

Housing Delivery Action Plan

August 2019



Contents

1	Introduction	3
1.1	National Policy Context	3
1.2	Chesterfield and the Housing Delivery Test	3
1.3	A Housing Delivery Action Plan for Chesterfield	4
2	Housing Delivery Analysis	5
2.1	Local Context	5
2.2	Historic Housing Delivery in Chesterfield	5
2.3	Housing Supply and Trajectory	6
2.4	Issues Affecting Housing Delivery	7
2.4.1	Site Specific Constraints	8
2.4.2	Constraints in Resources	8
2.4.3	Financial Constraints	8
2.5	Composition of Delivery	9
2.5.1	Size of Site	9
2.5.2	Use of Previously Developed Land	10
2.5.3	Successful Major Sites	11
2.5.4	Lapsed Sites	12
2.6	Development Costs, Values and Viability	13
2.7	Infrastructure Funding and Delivery	16
2.8	Summary of Key Issues	17
3	Key Actions & Responses	18
3.1	Progress to Date	18
3.2	Responses to Key Issues	20
4	Monitoring and Review Arrangements	24
4.1	Monitoring Progress on the HDAP	24
4.2	Review of the HDAP	24

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1 Introduction

1.1 National Policy Context

The pace of housing delivery is at the forefront of government planning policy as housing need continues to outstretch the supply of new homes. An under-supply of housing has implications for the economy, productivity, health and well-being. Recently the government has tried to stimulate and support house building through a number of planning initiatives and reforms seeking to address the barriers presented within 2017's government White Paper "Fixing the Broken Housing Market".

The government introduced the "Housing Delivery Test" (HDT) in 2018 as part of the new National Planning Policy Framework (NPPF), reinforcing its objective to significantly boost the supply of new homes. The test measures the extent to which each local authority is meeting its housing needs through the delivery of new dwellings and sets out a number of actions designed to stimulate delivery should an authority fail the test.

1.2 Chesterfield and the Housing Delivery Test

The first set of results from the HDT were published in February 2019 and showed that Chesterfield's delivery rate was at 66% which is deemed to be significantly below target. As the adopted housing requirement in Chesterfield borough is more than five years old (through the Core Strategy adopted in 2013), the borough's HDT has been assessed against the minimum local housing need figure. The Housing Delivery Test period covers the three financial years prior to the 2018/19 financial year; 2015/16, 2016/17 and 2017/18.

Where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirement over the previous three years, the authority must prepare a Housing Delivery Action Plan in line with national planning guidance. The National Planning Policy Guidance (paragraph 68) sets out that Action Plans should:

- identify the reasons for under-delivery against the housing requirement;
- explore ways to reduce the risk of further under-delivery;
- set out measures the authority intends to take to improve levels of delivery.

In addition to the HDAP, the NPPF requires a further 'buffer' of 20% be added to the authority's housing target where there is evidence of 'persistent under-delivery'. This is where delivery has been under 85% on average over the previous three years. This additional year of housing supply has been factored into the borough's [Five Year Housing Supply position](#)¹ accordingly.

Financial years are used for monitoring and the next set of results will be published by MHCLG in November 2019. Chesterfield Borough Council is hoping to adopt a new Local Plan in late 2019 / early 2020 (subject to examination) which sets out a number of housing allocations set to boost delivery rates going forward.

¹ <https://www.chesterfield.gov.uk/media/918213/five-year-supply-position-april-2019.pdf>

1.3 A Housing Delivery Action Plan for Chesterfield

On the 9th of April 2019 Cabinet authorised the Strategic Planning and Key Sites Manager, in consultation with the Cabinet Member for Economic Growth and Assistant Director - Economic Growth, to prepare and adopt a Housing Delivery Action Plan as required by the National Planning Practice Guidance.

Chesterfield Borough Council's Action Plan is intended to be a practical and geographically relevant document that sets out a realistic and effective roadmap to improving housing delivery rates in the borough. The Action Plan is supported by local evidence and focuses on the identification of key issues which are likely to be affecting delivery rates of new homes in the area. It sets out positive set of actions which the authority can take to improve future rates of delivery within the borough and outlines a programme of monitoring to determine their effectiveness. This is the borough's first Action Plan prepared in response to the HDT.

Whilst there are several actions identified that the council can undertake, the support and co-operation of other stakeholders involved in delivering homes will be required. The Planning Policy team and Housing Delivery Manager will work with these stakeholders and other parts of the Council such as Housing to enact the Plan.

The Action Plan sits alongside several existing council plans, policies and strategies which relate to the provision of housing within the borough. These include the following:

- The adopted Local Plan (Core Strategy) - the current development plan for Chesterfield which sets a target of 380 dwellings a year.
- The Submission Local Plan (submitted to the Secretary of State on 28th June 2019) – which sets a target of 292 dwellings a year based on updated housing needs evidence.
- Chesterfield Borough Council's Housing Strategy (2013-16) – which sets out the Council's priorities and strategy for housing within the borough around delivery, quality and people. A revised Strategy is due to be approved for consultation in September 2019.
- Strategic Housing Market Assessment update (2017) - a piece of evidence used in the development of the new Local Plan identifying a need for 265 homes per annum across the Local Plan period.

The remainder of the Action Plan includes:

- Housing Delivery Analysis
- Key Actions and Responses
- Monitoring and Review Arrangements

2. Housing Delivery Analysis

2.1 Local Context

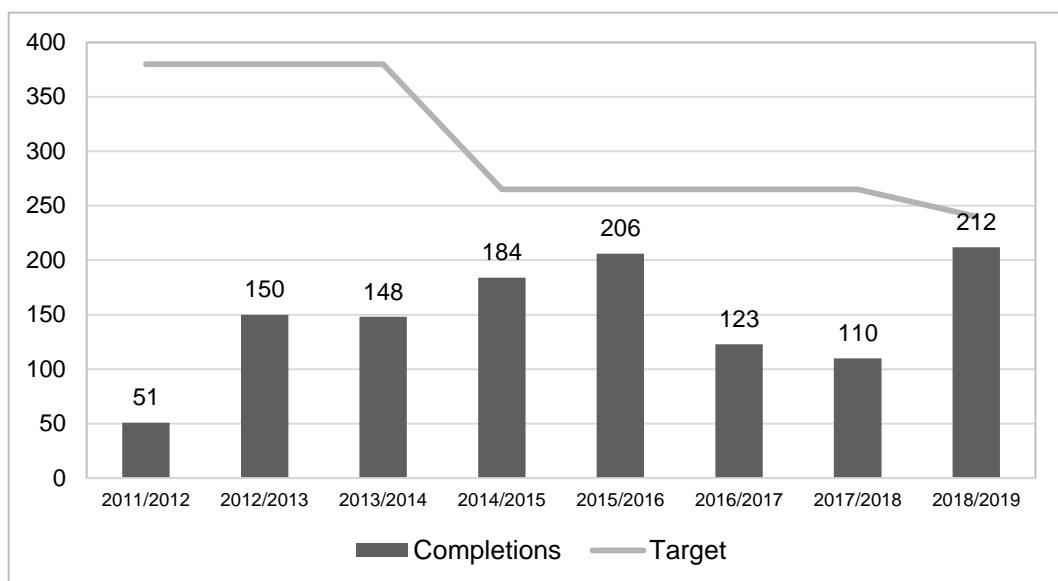
Chesterfield (with a population of around 105,000) is located in north eastern Derbyshire, approximately 5 miles from Sheffield and on the Eastern edge of the Peak District. Household populations are expected to increase by an average of 216 per annum over the next 10 years to around 50,481.

2.2 Historic Housing Delivery in Chesterfield

To meet the housing needs of a growing population and expanding economy, the adopted Local Plan: Core Strategy sought to provide 7,600 extra dwellings between 2011 and 2031 requiring, on average, the completion of 380 dwellings each year throughout the plan period. The evidence for the Core Strategy target was based on a 2007 Strategic Housing Market Assessment (SHMA) with further work on projections published in February 2011. An update of the North Derbyshire and Bassetlaw Strategic Housing Market Assessment SHMA was published in November 2017 to support the preparation of a replacement plan. The government has since published a new standardised approach to calculating housing need which sets the Borough's housing need figure at 240.

Annual monitoring work is undertaken at the end of each financial year in order to assess the delivery of housing within the borough against this target. Completions monitoring since 2011 shows that 1,184 homes (net) have been completed within the borough.

Figure 2.1 Dwelling Completions and Housing Target by Monitoring Year



There has been considerable variation in the delivery rates per annum over this time with the highest number recorded in 2018/2019 (212 dwellings) and the lowest in 2011/2012 (51 dwellings). There has been a trend towards improvement since

2011/12 but the monitoring data from 2016-2018 shows a dip in delivery rates, exemplifying the continued volatility in housing delivery (Figure 2.1). Whilst the Council has identified areas and specific sites suitable for housing growth via the Local Plan and through the grant of sufficient planning permissions, the delivery rates over recent monitoring years have failed to pick up to the rates seen in the early 2000s prior to the recession.

As of April 2018, there was a shortfall of around 437 dwellings between 2014-2018 using the updated SHMA target of 265 dwellings per annum (which takes previous under-delivery into account). Chesterfield has not delivered its annual housing target in any one year since 2006/07, despite the SHMA (2017) and new standard method for calculating housing need resulting in reduced housing requirements. Delivery rates in the wider HMA are currently on target with all other constituent authorities passing the HDT: Bassetlaw (144%), Bolsover (131%) and North East Derbyshire (156%). This suggests the need to establish any localised barriers which may be affecting the delivery rate.

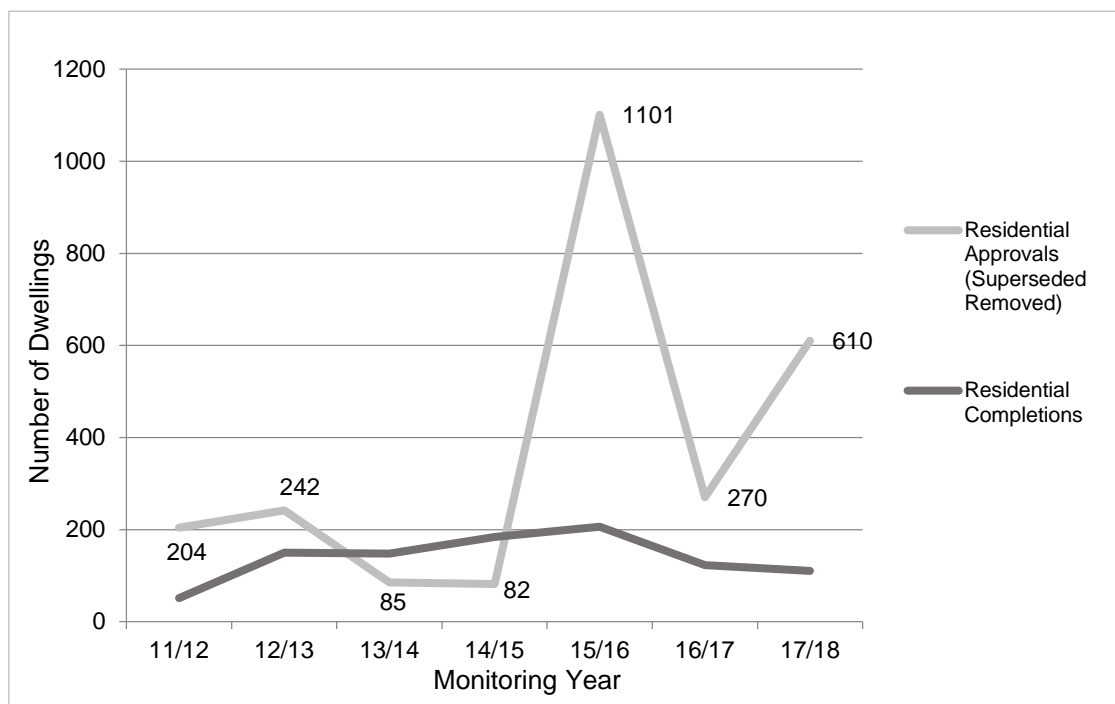
2.3 Housing Supply and Trajectory

The under delivery of housing can be the result of numerous factors however the NPPF recognises that the number of dwellings built from year to year is partly representative of the number of sites with planning permission. Despite low historic completions rates the Council has maintained a positive housing land supply position in recent years. As of April 2019 the Council is able to demonstrate a supply of dwellings deliverable within five years from all sources of 1,982 dwellings. This equates to a surplus of 542, determined in accordance with the requirements of paragraph 73 of the Revised NPPF. The Council was last unable to demonstrate a 5 Year Supply of housing on April 1st 2015 and subsequently regained a sufficient supply of housing on April 1st 2016. In the intermittent period the Council granted outline planning permission for several large greenfield sites, including:

- Dunston Lane, Dunston (300 dwellings)
- Cranleigh Road, Woodthorpe (75 dwellings)
- Bevan Drive, Inkersall (103 dwellings)

Delivery rates over the past few years have been poor despite the Council's strong record of approving residential planning applications (Figure 2.2). The rate of approvals has improved in recent years and it is expected that this will translate into increased housing delivery in the coming years given the lag between granting planning permission and the completion of new homes (of around 1-3 years depending on the site and associated constraints).

Figure 2.2 Residential Approvals and Completions by Monitoring Year



The Council is committed to adopting a new Local Plan in late 2019 / early 2020 with the examination due to take place in October 2019. The Local Plan provides a framework for the delivery of at least 4,374 homes between 2018 and 2033 to meet the Objectively Assessed Need (OAN), the majority of which are located within easy walking and cycling reach of the existing district and town centres. The housing trajectory presented within the [Housing Topic Paper \(2019\)](#)² sets out a supply of 5,450 dwellings with 4,900 dwellings set to come forward from Local Plan allocations over the plan period. This provides the basis for strong and consistent housing delivery in the borough.

2.4 Issues Affecting Housing Delivery

As identified through the Housing Topic Paper and section above, grants of planning approval are not delivering the anticipated dwellings at pace. Owing to the history of industrial land development within and around Chesterfield, there are a large number of complex brownfield sites within the borough and therefore developing housing in sufficient numbers can often be challenging. Alongside generic barriers (such as accessibility to finance) there are other, site specific issues such as land contamination. These barriers affect the rate at which housing can be delivered and the impact will vary depending on the type of developer engaged in the site:

² <https://www.chesterfield.gov.uk/media/934828/tp1-housing-topic-paper.pdf>

2.4.1 Site Specific Constraints

Constraint	Explanation
Site Constraints	Site constraints such as flood risk, poor drainage, land contamination and the presence of heritage assets in need of repair may impede the rate of housing delivery on a site. For example, sites that contain heritage assets or that are situated within or adjacent to conservation areas require thorough appraisal and sensitive design solutions that may increase development costs.
Complexity of Site ownership	Sites with multiple landowners can slow development significantly. A development may require an access agreement with another landowner which can lengthen the time between acquisition and commencement on site.

2.4.2 Constraints in Resources

Constraint	Explanation
Availability of skills and labour	A shortage of labour is an issue for many housebuilders (according to the Q4 2017 RICS Construction and Infrastructure Market Survey) with increased wages and the use of subcontractors placing increased pressure on developers.
Availability of suitable sites	Shortages of land can significantly constrain housebuilding; they can be the result of planning policies that restrict the development of land, alongside the limited incentive to sell land below the high values that land owners now come to expect. Local data shows that there are a higher proportion of consents for housebuilding coming through than the proportion of starts on site. The HBF ³ has also highlighted the lack of appropriate sites as an issue for SME builders, with the number of small sites decreasing.
Uncertainty surrounding Brexit	The uncertainty surrounding the outcome of the Brexit negotiations may result in reduced housing delivery ⁴ owing to constrained buyer demand and the risks of tighter lending criteria placing development finance at risk. There may also be implications for the costs of materials and availability of labour.

2.4.3 Financial Constraints

Constraint	Explanation
Availability of funding and investor confidence	Smaller housebuilders can struggle to gain access to finance which can often stall development as housebuilding requires considerable up-front investment. Since the financial crash finance has been less readily available which has particularly affected SME builders.
Expectations of land value	High land values can encourage strategic land trading and mean that the quality of housing is compromised as developers struggle to turn a profit. As the price of houses in Chesterfield are largely consistent with the rest of the Housing Market Area (HMA) and the asking prices for land within Chesterfield remains high (in comparison with the HMA), the problems around achieving a

³ https://www.hbf.co.uk/documents/6879/HBF_SME_Report_2017_Web.pdf

⁴ <https://pdf.euro.savills.co.uk/uk/residential---other/brexit-briefing--the-impact-on-residential-development-21-july-2016.pdf>

	viable housing development are exacerbated.
Cost of CIL and planning obligations	Some sites will have complex infrastructure requirements and sites that require a section 106 agreement will often face weeks of negotiations.

2.5 Composition of Delivery

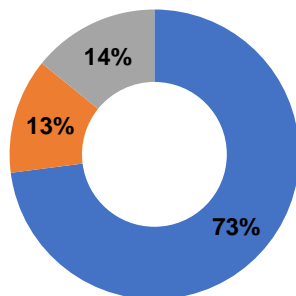
The Council has gathered a broad range data on housing permissions and has spoken to various stakeholders during the process of developing its housing supply paper to enable the early identification of any issues which may be having an impact on delivery rates in the borough.

2.5.1 Size of Site

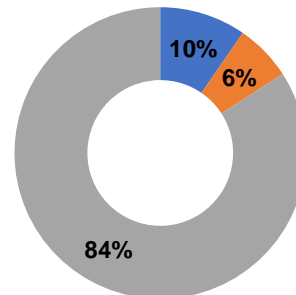
The graphs below look at the composition of Chesterfield's permitted and completed sites and dwellings in respect of site size.

Figures 2.3 – 2.6 ■ 1-4 Dwellings ■ 5-9 Dwellings ■ 10+ Dwellings

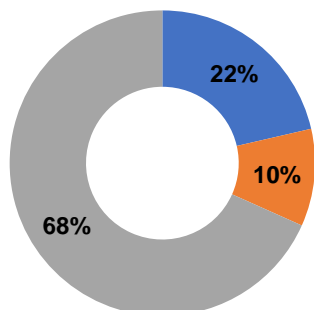
Count of Permitted Sites – by Capacity (2011-2018)



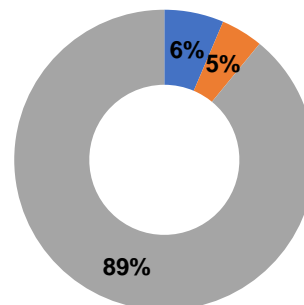
Sum of Permitted Dwellings – by Site Capacity (2011-2018)



Sum of Completed Dwellings – by Site Capacity (2011-2018)



Sum of Committed Dwellings – by Site Capacity (2011-2018)



Sites that received planning permission between 2011-2018 were predominately small sites of 1-4 dwellings (73% of permissions) with only 13% of permissions being

granted on major sites, however major sites account for 84% of Chesterfield's permitted dwellings for the same period. During 2011-2018 68% of the completed dwellings were from major sites (10+ dwellings) and 89% of the committed dwellings (at 1st April 2018) are due to come forward from large sites, suggesting that the trend of larger sites accounting for the majority of housing delivery is set to continue.

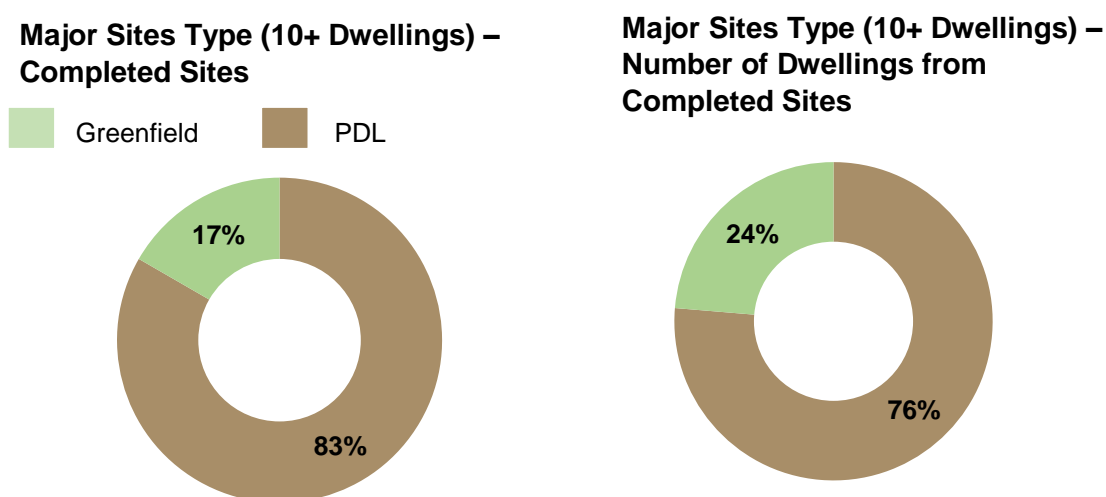
The proportion of Chesterfield's housing delivery coming forward from large sites suggests a need to focus on bringing these sites to fruition, as opposed to smaller sites which account for a low proportion of the committed housing delivery.

Windfall analysis undertaken for Chesterfield's Housing Topic Paper (2019) has shown that the borough has a significant stream of smaller sites coming forward irrespective of delivery on larger sites. On average 25.4% of housing completions have been provided through small windfall sites (4 dwellings or less) between 2011 and 2019 (which equates to 34 dwellings per annum on average). This shows that it is also important to focus on encouraging development on smaller sites.

2.5.2 Use of Previously Developed Land

Planning approvals for 26 major housing schemes were granted between April 1st 2011 and March 31st 2018 (accounting for a total of 1093 dwellings), 18 of which are now completed (680 dwellings). Fifteen of the eighteen major sites fully completed between 2011 and 2018 were developed on previously developed land (PDL). Completed greenfield sites accounted for 24% of the dwellings to come forward from major sites.

Figures 2.7 – 2.8



The split within the Council's current [Five Year Housing Land Supply](https://www.chesterfield.gov.uk/media/918213/five-year-supply-position-april-2019.pdf)⁵ paper (detailing the supply position at April 1st 2019) shows that greenfield land accounts

⁵ <https://www.chesterfield.gov.uk/media/918213/five-year-supply-position-april-2019.pdf>

for 35% of the five year supply (a total of 692 dwellings), with nine large (10+ dwellings) sites included in the .

The position in the submitted new Local Plan is similar with 67% of the potential capacity of the local plan allocation sites coming forward from brownfield opportunities (across 32 sites). Greenfield sites account for 32% of the potential capacity (across 12 sites) with the remainder on mixed sites. The proportion of brownfield sites would suggest that a steady pace of delivery across the plan period is to be expected owing to the complexities associated with developing brownfield sites.

2.5.3 Successful Major Sites

Site Details	Capacity & Build-Out	Key Successes	Barriers
CHE/11/00189/OUT The Recreation Ground Stadium, St Margarets Drive, Chesterfield	68 dwellings (1.8 Ha) at 27 DPA	<ul style="list-style-type: none"> Scheme developed according to development brief. Relocation of football club to purpose built stadium on former glassworks Redevelopment of former football ground in prominent town centre location. Public Open Space and public art included within scheme. 	<ul style="list-style-type: none"> Change in site levels. Adjacent to school drop –off area. Design had to account for setting of an adjacent listed building. Scheme had to generate sufficient value to enable development of new stadium.
CHE/16/00518/FUL Site Of Former Newbold Community School, Newbold Road, Newbold	55 dwellings (1.94 Ha)	<ul style="list-style-type: none"> Scheme developed according to development brief. Retention of former school playing fields for public use 	<ul style="list-style-type: none"> Adjacent to listed building and Conservation Area Remediation of previously developed land Retention of school playing fields
CHE/11/00717/FUL 214 And Land At Chesterfield Rugby Club Sheffield Road Stonegravels	127 dwellings (3.47 Ha) at 42 DPA	<ul style="list-style-type: none"> Contributions for education and public art. Relocation of Rugby Club to improved facilities. Regeneration of former rugby ground in walking distance of the town centre. 	<ul style="list-style-type: none"> Scheme had to generate sufficient value to enable development of new stadium Change in site levels on frontage Noise from adjacent bus depot
CHE/15/00614/REM Former Sheepbridge	82 dwellings (4.23 Ha)	<ul style="list-style-type: none"> Affordable housing proportion 	<ul style="list-style-type: none"> Tree preservation orders Limited access to site

Fields Recreation Ground (Avant Homes)			
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2.5.4 Lapsed Sites

Eight major site permissions (10 dwellings or more) have lapsed between 2011 and 2018, seven of which were on previously developed land such as garages, hospital sites and a former social club. A number of these sites have seen progression since in the form of new ownership (purchase of Walton Hospital Sites by Homes England) and renewed planning applications for alternate schemes. Notes have been made on a sample of these sites to enable the identification of any common barriers:

Site Details	Details of Permission & Progress	Site Issues
Land at Walton Hospital	<p>Outline permission was granted for two sites in 2015 for a total of 150 dwellings. A REM application was never submitted.</p> <p>Homes England has since taken over the site and is undergoing a tender process to secure a developer with an agreement for delivery at pace.</p>	<ul style="list-style-type: none"> • Site is within 100m of local wildlife site (NE040). No priority habitat areas intersect the site. Phase 1 Habitat Assessment is likely to be required. • Land contamination assessment required and mitigation feasible (previous permission). • Areas of low SWFR within site, an FRA is required.
Land at 49 Barker Lane	<p>The site received outline planning permission in 2013 for 40 dwellings. No REM was submitted. The site is now allocated for residential use within the new Local Plan.</p>	<ul style="list-style-type: none"> • A garage covers the entire site. Land contamination assessment required (EHO). • Small areas of low SWFR on site. • Potential for archaeological interest.
Land at former Goldwell Rooms, Ashgate Road	<p>The site received planning permission for 13 dwellings in 2008 however the development never came forward.</p> <p>The Council has since approved an application for a 71 bed care home (2019). A second application for the remainder of the site has now been received.</p>	<ul style="list-style-type: none"> • Land contamination assessment required (EHO). • Small areas of low SWFR at Northern boundary of site. • No.6 Ashgate Road has potential to be an undesignated heritage asset. • The sites frontage adjoins a section of highway where standing traffic is observed during peak times.

Although it would be useful to look at site ownership type, S106 details and development composition in detail it is not possible to do so owing to the format of the borough's held data. Section 3 details actions that the Council seeks to undertake to improve the range of data collected for its residential permissions.

2.6 Development Costs, Values and Viability

Site characteristics alone are not wholly indicative of delivery rates. The strength of the local housing market, site viability, and the pricing relative to the local market can influence the pace of new housing delivery.

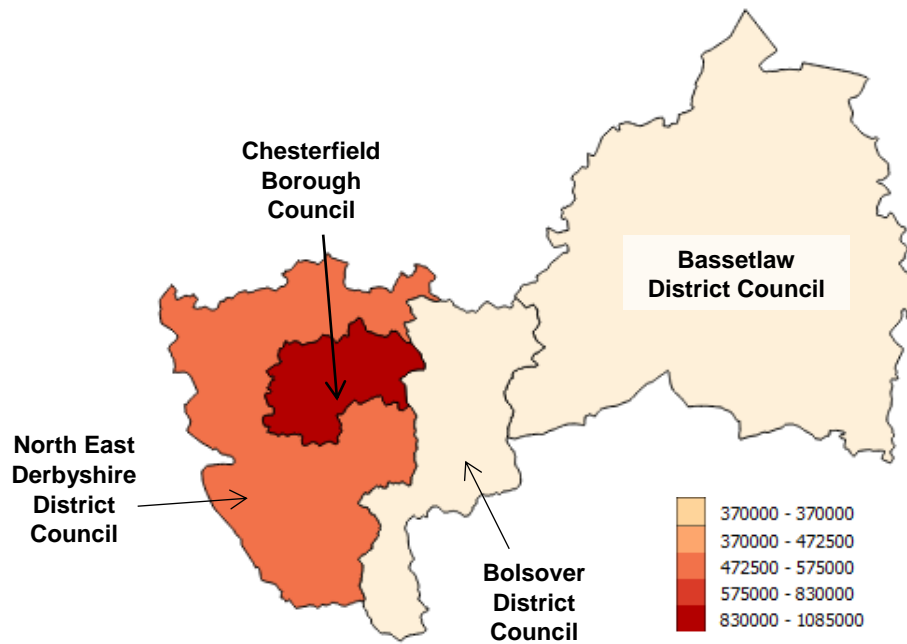
The Local Plan has been subject to a Whole Plan Viability Assessment (WPVA) which includes an assessment of the role of developer contributions. The WPVA for Chesterfield has found although there is a varying picture across the borough, values are low across many parts of Chesterfield borough presenting challenges around viability and delivery.

The key findings of the WPVA are identified below:

- Within Chesterfield there is considerable variability in values and consequently, viability of development in Chesterfield. Generally, sites in the north and east of the District achieve lower values than those in the South and West.
- Viability was tested at two densities (30dph and 40dph). In general, development at the higher density was found more likely to deliver slightly better viability but the effect was not as significant as expected.
- Larger sites tended to produce slightly better viability than smaller ones (as expected owing to the economies of scale and through the opportunity to market developments as new places).
- The borough would benefit from a lower level of affordable housing than recommended by the borough's previous Viability Study and the implementation of four CIL value points, with amended boundaries that better represent the viability of development in Chesterfield.
- A modest amount of affordable housing was considered to be viable on the Chesterfield Waterside site and the Former Staveley Works scheme was considered to be viable including 10% affordable housing, if the suggested CIL Value Points were applied and if the public sector funded the decontamination of the site.

The map below (Figure 2.9) shows land values (per hectare) for the North Derbyshire and Bassetlaw Housing Market Area (HMA) derived from The Ministry of Housing, Communities and Local Government (MHCLG) report on residential land value estimates published in May 2018. Within the HMA land values are on average £600,000 per Hectare which is less than half of the average within the East Midlands as a whole (£1,371,027). Chesterfield has the highest average land value within the Housing Market Area which may encourage housing developers to look to build outside of the borough where development viability is less marginal.

Figure 2.9: Land Values across the HMA (per Hectare)



Average new-build house prices within Chesterfield are steadily increasing (in line with the trend for the HMA) but are substantially lower than in neighbouring North East Derbyshire where on average land values are lower (Figure 2.10). The House Price Index data Captures changes in the value of residential properties from a base of 100 set in January 2015. It shows a trend towards increasing value across the HMA with no marked difference between the members to correlate with land values.

Figure 2.10: Graph to Show Average House Price Across the HMA (New Builds)

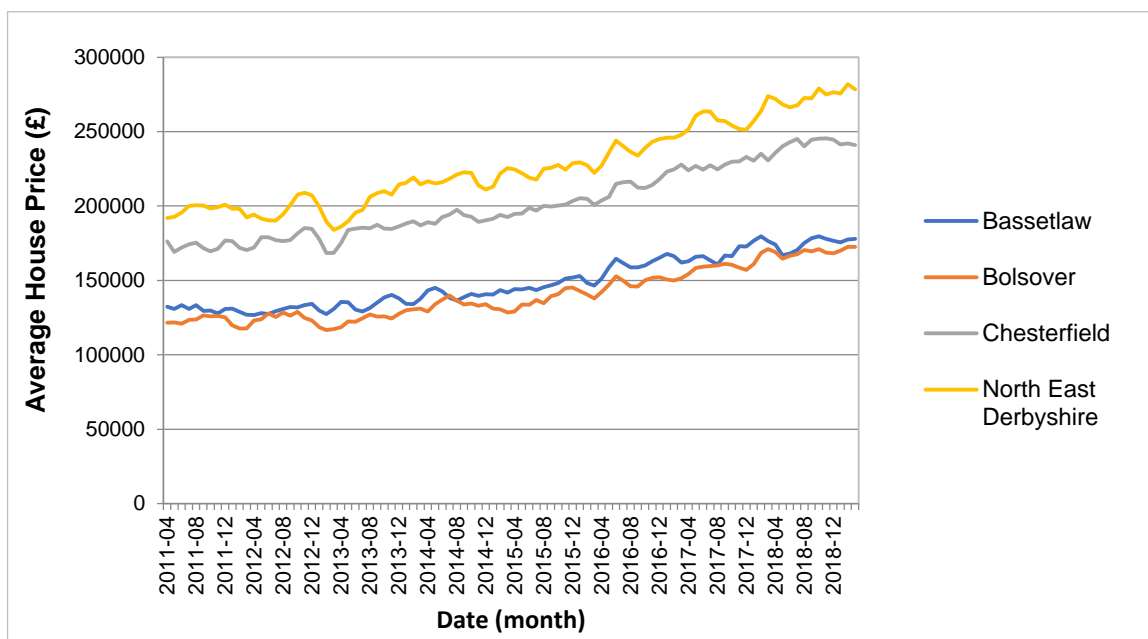
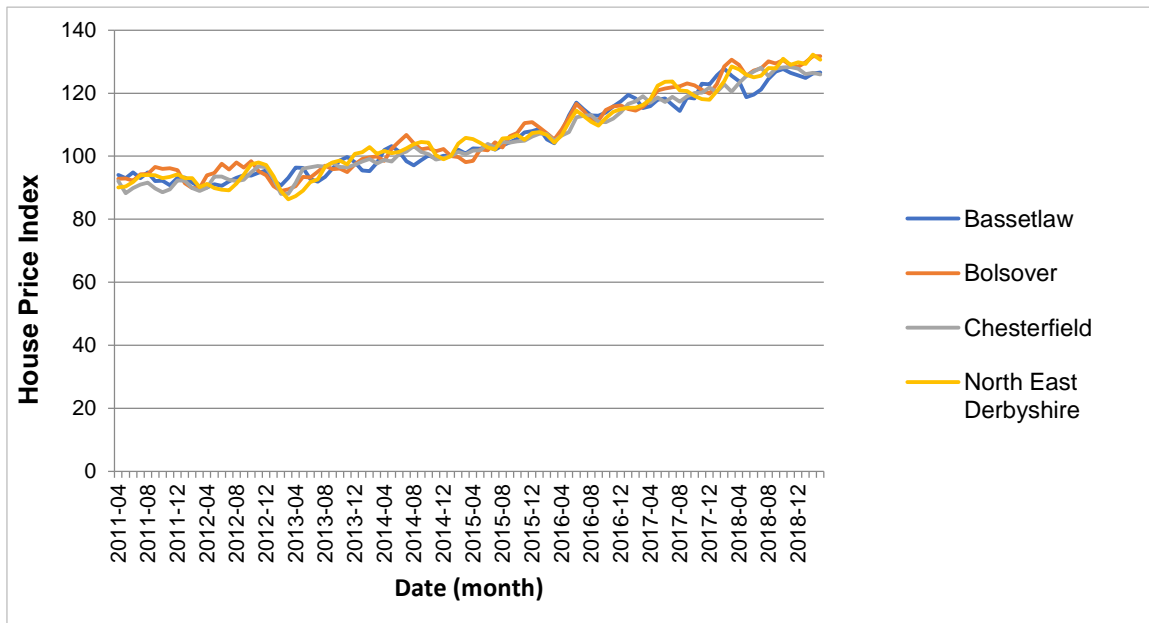
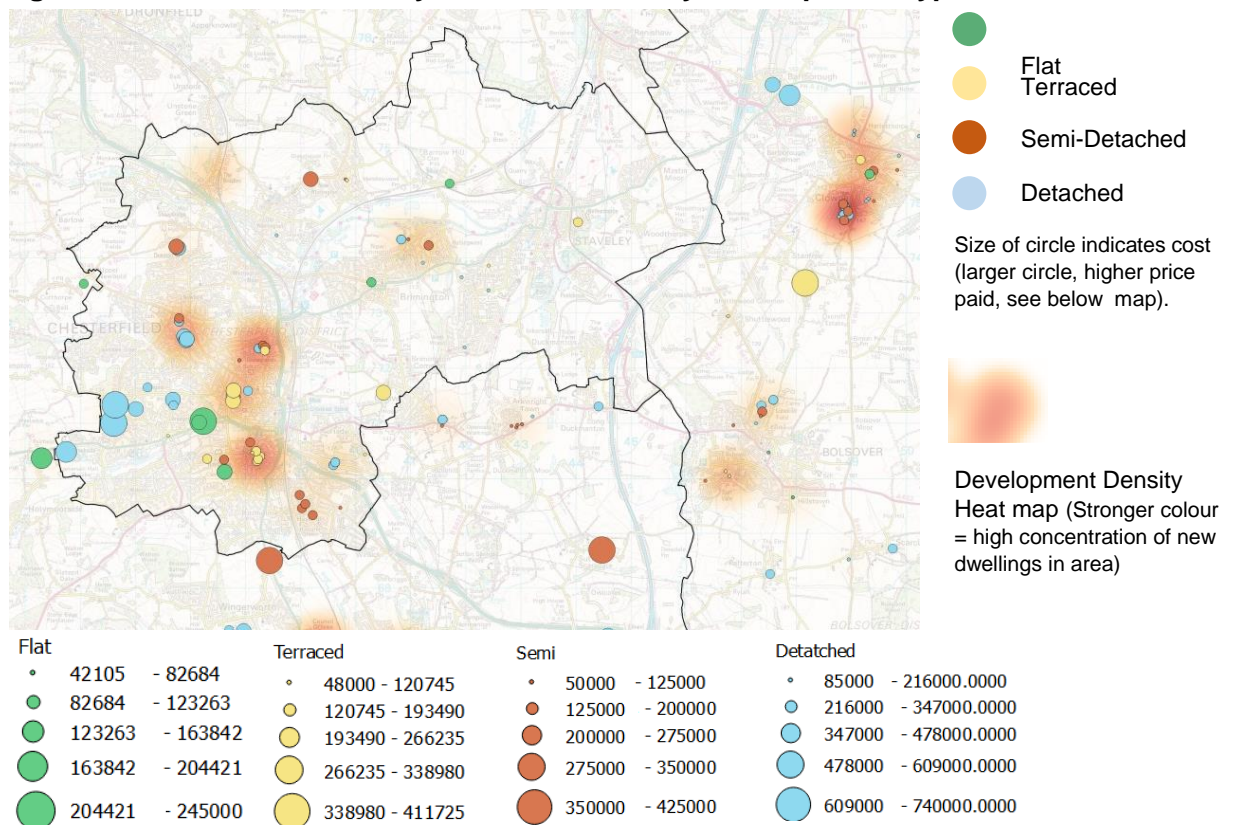


Figure 11: Graph to Show House Price Index Across the HMA (New Builds)



A spatial analysis of new build house price data across the borough shows that the majority of development has occurred within the West of the borough, where house prices are substantially higher. This correlates with feedback from housing developers who generally prefer locations in the west of the borough, such as Dunston, Newbold, and Walton and around Brimington where buoyant sales values enhance scheme viability.

Figure 2.12: New Build Density and Sales Price by Development Type



2.7 Infrastructure Funding and Delivery

Areas with significant infrastructure requirements may see stunted housing delivery if the plan to prioritise infrastructure delivery has failed to engage all of the relevant stakeholders and where there are insufficient sources of funding.

Chesterfield's Submission Local Plan is supported by an updated [Infrastructure Study and Delivery Plan \(2019\)](#)⁶ designed to support future growth resulting primarily from additional housing and employment allocations within the Local Plan period up to 2033. The document focuses on the strategic infrastructure requirements in relation to physical infrastructure, social infrastructure and green infrastructure. The plan has been prepared following early discussion with infrastructure and service providers and LEPs to ensure that it is representative of the borough's needs and realistic.

The study highlights that there are no significant infrastructure requirements (essential to development) which would seriously compromise the delivery of the council's spatial strategy. There are however some areas where significant infrastructure improvements will be necessary to achieve the council's long-term planning aspirations. This relates mainly to the Staveley and Rother Valley Corridor where major transport infrastructure, a new primary school, and the upgrading of Staveley Waste Water Treatment Works are likely to be required.

For the most part, infrastructure requirements in the borough will be funded via existing funding mechanisms such as the Community Infrastructure Levy (CIL) or developer contributions. For major infrastructure items, additional external funding will need to be levered. Most infrastructure grants tend to be bid-based, meaning that local authorities have to apply for a particular project or programme. Therefore the pipeline of external funding is subject to a level of uncertainty.

Examples of Funding Success:

- A £2.7million Sheffield City Region Infrastructure Fund (SCRIF) grant, was secured by Chesterfield Borough Council in partnership with developers Chesterfield Waterside Limited, has enabled the first phase of the development's £75 million Basin Square scheme to be brought forward by the site's developers.
- After the first three years of CIL implementation £593,091.80 is retained and available for spend on infrastructure (following the subtraction of the administration and neighbourhood portions). The [CIL Expenditure Strategy](#)⁷ sets out how collected receipts for CIL will be allocated to infrastructure projects on the published Community Infrastructure Levy Regulation 123 list. Whilst CIL was never intended to act as the sole source of infrastructure funding, CIL will play a key role in providing necessary infrastructure and offer an important opportunity for match funding. The first round of CIL funded schemes is

⁶ <https://www.chesterfield.gov.uk/media/930142/ksd6-infrastructure-delivery-plan-june-2019.pdf>

⁷ <https://www.chesterfield.gov.uk/media/933165/ev29-cil-expenditure-strategy-2018.pdf>

currently under consideration with the intention of delivering in the 2020/21 financial year.

2.8 Summary of Key Issues

- Despite applications to LEP funding streams and the Housing Infrastructure Fund, there is some uncertainty surrounding the pipeline of funding required to fund the infrastructure that is crucial to the progression of the Staveley and Rother Valley Corridor scheme.
- Land values and house prices in areas of Chesterfield mean that viability is marginal in parts of the borough (particularly the East). The viability study recommends a lower affordable housing rate (as proposed through the new Local Plan) and the adoption of a revised CIL charging schedule.
- Dwellings committed through planning permissions far outnumber dwelling completions, however with the exception of two permissions, lapses since 2011 all relate to small sites. The council needs to liaise with applicants to determine how to effectively convert its commitments into completions.
- Although small sites account for a reasonable proportion of housing delivery within the borough, Chesterfield's housing supply is reliant on a small number of major housing permissions (although this number is set to increase following the examination and adoption of the new Local Plan). Greater liaison with development stakeholders would permit a greater depth of understanding of the barriers to high pace delivery.

3 Key Actions & Responses

Whilst the Council has made progress in its rate of housing delivery there are some sites which may require additional intervention and support. This Housing Delivery Action Plan sets out a range of proactive measures that the Council will put into place to address low rates of housing delivery and details how they are intended to be implemented. It recognises that strong collaboration between the Council, neighbouring authorities, infrastructure providers, land promoters, landowners and the development industry is required to help achieve the borough's housing target. Consultation on the Local Plan has already involved the majority of parties outlined above and their responses to the Local Plan have informed the preparation of the Action Plan.

In addition, the Council will seek to maximise the benefit of government measures such as the Housing Infrastructure Fund and Homes England support to help deliver the homes and associated infrastructure needed to realise the objectives of the Local Plan.

3.1 Progress to Date

Delivering the homes needed in the borough of Chesterfield has been a longstanding priority for Chesterfield Borough Council and several actions have already been undertaken with the intention of boosting housing delivery:

Identifying an Appropriate Mix of Sites

- The preparation of a new Local Plan for adoption in late 2019 / early 2020 which sets out to guide the future growth of Chesterfield, enabling the delivery of homes which sets out to deliver at least 292 dwellings per annum. The plan also enables the delivery of affordable and accessible housing within the borough to help meet local needs.
- A programme of direct investment over five years to deliver around 100 new council dwellings.
- A review of council owned land and premises in order to facilitate private investment. The council has identified a number of redundant council owned sites which have been marketed and sold to developers for housing, including a site for approximately 300 dwellings at Linacre Road.
- The development of a [Self and Custom Housebuilding Register](https://www.chesterfield.gov.uk/planning-and-building-control/planning-permission-and-development-management/custom-build-and-self-build-register.aspx)⁸ to record the interest of people looking to build within the borough.

⁸ <https://www.chesterfield.gov.uk/planning-and-building-control/planning-permission-and-development-management/custom-build-and-self-build-register.aspx>

Reducing Barriers to Site Development

- The Council has taken a pragmatic approach and has accepted reduced levels of affordable housing from a number of sites coming forward for planning consent where viability would have otherwise prohibited development.
- The council has been proactive in seeking funding from initiatives such as the Housing Infrastructure Fund to support growth around the Railway Station and former Staveley Works. It is hoped that securing funding will help to stimulate delivery on the borough's more complex brownfield sites where there is the potential to unlock vast quantities of housing. The council also works proactively with Sheffield City Region and the D2N2 Local Enterprise partnership to secure funding for housing led schemes. The Council and partners submitted a bid for HIF funding in the Spring 2019 round. The outcome is still awaited.
- The Council has appointed a Housing Delivery Manager to provide an extra resource aimed at delivering the Action Plan. The officer will be responsible for working with a wide range of stakeholders to overcome barriers to housing delivery in the borough of Chesterfield.
- Dialogue between the Council and landowners and housing developers to understand what progress is being made on sites over ten dwellings with outline permission and all Local Plan allocations. Development is now underway on a number of large housing sites across the borough, including Dunston Road, the former Cammac site, Wheeldon Mill, and Cranleigh Road, with planning permission granted or pending for further significant growth at Waterside (177 homes), Mastin Moor (650 homes) and Poolsbrook (120 homes).

Providing Certainty for Landowners and Investors

- The Council runs a free and heavily utilised Pre-Application service. Between 2011-2018 the Council has received 1510 requests for pre-application advice (covering all development types) with a 93% response rate. Recently (from 2018 to present) the average response time has been 45 days.
- The publication of a [Brownfield Sites Register](#)⁹ which developers are able to use to identify any suitable sites for housing which are situated on previously developed land.
- The preparation of [development briefs](#)¹⁰ which provide guidance on specific sites within the borough. They provide clarification on how the policies of the council's Local Plan apply to specific sites, providing confidence to investors and housebuilders.

⁹ <https://www.chesterfield.gov.uk/planning-and-building-control/planning-policy-and-the-local-plan/land-availability-assessment/brownfield-land-register.aspx>

¹⁰ <https://www.chesterfield.gov.uk/planning-and-building-control/major-developments/planning-briefs.aspx>

- Place Based marketing through [Destination Chesterfield](https://www.chesterfield.co.uk/destination-chesterfield/)¹¹ to encourage investment and development within the borough.

3.2 Responses to Key Issues

The Council will continue the ongoing actions referred to in the section above and explore new mechanisms for supporting and enhancing housing delivery. A number of new actions have been identified that could encourage sites to be brought forward at a quicker pace.

For the plan to be realistic actions have only been identified where they are considered to be clear, implementable and measurable. The interventions are classified as short-medium and long-term to help provide some immediate improvements to delivery, but also to highlight further options should delivery continue to be low. The responsibility for the delivery of each action is outlined within **Appendix A**.

This Action Plan includes a number of broad objectives where the Council will focus its efforts. These are:

- Identifying an Appropriate Mix of Sites
- Reducing Barriers to Development
- Improving Planning Processes
- Providing Certainty for Landowners and Investors

Table 3.1: Key Actions to Boost Housing Delivery

Identifying an Appropriate Mix of Sites		
Issue	Short–Medium Term Actions	Long Term Actions
Ensuring an appropriate mix of greenfield and brownfield sites are available to developers, along with a mix of site sizes appropriate to a range of housebuilders.	<ul style="list-style-type: none"> • The Council will seek to adopt the new Local Plan by early 2020 to enable the delivery of homes which will meet the Objectively Assessed Need for housing. A number of large greenfield sites are set to be allocated. The plan also seeks to enable the delivery of affordable and accessible housing within the borough to help meet local needs. 	Look to allocate more greenfield sites should the Council continue to suffer from low housing delivery rates.

¹¹ <https://www.chesterfield.co.uk/destination-chesterfield/>

Facilitating investment on surplus land owned by the Council.	<ul style="list-style-type: none"> The Council will continue to review sites in its ownership and seek opportunities for sustainable new housing sites. The results and recommendations of the Public Open Space Study is being reviewed by the council with a view to identifying sites for potential disposal. 	<p>Consider establishing a housing company to maximise housing delivery</p> <p>Explore opportunities for the Council to work with SME builders on bringing sites forward.</p>
Ensuring sufficient sites are available that will cater for specific tenures of housing e.g. self-build, social, private rented.	<ul style="list-style-type: none"> Currently the Council's self-build register is purely a record of interest. It would be beneficial to make more of the register by maintaining and sharing a list of self/custom build opportunities to members of the register periodically. 	Should demand necessitate it, the council could look into securing self-build plots within larger housing schemes.
Understanding the mismatch between land values and house values in the borough.	<ul style="list-style-type: none"> A whole plan viability assessment has been undertaken. Further investigation will be required over the 2019-20 time period. 	CPO on sites which are holding back development of housing.

Reducing Barriers to Site Development

Issue	Short–Medium Term Actions	Long Term Actions
Addressing marginal viability in parts of the borough (particularly the East).	<ul style="list-style-type: none"> The Council has undertaken a whole plan viability study. The CIL charging schedule will be reviewed 2019-20 to identify if a revised schedule should be prepared. A revised instalments policy will be put in place by end of 2019. 	Altering CIL rates in line with any new evidence and recommendations.
Developing a better understanding of barriers to development within the borough.	<ul style="list-style-type: none"> More frequent updates on larger development sites will be obtained so that the Council is able to identify any barriers to progression early on in the process. This will also enable the Council to understand the characteristics of successful schemes. Where a site is likely to lapse the Council will speak with the applicant and determine a list of barriers to the progression of the scheme in the hope that there may be a solution to 	The organisation of a housing stakeholder event to develop enhanced relationships with housebuilders, agents and developers in the surrounding area.

	<p>increase the likelihood of the development coming forward.</p> <ul style="list-style-type: none"> • CBC will produce and distribute a survey to housing stakeholders. It is hoped that analysis of the responses may highlight any barriers to delivery in the borough. 	
Securing funding for infrastructure that will provide additional expertise, support and capacity to drive forward the delivery of new homes.	<ul style="list-style-type: none"> • The Economic Growth, Housing and Strategic Planning units will monitor infrastructure funding opportunities and bid for funding where appropriate. • The Council will seek to further enhance its relationship with the D2N2 and work collaboratively with the LEP on bids for funding which can facilitate housing growth. • The Council will continue to support the Housing Infrastructure Fund bid. 	

Providing Certainty for Landowners and Developers

Issue	Short–Medium Term Actions	Long Term Actions
Providing certainty around developable brownfield sites.	<ul style="list-style-type: none"> • The Council’s Brownfield Land register will be updated towards the end of 2019. • The production of masterplans and development briefs would be helpful in guiding future development on larger and complex brownfield sites. These may increase interest in a particular development opportunity and enhance confidence amongst investors. 	Where appropriate the Council could grant ‘Permission in Principle’ to some sites.
Marketing the existing opportunities within Chesterfield effectively.	<ul style="list-style-type: none"> • The Housing Delivery Manager will work with the Economic Development team and Destination Chesterfield to promote key locations & sites, such as the sites allocated within the Local Plan to attract interest and investment in residential development. • Opportunities within Chesterfield will be proactively marketed within a new Housing Stakeholder Consortium. A monthly report of 	Development of a Housing Sites guide.

	validated and approved applications for dwellings could be shared with any interested parties such as developers and housebuilders in order to help identify opportunities.	
Improvement of Planning Processes		
Issue	Short–Medium Term Actions	Long Term Actions
Improving dialogue with land owners and developers to better understand what progress is being made on sites.	<ul style="list-style-type: none"> Feedback from the housebuilding sector will be sought by the Housing Delivery Manager to help the Council streamline its processes and ensure that the necessary information is provided in a helpful format. 	Implementation of Delivery at pace agreements (such as those pursued through Homes England model).
Improvement of the Council's housebuilding monitoring data	<ul style="list-style-type: none"> Obtaining detailed permission data is crucial to understanding the level of housebuilding that may occur over the next few years. Data on developer type, contributions and the composition of dwellings on site will be recorded for all large sites from April 1st 2019 to enhance the Council's housing evidence log. 	Data to conform to Standard as set out by PAS.
Ensuring that the planning application process is efficient and effective.	<ul style="list-style-type: none"> The Council will develop a validation checklist to ensure that the requirements of each application are transparent and easy to find. The planning teams will continue to respond to pre-application advice requests in a swift and helpful manner. 	Target timescales for pre-application advice.

4 Monitoring and Review Arrangements

4.1 Monitoring Progress on the HDAP

The success of the Housing Delivery Action Plan will primarily be evaluated through the results of the Housing Delivery Test and the impact the HDAP has on the rates of house building within the borough. Forward planning monitors house building in the borough through the collection of data on planning applications and a survey which records the completion of individual dwellings. Periodic review and monitoring of new dwellings will be the basis of measuring the performance of the local plan against the anticipated trajectory.

It is envisaged that there will be a lag between the implementation of actions to improve delivery and an enhanced rate of delivery being recorded through completions monitoring.

In addition to the HDAP monitoring framework (Appendix A), the Council will evaluate the overall effectiveness of the actions undertaken over the course of the Action Plan period through the recording of:

- the number of applications for housing received
- the number of self-build exemptions granted
- rates of construction
- feedback from the development sector (to be obtained and incorporated into future iterations of the plan).

This data will be collated by the Council's Housing Delivery Officer and reported to the Economic Growth team and Council Cabinet alongside the Annual Housing Supply Position statement.

4.2 Review of the HDAP

The review of the Action Plan must be aligned to the annual Housing Delivery Test results as a minimum. Chesterfield's Action Plan will be reviewed each year shortly after the HDT results are published.

In the 2018/19 financial year Chesterfield Borough would need to have delivered at least 70 net new dwellings to pass the 45% target (which would require an updated Action Plan and continuing to apply the 20% buffer), and would need to have delivered approximately 412 net new dwellings over the 2018/19 financial year in order to pass the test. A total of 212 housing completions were recorded for 2018/19 and the expectation is that the council will need to update the Action Plan and continue to apply the 20% buffer in response to the 2019 Test.

The plan will be amended where any further action is deemed to be necessary and where new initiatives and funding streams are identified.

Appendix 1: HDAP Implementation and Monitoring Framework

Action Area	Responsibility	Monitoring Measurement	Target Date
Brownfield Site Register Update	SPKS	<ul style="list-style-type: none"> - Register updated by 2020? - Site Map updated by 2020? 	December 2019
Custom & Self Build Register	SPKS	<ul style="list-style-type: none"> - Process for sharing self-build opportunities set up? 	August 2020
Development Briefs	SPKS	<ul style="list-style-type: none"> - Has a development brief been completed? 	August 2020
Funding	SPKS/EDU	<ul style="list-style-type: none"> - Have any funding opportunities been seized in the AP period? 	August 2020
Housing Delivery Manager	SPKS/EDU	<ul style="list-style-type: none"> - Housing Delivery Manager in post? 	Completed
Lapsed Permissions	SPKS	<ul style="list-style-type: none"> - Questionnaire delivered to applicants of all lapsed residential permissions (as of April 2020)? - Responses evaluated for common themes? 	August 2020
New Local Plan	SPKS	<ul style="list-style-type: none"> - Has the new Local Plan passed examination? - Has the new Local Plan been adopted? 	April 2020
Permission Monitoring	SPKS	<ul style="list-style-type: none"> - Has a review of monitoring process undertaken? - Has Chesterfield's Evidence Log been updated with recent permissions (as of April 2020)? 	August 2020
Portfolio Review	Kier	<ul style="list-style-type: none"> - Has work been undertaken to develop or sell council owned sites? - How many sites has the Council disposed of / developed? 	August 2020
Proactive Pre-application	SPKS, DM	<ul style="list-style-type: none"> - How many pre-application responses has the Council given? - What is the average time taken to receive pre-application feedback? 	August 2020
Stakeholder Engagement	SPKS	<ul style="list-style-type: none"> - Have stakeholders been invited to join undertake a survey? 	August 2020

		- Has work been undertaken to organise a stakeholder event?	
Validation Checklist	SPKS, DM	<ul style="list-style-type: none"> - Has the validation checklist been consulted on? - Has the validation checklist been adopted? - Has an update been drafted in relation to the new Local Plan? 	August 2020