



CHESTERFIELD
BOROUGH COUNCIL

Chesterfield Borough

Local Strategic

Housing Options

Update

October 2016

Local Plan Strategic Housing Options Update

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1. Background

- 1.1. The NPPF requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, and a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.
- 1.2. Given the timescales involved in preparing a Local Plan, in order to ensure a robust five year supply for a number of years it is recommended that the Local Plan should seek to identify specific sites for the majority, if not all, of the plan period.
- 1.3. Current Land Availability evidence (SHLAA) indicates that there are currently sufficient developable previously developed sites for approximately 60% of the Local Plan requirement. It is therefore necessary for the Local Plan to include a substantial element of greenfield allocations.
- 1.4. The adopted Core Strategy already indicates a number of locations for greenfield development at Regeneration Priority Areas including the eastern villages of Barrow Hill, Duckmanton, Mastin Moor and Poolsbrook, and Linacre/Holme Hall.
- 1.5. The purpose of this paper is to update the assessment undertaken in January of this year, taking account of the new, proposed housing target for the draft Local plan and the latest housing monitoring data. It also takes into account the recent call for sites and the detailed assessment that has now been undertaken for these sites.

2. Housing Requirement & Known Supply

- 2.1. The total objectively assessed need requirement for the 17 year plan period 2016-2033 is proposed in the draft Local Plan as 244 dwellings per annum. Over the plan period of 2016-2033, this equates to 4148 dwellings. Because there has been an under-delivery of homes since 2011, a shortfall of 481 dwellings is added which will be spread over the plan period. This gives a total **Objectively Assessed Need (OAN)** requirement of **4629** dwellings, which is **272** dwellings per annum.
- 2.2. In order to meet the growth aspirations of the council and of the Sheffield City Region and Derbyshire/Nottinghamshire economic plans, evidence suggests that a higher level of housing growth could be sought. It is proposed that this is met by allocating sites in line with the aspirational growth target of 345 dwellings per annum, which equates to an additional 1241 additional dwellings. These would form a reserve of sites, which can come forward if the anticipated growth occurs or if housing delivery remains low and additional sites need to be brought forwards to

ensure a five year supply of housing sites. This would create a need to identify sites for a total of 5870 new dwellings across the plan period.

Table 1: Housing Requirement		
	Dwellings (2016-2033)	Dwellings per annum
Base housing requirement (2016-2033)	4148	244
Shortfall (2011-2016)	481	
Objectively assessed need (OAN)	4629	272
Aspirational Growth (345pa)	1241	
Housing Target (2016-2033)	5870	345

2.3. The known supply to meet this requirement (as of April 2016) is as follows

Table 2: Source of Sites	Number of dwellings
Unimplemented Planning permissions (including Chesterfield Waterside)	3008
Unimplemented Local Plan Allocations (Replacement Chesterfield Borough Local Plan) without planning permission likely to be carried forwards	270
Staveley and Rother Valley Corridor (assuming HS2 depot reserved) deliverable within Local Plan Period	1200
SHLAA – Previously developed land not previously allocated or with planning permission	270
Regeneration priority areas: Mastin Moor, Duckmanton, Poolsbrook, Barrow Hill, Linacre/Holme Hall	1300
Total	6048

2.4. There are some significant risks in these assumptions:

- Not all planning permissions will be implemented
- Large schemes such as Chesterfield Waterside could deliver less dwellings as a result of changes to the housing mix and density (more houses and fewer apartments), or delivery extending beyond the plan period due to infrastructure/remediation requirements
- Some SHLAA sites may not pass the stage 3 site assessment due to issues with deliverability, viability or being required for other uses.

- 2.5. A generous buffer of 20% has therefore been applied to represent this risk. This gives a revised supply figure of 4838 dwellings, a shortfall of approximately 1000 dwellings.
- 2.6. In assessing the options we will also have to have regard to their deliverability and attractiveness to the market. Recent feedback from developers has indicated that sales values in the east of the borough make sites less attractive and this will need to be investigated further.

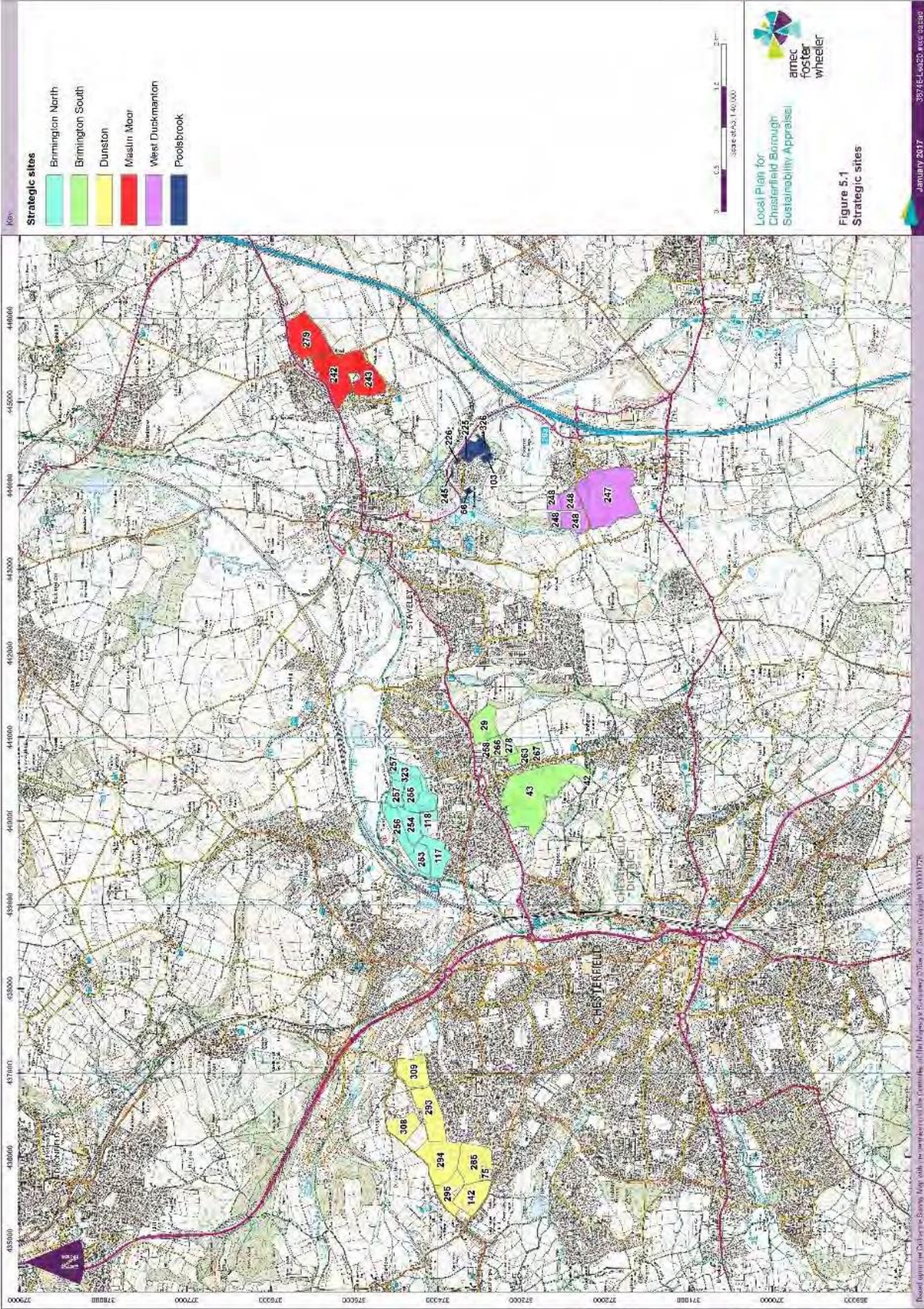
3. Site Options

- 3.1. With the emphasis in the Local Plan on the re-use of previously developed land, these sites have already been prioritised in setting out potential sites for housing development. Any additional shortfall is therefore likely to come primarily from greenfield sites identified through the LAA process.
- 3.2. In setting out the options, the paper considers the potential to deliver the uplift through a range of sites, or a large site (or sites) that can be masterplanned and developed in phases with appropriate infrastructure, in terms of deliverability and attractiveness to the market. Similarly, it is unlikely that the level of housing required could be delivered purely through small scale 'windfall' sites.
- 3.3. The following options therefore consider the potential to meet the additional requirement through larger scale strategic housing options. It would not prevent other smaller greenfield sites being allocated where they otherwise meet the spatial strategy of concentration and regeneration and are otherwise 'sustainable development'
- 3.4. The locations set out consist of sites identified through the Land Availability Process. Each of the individual sites within these locations have been through the full assessment process set out in the council's adopted LAA methodology¹. The assessment that follows is therefore a 'policy on' approach that considers how each location would interact with the proposed Local Plan and the extent to which it could be delivered taking into account the need to support development with appropriate infrastructure.
- 3.5. Each of the sites in this assessment is also included in the council's Land Availability Assessment and has, at the time of writing, been through stages 1 and 2 of the council's published assessment methodology. This paper is supplemental to that work, and looks at the sites as strategic sites rather than individual plots, which may result in different conclusions on some aspects such as the ability to provide supporting infrastructure (which may be more deliverable on a larger scale).
- 3.6. A summary of the key options is set out in table 3 and, below, with a summary of the key considerations. This is not exhaustive and a more comprehensive options appraisal will need to be undertaken in line with the council's site assessment and sustainability appraisal methodologies.

¹ link

3.7. For each location the following is set out:

- The sites from the Land Availability Assessment that are involved
- The potential capacity (taken from capacity data in the LAA)
- An assessment of:
 - Availability
 - Deliverability
 - Potential conflicts with existing Core Strategy policies and emerging policies



4. **OPTION 1 – STRATEGIC SITE AT DUNSTON**

LAA Sites: 75, 142, 196, 265, 294, 295, 308, 309

Potential number of Dwellings: Potential for up to 1565 (over and above 300 with existing planning permission)

Availability

- 4.1. A site at Dunston has been pursued by developers William Davis for a number of years and through successive Local Plan Examinations. A recent application for 300 dwellings was granted planning permission by the council's Planning Committee in the absence of a five year housing supply. William Davis is understood to have agreements in place for the remaining land. CBC also owns land to the east of Dunston Lane that could be incorporated into a Strategic Housing site in this location.

Deliverability

- 4.2. There is already a housebuilder (William Davis) in place with agreements over the majority of the land. Sales values are expected to be good in this location on the west of the borough. William Davis has already carried out a range of investigations into the site and is developing a masterplan to show how it might be delivered.
- 4.3. Whilst there is not sufficient existing capacity in the local schools to provide places to serve the development, there is physical space for expansion that could be funded through CIL.
- 4.4. It would be possible to subdivide the site to allow for development in phases.
- 4.5. Access to the site would be possible from a number of locations around the site.

Policy Considerations

- 4.6. The potential to allocate land at Dunston as a strategic site was considered at the examination into the Core Strategy in 2013. The Inspector concluded that the provision of a strategic site at Dunston was not required at the time to meet the need for growth, he concluded that this was a matter for a subsequent site allocations process and did encourage the council to consider safeguarding the site for long term housing growth in the event that further supply was needed (this option was included in the Sites and Boundaries consultation undertaken in 2012-13).
- 4.7. Parts of the site are within walking distance of the existing centre at Littlemoor which provides a good range of facilities (recent survey work recommends that Littlemoor is designated as a Local Service Centre due to the scale and range of

facilities available). The scale of site would provide the opportunity for further small scale local shops to supplement provision and this is being investigated as part of masterplanning work being undertaken by William Davis.

- 4.8. The land west of Dunston Lane (CBC owned) clashes with a proposed Green Wedge. There may still be some scope to develop part of the site whilst retaining sufficient land to maintain the wedge. This would not affect the area's ability overall to deliver sufficient land to meet the additional dwelling requirement.

5. Option 2. Brimington North

LAA Sites: 117, 118, 253, 254, 255, 256, 257, 323

Potential number of Dwellings: Potential for up to 1524

Availability

- 5.1. Various sites have been put forward by landowners at different calls for sites. Not all of the land is currently known to be available.

Deliverability

- 5.2. The area suffers from very poor access and would require significant investment in new road infrastructure. Access at present is via local capacity residential roads. Access from the proposed Chesterfield Staveley Regeneration Road may be possible in the future provided it did not impact on the capacity to serve the priority regeneration site at the Staveley and Rother Valley Corridor.
- 5.3. There is very limited capacity in the local primary or secondary schools to provide places to serve the development. There is no physical space for expansion of infant that could be funded through CIL and insufficient physical capacity for junior provision. One of the primary schools is now an academy and is not obliged to expand to provide additional capacity.
- 5.4. It would be possible to subdivide the site to allow for development in phases.

Policy Considerations

- 5.5. Parts of the site are within walking distance of the existing Local Service centre at Brimington which provides a good range of facilities. The scale of site would provide the opportunity for further small scale local shops to supplement provision.
- 5.6. The land clashes with a proposed Strategic Gap.
- 5.7. The council has declared an Air Quality Management Area (AQMA) in the centre of Brimington. There is the potential for additional traffic to have an adverse impact on this AQMA. There is a proposal for the Chesterfield-Staveley Regeneration Route (CSRR), which would effectively provide a bypass for through traffic, although this is not expected to be in place until later in the plan period.

6. Option 3. Brimington South

LAA Sites: 29, 43, 258, 263, 266, 267, 278

Potential number of Dwellings: Potential for up to 1804

Availability

- 6.1. Substantial sites to the south of Brimington have been put forward as part of previous SHLAA calls for sites. There is known to be landowner interest in pursuing sites south of Brimington on either side of Manor Road with a current application for outline planning permission off Northmoor. A site east of Pondwell Drive was consulted on as part of the Sites and Boundaries Consultation in 2012. As of December 2016 there is a live outline planning application under consideration for 300 dwellings west of Manor Road.

Deliverability

- 6.2. The area suffers from very poor access and would require significant investment in new road infrastructure. Access at present is via local capacity residential roads.
- 6.3. There is very limited capacity in the local primary or secondary schools to provide places to serve the development. There is no physical space for expansion of infant that could be funded through CIL and insufficient physical capacity for junior provision. One of the primary schools is now an academy and is not obliged to expand to provide additional capacity. The applicant of the current application has indicated a site of 2ha for a new primary school, although this would likely require public funding to deliver and the council putting in place a policy for 'Payment in Kind' under CIL.
- 6.4. It would be possible to subdivide the site to allow for development in phases.

Policy Considerations

- 6.5. Parts of the site are within walking distance of the existing Local Service centre at Brimington which provides a good range of facilities. The scale of site would provide the opportunity for further small scale local shops to supplement provision.
- 6.6. The land clashes with a proposed Strategic Gap.
- 6.7. The council has declared an Air Quality Management Area (AQMA) in the centre of Brimington. Additional traffic may have an adverse impact on this AQMA. There is a proposal for the Chesterfield-Staveley Regeneration Route (CSRR), which would effectively provide a bypass for through traffic, although this is not expected to be in place until later in the plan period.

7. Expanded Eastern Villages

LAA Sites:

Mastin Moor; 242, 243, 279, 316

Poolsbrook: 56, 103, 225, 226, 245, 326

Duckmanton: 244, 247, 251, 281, 262, 272

Potential number of Dwellings: 300

- 7.1. The existing settlements of Mastin Moor, Duckmanton, Poolsbrook and Barrow Hill are already identified for some housing development (approximately 1300 dwellings, see table 2, above). There may be some scope for additional development within these areas, but at the cost of increased impact on landscape, traffic and existing residents.

Availability

- 7.2. Given the physical constraints at Poolsbrook and the Green Belt at Barrow Hill, these are unlikely to yield significant numbers of additional dwellings.
- 7.3. Chatsworth Settlement Trust have already indicated a preference for more housing at Mastin Moor (600 dwellings) than was envisaged at the Core Strategy preparation stage (400 dwellings). A higher level of housing could enable delivery of more regeneration benefits, but this would need to be balanced against the potential for an increase in the impact on landscape, traffic etc, which would need to be tested further.
- 7.4. There is landowner interest in a potentially larger site at Duckmanton. However the scope for further growth at Poolsbrook and Barrow Hill is limited by the surrounding land uses (road, Country Park and landfill site) and the Green Belt respectively.

Deliverability

- 7.5. Derbyshire County Council has raised some concerns over the capacity of the junctions to serve further development at Duckmanton.
- 7.6. Property sales values in the eastern villages are some of the lowest in the borough (reflected in being in the Low CIL zone) and are likely to be less attractive to developers, although Mastin Moor and Duckmanton in particular benefit from good access to the M1 and employment development at Markham Vale and Barlborough.

Policy Considerations

- 7.7. The eastern villages are not within walking or cycling distance of existing settlements but are locations identified for regeneration led housing growth in the council's adopted Local Plan Core Strategy. The scale of development provides opportunities to strengthen existing local services and support expansion.

7.8. The impact upon landscape and green infrastructure would be correspondingly great, although there is no conflict with specific designations such as Green Wedges, Strategic Gaps or Green Belt.

8. Conclusion & Preferred Option

- 8.1. The Council's preferred option is for a reserve site in one location, rather than a mix of smaller sites across the above locations, in order to secure the necessary infrastructure and a comprehensive masterplanned approach. This will also provide greater clarity and certainty for both the local community and the development industry, in that it will be clear which areas will be maintained as open land in the long term, and reduce the risk of incremental development 'nibbling away' at open land.
- 8.2. It is clear that the options do exist to meet the additional greenfield requirement and still accord with the Core Strategy spatial objective of concentrating development within walking and cycling distance of existing centres, although they are limited and all require some degree of adverse impact that would need to be mitigated, including the timely provision of critical infrastructure including school places.
- 8.3. Although accessible to services and public transport provision in Brimington Local Service Centre, the two Brimington options (north and south) have significant constraints in terms of access (particularly Brimington North), ability to provide education capacity (specifically in terms of local primary age provision); and clashes with other policy objectives, specifically the proposed Strategic Gaps and potential impact on the declared Air Quality Management Area in Brimington Centre.
- 8.4. Additional development of the Eastern Villages (Mastin Moor, Poolsbrook and Duckmanton) over and above that already assumed in the supply by carrying forwards commitments from the 2013 Core Strategy would only result in net addition of 300 dwellings. This would be significantly below the level of additional requirement needed to provide a buffer for additional growth as set out in section 2 of this paper and would still require substantial additional sites (in the region of 900 dwellings). Additional growth could still come forward in these areas as part of the process of resolving the RPAs.
- 8.5. The Council's preferred option is a Reserve Site at Dunston, as this is considered to be the most suitable and deliverable (with a potential developer already involved), presents the least conflict with other emerging Local Plan policies and allocations and has the potential to provide the necessary infrastructure. Early phases of development would benefit from access to Littlemoor Local Centre (which has been identified as a possible Local Service Centre due to the range of available services), whilst the overall potential scale of development would create opportunities to deliver a new local centre through a masterplanned approach.

Table 3: Options Appraisal Summary

	Option 1	Option 2	Option 3	Option 4
	Dunston	Brimington North	Brimington South	Eastern Villages
Availability	4	1	3	3
Suitability	4	1	3	3
Deliverability	3	2	2	2
Ability to deliver sufficient homes	4	4	4	1
Conformity or conflict Spatial Strategy	3	3	3	3
Conformity or conflict with other proposed policies	3	1	1	2
Regeneration benefits	2	1	2	3
Total	23	13	18	17

1 being the weakest and 4 being the strongest.

Table 4: Site Summaries

Site	Potential Capacity (additional to existing Core Strategy supply) - approximate	Availability	Deliverability	Viability	Conformity or conflict Spatial Strategy	Conformity or conflict with other proposed policies	Disadvantages	Comment
Dunston	300-1300	Available – agreements in place between developer and landowners Some additional land owned by CBC	Deliverable – Developer in place. Masterplan being prepared by developer. Outline planning permission in place for part of site Some additional land owned by CBC	Viable – Developer interest	Parts of site within walking distance (800m) of Littlemoor Local Centre and Local Primary school provision. Masterplan demonstrates potential to provide additional provision on site	No conflict with Strategic Gaps/Green Wedges for majority of site. Part of additional site (CBC) within proposed Green Wedge. Some capacity in existing schools with potential for physical expansion funded by CIL	Landscape impact Additional school places required (potential to secure) Impact upon listed buildings)	Existing outline planning permission for 300 dwellings
Brimington North	Up to 1500	Not available - Availability of land unknown	Not deliverable – Access to sites poor	Viability not known – no evidence to indicate not viable	Parts of site within 800m of Brimington Local Centre	Conflict with Strategic Gap. Potential Conflict with Brimington AQMA Traffic Impact on A619 in advance of delivery of CSRR Insufficient capacity in existing junior and infant schools and no physical scope for extension.	Poor access (would require CSRR) Additional school places required (would require new school) Landscape impact Impact on AQMA	Development would need to be minimum 800 dwellings to justify new school and include suitable site (no scope for expansion of existing). Development potential linked

							Conflict with Strategic Gap	to delivery of CSRR
Brimington South	800-1600	Some land known to be available – (planning application received)	Deliverable – No evidence to indicate not deliverable. Landowner interest, no development partner	Viability not known – no evidence to indicate not viable	Parts of site within 800m of Brimington Local Centre	Conflict with Strategic Gaps. Potential Conflict with Brimington AQMA Traffic Impact on A619 in advance of delivery of CSRR Insufficient capacity in existing junior and infant schools and no physical scope for extension. Applicant indicating location for new primary school but mechanisms for delivery not clear – would require closure and relocation of existing schools	Poor access (would require CSRR) Additional school places required (would require new school) Landscape impact Potential Conflict with Strategic Gap Impact on AQMA	Development would need to be minimum 800 dwellings to justify new school and include suitable site (no scope for expansion of existing). Development potential linked to delivery of CSRR
Mastin Moor	200	Chatsworth Settlement Trust – available				Active landowner interest (preparing planning application) Identified for growth in adopted Local Plan	Landscape impact Potential scale of increase on existing settlement Some issues around expansion of primary school Local shops/facilities in need of improvement Low sales values, may not be attractive to developers	Landowner actively preparing application
Duckmanton	100	Unknown	Unknown	Unknown.	Related to identified		Local	Current outline

				<p>Cleared site however sales values likely to be low</p>	<p>Regeneration Priority Area</p>		<p>shops/facilities in need of improvement Potential scale of increase on existing settlement Compatibility of further growth with adjacent uses (wind turbine and solar farm) Low sales values, may not be attractive to developers</p>	<p>planning application for 400 dwellings being considered</p>
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Figure 1: Core Strategy Key Diagram showing additional greenfield options

