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Dear Karen

Newark & Sherwood District Council (NSDC) gives its full support to the principle of upgrading the A46 Newark Bypass. Having lobbied on this matter for many years with industry and partners across the route (from Immingham to Tewkesbury), the Council is delighted that Government has committed funding for project through the Road Improvement Strategy (RIS). We welcome the opportunity to engage with Highways England, engagement that should be ongoing to inform and influence the design process.

NSDC is clear that any proposals for the Newark Northern Bypass must provide for the grade separation of the Cattlemarket roundabout, as set out in Option 2. Ideally we would wish to see more of the junctions along this stretch of the A46 being grade separated in order to achieve the improved flow of route traffic and thus reduced journey times sought. We do, however, recognise that cost is a limiting factor.

NSDC is clear in the need to ensure that the A46 Newark Bypass scheme does not prejudice the future grade separation of the Newark flat rail crossing and continues, during any construction phase, to allow effective rail travel.

NSDC is also clear on the importance of traffic management, network co-ordination, and sequencing throughout the construction phase of any approved Newark Bypass. Traffic management and congestion could be assisted through the completion of the Newark Southern Link Road (SLR), a matter explored in greater detail below.

Notwithstanding the above there remain a number of concerns and queries with the options presented and parts of the route. Until further information and clarification is provided we are unable to wholly commit to either of the other options presented (or indeed a hybrid solution).

1. INTRODUCTION

1.1 Structure of the District Council's response

Although the response form published alongside the consultation material is comprehensive and provides a logical framework that will no doubt help many consultees structure and focus their comments, it is felt that the range of issues that NSDC (as the Local Planning Authority) must consider requires a different format. Accordingly, our response is set out as follows:

- Strategic importance of the A46 upgrade
- Area-based route analysis and comparison of options
 - Winthorpe roundabout
 - Winthorpe village
 - Friendly Farmer roundabout
 - Brownhills roundabout
 - A1 overbridge
 - Carriageway expansion
 - Cattlemarket roundabout, A617/Great North Road
 - Farndon roundabout
- Thematic issues
- Conclusion and matters requiring clarification

1.2 Consultation process

NSDC accepts that this is a non-statutory period of consultation. Nevertheless we seek to raise a number of concerns, including those brought to our attention by residents and community groups, about the way in which this consultation process has been conducted.

Firstly, given the potential magnitude of the impacts the proposals are likely to have upon the community, the 'soft launch' of consultation to the District Council and other key stakeholders only one day prior to the wider launch was inadequate. Given the evident constraints imposed upon all parties by the ongoing pandemic, more notice would have allowed the Council and other parties more time to digest the proposals and to shape our own programme of engagement with the community in an effort to support Highways England's own efforts.

Secondly, the December launch, spanning over the Christmas period has proven problematic insofar as even under normal circumstances, breaks in the course of a consultation programme can result in loss of any momentum that gathers. In this instance where face-to-face engagement is extremely limited anyway, the holiday period served as a distraction from

the consultation and resulted in communication difficulties. Dialogue with Highways England through the Newark Show & Tell meetings over the course of the last year had indicated that consultation would be launching in October, which would have allowed consultation to conclude before the festive period.

Additionally, online consultation always presents problems in terms of accessibility. Although consultation brochures and postcards were distributed widely by post (for which HE must be commended), it has been brought to our attention that a number of residents in areas of likely high impact did not receive sufficiently detailed information from the start of consultation. While we are aware that during the course of the consultation (particularly since the turn of the year) Highways England's consultation van has been in various locations in the surrounding area along the A46 route, it is felt that more could have been done to both publicise this, particularly given the challenges presented by recent inclement weather and in terms of tailoring for the audience(s) the material presented. Similarly, the Council has been made aware of significant levels of dissatisfaction from members of the public trying to engage with the consultation telephone line, in terms of the level of knowledge shown by those taking calls regarding the details of the scheme and the geography of the local area.

Finally, the material sent out in the post is perceived by many to lack detail that is considered to be of importance in formulating a response; namely that Highways England welcome support for a hybrid of the two consultation options. This is only made clear in the consultation response form. If respondents have not been able to access this form there is a strong likelihood that this important message has not been communicated.

It is hoped that in the forthcoming rounds of statutory consultation these matters will be given due regard with a view to facilitating better community engagement. This is necessary in order to engender and in some cases repair a sense of confidence amongst the community that the consultation programme is meaningful and that it is worthwhile participating in it.

2. STRATEGIC IMPORTANCE OF THE A46

2.1 Strategic value

As the only remaining section of the A46 corridor between Lincoln and the West Midlands that is not dual carriageway, the bottleneck effect caused by traffic compressing in to the single carriageway sections of the road around Newark cause significant congestion at peak times and increase journey times considerably, even over short distances. Consequently, the upgrades will have huge benefits for the local highway network in addition to the high strategic priority of the project in terms of east-west connectivity across the Midlands. From a business perspective, stakeholders along the route are in agreement that its delivery must not be delayed.

The strategic case for this work is evidenced in the A46 Corridor Study, produced by Midlands Connect, which highlights the significance of the A46 around Newark in the wider context of the A46 as the 'Trans-Midland Trade Corridor' (TMTC). With an existing annual economic output of £115 billion, equating to around 10% of the English economy, and development in excess of 250,000 new homes up to 2030, the importance of the proposed works around Newark is amplified in recognition of the fact that congestion and subsequent delays along this corridor hinders economic growth prospects. Surveys have indicated that two thirds of businesses operating in the area believe that improvements to the corridor will lead to new jobs being created. Set against the backdrop of the country responding to the challenges of Brexit and Covid-19 recovery, NSDC therefore unequivocally upholds the assertion that strengthening the A46 Corridor strengthens the Midlands as a whole, and with it the UK Economy.

2.2 Planned growth

The District Council has long held ambitions for the Newark Urban Area to deliver transformational housing and economic growth and modern infrastructure connectivity, set in the context of a rich and distinctive natural and historic environment.

In 2006 the Government identified Newark as a 'Growth Point', with the growth ambitions enshrined in policy in the East Midlands Regional Plan and, subsequently, the District's Local Development Framework (LDF). Across the current local plan period up to 2033 the population of the District is expected to grow by c.14,359. The Amended Core Strategy (adopted January 2019) targets the Newark Urban Area as the main location for new housing and employment growth, accommodating 60% of the district's overall growth up to 2033. The three Sustainable Urban Extensions (SUEs) at Land South of Newark (now widely known as Middlebeck) including the Newark Southern Link Road connecting the A1 to the A46, Land East of Newark and Land around Fernwood are central to delivering this strategy.

Housebuilding is now taking place at Fernwood and Middlebeck. Middlebeck is capable of delivering up to 3,150 new homes, a range of community facilities, a new country park and 49 hectares of commercial development land, creating c.5000 jobs, with Fernwood also delivering 3,500 new homes, community facilities and 15ha of employment land. Progress

towards delivery of c.1000 new homes at Land East of Newark is expected, post-Covid, over the course of the current plan period.

Improvements to both the local and strategic road network in and around Newark are essential to achieve these growth ambitions, with synergies between all of the scheduled road improvements having implications for the modelled outcomes.

The proposals for the A46 are, in principle, compliant with Newark & Sherwood District Council's LDF Amended Core Strategy (Adopted March 2019). Spatial Policy 6: Infrastructure for Growth (along with Appendix D) identifies the A46 amongst critical strategic highway network infrastructure and sets out the District Council's commitment to working with partners to secure delivery. Additionally, Policy NAP1: Newark Urban Area (Section B) provides explicit support for the implementation of strategic highway schemes at the A46 Link Capacity (Newark Bypass); A46 /A617 Cattlemarket Roundabout; A46 Roundabout at Farndon; A1/A17/A46 Roundabout; and A1/A46 Brownhills Roundabout. The objectives set out in the Council's Community Plan underline the importance of delivering these infrastructure upgrades.

2.3 Newark Southern Link Road

The Newark Southern Link Road (SLR) is a critical component in the delivery of the Middlebeck SUE (Land South of Newark), referenced above. The need for and the benefits of the SLR have been extensively rehearsed since Newark achieved Growth Point status in 2006. These benefits of the SLR include:

- Reducing congestion throughout the Newark Urban Area as a result of increased road capacity and routing options for road users;
- Unlocking the development of up to 3150 new homes and the creation of around 5000 jobs on the employment land component of the Middlebeck development;
- Increased road capacity to support delivery of other residential development opportunities in Newark;
- Delivering flood alleviation and land drainage solutions in an area at high risk of flooding;
- Delivery of extensive additional open space including a new country park and sports facilities; and
- A projected £80m increase in Council Tax revenue over a 20 year period.

From our discussions with Highways England colleagues, the District Council understands that the SLR is a committed scheme within the modelling work underpinning the business case for the A46 upgrade and associated design options. The nature of SUE sites means that they often require considerable, up-front and occasionally disproportionate (i.e. compared to smaller sites delivered by volume house-builders) infrastructure costs. Middlebeck is proving to be no exception. Master developers Welcome Trust (formerly Catesby Estates/Urban&Civic) secured a conditional £11.2million loan agreement from the Homes & Communities Agency to fund delivery of Phase 1 of the SLR and although this phase is now complete, save for the roundabout at the A1 end, allowing for the construction of up to 599 dwellings. No further

dwellingings are permitted by the Middlebeck planning permission (14/01978/OUTM) until further phases (or preferably all if delivery is accelerated) of the SLR are delivered. Funding for the remainder of the SLR remains a significant obstacle, with overall costs going beyond what is reasonably manageable by a developer. This Council, LEP, and Homes England (pending) have committed grant. There remains a shortfall of £15 million.

Delivery of the SLR will unlock growth in the form of the remaining 2550 dwellingings at Middlebeck. It can also provide, if implemented, network resilience during the pending construction of the A46 and its operation. It is understood that the construction of the A46 upgrade will likely take up to three years from 2025. The SLR could, subject to funding, be implemented in advance of this date. This would offer a traffic management solution whilst the A46 Northern Bypass is constructed, aiding traffic flow and congestion and very considerable delays for a prolonged period.

NSDC's modelling of the SLR (undertaken by WYG using the VISUM model of Newark) has examined AM/PM peak for development scenarios both with and without completion of the SLR. Scenarios with and without planned improvements to the A46 have also been considered. This work demonstrates that without the SLR and A46 the levels of planned growth would lead to unacceptable delays and congestion across the road network in and around the built-up area of Newark, over and above existing levels.

The District Council would invite Highways England to financially support the SLT delivery at the earliest opportunity.

2.4 Newark Town Investment Plan

Having submitted its Town Investment Plan (TIP) to Government as part of the Towns Fund initiative, NSDC is awaiting confirmation from MHCLG on the level of funding secured to kick-start transformational growth projects, including a wide range of projects cross-cutting different strategic themes. In the context of the A46 Newark Bypass proposals, two specific items are highlighted given their close proximity to the Cattlemarket roundabout and seeking to capitalise on Newark's position on the strategic road network

Gateway Development site (the site of the existing Lorry Park and now vacant former Cattlemarket site)

A new purpose-built International Air Space and Training Institute (IASTI® Newark) seeks to establish a post 16 education facility offering pathways to aviation and space industries for military and civil aviation. This would cater for approx. 928 students across engineering, ground crew and pilots in the first five years. It is anticipated that this could be delivered alongside a Smart Innovation, Supply Chain and Logistics Enterprise Zone (SiSLog). This project, working alongside the University of Lincoln, University of Nottingham, Nottingham Trent University, industry and investors seeks to create a community of digital experts to launch further industries, including supply chains. This has potential to be of regional and national significance, establishing a route to digital learning for the current and future young generations of Newark, promoting digital skills for the existing population and creating a

centre of excellence that can serve the A46/TMTC with connectivity to Freeports and HS2 at Toton.

It is proposed that both of these institutions would be accommodated just off Great North Road, on the existing Cattlemarket and lorry park site, set between the A46 and NSDC's offices.

Newark Showground

The Council is currently exploring the feasibility of relocating the Cattlemarket and lorry park at the Newark Showground site to the eastern end of the Newark Northern Bypass proposals. Highways England are aware of the TIP proposals and continue dialogue in this regard.

2.5 Challenges facing the town

Despite its strengths, opinion and statistics confirm Newark's decline in recent decades. Lower than average educational attainment, low productivity, a predominance of lower-paid jobs, under-representation of higher managerial and professional roles, a lack of vocational and non-vocational pathways, and an increase in heritage 'at risk' have resulted in a drift in market confidence in some sectors, identity, and lack of opportunity. Covid-19 compounds these challenges.

In 2017 Newark & Sherwood was identified as the second least socially mobile place in Great Britain (State of the Nation 2017). Since then the Council and its partners have worked hard to address this, although significant challenges remain. Whilst the majority of local secondary schools are now Ofsted rated 'Good', attainment remains below average. Likewise, although the Council is working on regeneration programmes in the Newark's two most deprived wards, there remain significant pockets of deprivation within the town, including wards within the 10% most deprived in England. Engagement with those long-term unemployed has seen positive results but Newark residents earn below their counterparts in other towns.

Housing demand is high, however, so are prices relative to affordability. With over 7000 houses being delivered to the south of the town over the next 15-20 years, enhanced physical and social connectivity is essential to stem the current trend for out-commuting. Grade 'A' office space and co-working space is lacking, particularly within and around the town centre, which in itself continues to suffer from retail decline. Visible and large footprint vacancies are accompanied by a trend for discount offers, with market confidence being low, reflected by the departure of national brands. Lease and repair tenancies lead to a high turnover, with attractive buildings and streets blighted by underutilisation. Poor legibility and wayfinding, particularly between transport nodes and key attractions add to these problems.

3. AREA-BASED ROUTE ANALYSIS AND COMPARISON OF OPTIONS

3.1 Winthorpe Roundabout

Currently the A46 carriageway either side of the Winthorpe roundabout carries the majority of crossing traffic, making egress from both Drove Lane and the A1133 challenging at peak times. Additionally, on event days, traffic associated with vehicles entering and exiting Newark Showground (accessed off Drove Lane) can back-up on to both the A46 and the A1133.

It is understood that there is a likelihood of securing an additional access to the south of the Showground, off the roundabout located on the A17 and east of the Friendly Farmer roundabout. At present, this roundabout principally serves the Newlink Business Park and the recent Overfield Park development. Although if forthcoming, this could help alleviate the pressure on the junction to the north, Highways England are also made aware of the potential vehicular movements relating to the current application (20/01452/OUTM) for extension of the Newlink Business Park and of the proposal to relocate the Newark Cattlemarket and lorry park to the Showground as detailed above.

Both Option 1 and 2 propose that traffic lights are added to the Winthorpe roundabout with the intention of improving traffic flows at this junction. The proposed works here would also amend access to the Showground, the golf centre, indoor bowls centre, driver training centre and the karting centre. Whilst in principle the notion of traffic lights is supported, there are some reservations about the likelihood of a 5-arm roundabout (as in Option 2) giving rise to unnecessary delays as a result of another set of traffic light sequencing, especially when compared to the 4-arm roundabout signalisation under Option 1. Follow-up notes on the 'Technical Discussion' held on 19/01/2021 largely confirm the District Council's assumptions about the likely impacts of the different traffic light options, stating: *'The Winthorpe junction would be overcapacity in 2043 AM and PM peak periods without the proposed scheme. In Option 1 all approaches would be operating within capacity in all time periods. In Option 2, the old A46 approach would be approaching capacity. However, it is likely that this could be improved through optimisation of the signal timings. The Option 1 layout would provide greater journey time savings than Option 2 due to having the A46 eastbound approaches combined enabling it to receive a greater proportion of the green-time.'*

3.2 Winthorpe village

Village and route context

Winthorpe village is situated just north of Newark, less than 0.5km from the outer edge of the town. It is predominantly a residential village. The River Fleet runs through the village, culverted in places, with the River Trent approximately half a mile west. The A1 runs to the southwest of the village, with a pedestrian underpass at the end of Gainsborough Road connecting it to the suburban outskirts of Newark. Similarly, the existing A46 carriageway runs to the southeast.

Having reviewed the alternative route options (set out in the Options Summary Report) that Highways England considered prior to arriving at the options that are the subject of this consultation, the District Council is cognisant of the constraints-related challenges and costs associated with the discounted options. Keeping in mind that the underlying rationale for this project is oriented around reducing journey times for trade and freight movements through enhanced east-west connectivity across the Midlands, the options routing to the north and south would likely fail to achieve these goals by adding distance to the existing route and being unlikely to represent comparable value for money. That said, it is recommended that Highways England publish, at the next stage of consultation, clear evidence on the journey-time and monetary savings of an approach. Whilst the aim remains to reduce journey time it is also expected, as captured below, that a raft of other community and environment issues be considered.

Historic Environment

In terms of impacts on the historic environment, both of the consultation options have a significant impact on Winthorpe Conservation Area (CA) and several listed buildings, notably Lowwood. Whilst Option 1 has less impact on these assets, the graduated difference is relative. Noise, engineering works to the landscape (notably elevated roadway elements close to Lowwood), and loss of trees are concerning. The impact on Lowwood as an individual listed building is of particular concern, with the works potentially putting it at risk in the future from a viability/value perspective due to the immediate historic context and setting of this listed building being significantly affected by the proposal.

The CA boundary seeks to encompass historic landscaping associated with polite houses within Winthorpe (Winthorpe House, Winthorpe Hall etc. – all set out within the adopted CA Appraisal). Although both options truncate the southern setting of the CA, we acknowledge the existing landscape character beyond the CA boundary includes industrial buildings and is impacted by the existing A1 and A46 routes.

Our archaeological consultant has not raised any specific concerns beyond ensuring that there is a comprehensive scheme of investigation and recording.

Wider impacts

The Options Summary Report confirms that all options result in the potential for likely significant adverse effects on noise receptors, heritage assets, landscape, biodiversity, material assets and waste across the project area. However, in the context of Winthorpe, the proximity of the village to both the A1 and the existing route of the A46 means that road noise is very evident within the village, despite substantial tree belt screening. Under either option it is therefore considered that the magnitude of the impact will be greater, with exacerbation of existing noise (and vibrations), air quality and visual impacts of the different carriageway options.

The Council is mindful that both of the proposed options for the road layout will have significant impacts upon the residents of Winthorpe. We understand from direct contact with

individuals in the village and the 'Think Again' Winthorpe residents group that although a great deal of their concern is linked to the proximity of the new link section of the A46, between the A1 and the Winthorpe roundabout, there is also legitimate concern about the cumulative effects of noise and air pollution from both the A1 and the A46. While it is recognised that changes in technology will in the future contribute to substantial decreases in vehicular emissions and noise, while increased average speeds as a result of fewer stop-starts on the network, if the A46's capacity is increased and over time the volume of traffic grows, there is an inherent likelihood that noise and pollution will increase in this area, while the construction phase would bring about its own impacts. Although the thematic comments set out in Section 4 of this report give a more detailed technical analysis of the specific impacts upon receptors within the village, this cumulative impact specifically from the strategic road network must be fully appreciated and mitigated as far as possible.

In relation to this matter, a possible alternative solution may be considering excavating earth along the section of road to the east of the new A1 overbridge (see image below), connecting to the existing carriageway (as envisaged in Option 1), thereby lowering the road level. This could offer means of mitigating some of the noise and visual impact of the new section of road. Excavated material could be used to create an earth bund on the northern side of the road or recycled elsewhere within the project area, while additional benefit may be found in an overall lower road level requiring less elevation for the Option 1 flyover from the Friendly Farmer roundabout. There is no apparent fluvial flood risk in this area that would prohibit this.



Highways England is invited to consider this and other solutions to address and/or mitigate the clear concerns around Winthorpe, which it is considered the presented current options do not do.

Both options for the road would result in substantial loss of existing mature trees currently forming part of the linear belts running roughly north-south near to Lowwood and The Spinney. These tree belts are of value in terms of landscape character and in habitat. Mitigation and replanting will be required should a preferred option require removal at this location.

Under Option 1 it is principally The Spinney and Lowwood that would experience adverse impacts. The creation of a parallel carriageway under Option 2 would be of harm to the rural landscape setting of the village and indeed require demolition of a dwelling situated on Hargon Lane. Significant impacts may subsequently arise for the occupants of the adjacent property.

Considering the extent of the matters that affect Winthorpe associated with either of the options under consultation, NDSC would impress upon Highways England in the course of their decision-making on the next stage of this project, the need to give appropriate weight to the matters raised and ensure that all options and reasonable alternatives are duly considered, presented, and (if necessary) discounted. In addition to the primary consultation material that is published for the next stage(s) it is considered imperative that any supporting documentation and evidence base be made available.

3.3 Friendly Farmer Roundabout

The Friendly Farmer roundabout is a particularly challenging junction to negotiate under the current arrangement, due to the sheer volume of traffic arriving off the southbound A1 and from the existing A46, along with the A17. While the arrangements proposed under each of the consultation options would allow A46 traffic to entirely bypass this intersection, both designs raise questions about potential impacts on the surrounding highway network and the services located here.

Notwithstanding the concerns relating to the proximity of the A46 carriageway to the village of Winthorpe (set out in the previous sub-sections), the purported 50% reduction in vehicle movements across this junction is welcomed. Although local traffic would still be moving alongside A1 route traffic the overall reduction in volume would contribute to significant improvements in local journey times. However, there are a number of significant developments (listed in Section 4.1 below), each with their own potential impacts on this roundabout and the surrounding network, which must be factored in to the modelling for the operation of either option. This is of particular concern to the District Council given that the Newark SLR (see Section 2.3) is not yet complete, meaning that the modelled traffic flows of either road option would not be as envisaged once operational, nor is this road available to support the redistribution of vehicle movements during construction.

Either option creates significant challenges for the existing roadside services located near to this junction, with the new link road under Option 1 incurring loss of the Mint Leaf restaurant premises and the ESSO garage, leaving no obvious means for northbound traffic to access the remaining Shell garage services on the opposite side. Likewise, under Option 2, the services located on the Friendly Farmer roundabout are completely bypassed by the A46, thus removing a substantial amount of passing trade. Although the ESSO garage would in this option be accessible from the southbound carriageway and feasibly remain open to local traffic coming off the roundabout, the point of access to services from the A46 northbound carriageway will need clarifying in the forthcoming preferred option.

3.4 A1 Overbridge

The new A1 overbridge to be positioned beyond the northbound A1 slip road is a structure that gives grounds for some concern due to its proximity to the built-up area of Winthorpe, namely Lowwood. At c150 metres north of the proposed location of the new bridge, the physical appearance of the bridge is a matter requiring further consideration to understand impact.

While the direction of travel means that vehicle lights after dark may have some limited adverse residential amenity impacts, again, the issue of noise (as highlighted above) and the cumulative impact in conjunction with the A1 will require careful attention and mitigation, a matter NSDC assumes will be picked up via the Environment Statement (linked to EIA) process.

Winthorpe's CA boundary includes the historic landscaping associated with polite houses within the village (detailed in the CA Appraisal). While it is acknowledged that the character of the existing landscape beyond the CA boundary includes industrial buildings and is impacted by the existing A1 and A46 routes, the development proposals would nonetheless truncate the southern setting of the CA. Additionally, although there is limited detail on tree impacts at this stage, the route options suggest considerable impact on and potential loss of trees at Winthorpe, many of which have significant amenity value to the CA.

Alongside the historic environment concerns identified above, the overbridge structure will have significant impacts on the openness of the landscape that currently forms the Winthorpe Open Break. Whilst details of this designation are set out in Section 4, it is important to highlight the inevitable harm the engineering works will have on the Open Break. Such harm must be explored and where possible mitigated, notwithstanding that the A46 Northern Bypass itself has always been identified as a priority and likely intervention in the Open Break

It is accepted that creation of a new stretch of underpass represents the most feasible and viable option to facilitate pedestrians, cyclists, the mobility-aided and horse riders negotiating the new road. However, this gives rise to a number of safety concerns due to the problems encountered with the existing underpass, beneath the A1. A number of sources within the Winthorpe community refer to the secluded nature of this route currently acting as a lure for anti-social behaviour. As such, in expanding the underpass to include the new road, careful

consideration should be given to designing-out opportunities for crime and ant-social behaviour alongside measures to improve user safety.

3.5 Brownhills roundabout

Following the above comments on the options for the design of the Friendly Farmer roundabout, the Brownhills roundabout is a critical intersection on the existing A46 road layout and subsequently contributes to queues and delays on the surrounding network as result of the sheer volume of traffic it carries. The Council envisage that this will continue to be the case throughout the construction of the new road.

The reported 50% reduction in vehicle movements across this junction is welcomed. While local traffic would still be moving alongside traffic routing to/from the A1, the new A46 bypassing this junction will reduce the overall volume of traffic and should contribute to significant improvements in local journey times. Again (as above), the need to acknowledge planned developments (Section 4.1) is required. In particular, the proposal to relocate the Newark lorry park and Cattlemarket (currently co-located adjacent to one another at the Cattlemarket roundabout) would mean continued use by a high number of HGVs, particularly under Option 2.

Once again, as highlighted with regard to the Friendly Farmer roundabout, the incomplete Newark SLR would mean that the modelled traffic flows of either road option would not be as envisaged once operational, nor is this road available to support the redistribution of vehicle movements during construction. There is added significance at this junction, however, in that the Lincoln Road arm of this roundabout carries a large volume of local traffic which at present has no alternative routing options. Were the SLR complete, however, there would be less through traffic needing to access both the A1 and the A46 in this location.

3.6 Carriageway Expansion

Rail infrastructure

As Highways England will be aware from discussions around this subject at the Newark 'Show & Tell' meetings (hosted by Midlands Connect), Newark flat crossing located 1km to the north of North Gate Station, forms an intersection between the Nottingham to Lincoln Line (NLL) and the East Coast Main Line (ECML). In the context of the national rail network this is of great importance because of the potential that upgrading this crossing offers in terms of increased capacity on the ECML. While the existing A46 carriageway is elevated above the ECML and runs parallel to the NLL, both options for the A46 upgrade would require use of further land adjacent to (west of) the existing road.

Acknowledging the constraints in the immediate vicinity of the two railway lines and the existing A46, the NSDC's LDF Amended Core Strategy (Spatial Policy 7: Sustainable Transport) explicitly commits to safeguarding land for a rail flyover (providing grade separation) to replace the existing flat crossing. Grade separation of this junction has been widely discussed by Network Rail for around 25 years. Although in the last 10 years the emergence of HS2 has

eased the immediacy of the pressure to provide greater capacity on this line, the grade separation of the flat crossing nevertheless remains an important matter to resolve in boosting capacity on the ECML and NLL.

Network Rail has indicated that timetabling on the NLL for both passenger and freight rail services is dictated by the availability of safe windows to cross the ECML in this location. Based on likely demand and stakeholder aspirations, it is anticipated that grade separation would facilitate a second hourly return passenger service from Lincoln, with commensurate growth in freight movement driven by enhanced access to Immingham port. As such, whilst the strategic value of the A46 upgrade is evident, the District Council is keen to uphold the importance of this piece of rail infrastructure.

From a logistical point of view, it would make a great deal of sense for work on both the road and rail crossings in this location to be designed and constructed in tandem. If this is achievable any A46 works must not prejudice any future ability to grade separate the crossing. Additionally, consideration needs to be given to the construction phase of any delivered option in terms of ensuring the ability of the rail lines to continue to operate effectively. This is a shared position and aspiration between NSDC, Nottinghamshire and Lincolnshire County Councils and Midlands Connect. NSDC wishes to impress upon Highways England the importance of maintaining an open dialogue on this matter with all agencies alongside Network Rail.

Flood risk

Constraint mapping for this area shows the high level of flood risk along the route, between Farndon and the A1, largely as a result of its proximity to the River Trent. Given the elevated position of the road above the River Trent, while there is no apparent flood risk to the road itself, the District Council would seek to stress the importance of working closely with the Environment Agency (EA) and other stakeholders to ensure that development does not increase risk of flooding elsewhere due to increased displacement and surface runoff. This will be particularly required in assessing structures across the route.

The above matters are of particular relevance with regard to members of the traveller community residing on Tolney Lane, to the south of the A46 between the Cattlemarket roundabout and the Farndon roundabout. This area supports one of the largest traveller sites in the region, with a concentration of around 300 pitches. As part of the District Council's ongoing development plan review process, the update of the Strategic Flood Risk Assessment explored options (in conjunction with the EA) for improving flood resilience. Modelling work that was undertaken suggested that whilst developing flood defences here would indeed protect the caravans, it would however cause flooding elsewhere in the town. Consequently, consideration needs to be given to creating a flood resilient route from the site, potentially connecting to the A46. Creating a 'through route' should also be considered. The Council would welcome the opportunity to discuss this further with Highways England and other relevant stakeholders.

At this stage, on the basis of the information available and through discussion with the Lead Local Flood Authority, surface water flooding is not considered to be a matter of significant concern subject to the usual design considerations.

3.7 Cattlemarket Junction

In appraising the development options for this part of the A46, the District Council reiterates its view that grade separation proposed under Option 2 is fundamental to achieving improved flow of route traffic and reducing journey times across the surrounding road network. This is a view supported by Nottinghamshire and Lincolnshire County Council's and Midlands Connect. Separating A46 vehicle movements from local traffic, in conjunction with the delivery of the Newark SLR will make significant improvements to local traffic and the strategic aim of increasing journey times. This is a critical component of improving capacity for economic growth and future housebuilding.

Conversely, Option 1 for this location generates a number of very significant concerns. Given the high volume of inbound traffic using this junction and connecting to the Great North Road, the A617 and the A616 there is significant potential for conflict with A46 traffic. Should traffic light sequences result in queues stretching over the A46 carriageway this would not only interrupt A46 movement, but also pose a serious risk to the safety of road users. In addition, the Newark Castle Station level crossing on Great North Road is located under 400 metres from the southern arm of the Cattlemarket roundabout. Vehicles queuing at the level crossing frequently tailback as far as the junction, spilling over on to the roundabout and interrupting traffic flows on the A46 westbound carriageway and the northern stretch of the inbound Great North Road. The Council does not therefore consider that the 'hamburger' roundabout solution proposed under Option 1 resolves this problem, nor presents a realistic option that effectively delivers the strategic aims of the scheme.

It is possible that the aforementioned concerns relating to tailbacks from the level crossing could still affect inbound traffic on the newly created A46 exit slip road, although it is considered to pose a much-reduced safety risk to that envisaged in Option 1. Furthermore, Option 2 also appears to offer greater ease of movement for non-vehicular traffic as a result of fewer lanes of traffic to negotiate. Given the number of workers at the British Sugar plant who walk and cycle to their place of work, utilising the cycleway that extends north beyond the site, this is welcomed. Further risk to users of this route would be posed by the greater volume of traffic using the northern stretch of Great North Road under Option 1, with the added flows from the A617.

Whilst from a road safety perspective it is acknowledged that Option 1's proposal to remove the A617 junction from the existing roundabout may be seen as beneficial, this would only increase land take to the north. Having discussed this matter with the Newark Rugby Club the District Council shares their concerns that the potential land take would result in the loss of community and sports/recreation facilities that would not be easily replaced in this location.

The portion of Rugby Club land that would be at risk is primarily used by the youth teams, serving around 400 children locally. However, of more significance here, with potential to increase development costs is the loss of functional floodplain. Floods in winter 2019/20 saw this area under water for a significant period of time. Displacement of this flood storage would likely increase risk to nearby properties.

As the detailed comments in the heritage sub-section (4.7) make clear, there are concerns about the impacts of both options on the historic environment in this location:

- In the middle of the Cattlemarket roundabout is a listed culvert that will need to be demolished in both scenarios. The total loss of the listed culvert within the roundabout would result in total loss of significance, therefore in impact terms would be substantial harm. However, both Historic England and the District Council are uncertain as to whether this survives from previous highway improvements.
- The proposed widening of the carriageway between sugar beet factory and Cattlemarket roundabout in Option 1 will result in harm will to the Georgian causeway – Smeaton's Arches, much of which is Grade II listed. While mitigation is offered by copying the style of the arches (albeit in concrete), this would result in significant adverse impact to existing significance and further widening would only exacerbates harm the caused by early 20th century widening; and
- The proposed flyover in Option 2 would have a likely significant landscape impacts. When viewed on approach from the north, along Great North Road, it is likely that the structure would create a significant horizontal mass that impact upon views of St Mary's Church in the centre of Newark. Similarly the structure would appear as a dominating element across the historic known as Smeaton's Arches. There would be potential for impact upon the Castle and the entrance to the Newark Conservation Area and the attractive tree lined avenue south of the roundabout. Nevertheless, this is already a much interrupted landscape, with extensive modern elements including the existing cattle market building, flood lights, the former NCC depot site, scrap yard, sugar beet factory etc. In the wider landscape, wind turbines and a power station are intervisible. Moreover, the existing A46 is a busy highway with extensive engineered components.

3.8 Farndon Roundabout

Currently, as the point at which northbound traffic merges from two lanes in to a single lane, the Farndon roundabout represents a critical pinch-point along the A46. At peak times there is a considerable breakdown in the flow of traffic in this location, resulting in sizeable tailbacks across the roundabout and on to the A46 dual carriageway. This slow pace of this transition is often exacerbated by vehicles using the second/outside lane to cut in.

Whilst the dualling of the current single-lane section will significantly increase capacity and therefore improve the flow in both AM/PM peak periods, it nonetheless raises some concerns for the District Council. Primarily, the flow of two-lane traffic over the roundabout could prove problematic for road users coming out of the Farndon village junction, facing a greater volume

of traffic and moving at higher average speeds. Delivery of the Newark SLR could also increase the volume flowing over this roundabout in either direction. Subsequently, the proposal to include traffic lights on this roundabout whether in permanent use or only during peak periods would appear to offer some level of mitigation, the detail of which should be modelled and published in due course, against this concern.

It is noted that the proposed road alterations would extend the existing underpass by around 7 metres. While concerns have been raised about the proposals to extend the existing underpass at Winthorpe, it may be considered that 7m is somewhat negligible in terms of impacts upon safety or perceptions of safety. That is not to say that this area is not vulnerable to or does not suffer from anti-social behaviour, having seen examples of graffiti and a deposit of broken glass on the floor of the Farndon underpass when visiting the location.

4. THEMATIC ISSUES

4.1 Implications for Committed Developments

The two options for the routing of the dualled A46 would have significant implications for the committed planning decisions within the surrounding area.

Land to the north-east of the Newark settlement is Newark Showground which is situated within the interchange with the A46, A1 and A17. To the south of this is the Newlink Business Park which is home to Currys/Mastercare and again relies on the A46, A1 and A17 interchange for access. The Newark Industrial Estate is also located to the north of the built up area of Newark and also feeds in to the existing network. Around Newark at the Cattlemarket roundabout there is the lorry park, cattle market (although this is likely to move to the Showground) and the Newark and Sherwood District Council Offices. Newark offers a variety of opportunities including historical, cultural, social and economic all of which are reliant on the existing highway network. Land to the west of Newark, to the north-east of the A616 is the sugar beet factory.

Although not an exhaustive list, Table 1 (below) identifies significant committed developments which are located around the proposed routing options and would rely on or connect in to the revised network.

Planning application no.	Site address	Application proposal	Status	Implications
20/01452/OUTM	Land Off A17 Coddington	Development of site for distribution uses (Use Class B8) including ancillary offices and associated works including vehicular and pedestrian access, car parking and landscaping.	Pending	37,000m ² of developable distribution floorspace within a 6.64ha area. Vehicular access off a new 3-arm roundabout junction off the A17.
11/01300/FULM	P A Freight Services Ltd International Logistics Centre, Park House, Farndon Road Newark NG24 4SP	Re-configuration of access arrangements to existing freight yard and provision of new parking and turning area for commercial vehicles.	Determined	Revised access on to the A46 Farndon roundabout.
14/01978/OUTM	Land South of Newark, now known as Middlebeck	Construction of up to 3,150 dwellings; two local centres, a 60 bed care home,	Work has commenced on Phase 1 with	New access on to the A46, south of Farndon to create the single carriageway Southern Link Road to link the A46 to the A1. A new

		primary school etc, commercial estate of up to 50 hectares comprising employment uses and amenity space.	residential development and phase 1 of the SLR.	roundabout will be constructed off the A46.
Developments around Fernwood		Residential development reliant on the A1 for access.		

Table 1: Committed developments to be incorporated in future scenario modelling

We are mindful that much of the modelling work that has been undertaken to date for the A46 options is predicated on the expectation that as a committed scheme the Newark Southern Link Road will be in place. This scheme is to be delivered to facilitate the Middlebeck development along the southern edge of the Newark Urban Area is not as yet fully funded. Until the SLR is delivered in its entirety this has potential implications for the operation of the proposed A46 scheme.

4.2 Road safety

A1 slip roads

Although it is acknowledged that the A1 is outside of the scope of this project, the District Council nonetheless would consider this an opportune time for Highways England to review the slip road arrangements to and from the A1, including safety considerations. Any preferred A46 scheme should ensure that the scope to redesign slip roads is not prejudiced in the future.

Community safety

Nottinghamshire Police have drawn attention to the fact that there appears to be no comment made as to the impact of the scheme on crime, disorder and the fear of crime, highlighting a number of key issues with the intention of improving safety and security aspects of the proposed scheme, with the added benefits that it would generate.

Between 1 January 2020 and 15 June 2020 Nottinghamshire Police recorded 149 thefts of diesel from an HGV, with Newark the most prominent hotspot for the cargo crime, notably in difficult to patrol lay-bys or lorry parks, with escape routes into farm fields. Policing HGV and cargo crime is resource intensive and therefore not sustainable in its current form. Although covert operations carried out in the past resulted in convictions, the crime opportunities remain and the criminal activity continues.

The District Council concurs with the views of the Police and in the ongoing development of this scheme encourage Highways England to explore opportunities to design-out crime including:

- Enhanced provision of secure HGV parking. Given the continued investigation in to the feasibility of relocating the existing Newark lorry park, this would appear to be a timely

suggestion. NSDC and no doubt the Police would welcome opportunity to discuss this matter further; and

- Investment in Automated Number Plate Recognition could be explored. Any additional equipment needs to be coordinated with Nottinghamshire Police to ensure that the systems are compatible.

Non-vehicular movements

Whilst of course this project is a strategic road development, concerns about non-vehicular movements on and around the road network have featured prominently in the District Council's dialogue with local residents and stakeholders.

Cycling is popular in Newark and as part of the development of its Local Cycling and Walking Infrastructure Plan (LCWIP) Nottinghamshire County Council is developing a strategic cycle network in the area. It should be stressed that the LCWIP and the draft cycle network it proposes to include have not been approved by county councillors and are both, therefore, subject to change/approval. Nonetheless, it is important to ensure that the proposed A46 scheme does not worsen connections across the A46 and, ideally, offer enhancement.

The current A1, A17 and A46 create formidable barriers to active travel on the eastern side of Newark. In designing any future provision, while it is envisaged that provision will be made in accordance with the standards set out in DfT's new Cycle Design Guidance (2020), appropriate consideration of the length/directness of the routes and their safety are of critical importance in the design stage, as this will be a factor in determining levels of use once operational. Local Sustrans volunteers have highlighted the route provided in conjunction with the A46 near Cotgrave and East Bridgford as a good example, where bridleways have been created alongside side the road, but screened by hedgerows and fences, and sufficiently distanced from the road to diminish the impacts of both noise and air pollution, as well as adverse wind-effects of created motor vehicle travelling at high speed. It is also considered that during the construction phase of the scheme in particular, the existing non-vehicular A46 crossings must remain accessible during the construction phase. Given the nature of non-vehicular movement, this will mean being mindful of the length of any diversions that may be required on the associated routes. National Cycle Network route 64 (NCN 64) under the A1 and A46 is of particular concern because there is no obvious suitable alternative. Despite the crossing east of A1 not being well-used because it is locally perceived as dangerous, provision nonetheless needs to be made for the current users.

4.3 Journey times during construction

The District Council is under no illusion that in normal circumstances the construction phases of development will exacerbate existing congestion problems on all routes around and through Newark, while there is also potential for these impacts to be exacerbated in conjunction with planned highways works around the wider urban area and beyond. Council Officers are already working with Highways England colleagues to manage the sequencing of these works. As the design of the preferred design option progresses, it would be beneficial for ourselves, NCC, and LCC to understand whether the A46 works will follow a linear

sequence or a more nuanced approach. Also, accordingly, it will be necessary to effectively manage publicity to communicate progress on these schemes, to keep local residents and other road users up to date. The Council is therefore keen to maintain this dialogue and explore all feasible options, including appropriate use of technology to provide real-time updates.

As has already been highlighted in our comments, the District Council would again stress the importance of timely delivery of other highways works, including the Newark SLR and the new A1 overbridge connecting the Newark Urban Area to Fernwood to the southeast. These pieces of infrastructure both have potential to cause delays on the network during their construction, but once operational will help spread the flow of traffic around the local network. The SLR is of particular significance insofar as it will provide a southern link between the A46 and the A1, enabling vehicles destined for either route to exit Newark from the south instead of using the existing routes through the centre and accessing the roundabouts at Farndon/Cattlemarket/Brownhills.

4.4 Contaminated Land

NSDC Environmental Health Officers have assessed the proposals and provided the following comments:

- The consultation brochure states that both option 1 and 2 encroach on potentially contaminated land (railways, farms, sewage works). However, the risk in terms of our interest and human health will be fairly minimal given that there will be no human health receptors once the road is completed;
- Providing construction workers use correct PPE the risk to them should be minimised. This could be controlled by the use of a contamination condition, however construction of a road is low risk and good use of potentially contaminated land. I would expect earthworks to comply with the Definition of Waste Code of Practice (DOWCOP) and appropriate Material Management Plans (MMP'S) to be submitted for approval by the EA.

4.5 Air Quality

NSDC Environmental Health Officers have assessed the proposals and provided the following comments:

- The consultation brochure states that dispersion modelling has been carried out and that it predicts there will not be any adverse impacts on human health receptors when either option is completed. While this modelling is to be refined as the scheme develops there is no detail provided with the consultation, therefore we would like to see the full assessment so we can see which modelling methodology was used, which receptors were considered etc;
- During the construction phase the options summary report suggests that the only impact on air quality will be from particulates and this will be managed by use of a Construction Environmental Management Plan (CEMP). We note that options

summary report states that ‘additional traffic during construction would be expected to be less than that of operation and would be temporary and is considered unlikely to affect air quality’, however, given that the A46 is already an operational busy road we are not sure we can agree with this. Can evidence be provided to support this claim?

4.6 Noise

NSDC Environmental Health Officers have assessed the proposals and provided the following comments:

Construction phase

- The information available acknowledges potential noise impacts at sensitive receptors from construction activities, and related increases in HGV traffic to the area during the construction phase.
- It is not possible to determine whether there is likely to be any significant differences between the two options in terms of noise impact from construction activity. However, it is noted that Option 2 brings a new section of road closer to Winthorpe, and therefore an increased risk of noise impact during the construction phase in that area.
- Construction methodologies, plant, schedules, proposed hours of operation, and estimated traffic and vehicle movements, are yet to be determined. Accordingly there is little information on measures to mitigate potential noise impacts during construction.
- However, the information confirms that an assessment of likely impacts will be carried out at the Preliminary Design Stage, including construction traffic noise impact, once the relevant information is available to inform the assessment. It is expected that this assessment and proposed mitigation measures will be consistent with the relevant requirements for noise and vibration assessments from major road projects.
- While the CoPA powers exist for LAs to impose noise controls e.g. working practices, working hours, noise limits, or approve application[s] for prior consent, for large-scale complex civil engineering projects, these powers are often not appropriate or practical for controlling noise and vibration on a daily basis.

Operational phase

- The information acknowledges road traffic noise from the A-roads is the existing dominant source of ambient noise at the properties in the study area, with the potential for additional contributions from the railway lines, and existing industrial premises, though information on baseline conditions in relation to existing traffic noise is limited. (Estimated levels of traffic (and railway) noise along major transport routes, and properties likely affected by higher levels of noise from an existing road (and railway), can be viewed at <http://www.extrium.co.uk/noiseviewer.html>).
- The information identifies that significant noise impacts are predicted at a number of noise sensitive receptors for both scheme options (though details of noise

assessments are not provided), with potential significant changes in noise at three of the seven “Noise Important Areas” (NIAs)* for both scheme options. *(Special hotspots that may be most affected by road noise are listed by Highways England as “Noise Important Areas”).

- There appears to be only limited difference between the two options in terms of potential significant adverse change in noise in the short term and long term. A relatively small number of additional properties are predicted to be affected by Option 2, though it is not apparent which locations are specifically involved. This may be linked to the additional works bringing a new section of road closer to the Winthorpe area with Option 2.
- Low noise surfacing was taken into account in the noise predictions, but further noise mitigation such as environmental noise barriers or bunds, will need to be investigated in more detail as part of the design development. Again I would expect this will be consistent with the relevant requirements for noise and vibration assessments from major road projects.

4.7 Heritage

Background

We understand that in both options, road widening is proposed to enable two lanes, and a new bridge over the A1 built north of the existing bridge. The key differences in the scheme are:

- Signalling at Farndon Roundabout is only proposed in option 2;
- Option 1 seeks to alter the layout at the Cattle Market Roundabout with signals and road through centre, whereas Option 2 would see grade separation and a fly-over the roundabout;
- In Option 1, significant works are proposed to Smeaton’s Arches on the southbound carriageway north of roundabout;
- At Winthorpe, Option 1 sees a new section of A46 tied into the existing A46 west of Winthorpe Junction, as well as a new link over the A46 for access from the Friendly Farmer Roundabout to A46 eastbound. Option 2 would see a parallel dual carriageway north of the existing A46 from the new A1 bridge to Winthorpe Junction.

Table 4.2 of the consultation Options Summary Report sets out key structural impacts.

A detailed constraints map has been included which includes designated heritage assets. It does not however include heritage assets with potential non-designated heritage asset interest.

Summary of heritage assets potentially impacted

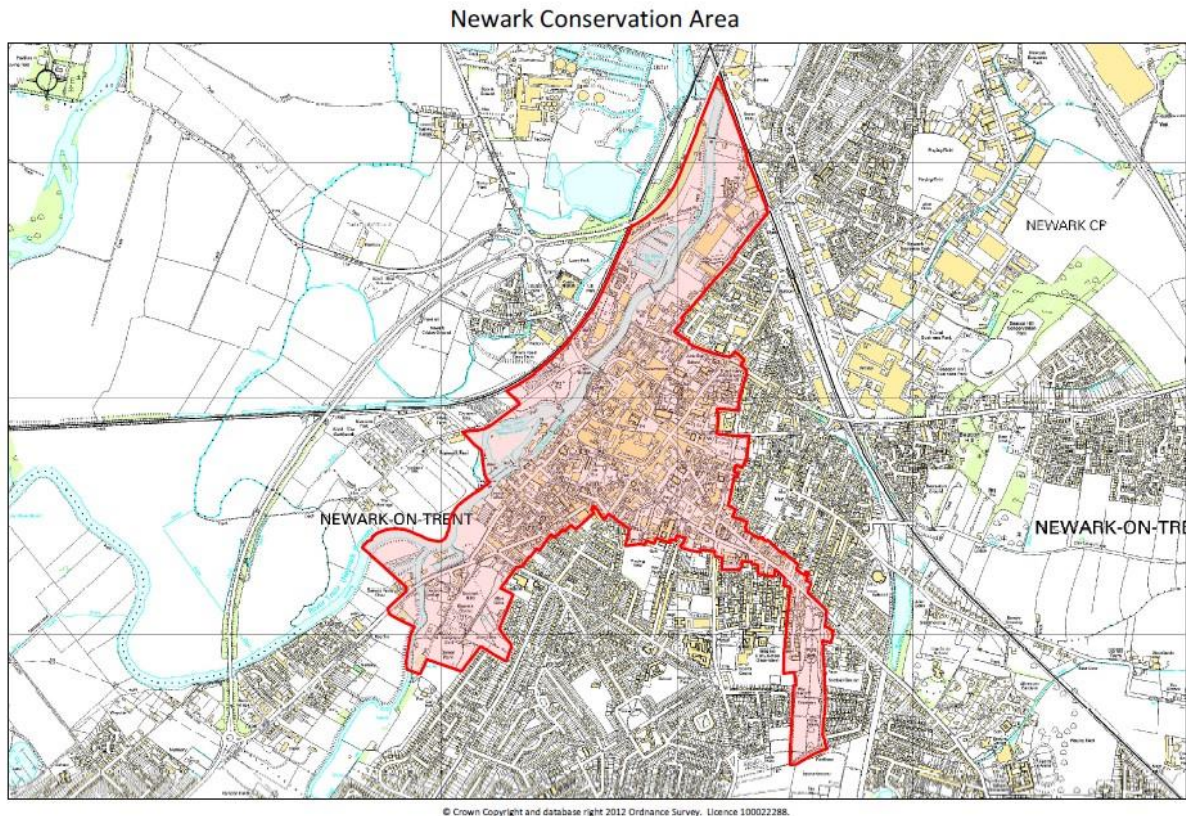
This list is not exhaustive, but key heritage assets are identified where the proposals could have an impact on their significance. Absence of identification does not imply that impact is not possible on other heritage assets.

Newark Conservation Area

Newark is fine historic town with a compact medieval street network, and a significant number of listed buildings. Architecturally, it is well known for its imposing church of St Mary Magdalene, with its tall spire acting as a landmark for miles around. The impressive medieval Castle has one of the longest surviving curtain walls as well as containing one of the most substantially complete Romanesque gatehouses in England. It is also special for its fine collection of timber framed buildings, the quality and quantity of 18th and 19th century buildings and the large and attractive Market Place. The absence of modern development within the historic core of the town centre has resulted in remarkable preservation of these heritage assets.

Newark Conservation Area (CA) was the first one to be designated in Nottinghamshire in 1968 and focused on the Market Place and medieval centre of the town. In 1974, the CA was extended to include Millgate, Parnhams Island and the traditional residential streets up to Victoria Street. The CA was then extended in four more stages: in 1979 when a more rational boundary to the central area was defined; in 1987 when the majority of Northgate either side of the Trent was included; and in 1992 and 1995 when the London Road suburbs and the Cemetery were added.

The CA boundary runs alongside the A46 within the river corridor of the Trent between the Farndon Roundabout and the East Coast Railway line, and abounds it directly for a section to the east of the Cattle Market Roundabout. The elevated character of the roadway at this point ensures that extensive views of the river corridor are afforded.



The approach to the town from the Cattle Market Roundabout is important and gives vital first impressions of the CA. Views to and from the Castle, and of St Mary's Church are an important characteristic of the CA. The tree lined avenue of Great North Road and route of Smeaton's Arches makes a positive contribution to the setting of the CA.

Views of the river corridor and townscape are important from the A46.

Views of St Mary's and the townscape are important on approach from Great North Road and Kelham. The Church spire is an important and distinctive landmark.

Listed Buildings

There are a number of listed building potentially affected along the A46 corridor between Farndon and Brownhills Roundabout:

- Concrete footbridge across River Trent. Grade II*. Known locally as Fidler's Elbow
- Various structures/features associated with Smeaton's Arches (all Grade II). Designed by John Smeaton, a notable engineer from the 18th century. He was commissioned to find a means of allowing traffic to continue unimpeded between Newark and Muskham over the flood plain and yet allow the floodwaters to drain. He came up with the brilliant notion of building a causeway punctuated by arches across the Trent Floodplain. The work was completed by 1800, and it involved a causeway 1 kilometre or so long, crossing three parishes, with a grand total of 125 arches, all of which is Grade II listed

- Newark Castle (landmark Grade I listed building; also scheduled and a Grade II Park & Garden)
- Church of St Mary. Grade I (landmark church spire visible from afar- 77m to spire tip)
- Significant concentration of listed buildings within the medieval core of the town. Cluster of listed buildings within the railway quarter between Castle Station and Mather Road which includes the first known example of mass concrete, a Grade II* former kiln warehouse (adjacent to Waitrose supermarket)

In addition, there are several scheduled monuments within this corridor associated with Civil War archaeological interest.

Winthorpe Conservation Area

Winthorpe CA was originally designated in 1974. The CA was reviewed and extended in 2007 (as set out in the Council's published CA Appraisal). The CA can be described as a quiet and secluded village in an attractive rural setting. The CA possesses a number of distinctive elements of significance, including:

- Civil War archaeology. Winthorpe is a village of medieval or older origins and is mentioned in Domesday. It is particularly special archaeologically for having had Civil War (1642-1646) defences around the village including two bastions flanking the southwest approach from Newark
- Unusually high number of high status houses, including two country houses and landscaped parkland
- Number of associated estate cottages and some positive vernacular buildings
- Medieval church no longer survives, current church is a distinctive Victorian church, the result of successive rebuilds. Nevertheless, the church spire can be seen for miles around and forms a distinctive local landmark

Gainsborough Road in Winthorpe was once connected directly through to Newark but this route is now cut off by the current A1. Gainsborough Road now terminates at the underpass at the south of the village. While this has substantially altered the character of this area of the village, it has meant that there is very little through traffic in Winthorpe. This, combined with its attractive rural setting, makes Winthorpe a quite peaceful village, with an appealing sense of seclusion, which is very much an important part of its character.

The village's close proximity to Newark allowed Winthorpe to develop as an attractive commuter settlement for the wealthy businessmen of Georgian, Victorian and Edwardian Newark. As a result Winthorpe is now home to a remarkably large number of high status house, including two country homes with extensive parkland, Winthorpe Hall and Winthorpe House, as well as numerous 18th and 19th century villas, principally located along Gainsborough Road, the main road once leading from Newark. The presence of so many large and significant houses is rarely seen in a typical Nottinghamshire rural village. The large portion of the conservation area given over to historic parkland also makes the landscape setting of Winthorpe very special.

The village is bounded to the south by the A1 (which cut off the historic link road into Newark), and by the A46 to the south east. The 6 mile dual carriageway that bypasses Newark was opened by Ernest Marples on 27th July 1964 and ran from North Muskham to Balderton/Fernwood at the southern end of London Road. In addition to creating a physical barrier between historic Winthorpe and Newark, the existing A1 results in significant noise, and has had a huge impact on the landscape, and disrupts the otherwise tranquil rural setting of the village. The entrance to the CA on foot from the south is via an underpass under the A1. This is an abrupt boundary to the CA, comprising a large embankment.

Listed Buildings

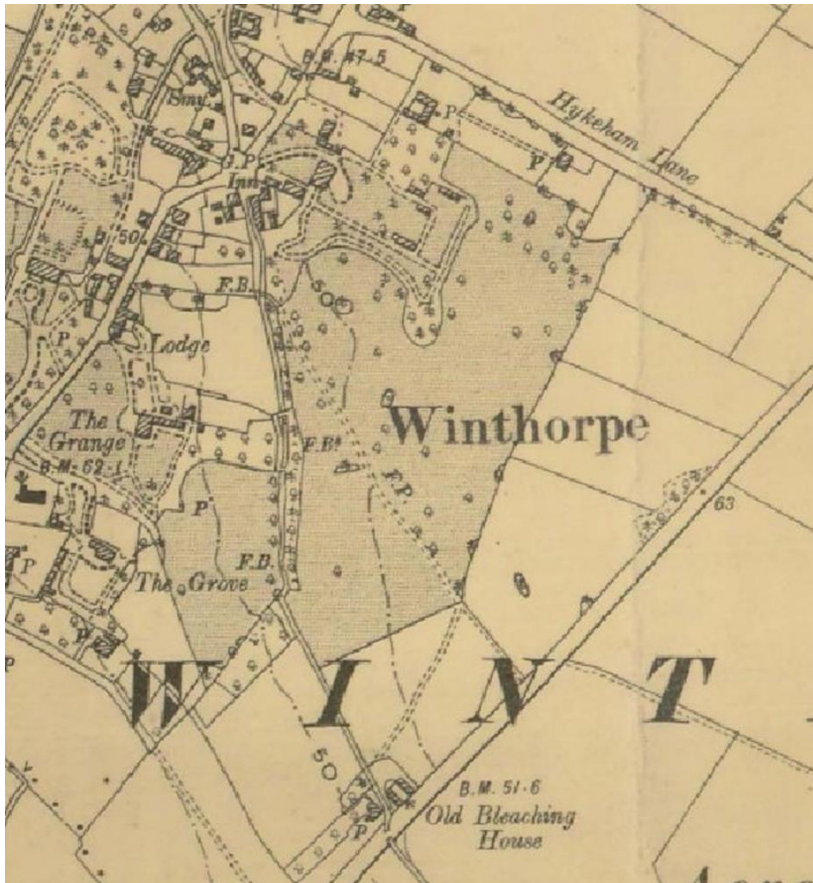
There are a cluster of listed buildings in Winthorpe likely to be directly affected by the proposals:

- Lowwood. Grade II listed
- The Grove. Grade II listed. An associated conservatory within the gardens is separately Grade II listed)
- Church of All Saints. Grade II listed. Associated funereal monuments and the gate piers to the Church are separately Grade II listed

Lowwood (or Low Wood) is a distinctive estate house from the late-18th century, at sits at the very south of the CA, accessed from a narrow lane off Gainsborough Road. The list entry advises: "House dated 1787. Red brick with hipped tiled roof and 2 brick stacks. Modillion cornice and let floor band. 2 storeys with symmetrical facade having 4 windows to each floor and a central doorway. There is a slightly projecting 2 window central bay of alternate red and white headers. The panelled door with plain surround has a plaque above inscribed "The: first stone of this house was laid by Roger Pocklington jun and his sister Elizabeth on June 25th 1787 aged 11 yrs and 10 yrs". All windows have glazing bar sashes and all the openings flat headed with segmental relieving arches. There is a later traceried wooden porch with tiled roof, this extends the length of the projecting bay. To the rear is a brick 2 storey, 2 bay, wing. The projecting bay once had a pediment."

The Pocklington family is well known locally, with links to Carlton-on-Trent. Winthorpe Hall is a fine Grade II* listed building further to the north from this cluster of historic estate houses, and comprises a Palladian villa on a hill, built for Robert Taylor in 1761 (personal physician to George II). The Hall has a piano nobile, and enjoyed sumptuous grounds to the north of the village. The house passed to Roger Pocklington, a Newark banker, possibly unfinished. Pocklington is thought to have built Grove House for his son, as well as Low Wood (as a farmhouse for the Hall) and possibly the Dial House at the corner of Holme Lane in the village.

Winthorpe House, Grade II listed, has a late 18th-century garden façade (facing the A46) with extensive grounds and many fine trees.



Late 19th century OS extract showing extent of the Park to Winthorpe House. The Grove can also be seen, with a smaller polite garden.

The remnants of the parkland can still be traced to the south between the A1 and A46. In addition to the scheduled sites within the A46 corridor, the HMSO 1964 Siege Works book (p36) states:

“Defences at Winthorpe, 1 ¾ miles N.E of Newark, earthworks are now destroyed but in part traceable as described below. The village is small and on rising ground; in the 17th century the centre of the village lay at the crossing of the Newark-Gainsborough and Holme-Coddington roads, but the latter road has since been diverted to the N.E (see p. 29). As shown by Clampe, the defences enclosed a roughly rectangular area, approximately 500 yds by 300 yds, aligned along the Newark-Gainsborough road but excluding the site of the present church on the lower ground to the S.W, where Clampe shows a ruin. Two demi-bastions flanked the S.W approach from Newark and the other sides were either of terraille or indented trace. No earthwork remains survive but a stream N. of the village preserves the outline of the N.W side of the defences from the footbridge at SK 81235687 to the sharp bend at SK 81375699.”

Observations

We have no objection to traffic lights or dual carriageway works at Farndon Roundabout - no harm is likely to be caused to any heritage assets at this juncture. Farndon Windmill on Crees

Lane is Grade II and quite visible from A46, but road widening is likely to result in a neutral impact. Similarly, we envisage no material impact on The Firs to the east (also Grade II listed). This Georgian house, in good sized garden, is significantly hemmed in with development off Farndon Road and not prominent to the A46.

At the Cattle Market Roundabout, a listed culvert in the middle of the reservation could be demolished in both scenarios. This structure is not visible above ground and is assumed to sit underneath the roadway. Its total loss would result in total loss of significance (substantial harm).

Harm will be caused to Smeaton's Arches in Option 1 by widening the southbound carriage between the sugar beet factory and Cattle Market Roundabout. Mitigation is offered in the proposals by copying the style of the arches (in concrete), similar in fashion to the road widening exercise carried out in the early 20th century here. We are concerned that this option will result in significant adverse impact to the existing significance of the arches. The early 20th century widening of the roadway has already had a detrimental impact- further widening exacerbates harm. Widening the arches detracts from their historic narrow roadway context.

The flyover in Option 2 has potentially significant landscape impact. When viewed on approach from the north along Great North Road, it will likely create a significant horizontal mass and impact on views of St Mary and the townscape (including the Castle). The flyover structure will also be a dominating element across the historic Georgian causeway of Smeaton's Arches. There is also likely to be significant impact on the Castle and entrance to the CA (defined by the tree lined avenue south of the roundabout, laid by subscription in 1937). Nevertheless, we accept that this is a much interrupted landscape with widespread modern elements, including railway lines, cattle market, lorry-park (with flood lights), former depot site, scrap yard, and sugar beet factory. In the wider landscape, wind turbines (Caunton) and a power station are intervisible. Moreover, the existing A46 is a busy highway with extensive engineered components.

Both options have a significant impact on Winthorpe CA, truncating the southern corner of the CA. Both options also have considerable impact on a group of listed buildings that make a positive contribution to the CA, particularly Low Wood and the Church. It should be remembered that the CA boundary encompasses historic landscaping associated with Winthorpe House and Winthorpe Hall, providing setting and context to a wide range of estate features that includes Low Wood (as explained within the adopted Appraisal). Whilst Option 1 has less impact on these assets, the graduated difference is relative. The noise generated by both options is likely to be considerable on the southern side of the CA, notably for residents at Low Wood and The Spinney. Engineering works to the landscape (including elevated roadway elements close to Low Wood for the new A1 bridge), and loss of trees are all very concerning.

Nevertheless, we acknowledge the existing landscape character beyond the CA boundary has already had an impact on the rural characteristics of Winthorpe, including industrial buildings and the existing impact of the A1/A46.

Although there is extensive archaeological potential along the corridor, this can be managed appropriately with proper investigation and mitigation well in advance. It is envisaged that this would amount to a significant scheme of archaeological works, albeit there are no apparent direct conflicts with scheduled monuments, provided that they are carefully considered in the design and management plans. If this scheme was a brand new road there might be more concern, especially for setting. However, as it is mostly widening the indirect impact is much lower.

Conclusions

We are concerned regarding the impact on Low Wood as an individual listed building, potentially putting it at risk in the future from a viability/value perspective. The immediate historic context and setting of this listed building will be significantly affected by the proposal.

There are concerns regarding the impact of both options to Smeaton's Arches. We have significant reservations about widening the causeway north of Cattle Market Roundabout. More information is required on the impact on the listed structure within the roundabout, as well as the technical details of the potential flyover.

Limited consideration has been given to non-designated heritage assets in the report and associated spatial mapping. There is extensive archaeological potential interest within the A46 corridor, particularly in the context of Civil War interest. We have also noticed that the scheduled area at Sandhills is missing from the spatial mapping. Historic Environment Record (HER) data is included within the Appendix. However, our archaeological consultant has not raised any specific concerns beyond ensuring that there is a comprehensive scheme of investigation and recording. We are not aware of any sites on the HER within the proposal site (including those with Civil War interest) which might be comparable to a scheduled site, although we welcome the sensitivity in considering the moated site in the vicinity of Dairy Farm. There could also be Civil War artefacts across the whole area covered by the plans, as this would have been part of the conflict area during the final siege in particular. We have anecdotal evidence of musket balls being found by metal detectorists around Winthorpe.

It is difficult to forensically assess impact of the road improvements on the wider landscape without technical sections and drawings. There are complex visual relationships between Newark Castle, the Church of St Mary, Winthorpe Church, Kelham Hall, and Smeaton's Arches which need to be taken into account when considering impact. Views and vistas of St Marys are particularly important, both from Cattle Market Roundabout approach, but also from Winthorpe.

No tree report has been provided at this stage. We can expect however considerable impact and potential loss of trees at Winthorpe, many of which have significant amenity value to the CA.

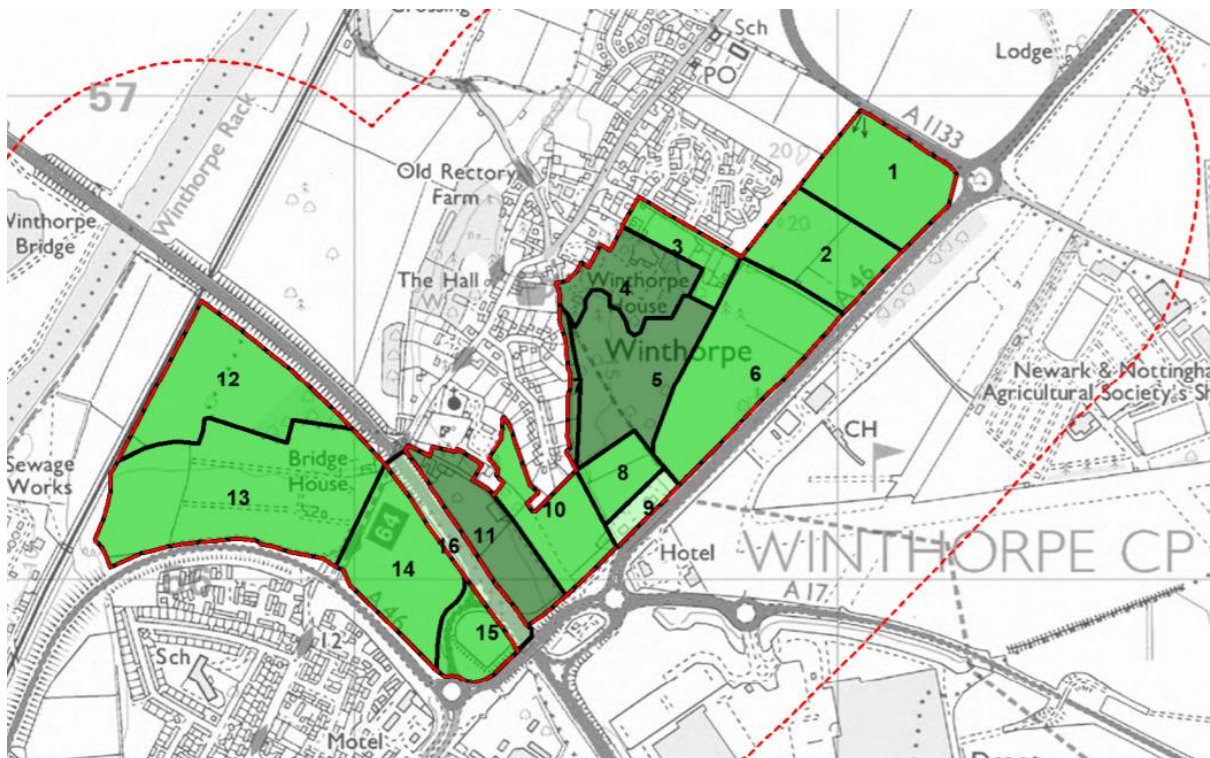
We do accept that the existing A46 and A1 already have a significant impact on landscape/heritage assets, and any new impacts are relative.

Notwithstanding the adverse impacts identified above, mitigation will be crucial if plans are taken forward. Extensive planting and screening should be considered at Winthorpe, as well as attention to sound attenuation.

4.8 Landscape

The area of open countryside that lies between the built-up area of Newark and the village of Winthorpe is identified in local planning policy (Allocations & Development Management Policies DPD: NUA/OB/1) as the Winthorpe Open Break. Both of the A46 development options under consultation, on either side of the new A1 overbridge, will impact significantly upon this open break.

The Open Break designation is longstanding in nature and has been present in some form or other within each successive Statutory Development Plan covering the Newark area since 1964. Throughout this time its principal purpose has been to prevent the coalescence of Newark with neighbouring settlements by restricting development on the intervening land. In 2019 a planning appeal decision (APP/B3030/C/18/3196972), regarding development on a site within the Open Break confirmed that the policy was still relevant and highlighted its contribution towards meeting the aims set out within the National Planning Policy Framework.



In terms of landscape character, the whole of the Winthorpe Open Break is located within National Character Area 48: Trent and Belvoir Vales. At the local level, the area benefits from a more nuanced categorisation in the Newark and Sherwood District Council Landscape Character Assessment SPD. The majority of the Winthorpe Open Break lies with the East Nottinghamshire Farmlands Character area and in Policy Zone - ES04: East Nottinghamshire Winthorpe Village Farmlands and is characterised by a flat with an occasionally undulating landform, with views contained by frequent shelterbelts and mixed plantations. The northern section of the Open Break is located in Landscape Policy Zone – TW53: Trent Washlands Averham Weir River Meadowlands. This area generally comprises a flat low-lying landscape with some linear stretches of pasture adjacent to the River Trent.

While the northern section is considered to be a notably less-sensitive landscape, the lower section of the Open Break, which would be most affected by the A46 proposals carries a landscape recommendation to 'Conserve and Create'. Landscape actions and recommendations for new development therefore primarily relate to the conservation of historic field patterns and tree coverage.

The above landscape analysis should be regarded as a relevant matter in Highways England's selection of a preferred option, particularly with regard to the potential loss of trees that are of amenity value and serve a purpose in terms of reducing the effects of existing road noise. However, it is nonetheless important to emphasise that there are no statutory landscape designations here and indeed the Winthorpe Open Break is not protected for landscape value reasons. Rather, it serves as a pseudo-green belt, ensuring that the existing settlement retains its separate identity and characteristics. Creation of a substantial new structure in this area will undoubtedly erode the existing open character of this area and give rise to a greater sense of connection between Newark to the west of the A1 and Winthorpe to the east. As set out in the heritage section of these comments, there is particular concern about the impacts on the property of Lowwood and the historic landscaping associated with Winthorpe House and Winthorpe Hall. The CA boundary has been drawn specifically to encompass this, recognising that it provides setting and context to a wide range of estate features.

4.9 Ecology

Despite the A46 between Farndon and Winthorpe crossing the River Trent in two different places, there are only a small number of environmental designations on land close to the existing carriageway and the areas in which it will be expanded. Those sites that have been identified along the route comprise non-statutory Local Wildlife Sites (formerly Biological SINC's), however, given the significant public benefit associated with this scheme it is difficult to envisage any insurmountable issues arising on this matter.

Where any adverse ecological impacts may occur, in accordance with the NPPF, the District Council would seek net gains for biodiversity through this development.

4.10 Flood risk and drainage

The District Council is acutely aware of the high level of flood risk associated with large swathes of the land surrounding the A46 corridor between Farndon and the A1. Whilst on the evidence of other strategic highways schemes delivered in the area (including the adjoin section of the A46 to the south) we are confident in Highways England's ability to assess and manage the impacts of fluvial and surface water flooding, we are nonetheless keen to develop better understanding of how any likely flood impacts will be managed from the resulting scheme. Although the elevated position of the road above the River Trent suggests there is no apparent flood risk to the road itself, the Council is mindful, from work undertaken in recent years with the Environment Agency, of the risks of causing flooding elsewhere due to increased displacement and surface runoff.

As set out above, one of the main areas of flood risk related concern along the A46 Newark Bypass is the travelling community situated on Tolney Lane. The District Council considers the design and development stages of the A46 upgrade to offer significant potential to collaboratively explore the feasibility of different options to improve conditions on Tolney Lane, specifically during times of heightened flood risk. Having worked closely with the Environment Agency to explore solutions (including an emergency escape route, connecting to the A46), we would welcome the opportunity to discuss this further with Highways England and other relevant stakeholders.

Further to the north of the project area, flood risk mapping indicates a much lower level of risk. This matter is regarded as significant in the process of considering potential alternative design solutions that might mitigate against or lessen the impacts of development on the village of Winthorpe.

4.11 Climate

The potential impacts of the A46 upgrade on climate change are largely covered under other thematic subject headings, including air quality, flood risk and ecology. Overall, we are inclined to agree with the view put forward in the consultation publications that despite increasing traffic flow over time, vehicles travelling at higher average speeds will reduce emissions. HE are invited to offer more detail on net carbon impacts to demonstrate this. Similarly, it is anticipated that greater uptake of EVs over the lifetime of the road will result in reduced emissions. However, despite the evident cost implications, the fact remains that grade separation of as many junctions as possible along the network can reduce the need for vehicles to start and stop as frequently.

During the construction period efforts should be made to maximise re-use of materials excavated within the scheme and to use locally sourced materials and contractors so as to reduce travel-related emissions.

5. CONCLUSION

Newark & Sherwood District Council's Priorities

In conclusion, Newark & Sherwood District Council again reiterates its principle support for A46 Newark Bypass scheme, which is of local, regional, and national importance. We welcome the opportunity to liaise with Highways England and partners to develop the proposals alongside more robust strategies for engagement and implementation.

As has already been set out in the preceding sections of this report, at this stage the District Council is unable to wholly commit to identifying either of the proposed schemes as its preferred option, nor define a hybrid option from the elements under consultation, save for three matters that are considered to be imperatives.

Firstly, grade separation of the Cattlemarket junction is essential. This will facilitate free flow of A46 traffic, delivering the improvements to journey times that lie amongst the headline objectives of the scheme. Additionally, this design option would significantly reduce the likelihood of local traffic entering Newark on the Great North being held up at the Newark Castle level crossing and backing up onto the A46, as is currently the case. It is acknowledged that grade separation brings with it inevitable visual impacts on the approach to the Town. The flyover structure would be prominent and have a significant landscape impact which needs to be considered with details which is, as yet, unavailable. We look forward to being involved in a discussion on the overall approach and design to this important gateway into Newark.

Secondly, the upgrading of the strategic road network should not be done in a manner that compromises future potential to enhance the strategic rail network. The flat crossing at the intersection of the East Coast Main Line and the Nottingham to Lincoln Line is widely regarded an outdated piece of rail infrastructure that limits both the passenger and freight capacity of these routes. The ongoing design of the section of the A46 that bridges this feature must therefore not prejudice Network Rail's ability to achieve a grade separated crossing, as and when it is feasible to do so. Similarly, work scheduling on this section of the road must ensure that rail services can continue to operate effectively during construction.

Thirdly, as the District Council continues to pursue its planned growth agenda, other significant highways developments (and their associated traffic) will be progressing on the road network over the coming years. Lincolnshire County Council has also highlighted the possibility of concurrent work on the Hykeham Bypass project, which will affect the A46 close to Lincoln. With these projects in mind, there is the very real likelihood that Newark residents and regular users of surrounding routes will have to endure extended periods of network disruption. We are keen to ensure that traffic impacts are, as far as possible, minimised during construction and therefore urge Highways England to carefully assess modelling work underpinning the A46 proposals in order that traffic management approaches reflect the different scenarios that may arise from different combinations of works occurring at different times. Traffic Management engagement and communication will need to be extensive and in

consultation with local organisations and communities. Additionally, there remains the potential to utilise new infrastructure, such as a completed SLR, to be part of this solution. Failure to deliver the SLR allowing a connection between the A46 and the A1 poses a significant risk to greater congestion in the area. On this basis, NSDC would welcome the opportunity for a more specific and detailed discussion with Highways England, including the securing of funding for the remainder of the SLR.


Further matters to resolve

It is clear from the contents of this letter that issues around the Winthorpe solution for any final scheme requires further consideration, including exploration of alternative options. Highways England are invited to demonstrate this, including evidence as to why solutions are discounted or promoted.

The limitations of delivering a wide-reaching engagement programme as a result of the Coronavirus pandemic, part of which is within national lockdown is accepted. Nevertheless the shortcomings and concerns referred to above have and will affect confidence of communities to meaningfully engage. It is hoped that lessons can be learned moving forward, including the ability for wider engagement and publication of evidence. The District Council is keen to maintain an ongoing dialogue with Highways England and other stakeholders over the intervening months. As noted above, this is closely linked to the need to be cognisant of other local highways schemes and in an effort to identify all reasonable design alternatives along the route.

It is hoped that you find these comments helpful. Newark and Sherwood District Council look forward to working collaboratively with Highways England and Nottinghamshire County Council as the Local Transport Authority in determining the final detailed design and delivery of the A46.

Yours sincerely



Cllr David Lloyd
Leader
Newark & Sherwood
District Council



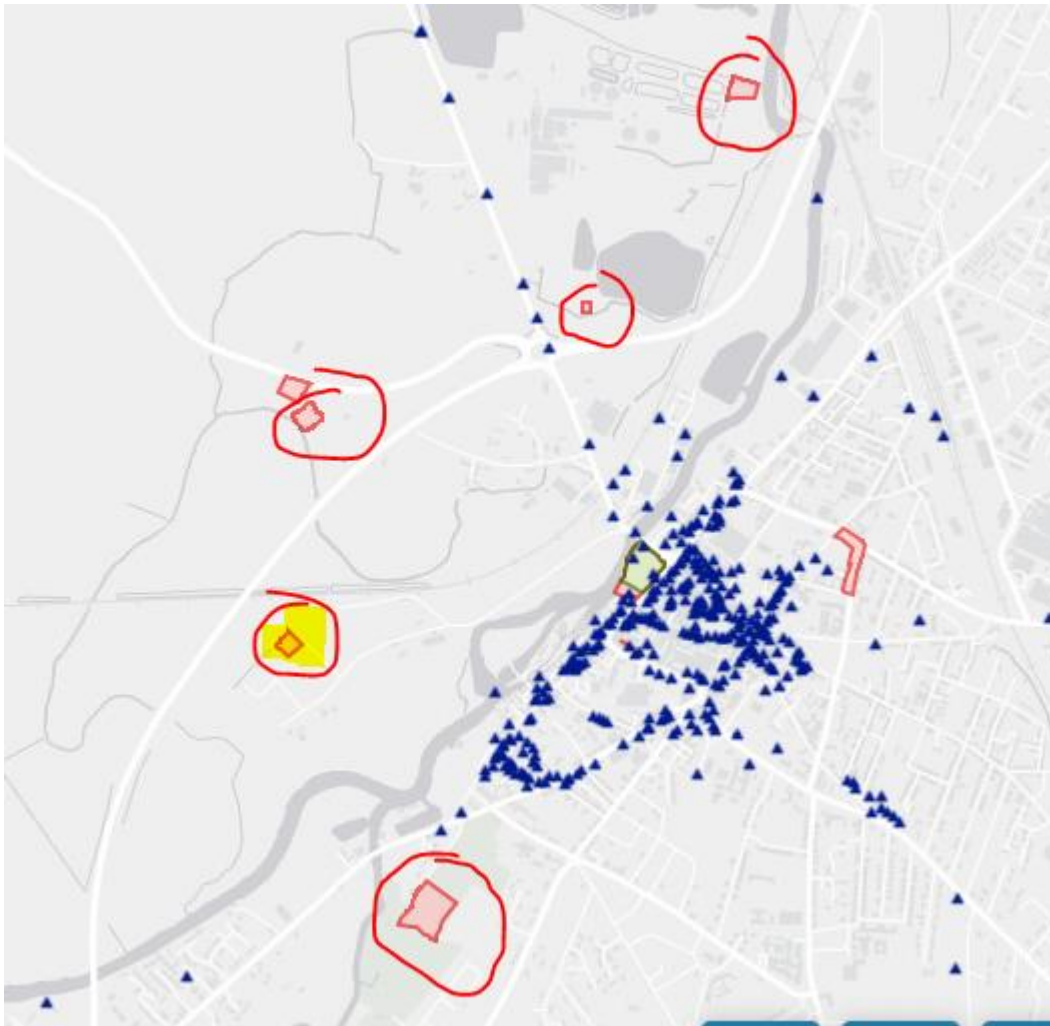
Cllr Keith Girling
Chairman
Economic Development
Committee



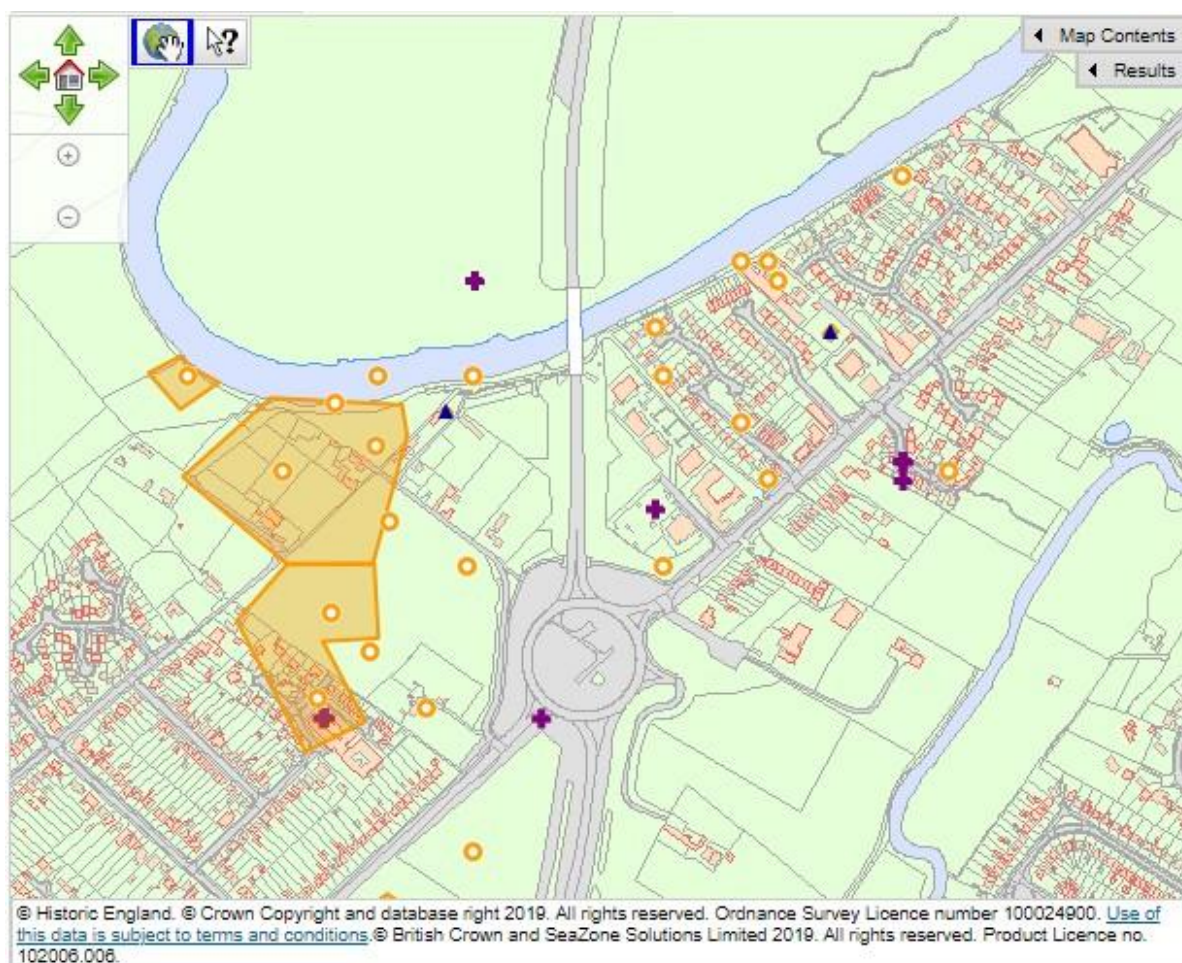
Cllr Roger Blaney
Chairman
Planning Committee



Matt Lamb
Director
Planning & Growth

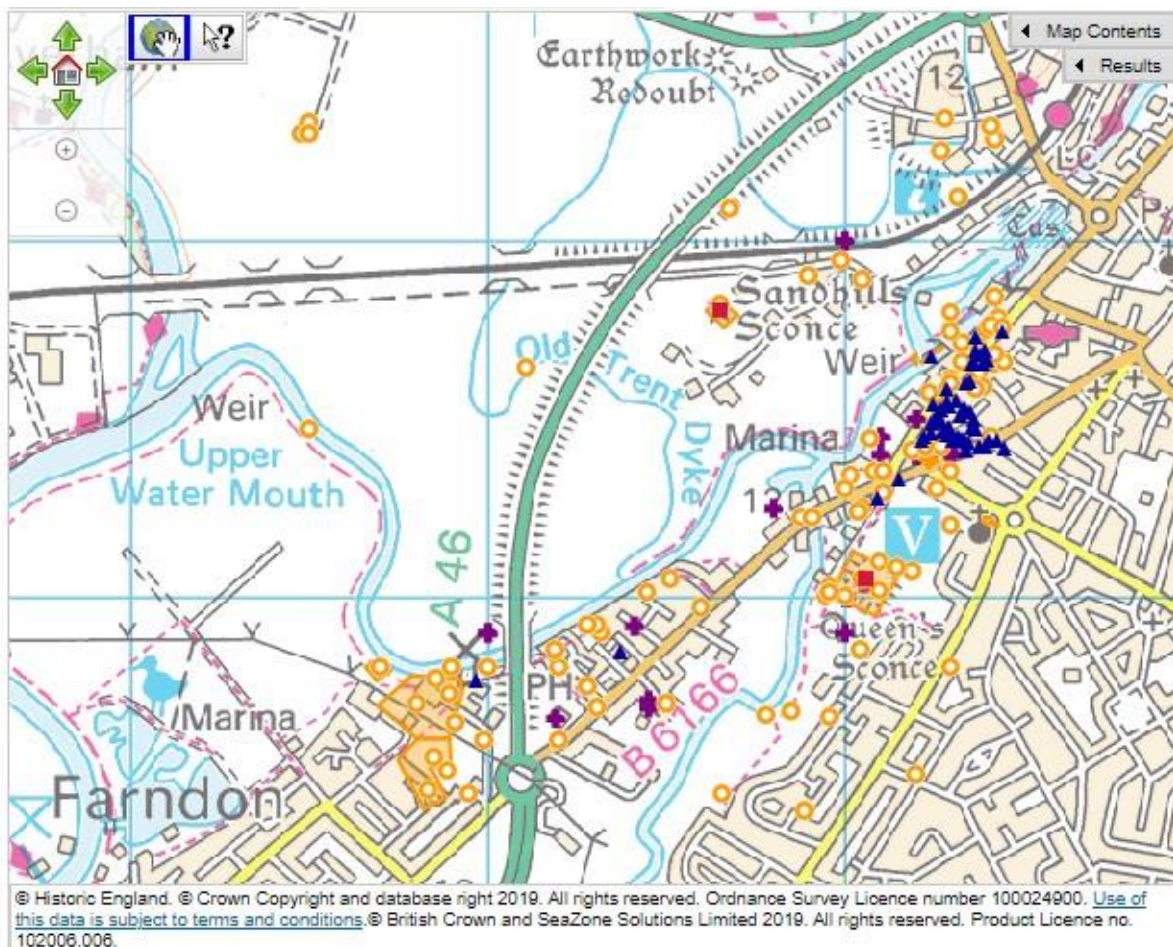
Appendix

Scheduled monuments and listed buildings.



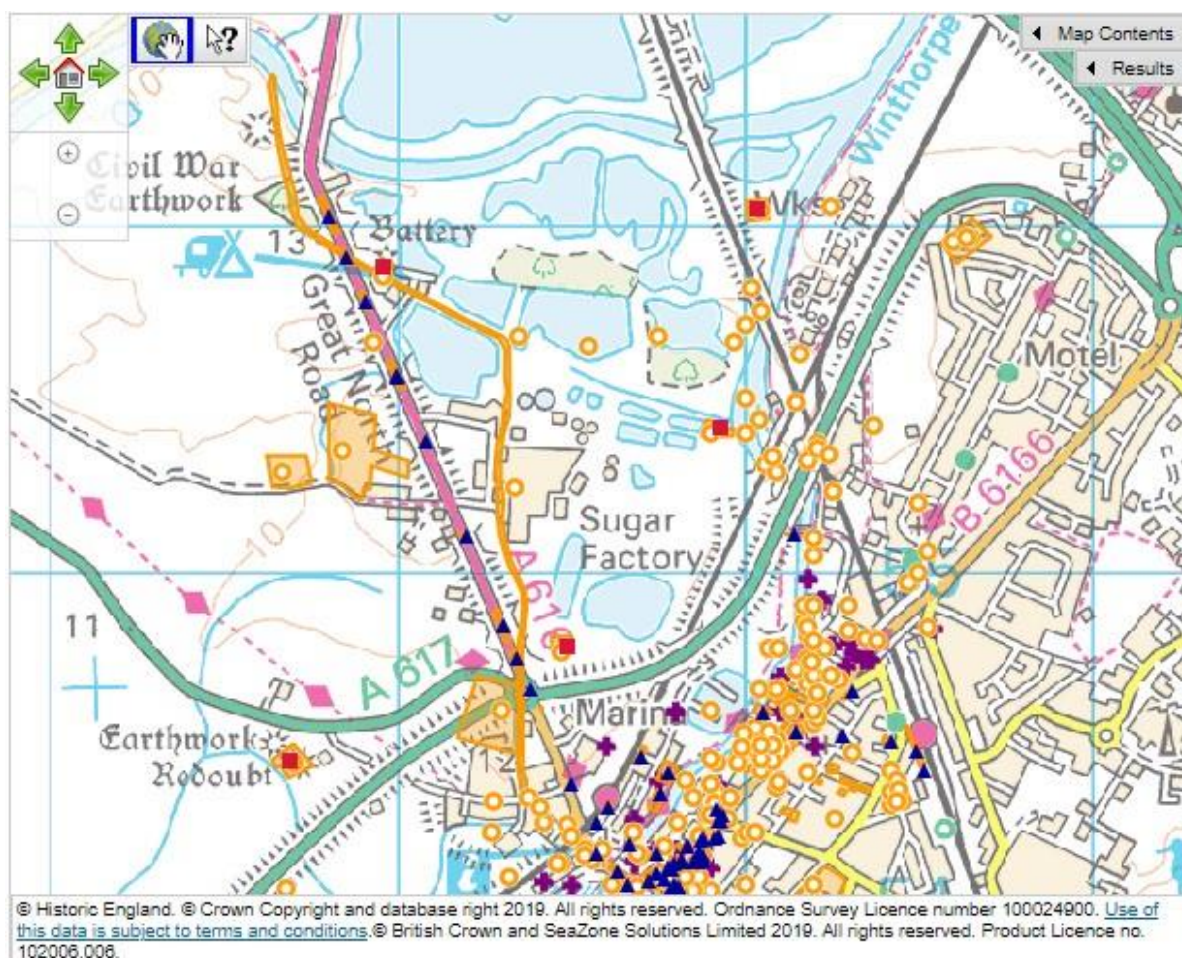
Legend

- | | |
|---|---|
| ▲ Listed Building (NHLE) | ■ Scheduled Monument (centre point) |
| ■ EH PastScape | ■ Registered Park/Garden (centre point) |
| ○ Local HER record points | ■ Registered Battlefield (centre point) |
| ▲ Local HER record polygons | ■ Protected Wreck Site (centre point) |
| ○ National Trust HBSMR | ■ World Heritage Site |
| ■ Building Preservation Notice | ■ Certificate of Immunity |
| ◆ Designation Decision Records De-listed | ✱ Designation Decision Records Non-designated |
| ● Parks and Gardens (Non Statutory Data) | ✱ NMR Excavation Index |
| ✱ Church Heritage Record (Non Statutory Data) | |



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