would have less impact upon the cumulative impact of smaller scale developments.

**4.51** More detailed policies of this nature could be incorporated within the development management policies. Guidance on design issues relating to different types of development could be also be provided through Supplementary Planning Documents (SPD).

## Option EP6 C

**Have a policy which requires high quality design in new development which would affect historic assets including Listed Buildings and Conservation Areas.**

**Possible Advantages:** This approach would focus upon some of the most sensitive historic areas within the district which can provide a context for new development, and contribute significantly to the character and appearance of the area. Regeneration is a priority within the district and such a policy approach would ensure that new development would promote sensitive change to the historic environment.

**Possible Disadvantages:** Only a limited amount of the overall development in the district would occur in these historically sensitive locations. This approach may give the impression that design quality is only important in these locations, and would not ensure high design quality across the district.

**4.52** More detailed policies of this nature could be incorporated within the development management policies to ensure that historic assets are protected and treated in a sensitive manner as change occurs. The Conservation Area Character Appraisals and Management Plans already provide a basis for such policy. Existing legislation already requires consideration of the setting of Listed Buildings and preservation and enhancement of Conservation Areas.

### Option EP6 D

**Incorporate design quality requirements within a wider policy on sustainable development.**

**Possible Advantages:** Design quality is regarded as being a key component of achieving sustainable development. Achieving sustainable buildings may require innovative and cutting edge design solutions. This approach could allow for an amalgamation of design and sustainability principles to guide new development.

**Possible Disadvantages:** Design quality and sustainable development are both key to achieving improvements to the quality of new development across the district. They are both issues which cut across all other areas of policy. Whilst they should both be considered in relation to new development, this approach may result in a lack of clarity over issues which need to be considered with less importance being attached to the requirement for design quality. Where specific targets are being proposed for achieving a more sustainable development this may over shadow the need for high quality design.

### Option EP6 E

**Focus design quality policies on specific parts of the district such as Mansfield town centre, urban extensions.**

**Possible Advantages:** This approach could focus attention on new development in areas which would not be covered by other Development Plan Documents (DPD).

**Possible Disadvantages:** This approach would not ensure improved design quality across the whole district. With this approach there would be some duplication of policies in the Core Strategy. It would require a commitment to certain areas being developed, which may not come forward during the plan period. It would have less impact upon the cumulative impact of developments except in these specific areas.

**4.53** More detailed policies of this nature could be incorporated within the development management policies and in area action plans where they are proposed.

#### Other Linked Policy Areas

**4.54** More detailed design quality requirements will be set out in policies within individual Area Action Plans, and in the Development Management Policies. It may be necessary to produce a SPD relating to urban design quality and the public realm in Mansfield town centre if it is not addressed in an area action plan. It may also be necessary to produce a SPD relating to the design quality of all new residential development.





## Historic Environment

### Introduction

**4.55** The protection and management of historic environments and individual historic assets has a very beneficial role to play in providing attractive places and facilities for people to enjoy, together with contributing towards a range of cultural, social, environmental and economic benefits. Heritage assets include buildings, parks and gardens, buried and submerged remains, historic areas, sites and landscapes, whether or not they have designated protection or are capable of such designation.

**4.56** The Government's planning policies for the conservation of the historic environment are set out in PPS 5. Its aim is that: 'the historic environment and heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations'. It is recognised that in order to achieve this, planning for the historic environment should:

- Help deliver sustainable development
- Conserve heritage assets in a manner appropriate to their significance
- Contribute to knowledge and understanding of our past.

**4.57** In PPS 5, Policy HE3: Regional and Local Planning Approaches notes that "local development frameworks should set out a positive, proactive strategy for the conservation and enjoyment of the historic environment in their area". In adopting this approach a number of factors should be taken into account including its potential to be a catalyst for regeneration, impact upon the character of the area and its sense of place, the context it provides for high quality design, the reuse of the existing fabric and achieving sustainable development.

**4.58** The challenge for the Core Strategy is how to provide a policy framework to safeguard and manage the historic assets and environments throughout the district, for their own sake and in a way which positively contributes towards other policy objectives.

### Local Perspective

**4.59** 'Our town centre' is a key theme within the Sustainable Community Strategy (SCS) which aims to see improvements to the town centre by providing better access and transport facilities, new high quality development and a safer environment in order to increase the attractiveness of the town centre. The developments highlighted such as White Hart and the Maltings represent historic assets within the town centre and these developments need to balance regeneration and conservation interests. Developments within any part of the district's historic environment have a role to play with respect to other priorities identified in the SCS such as improving the economic prosperity of this area along with a commitment to achieving environmental sustainability.

**4.60** Two of the Council's priorities in the Corporate plan are the need to 'develop a high quality, clean green and pleasant environment', and to 'revitalise the district, its town centres, and neighbourhoods'. Both these objectives may have implications for the district's historic environments whether through enhancing existing assets to encourage greater use and enjoyment of them, or by ensuring their protection from the impact of new developments.

**4.61** Whilst these two documents have not set out specific requirements in relation to the historic environments within the district, it is clear that the proper protection and management of historic assets can have an important role to play in achieving wider policy objectives.

#### Evidence Base

**4.62** In the EMRP it notes that whilst the East Midlands has a rich and diverse historic environment it is undervalued and increasingly under threat. English Heritage has recommended that development plans be based upon identification and assessment of natural and cultural assets and the contribution they make to local character and diversity together with their ability to absorb change. In Policy 27 "Regional Priorities for the Historic Environment" it notes that in areas where growth or regeneration is a priority, development should promote sensitive change to the historic environment.

**4.63** A number of documents have been produced to support the Council's attempts to raise the profile of urban design within the district in conjunction with recognising the importance of respecting historic assets:

- **'Creating a City Centre for Mansfield'(2009)** - Highlights the Council's regeneration aspirations for the centre of Mansfield looking 10 years ahead. It sets out aspirations for high quality design standards in all new developments, achieving innovation whilst also respecting the historic context. It highlights the importance of the creation of a high quality public realm, attractive access points and gateways into the town centre.
- **'Urban Design Compendium: Mansfield Town Centre' (2007)** - Sets out a vision and aspirations for urban design in the town centre, emphasising a design led approach to development to ensure it relates to its context and respects the historic environment which characterises much of the town centre. It highlights a number of challenges which need to be addressed by schemes for development in and around the town centre.
- **'Mansfield Public Realm Study: Master Plan for Public Realm Works' (2004)** - Aims to revitalise the centre of Mansfield through achieving high quality design of the environment with good use of space and urban design, to encourage social interaction and provide for diversity of use.

**4.64** Other documents which provide information about the historic environment within the district:

- **Conservation Area Character Appraisals and Management Plans** - Provide detailed appraisal of particular townscape features, buildings and spaces etc, which give an area distinctive character and interest, and provide the basis for the future protection and management of those parts of our historic environment.
- **The List of Buildings of Special Architectural or Historic Interest** - Identifies those buildings / structures which are statutorily protected.
- **Historic Buildings at Risk Register** - Buildings from the above document, over which there are concerns for their physical condition.
- **Draft List of Buildings of Local Interest**- Locally important buildings which are not statutorily listed in the above documents.
- **Nottinghamshire Extensive Urban Survey Archaeological Assessments** - Assessments for Mansfield, Mansfield Woodhouse and Market Warsop were produced in 2001.



- **Mansfield Landscape Character Assessments 2010** - Recently carried out for the district on the basis of a County wide methodology.
- **Nottinghamshire County Council Sites and Monuments Record (SMR)** - A record of all known archaeological finds within the district of Mansfield.
- **Heritage Environment Record (HER)** - Held at Nottinghamshire County Council and Mansfield District Council.

## Issues and Options

### Issue EP7

The need to conserve, enhance and manage all historic assets in the district

### Option EP7 A

**Have one policy which sets out key issues relating to the protection and enhancement of historic assets which must be addressed in all proposals for development which affects Listed Buildings and / or Conservation Areas.**

This would include: impact on the setting of a Listed Building, positively enhancing a Conservation Area, conversion and re-use of buildings, suitability of development to its context.

**Possible Advantages:** This approach would provide a consistent basis for assessing development proposals which would have an impact upon historic assets throughout the district.

**Possible Disadvantages:** This option would be a more reactive approach to conservation as and when development proposals come forward. It would not provide a proactive management of historic assets and consider links with other areas of policy. It would only relate to those assets which already have some statutory protection.

### Option EP7 B

**Have a policy which seeks to ensure that all historic assets within the district (including statutory and locally listed buildings) are effectively protected and managed with a proactive approach to recording, understanding and maximising their potential contribution to the historic environment.**

**Possible Advantages:** Proactive conservation and management of the historic environment will allow better integration with other policy areas such as those on regeneration, design quality and sustainability. This would allow a more positive approach to balancing potential conflicts between protection of the historic environment and other policy areas. The inclusion of historic assets which do not have any statutory protection would provide a more holistic and considered approach to this issue and help prevent the loss of buildings recognised for their local historic or architectural interest, in accordance with PPS5.

**Possible Disadvantages:** Greater 'protection' of historic assets may be seen as counter productive in trying to attract new development and regeneration, especially in relation to sites without statutory protection. Taking this approach will require additional resources to prepare detailed guidance and this may itself lead to delays and uncertainties.

### Option EP7 C

**Do not have a specific policy relating to the conservation and management of the historic environment.**

**Possible Advantages:** Issues would be consistently considered within the context of national planning policy guidance.

**Possible Disadvantages:** There would be a lack local detail to support the proactive management of the historic environment within the district, which could lead to uncertainty on how proposals may be considered in individual cases. A lack of a local policy may lead to the gradual erosion of local historic assets.

### Option EP7 D

**A combination of options A and B. If there is an alternative approach that could be taken, please specify.**

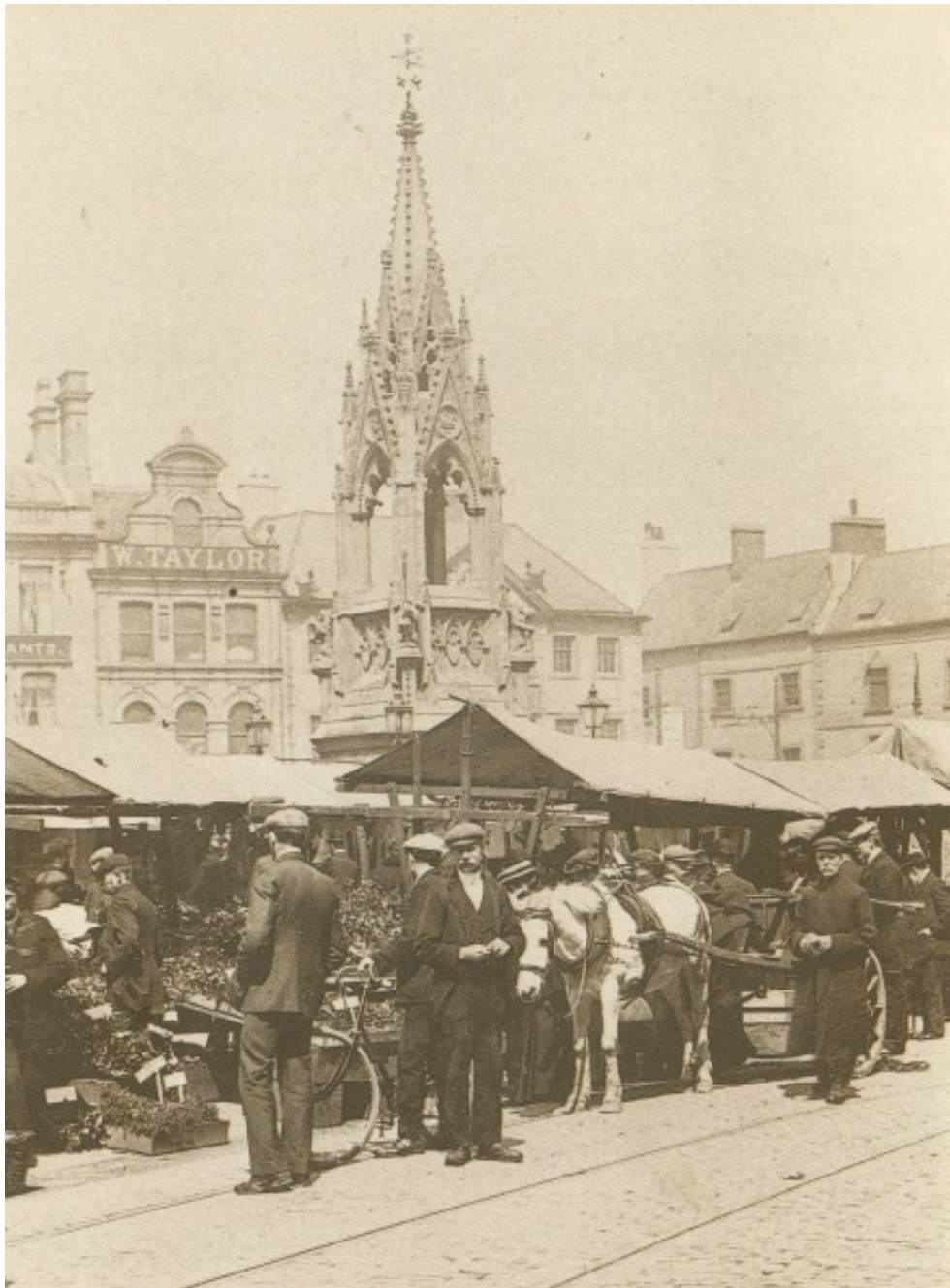




## Other Linked Policy Areas

**4.65** More detailed heritage conservation and management requirements will be set out in policies within the Development Management Policies, and it may be necessary to produce SPDs in relation to the conservation and management of specific sites or buildings. Issues relating to the historic environment will need to be considered in any SPDs produced relating to the quality of urban design in the district.

**Historical Photograph of Mansfield's Market Place (Source: MDC)**





# Section Five

## Stronger Communities

### 5 Stronger Communities

Creating a stronger community by putting into place a strategy and policies to enable people to be content and confident is vital if we are to ensure Mansfield District is a place where people want to live work or visit. To create stronger communities people need to feel they 'belong' and are free to take part in activities with local or like minded people. The community also need to be satisfied that the services offered by the Council and other public bodies are valuable and efficient. Providing well designed housing, both affordable and open market, where people want to live and take pride in is a priority for the authority. Caring for and providing high quality facilities for all members of the community regardless of age, ethnicity, gender or beliefs will help ensure this objective of achieving stronger communities can be met.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 5.1 How can we deal with the issues relating to Stronger Communities?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>Stronger Communities</b></p> <p>The SCS looks at neighbourhood renewal, housing, access to services, social inclusion and cohesion, and leisure and cultural activity</p>	<p>In relation to housing and communities, the main issues are considered to be:</p> <ul style="list-style-type: none"> <li>• A significant proportion of the population lives in areas which rank amongst the top 10% most deprived in the Country;</li> <li>• A generally weak housing market, which is reflected in lower than average house prices;</li> <li>• There is a significant need for affordable housing;</li> <li>• Much of the housing stock is typified by large estates and pockets of older, high-density housing, that is associated with poor condition.</li> </ul>	<p>The specific Core Strategy policy areas which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Provision for Gypsies and Travellers</li> <li>• Neighbourhood Regeneration</li> <li>• Recreational space provision</li> <li>• Community Exceptions Policy</li> <li>• Distribution of Development</li> <li>• Providing enough land for existing and current housing need</li> <li>• Retail Hierarchy.</li> </ul>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Improve the quality of life for vulnerable people</li> <li>• Improve community cohesion and participation</li> <li>• Promote a viable economy</li> </ul>

**Other Key Drivers:**

East Midlands Regional Plan, Planning Policy Statement 3, Planning Policy Guidance 17, Planning Policy Statement 4, Strategic Housing Market Assessment, Government Circular 01/2006 Planning for Gypsy and Traveller Caravan sites, Gypsy and Traveller Accommodation Needs Assessment, Interim Planning Guidance note 7 Affordable Housing.



## Affordable Housing

### Introduction

**5.1** The Core Strategy will set out the authorities target for affordable housing provision across the district. It also will set separate targets for the different types of affordable housing, which can be split into two main categories: 'Social Rented', and what is known as 'Intermediate' (for example shared ownership, where people own part of their property, and rent a proportion, usually in conjunction with a Housing Association).

**5.2** The type and size of affordable housing that is required will be based on information such as the Strategic Housing Market Assessment (SHMA), 'Housing Needs Studies' and waiting lists.

**5.3** Despite lower than average house prices, there is a significant requirement for good quality affordable housing within the district. This requirement is due mainly to the ratio between income and house prices which makes it difficult for many people to acquire property, either as owner occupiers or as private tenants. Other factors are the poor quality of some existing dwelling stock and some of the more affordable dwellings within the district are the wrong size to meet peoples needs.

**5.4** Together with the districts of Bassetlaw and Newark and Sherwood, Mansfield District Council has commissioned an 'affordable housing viability model' which will be used to inform a new affordable housing Policy and assess the viability of individual sites to deliver affordable housing. The Core Strategy should set out its approach to the overall levels and distribution of affordable housing requirement throughout the district.

### Local Perspective

**5.5** Set out within the Sustainable Communities Strategy is a priority to increase the availability of affordable housing. The Corporate Plan states that 'As an area suffering from high levels of deprivation, low income and relatively high unemployment, housing affordability and increasing house prices present a particularly significant problem for the district'. The impact of this is felt most by young people, even those in good employment, many of whom are struggling to enter the housing market.

### Evidence Base

**5.6** The Council have undertaken, and commissioned various studies on the issue of affordable housing. Studies such as the SHMA (September 2007) provide information on the need for affordable housing, the number of units required, and also information as to the need and demand for certain types of affordable property. The need identified within this study was for 497 affordable units per year. Consultants who undertook the study recognised that as the Regional Plan at the time was suggesting an overall housing requirement for Mansfield of 410 dwellings per year, the need for affordable housing (being over 100% of the total dwelling target) was impossible to deliver through the planning system. It therefore recommended that a more realistic affordable target for the authority to adopt was 40% of total housing completions. Of this recommended 40% target, the study concluded that 75% be social rented and 25% Intermediate.

**5.7** After much debate the Council adopted a guidance note on affordable housing provision in February 2008. The guidance currently requires all new residential applications for more than 30 dwellings to provide 20% affordable housing on-site. New developments of between 15 -30 dwellings would be required to make financial contributions towards providing or remodelling affordable dwellings through other initiatives. The guidance also recommends that 66% of affordable homes should be social rented and 34% intermediate, in order to encourage home ownership.

**5.8** The Council's Affordable Housing Viability study looks at issues such as the financial implications associated with asking for different levels of affordable housing and how requirements affect the likelihood of schemes being delivered. Although the East Midlands Regional Plan (EMRP) sets out indicative affordable housing targets for broad areas (in Mansfield's case the area known as Nottingham Outer which consists of Mansfield District, Ashfield District and Newark and Sherwood ) it states that Local Development Frameworks should adopt targets in line with up to date Housing Market Area Assessments.

**5.9** Although the amount of affordable housing that will be provided within a particular area of the district will be heavily dependent upon the total amount of housing provided, (as the majority of affordable housing provision will be a percentage of the market provision), the authority could look towards applying a blanket requirement across all sites, or seek higher proportions within certain locations where greater need can be demonstrated. However with government emphasis being placed on deliverability, there is a risk that areas of greatest need are also the areas where the viability of delivering the housing is reduced.

## Issues and Options

### Issue SC1

Distribution of the Affordable Housing requirement

### Option SC1 A

**Apply a single percentage requirement for all sites (over a given threshold) throughout the district.**

**Possible Advantages:** Provides for a simpler system. All areas where market housing is to be allowed, will be required to provide the same percentage of new affordable housing.

**Possible Disadvantages:** Levels of viable affordable housing are closely related to land values, with evidence suggesting that higher value areas are more likely to be able to provide higher levels affordable homes. Therefore under this scenario if one area of the district could only viably deliver 10% affordable housing then those areas which could provide more would still only provide 10% for consistency.



## Option SC1 B

**Seek to increase percentages of affordable housing to areas that are in greatest need.**

**Possible Advantages:** Directing greater proportions of affordable housing towards areas where there is currently little provision can address imbalances.

**Possible Disadvantages:** As with option 'A' the viability of delivering affordable housing, must be taken into consideration. There is therefore a risk, that the areas of greatest need may not be able to deliver the higher percentages.

## Option SC1 C

**Seek to maximise percentages of affordable housing where financial viability suggests higher levels can be provided.**

**Possible Advantages:** By maximising percentages in areas where it is financially viable to do so, there could be significantly higher levels of affordable housing delivered.

**Possible Disadvantages:** Land in locations that may be able to provide higher delivery rates may not be the same as those which have the greatest need. Differing percentages in different locations could be considered to remove transparency

### Other Linked Policy Areas

**5.10** The actual amount of affordable housing which will be provided within each area of the district will be directly related to where market housing is developed. The amount of affordable housing to be provided on all allocations will need to be specified in the relevant DPD's where the allocations are made.

#### An example of Affordable Housing



## Gypsies and Travellers

### Introduction

**5.11** Mansfield District Council has a duty to provide for the Gypsy and Traveller Community and needs to make provision for the identified and forecast requirements within its Development Plan Documents (DPD's). Options for ways in which the authority can identify sites are limited between focusing on specific locations at an early stage through the Core Strategy, or looking at broad locations of search within the Core Strategy with more details being set out in future DPD's.

### Local Perspective

**5.12** The Sustainable Community Strategy (SCS), values the importance of Equality and Diversity together with 'High aspirations for all, and the need for positive cultural change. The Council's Corporate Plan states that we are committed to Equality and Diversity in everything that we do.

**5.13** There is a serious shortage of authorised sites for gypsies and travellers in the East Midlands. In the official January 2008 Caravan Count there were estimated to be 1,571 gypsy caravans in the Region, of which 427 were on unauthorised sites. Problems associated with unauthorised sites such as lack of facilities, poor security, nuisance to neighbouring properties and businesses, are only likely to be addressed by the provision of specifically identified and authorised public or private sites.

### Evidence Base

**5.14** Policy 16 of EMRP requires Local Authorities and other relevant public bodies to identify land for additional pitch provision based on clearly evidenced assessments of need, working together across administrative boundaries where appropriate. For the period up to 2012, the identified 'need' within Mansfield stands at a minimum of 5 new pitches. However there is also a requirement to cater for future need that may arise for the rest of the plan period. The current guidance is that we should assume an ongoing increase of 3% compound growth per year for household formation beyond 2012 and evidence from the Showmen's Guild suggests a growth rate of 1.5% should be assumed for Travelling Show People.

**5.15** The requirement relates to permanent pitches and not transit pitches and would therefore provide permanent homes for the Gypsy and Traveller community.

**5.16** In allocating a suitable location for any site, gypsy and traveller sites are subject to the same criteria as any other housing site in that they should be provided for in a sustainable location to give easy access to services / facilities. It is not appropriate for a site to be allocated for gypsies and travellers which would not be suitable for any other form of residential development. The SHLAA study will be utilised to identify an appropriate site for such a development.





**5.17** In 2007 Tribal Consultants were commissioned to undertake an accommodation needs assessment for all the Nottinghamshire authorities with the exception of Bassetlaw. This study was undertaken in partnership with the East Nottinghamshire Travellers Association (ENTA). This study provides the main evidence base to identify requirements up to 2011, and identified a minimum pitch provision for the district of 5 permanent pitches.

**5.18** Information included within the Communities and Local Government publication 'Designing Gypsy and Traveller Sites Good Practice Guide' states that, 'There is no one ideal size of site or number of pitches, although experience of site managers and residents alike suggest that a maximum of 15 pitches is conducive to providing a comfortable environment which is easy to manage'. As Mansfield's requirement set out within the Tribal report and the East Midlands Regional Plan sets the minimum requirement for 5 up to the end of 2011 any site would need to allow for a degree of expansion to meet longer term needs up to 2026. It is therefore considered appropriate to identify a site which could accommodate 15 pitches.

**5.19** Circular 01/2006 states 'Local authorities must allocate sufficient sites for gypsies and travellers'. It goes on to say Criteria must not be used as an alternative to site allocations within DPD's where there is an identified need for pitches.

**5.20** Should the LDF fail to adequately address the needs of Gypsies and Travellers the Secretary of State has powers to direct local planning authorities to amend their Local Development Scheme (LDS) to include a development plan document which specifies site allocations for Gypsy and Travellers accommodation.

**An example of a Permanent Gypsy and Traveller Site (Source: North Somerset Council)**



## Issues and Options

### Issue SC2

Making provision for Gypsies, Travellers and Travelling Show People.

#### Option SC2 A

**In consultation with the Gypsy and Traveller Community, identify a broad location\* within the District for a permanent authorised site within the Core Strategy.**

*\*Broad location : e.g. On the west side of Mansfield*

Site specific boundaries for any such site will need to be dealt with through other DPD's.

**Possible Advantages:** Although a Gypsy and Travellers site would be relatively small in scale, the sensitivity associated with identifying sites for such uses means it would best be dealt with at a strategic level through the Core Strategy. Identifying a broad area will keep options open until further DPD's are produced.

**Possible Disadvantages:** Identifying a broad location which is far greater in area than the site would need to be, may create unnecessary concerns and may prejudice areas being brought forward for other uses, including other forms of housing.

#### Option SC2 B

**In consultation with the Gypsy and Traveller Community identify a \*specific area of the District in which to provide a permanent authorised site.**

*\*Specific area: e.g within a specific Strategic extension*

Site specific boundaries for any such site will need to be dealt with through other DPD's.

**Possible Advantages:** Focuses in at an early stage on the most appropriate location for a gypsy and traveller site. This provides more certainty for the future development plan documents in identifying and allocating a specific site.

**Possible Disadvantages:** May be seen to prejudice specific sites for other forms of development. Requires more specific work on suitability issues at a strategic stage. This which may be seen as a DPD issue.



## Other Linked Policy Areas

**5.21** Dependent upon which option is chosen there may be a requirement to allocate a specific site within a future DPD. There may also be a need to produce a Supplementary Planning Document on this issue to deal with more detailed issues such as management, design and layout.

## Neighbourhood Regeneration

### Introduction

**5.22** The portrait of our district highlights the fact that a significant proportion of the population live in areas which rank amongst the top 10% most deprived in the Country, and where there are inequalities in terms of people's health, homes, jobs, income levels, and the living environment including the incidence of crime which affect the quality of life. In some of our communities, housing areas are of poor quality and in need of refurbishment and renewal, employment opportunities may not be available. As areas have developed naturally, the relationship between open spaces and the built environment is often far from ideal, and the provision of health and community facilities and services maybe difficult and limited.

**5.23** In looking at Neighbourhood regeneration, we are considering the social, economic and environmental impacts that we can have on an area. The aim being to provide a mechanism by which the Council, often working with partners, can look to physically regenerate housing and employment areas and provide for community facilities and services, in order to improve living and working environments within our communities.

### Local Perspective

**5.24** The theme of 'Revitalising our District, Town centres and neighbourhoods', is seen as central to the Council's five priorities. The Council has identified this as a core priority that directly contributes to all aspects of the district's performance and improvement and impacts upon all other priority areas.

**5.25** There have been several 'residential regeneration' schemes across the District where working in partnership with bodies such as Meden Valley Making Places (MVMP) has seen areas of dilapidated housing removed and new market and affordable housing created.

**5.26** Within the Economic Prosperity theme of the SCS, access to jobs and job security is seen as a concern for communities in the recession. We have seen some success, with a 'Getting into Work' team created who have reduced "worklessness" by placing 100+ long-term unemployed people in work per annum. The Council's regeneration activities have also seen the creation of a Neighbourhood Business Incubation Network, providing attractive new work-spaces, in order to address issues around job creation and enterprise. This network has supported and helped increase the level of business start-ups.

**5.27** An aim for the future is to increase the number of working age people actually in employment and reduced gap between average income locally and regionally.

## Evidence Base

**5.28** In terms of employment issues, the general evidence base is fully explained within the Employment provision section related to Issues EP3, 4 and 5. Many of the social and environmental issues will also be addressed through work in relation to housing, design and open space and recreational policy areas.

## Issues and Options

### Issue SC3

Supporting Neighbourhood Regeneration Projects

#### Option SC3 A

**Identify specific areas for regeneration schemes incorporating housing renewal, community facilities and employment opportunities**

**Possible Advantages:** Formal identification of 'Regeneration scheme' areas within the Core Strategy for detailed work to take place within Area Action plans, would make it clear where such comprehensive developments could and should take place.

**Possible Disadvantages:** The ability of Local Councils to carry out such schemes often depends on the availability of grant funding and opportunities that may arise but can't be foreseen. To rely on formal allocations may not only restrict such opportunities but may also blight areas where there is no short term possibility of delivering on aspirations.

#### Option SC3 B

**Have a policy encouraging regeneration projects where community benefit can be created, using criteria which ensure that issues related to residential amenity, highways and environmental concerns for example can be addressed.**

**Possible Advantages:** This would clarify the nature of schemes that the Council would look to bring forward without having to highlight specific areas which may change over time, and which allocations may have a negative impact upon until the resources to undertake the regeneration become available.

**Possible Disadvantages:** This may encourage an ad-hoc approach to regeneration schemes which may not target the areas at most need.





## Option SC3 C

**Do not have a specific policy in relation to this.**

**Possible Advantages:** Issues are considered in relation to the general policies based on the impact on the appearance and character of the areas

**Possible Disadvantages:** There is as a lack of focus to support Neighbourhood regeneration initiatives

### Other Linked Policy Areas

**5.29** This issue clearly links with a number of issues in terms of Housing, employment, community facilities and open space provision, as outlined above. There will also be a need to consider some of these matters through other DPD's, as in some locations there may be justification for a different approach or additional sites to be considered due to local needs identified through local working at that time. This issue also has considerable links with Issue SC5 looking at a policy basis for providing for community facility needs.

### Recreational Space Provision

#### Introduction

**5.30** Issues connected with open space, sport and recreation are vast and diverse. The provision of facilities can provide wide ranging benefits including health, for example through the promotion of exercise and through healthy eating associated with allotment gardening. Recreational activities for whatever age group can also help in developing social skills and awareness. Provision of good quality recreational facilities offers people the opportunities to take part in exercise, become members of clubs, organisations etc. Offering variety and quality provision can also reduce crime and anti social behaviour by reducing the likelihood of anti social behaviour associated with boredom and lack of opportunities.

#### Local Perspective

**5.31** The issue of providing facilities associated with open space, sport and recreation are well supported in both the Sustainable Community Strategy and the Council's Corporate Plan.

- **Safer Mansfield:** Giving people good quality facilities and choice of activities to take part in can reduce anti-social behaviour.
- **Children and young people:** Although leisure habits amongst young people may be changing there are many advantages to providing facilities active play equipment for young people to help build social interaction skills, tackle child obesity and promote healthier lifestyles.
- **Stronger Communities:** Increase participation in leisure and cultural activity and Cultural learning; Community cohesion; Access to services; Improved public services; Social inclusion. Providing good quality and easily accessible open space, sport and recreational facilities helps to meet all the above objectives.



**5.32** The Corporate Plan 2009-2019 highlights that the health of Mansfield's population is a significant issue. It also has the vision to create a positive image of Mansfield which supports its people and to improve pride and dignity so that everyone can enjoy a good quality of life in their neighbourhood.

**5.33** The accessibility and quality of the district's open spaces sport and recreational facilities is an important factor in helping achieve the vision that has been set through the Corporate Plan.

**5.34** As open spaces, sport and recreational facilities are 'physical' (either as areas of land or buildings etc) their quality, maintenance, overall appearance cannot easily be ignored. Poor quality, poorly maintained open spaces / play areas send out a constant negative image of the Council and the area. Equally, good quality, well maintained spaces and facilities provide evidence that the authority takes its commitment to these services seriously and can help boost pride within communities.

#### Play Area at King George V Recreation Field



#### Evidence Base

**5.35** Much of the Planning guidance on open space sport and recreation is found within Planning Policy Guidance 17 (PPG17).

**5.36** The Government believes that open space standards are best set locally. Authorities are therefore required to assess existing provision and develop local standards both in terms of how much open space is available, how accessible it is, and the quality of the facilities.



**5.37** The Authority has already started work on a full assessment and undertook an audit of existing provision in 2008. The next stage of this work will be to establish a set of standards in terms of future quantity and quality. Mansfield District Council will continue its work on setting Local Standards through a PPG17 assessment and will consult on its proposals when the work is complete. However it is useful to gather information through the Core Strategy Issues and Options document which can also help inform the PPG17 Assessment.

## Issues and Options

### Issue SC4

Providing for Open Space, Sport and Recreation.

### Option SC4 A

**Protect as much of our existing open space, sport and recreational facilities as possible.**

*N.B. This option would still allow for development of existing areas, but only where equivalent provision is made in the immediate locality.*

**Possible Advantages:** Once open spaces are developed for alternative uses they are virtually guaranteed to be lost as open space for ever. Even though funds may not be available in the short term to maximise potential or provide high quality facilities, continuing to protect open areas safeguards land for future use and can meet longer term needs.

**Possible Disadvantages:** Areas can become neglected and facilities outdated due to lack of funding to maintain them. It is recognised that some areas currently offer little in terms of quality space. Some areas could be reduced in size and investment from the sale of part of the site used to vastly improve facilities on the remaining area.

## Option SC4 B

**Utilise funding from the sale of certain poorer quality sites, or parts of sites, to improve the remaining area or nearby areas, concentrating on quality rather than quantity of provision.**

**Possible Advantages:**Improvements could take place in the quality of open spaces and facilities with additional funding. Monies raised from the sale of land could be used towards improvements to existing or nearby open space and provide for long term maintenance.

**Possible Disadvantages:**Reduction in the overall quantity of open space creates more densely developed areas. Should Council funding be re-prioritised towards open space, sport and recreational facilities in the future, some land will no longer be available to improve due to disposal. Where open spaces are developed for residential purposes, not only will the supply of open space fall, but the population requiring it is likely to increase.

### Other Linked Policy Areas

**5.38** Raising the issue of how best the authority can provide for open space recreation and outdoor sports facilities, will help inform the study currently being undertaken which specifically looks at the issues around provision of facilities and will aim to set appropriate local standards. The open space sport and recreation study will itself be subject to consultation once completed and will look into a variety of issues and options about particular types of provision in more depth. It is likely that 'Area Action Plans or other future DPD's will identify specific areas for protection as part of the LDF process. However the Core Strategy provides an opportunity to gain valuable information with regards a strategy which can be used and implemented which will influence later documents.

### Community Exceptions

#### Introduction

**5.39** Community infrastructure is essential to support the existing and future population of an area. Community facilities can provide a valuable service to a local area in that they can provide places for people to meet and / or participate in specific activities or receive services or help and support. Community facilities refers to the wide range of service uses which help to provide for the needs and aspirations of a community. The importance of Schools, Libraries, Nurseries and medical facilities to communities are clear, however retail facilities, Post Offices, Public Houses and Community centres and Clubs are also important.

**5.40** In many cases these facilities will be provided within the current urban area and on existing sites. However, in some cases there may be requirements to provide for new facilities and new sites need to be found and brought forward. Such facilities are often financially unable to compete with commercial or residential land values , however their importance to the community remains high.



## Local Perspective

**5.41** Revitalising our neighbourhoods is part of one of the main themes in the Council's Corporate Plan. Some of our local communities suffer from high levels of deprivation and access to services and facilities are an important part of this.

**5.42** The SCS looks at the partnership's commitment to the local populations and states, "We are committed to the people of the Mansfield District having a greater say in how local services are developed and delivered. Only by genuinely engaging with local people can we develop services which truly meet local needs and aspirations".

**5.43** This issue will also integrate to a large degree with issues around infrastructure provision, neighbourhood regeneration.

## Evidence Base

**5.44** The Council will be working with key infrastructure providers, (such as the Primary Care Trust, the Police and Nottinghamshire County Council) and the communities to define what facilities are required across the district of Mansfield, through what will be known as 'Key Infrastructure and Service Provision' work. We will look at ensuring where new developments require new facilities, they are provided for within the scheme and in relation to the needs of existing communities, or changing approaches of service providers, we will consider how new facilities may be brought forward.

## Issues and Options

### Issue SC5

Ensuring adequate provision of community developments such as health, childcare or leisure facilities.

### Option SC5 A

**Have a policy which seeks to allow community development where community needs can be shown to outweigh other considerations.**

**Possible Advantages:** Such a policy may allow for facilities which meet a clear community need in locations where other forms of development may not be acceptable. It will seek to encourage service providers to bring forward new facilities in relation to community needs.

**Possible Disadvantages:** Such a policy may be seen as providing for development where other policies have clearly indicated that development should not occur, or favour certain applicants such as Health services.



## Option SC5 B

**Consider all community based development against the same policies as all other forms of development.**

**Possible Advantages:** It would be clear that all developments and applicants are being treated equally as a policy is likely to benefit publicly funded projects.

**Possible Disadvantages:** Many community based facilities will generate low financial land values and when faced with higher value uses such as housing, they may not be able to compete for normal development sites.

### Other Linked Policy Areas

**5.45** This work will link into the Infrastructure Planning and Neighbourhood Regeneration sections and will be looked at in more detail through other DPD's. Consideration will be given to whether an exceptions policy or specific allocations are needed, or whether the existing allowance for development to be allowed, contrary to policy, where material considerations allow, is sufficient.

### Retail Hierarchy

#### Introduction

**5.46** The provision of good quality shopping and associated facilities, such as banks, restaurants and cafés, helps contribute to the economy of the district and plays a major part in our daily lives. It is important that everybody has access to these services. Planning policies state that the town centre must be the most important centre, and be at the highest level within the what we call a shopping, or retail, hierarchy. However, the other centres which make up our shopping network need to meet the needs of the communities they serve, now and in the future.

**5.47** The need for a strong and well defined retail hierarchy is set out in Planning Policy Statement 4: 'Planning for Sustainable Economic Growth' (PPS4). This states that local planning authorities (LPA's) should set out a clear strategy for the management and growth of centres including the definition of a network and hierarchy of centres that will be resilient to anticipated future economic changes and will meet the needs of their relevant catchment areas. This is supported by the East Midlands Regional Plan (EMRP) which states that retail and other town centre uses should be located in or adjoining defined centres including the sub-regional centre of Mansfield (Northern Sub-Regional Strategy Policy 2).

#### Local Perspective

**5.48** 'Stronger Communities' and 'Our Town Centre' are main themes within the draft Sustainable Community Strategy (SCS) and are both relevant when looking at the issue of a retail hierarchy. The 'Stronger Communities' theme looks at issues such as access to services, and social inclusion and cohesion which can both be affected by where shopping facilities are located. The 'Our Town Centre' theme aims to improve the town centre by providing better





access and transport facilities, new high quality development and a safer environment in order to increase the attractiveness of the town centre and ensure it remains in a strong position within both our district's retail hierarchy, and within the regional retail hierarchy.

**5.49** Part of the vision in the District Council's Corporate Plan 2009-2019 is to "create a positive image of Mansfield which supports people, businesses and investment in the area". Following on from this, one of five priorities within the Corporate Plan is to "revitalise our district, town centres and neighbourhoods". Therefore, ensuring we have a strong town centre and retail hierarchy serving our communities is a major issue for the Core Strategy to deal with.

### Evidence Base

**5.50** In order to plan for a successful hierarchy of centres, local authorities are required by PPS4 to carry out local needs assessments on a regular basis to identify the need for additional retail development. If there is a predicted shortfall in retail floorspace there may be a need to identify specific sites for new development through other development plan documents.

**5.51** The most recent Mansfield Retail Study, carried out in 2005, identified a need for the following additional retail floorspace over the plan period, up to 2016: (It is important to note that since these figures were published we have seen an extension to Sainsbury's on Nottingham Road, and a further extension to the Tesco store at Oak Tree District Centre. We have also been given a much larger housing requirement by the Regional Plan than was expected at the time of the study which will cause the population to grow by more than the forecasts which were used to calculate the retail capacity of the area).

**Table 5.2 Mansfield District's Retail Capacity**

Retail needs	2004	2009	2011	2016
Net new Comparison (non-food) floorspace	0 sq m	4,803 sq m	7,594 sq m	17,357 sq m
Net new Convenience (food) floorspace	0 sq m	-97 sq m	-19 sq m	411 sq m
Total floorspace requirement	0 sq m	4,706 sq m	7,575 sq m	17,768 sq m

**5.52** Our existing retail hierarchy (within the current Local Plan) is set out below. The Core Strategy must seek to ensure there is sufficient retail floorspace to meet the needs of the district over the plan period. Due to the level of growth required by the EMRP we need to consider whether or not the structure of the existing shopping hierarchy is fit for purpose. This includes looking at whether or not existing centres are at the correct level within the hierarchy, as well as whether there are any additional centres which should be added.

**Table 5.3 The Existing Retail Hierarchy**

<b>Sub-regional Centre*</b>	<ul style="list-style-type: none"> <li>● Mansfield Town Centre</li> </ul>
<b>District Centres*</b>	<ul style="list-style-type: none"> <li>● Mansfield Woodhouse</li> <li>● Market Warsop</li> <li>● Oak Tree</li> </ul>
<b>Local Centres*</b>	<ul style="list-style-type: none"> <li>● Clipstone Road West</li> <li>● Newgate Lane / Ratcliffe Gate</li> <li>● Ladybrook Lane</li> </ul>
<b>Neighbourhood Centres*</b>	<ul style="list-style-type: none"> <li>● Carter Lane</li> <li>● Harrop White Road</li> <li>● Chesterfield Road North</li> <li>● Ling Forest Road</li> <li>● Chesterfield Road South</li> <li>● Nottingham Road</li> <li>● Cox's Lane / Brown Avenue</li> <li>● Ossington Close</li> <li>● Egmanton Road</li> <li>● Pecks Hill</li> <li>● Garibaldi Road</li> <li>● Ravensdale Road</li> </ul>
<p>*Please see the glossary for definitions of these terms.</p>	

**5.53** Whilst retail development has been mainly focused on these defined areas, since the 1998 Local Plan was adopted there has been retail developments in other locations. A shopping area similar to the Oak Tree District Centre has formed around the Asda supermarket on Sandlands Way, Forest Town, and a small cluster of shops have been developed to serve the new community at Berry Hill Quarry. Also the existing hierarchy does not recognise the Portland or St Peter's Retail Parks or the retail area around Sainsbury's on Nottingham Road.

**Retail area at Berry Hill Quarry**



**5.54** In addition to our existing retail facilities, we need to consider how any future housing and employment development within the district over the plan period will affect the shopping hierarchy. New homes will need easy access to day-to-day facilities and they may even generate the need for new facilities. As part of the planning process we will need to look at the most



sustainable locations for new shops bearing in mind the broad location of the housing and employment allocations we will be making, and, if required, we will designate new centres in order to direct shops and associated uses to these locations.

**5.55** Assessing need for additional retail development is the first step in the process. The LDF then needs to ensure that there is sufficient capacity to cater for identified growth. Some of this growth could potentially be accommodated by re-using vacant retail units. The Mansfield Retail Monitoring Report (2009) identified a total vacant floorspace of approximately 19,200m<sup>2</sup> (net) within the centres of the existing retail hierarchy. However, many of the vacant units (especially within the town centre) do not meet the needs of modern retailers and it is considered unlikely that they will be developed for retail purposes without redevelopment / adaptation. Therefore it is likely that additional floorspace will need to be identified in the LDF to meet the projected floorspace requirements over the Plan period. (However a Retail Study will need to be carried out in order to clarify the actual requirements).

**5.56** In identifying retail sites, PPS4 states that Local Planning Authorities should:

- a. base their approach on the identified need for development;
- b. identify the appropriate scale of development, ensuring that the scale of the sites identified and the level of travel they generate, are in keeping with the role and function of the centre within the hierarchy of centres and the catchment served;
- c. apply the sequential approach to site selection;
- d. assess the impact of sites on existing centres; and
- e. consider the degree to which other considerations such as any physical regeneration benefits of developing on previously-developed sites, employment opportunities, increased investment in an area or social inclusion, may be material to the choice of appropriate locations for development.

## Issues and Options

### Issue SC6

Defining a Retail Hierarchy for Mansfield District.

### Option SC6 A

**Amend the existing retail hierarchy to include a range of new centres in the most sustainable locations. The location of these centres would be dealt with in the appropriate Development Plan Document, and in accordance with national guidance.**

**Possible Advantages:** The addition of new centres to the retail hierarchy (in suitable locations) will provide new residential developments with accessible local facilities. This would be sustainable should we develop homes to the level that will require new retail facilities to be provided, and mean that unnecessary journeys to other centres to meet day-to-day needs are avoided.

**Possible Disadvantages:** If not controlled the scale of developments in any new centre may threaten the vitality and viability of the town centre, or other centres at a higher level within the hierarchy. Another disadvantage is that existing centres may cease to meet the developing needs of their catchment areas and leak expenditure to newer centres.

### Option SC6 B

**Amend the existing retail hierarchy by reclassifying a number of centres and focusing new development in these locations to enable a wider range of shops and services. (This may include physical expansion of the retail areas).**

**Possible Advantages:** Existing centres within the shopping hierarchy will be more able to adapt to changing needs of their catchment populations as these develop throughout the plan period.

**Possible Disadvantages:** Large new residential developments that are likely to require accessible retail and associated facilities to be provided will not be served adequately. The expansion of existing centres only would mean that new residents will have to make unnecessary and unsustainable journeys to meet day-to-day needs.



## Option SC6 C

**Amend the existing retail hierarchy by combining Options A and B.**

**Possible Advantages:** The addition of new centres to the retail hierarchy (in suitable locations) will provide new residential developments with accessible local facilities, as well as ensuring existing centres continue to meet the needs of their catchment areas.

**Possible Disadvantages:** There is a need to ensure that the scale of developments in any new centre is appropriate and does not threaten the vitality and viability of the town centre, or other centres at a higher level within the hierarchy. It may be necessary to 'demote' some centres within the hierarchy to ensure a balanced network of centres.

### Other Linked Policy Areas

This issue is linked to the 'Our Town Centre' section as, depending on how much retail capacity we need to find, (based on the findings of a Retail Study) an extension to the town centre boundary may be required. This is considered in Issue TC2.

The Council recognise the important role that other facilities which are not within defined centres, such as individual shops, stand alone supermarkets and farm shops play in meeting the day to day shopping needs of a community. A Development Management policy could address proposals for shopping facilities outside of defined centres.



# Section Six

## A Safer Mansfield

### 6 A Safer Mansfield

Crime and the fear of crime are regularly used as indicators of the attractiveness and quality of an area. Crime figures for Mansfield are a concern for the area, the Council and the Local Strategic Partnership.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 6.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>A Safer Mansfield</b></p> <p>This SCS theme focuses on reducing re-offending rates, anti social behaviour, criminal damage, violence and disorder and improving services for victims and witnesses, reducing drug and alcohol abuse, and increasing the number of people who feel safe. Whilst this will be heavily influenced by the ability of the district to deliver on economic prosperity issues, we also need to specifically consider how to address concerns around crime and the perception and fear of crime.</p>	<p>The main specific issues in relation to crime and safety are seen as:</p> <ul style="list-style-type: none"> <li>• Ways to reduce the possibility of crime and increasing the feeling of public safety should be addressed at the design stage of new development;</li> <li>• Management of the evening economy and safety issues which can arise.</li> </ul>	<p>The Core Strategy policy areas which may address these issues are :-</p> <ul style="list-style-type: none"> <li>• Designing out Crime;</li> <li>• Evening Economy.</li> </ul>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Tackle smoking and alcohol misuse</li> <li>• Improving community cohesion and participation</li> <li>• Reduce crime and fear of crime</li> </ul>
<p><b>Other Key Drivers:</b></p> <p>For example, the Employment Land Review, East Midlands Regional Plan, Planning Policy Statement 4.</p>			

### Designing out Crime

#### Introduction

**6.1** In relation to the main crime and fear of crime issues affecting Mansfield, where planning can play a positive role, two areas have been identified. First, in relation to the design of new development, approaches can be made which help to reduce crime and also increases people's feelings of security, thereby reducing their fear of crime. Secondly, it is recognised that a major issue within the crime statistics for Mansfield relates to the evening economy and drink related crime within the town centre.



## Local Perspective

**6.2** Crime and more importantly the perception and fear of crime is a major issue within the District. The Sustainable Community Strategy emphasises 'A Safer Mansfield' as one of the seven key themes. The Council's Corporate Plan highlights as one of its five priorities the need to 'Reduce Crime and Disorder'. Therefore the Core Strategy needs to address how the LDF can help to meet these objectives. Policies within the Local Development Framework could specifically address this issue, however it is recognised that many are many policy areas such as creating new employment and providing for leisure facilities that can also have an effect on crime levels.

**6.3** Consideration needs to be given to other important design issues and maintaining a balance between designing out crime and the need to maintain visual amenity and the attractiveness of places which can reduce peoples perception of crime. High Streets with roller shuttered shop fronts may reduce the possibility of damage to windows, but they can make places become threatening dark areas without interest or amenity.

## Evidence Base

**6.4** Further to this, the RSS in Policy 1, identifies the Regional Core objectives and notes the need to 'protect and enhance the environmental quality of urban and rural settlements to make them safe, attractive, clean and crime free places to live, work and invest in'.

**6.5** Secured by Design (SBD) is the corporate title for a family of national police projects involving the design for new homes, refurbished homes, commercial premises, car parks and other police crime prevention projects. It is primarily an initiative to encourage the building industry to adopt crime prevention measures to assist in reducing the opportunity for crime and the fear of crime, creating a safer and more secure environment. SBD supports one of the Government's key planning objectives - the creation of secure, quality places where people wish to live and work. Secured by Design is supported and managed by the Association of Chief Police Officers (ACPO) and has the backing of the Home Office. It has been drawn up in consultation with the Department for Transport, Local Government & Regions (formerly DETR) as well as trade, industry and standards organisations. Research by Huddersfield University shows that residents living on Secured by Design developments are half as likely to be burgled, two and a half times less likely to suffer vehicle crime and suffer 25% less criminal damage.

## Issues and Options

### Issue SM1

Reducing Crime By Design: How should we address the issue of crime from a design perspective?

### Option SM1 A

**Create a separate policy about designing out crime to apply to all developments.**

**Possible Advantages:** This would clearly identify the importance of addressing crime related issues at an early stage in the design process

**Possible Disadvantages:** Security should be seen as an aspect of design considerations and a separate policy may give security undue emphasis compared to aesthetic issues and the impact on the historic environment for example.

### Option SM1 B

**Include security aspects of design as a criteria within other design based policies.**

**Possible Advantages:** Whilst highlighting the importance of considering security in design, this would balance the issue against other considerations

**Possible Disadvantages:** Simply referring to security as a criteria amongst others may be seen as reducing the significance given to the subject.

## Other Linked Policy Areas

**6.6** This issue will clearly link into more general design issues and may give rise to specific policy considerations within the Development Management policies of the Core Strategy.

## Evening Economy

### Introduction

**6.7** The evening economy is a term covering a variety of evening and night time activities, such as the operation of Public Houses, eating establishments and Nightclubs. Crime, disorder and anti-social behaviour are seen as being significantly affected by the evening economy in Mansfield Town centre, especially in relation to alcohol misuse and abuse.



**6.8** The current Local Plan had policies within it which have had the effect of focusing such activities within a defined area around Leeming Street and Clumber Street, by allowing for such uses, whilst such developments within other parts of the town have been resisted. This has tended to create a clear area for such activities and has allowed the Police to focus their resources more efficiently in a well defined area.

**6.9** However, there are now concerns that such focusing within one spot has led to an over concentration or saturation of such activities, and this has resulted in numerous conflicts occurring. There is a perception that this area generates a significantly higher number of crime and disorder issues due to the concentration and conflicts that occur.

**6.10** PPS4 states in EC4.2 that Local planning authorities should manage the evening and night-time economy in centres, taking account of and complementing the local authority's Statement of Licensing Policy and the promotion of the licensing objectives under the Licensing Act 2003. Policies should:

- a. encourage a diverse range of complementary evening and night-time uses which appeal to a wide range of age and social groups, making provision, where appropriate, for leisure, cultural and tourism activities such as cinemas, theatres, restaurants, public houses, bars, nightclubs and cafés, and,
- b. set out the number and scale of leisure developments they wish to encourage taking account of their potential impact, including the cumulative impact, on the character and function of the centre, anti-social behaviour and crime, including considering security issues raised by crowded places, and the amenities of nearby residents

### Local Perspective

**6.11** The Sustainable Community Strategy emphasises 'A Safer Mansfield' as one of the seven key themes and reducing Crime and Anti Social behaviour is a major target. In particular a key aim is to: "**Reduce violence and disorder:** Reductions in violent crime and disorder through education and targeted activity including the management of the night time economy in Mansfield Town Centre".

**6.12** The Council's Corporate Plan highlights as one of its five priorities the need to 'reduce crime and disorder'. The Council has long recognised concerns over the crime and disorder issues associated with the late night economy in Mansfield Town centre and has continued to work with Police and other partners to address existing concerns. However, the LDF provides an opportunity to look at this from a more strategic perspective in terms of planning for the future growth and redevelopment of the town centre.

## Evidence Base

**6.13** Further to the above, the RSS in Policy 1, identifies the Regional Core objectives and notes the need to ‘protect and enhance the environmental quality of urban and rural settlements to make them safe, attractive, clean and crime free places to live, work and invest in’

**6.14** In terms of future policies the Council could look at three alternative options, continue with the current approach, or allow for the general dispersal of these activities across the town or allow for such developments within other prescribed areas.

## Issues and Options

### Issue SM2

Reducing crime and disorder issues in the town centre evening economy.

### Option SM2 A

Seek to retain a concentration of venues in the Leeming /Clumber Street area

**Possible Advantages:** This approach focus's such activities into one particular area which allows for easier signposting and control. It is also supported by the existing concentration of uses and support services such as Taxi ranks.

**Possible Disadvantages:** There is evidence to suggest that the focus of uses has reached a saturation point where by the concentration of people and drinking establishments leads to greater conflict.

### Option SM2 B

Allow a general dispersal of ‘night time economy’ uses across the Town

**Possible Advantages:** This may dilute the conflict points and encourage people to move between venues and across the town centre. Permissions in new locations may help to regenerate the town generally and may generate additional resources for Policing through S106 agreements.

**Possible Disadvantages:** Formal Policing of the night time economy may become more difficult and more resource expensive as locations where trouble may occur would become more varied





## Option SM2 C

Specify alternative areas for Night Time economy activities

**Possible Advantages:** This may dilute the conflict points and encourage people to move between venues and across the town centre. Permissions in new locations may help to regenerate the town generally and may generate additional resources for Policing through S106 agreements.

**Possible Disadvantages:** In time this may lead to new saturation areas and maybe seen as overly dictatorial. Separate areas may be seen as a fragmented approach which will not encourage people to flow between different venues.

### Other Linked Policy Areas

**6.15** This issue may also need to be addressed through the Development Management policies and through more detailed consideration of the town centre and retail related policies.

# Section Seven

## Our Town Centre

### 7 Our Town Centre

This section looks at how the Core Strategy can address the 'Our Town Centre' theme within the Mansfield Sustainable Community Strategy and the related issues arising from the 'Our District - Now' section earlier in this report. This section is mainly focused on the town centre's retailing role, however it links to the objectives of the 'Our Economic Prosperity' section, as the town centre also has an important role in the economic growth of the district and in the creation of jobs. This is covered in issue TC1 which looks at finding the correct mix of uses for our town centre.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 7.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>Our Town Centre</b></p> <p>This SCS theme looks at improving transport facilities and access, new high quality developments, creating an attractive and safe environment and increasing the attractiveness of the town centre.</p>	<p>In relation to the town centre the main issue is considered to be:</p> <ul style="list-style-type: none"> <li>Supporting Mansfield town centre as it continues to change, in order that it can effectively compete with other nearby centres.</li> </ul>	<p>The Core Strategy policy areas which may address this issue are:</p> <ul style="list-style-type: none"> <li>Finding the Right Mix of Town Centre Uses;</li> <li>Town Centre Boundary.</li> </ul>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>Promote a viable economy</li> <li>Promote environmental sustainability</li> </ul>
<p><b>Other Key Drivers:</b></p> <p>Planning Policy Statement 4 (2009), East Midlands Regional Plan (2009), 'Creating a City Centre for Mansfield' (2009), Mansfield Retail Monitoring Report (2010).</p>			

### Finding the Right Mix of Town Centre Uses

#### Introduction

**7.1** The provision of good quality town centre uses helps contribute to the economy of the district and plays a major part in our daily lives. It is therefore important that everybody has access to these services. Mansfield town centre is defined by Policy SRS2 of the East Midlands Regional Plan (EMRP) as a major sub-regional retail and service centre, and acts as the focus for shopping and leisure within a large area of West Nottinghamshire and parts of East Derbyshire.

**7.2** Outside of Nottingham, Mansfield is the largest and most important centre for shopping in the County. It is occupied by a number of large national retailers such as Debenhams, Argos, Boots, HMV, Marks and Spencer, Primark, River Island and Wilkinson's. Mansfield also has a market every day except Sunday.



**7.3** A requirement of 'Planning Policy Statement 4: Planning for Sustainable Economic Growth' (PPS4) is that Local Planning Authorities (LPAs) proactively plan for competitive town centre environments by providing for a diverse range of uses which appeal to a wide range of age and social groups, as well as ensuring that they are distributed throughout the centre. There should be a strong retail mix of differing ranges and quality in order to ensure that all needs of the catchment area are met. This includes retaining and enhancing existing markets to ensure they remain an attractive and competitive retail choice.

**7.4** Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4) defines 'town centre uses' as follows:

- **retail development** (including warehouse clubs and factory outlet centres)
- **leisure, entertainment facilities, and the more intensive sport and recreation uses** (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls)
- **offices**, and
- **arts, culture and tourism development** (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**7.5** In addition to its retail role, the town centre is also important for driving the economic growth of the town. By getting the mix of uses right for Mansfield, we have an opportunity to revitalise the town centre, not only as a shopping experience, but also as a desirable working and living location. In relation to housing, paragraph 10 of Planning Policy Statement 3: Housing (PPS 3) states that the planning system should deliver housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure. Paragraph 38 identifies mixed-use town centre developments as suitable locations for housing development.

**7.6** Through the Core Strategy, and subsequent LDF documents, we have the opportunity to provide a policy context that can facilitate an expansion of the range and quality of retailing, but also an expansion of the office and professional service sector to help grow a diverse range of modern businesses; the provision of more residential development to help meet an emerging demand for urban living; the diversification of the leisure economy; the improvement of travel and transport, and connectivity throughout the town centre; and the improvement of the existing building stock, much of which are historic assets.

### Local Perspective

**7.7** 'Our Town Centre' is a main theme within the Sustainable Community Strategy (SCS) which aims to improve the town centre by providing better access and transport facilities, new high quality development and a safer environment in order to increase the attractiveness of the town centre.

**7.8** Part of the vision in the District Council's Corporate Plan 2009-2019 is to "create a positive image of Mansfield which supports people, businesses and investment in the area". Following on from this, one of five priorities within the Corporate Plan is to "revitalise our district, town centres and neighbourhoods". Therefore, ensuring there is a strong town centre with a good mix of uses is a major issue for the Core Strategy to deal with.

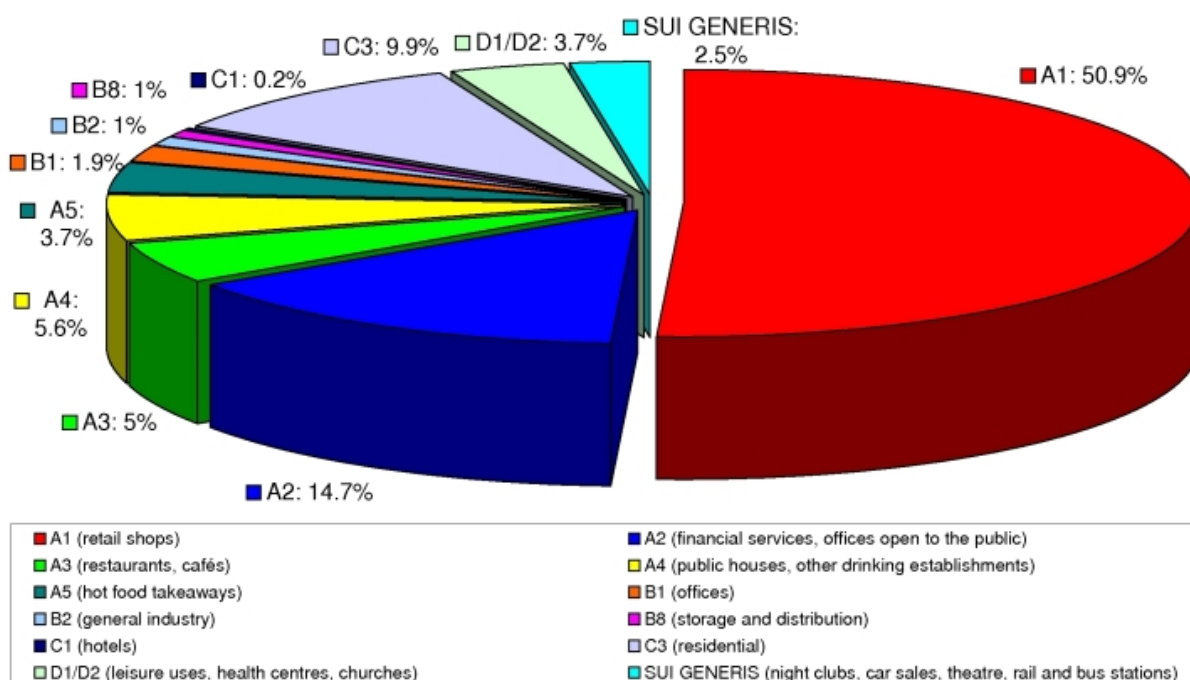
**7.9** It is clear from these important local documents that the role of the town centre is considered to be a major element in the well being and development of the District. Essential components of this are looking at the role of the town centre within the District’s shopping hierarchy (which is discussed in the 'Stronger Communities' section) and in terms of economic development opportunities that exist.

**Evidence Base**

**7.10** The Council published 'Creating a City Centre for Mansfield' in 2009 which sets out the Council's regeneration aspirations looking 10 years ahead, building on projects that have developed over the last few years. It reflects the important role that the centre of Mansfield will play in driving sub-regional economic growth and highlights the Council's aspirations for the development of the centre to meet the rising expectations of its catchment population, offering the full range of jobs and services expected of a 'city' centre.

**7.11** The 2009/10 Retail Monitoring Report, produced by the Planning Policy Group shows that there is currently a fairly strong mix of town centre uses, with approximately 50% of the units used as, or available for use as, shops (as shown in the chart below); however the report also highlights that there is a relatively high vacancy rate (16%) among the retail units.

**Use Classes within the Town Centre 2009/2010**





**7.12** The town centre is currently divided into primary, secondary and non-defined shopping frontages within the adopted Local Plan. In order to maintain a strong retail core, the change of use of existing ground floor shops (A1) is not permitted within the primary frontages, and only permitted within the secondary frontage areas where the level of A1 would not fall below 50% of all units. These policies were put in place to ensure that the primary shopping locations within the town centre were not undermined by non-retail proposals.

### Issues and Options

#### Issue TC1

Mansfield needs a strong town centre with a comprehensive mix of uses in order to provide a diverse, attractive and competitive environment that meets the needs of all the community.

#### Option TC1 A

**Maintain a primary shopping area, restricting new ground floor uses to A1 retail, with a balance of uses elsewhere in the town centre.**

**Possible Advantages:** This would mean that new developments and uses within the primary shopping area would be focused on A1 retail. This approach would continue to protect the main shopping area by restricting other development such as financial services and food outlets, but give them a choice of location within the peripheral areas of the town centre. We would adopt a policy approach that would ensure the rest of the town centre remains balanced and that there will not be an over proliferation of certain uses.

**Possible Disadvantages:** This approach could risk increasing the numbers of vacant units within the primary frontage by deterring non-retail investment.



## Option TC1 B

**Divide the town centre into distinct areas or zones to create a strong identity. Areas/zones to include the primary shopping zone (restricted to A1), secondary shopping zones (which would be the main areas for financial and professional services as well as some retail), a leisure and evening economy zone (concentrating food and drink outlets and other leisure uses such as the museum together), and a retail-led mixed use zone (which could be based around the mixed use scheme proposed at White Hart).**

**This could take the form of:**

- **The Shopping Quarter** - incorporating large retailers and high street brands at The Four Seasons Centre, West Gate and Stockwell Gate;
- **The Station Quarter** - incorporating the new transport interchange, Arrival Square and the new office development at the Queens Head, as well as financial and professional services and retail uses;
- **The White Hart Quarter** - incorporating niche and independent retailing as well as new modern mixed use and residential development on the area centred around White Hart Street;
- **The Markets** - putting an emphasis on our markets and the importance of the Market Place and the Old Town Hall as features of civic pride;
- **The Socialising Quarter** - providing a focus for the evening economy to the north of the town centre around Clumber Street and Leeming Street, as well as more emphasis on active daytime uses which would compliment Mansfield Museum and Theatre.

**Possible Advantages:** This option would help create a strong identity and sense of place for Mansfield Town Centre through the creation of a range of experiences, achieved by clustering uses together in distinctive, but complementary zones. Clusters can generate foot-fall and also present a characterful, distinctive offer by providing visitors with clear functions for different parts of town, which mesh together to form an integrated and coherent whole. This approach, which is about characterisation, not exclusivity, will help emphasise Mansfield's distinctiveness as a place to visit and shop as well as meeting the needs of the existing and future communities in the district and beyond by providing a quality retail offer, whether this be high street brands or independent shops. The station quarter will become a positive arrival point and gateway for the town and a focus for the town centre's office uses, promoting enterprise creation and job growth.

**Possible Disadvantages:** Proposals such as these would take many years to come to fruition and rely heavily upon developments that are currently in the pipeline coming forward, as well as a strong Development Management approach to future town centre proposals. A clear strategy would need to be defined in a forthcoming Development Plan Document (DPD). Furthermore, it will be important to ensure that any town strategy based on this approach is flexible enough to avoid areas of the town centre such as Regent Street becoming vulnerable due to a shift in the location of the primary retail area and shopping patterns.



## Option TC1 C

**Apply a minimum requirement of 75% A1 uses within primary shopping frontages, 50% within secondary frontages, and a balance of uses elsewhere in the town centre.**

**Possible Advantages:** This would provide flexibility within the town centre allowing it to respond to future changes such as proposed redevelopment at Stockwell Gate. It would also allow a richer mix of uses to develop in areas that are currently restricted to A1 uses only, and help reduce the number of vacant units currently within the primary shopping area by allowing non-retail investment.

**Possible Disadvantages:** This would mean that the retail core of Mansfield Town Centre would become dispersed with non-retail developments over time, which might impact upon the vitality and viability of the centre.

### Other Linked Policy Areas

**7.13** This issue, especially in terms of the option that proposes a 'Socialising Quarter', is closely linked to the 'Evening Economy' and how it can be managed to encourage a range of complementary evening and night-time uses, including tourism, leisure and cultural facilities which appeal to a wide range of ages and social groups. This is dealt with in the 'A Safer Mansfield' section.

### Town Centre Boundary

#### Introduction

**7.14** As discussed previously, the provision of good quality shopping, office development and associated facilities is important. In order for Mansfield town centre (which is defined in the East Midlands Regional Plan (EMRP) as a major sub-regional retail and service centre) to continue to act as the focus for retail and leisure within West Nottinghamshire and parts of East Derbyshire, it needs to meet the retail, employment and leisure needs of residents and visitors. A range of good quality shops, businesses and other complementary uses (as referred to above) are required for a thriving and successful town centre and to ensure that people are not going outside of the District to do their shopping, which creates a problem of retail expenditure leakage, and associated environmental issues related to unsustainable travel patterns.

#### Local Perspective

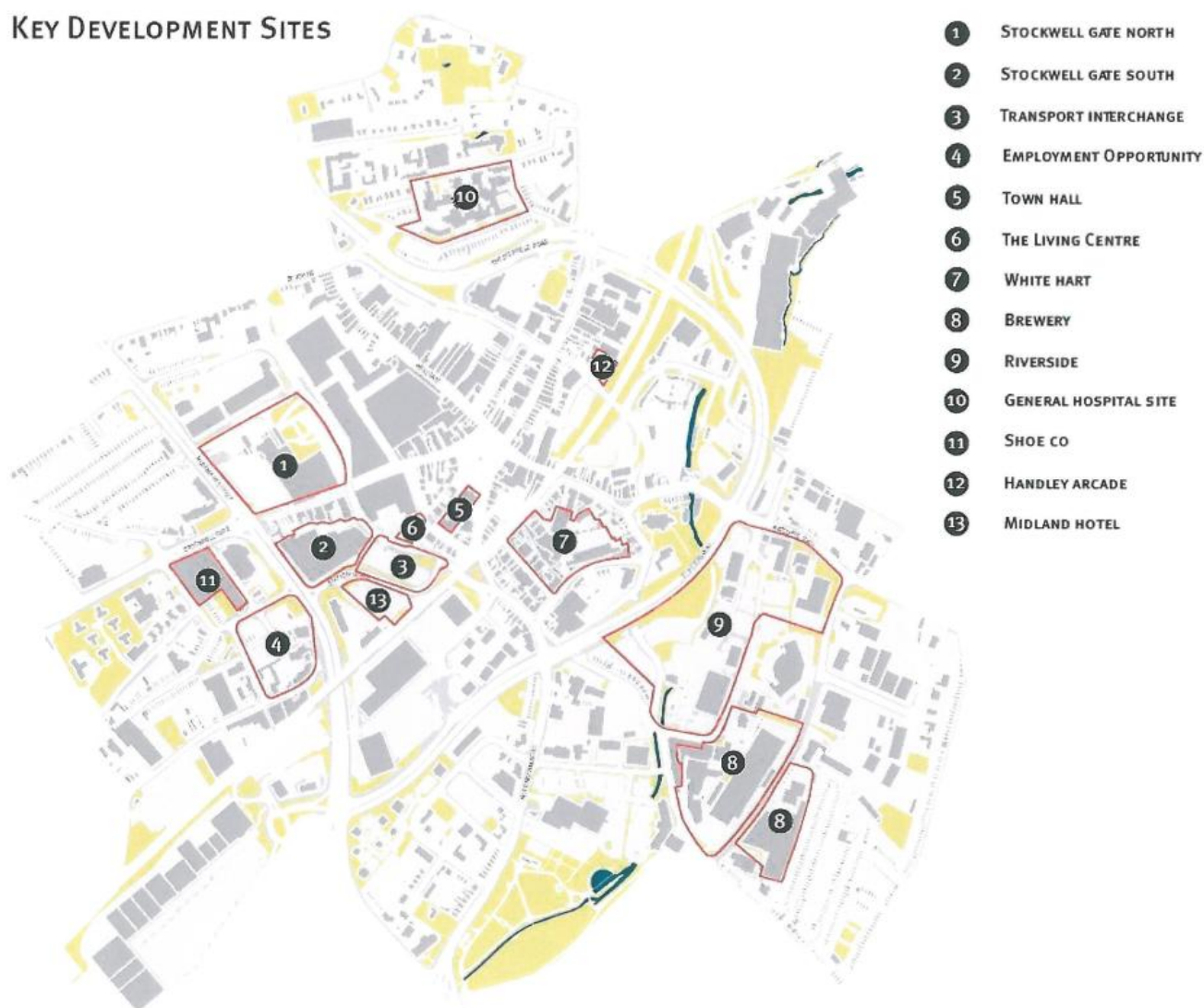
**7.15** The 'Our Town Centre' theme within the Sustainable Community Strategy aims to improve the town centre by providing better access and transport facilities, new high quality development and a safer environment in order to increase the attractiveness of the town centre and ensure it remains in a strong position.

**7.16** Part of the vision in the District Council's Corporate Plan 2009-2019 is to "create a positive image of Mansfield which supports people, businesses and investment in the area". Following on from this, one of five priorities within the Corporate Plan is to "revitalise our District, town centres and neighbourhoods". Therefore, ensuring we have a strong town centre is a major issue for the Core Strategy to deal with.

### Evidence Base

A map showing the Key Development Sites identified in the Creating a City Centre for Mansfield document (Source: MDC)

#### KEY DEVELOPMENT SITES



**7.17** There are a number of key development sites identified in the 'Creating a City Centre for Mansfield' document, (MDC 2009) which the Council aspire to see developed over the next ten years, including:

- **Stockwell Gate North** – the site of the existing bus station, earmarked for a primarily retail development.
- **Stockwell Gate South** – the former Courtaulds factory site. A private sector development of mixed-use retail and leisure with outline planning permission already granted.





- **Transport Interchange** – to be built on land between Station Road and Quaker Way, it will see the relocation of the existing bus station.

#### Bus Station Proposals



- **Strategic Employment site** – to be created near the junction of Belvedere Street and Victoria Street on 365sq metre site. This is at a feasibility stage.
- **Old Town Hall**– development of the former Indoor Market site at the rear of the site on Queen Street. A feasibility study underway.
- An iconic gateway building on the site of the former Queen's Head pub.
- **White Hart development** – a mixed use of retail, office space, leisure and residential development on land bounded by White Hart Street, Dame Flogan Street and Church Street, including the restoration of the Maltings building. Planning permission is in place.
- **Mansfield Brewery site** – the site is currently being marketed and provides a superb regeneration opportunity. The site is expected to include primarily employment uses, with some residential development.
- **The Riverside** – an area next to the River Maun, bordering St Peter's Way identified as having great potential for mixed uses, mainly employment but possibly including retail and residential – alongside an attractive area of public open space.

#### Issues and Options

##### Issue TC2

Ensuring that the scale, quality and choice of further retail and leisure provision in the town centre meets the needs of the district's residents and visitors.

## Option TC2 A

### **Maintain the existing town centre boundary.**

**Possible Advantages:** This would consolidate the role of the town centre by not permitting further land or premises outside of the boundary for retail use (unless acceptable under PPS4). This would help to address the number of vacant units within the town centre, as well as preserving the character of the town centre. It would also help to address a possible loss of retailers due to the growing popularity of Internet shopping, by not creating more capacity that may remain/become vacant in the future.

**Possible Disadvantages:** There are numerous historic assets within the town centre which may be put under pressure for alteration or even demolition in order to meet the needs of retailers wanting to expand their businesses. There could be scope to create more space within the town centre by building higher density developments, and this has already begun to some extent by planning permissions that have been granted at White Hart and the proposals for Stockwell Gate. However, the character of the town centre could change beyond recognition if this is not done with careful consideration of the existing environment to ensure the design of new buildings is in context.

## Option TC2 B

### **Maintain the existing town centre boundary, but introduce a more flexible approach for edge-of-centre developments.**

**Possible Advantages:** This could strengthen the role of the town centre by allowing retail, offices and associated uses under a certain floorspace threshold (to be determined) to locate in edge-of-centre areas without having to undertake a PPS4 impact assessment. These developments would need to be well related to the town centre, which would increase footfall, linked trips and consumer choice. This approach would allow the town centre to expand, but give the Local Planning Authority more control over what development is permitted in edge-of-centre locations.

**Possible Disadvantages:** Retailers and businesses may move to fringe locations where rent costs are likely to be cheaper, leaving behind a weak central area, which may add to the existing number of vacant units and the expected shift of retail activity following the development of Stockwell Gate. This could result in a detrimental impact upon the vitality and viability of the town centre and make it a less desirable shopping location if not managed carefully.





## Option TC2 C

**Extend the existing town centre boundary to allow more retail capacity (if it is demonstrated by a Retail Study that more capacity is required over the plan period).**

**Possible Advantages:** This could strengthen the role of the town centre by allowing required\* floorspace and therefore increase consumer choice and create a more attractive town centre. Allowing the town centre to expand will ensure sufficient capacity is available for retailers and provide opportunities for business creation.

**Possible Disadvantages:** The town centre is restricted by the ring road and space to expand is limited by this and the fact that there are numerous historic assets within the town centre which should be protected. There are already a relatively high number of vacant units within the town centre so there is a significant risk that new units would remain vacant after completion with retailers moving into units in periphery locations rather than the central area due to cheaper rent costs, resulting in a weak central retail area. It may be considered more appropriate to consolidate the town centre, and make use of existing vacant units to accommodate any future requirement.

\*required by the findings of a Retail Study

**7.18** This issue is closely related to the Retail Hierarchy which is discussed in the 'Stronger Communities' section.

### Other Linked Policy Areas

**7.19** With regard to the application of the 'impact assessment' in relation to individual planning applications, PPS4 encourages local planning authorities to set floorspace thresholds and define geographical locations for edge-of-centre or out-of-centre developments qualifying for an impact assessment, as well as identifying types of impact that may have particular local significance. This is to provide local variation to the circumstances where an impact assessment is required.

**7.20** If there is a choice of alternative sites with similar location characteristics the government's policy is that preference should be given to identifying sites that best serve the needs of deprived areas. Through the LDF it is expected that sufficient sites be allocated to meet at least the first five years identified need with particular emphasis on the release of preferred locations within centres ahead of less central locations.

**7.21** It is considered that the local impact assessment criteria will form part of a more detailed Development Management policy on retail as the LDF progresses, however if you would like to inform us of any appropriate criteria you think we should include in this policy please do, as well as providing a brief justification.

# Section Eight

## Environmental Sustainability

### 8 Environmental Sustainability

Simply put, sustainability is about ensuring the long-term wellbeing of current and future generations and is a core foundation. It includes balancing social, economic and environmental needs. When addressing **Environmental Sustainability**, the following considerations should be taken into account:

- Using natural resources wisely and efficiently
- Reducing impacts of and adapting to climate change
- Protecting and enhancing the natural and cultural environment including, for example, designated sites, biodiversity (plants, wildlife and their habitats), archaeology, cultural landscapes and landmarks
- Minimising waste and pollution
- Encouraging re-use and recycling of waste materials

This section addresses a range of environmental sustainability issues including how and where:

- **The natural environment should be protected and enhanced through development.** This includes, for example: Green Infrastructure (e.g. networks of joined-up green space); biodiversity (e.g. wildlife and their habitats); open countryside; and long-distance greenways (e.g. walking and cycling routes).
- **New development should address climate change** through, for example, renewable energy and other low-carbon technologies
- **New development should contribute to public transport needs and other means of non-car transport**

The issues raised in this section are also closely linked with the Core Strategy issue Design Quality (EP6) as well as other Sustainable Community Strategy themes including: *Economic Prosperity*, *Stronger Communities* and *A Healthier Mansfield*.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the most directly related SCS and LAA themes.

**Table 8.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>Environmental Sustainability</b></p> <p>The SCS focuses on 5 main aims for achievement:</p> <ul style="list-style-type: none"> <li>• Biodiversity &amp; the Natural Environment;</li> <li>• Action on Climate Change; Maintain Air Quality;</li> </ul>	<p>The main specific issues for the district in relation to the environment are:</p> <ul style="list-style-type: none"> <li>• Biodiversity;</li> <li>• Climate Change;</li> <li>• Flooding;</li> <li>• Protection and enhancement of the environment;</li> <li>• Sustainable design.</li> </ul>	<p>The Core Strategy policy areas which may address these issues are:-</p> <ul style="list-style-type: none"> <li>• Approach towards the environmental and green infrastructure;</li> <li>• Protection and enhancement of landscape character;</li> <li>• Provision of strategic trails;</li> </ul>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Promote environmental sustainability</li> </ul>



SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<ul style="list-style-type: none"> <li>Effective Land use;</li> <li>Effective Refuse &amp; Street Cleansing.</li> </ul>		<ul style="list-style-type: none"> <li>Approach towards Biodiversity;</li> <li>Design and Sustainability;</li> <li>Sustainable Transport.</li> </ul>	
<p><b>Other Key Drivers:</b></p> <p>East Midlands Regional Plan (2009); Planning Policy Statements (PPS) 1 &amp; Supplement to PPS1, PPS7, PPS9, PPS 22; UK and Nottinghamshire Biodiversity Action Plans; joint ODPM Circular 06/2005 and Defra Circular 01/2005; Section 40 NERC Act 2006 (Biodiversity Duty) &amp; Guidance for Local Authorities on Implementing the Biodiversity Duty (Defra 2007); Climate Change Act (2008); and UK Sustainable Development Strategy: 'Securing the Future' (2005).</p>			

## Green Infrastructure

### Introduction

**8.1** Green Infrastructure (GI) is made up of combined networks of natural and managed green space (both new and existing) within the urban, urban fringe and open countryside. GI also includes recreational access networks including public rights of way and cycle trails. Central to our understanding of GI is its interconnected and multi-functional nature.

**8.2** GI is an important part of our built and natural environment and is a central component of sustainable development. It is essential for supporting stronger communities and mitigating and adapting to climate change. Green Infrastructure, particularly if properly planned and integrated into development, can for example: improve how the built environment looks through landscaping; support ecological services such as reducing flooding and providing cleaner air and water quality; attract business and investment (inward investment); promote a sense of place and community identity; improve health; and safeguard biodiversity.

**8.3** In combination with other infrastructure needs (e.g. roads and services), Planning Policy Statement 12 (PPS12) stresses that core strategies should be supported by evidence of what green infrastructure is needed to inform proposed development.

**8.4** The East Midlands Regional Plan (March 2009) (EMPR) specifically addresses GI in Policy 28: Regional Priorities for Environmental and Green Infrastructure. The Plan recognises that GI should contribute to the wider Environmental Infrastructure by addressing, for example, local climate change, improving air quality, and managing flood risk.

**8.5** Setting out a context for regeneration at a sub-regional level, the Northern Sub-Regional Spatial Strategy identifies a clear need for GI policies within LDFs to consider 'where the greatest public benefit would be gained through the enhancement of Green Infrastructure.'

## Local Perspective

**8.6** The district contains extensive and diverse networks of protected sites, open spaces and countryside. Together, these contribute to social, environmental and economic benefits required for sustainable communities. The functional quality of the district's GI network and its components is of variable quality and is under pressure from the impacts of urban communities, the need to support economic and housing growth and regeneration, and helping to tackle the effects of climate change.

**8.7** Mansfield's Sustainable Community Strategy (SCS) addresses our need for a sustainable environment as one of the seven key themes, focusing on the importance of enhancing local biodiversity and green spaces. Similarly, one of the Council's Corporate Plan's priorities is to 'Develop a high quality, clean, green and pleasant environment, which recognises the importance of the environment and its relationship with climate change. Although, environmental sustainability is the most relevant theme that GI helps support, GI also contributes to corresponding sustainability needs within economic and social themes of the SCS and Corporate Plan.

**8.8** Therefore, a key issue for the Core Strategy is to consider what approach its policies should take to ensure that existing environmental (natural and cultural) and green infrastructure is protected and where identified, to be enhanced through development.

## Evidence Base

**8.9** Mansfield District Council adopted a Green Infrastructure Interim Planning Guidance (IPG) Note 11 (April 2009) which identifies the key green infrastructure components and provides a framework for identifying areas requiring protection, enhancement, and creation of within the district. (Please refer to this document for more detail on Green Infrastructure.)

**8.10** In doing so, IPG Note 11 identifies 5 key GI network components that make up the District's combined strategic Green Infrastructure network. They include the following:

- **Network of Sites Sensitive to Development:** designated international, national, regional and local sites of environmental and cultural significance.
- **Habitat/Biodiversity networks:** include defined areas, corridors and other habitat linkages essential for wildlife to thrive.
- **Landscape Character and Landscape Connectors:** includes, for example, green corridors and key landscape features as identified in Mansfield District Council's Landscape Character Assessment (2010).
- **Recreational Access networks:** includes access to the countryside, and cycle trails and Public Rights of Ways.
- **Multi-functionality:** identifies areas of combined public benefit.

**8.11** It is important to note that provision of the District's open spaces (i.e. outdoor sports pitches, individual parks and recreation areas, cemeteries, allotments and play areas) are covered by the Core Strategy issue: 'Recreational Space Provision'. Whilst there is some overlap between **Green Infrastructure** and **Recreational Space Provision** core strategy issues, the primary emphasis of Green Infrastructure is on green space linkages and the relationships between them as well as a focus on landscape and the natural and cultural environment.



**8.12** Other examples of evidence for informing green infrastructure related policy include:

- Mansfield District Landscape Character Assessment (January 2010)
- Mansfield District Council Strategic Flood Risk Assessment (June 2008)
- Nottinghamshire Local Biodiversity Action Plan

**8.13** A full list of green infrastructure drivers and underpinning policy can be found in the Green Infrastructure IPG Note 11.

## Issues and Options

### Issue ES1

Approach towards the environmental and green infrastructure.

### Option ES1 A

**Identify strategic areas, corridors and linkages as part of a combined strategic green infrastructure network within which development will not be permitted where it causes loss or damage to acknowledged GI interests.**

**Possible Advantages:** This option takes a strategic approach to green infrastructure and addresses the protection of GI as specifically set out within strategic green infrastructure networks.

**Possible Disadvantages:** This approach does not provide protection of green infrastructure outside strategically identified networks. It also does not address needs to enhance existing green infrastructure nor address the need for the creation of new GI. This approach may miss out key environmental and green infrastructure required to ensure sustainable development and address future sustainability requirements such as adaptation to climate.



## Option ES1 B

**In addition to Option A, seek to protect and enhance all GI assets (see Section 12 'Glossary' for examples), wherever they are. This would include developing guidance and specific criteria-based policies within other linked policy documents to inform how new development should best address the protection and enhancement of green infrastructure including environmental (natural and historical) infrastructure and access routes.**

**Possible Advantages:** This would help to ensure a more comprehensive assessment and allow for a more adaptable approach to maintaining and enhancing existing GI linkages and, also, identify opportunities through development proposals, whilst at the same time ensuring that a core Green Infrastructure framework is recognised and delivered.

**Possible Disadvantages:** May be seen as limiting development opportunities. This option is considered to be a more adaptable and robust approach to protecting and enhancing environmental and green infrastructure.

## Other Linked Policy Areas

**8.14** Following on from the Green Infrastructure IPG, a Green Infrastructure Action Plan is currently being prepared which will spatially identify strategic GI networks. It will also identify specific needs for protection, enhancement and creation. This will in turn inform Area Action Plans, Supplementary Planning Documents (SPD) and Development Management policies.

**8.15** In addition to green infrastructure issues identified above, the following issues need to also be addressed. The Policy areas for ES2, 3 and 4 are all interlinked with the same way issues as ES1.

## Issue ES2

Protection and enhancement of landscape character

**8.16** Landscape character reflects the relationship between people and place. The District's landscape character, as we view it today, is a product of its underlying geology, natural features and phenomena, and historical land use over the centuries. Surviving landscape features and patterns, include pockets of woodland, open pasture and arable land, viewpoints and vistas, collieries, river corridors and historic field boundaries. Together these form the backdrop for linking green infrastructure networks whilst supporting economic development, protecting our natural and cultural heritage and contributing to our sense of enjoyment and pride in place.

**8.17** Recently, national policy guidance has shifted away from maintaining local landscape designated areas and towards a broader, more inclusive landscape character approach. Both the National Planning Policy Statement 7 (Sustainable Development in Rural Areas) and Policy 31 within the East Midlands Regional Plan (EMRP), assert that Landscape Character



Assessments (please see Section 12 'Glossary') should inform the preparation of Local Development Frameworks (LDF). In response to this, a Landscape Character Assessment (2010) has been carried out for the district. The inclusion of any local landscape designations within LDFs should be robustly assessed. Policy 31 of the EMRP also places emphasis on the Sherwood Forest landscape.

### Option ES2 A

**Assess the protection and enhancement of all areas within the district through the District's Landscape Character Assessment approach and relevant development management policies.**

**Possible Advantages:** This option is in line with Planning Policy Statement 7 and ensures that all development respects and enhances local landscape character and that mitigation is secured where appropriate. It is based on a Nottinghamshire county-wide assessment of landscape character based on a single methodology.

**Possible Disadvantages:** Does not consider the coalescence between settlements or provide additional protection and/or enhancement requirements for landscape areas of special local significance, for example, Sherwood Forest or the urban fringe.

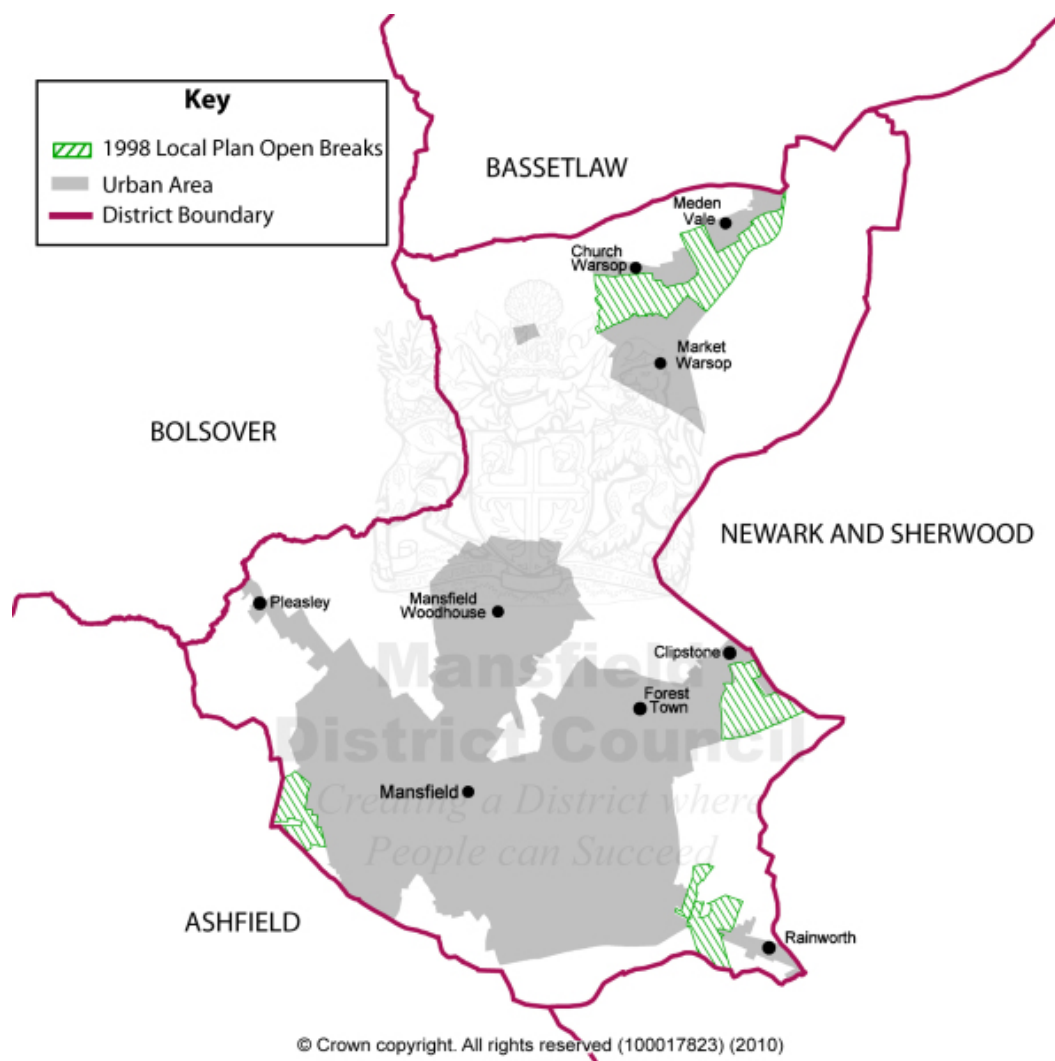
### Option ES2 B

**Assign additional protection and/or enhancement to specific landscape areas of the district with respect to coalescence between settlements (please see Section 12 'Glossary' and a map of these open breaks below).**

**Possible Advantages:** Protects the urban areas of neighbouring districts from merging with Mansfield district and maintains local distinctiveness.

**Possible Disadvantages:** May not be flexible enough and could create a harsh edge between the urban area and countryside. May not support the local landscape approach as set out in PPS7. Justification for the designation of local landscape protection areas should rigorously be considered. Any designations should be based on formal and robust assessment(s) and consultation.

**Option ES2 B - Existing Open Breaks from 1998 Local Plan - Currently maintaining separation between settlements**



### Option ES2 C

**Assign additional protection and/or enhancement requirements specific to landscape areas and/or features associated with the Sherwood Forest regional landscape character area e.g. heathland, forest pasture and/or other landscapes and landscape features of historical importance.**

**Possible Advantages:** Would support additional protection and/or enhancement requirements in this area of local significance as recognised in the East Midlands Regional Plan (2009): Policy 31.

**Possible Disadvantages:** May not support the local landscape approach as set out in PPS7. Justification for the designation of local landscape protection areas should rigorously considered. Any designations should be based on formal and robust assessment(s) and consultation.



## Option ES2 D

**Assign additional protection and/or enhancement requirements specific to development within the urban fringe and identified green corridors.**

**Possible Advantages:** May soften the harsh edge effects between the urban fringe and countryside and ensures additional resources for these areas.

**Possible Disadvantages:** May not support the local landscape approach as set out in PPS7. Justification for the designation of local landscape protection areas should rigorously considered. Any designations should be based on formal and robust assessment(s) and consultation.

## Option ES2 E

A combination of the above. If there an alternative approach that should be taken, please specify.

**8.18** One of the key priorities within the Green Infrastructure Action IPG is to map the combined network of green corridors, walking, cycling and multi-user trails; areas of accessible green space; and key visitor attractions, urban centres, and public transport links. Further to this, the aim is to identify key areas for protection and enhancement. For example, to identify gaps in established long-distance routes (please see Section 12 'Glossary') that need creating and linkages between tourist attractions and urban centres that require further strengthening through development.

**8.19** A well-planned for and integrated access network as well as an adequate provision of high quality and accessible green space greatly enhance people's quality of life e.g. providing opportunities for improving health and well-being, enjoying the outdoors and being able to better access resources.

## Issue ES3

Provision of long-distance routes and green corridors.

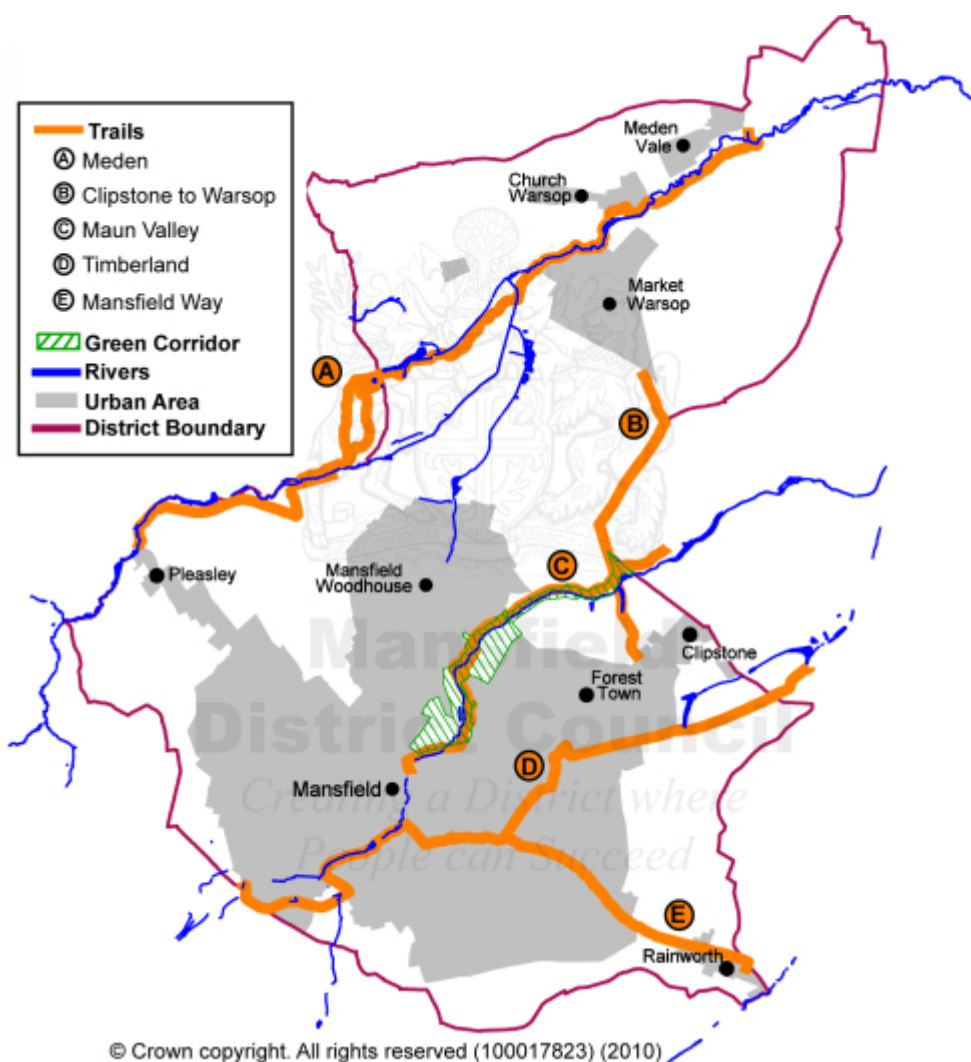
## Option ES3 A

Protect and enhance currently established long-distance routes and green corridors as previously identified in the Mansfield District Local Plan (1998). Existing strategic routes include: Maun Valley, Meden, Timberland, Clipstone to Warsop and Mansfield Way (please see map below).

**Possible Advantages:** Strengthens and concentrates resources on existing routes.

**Possible Disadvantages:** May miss other key routes of local importance.

Option ES3 A - Currently Established Long-distance Routes and Green Corridors







## Option ES3 B

**In addition to Option ES3 A, protect and enhance additional trail systems and green corridors either through the creation of new routes and/or extensions of existing ones. Please specify.**

**Possible Advantages:** Takes account of all strategic trails of national and local importance.

**Possible Disadvantages:** Additional strategic routes may require more than planning policies to ensure their creation.

**8.20** The main priority within the Green Infrastructure Action Plan will be to provide recommendations for protecting and enhancing an integrated district-wide network of UKBAP and LBAP priority habitats and local wildlife sites. It will identify strategic biodiversity areas, wildlife corridors, and stepping stones between these sites and other areas of natural green space in order to prevent the fragmentation of existing habitats and to allow species to respond to the impacts of climate change by making provision for habitat adaptation and species migration.

**8.21** Biodiversity is the variety of life on earth, and includes all plants and animals and the natural systems that support them such as habitat networks. In the East Midlands, as a whole, it is under tremendous pressure- degradation and declines in biodiversity are generally recognised to have been greater here than in any other English region. In 2006, Section 40 of the NERC Act extended the responsibility of conserving biodiversity held by Central Government (Countryside and Rights of Way Act 2000) to all Local Authorities. Thus, Local Authorities like Mansfield District Council have a statutory responsibility to protect and enhance biodiversity in all aspects of their work from local policies within Local Development Frameworks to the management of District owned land.

## Issue ES4

Approach towards Biodiversity.

### Option ES4 A

**Provide policies for the protection and enhancement of biodiversity within an over-arching green infrastructure policy which focuses primarily on designated sites and identified habitat areas and corridors.**

**Possible Advantages:** Provides an overall robust approach to protecting and enhancing biodiversity. Concentrates resources on key policy areas.

**Possible Disadvantages:** The GI network does not consider the protection of priority species or specific species ranges (habitat and migration), nor does it make distinctions between the need for specific requirements for species and habitats within the urban, urban fringe or open countryside areas.

### Option ES4 B

**In addition to ES4 A, provide criteria-based policies for protecting and enhancing biodiversity within the urban and urban fringe areas.**

**Possible Advantages:** This approach further strengthens the requirement to protect and enhance biodiversity in areas where wildlife and priority habitats are in particular sharp decline. May include further provision for addressing requirements for biodiversity enhancement within the built form and gardens.

**Possible Disadvantages:** Would, perhaps, not provide enhancement of biodiversity within developments proposed outside the defined urban boundary.

### Option ES4 C

**In addition to ES4 A, provide criteria-based policies to ensure new developments produce a demonstrable gain of biodiversity by ensuring that local biodiversity action plan targets/objectives for priority species and habitats are taken into account.**

**Possible Advantages:** Opportunity to further strengthen the district's biodiversity resource and to link with Nottinghamshire Local Biodiversity Action Plan (LBAP) proposed actions for priority habitats and species. This option reinforces the national target of a 'no net loss of biodiversity' and further supports the Council's duty to sections 40 & 41 of the Natural Environment and Rural Communities Act (NERC) 2006.

**Possible Disadvantages:** May be difficult to regulate and monitor.



## Option ES4 D

A combination of the above. If there an alternative approach that should be taken, please specify.

## Sustainable Energy

### Introduction

**8.22** It is now widely accepted that human activities are increasing the amount of carbon dioxide (CO<sub>2</sub>) and other so called greenhouse gases entering the atmosphere and this is leading to a warming of the planet resulting in changes to our climate. The single biggest contributor to the cause of climate change is from burning fossil fuels such as coal to generate the energy needed to heat and power buildings.

**8.23** In Mansfield, the standard form, location and density to which our homes, workplaces and community buildings are constructed plays a crucial role in determining energy demand and ultimately our area's overall 'carbon footprint'. While the energy performance of all new buildings is steadily improving, due mainly to successive revisions to the building regulations, the harnessing of renewable or low carbon energy sources locally remains relatively low, and there remains much still to be done if we are to make a positive contribution towards meeting the Government's latest target to achieve nationally an 80% cut in CO<sub>2</sub> emissions below 1990 levels by 2050.

**8.24** Through the supplement to PPS1 on Climate Change, the Government has identified this issue as a priority for the planning system. In addition, it has through the new draft PPS on Planning for a Low Carbon Future in a Changing Climate set out a key role for LPA's to identify and maximise the decentralised energy opportunities to supply new development within their areas. The East Midlands Regional Plan through its policies takes this forward and aims to secure a reduction in the need for energy through the location, design and layout of development whilst promoting the development of a distributed energy network using local low carbon and renewable resources. In Mansfield, we can aim to do our bit towards combating climate change through amongst other things developing a core policy that aims to reduce (CO<sub>2</sub>) emissions, and promotes new, low carbon, decentralised energy infrastructure to serve existing and planned development areas.

### Local Perspective

**8.25** The challenge of responding to climate change will require all individuals, businesses, institutions and others with commitment to the future regeneration and growth of the district to change their behaviours, particularly in relation to energy efficiency, renewable energy, and sustainable transport. In the Corporate Plan, and by way of its signatory to the Nottingham Declaration on Climate Change, the Council has already recognised climate change as one of the key drivers of change within our communities. The Council is therefore committed to:

- addressing the causes and effects of climate change;

- achieving significant reductions in emissions through its own operations and by encouraging the local community to do the same through its actions; and
- working with key partners to assess the potential effects of climate change on our communities, and to identify ways in which we together can adapt.

**8.26** The Mansfield Sustainable Community Strategy - 'The Big Picture' emphasises Mansfield's desire to become a more environmentally sustainable place to live, work and visit by amongst other things reducing its carbon (emissions) footprint. A key issue for the Core Strategy is to consider what approach its policies should take towards reducing energy use, cutting emissions, and promoting the development of renewable energy through the sustainable design and construction of new buildings. Other issues related to addressing the causes of climate change, such as through the location of development and its implications on travel demand are considered under Issues EP2 and ES4.

### Evidence Base

**8.27** The document 'Towards a Sustainable Energy Policy for Nottinghamshire' which has been prepared by the Nottinghamshire Sustainable Energy Partnership (NSEPP) supports the case for a percentage reduction of CO<sub>2</sub> emissions in relation to individual buildings above those required under the current building regulations noting the county-wide potential for the deployment of renewable energy.

**8.28** In addition, the NSEPP is looking into the prospect of further expanding the evidence base to provide a detailed assessment of the local opportunities for decentralised energy across the County including heat mapping. It is expected that this further work will look at the acceptability of stand alone technologies, particularly in terms of landscape impact of wind technology and the infrastructure available to deliver different technologies, such as Combined Heat and Power. As such no specific topic based policy options are included on stand alone policy options at present. If further work suggests that stand alone options should be pursued, then these will be consulted on as part of the next steps in the preparation of the Core Strategy.

### Issues and Options

#### **Issue ES5**

#### **Using more renewable and low carbon energy**



## Option ES5 A

Develop a district-wide CO<sub>2</sub> emissions reduction policy target for new buildings as set out below:

Table 8.2 CO<sub>2</sub> Emissions Reduction Targets

		Current - 2010	2010 - 2013	2013 - 2016	2016 onwards
Residential	% Low/Zero Carbon Contribution	20%	23.5%	27%	100%
	Benchmark CO <sub>2</sub> emissions to be used in applying target (kgCO <sub>2</sub> /m <sup>2</sup> /year)	36.7	31.2	27	-
Non-Residential	% Low/Zero Carbon Contribution	10%	10%	10%	-

**Possible Advantages:** This option would seek to reduce annual CO<sub>2</sub> emissions in new buildings above current Building Regulations. It would promote low and zero carbon energy solutions on individual buildings such as solar panels, photo voltaic cells, or small scale wind turbines, for example, ensuring that a minimum level of decentralised and renewable energy use in new buildings remains constant over time as building performance standards increase through the planned tightening of the Building Regulations.

**Possible Disadvantages:** The application of authority-wide targets would only apply in the interim period before the proposed 2013 revisions to Part L of the Building Regulations are implemented. In addition, under this option the potential to exploit local opportunities for decentralised energy on a larger scale and to ensure investment in community infrastructure for renewable and low carbon energy which includes local electricity and heat networks may be more limited.



## Option ES5 B

**Identify local opportunities for decentralised energy to supply new development and develop policies which would maximise any identified potential within specific development areas or strategic sites**

**Possible Advantages:** This option may offer greater potential to maximise opportunities for the installation of renewable or low carbon energy infrastructure through linking to or anchoring a local network covering a larger area of the district, for example, urban extension or other strategic regeneration site. It would focus on the community scale rather than the scale of an individual building and could prove a more cost effective means of reaching the target % reductions in CO<sub>2</sub> emissions than under Option A, for example, by using heat surpluses to supply other uses in the locality.

**Possible Disadvantages:** This option focuses on development at a larger scale than an individual building. It requires greater co-ordination between uses which may prove more difficult to achieve outside of the planned areas of major change. In addition, there is a need for further evidence to give greater understanding of the spatial characteristics of energy demand across the district.

## Option ES5 C

**Use the Code for Sustainable Homes and BREEAM standards to set higher environmental performance standards for new developments within specific development areas or strategic sites**

**Possible Advantages:** The Code for Sustainable Homes and BREEAM standards cover a wide range of sustainable design principles. It has six levels with mandatory requirements at each regarding energy and water usage, materials, surface water run-off and waste. Under this option a wider range of sustainability issues would be covered than just energy usage. In terms of energy requirements this option would seek to reduce annual CO<sub>2</sub> emissions at higher levels in large scale developments, and would ensure greater contribution to national targets. Due to the economies of scale such larger scale developments offer the greatest opportunities for decentralised and renewable energy production such as through district heating networks or combined heat and power (CHP).

**Possible Disadvantages:** This option would promote a low carbon economy, but only the attainment of the higher Code levels would offer the opportunity for moving towards a more decentralised energy network.

## Option ES5 D

**A combination of the Options ES5 A, B, C**



## Other Linked Policy Areas

**8.29** The development management policies could take forward more detail aspects of elements of the core policies, for example, the issues related to water usage in the Code for Sustainable Homes and BREEAM standards and the requirement for Sustainable Urban Drainage Systems (SUD's).

## Sustainable Transport

### Introduction

**8.30** Accessibility to facilities, such as shops, schools, health services and employment, is important to all people. It is a major factor to be considered in the allocation of housing and employment sites and the planning of local facilities. Consideration needs to be given to encouraging walking and cycling as ways of accessing facilities, as well as improving public transport as a way of reducing the reliance on cars.

**8.31** Transport generates 23% of Mansfield's carbon dioxide (CO<sub>2</sub>) emissions (from 2007 Defra report), and energy use and emissions from road transport for personal, business and freight travel continue to increase. Locating development to limit the need to travel can have a significant impact on this and utilising public transport and other non-polluting forms of transport are crucially important in not only maximising accessibility and reducing congestion, but doing it in such a way as to limit emissions related to climate change and air quality issues.

### Local Perspective

**8.32** The SCS picks up on transport issues across the range of themes listed, Stronger Communities considers the access communities have to services, whilst Economic Prosperity addresses transport infrastructure, new homes and employment sites and accessibility issues and Environmental Sustainability considers the impact of transport on Climate Change.

**8.33** Within this area, Nottinghamshire County Council is the Transport and Highways Authority and consequently, the Mansfield Corporate Plan does not specifically address Transport as an issue. However it is recognised that accessibility to services is a major consideration, especially within our disadvantaged communities where access to employment, education, health and community services needs to be considered. Transport also has a role to play within Revitalising our District, and in developing a high quality, clean, green and pleasant environment.

**8.34** The 2001 census showed that 29.2% of the district's residents did not have access to a car compared with 23.6% in Nottinghamshire and 26.7% in England and Wales, so public transport and walking and cycling is important to ensuring good accessibility to facilities, especially for non car owners. However, the travel to work data also showed that only 18.36% of those in employment travelled to work by bus, rail or foot. The 2001 census also showed that 70% of the district's population who work, are employed in the district (54.75%) or within the district of Ashfield (15.21%) which is well integrated into the public transport network within the area. Predominantly, people work locally within distances where public and other green transport approaches are feasible, but limited use is given to them.

**8.35** Mansfield's main urban area has a good public transport system by bus and train, which provides public transport for locations within and adjacent to the district. Buses and Coaches link major centres such as Chesterfield, Derby, Nottingham and Sheffield, whilst the Robin Hood railway line runs between Nottingham and Worksop with a variety of important stops and links to the Nottingham Express Transit system (The Tram). Planning permission has been granted for a multi-million pound new bus station adjacent to the railway station to improve public transport linkages.

**8.36** However, it must be recognised that there will continue to be significant importance to accessibility by road and the use of cars and road haulage. The district has good access to the national road network via the A1, A38 and M1, with junctions 27, 28 and 29 of the M1 all easily accessible. Locally there is good access to centres such as Nottingham, Newark, Sutton-in-Ashfield and Worksop. The network has been improved by the new multi-million pound Mansfield-Ashfield Regeneration Route around the southern and western side of the town which in turn has helped reduce traffic congestion through central Mansfield and improved linkages between the A1 and M1. This has added to the attractiveness of the district for new developers and created a driver for regeneration.

#### Evidence Base

**8.37** The Regional Transport Strategy (RTS) aims to reduce the need to travel and the rate of traffic growth, promote a step change in the quantity and quality of public transport, and only promotes additional highway capacity when all other options have been exhausted. It recognises the issues relating to social inclusion and environmental quality, which influence and relate to personal mobility, access to employment opportunities as well as health and safety.

**8.38** The Integrated Regional Strategy (IRS) objectives cover the social, economic, environmental and spatial themes of sustainable development and seeks to ensure that the location of development makes efficient use of existing physical infrastructure and helps to reduce the need to travel; and to improve accessibility to jobs and services by increasing the use of public transport, cycling and walking, and reducing traffic growth and congestion.

**8.39** Policy 1 of the EMRP highlights the Regional Core Objectives and states that "To secure the delivery of sustainable development within the East Midlands, all strategies, plans and programmes having a spatial impact should meet the following core objectives" which include "To improve accessibility to jobs, homes and services through the promotion and integration of opportunities for walking and cycling; promotion of the use of high quality public transport; and encouragement of patterns of new development that reduce the need to travel especially by car".

**8.40** PPS13 on Transport gives significant guidance in relation to this issue, and notes that "A key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling".

**8.41** Nottinghamshire County Council produced a 5 year Transport Plan for North Nottinghamshire (ends April 2011) and they are currently undertaking Local Accessibility Transport studies to inform replacement plans which will be added to our evidence base and considered as part of the on-going work on the Local Development Framework.



## Issues and Options

### Issue ES6

Ensuring Sustainable Transport issues are embodied within the Local Development Framework .

#### Option ES6 A

**Have a specific Sustainable Transport Policy within the Core Strategy which outlines criteria that all new developments must address, such as the support of public transport, provision of walking and cycling routes etc.**

**Possible Advantages:** This would give significant weight to transport issues within new developments.

**Possible Disadvantages:** Having individual policies for all issues could lead to a very large and complicated document and may give undue emphasis to one consideration in relation to new development. Also policies will need to accord with the County's Transport Plan and overly detailed policy at a local level may lead to conflict issues.

#### Option ES6 B

**Only refer to sustainable transport and accessibility issues as a criteria within development policies or allocations.**

**Possible Advantages:** Ensures that transport is given the same consideration as other design issues and is seen as part of the design process rather than as a separate issue to be addressed later. May allow for a more locally flexible approach to addressing issues than a prescriptive policy would

**Possible Disadvantages:** Maybe seen as reducing the importance of sustainable transport as an issue.

## Other Linked Policy Areas

**8.42** As outlined above, transport issues impact across a wide range of other areas such as housing, employment and service provision as well as being important from the allocations stage through master-planning and into the occupation and use of new developments. This issue will also be considered as part of our approach to Infrastructure provision and Development Management policies.

# Section Nine

## A Healthier Mansfield

### 9 A Healthier Mansfield

Issues around health can have significant implications for an area in a number of ways. Poor health indicators are often linked with poor housing standards, poor income levels and areas of multiple deprivation. Health issues have major implications for Mansfield as a community and are strongly reflected in both the Sustainable Community Strategy and the Local Area Agreement targets.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 9.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>A Healthier Mansfield</b></p> <p>The SCS focuses on reducing smoking, obesity, teenage pregnancies and avoidable accidents, as well as improving sexual health and supporting health and well-being through work place activities.</p>	<p>The main issues surrounding health are considered to be:</p> <ul style="list-style-type: none"> <li>• Higher than average incidence of long-term limiting illness;</li> <li>• A significant amount of the population live in areas ranked amongst the top 10% most deprived in the country - this includes health inequality.</li> </ul>	<p>It is considered that the spatial implications of these issues will be addressed by the Core Strategy through policies which will more directly impact in other areas such as strengthening communities and their facilities, improving economic prosperity and creating a safer Mansfield.</p>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>• Reduce health inequalities</li> <li>• Tackle smoking and alcohol misuse</li> <li>• Tackle rising obesity</li> </ul>
<p><b>Other Key Drivers:</b> Health Profiles 2009.</p>			

#### Introduction

**9.1** Health issues cut across the whole community, but the effects are felt greater where other elements of deprivation also occur in terms of accessibility, the nature of employment and the quality of housing and the local environment. Health is a major factor in looking at Mansfield District as the area has an older than average population, characterised by higher than average long term illnesses and shorter than average life expectancy.

#### Local Perspective

**9.2** The SCS focuses on reducing smoking, obesity, teenage pregnancies, avoidable accidents, improving sexual health and supporting health and well being through work place activities. Although healthcare provision is mainly the responsibility of organisations such as the Primary Care Trust, planning has a role to play in shaping the physical environment. Provision of open space, better quality housing, and improving access to facilities can all contribute towards improving the health and well being of residents and visitors to our district.





## Evidence Base

**9.3** In consultation with service providers such as the Nottinghamshire Primary Care Trust, we will identify needs and aspirations to ensure a robust evidence base is available to support any future policies. In terms of spatial planning, accessibility to health services is an important factor.

## Issues and Options

### Issue HM1

Ensuring new and existing healthcare facilities are accessible

#### Option HM1 A

**Seek to provide sites to allow for dispersed health facilities in the most accessible locations for the overall population.**

**Possible Advantages:** Would ensure land is made available for local facility provision close to the people in need of those facilities and least able to travel.

**Possible Disadvantages:** May result in allocating land and raising expectations which cannot be met due to financial constraints on healthcare providers

#### Option HM1 B

**Seek to provide land for large centralised health facilities close to good public transport facilities**

**Possible Advantages:** May allow for better quality, multiple use facilities in locations well served by public transport

**Possible Disadvantages:** May also raise expectations which funding may not be available for. Accessibility may be reduced especially for those most in need who have problems accessing public transport.

## Other Linked Policy Areas

**9.4** As outlined above, it is considered that health related issues will be addressed through a number of other policy areas relating to the environment, housing and infrastructure provision for example in both the Core Strategy and other DPD's.

# Section Ten

## Children and Young People

### 10 Children and Young People

The Core Strategy is concerned with the future growth and development of the district. As part of this it is important to recognise that by 2026, the end date for this plan, our current school age population will be the 21 to 35 year olds who will make up a significant part of our economically active population.

Generally Children and Young People are considered to be under 19, and this age group will continue to face issues about accessibility to services and facilities that are different to those faced by the rest of the population.

The table below shows how issues arising from the 'Our District - Now' section link to Core Strategy Policy areas, as well as the SCS and LAA themes.

**Table 10.1 How can we deal with the issues facing Mansfield District?**

SCS Theme	Issues arising from 'Our District - Now'	Core Strategy Issues / Policy Areas	LAA Theme
<p><b>Children and Young People</b></p> <p>The SCS looks at integrated services and facilities for young people and pupil attainment.</p>	<p>The main issue surrounding children and young people are seen as being:</p> <ul style="list-style-type: none"> <li>Low educational attainment.</li> </ul>	<p>Generally these issues do not have direct spatial implications, accept in relation to service provision in education and childcare. Taking a wider view, the SCS's approach would be supported by Core Strategy policies related to strengthening communities and their facilities, improving economic prosperity and creating a safer Mansfield.</p>	<p>The relevant LAA themes which may address these issues are:</p> <ul style="list-style-type: none"> <li>Improve educational attainment and skill levels</li> <li>Children's statutory indicators</li> </ul>
<p><b>Other Key Drivers:</b></p>			

#### Introduction

**10.1** Children and Young People, is a cross cutting theme which will be affected by developments in a variety of areas. Whilst there maybe some issues in terms of open space provision that some people may see as particularly important for Children and young people, they are a sector of the population which is annually changing and taking on characteristics of the older population.



## Local Perspective

**10.2** If we look at the SCS we can see that the main issues that this theme is looking to address relate to integrated services, facilities for young people, study support and educational and employment issues. Whilst some of these issues will be picked up in the main elements of housing and job accessibility, and others through new infrastructure provision, the role of planning is to help and support service providers rather than lead on such issues independently. Further discussion is needed with service and facility providers in terms of issues such as school and childcare provision, and the possible need to allocate land for such uses.

**10.3** Whilst there is a perception of a lack of facilities for children and young people, the area does currently have three public swimming pools, a large multi-screen cinema, a Theatre, a Ten-Pin Bowling centre, as well as multiple gyms, parks and open spaces, libraries and a multitude of activity groups such as Guides, Scouts, Cadets, Dance and varied sporting groups. However, the main issue appears to be accessibility to such facilities in terms of transport and cost, and communication about these opportunities to the target groups.

## Evidence Base

**10.4** The Council will, in consultation with service providers such as Nottinghamshire County Council as the Education authority, seek to identify needs and aspirations and ensure that there is a robust evidence base available, that can justify any policy or related allocations.

## Issues and Options

### Issue CYP1

Addressing Children and Young People issues within the Core Strategy.

### Question CYP1

Are there any Children and Young People specific planning policies that the Council should look to bring forward?

## Other Linked Policy Areas

**10.5** As outlined above, it is considered that Children and Young people issues will be addressed through a number of other policy areas relating to the environment, housing and infrastructure provision for example in both the Core Strategy and other DPD's

# Section Eleven

## Infrastructure and Implementation

### 11 Infrastructure and Implementation

#### Background

**11.1** An important new area where the LDF and the SCS will inter-link relates to policy implementation and infrastructure planning. Essentially this is how we will expect to see the delivery of the policies. Whilst this will relate to all LDF policies, the most relevant issue at this stage relates to the council's approach to 'planning gain' and specifically the Core Strategy policy addressing Developer Contributions.

**11.2** The Council are currently looking to progress work in relation to infrastructure planning and identifying the need for new infrastructure. Mansfield's Local Strategic Partnership have suggested that a 'Key Infrastructure and Service Provision' group be formed and that we look to share meetings with the Ashfield District group as many of the members are the same and operate across the conurbation known as the Mansfield-Ashfield Sub Regional centre, within the EMRP.

**11.3** At present 'Developer Contributions' or 'Planning Gain' as it is sometimes referred to, is used to provide for new infrastructure such as roads, railways, schools, open spaces, water, sewerage, and grid capacity and connections for renewable energy systems, and address social and economic issues such as securing training and local employment opportunities, through what are known as S106 contributions.

**11.4** Planning Circular 5/2005, sets the current legal framework for charging developers contributions towards the cost of infrastructure, where contributions are necessary to make the proposed development acceptable in planning terms in accordance with the traditional S106 approach. This limits both the number of developments that contribute to new infrastructure and to a degree the physical and social uses that can be considered for utilising such payments.

**11.5** Under the 2008 Planning Act (Part 11, sections 205-225), the Government proposed a statutory basis for a Community Infrastructure Levy (CIL), as a way of pooling contributions and tariffs to address the overall impact of development on a range of infrastructure. In March 2010, the Government released a document entitled "Community Infrastructure Levy An overview." - This confirmed the approach to be taken in relation to CIL, which came into force on 6th April 2010.

**11.6** The guidance makes clear the following. Any charging authorities wishing to levy CIL must produce a charging schedule setting out the CIL rates in their area. Charging schedules will be a new type of document within the folder of documents making up the local authority's Local Development Framework in England.

**11.7** For CIL to be charged there needs to be a relevant policy within an up to date development plan (draft or adopted Core Strategy) hence the need to consider it as part of the Core Strategy. There must also have been consultation on CIL which would be considered as part of an independent examination. ,



**11.8** All buildings, residential and commercial, would normally generate a CIL charge, based on gross internal floor area. Councils will have to consult on a 'Charging Schedule' which would set the rate at which CIL would be charged. The Council will also have to consider the impact of CIL on the economic viability of proposals and on this basis Councils can set differential rates for different areas.

**11.9** CIL is intended to provide infrastructure to support the development of an area rather than to make individual planning applications acceptable in planning terms. As a result, there may still be some site specific impact mitigation requirements without which a development should not be granted planning permission. Some of these needs may be provided for through CIL but others may not, particularly if they are very local in their impact. Therefore, the Government considers there is still a legitimate role for development specific planning obligations to enable a local planning authority to be confident that the specific consequences of development can be mitigated.

**11.10** The main strength of CIL is seen as the ability to address large scale issues such as the need to improve the wider road or rail network, the provision of water or sewerage infrastructure as well as electricity and gas services. In the case of Mansfield, there appears to be a particular need to address waste water treatment capacity. Such large scale wide ranging improvement schemes may be difficult to address without utilising a CIL approach.

**11.11** In March 2010, the Government also released a consultation document entitled, "A new Policy document for Planning Obligations". The aim of the document is to consult on an approach to reform the planning obligations system, with the aim of:-

- a. Clarifying the purposes of planning obligations in the light of CIL
- b. Preventing the opportunity for 'double charging' through use of both planning obligations and CIL
- c. Putting tariff-style charges on a better statutory basis
- d. Streamlining planning policies .

**11.12** The consultation period ends on 17th June 2010, and the Government have stated that a summary of responses will be available within 3 months of the end of the consultation.

**11.13** Currently the Council relies upon the existing S106 agreements system and will continue to do so until the situation surrounding CIL and the future of S106 obligations becomes clearer. This subject area will be a major consideration in future Core Strategy documents and in any separate consultation on this issue.

### Statement 1

The Council will consider the case for CIL or reliance on S106 funding as the possibilities become clearer and carry out consultation on that issue at that time.



### 12 Glossary

#### A

**Adoption:** The final confirmation of a development plan or Local Development Document as having statutory status by a Local Planning Authority (LPA).

**Affordable Housing:** Non-market housing, provided to those whose needs are not met by the market.

**Agricultural Land Classification:** Agricultural land classification maps are produced by the Department of Environment, Food and Rural Affairs, primarily for planning purposes. The land is graded according to the degree to which its physical characteristics impose long-term limitations on agricultural use.

**Amenity:** The pleasant or normally satisfactory aspects of a location which contribute to its overall character and the enjoyment of residents or visitors.

**Ancient Landscape:** A landscape designation that must contain a significant assemblage of visible features, both man-made and semi-natural, of pre-1600 origin.

**Annual Monitoring Report (AMR):** A report submitted to Government from Local Authorities which assesses LDF production progress and policy effectiveness.

**Area Action Plan (AAP):** A type of DPD focused upon a specific location or an area subject to conservation or significant change providing an important mechanism for ensuring development of an appropriate, scale, mix and quality.

**Association of Chief Police Officers (ACPO):** An independent, professionally led strategic body involved with leading and coordinating the direction and development of the police service in England, Wales and Northern Ireland.

#### B

**Biodiversity:** The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**BRE Environmental Assessment Method (BREEAM):** The leading and most widely used environmental assessment method for buildings from the Building Research Environment (BRE). It sets the standard for best practise in sustainable design and has become the de facto measure used to describe a building's environmental performance.

**Brief / Planning Brief:** A planning brief can include site-specific development briefs, design briefs, development frameworks and master plans that seek to positively shape future development.

**Brownfield Land and Sites:** See Previously Developed Land



## C

**Central Area:** The retail and commercial core of the town including areas within and outside the defined Mansfield Town Centre.

**Commission for Architecture and the Built Environment (CABE):** The Commission for Architecture and the Built Environment. A public body acting as a champion of good design.

**Circular:** Guidance, including policy, issued by a government department usually, but not always, in support of legislation.

**Coalescence between settlements:** The merging of district settlements/urban areas located within close proximity of each other. Neighbouring settlements within and around Mansfield District include, for example: Clipstone and Forest Town; Rainworth and Mansfield (east); Market Warsop and Church Warsop; Mansfield (west) and Sutton-in-Ashfield and; Forest Town and Mansfield Woodhouse. In the Mansfield District Council 1998 Local Plan, areas designated to prevent the coalescence between these settlements are called 'open breaks.'

**Commitments:** All land with the benefit of extant planning permission or allocated in the development plan.

**Community Infrastructure Levy (CIL):** A charge levied by local authorities on certain types of new development within their areas; Community Infrastructure Levy gives local authorities extra resources to invest in vital facilities, and gives developers greater certainty about their role and contribution. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.

**Compulsory Purchase Order (CPO):** An order issued by the Government or a local authority to acquire land or buildings for public interest purposes. For example the redevelopment of certain brownfield sites.

**Conservation Area:** Areas of special architectural or historic interest, the character, appearance or setting of which it is desirable to preserve or enhance.

**Conservation Area Appraisal (CAA):** An assessment made by the local planning authority of the character of a conservation area, including details of the features that justify the designation.

**Consultation:** Procedures for assessing public opinion about a plan or major development proposal, or in the case of a planning application, the means of obtaining the views of affected neighbours or others with an interest in the proposal.

**Core Strategy:** A Development Plan Document setting out the spatial vision, objectives and strategy of the planning framework for an area, having regard to the Community Strategy (see also DPDs).

**Corporate Plan:** The overarching plan for the council setting out its aims and priorities taking into account what residents and partners have told us are the key challenges facing the district.

## D

**Department for Communities and Local Government (DCLG):** The government department responsible for amongst other things town and country planning policy.

**Development:** Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.

**Development Control and Development Management:** The process whereby a local planning authority manages, shapes, and considers the merits of a planning application and whether it should be given permission with regard to the development plan.

**Development Plan:** A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. It includes Unitary, Structure, and Local Plans prepared under transitional arrangements, and new Regional Spatial Strategies and Development Plan Documents prepared under the Planning & Compulsory Purchase Act of 2004.

**Development Plan Document (DPD):** There are LDD's that have development plan status. All DPD's must be subject to rigorous procedures of community involvement, consultation and independent examination. The DPD's which Local Planning Authorities prepare include-

- Core Strategy
- Site specific allocations of land
- Area action plans (where needed); and
- Proposals map (with inset maps, where necessary)

**District Centre:** Usually comprising groups of shops often containing at least a supermarket or superstore, and a range of non-retail services, such as banks and restaurants as well as local public services including libraries, such as at Mansfield Woodhouse, Market Warsop and Oak Tree.

## E

**East Midlands Regional Assembly:** A partnership body which brought together regeneration from the public, private, voluntary and community sectors, and which acted as the Regional Planning Body providing advice to Government on strategic land use, planning and transport for the East Midlands up until 31st march 2010.

**East Midlands Regional Plan (EMRP):** The East Midlands Regional Plan (Regional Spatial Strategy 8), incorporating a regional transport strategy, provides a spatial framework to inform the preparation of local development documents, local transport plans and regional and sub-regional strategies and programmes that have a bearing on land-use activities

**Edge of centre:** For retail purposes, a location that is well connected to and within easy walking distance (i.e. up to 300 meters) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary.



**Established Long-distant Routes:** These are well-known recreational greenways (either walking, cycling or multi-user routes) that traverse the district over several miles. They connect green spaces, towns and other natural and cultural points of interest both within and outside the district boundary.

**Evidence Base:** The information and data gathered by local authorities to justify the “soundness” of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

## F

**Flood Risk Areas:** Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea where water flows in times of flood or would flow but for the presence of flood defences.

## G

**General Conformity:** A process by which Regional Planning Bodies consider whether a Development Plan Document is in “general conformity” with the Regional Spatial Strategy. Also, all other DPDs must conform to a Core Strategy DPD.

**Government Office for the East Midlands (GOEM):** There are representatives of central Government in each region who bring together the work of ten government departments.

**Green Belt (not to be confused with the term ‘greenfield’):** A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped. There are no green belt designations in Mansfield District.

**Green Infrastructure (GI) Assets:** Individual components and/or resources that make up GI networks. These vary in size, shape and use; they include a wide spectrum of green space types ranging from formal recreational and natural areas, to much smaller areas such as private gardens. These include but are not limited to: allotments, amenity space, landscaped areas within and around developments, urban parks, farmland and pasture land, green roofs, sustainable urban drainage systems (SUDs), designated sites, river corridors, public rights of ways, cycle trails and other recreational routes, and Natural and semi-natural habitats.

**Green Infrastructure (GI) Network :** A green infrastructure network is used to define the hierarchy and form of the habitats and natural green spaces within a community and how these are integrated and linked. It provides a framework within which the determination of the broad scale and location of development can be facilitated in a sustainable way, and with consideration to the functional requirements of urban form, green space provision, habitat networks and ecological services, such as drainage

**Greenfield Land or Site:** Land (or a defined site) which has never been built on before or where the remains of any structure or activity have blended into the landscape over time.

## H

**Habitat:** The natural home of an animal or plant. Often designated as an area of nature conservation interest.

**Habitat Network:** A linked series of habitats that allows species to move and disperse through the landscape. They are typically made up of a series of related habitats that support similar functions e.g. support species with similar requirements or share a common underlying geology.

**Habitats Regulations Assessment (HRA):** The Habitats Directive requires that an Habitats Regulations Assessment (HRA) is made of the impacts of land-use plans that are likely to have a significant effect on any Natura 2000 site. (Please see Natura 2000)

**Heritage Asset:** A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (as defined in PPS 5) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).

## I

**Independent Examination:** The process by which an Independent Planning Inspector may publicly examine a 'Development Plan Document' or a 'Statement of Community Involvement', and any representations, before issuing a binding report

**Interim Planning Guidance (IPG):** IPG notes provide *interim planning guidance* until the relevant LDF documents, or policies, are adopted.

**Issues and Options Report:** The "pre-submission" consultation stages on DPDs with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.

## K

**Key Diagram:** The diagrammatic interpretation of the spatial strategy as set out in the Core Strategy Development Plan Document. (As distinct from a Structure Plan Key Diagram prepared to explain its policy content). In a Regional Spatial Strategy, the key diagram illustrates the spatial strategy and may show links and relationships with other strategies and neighbouring regions

## L

**Landscape Character:** An expression of pattern within the landscape, resulting from particular combinations of natural (physical and biological) and cultural factors such as field boundaries, woodlands, land use, geology, habitats, and rivers.

**Landscape Character Assessment:** A means of assessing the varied landscape within a given area (in this case Mansfield District) and contains information about the character, condition, and sensitivity of the local landscape in order to provide a greater understanding of what makes the landscape within the District unique or recognisable. Defines boundaries of distinct landscape character zones or areas and makes recommended actions for enhancing/restoring the landscape character.





**Landscape Features:** Prominent natural and cultural components that make up an area's landscape character, such as, woodland, settlement patterns, field patterns, hedgerows, natural habitats, rivers and collieries.

**Legibility:** The degree to which a place can be easily understood so that people can find their way around.

**Local Centre:** Local centres, such as Clipstone Road West, Newgate Lane/ Ratcliffe Gate and Ladybrook Lane include a range of small shops of a local nature, such as a newsagent, a sub-post office, and a pharmacy, which serve a small catchment.

**Local Area Agreement (LAA):** A district sets out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level.

**Local Biodiversity Action Plan (LBAP):** A strategy prepared for a local area aimed at considering biodiversity.

**Local Development Document (LDD):** LDDs comprise of Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs), a Statement of Community Involvement (SCI). These collectively deliver the spatial planning strategy for the LPA's area.

**Local Development Framework (LDF):** The Local Development Framework is a non-statutory term to describe a folder of documents which include all local planning authorities' LDD's. The LDF will also comprise the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.

**Local Development Scheme (LDS):** The LDS sets out the LPA's programme for preparing the LDD's, that must be agreed with and reviewed every year through the AMR.

**Local Nature Reserve (LNR):** Area designated under the National Parks and Access to the Countryside Act 1949 as being of particular importance to nature conservation and where public understanding of nature conservation issues is encouraged.

**Local Plan:** An old-style development plan prepared by District and other Local Planning Authorities.

**Local Planning Authority:** The local authority or council that is empowered by law to exercise planning functions. This is Mansfield District Council for most matters, except for minerals and waste planning, when it is Nottinghamshire County Council.

**Local Strategic Partnership (LSP):** A partnership that brings together organisations from public, private, community and voluntary sector in a local authority area. The key objective of the LSP is to improve the quality of life in that area. Mansfield District LSP is called Mansfield Area Strategic Partnership (MASP)

## M

**Mansfield Ashfield Regeneration Route (MARR):** The Mansfield and Ashfield Regeneration Route is a new £30 million road between Pleasley and Rainworth. The road is the single biggest ever regeneration project set up by the County Council.

**Mansfield District Council (MDC):** Mansfield District Council (MDC) is the administrative district for Mansfield, Mansfield Woodhouse and Warsop. A public authority which amongst other things acts as the local planning authority.

**Market Housing (also known as Open Market Housing) :** Housing which is developed by private house builders and made available on the open market, for which either a mortgage or private rent is required. This type of housing can include low-cost market housing where developers may offer discounts to purchasers. This type of housing does not contribute towards 'affordable housing provision'

## N

**Nature Conservation:** The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

**Neighbourhood Centre:** A small parade or cluster of shops and services which meet the everyday needs of the local community, such as those on Cox's Lane and Garibaldi Road.

**North Nottinghamshire Local Transport Plan:** A five-year integrated transport strategy, prepared by Nottingham County Council in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local transport plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the RSS.

**Nottinghamshire Sustainable Developer's Guide:** A guide produced by Nottinghamshire Districts to help achieve sustainable development

**Northern Sub-Regional Strategy:** A sub-regional strategy to provide additional direction and guidance to Local Development Frameworks on issues of sub-regional importance in the Northern Sub-area. The defined Northern area comprises of Ashfield, Mansfield, Newark and Sherwood, Bolsover, Chesterfield, North East Derbyshire and Bassetlaw.

**Natura 2000 Site (NERC):** A European network of sites which represents areas of the highest value for natural habitats and species of plants which are rare endangered or vulnerable in the European Community. These include Special Protection Areas and Special Areas of Conservation.

## O

**Out of Centre:** A location which is not in or on the edge of a centre, but not necessarily outside the urban area.

**Out of town:** An out-of-centre development outside the existing urban area.



## P

**Planning & Compulsory Purchase Act 2004:** The Act updates elements of the 1990 Town & Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces:

- A statutory system for regional planning;
- A new system for local planning; reforms to the development control and compulsory purchase and compensation systems; and
- Removes crown immunity from planning controls.

**Planning Obligations:** A legal agreement between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken or contributions made to the provision of infrastructure or facilities, for example the provision of highways. Sometimes called a “section 106” agreement.

**Planning permission:** Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline plans, or be sought in detail through full plans.

**Planning Policy Guidance (PPG):** Old style government policy guidance, being replaced by Planning Policy Statements (PPS).

**Planning Policy Statement (PPS):** Government statements of national planning policy, being phased in to supersede Planning Policy Guidance notes (PPGs).

**Previously Developed Land (PDL) or ‘Brownfield’ land:** Previously developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Planning Policy Statement 3: Housing has a detailed definition.

**Proposals Map:** The component of a development plan, or LDF, showing the location of proposals in the plan, on an Ordnance Survey base map.

**Protected Species:** Plant and animal species, including all wild birds, protected under the Conservation (Natural Habitats and Conservation) Regulations 1994, the Wildlife and Countryside Act 1981 and subsequent amendments, or other species protected under legislation specific to them.

**Public Open Space (POS):** Unbuilt or open land which is of recreational, cultural or current value where access for the public is secure due to legal constraints or arrangements.

**Public Right of Way (PROW):** A way where the public has a right to walk, and in some cases ride horses, bicycles, motorcycles or drive motor vehicles, which will be designated either as a footpath, a bridleway or a byway.

## R

**Recycling:** The recovery of reusable materials from waste.

**Regeneration:** The economic, social and environmental renewal and improvement of areas.

**Regionally Important Geological/Geomorphological Sites (RIGS):** Non-statutory sites basically relating to the Earth's structure and land form of regional importance recognised by English Nature and local authorities.

**Regional Spatial Strategy (RSS):** The Regional Spatial Strategy (RSS) is another name for the East Midlands Regional Plan, the plan incorporates a regional transport strategy, provides a spatial framework to inform the preparation of local development documents, local transport plans and regional and sub-regional strategies and programmes that have a bearing on land-use activities

**Regional Transport Strategy (RTS):** The Regional Transport Strategy (RTS) aims to integrate land-use planning and transport planning to steer new development into more sustainable locations, reduce the need to travel and enable journeys to be made by more sustainable modes of transport. The RTS is incorporated in the East Midlands Regional Plan.

**Renewable Energy:** Energy produced from a sustainable source that avoids the depletion of the earth's finite natural resources, such as oil or gas. Sources in use or in development include energy from the sun, wind, hydro-power, ocean energy and biomass.

## S

**Saved Policies / Saved Plan:** Policies within Unitary Development Plans, Local Plans, and Structure Plans that are saved for a time period during replacement production of Local Development Documents.

**Scheduled Ancient Monument:** A structure placed on a schedule compiled by the Department of National Heritage in England for protection under the Ancient Monuments and Archaeological Areas Act, which enjoys greater protection against inappropriate development.

**Section 106 Agreement:** A legal agreement under section 106 of the 1990 Town & Country Planning Act. See also: Planning Obligations and Agreements.

**Secured by Design (SBD):** Secured by Design (SBDF) is the official UK Police flagship initiative supporting the principles of 'designing out crime' Secured by Design focuses on crime prevention at the design, layout and construction stages of homes and commercial premises and promotes the use of security standards for a wide range of applications and products.

**Sequential approach / sequential test:** A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, Brownfield housing sites before Greenfield sites, or town centre retail sites before out-of-centre sites.



**Site of Importance for Nature Conservation (SINC):** Sites of Importance for Nature Conservation (SINCs) are important for the conservation of wildlife at a county level however they have no statutory protection and do not necessarily support protected species.

**Site of Special Scientific Interest (SSSI):** A site with statutory protection, identified under the Wildlife and Countryside Act 1981 (as incorporated in the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically, plants, animals, and natural features relating to the Earth's structure).

**Social Exclusion:** 'Social exclusion happens when people or places suffer from a series of problems such as unemployment, discrimination poor skills, low income, poor housing, high crime, ill health and family breakdown.

**Soundness:** A term referring to the justification of a Development Plan Document. A DPD is considered "sound" and based upon good evidence unless it can be shown to be unsound.

**Spatial Planning:** A brief description of how the area should be changed at the end of the plan period often 10-15 years.

**Spatial Vision:** Spatial Vision sets out how the area and places in it should develop. The vision should be informed by an analysis of the characteristics of the area and its constituent parts and the key issues and challenges facing them. The vision should be in general conformity with the RSS and it should closely relate to any Community Strategy for the area.

**Special Areas of Conservation (SACS):** A site designated under the European Community Habitat's Directive, to protect internationally important natural habitats and species.

**Special Landscape Area:** Designated by the Local Planning Authority for their high quality landscape resulting from a combination of features such as vegetation cover and landforms and inhere there is a presumption against inappropriate development therein.

**Special Protection Areas (SPAS):** Special Protection Areas (SPAs) are strictly protected sites classified in accordance with Article 4 of the EC Birds Directive, which came into force in April 1979. They are classified for rare and vulnerable birds and for regularly occurring migratory species. A site designated under the European Community Directive on wild birds to protect internationally important species.

**Stakeholders:** A person, group, organisation, or system who affects or can be affected by an organisation's actions

**Statement of Community Involvement (SCI):** A document explaining to Stakeholders and the community, how and when they will be involved in the preparation of the LDF, and the steps that will be taken to facilitate this involvement.

**Statement of Consultation / Statement of Compliance:** A report or statement issued by local planning authorities explaining how they have complied with their SCI during consultation on Local Development Documents.

**Statutory:** Required by law (statute), usually through an Act of Parliament.



**Strategic Environmental Assessment (SEA):** Assessment of the environmental impacts of the policies and proposals contained within new planning documents, in accordance with Directive 2001/42/EC (The SEA Directive).

**Strategic Housing Land Availability Assessment (SHLAA):** Strategic Housing Land Availability Assessments are a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's need for more homes. These assessments are required by national planning policy, set out in Planning Policy Statement 3: *Housing* (PPS3).

**Sub - Regional Centre:** Mansfield Town Centre, which is defined in the East Midlands Regional Plan as a major sub-regional retail and service centre, and acts as the focus for shopping and leisure within a large area of West Nottinghamshire and parts of East Derbyshire

**Submission Document:** A Development Plan Document submitted to the Secretary of State for independent examination before a Government appointed Planning Inspector.

**Sui Generis:** Uses of land or buildings which do not fall into any of the use classes identified by the Use Classes Order, for example theatres, launderette's, car showrooms and filling stations.

**Supplementary Planning Document (SPD):** An LDD that must cover a range of issues, thematic or site specific and provides further detail of policies and proposals in a DPD or saved policies.

**Sustainability Appraisal (SA):** Assessment of the social, economic, and environmental impacts of the policies and proposals contained within new planning documents. Is often combined with the SEA.

**Sustainable Communities:** Places where people want to live and work, now and in the future. Creating communities that are more sustainable will generally mean seeking to provide a range of homes, jobs and facilities that enables people to meet more of their needs locally without the need to make long journeys by private transport.

**Sustainable Community Strategy:** A strategy prepared by a community to help deliver local aspirations, under the Local Government Act 2000.

**Sustainable Development:** A widely used definition drawn up by the World Commission on Environment and Development in 1987: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". The Government has set out four aims for sustainable development in its strategy "A Better Quality of Life, a Strategy for Sustainable Development in the UK". The four aims, to be achieved at the same time, are: social progress which recognises the needs of everyone; effective protection of the environment; the prudent use of natural resources; and maintenance of high and stable levels of economic growth and employment.

**Sustainable travel / Sustainable transport:** Often meaning walking, cycling and public transport (and in some circumstances "car sharing"), which is considered to be less damaging to the environment and which contributes less to traffic congestion than one-person car journeys.



## T

**Town Centre:** Mansfield Town Centre, as defined on the proposals map, provides a range of facilities and services and fulfils a function as a focus for a community and for public transport. Mansfield Town Centre also acts as a sub-regional centre for comparison shopping within West Nottinghamshire and parts of East Derbyshire.

**Townscape:** The appearance and character of building, streets and all other features of an urban area taken together as a whole.

**Transport Infrastructure:** The physical features (for example roads, rails, and stations) that make up the transport network.

## U

**UK Biodiversity Action Plan (UKBAP):** The Government's national strategy which describes the UK's biological resources and outlines detailed action plans for protecting and enhancing priority species and habitats.

**Urban Fringe:** Predominantly open land on the edge of an existing urban area.

**Use Classes Order:** The Town and Country Planning Act 1990, as amended the Use Classes (Amendment) Order 2005 puts uses of land and buildings into various categories. Planning Permission may be needed for certain changes of use within the same use class.

## W

**Wildlife Corridor:** A continuous area within the natural environment facilitating the movement of wildlife through rural and/or urban environments, so they can adapt to changes, forage for food and breed and raise young. Examples include, systems or networks of hedgerows, woodlands or river corridors. This can also include a combination of different, yet compatible habitats.

**Written Statement:** A documentary statement supplementing and explaining policy, forming part of a development plan.

**This leaflet can be provided in a variety of formats if required. Please do not hesitate to contact us on 01623 463463 if you require interpretation of this form or need help reading it.**

**Polish**

W razie potrzeby możemy dostarczyć tę broszurę alfabetem Braille'a lub w powiększonym formacie. Jeżeli potrzebuje Pan(i) wyjaśnienia tego tekstu lub pomocy w przeczytaniu go, prosimy o skontaktowanie się z nami pod numerem 01623 463463.

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**Cantonese (Chinese Traditional)**

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**Latvian**

Šī buklete ir pieejamā Braiļa vai palielinātājā drukā, ja tas ir nepieciešams. Ja jums nepieciešams šī bukleta tulkojums vai palīdzība tā lasīšanā, lūdzu, sazinieties ar mums pa tālruni – 01623 463463.

**Russian**

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**Urdu**

یہ لیف لیٹ، بوقتِ ضرورت، بریل یا بڑے پرنٹ میں بھی مہیا کیا جا سکتا ہے۔ اگر آپ کو اس فارم کا ترجمہ چاہئے ہو یا آپ کو اس کے پڑھنے میں مدد چاہئے ہو تو برائے مہربانی ہم سے اس نمبر پر 01623 463463 رابطہ کرنے میں بالکل نہ ہچکچائے گا۔

**Bengali**

প্রয়োজন অনুযায়ী এই লীফলট ব্রইল অথবা বড় অক্ষরের আকারে দওয়া যাবে। এই ফর্মের অনুবাদ প্রয়োজন হলে অথবা এটা পড়তে সাহায্যের দরকার হলে 01623 463463 নাম্বার আমাদের সাথে যোগাযোগ করতে দ্বিধা করবেন না।

