

ECONOMIC DEVELOPMENT COMMITTEE

11 SEPTEMBER 2019

OLLERTON & BOUGHTON NEIGHBOURHOOD STUDY

1.0 Purpose of Report

- 1.1 To provide the Committee with the final draft of the Ollerton & Boughton Neighbourhood Study for endorsement and to outline the next steps of the Study for approval.

2.0 Background Information

- 2.1 The role of a Neighbourhood Study is to provide a comprehensive assessment of an area focusing on the localities socio-economic characteristics (*people*), the built environment (*place*) and the opportunities and challenges these bring.
- 2.2 The intention is to create a locally driven document, with community involvement at the heart of this, providing all local stakeholders (*including the Council*) with a strategic and long-term plan to guide future decision making and investment requirements for a defined area.
- 2.3 By engaging with local residents, a Neighbourhood Study presents opportunities not only to gain a qualitative insight into local issues, but to also capture the voices of residents by including them at the start of the planning and development process.
- 2.4 When looking at the findings and options of a Neighbourhood Study in relation to local priorities, consideration is set against the wider strategic priorities and objectives of the Council, having regard to the total resources available.

Delivery Model

- 2.5 A Neighbourhood Study is delivered through the following three key steps:

Step 1: Baseline Report

This sets out an initial appraisal of the existing data for the neighbourhood, including the historical context. It also presents the first stage of community consultation and local stakeholder engagement in order to identify emerging 'People' (socio-economic) and 'Place' (built environment) opportunities and challenges for a given locality. The information collected then informs the consultant's brief, covering the engagement programme and master planning exercise.

Step 2: Interim Report

This is consultant led, providing a comprehensive account of data from the resident and stakeholder engagement programme and identifies emerging priorities. It provides a framework of initial 'People' and 'Place' options for consideration and invites all stakeholders to feedback on these.

Step 3: Final Report

This consists of collaborative work between the Council and Consultant, summarising all the activities undertaken through the themes of 'People' and 'Place', identifying the priorities and vision for the locality and providing a delivery plan setting out a detailed appraisal of the prioritised options, including who will action these, the resources required and a time frame to work within.

Governance

- 2.6 Governance is a crucial element of any Neighbourhood Study. In addition to Member scrutiny, through the Committee process, each study area forms a 'Neighbourhood Partnership' involving local stakeholders (*statutory and voluntary*) and residents who act as an advisory group and sounding board throughout the duration of the project, agreeing at its inception a terms of reference.
- 2.7 An internal Business Units Project Group is also established to ensure there is appropriate understanding and information sharing across the Council during the Study.
- 2.8 The overarching project plan is managed and led by the Housing Strategy & Development Business Unit.

3.0 Ollerton & Boughton Neighbourhood Study

Scope

- 3.1 The Ollerton & Boughton Neighbourhood Study examined two geographies:

A. Outer Study Area - Ollerton & Boughton:

This is the whole town and including wider strategic and physical issues through a desktop study, consolidating the existing Council and stakeholder knowledge base. According to the 2011 National Census the population of this area is 9840.

B. Inner Study Area - Ollerton & Boughton:

This is the area around the Stepnall Heights and Hallam Road estates, including the allocated site OB/MU/2 (*Housing Revenue Account (HRA) land*). The estimated size of this population is 1,427 and is predominantly Council housing (41%).

People and Place Work Packages

- 3.2 Set against the scope of the Study, a procurement exercise was undertaken in 2017 to appoint suitably qualified consultants to undertake the following activities in two work packages:

- a) **Work Package 1 (WP1)** covering the *People (socio-economic)* element of the Neighbourhood Study, primarily being an engagement exercise with residents and stakeholders, with a focus on the Hallam Road and Stepnall Heights estates to identify needs, challenges and priorities.

The consultant, Planning for Real, was appointed to undertake the engagement work stream, carried out during July and August 2017. The findings and analysis of this work has already been presented to this Committee.

- b) **Work Package 2 (WP2)** covering the *Place (built environment)* element of the Study, was to set out a master-plan for the allocated site OB/MU/2 (<http://www.newark-sherwooddc.gov.uk/adm/>) responding to the needs of local residents.

The consultant URBED was appointed and through considering the findings of both WP1, working with Planning for Real and holding a series of interactive stakeholder/resident workshops, URBED drew up proposed master plan options for the development of the allocated site. These were presented to the Committee for consideration at its meeting in September 2018.

- 3.3 Subsequent to the above work, URBED commissioned a chartered surveyor to undertake viability appraisals on the proposed master plan options to measure and financially appraise the deliverability each option. Considerations were given to a local market appraisal, land value, construction and infrastructure costs, planning contributions and wider financial modelling.
- 3.4 Further to the above activities being completed the final draft Neighbourhood Study has now been drawn up and can be found at **Appendix A**. The following section will summarise the key delivery outcomes of the Study.

4.0 'People' Actions

4.1 During the initial consultation phase on the Hallam Road and Retford Road/Stepnall Heights estates, 190 local people contributed a total of 632 suggestions and comments from which six key themes emerged:

- 1) Facilities and Activities
- 2) Environment and Open Spaces
- 3) Access and Movement
- 4) Community Safety
- 5) Housing
- 6) Development Site

4.2 The Neighbourhood Study has created a valuable insight into the Hallam Road and Retford Road communities and enabled the formulation of a comprehensive 'People' action plan, with a number of activities already being delivered on and around the estates including:

- A multi-agency "Day of Action" on the Retford Road estate on the 21st February 2018 removing approximately 20 tonnes of rubbish.
- Estate walkabouts with Ollerton & Boughton Town Council.
- The problem of off-road motorbikes / quad bikes is being tackled with some offenders already given Criminal Behaviour Orders.
- A "101 Report It" campaign has been developed.
- A football project developed by the Police with Active4Today (A4T).
- Selected holiday activities at the Dukeries Leisure Centre at a cost of £1 to attend and the Children's Centre provided a range of free activities for families with children 0-5 years old.
- Fitness and exercise activities available at the Dukeries Leisure Centre and Sherwood Foragers host a range of walks led by volunteers and support by A4T.
- Further to a review of leisure options, a new pool is to be provided at the Dukeries leisure centre.
- Creation of local partner networks, including the Community Alcohol Partnership, Sherwood Forest Education Partnership and Ollerton Outreach.

4.3 A review of the action plan is now being undertaken in the context of the recently approved Community Plan (CP) to particularly explore its relationship with the following CP objectives:

- Reduce levels of deprivation in target areas and remove barriers to social mobility across the district

- Improve the health and wellbeing of local residents, with a particular focus on narrowing the gap in healthy life expectancy and other health outcomes
- Increase participation with the Council and within local communities

4.4 This is to ensure that there is a holistic 'place based' approach across the Council, with the identification of a designated lead to deliver both the 'People' actions and all other activities that are planned for the locality.

5.0 'Place' Proposals

5.1 The Study has put forward five master plan options for the future development of the allocated land (OB/MU/2) between the Retford Road and Hallam Road estates, shown in Section 3 of the Study at **Appendix A**.

5.2 The first three options were an outcome of the engagement workshops with local residents and stakeholders. The final two options were prepared by URBED taking into account all feedback and the potential opportunity of utilising additional land currently within the boundaries of the Dukeries Academy in order to enhance the recreational and amenity offer to local residents, which is a key theme from the Study. (*The Business Manager: Asset Management and Parking Services is now progressing the acquisition of this land with the Academy and Nottinghamshire County Council.*)

5.3 As part of the Study a headline viability assessment has been undertaken for each of plan options, this concluded that Option 5 has the potential to deliver a viable scheme based on a range of property types, though planning contributions are reduced from the stated policy requirements. The explanation for which is detailed in the main body of the Study.

5.4 All master plan options were presented for feedback at a public exhibition on 2nd October 2018, with Option 5 identified as the 'preferred option' based on the outcome of the viability work.

5.5 As emphasised to all residents and stakeholders involved in the Study, for acknowledgement by the Committee, Option 5 is the emerging preferred option and based on a desk top assessment only. This is reflected by URBED in the Study who state:

'At a desk top level this has been tested in terms of practicality with regard to the site constraints, viability and also been subject to public consultation. All of this work gives us the confidence to recommend that the scheme should progress to more detailed feasibility and technical work.'

5.6 Due to the scope of the Study and allocated budget no technical studies have been undertaken to establish any constraints that may be exist on the land that could impinge on the design and number of units that could be delivered. Once such activity is undertaken this would then inform an updated financial appraisal to assess the viability of any future proposal.

5.7 The Study also provides commentary on the approaches to develop this land, advising that the Council will need to consider and appraise the options available. This matter will be explored in further detail as work is progressed to prepare and submit a planning application, pending approval by the Committee.

6.0 Proposal

- 6.1 It is proposed that the Committee considers and endorses the final draft of the Ollerton & Boughton Neighbourhood Study, set out at **Appendix A**, further to the final public exhibition held in October 2018.
- 6.2 The Committee also notes the activities being undertaken to deliver the 'People' action plan through a holistic place based approach considering the objectives within the CP, the outcomes of which will be reported at a future Committee meeting.
- 6.3 In addition, based on the outcomes of the Neighbourhood Study and master planning options, it is proposed that work is undertaken to prepare and submit a planning application to regenerate and develop the allocated site (OB/MU/2, *in HRA ownership*) between the Stepnall Heights and Hallam Road estates. This will be subject to achieving a viable development option.

7.0 Equalities Implications

- 7.1 According to the 2011 National Census Ollerton and Boughton is a relatively homogenous community. Of a population of 9840, 9640 people classified themselves as White, British. The next largest ethnic group was White other (99 people). 7 people identified as White Gypsy or Irish Traveller. The Census recorded 46 people who have been resident in the UK for less than 5 years.
- 7.2 Within the 'Inner Study Area', a markedly younger population was identified. Any agreed option emanating from the study will be subject to equality reviews, including equality impact assessments and there is opportunity therefore to positively impact on younger people as part of this development and regeneration proposal.
- 7.3 The engagement techniques undertaken as part of the study were delivered to ensure as far as is feasible that there is a gender, ethnicity and age balance, along with being accessible for people with physical and learning disabilities.

8.0 Financial Implications (FIN19-20/6720)

- 8.1 The Committee approved a budget of up to the value of £48,000 to undertake the Ollerton & Boughton Neighbourhood Study. The Study has been completed within budget at a final spend of £43,127.
- 8.2 It is proposed that the Council undertakes work to prepare and submit a planning application for the allocated site. This activity would include the commissioning of external consultants including but not limited to an architect, planning consultant, cost consultants, valuer, engineer and further technical roles to complete the necessary site investigations.
- 8.3 It is estimated that a budget of £300,000 will required for the activity set out above and pending the approvals of this Committee, a report will then be presented to the Policy & Finance Committee to seek approval for the necessary budget provision funded by the Change Management Reserve.

9.0 Comments from the Business Manager – Planning Policy

9.1 As noted earlier in this report the land between the Retford Road and Hallam Road estates is allocated in the Allocations & Development Management DPD (July 2013) for a mixed use scheme with 120 dwellings and enhanced open space. The allocation policy envisaged that a master planning exercise be undertaken involving the local community to guide future development. The Neighbourhood Study has addressed this element of the allocation policy by providing a comprehensive assessment of the potential for development of the site. This approach has resulted in a preferred option which not only delivers more housing than envisaged but secures enhanced open space and community benefits.

10.0 Community Plan – Alignment to Objectives

10.1 The relevant objectives of the CP are referenced at paragraph 4.3, in addition to the supporting action to:

Develop insight into the barriers our residents face in the areas of highest deprivation and those dependent on public services within the district, and use this information to deliver targeted interventions through:

- *Well researched and well utilised Neighbourhood Studies;*

and the objective to:

Accelerate the supply of new homes including associated facilities;

with the supporting action of:

Direct delivery of homes:

- *Delivery of new homes in Ollerton and Boughton.*

11.0 RECOMMENDATIONS that:

- a) Committee considers and endorses the final draft of the Ollerton & Boughton Neighbourhood Study, set out at Appendix A further to the final public exhibition held in October 2018;**
- b) notes the activities being undertaken to deliver the ‘People’ action plan through a holistic place based approach considering the objectives within the Community Plan, the outcomes of which will be reported at a future Committee meeting; and**
- c) approves the preparation for and submission of a planning application for the allocated site (OB/MU/2) between the Stepnall Heights and Hallam Road estates, subject to a viable development option, with the proposal being presented to Policy and Finance Committee to allocate the £300,000 budget.**

Reason for Recommendations

To develop a Neighbourhood Study approach, in accordance with the Community Plan, so to inform current and future policy development for a study area, to the benefit and prosperity of its residential and business community.

Background Papers

Nil

For further information please contact either Rob Main, Business Manager – Housing Strategy & Development on 01636 655930 or Cara Clarkson, Regeneration & Growth Lead on 01636 655923.

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FINAL DRAFT NEIGHBOURHOOD STUDY