

APPENDIX 1

South Derbyshire Local Development Framework (LDF)

Core Strategy

Draft Alternative Options

Introduction, Vision & Strategic Objectives

Planning for South Derbyshire and the Derby Housing Market Area

- i South Derbyshire's Core Strategy is not being prepared in isolation. The East Midlands Regional Plan (or Regional Spatial Strategy "RSS") sets out development requirements on a wider Housing Market Area ("HMA") level. HMAs are areas within which functional housing markets operate and which often incorporate more than one local authority area.
- ii South Derbyshire lies within the Derby HMA which also encompasses Amber Valley and Derby City (and Derbyshire County) Councils.
- iii Complex cross-boundary issues arise in planning future development and growth across a large HMA. In particular, the East Midlands Regional Plan specifies that, in South Derbyshire, a minimum of 6,400 dwellings must be built as extensions to the existing built up parts of Derby (the Principal Urban Area or "PUA") by 2026.
- iv Careful co-ordination is therefore taking place across the Derby HMA in preparing and aligning our respective Core Strategies.
- v The starting point for any Core Strategy is the clear expression of the overall **Vision** and **Strategic Objectives** for the area. Given the alignment of the strategies in the Derby HMA, the following section sets out a 'Vision' and 'Objectives' firstly for the HMA as a whole and secondly for South Derbyshire.

DERBY HMA

(Draft) Vision:

"By 2026, the principles of sustainability will have been implemented, the area will have built on its economic success and its more deprived communities will have been regenerated. Addressing the causes of and mitigating and adapting to the impacts of climate change will be key priorities in the Derby Housing Market Area.

The role of Derby Principal Urban Area will have been strengthened through regeneration and the provision of new jobs, homes, services,

community facilities and green and environmental infrastructure networks. Swadlincote sub-regional centre and the market towns of Alfreton, Belper, Heanor and Ripley will have been maintained and strengthened through sustainable regeneration. Relationships within and outside of the Housing Market Area, including those with areas outside of the East Midlands region, will be strengthened. Green Wedges and the principles of the Nottingham-Derby and Swadlincote-Burton Green Belts will be retained, with a presumption against inappropriate development. The area's local character, built and natural environment, and rich heritage, including the National Forest and Derwent Valley Mills World Heritage Sites will be cared for, protected and enhanced.

By 2026, at least 36,600 additional homes will have been provided, with associated new jobs, facilities, services and infrastructure to meet the needs of the growing population. To achieve this, there will be substantial development within the built up area of Derby, including the city centre. There will also be significant extensions to Derby, mainly to the south and west, including land outside the city boundary in South Derbyshire. Elsewhere in South Derbyshire, new housing will be located mainly at Swadlincote sub regional centre through extensions. In Amber Valley there will also be development located mainly at the market towns of Alfreton, Belper, Heanor and Ripley. In the rural areas there will be a particular emphasis on maintaining character and vitality and achieving living and working communities.

New communities and housing will be built to the highest possible design and sustainability standards, working towards zero carbon development, minimising water and energy usage and maximising opportunities for renewable energy generation. The Derwent and Trent River corridors will be the focus for the alleviation of flood risk, and the provision of green infrastructure networks will bring opportunities for economic development and tourism and improvements to community safety, health and well-being.

New development will support existing communities, providing opportunities for investment in and provision of infrastructure, including community facilities. Investment in transport and other infrastructure will be cost-effective and focused on deliverable and viable schemes and there will be a shift away from reliance on the car. Accessibility will be improved; congestion reduced and safety enhanced through investment in functional transport infrastructure, including the A38 junctions".

(Draft) Strategic Objectives:

- 1) To promote the principles of sustainable development and address the causes and mitigate and adapt to the impacts of climate change, including flood risk, particularly from rivers and surface water
- 2) To deliver economic success, making the Derby Housing Market Area an attractive location for major employers and inward investment, and address inequalities through the regeneration of deprived communities
- 3) To grow and strengthen the roles of Derby city centre and the Derby Principal Urban Area, Swadlincote sub-regional centre and, in Amber Valley, the market towns of Alfreton, Belper, Heanor and Ripley
- 4) To build on relationships within and outside of the HMA, particularly with the Northern, Greater Nottingham and Leicester and Leicestershire areas in the East Midlands and Burton-upon-Trent in the West Midlands
- 5) To give priority to making best use of previously developed land and vacant or under-used buildings in urban or other sustainable locations
- 6) To bring forward mixed use sustainable urban extensions to Derby Principal Urban Area and urban extensions elsewhere in the HMA
- 7) To provide sufficient housing to meet the needs of communities that is decent, suitable and affordable
- 8) To provide high quality, well designed and sustainable development, working towards zero-carbon development and Building For Life standards, minimising resource consumption and waste and maximising opportunities for renewable energy generation and recycling
- 9) To increase biodiversity and protect and enhance the strategic green infrastructure, open spaces, landscape and townscape character, cultural and heritage assets, and designated sites, including the Derwent Valley Mills World Heritage Site
- 10) To promote equality and community cohesion, healthy and active lifestyles and support improvements in community safety, particularly for children and young people
- 11) To make the best use of existing infrastructure and to fully integrate and coordinate new development with investment in and provision of new infrastructure, taking into account changes to our population including the needs of older people, children and young people
- 12) To enhance transport links and public transport accessibility to deliver an integrated transport system and achieve viable travel choice, reducing car use, especially commuting

SOUTH DERBYSHIRE

(Draft) Vision:

'In 2026 South Derbyshire will be a first class place to live, work, visit and invest and provide the opportunity for an outstanding quality of life for all. Growth will have been used to bring about positive change through the achievement of sustainable, prosperous, safe, clean and low-carbon development in existing and new communities. The countryside and green spaces will have been protected and enhanced and the quality and diversity of the District's wildlife habitats will have been improved. South Derbyshire will remain a major part of the success of the National Forest and have become an increasingly important tourist destination.

Our rich heritage and the distinctive character of our towns, villages and hamlets will have been protected and enhanced whilst providing for necessary and sustainable amounts of development in both urban and rural areas. In particular, the District's housing stock will be aligned to the needs of - and available to - everyone, irrespective of their stage of life, income or circumstances.

The business environment will be diverse and supported by a highly skilled workforce. A range of jobs, housing, education, shops, services, facilities and green space will be reasonably accessible to all who live in South Derbyshire by a choice of modes of travel - including those living in the more isolated rural areas. This will be assisted through improved communication links throughout the District, bringing the various locations within the area in closer touch with each other.

As South Derbyshire's principal settlement, Swadlincote will have become firmly established as a vibrant town centre in a high quality residential, commercial, leisure and shopping environment through new development within and around the town and improved connections to the wider road network".

(Draft) Strategic Objectives:

SDSO 1

To ensure future development is locally distinctive and environmentally sustainable through the achievement of design excellence, addressing the threats and causes of climate change and reducing waste and pollution

SDSO 2

To ensure the needs of an ageing population, and a higher than average proportion of younger people, are recognised in shaping all aspects of our communities

SDSO 3

To enable a robust and diverse economy, resistant to downturns and providing a strong base for sustainable growth

SDSO 4

To ensure the District's housing stock is decent, suitable and affordable and balanced with access to employment opportunities

SDSO 5

To ensure our communities can be safe, clean, vibrant, active and healthy

SDSO 6

To ensure sustainable, living and working rural communities

SDSO 7

To reduce the need to travel and to encourage travel by sustainable modes of transport, providing access to jobs, shopping, leisure, services and facilities from all parts of the District.

SDSO 8

To ensure the social, physical and green infrastructure needed to support strong growth levels is provided at an appropriate time and accessible to our communities

SDSO 9

To respect and enhance the varied character, landscape and natural environment of our fast growing District

SDSO 10

To make the most of the economic, social and environmental opportunities presented by the District's central location within the National Forest

SDSO 11

To make optimum use of previously developed and under-used land

SDSO 12

To enhance and develop the role of Swadlincote town centre and its wider urban area as a focus for living, working, shopping and leisure

SDSO 13

To ensure growth in South Derbyshire is co-ordinated with development in adjoining areas both within and outside the Derby HMA

DRAFT

The Options

Introduction

- I1 Having established an initial overall vision and key objectives for the Core Strategy, this section presents a range of alternative “options”. The options set out alternative ways through which the key issues, vision and strategic objectives might be achieved.
- I2 The Core Strategy will not set out policies on detailed matters, however. The options presented here address those key areas where major decisions need to be made.
- I3 There may be other important matters which can be dealt with in subsequent LDF documents. Equally, we would like to hear if consultees feel we have missed any important areas for which no options are presented in this document, and without which we could not deliver a sound Core Strategy.
- I4 Each options set out below is introduced with a brief background as to why the matter one which is required to be addressed in the Core Strategy and is accompanied with an indication of the potential implications of pursuing such an option.
- I5 Options around overall housing and employment growth levels are examined first, followed by consideration of housing, employment and transport issues in the PUA and non-PUA parts of the District respectively.
- I6 Further options relate to particular issues around regeneration in the Woodville/Swadlincote area and the need for major strategic distribution (logistics) development.
- I7 A number of general (or “thematic”) options are also presented in relation to:
 - Design Excellence
 - Renewable Energy and Sustainable Construction
 - Water and Flood Risk
 - Affordable Housing
 - Housing Densities, Mix and “Town Cramming”
 - Special Housing Needs
 - Town Centres and Retailing
 - Infrastructure.

1. Overall Growth Options

HOW MUCH HOUSING GROWTH?

- 1.1 A key requirement of the East Midlands Regional Plan is for the Council to identify and allocate enough housing land to meet the District's needs up to 2026. It requires a minimum of 12,000 new houses (600 per year) to be built in South Derbyshire between 2006 and 2026. Of these, a minimum of 6,400 (320 per annum) are required to be located in the Derby Principal Urban Area ("PUA"), with the remainder "mainly" at Swadlincote.
- 1.2 However, the housing requirements (for the period after 2021) are currently being re-considered through a partial review of the Regional Plan. The review will also extend the time horizon for setting growth requirements a further five years from 2026 to 2031¹.
- 1.3 Moreover, Core Strategies are required to show they are flexible enough to be able to deal with unforeseen circumstances (such as a need for additional housing provision). There are, therefore, important questions to resolve around how much overall housing growth the Core Strategy should aim to plan for. Providing for less than the RSS requirement, however, is not an option.
- 1.4 There appear to be three main options relating to this:

HOUSING GROWTH OPTION 1: REGIONAL PLAN REQUIREMENT

MAKE PROVISION FOR THE REGIONAL PLAN'S REQUIREMENT 2006-2026 i.e. 12,000 DWELLINGS

- 1.5 This option would aim to meet exactly the RSS growth requirements. However, current Government guidance requires Core Strategies to set out at least fifteen years of housing land supply from the date of adoption. In the Derby HMA, Core Strategies are programmed for adoption in September 2011. This option would therefore require a further year's supply to be added by projecting forward RSS growth rates. This option would mean an early review of the Core Strategy

¹ Given the complexities which an immediate partial review would pose, and the uncertainties over the current state of the housing market, the Derby HMA councils have jointly made representations that the review should not go ahead. A decision is currently awaited on this.

would be needed to deal with the additional growth requirements up to 2031 and/or if housing requirements were to change significantly for the period after 2021. This option may also mean that “reserve” sites or locations would need to be identified to deal with unforeseen circumstances or delays in the development of identified sites throughout the whole of the Core Strategy period.

HOUSING GROWTH OPTION 2: PLAN TO 2031

***ANTICIPATE THE REVIEW OF THE REGIONAL PLAN AND
EXTEND THE END DATE OF THE CORE STRATEGY TO 2031***

- 1.6 This option would recognise the imminent partial review of the RSS and seek to build in its revisions from the outset. This options would have no effect on the period up to 2021 – the date from which housing numbers are being addressed in the RSS Partial Review. However, it would involve planning for (possibly higher) housing numbers in the period 2026 – 2031 and could mean that the Core Strategy would not need to be revised for some considerable time after adoption.

HOUSING GROWTH OPTION 3: EXCESS PROVISION

***MAKE PROVISION FOR AN AMOUNT IN EXCESS OF THE
REGIONAL PLAN’S REQUIREMENT I.E. MORE THAN 12,000
DWELLINGS***

- 1.7 The RSS expresses housing requirements as minimum provision levels and indicates that additional supply can be included if this would accord with the principles of sustainable development. This option therefore explores whether, for any reason, higher levels of house-building should be encouraged in South Derbyshire. e.g. to increase overall affordable housing supply.
- 1.8 Providing more housing than is required in the Regional Plan could pose an additional threat the rural character of the District and lead to unsustainable levels of housing growth in comparison to service provision and employment opportunities. However, it may be in line with the Regional Plan, which makes clear that the targets are a ‘minimum’ and that higher growth may be acceptable where wider sustainability benefits can be demonstrated.
- 1.9 This option could be combined with either options 1 or 2 above.

Which option do you prefer? Are there any other options in planning for overall growth levels?

HOW MUCH NEW EMPLOYMENT LAND IN THE DERBY HMA?

- 1.10 The Regional Plan does not set out any specific requirement for employment land needs. However, it does require councils and others to maintain up to date employment land reviews in HMA groupings to inform the allocation of a range of sites at sustainable locations.
- 1.11 Such a review has recently been undertaken in the Derby HMA (known as the “Derby Housing Market Area Employment Land Review “)². The Review concluded that, on the basis of past take up rates for employment land, some 366 hectares of land would be needed for employment development to meet the needs of South Derbyshire, Derby City and Amber Valley over the period 2006-2026. However, taking into account land which is already committed for development, the Review concludes that there is a need for some 80 hectares of new land to meet the needs of South Derbyshire. Conversely, Amber Valley Borough was found to have an oversupply of some 8 ha, whilst Derby City had an oversupply of some 83 ha.
- 1.12 Given the close functional relationship between the local authorities, the Review suggests that South Derbyshire might be able to take advantage of some of Derby’s surplus land to meet some of its needs. It was acknowledged, however, that under any circumstances, more land would be required to address regeneration needs in the Sub-Regional Centre of Swadlincote.
- 1.13 These figures only relate to land needed for office, light industrial, general industrial, warehouse and distribution development and does not include employment generating development outside these categories.
- 1.14 Detailed options exploring the extent to which South Derbyshire’s employment needs could be met on surplus sites in Derby are set out in the “PUA “ section on pages 26 and 27 below.
- 1.15 Looking at the HMA as a whole and overall employment needs, however, there appear to be three main options. (Similar options are also being presented by Derby and Amber Valley Borough Councils in their documents).

² Prepared by the BE Group Study – see Employment Topic Paper

HMA EMPLOYMENT GROWTH OPTION 1: TREND-BASED GROWTH

PROVIDE A TOTAL AMOUNT OF NEW EMPLOYMENT LAND ACROSS THE HMA IN LINE WITH THE RECOMMENDATION OF THE EMPLOYMENT LAND REVIEW STUDY

- 1.16 Under this option, the overall HMA provision would, at 366 hectares, be in line with that recommended in the BE Group study. It would represent a continuation of trends in past development rates and, taking into account existing commitments, could mean that relatively little net additional employment land would be needed across the HMA as a whole. Any loss of established employment land would need to be compensated for through the identification of further additional new floorspace.
- 1.17 This could ensure sufficient provision to meet the anticipated employment development needs of the area, whilst providing a choice of sites and allowing for continuing economic structural change arising from the evolving needs of businesses. Under this option, accessible jobs could be provided and investment directed to areas in need of economic regeneration. However, there would be likely to be greater loss of greenfield land than would be the case under Option 2,

HMA EMPLOYMENT GROWTH OPTION 2: BELOW-TREND GROWTH

PROVIDE A TOTAL AMOUNT OF NEW EMPLOYMENT LAND ACROSS THE HMA BELOW THAT RECOMMENDED IN THE EMPLOYMENT LAND REVIEW STUDY

- 1.18 This option, would minimise pressure for development on greenfield land. It would also mean that existing employment land could be de-allocated or lost to other forms of development. However, it has the most potential for stifling employment development, and potentially compromising the ability of established and new businesses to meet their accommodation needs within the HMA. It could also result in a loss of investment and jobs to areas outside the HMA leading to economic deprivation and outward commuting for those able to do so.

HMA EMPLOYMENT GROWTH OPTION 3: ABOVE-TREND GROWTH

PROVIDE A TOTAL AMOUNT OF NEW EMPLOYMENT LAND ACROSS THE HMA ABOVE THAT RECOMMENDED IN THE EMPLOYMENT LAND REVIEW STUDY

- 1.19 This option would allow a greater choice of employment sites, potentially improving the potential to attract investment and providing for economic growth and structural change. However, an excessive supply of employment land could divert investment away from the economically deprived areas most in need of it. It could further jeopardise sites being brought forward by creating uncertainty as to whether there would be sufficient demand from potential occupants to justify the initial investment in supporting infrastructure (roads, utilities, buildings etc). Land identified for employment use which might be more beneficially used for other purposes could be blighted and remain undeveloped. Depending upon whether such losses had been built in to the assumptions underlying the net employment land provision, it may be necessary to compensate for the loss of established employment sites through the identification of new land.

Which option do you prefer? Are there any other options in planning for HMA employment growth?

2. Where Should Growth Be Promoted?

- 2.1 Although the Regional Plan requires at least 12,000 new homes between 2006 and 2026, a number of these dwellings have now already been built or granted planning permission and are expected to be developed before 2026. This means the LDF will need to identify enough land to accommodate the remainder (further details below).
- 2.2 The precise boundaries and details of much new housing (and employment and other development) sites will not be set out in the Core Strategy but will, instead, be proposed in broad locations. Separate “Site Allocations” documents for the PUA and non-PUA areas will identify individual sites in detail and are expected to be adopted in early 2013.
- 2.3 Nevertheless, the Council is required to maintain a continuous “5 year supply” of housing³. If new allocations were only to be identified through the Site Allocations documents, it is possible we may risk dipping below the 5 year supply figure before they can be adopted. The Core Strategy may therefore need to allocate one or more “strategic” sites in each area, for release immediately upon adoption (in September 2011).
- 2.4 The following section explores the main options for addressing where new development should be accommodated dealing first with the Principal Urban Area and, secondly, the Swadlincote, villages and other rural areas (the “Non-PUA” area). In examining the options for development in the PUA and non-PUA, housing, employment and transport issues are considered in particular. More detailed consideration will also need to be given to the provision of community services, facilities and infrastructure including new local centres as we move towards a preferred strategy.
- 2.5 Potential housing sites have initially been identified as opportunities by various developers and landowners in response to a ‘call for sites’ process carried out as part of a Strategic Housing Land Availability Assessment (“SHLAA”). The SHLAA can be viewed on the Council’s website. The detailed site boundaries are reproduced for information in Appendices 1-7 of this document.

³ A five year supply means sufficient land to last five years at the annual build rate required to meet the regional total by 2026.

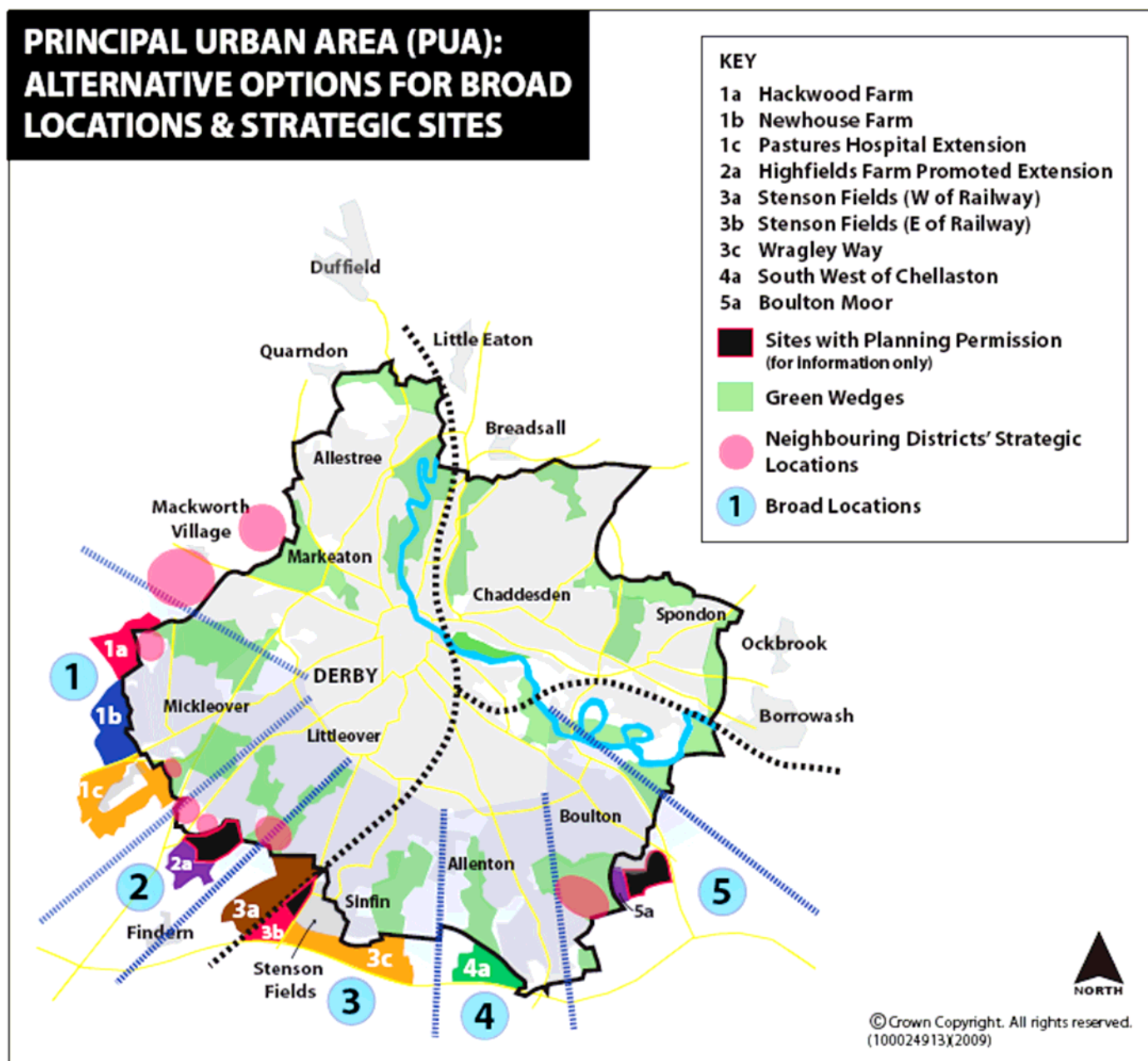
2.1 The Derby Principal Urban Area

(The “PUA”):

HOUSING OPTIONS IN THE PUA

- 2.1.1 The Regional Plan adopts a policy of “urban concentration” and requires a significant proportion of development to be located in the Derby Principal Urban Area. This means that, under any development options, at least 6,400 dwellings (320 per annum) must be built in South Derbyshire as extensions to existing built up parts of Derby between 2006 and 2026.
- 2.1.2 However, permissions totalling around 2,800 dwellings have already been granted in the PUA since 2006 (primarily through a conjoined inquiry into 5 major sites in 2009).
- 2.1.3 Therefore, the Core Strategy will need to make new provision for an approximate “residual” of 3,600 dwellings. As noted above, it is expected that at least some of these may need to be allocated as “strategic sites” for immediate development upon adoption of the Core Strategy. The broad location of any remaining sites will also need to be shown with the details set out in a “Site Allocations” Document to be prepared jointly with Derby City and Amber Valley Borough Councils.
- 2.1.4 Five main options, or broad areas for growth, around the PUA have been identified. Some locations are amalgamations of more than one site opportunity. The potential individual sites making up these areas have been grouped on the basis of strategic road/transport corridors which they would most obviously have an impact upon. The detailed site boundaries are shown in Appendix 2.
- 2.1.5 The options for broad locations around the Derby PUA are listed below and indicated on diagram 1:
- **The Mickleover Area**
 - **The Littleover Area**
 - **The Sinfen Area**
 - **The Chellaston Area**
 - **The Boulton Moor Area**

Diagram 1



- 2.1.6 The description of the options below is accompanied by a brief outline of the opportunities, constraints and possible implications of each. However, a fuller evidence base will be required to identify in detail the likely impact and future need on a range of matters such as landscape, transport infrastructure and day-to-day services (including retail, education and health).
- 2.1.7 The selection of PUA growth options will have a significant impact on the provision and need for schools provision in South Derbyshire and Derby in particular. Broadly speaking, the Education Authorities have indicated that developments of 1,000 dwellings or more will require a new primary school through the allocation of both land and funding. Similarly, developments of 5,000 dwellings or more will require the provision of a new secondary school.
- 2.1.8 Clearly, however, a number of factors will need to be considered including the capacity of existing schools and the preferred combination of development sites. Detailed discussions will be needed with the Education Authorities in drawing up preferred options.
- 2.1.9 Detailed discussions will similarly be needed with the relevant Primary Care Trusts in relation to health provision.
- 2.1.10 The evidence base is currently being developed (see individual topic papers and our website for more details). In addition, however, the comprehensive testing of these options will be explored early in 2010 through of a 'Sustainable Urban Extensions and Strategic Sites' study. This will be further complemented and informed by the outcome of this consultation and further targeted consultation (e.g. with the highways, education and health sectors).
- 2.1.11 Further still, in preparing our preferred options, Sustainability Appraisal will enable us to demonstrate clearly the significant effects of development in each location.

PUA HOUSING OPTION 1: MICKLEOVER

PROMOTE URBAN EXTENSIONS IN A SINGLE LARGE SITE OR CHOICE OF CLOSELY RELATED SITES TO THE WEST AND SOUTH WEST OF DERBY AROUND MICKLEOVER (HACKWOOD FARM, NEWHOUSE FARM, OR LAND AROUND THE FORMER PASTURES HOSPITAL)

- 2.1.12 This option focuses on development to the west and south west of Derby in the vicinity of Mickleover. It encompasses nine separate SHLAA sites which combine to broadly form three separate potential "strategic sites" identified through the SHLAA. Together these could

provide over 7,500 dwellings which would be more than double the amount needed to meet the needs of the PUA up to 2026.

Opportunities, Constraints and Possible Implications might be ...

- 2.1.13 There would be potential to access the district shopping centre of Mickleover (in Derby City) which offers a wide range of goods and services including a food superstore and other convenience shops.
- 2.1.14 Whilst the land is relatively unconstrained, and could accommodate other uses such as employment (although not proposed by the site promoters), this area is away from the areas of major business and manufacturing employment in Derby such as Pride Park and Rolls Royce. However, Toyota is located off the A50/A38 interchange and the new City Hospital and Derby University are other nearby areas of significant employment.
- 2.1.15 If development were to take place north of Mickleover, a co-ordinated urban extension could be achieved in the event of land being released at Hackwood Farm in Derby City.
- 2.1.16 The main road corridors into the City Centre along Uttoxeter Road and Burton Road suffer from congestion, but there are reasonably frequent public transport services available in the general location.
- 2.1.17 Peak time congestion on the A38 is also an identified problem although the Highways Agency has indicated that the Kingsway, Markeaton and Abbey Hill junctions are likely to be improved with grade separation between 2016-19.
- 2.1.18 Longer term there is the potential for the introduction of a Mickleover/Mackworth guided busway linking this area with Derby City Centre, although there is currently no clear programme for its introduction. A national cycle route also runs through the area with plans to connect northwards to the City Centre.
- 2.1.19 Development at this location could not be obviously contained by any natural outer boundary, but there would be options for incorporating employment land if necessary as well as significant green infrastructure. The options south of the former Pastures Hospital would, however, be likely to adversely affect the continuity of the Green Wedge between Mickleover and Littleover.

PUA HOUSING OPTION 2: LITTLEOVER

PROMOTE AN URBAN EXTENSION TO THE LITTLEOVER AREA AT HIGHFIELDS FARM.

2.1.20 This single site would form an extension to the development which was recently granted planning permission (for 1,200 dwellings) through the conjoined inquiry and which itself is an extension of the Heatherton area of Derby.

Opportunities, Constraints and Possible Implications might be ...

2.1.21 With capacity for around 1,800 dwellings, it would not be sufficient to meet the entire needs of the PUA on its own and would need to be delivered in combination with other sites.

2.1.22 The recently permitted development is intended to provide local facilities and major green infrastructure. Particular care would be needed to avoid any unacceptable impact upon Findern village to the south.

2.1.23 The site relates most closely to the Heatherton village area of Derby where an expanded district centre is proposed and, to a lesser extent, to Littleover District Centre. The main road corridor into Derby along Rykneld Road, Pastures Hill and Burton Road suffers from peak time congestion but there is potential for extending existing public transport access to include this site.

2.1.24 Access to the trunk road network would be via the A38 which suffers from peak time congestion. As noted in PUA Housing Option 1, the Highways Agency propose junction improvements at Kingsway, Markeaton and Abbey Hill to be undertaken between 2016-19.

2.1.25 The nearest manufacturing employment area is Toyota a short distance along the A38 to the south, although service employment is also provided in nearby areas such as City Hospital and Derby University.

PUA HOUSING OPTION 3: THE STENSON AREA

PROMOTE URBAN EXTENSIONS IN A SINGLE LARGE SITE OR CHOICE OF CLOSELY RELATED SITES TO THE SOUTH WEST OF DERBY (STENSON MEADOWS, STENSON FIELDS, AND WRAGLEY WAY)

- 2.1.26 This location comprises five separate sites forming three potential “Strategic Sites”. Stenson Meadows lies to the west of the Derby-Birmingham railway line, Stenson Fields lies to the east of the railway line and would form a southern extension to a recently permitted conjoined inquiry site and Wragley Way lies to the south of Sinfin.

Opportunities, Constraints and Possible Implications might be ...

- 2.1.27 Together these sites have the potential for around 4,500 dwellings which would be more than sufficient to meet the needs of the PUA up to 2026 and beyond. The site at Wragley Way is separated from the built up area by open land and would need to be co-ordinated with development in Derby City Council’s area. This area also relates closely to further potential development opportunities on Moorway Lane in Derby City.
- 2.1.28 All three sites relate to the Stenson Road corridor into Derby which suffers from significant congestion at peak times and this is exacerbated by the narrow roads in the surrounding areas of Derby. There is also no direct or easy access to the trunk road network.
- 2.1.29 Relatively frequent public transport services into Derby are available in this location although congestion problems mean that travel times (at around 30 minutes) tend to be longer than one would expect for the distances involved.
- 2.1.30 With the exception of land at Stenson Meadows, these sites relate well to the existing Sinfin District Centre which offers a wide range of services including a Post Office, a food superstore, a library and other financial, health and community facilities. Stenson Meadows has access to a lesser range of local shopping facilities at Blagreaves Lane.
- 2.1.31 The railway line means the land to the west of it is disconnected from Sinfin centre. This land also contains areas of high flood risk (zones 3a and 3b).
- 2.1.32 This Stenson area has reasonable access to employment opportunities within Derby City to the north, especially the Rolls Royce area.
- 2.1.33 There is potential for green infrastructure/open space provision. Southwards development would be ultimately contained by the A50 trunk road.

PUA HOUSING OPTION 4: THE CHELLASTON AREA

PROMOTE AN URBAN EXTENSION IN A SINGLE LARGE SITE OR CHOICE OF CLOSELY RELATED SITES TO CHELLASTON

2.1.34 This broad location includes three separate sites to the south west of Chellaston and is bounded to the south by the A50 trunk road. With a total site capacity of around 2,000 dwellings, these sites would not be sufficient to meet the needs of the PUA on their own and would need to be delivered in combination with other sites.

Opportunities, Constraints and Possible Implications might be ...

- 2.1.35 Access to this location would be via the recently constructed Holmleigh Way giving access to the A50 trunk Road at Chellaston/Swarkestone.
- 2.1.36 To the north is a “saved” allocation from the City of Derby Local Plan Review (2006) for major employment development, together with a proposed new access road linking Chellaston to Wilmore Road in Derby.
- 2.1.37 Development here would effectively be a westwards extension of recent house building along Holmleigh Way (in Derby City) which makes provision for a neighbourhood service centre. Further facilities and services are available at Chellaston District Centre approximately a kilometre to the east.
- 2.1.38 Access to Derby and to business and manufacturing employment areas to the north by public transport is available along the A514 corridor. The potential for additional employment and other commercial uses is also identified by site promoters adjacent to the site and to the south of the A50 at Swarkestone. However, this option would adversely affect the continuity of the Green Wedge on the western side of Chellaston within the City. To the south of the A50, the impact on the countryside and the Trent and Mersey Canal Conservation Area in particular would be significant considerations and there are areas of land at risk of flooding both the north and south of the A50.
- 2.1.39 The site is crossed by National Cycle Route 6 which runs along the alignment of the former canal. Proposals for the reinstatement of the canal are also being pursued by the Derby and Sandiacre Canal Trust.

PUA HOUSING OPTION 5: THE BOULTON MOOR AREA

PROMOTE AN URBAN EXTENSION ON A SINGLE LARGE SITE OR CHOICE OF CLOSELY RELATED SITES TO BOULTON MOOR

2.1.40 This option on the south-eastern side of Derby presents a single site with potential for around 700 dwellings which would serve as a westwards extension to the recently granted permission for 1,058 dwellings at Boulton Moor.

2.1.41 Further land immediately to the north and south of the permitted site has also been identified by site promoters with a capacity of around 2,300 dwellings. However, these sites lie within designated Green Belt land, an important aspect of which is their permanence. The Regional Plan does not identify South Derbyshire as being an area where a review of the Green Belt is required and these sites have therefore not been presented here as development options.

Opportunities, Constraints and Possible Implications might be ...

2.1.42 Given the Green Belt constraints, this location would not be sufficient to meet the entire needs of the PUA on its own and would need to be delivered in combination with other sites.

2.1.43 It relates particularly closely to a potential site option immediately to the west in Derby City. Development here would need to be very carefully co-ordinated to avoid any unacceptable impact on the Green Wedge designated in the “saved” City of Derby Local Plan, and to the Green Belt land within South Derbyshire.

2.1.44 The site could benefit from proximity to the recently granted permission which includes a local centre with community and retail facilities. Land has also been set aside for the development of a Park and Ride service into Derby. However, this land does not adjoin any existing district shopping centre – the nearest being Alvaston.

2.1.45 The land is relatively unconstrained and could have the potential to include other uses such as employment land, although none is proposed by the site promoters. The site could similarly provide for significant green infrastructure.

2.1.46 There is direct access to the A6 and A50 strategic roads. There is also potential for access to employment and services by public transport (including Park and Ride) and cycling, particularly to established and proposed employment sites along Raynesway, the City Centre and Pride Park and Alvaston District Centre.

Which option do you prefer? are there any other options in planning for housing in the PUA?

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HOUSING DELIVERY OPTIONS PRINCIPAL URBAN AREA

- 2.1.47 A key issue in planning for future growth is the need to ensure new development is accompanied by (or supports existing) essential infrastructure such as schools, GP services, jobs, shops, public transport and so on. This means assessing the facilities and services which already exist and considering the likely impact of new development on them and the need for further investment.
- 2.1.48 For example, some growth options outlined above may suffer from poor access to public transport services, others may have particularly good access to existing employment areas whilst others may lead to significant over-crowding of local schools. Similarly, planning for major growth in specific locations may provide more opportunity for incorporating combined heat and power technology but equally may reduce the opportunities for taking advantage of solar gain through careful siting and design and other sources of renewable energy such as ground source heating. Under any development scenario, the need to provide an additional secondary school(s) and in which locations(s) will require particularly careful consideration.
- 2.1.49 Key questions here, then, relate not just to sites to be chosen for development but also to cumulative impacts and opportunities of combinations of development locations around the fringes of the City of Derby.
- 2.1.50 In short, this relates to the extent to which the overall strategy should seek to concentrate development in a limited range of locations, or whether it would be better to pursue a more dispersed pattern of development around the fringes of Derby.
- 2.1.51 Two sub-options are therefore presented as follows:

PUA HOUSING DELIVERY OPTION 1: MULTIPLE LOCATIONS

DISPERSE THE LOCATION OF MAJOR DEVELOPMENT AROUND MULTIPLE LOCATIONS.

- 2.1.52 This could involve the phased release of parts of sites from some or many of the locations listed in PUA Housing Options 1-5 above.
- 2.1.53 This would tend to increase the opportunity for people to access new housing and other services in a wider choice of locations. It may also disperse the impacts likely to be felt on existing services and facilities

but equally may not provide the critical mass needed to support major investment where it is really needed for example in green infrastructure or the road network.

- 2.1.54 Spreading the allocations across smaller sites would reduce the risk of the strategy being undermined in the event of a delay in the delivery of any given site by exposing the sites to a broader range of sub-market housing conditions. However, this would also mean that investment in major infrastructure would be more dispersed and the impacts of development would be felt across all quarters of the fringes of the City, particularly in relation to transport and visual impact.

PUA HOUSING DELIVERY OPTION 2: SINGLE LOCATION

CONCENTRATE MAJOR GROWTH IN A SINGLE LOCATION, PERHAPS IN A SINGLE TRANSPORT CORRIDOR.

- 2.1.55 This approach could involve trying to focus future development in as few locations as possible. Having fewer, larger sites may increase the likelihood of achieving the critical mass to provide major investment in public service, employment and other facilities. However, this would tend to increase the risk of housing provision falling short if, for whatever reason, development were delayed or did not happen.
- 2.1.56 This could mean that the impact of major growth may be more manageable by being focused in a single location. However, it might also mean that the benefits of growth (such as increased affordable housing or new green infrastructure) may only be delivered in one location.
- 2.1.57 Clearly, all the above options 1–5 are closely linked with choices on the overall Growth Options 1–3. A higher housing requirement (or a longer time period) would mean that more sites would need to be identified. This might mean that an option relying on a single location would not be sufficient to provide for development needs.

Which option do you prefer? are there any other PUA housing delivery options?

EMPLOYMENT LAND OPTIONS IN THE PRINCIPAL URBAN AREA

2.1.58 With the majority of South Derbyshire's housing growth being required to be located in the Principal Urban Area, it will be important to ensure the employment needs of the occupants of these new dwellings are considered and adequate land provision made. There are presently no substantial established employment premises or undeveloped industrial and business sites in this part of the District.

2.1.59 There appear to be three main options for providing for employment needs in the PUA, as follows:

PUA EMPLOYMENT OPTION 1: MIXED USE URBAN EXTENSIONS TO DERBY

ALLOCATE SITES FOR EMPLOYMENT ALONGSIDE HOUSING ALLOCATIONS IN THE SOUTH DERBYSHIRE PART OF THE PRINCIPAL URBAN AREA.

2.1.60 Employment could be provided a short travelling distance from new housing, limiting the length of journeys to and from the workplace and encouraging access on foot or by cycle. Potential investors would have a wide choice of development sites, both within and on the edge of the PUA, thus maximising opportunities for employment development. There could be potential to provide sites to meet the needs of employment sectors for which suitable sites could not be identified within Derby City. However, greenfield land would be lost within South Derbyshire with potential loss of countryside and landscape impacts. It should also be borne in mind that were this approach to result in a significant oversupply of employment land within the Principal Urban Area, it could prejudice the bringing forward of employment sites by undermining investor confidence, prejudice economic regeneration within Derby City by diverting investment elsewhere and blight land which might be more beneficially used for other purposes.

PUA EMPLOYMENT OPTION 2: WITHIN DERBY

TAKE ADVANTAGE OF DERBY CITY'S EMPLOYMENT LAND SURPLUS TO MEET THE NEEDS OF THOSE LIVING IN NEW HOUSING IN THE SOUTH DERBYSHIRE PART OF THE DERBY PUA.

- 2.1.61 This approach would result in a reduced need for development of greenfield land within the South Derbyshire part of the Derby PUA. Employment sites within the City could be accessible to residents of housing developments within the South Derbyshire part of the Derby PUA by public transport, cycle and on foot. Sites within the City would be more likely to be brought forward in the absence of competition from sites on the urban fringe, assisting in the regeneration of areas of economic deprivation. However, investors would be provided with a smaller choice of potential sites and there would be no opportunities to meet the needs of employment sectors for which suitable sites could not be identified within Derby.

PUA EMPLOYMENT OPTION 3: WITHIN SOUTH DERBYSHIRE AND DERBY

RELY IN PART UPON SITES WITHIN DERBY CITY TO MEET THE EMPLOYMENT NEEDS OF RESIDENTS OF NEW HOUSING DEVELOPMENTS WITHIN THE SOUTH DERBYSHIRE PART OF THE DERBY PUA

- 2.1.62 This represents a hybrid option and would involve making provision for employment land where suitable sites are not available within the City. Employment development sites within the City would be accessible to residents of housing developments within the South Derbyshire part of the Derby PUA by public transport, cycle and on foot. Sites within the City would be more likely to be brought forward in the absence of competing sites on the urban fringe, assisting in the regeneration of areas of economic deprivation. There would be potential to provide sites to meet the needs of employment sectors for which suitable sites could not be identified within Derby City, although there would be less need to develop greenfield land within South Derbyshire than would be the case under Option 1. However, some greenfield land would still be lost with potential countryside and landscape impacts.

Which option do you prefer? are there any other options in planning for employment in the PUA?

TRANSPORT OPTIONS IN THE PRINCIPAL URBAN AREA

- 2.1.63 It will be important for development in the Principal Urban Area to be planned so as to minimise the need to travel, and for the residual trips generated, so far as possible, to be capable of being undertaken by non-car modes.
- 2.1.64 This follows Government and regional policies on reducing highway congestion and carbon emissions, maximising accessibility to jobs, shopping, services and facilities for those lacking access to a private car, improving air quality, reducing road casualties and encouraging healthy lifestyles.
- 2.1.65 Nevertheless, it is likely that some highway infrastructure improvements may be necessary if unacceptable highway congestion is to be avoided. Travel must be considered both in terms of trips to destinations within the urban area and those leading beyond the urban area, e.g. for countryside recreation.
- 2.1.66 Much more background information on transport is set out in the Topic Paper. The following options present a range of alternative ways of planning for travel in the PUA:

PUA TRANSPORT OPTION 1: MINIMUM INTERVENTION

MAKE NO PROVISION TO ACCOMMODATE, OR TO INFLUENCE MODE OF TRAVEL, FOR TRIPS GENERATED BY NEW OR EXISTING DEVELOPMENT IN THE DERBY PRINCIPAL URBAN AREA.

- 2.1.67 This option presents a “do minimum” approach. Growth in highway congestion may, in itself, discourage the use of motorised vehicles and growth in journey lengths. However, growing congestion would have negative economic consequences resulting from lengthened travel times for road freight, business travel and tourism.
- 2.1.68 In any event, subject to ongoing transport modelling work, it may prove unfeasible to accommodate urban extensions to the City without major investment in transport infrastructure. For example, it was recently suggested at the conjoined inquiry into major housing sites in the Derby PUA that a new strategic road linking potential development sites north of the A50 may be needed.
- 2.1.69 Those lacking use of a private car would also be disadvantaged in accessing jobs, shopping, services and facilities, both within and

outside the city, due to lack of additional or improved cycling and walking infrastructure, public transport services or other measures to influence travel behaviour. Those using private cars, buses or taxis would be disadvantaged due to lengthened journey times.

- 2.1.70 Air quality would be likely to deteriorate through growth in highway traffic congestion and the potential to reduce carbon emissions would be missed. The opportunity to encourage healthier lifestyles would also be missed due to a lack of cycling and walking infrastructure and other measures to encourage changes in travel behaviour.

PUA TRANSPORT OPTION 2: DEMAND MANAGEMENT, WALKING AND CYCLING

ACCOMMODATE TRAVEL DEMAND GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON DEMAND MANAGEMENT, IMPROVEMENTS FOR PEDESTRIANS AND CYCLISTS AND MEASURES TO INFLUENCE TRAVEL BEHAVIOUR.

- 2.1.71 This option would prioritise investment in walking, cycling and measures to influence travel behaviour, such as car clubs, travel planning or a workplace parking levy. Growth in highway congestion could be reduced, minimising associated economic, air quality and carbon emission impacts. Those lacking a private car would have access to a choice of improved alternative means of transport and those currently using private cars would have access to a choice of improved alternative means of transport. New walking and cycling infrastructure, and other measures, to influence travel behaviour would also encourage healthier lifestyles.

PUA TRANSPORT OPTION 3: PUBLIC TRANSPORT

ACCOMMODATE TRAVEL GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON IMPROVED INFRASTRUCTURE AND SERVICES FOR PUBLIC TRANSPORT

- 2.1.72 Under this option, growth in highway congestion could be reduced, minimising associated economic, air quality and carbon emission impacts. All travellers, including those currently using private cars, would have access to improved public transport. Measures could include integrated ticketing, park and ride facilities and dedicated bus

lanes. It should be recognised that public transport solutions would be more costly than those addressed under Option 2.

PUA TRANSPORT OPTION 4: HIGHWAYS BASED IMPROVEMENTS

ACCOMMODATE TRAVEL GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON IMPROVED HIGHWAY INFRASTRUCTURE

2.1.73 This option would prioritise transport investment in highway schemes. The highway network and parking facilities would be able to accommodate more vehicles, improving access for private cars, buses and road freight vehicles. However, the scope to provide additional capacity may be limited in terms of physical and economic practicalities. Therefore, in some instances, this approach may offer only marginal capacity improvement, offering only short term relief to congestion as the overall volume of car based trips would continue to grow.

2.1.74 Those lacking use of a private car would be disadvantaged by the lack of additional or improved facilities and other measures to influence travel behaviour. Air quality might also deteriorate and potential to reduce carbon emissions would be missed, as would potential to encourage healthier lifestyles.

2.1.75 It should be recognised that major works solutions would be significantly more costly than those addressed under Options 2 and 3. However, as noted in paragraph 2.1.68 above, some major investment in highways may be inevitable in accommodating large-scale housing growth on the periphery of Derby. The emerging evidence base/transport modelling will provide more information on the need for this.

Which option do you prefer? Are there any other options in planning for travel in the PUA?

2.2 Swadlincote, the Villages and other Rural Places

(The “Non-PUA”):

HOUSING OPTIONS AWAY FROM THE PUA

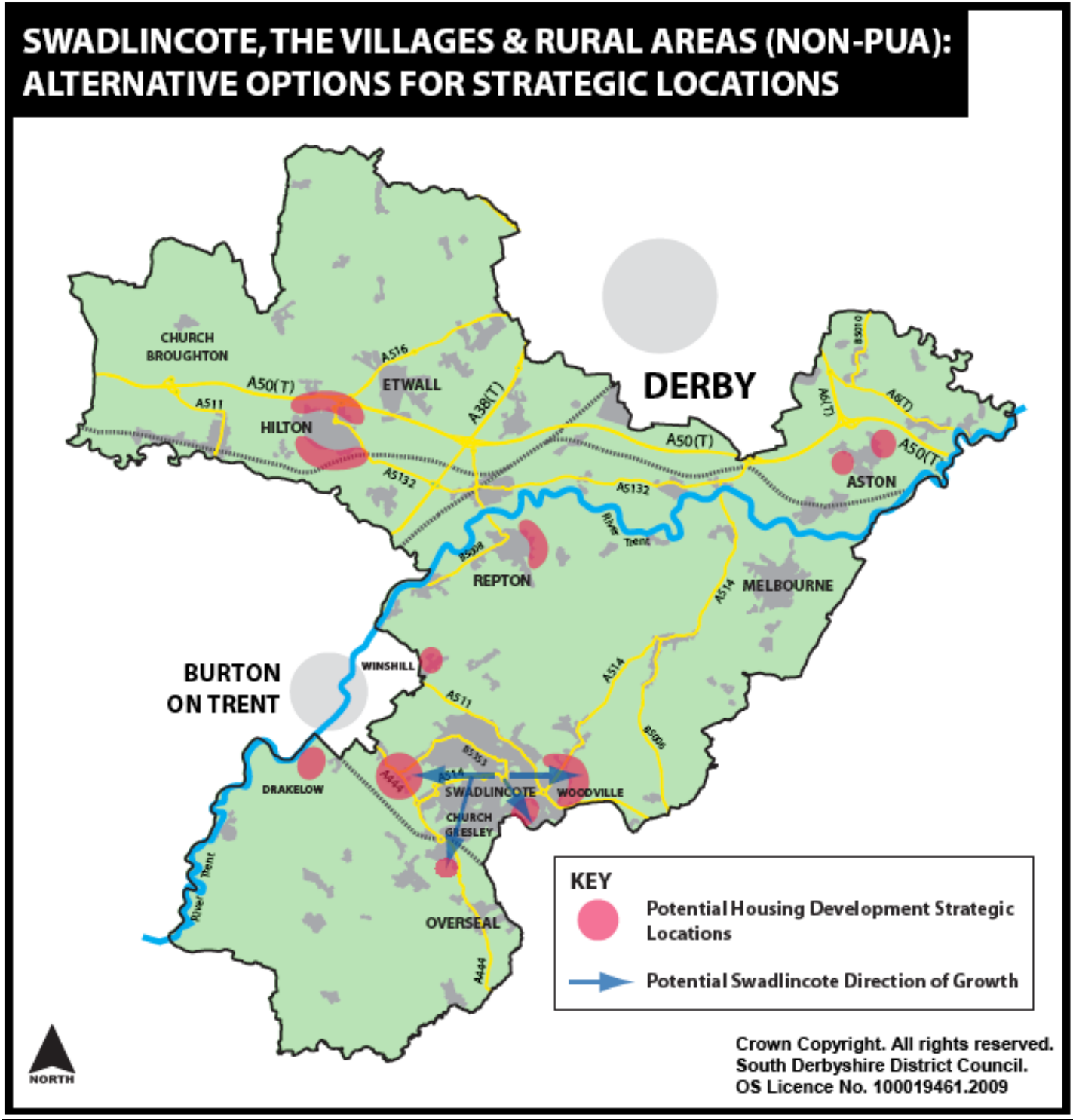
- 2.2.1 As part of the overall “urban concentration” approach, the Regional Plan requires the development of any housing not required in the Derby PUA to be located “ ... mainly in Swadlincote, including sustainable urban extensions as necessary”. This reflects the fact that Swadlincote is designated a “Sub-Regional Centre” (“SRC”) in view of the need and opportunities for regeneration in the area.
- 2.2.2 Equally, however, the Plan also makes clear in Policy 3 that the development needs of other settlements and rural areas should be provided for. This relates closely to debate and thinking at national level on the need to plan for sustainable rural areas.⁴
- 2.2.3 Although the RSS requires the development of at least 5,600 dwellings in this area, the total requiring new land allocations amounts to around 2,100 when actual completions and new planning permissions since 2006 are taken into account.
- 2.2.4 Whilst most additional housing is required to be delivered around Swadlincote, there are important choices to be made over how and where the remainder (which could be a considerable proportion) should be located.
- 2.2.5 It should again be noted that these options are closely tied in with choices on overall Housing Growth Options 1-3. A higher proportion of development being allocated to the PUA would result in less land needing to be allocated in the Swadlincote and villages/rural areas.
- 2.2.6 The SHLAA has also identified a potential development option on the site of the former Drakelow Power Station. Both the East Midlands Regional Plan and the emerging West Midlands Regional Spatial Strategy indicate that this might, if cross border studies concluded it were necessary, help meet the development needs of Burton-upon-Trent. This arose from a concern that insufficient land might be

⁴ See in particular “A Living Working Countryside: The Taylor Review of Rural Economy and Affordable Housing”, July 2008.
www.communities.gov.uk/publications/planningandbuilding/livingworkingcountryside

available within East Staffordshire to meet the Growth Point development needs of the Burton area.

- 2.2.7 However, no evidence has been provided that it will be necessary to search for urban extensions in South Derbyshire to meet the needs of Burton. Development land is therefore potentially available in this location to meet the development needs of the “non-PUA” parts of South Derbyshire.
- 2.2.8 Taking into account all of the above, we have identified a number of options which would pursue very different alternative strategies. Common to them all, for reasons of conformity with the Regional Plan, is a minimum of around 1,100 dwellings to be built in and around Swadlincote between 2009-2026. The first would fit most closely with the Regional Plan and concentrate practically all new development in and around the town. The other options explore variations of more dispersed strategies allocating a greater proportion of development to either major brownfield sites and/or to named settlements.
- 2.2.9 It should be noted that although broad locations for growth are indicated in the following options, as with the PUA, the comprehensive testing of the larger development options will be explored early in 2010 through a ‘Sustainable Urban Extensions and Strategic Sites’ study. In all cases, detailed consideration will also need to be given to the need to provide new community services, facilities and infrastructure. This may involve providing new local centres and/or identifying existing villages as key service centres as we move towards a preferred strategy.
- 2.2.10 The main site locations are identified in diagram 2 below. More detailed diagrams showing specific sites from the SHLAA are included in Appendices 3-7.

Diagram 2



NON-PUA HOUSING OPTION 1: SWADLINCOTE FOCUSED GROWTH

2.2.11 Under this option, a strategy of maximum urban concentration would be pursued, focusing practically all development in and around the town (and Sub-Regional Centre) of Swadlincote.

Opportunities, Constraints and Possible Implications might be ...

2.2.12 Given the potential site opportunities identified in the SHLAA, this option would rely most heavily on urban extensions on greenfield land. Development in villages would be very limited, being restricted to rural affordable 'exception' sites, sites allocated solely for affordable housing and/or infill development within existing settlement boundaries. The major brownfield site opportunities would also remain undeveloped for housing but may be re-used for new employment uses.

2.2.13 This option would provide maximum support to the Sub-Regional Centre of Swadlincote as a shopping and commercial destination and may offer the greatest scope for access to jobs, services and facilities by cycling, walking and public transport. However, it could also mean that new employment opportunities would be less likely to be able to be accommodated immediately surrounding the town and could lead to more peripheral greenfield development.

2.2.14 Whilst a comprehensive study of the likely effects of the larger potential development sites identified through the SHLAA are yet to be examined in detail, this option would threaten most the landscape setting of the town, which is contained by important undeveloped ridgelines. It would also be likely to mean maximum additional pressures on the local road network in particular, which has already seen considerable house-building in recent years as well as other forms of infrastructure.

2.2.15 Equally, this option would be the least likely to assist in the sustainable development of the villages and rural areas, and would not, in particular, be likely to offer any help in addressing rural housing affordability.

2.2.16 Similarly, in relying on Swadlincote as a single growth location rather than providing a choice of locations for new housing, there would be a greater risk of the strategy failing to produce the required levels of development in the event of local market difficulties. There would also be a more limited choice of locations for people trying to access the housing market in South Derbyshire.

NON-PUA HOUSING OPTION 2: SWADLINCOTE AND LIMITED DEVELOPMENT IN NAMED VILLAGES

- 2.2.17 This option would still involve most development occurring in Swadlincote but would also see some selective growth allocations being made in specific named villages where development potential exists as indicated through the SHLAA.
- 2.2.18 The Area Profiles and the SHLAA which accompany this consultation provide an indication of the circumstances, constraints and opportunities for further development in the villages.

Opportunities, Constraints and Possible Implications might be ...

- 2.2.19 This option could still offer support for the SRC of Swadlincote whilst potentially relieving some of the pressures on the town's infrastructure by allowing a measure of growth and development within and adjoining named villages where such development potential occurs.
- 2.2.20 In general, the benefits could mean that the market is provided with a broader spread of locations for new development, providing greater choice and reducing the risk of the strategy failing to produce the required levels of development. In particular, this option could provide increases in affordable housing in the rural areas of the District and could provide some support for shops, pubs, post offices and other services and facilities.
- 2.2.21 Whilst this option would promote limited development in villages, it may also pose some threat to their character. There may also be problems (to be identified) in providing any necessary supporting infrastructure in all the places where it is needed.

NON-PUA HOUSING OPTION 3: SWADLINCOTE AND MAXIMUM DEVELOPMENT IN NAMED VILLAGES

SWADLINCOTE AND MAXIMUM ALLOCATION OF DEVELOPMENT IN NAMED VILLAGES OR RURAL LOCATIONS WHERE DEVELOPMENT POTENTIAL EXISTS

- 2.2.22 This option would still involve channelling the majority of growth to Swadlincote but also would allow much higher rates of development in rural areas including one or more major village extensions. This is similar to Non-PUA Housing Option 2 but could also include larger site opportunities. The SHLAA indicates there are several locations where

significant development potential exists in and around villages – with land for large village extensions most notably around Hilton, Aston and Repton. Development interest has also been raised on greenfield land adjoining the Winshill area which would be extensions to Burton-upon-Trent Land.

- 2.2.23 The Area Profiles and the SHLAA which accompany this consultation also provide an indication of the circumstances, constraints and opportunities for further development in the villages.
- 2.2.24 If this option were to be pursued, a detailed appraisal of the likely effects on the local areas would need to be undertaken.
- 2.2.25 In general, the benefits could mean that the market is provided with a broader spread of locations for new development, providing greater choice and reducing the risk of the strategy failing to produce the required levels of development.
- 2.2.26 Clearly, however, promoting more development in villages would tend to provide many more opportunities for supplying affordable housing in rural areas and may, in some cases, assist with improving public transport in rural areas. It might also assist with attracting a stronger employment base as well as safeguarding shops, pubs, post offices and other services and encourage the creation of new facilities.
- 2.2.27 However, balanced against this would be the considerable potential for undermining the character and local distinctiveness of rural settlements. The potential to implement this option might therefore be limited when environmental and other constraints are taken into account. For example, in the far south of the District around the rural villages of Overseal and Netherseal, there is evidence that new development could give rise to unacceptable impacts of a nature conservation site of European Importance (the River Mease Special Area of Conservation). This could significantly curtail development potential around these villages. There would also be likely to be increases in the number and length of car journeys and congestion. Equally importantly, it may prove very difficult to secure the developer contributions required to provide essential investment in the social, physical and green infrastructure to support the strong levels of housing growth required by the Regional Plan. This option would also tend not to support the overall intention of the RSS to support the regeneration of Swadlincote and would require a fundamental review of the District's "settlement hierarchy" and, potentially, the boundaries of the various village confines.

NON-PUA HOUSING OPTION 4: SWADLINCOTE AND DRAKELOW

SWADLINCOTE AND REDEVELOPMENT OF A MAJOR BROWNFIELD DEVELOPMENT SITE AT THE FORMER DRAKELOW POWER STATION

- 2.2.28 Both national planning policy statements and the East Midlands Regional Plan identify the re-use of previously developed (brownfield) land as a priority in achieving regeneration, safeguarding greenfield land and achieving sustainable development.
- 2.2.29 Large redundant brownfield sites exist at former power stations at Willington and Drakelow.
- 2.2.30 The merits of housing redevelopment at Willington have recently been considered in detail and rejected by the Secretary of State through a conjoined inquiry into sites in the Derby area. It is also the case that the site has not been actively promoted through the SHLAA process by the site owners. The Council do not therefore regard this site as having any potential for residential development within this Core Strategy period.
- 2.2.31 The site of the former Drakelow Power Station, however, has been identified by the site promoters and is currently the subject of a planning application for over 2,200 dwellings along with employment land and other related uses.

Opportunities, Constraints and Possible Implications might be ...

- 2.2.32 This option could mean that the entire housing requirement of the District away from the Derby PUA could be met on this single development site. In practice, however, the development would be likely to be built out over a long time period and continue beyond the end period of the Core Strategy of 2026. Coupled with the need to ensure a rolling five year supply of housing, and accord with the overall RSS strategy of achieving regeneration in Swadlincote, this would mean that this development would be in addition to other major sites/urban extensions in the town. This option would therefore mean that housing provision would exceed the amount required by the Regional Plan up to 2026.
- 2.2.33 In its favour, development here would involve the re-use of a very substantial “brownfield” site which would accord with the national and regional targets of achieving 60% of new housing on such land. Whilst the proportion of brownfield completions has been consistently high in South Derbyshire, recent Annual Monitoring Reports have highlighted

the likelihood that this will fall significantly as greenfield extensions (particularly to the PUA) occur in the coming years. Development at Drakelow would therefore assist in redressing that trend.

- 2.2.34 This option would also mean that the impact of development would be felt least by existing communities. As a very large development site, this would also provide considerable opportunities for the development of a wide range of types of housing including substantial numbers of affordable housing in this Burton–Swadlincote housing sub-market. The development could also be accompanied by a substantial amount of new employment land and potentially new essential services such as primary schools and green infrastructure/open space.
- 2.2.35 Against this, however, must be weighed the fact that this strategy does not accord exactly with the RSS strategy of focusing development mainly in Swadlincote. In order to comply with the RSS, some of the development will need to be additional to the minimum RSS requirement and/or involve development beyond 2026. As such, it could harm confidence in housing investment in the Swadlincote urban area particularly in the short-term as the economy recovers from recession. Whilst there may be opportunities for providing public transport, walking and cycling into the development – particularly in connecting to Burton-upon-Trent - it may not offer the best opportunities for supporting and investment in public transport services in Swadlincote.
- 2.2.36 Similarly, whilst new employment land could be provided adjacent to major new house-building, it would not relate well to existing and proposed areas of much-needed employment land in and around the SRC of Swadlincote. In particular, this would not assist with efforts to bring about investment in jobs in the Woodville area.
- 2.2.37 This option (like Non-PUA Housing Option 1) would also mean that development in rural areas and villages would be very limited and would not provide a choice of locations for accessing affordable housing.

Which option do you prefer? If you prefer either option 3 or option 4, which villages should be allocated for development? Are there any other options in planning for non-PUA housing?

SUB-OPTIONS FOR DIRECTIONS OF GROWTH IN SWADLINCOTE

- 2.2.38 This is a sub-option of the above non-PUA housing options and recognises that under any scenario, significant development in and around Swadlincote will be needed. Diagram 2 above indicates where some of the larger housing site opportunities are located. These are amalgamations of smaller sites, details of which are in appendices 3-7. The majority of sites will be allocated in a subsequent Site Allocations document. However, the Core Strategy will need to show broad areas where future housing will be required to be built.
- 2.2.39 The 'call for sites' exercise has indicated that there appear to be three main "directions" of growth that might be considered for extensions to Swadlincote:

SWADLINCOTE HOUSING SUB-OPTION 1:

EXTENSIONS TO THE WEST AND SOUTH WEST OF SWADLINCOTE

- 2.2.40 This option comprises a number of individual sites including sites lying adjacent to the existing Swadlincote urban boundary to the west of the A444, and within the urban boundary on land currently allocated for employment development in the South Derbyshire Local Plan on land south of Cadley Hill Road. It also includes land at Castle Gresley to the west of Mount Pleasant Road.
- 2.2.41 Depending on the split of development between Swadlincote and the villages to be selected, this general location is unlikely to be able to provide, on its own, sufficient housing to meet the RSS requirement. It also comprises some land which is physically disconnected from the town, would involve the loss of some greenfield land and may harm important ridge lines. The impact on the character of the countryside is also likely to be a significant issue here in the event of this option being selected. The land to the south of Cadley Hill Road would also involve the loss of committed employment land, for which replacement land would need to be identified.
- 2.2.42 This general location is reasonably related to the focus of new and existing employment opportunities around Tetron Point and Heathcote Road, and the area is potentially well related to the A444.

SWADLINCOTE HOUSING SUB-OPTION 2:

EXTENSIONS TO THE EAST OF SWADLINCOTE

- 2.2.43 This “direction of growth” comprises three main sites at Broomy Farm, land to the north of Goseley and land to the north of the A514 High Street, Woodville.
- 2.2.44 This general location could yield a total of around 1,600 dwellings and therefore would not, by itself, be adequate to meet the full housing requirement. As with Sub-Option 1, there are likely to be significant issues around landscape and character to consider, as well as the likely impact on the already heavily congested Clock roundabout. This general location is one which has seen significant amounts of employment land having been lost (to housing development) in recent years and is not well related to major new employment development to the west of the town.

SWADLINCOTE HOUSING SUB-OPTION 3:

EXTENSIONS TO THE SOUTH OF SWADLINCOTE

- 2.2.45 This option identifies two main sites comprising land at Church Gresley and land at Woodville within which the need for a relief/regeneration road and new employment development has already been identified by the Council. The latter is the subject of its own set of options (see pages 49-50 below).
- 2.2.46 This general location also includes greenfield land to the south of Church Gresley. This development option would therefore also pose difficulties in terms of loss of green spaces and the relationship to the existing settlement.

SWADLINCOTE HOUSING SUB-OPTION 4:

A COMBINATION OF LOCATIONS

- 2.2.47 The final option to be considered in looking at directions of growth for Swadlincote, is a combination of the above. This may have advantages in dispersing the impact on local services and the sites’ surroundings. However, it may prove more difficult to achieve the

critical mass needed to provide major pieces of infrastructure in the event that any are needed.

Which sub-option or combination of sub-options do you prefer? Are there any other sub-options regarding directions of growth in Swadlincote?

DRAFT

EMPLOYMENT OPTIONS AWAY FROM THE PUA

- 2.2.48 Away from the PUA in South Derbyshire, the priority is to support the diversification of the local economy, both in Swadlincote and the rural areas, particularly encouraging growth in the knowledge-based sectors, tourism and the woodland economy. Particular emphasis is given to nurturing fledgling businesses and providing for their growth requirements within the District. It will also be important to meet employment land needs arising from major urban extensions to Derby. At the same time, the needs of existing businesses must be met, including the expansion of established premises, where appropriate.
- 2.2.49 As noted in the preceding section, the Regional Plan directs significant new housing development to Swadlincote and there are options for distributing part of the housing provision among the rural settlements. For sustainability reasons it may be desirable to distribute employment land provision among the same general locations as any new housing provision. However it will be important to ensure that any employment locations selected are attractive to potential developers and occupants.
- 2.2.50 Existing allocations for new employment sites (in the South Derbyshire Local Plan) are located at land south of Cadley Hill and at Tetron Point on William Nadin Way in Swadlincote, Dove Valley Business Park and the former Hilton Depot.
- 2.2.51 The need to bring about regeneration in the Woodville area (see separate options on pages 49-50) means that new employment land will be needed in that area under either of the following options. However, outside of that area the alternative choices appear to be:

NON-PUA EMPLOYMENT OPTION 1: NO ADDITIONAL PROVISION

RETAIN THE EXISTING LEVEL OF EMPLOYMENT LAND PROVISION IN THE ADOPTED LOCAL PLAN FOR EMPLOYMENT DEVELOPMENT, BUT IDENTIFY NO ADDITIONAL LAND (OTHER THAN IN THE WOODVILLE REGENERATION AREA).

- 2.2.52 This option would potentially mean a reduced need to identify greenfield sites for new development thus minimising adverse landscape and countryside impacts. Furthermore, limiting

employment land supply in the northern parishes could assist in the economic regeneration of Derby by directing investment to sites within the city, some of which are accessible by bus, train or cycle from parts of South Derbyshire. However, there would be no opportunity to identify additional employment land within the area thereby limiting investment opportunities and potentially constraining economic growth. There would be little scope to balance any new housing provision, assist in the economic regeneration of the Swadlincote urban area and address unsustainable outward commuting patterns.

NON-PUA EMPLOYMENT OPTION 2: INCREASED PROVISION

ALLOCATE NEW LAND FOR INDUSTRIAL AND BUSINESS DEVELOPMENT IN THE AREA.

- 2.2.53 It would be possible to identify additional employment development land in the Swadlincote urban area and/or the larger villages thereby balancing any new housing provision and addressing unsustainable outward commuting patterns. As indicated on pages 49-50, a need for additional employment land in Woodville in particular has previously been identified. There is also potential for new employment land at the former Drakelow Power Station (currently the subject of a mixed housing/employment planning application).
- 2.2.54 The development industry has indicated a number of other areas of land on which additional employment development could take place including extensions to existing sites at Dove Valley Park and Tetron Point (Swadlincote). However, there could be losses of greenfield land with countryside and landscape impacts and excessive employment land provision in the northern part of the District could divert industrial and business investment from Derby, thereby detracting from the economic regeneration of the City. Accessibility would also be a key consideration in assessing the options for any new employment development.

Which option do you prefer? Are there any other options in planning for employment in the non-PUA area?

TRANSPORT OPTIONS AWAY FROM THE PUA

- 2.2.55 It will be important for development in this part of the District to be planned so as to minimise the need to travel, and that the residual trips generated should, as far as possible, be capable of being undertaken by non-car modes.
- 2.2.56 This follows clear Government and regional policies on reducing highway congestion and carbon emissions, maximising accessibility to jobs, shopping, services and facilities for those lacking access to a private car, improving air quality, reducing road casualties and encouraging healthy lifestyles.
- 2.2.57 Nevertheless, it is likely that some highway infrastructure improvements may be necessary if unacceptable highway congestion is to be avoided.
- 2.2.58 In this predominantly rural area containing the urban core of Swadlincote, appropriate transport provision will be needed to meet the needs of new development. Previous sections have already established there will be significant new housing and associated development in the Swadlincote urban area. There may also be significant housing and some employment development at the former Drakelow Power Station and in some of the villages.
- 2.2.59 In some rural settlements poor access to jobs, shopping, services and facilities for those lacking use of a private car is an issue, particularly in relation to areas poorly served by public transport. This is a matter of particular concern in the north western parishes and in the National Forest where there is a need to encourage sustainable access to facilities and services.
- 2.2.60 Poor transport connections for journeys between the north and south of the District have also been highlighted as an issue. At Swarkestone Causeway, concerns have been raised about traffic congestion, highway safety and damage to the historic monument. Traffic congestion has also been raised as an issue in relation to the A511 as it passes through Hatton.
- 2.2.61 Passenger rail services pass through the area between Derby and Crewe, stopping at Hatton/Tutbury station, and between Derby and Birmingham, stopping at Willington station. Whilst the former provides an hourly service, the number of services stopping at Willington is limited. It has been suggested that passenger rail facilities in the area could be improved to encourage greater use. The established rail infrastructure has also given rise to pressure for rail freight terminal development in the A50 and A38 corridors (see pages 51-54).

- 2.2.62 Detailed feasibility studies have been undertaken to assess the potential viability of a passenger rail service using the rail line connecting Burton-upon-Trent to Leicester, which is currently used for freight. However, the studies show that such a service would need to be subsidised and that the cost of doing so would be prohibitive. There may, however, be potential to further develop the freight role of the line.
- 2.2.63 Throughout the area the greenway and cycleway networks continue to expand and provide a means of transport as well as a leisure and tourism asset in their own right. The development of these networks, together with improved public transport services, will be particularly important in the National Forest for recreation and as a means of providing sustainable access to visitor attractions and facilities.
- 2.2.64 The compact nature of the Swadlincote urban area means that it lends itself to trips on foot and by cycle, although there is a need to develop the necessary infrastructure in order to encourage this and to enable sustainable access for leisure and recreation from the urban area to the surrounding countryside.
- 2.2.65 As well as trips taking place wholly within the area, consideration will need to be given to the impact of journeys to and from the northern parishes to neighbouring areas, both within South Derbyshire and beyond, including urban centres.
- 2.2.66 There is significant movement between Swadlincote and the neighbouring urban centres of Burton-upon-Trent and Ashby, particularly the former. Whilst we have, and are, developing more jobs, shopping, services and facilities in Swadlincote in order to reduce outward travel, it is likely that a significant number of trips will continue to be made between the neighbouring settlements.
- 2.2.67 Work so far undertaken on the Woodville to Swadlincote Town Centre Area Action Plan (see pages 49-50) highlights the need for the development of the Woodville Regeneration Route to help relieve traffic congestion at Woodville and enable the re-development of underused land.
- 2.2.68 The possibility of a new River Trent highway crossing near Drakelow has also been mooted in recent years as part of a potential new highway linking Swadlincote to the A38 and A42, although this is not a scheme being actively promoted by any regional or local bodies. Consent has been granted for a new river crossing at Walton on Trent in connection with existing business activities in the area.
- 2.2.69 The Highways Agency is concerned to minimise growth in traffic volumes on the A50 and A38 trunk roads, meaning that any new

development in these road corridors will need to be subject to particular scrutiny in this respect.

- 2.2.70 Given the growth requirements and other circumstances in the non-PUA area, there appear to be four main transport options:

NON-PUA TRANSPORT OPTION 1: MINIMUM INTERVENTION

MAKE NO PROVISION TO ACCOMMODATE OR INFLUENCE MODE OF TRAVEL FOR TRIPS GENERATED BY NEW OR EXISTING DEVELOPMENT.

- 2.2.71 This option presents a “do minimum” approach. Under this option, highway congestion would be likely to grow, resulting in lengthened journey times for private car and bus users with negative economic consequences. At Swarkestone Causeway, traffic congestion, safety concerns and physical damage to the ancient monument would persist, whilst at Hatton congestion on the A511 would not be addressed. At Occupation Lane, Woodville, the absence of the proposed Swadlincote Regeneration Route phase 2 would prejudice the release of potential development land and congestion at the Clock roundabout would not be addressed.

- 2.2.72 Those lacking use of a private car would continue to be disadvantaged in terms of access to jobs, shopping, services and facilities, particularly in rural areas where there are few facilities and little or no public transport. Those using private cars or public transport would also be disadvantaged due to lengthened journey times. Potential to encourage healthier lifestyles, grow the tourism economy and provide for local recreational needs could remain untapped without further expansion in greenway and cycling infrastructure. Potential opportunities to transfer freight from road to rail would be missed. The potential to reduce carbon emissions would be missed and air quality in neighbouring urban centres would deteriorate due to growth in highway congestion.

NON-PUA TRANSPORT OPTION 2: DEMAND MANAGEMENT, WALKING AND CYCLING

ACCOMMODATE TRAVEL DEMAND GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON DEMAND MANAGEMENT, IMPROVEMENTS FOR PEDESTRIANS AND CYCLISTS AND MEASURES TO INFLUENCE TRAVEL BEHAVIOUR.

2.2.73 This option would prioritise investment in walking, cycling and measures to influence travel behaviour such as car clubs, travel planning and a workplace parking levy. Growth in highway congestion could be reduced, minimising associated economic, air quality and carbon emission impacts. Those lacking a private car and those currently using a private car would have improved access to a choice of alternative means of transport. Healthy lifestyles would be encouraged.

2.2.74 However, at Swarkestone Causeway, traffic congestion, safety concerns and physical damage to the ancient monument could persist and at Hatton traffic congestion on the A511 would not be addressed. As a consequence of not implementing the Swadlincote Regeneration Route, Phase 2, current traffic congestion at Woodville would not be addressed and the possible release of land for development at Occupation Lane would be prejudiced.

NON-PUA TRANSPORT OPTION 3: PUBLIC TRANSPORT

ACCOMMODATE TRAVEL GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON IMPROVED INFRASTRUCTURE AND SERVICES FOR PUBLIC TRANSPORT

2.2.75 Under this option, growth in highway congestion could be reduced, minimising associated economic, air quality and carbon emission impacts. Those lacking and those currently using a private car could have improved access to a choice of alternative means of transport. In those parts of rural areas not currently well served by public transport, provision could be made to improve access to jobs, shopping, services and facilities by such means as upgrading community transport services and providing better information on transport choices. Rail could provide an alternative to road freight for goods travelling over long distances.

2.2.76 However, at Swarkestone Causeway, traffic congestion, safety concerns and physical damage to the ancient monument could persist and at Hatton traffic congestion on the A511 would not be addressed. As a consequence of not implementing the Swadlincote Regeneration Route, Phase 2, current traffic congestion at Woodville would not be addressed and the possible release of land for development at Occupation Lane would be prejudiced.

2.2.77 It should be recognised that public transport solutions would be likely to be more costly than those addressed under Option 2.

NON-PUA TRANSPORT OPTION 4: HIGHWAYS BASED IMPROVEMENTS

ACCOMMODATE TRAVEL GENERATED BY NEW AND EXISTING DEVELOPMENT BY FOCUSING ON IMPROVED HIGHWAY INFRASTRUCTURE

- 2.2.78 This option would see investment devoted to highway-based solutions. The highway system and parking facilities would be able to accommodate more vehicles, improving access for private cars, buses and road freight vehicles pending further growth in traffic volumes. At Swarkestone Causeway traffic congestion, safety concerns and damage to the ancient monument could, potentially, be addressed as could traffic congestion at the A511 in Hatton, subject to further evidence gathering and feasibility work. The Swadlincote Regeneration Route phase 2 could be pursued.
- 2.2.79 Additional highway capacity could in itself encourage growth in private car use, thus reducing overall benefits in terms of congestion reduction. Those lacking use of a private car would be disadvantaged in terms of access to jobs, shopping, services and facilities, due to lack of additional or improved cycling, walking or public transport infrastructure, and other measures to influence travel behaviour. However, there are likely to be major difficulties in securing funding to fully implement this option.
- 2.2.80 Public transport reliability could be improved for some journeys, pending further growth in traffic volumes, but there would be no other measures to improve services. Any growth in volumes of motorised traffic generated by highway infrastructure schemes could exacerbate air quality problems in neighbouring urban centres and potential to reduce carbon emissions would be missed. Potential to encourage healthier lifestyles would be missed due to lack of cycling and walking infrastructure and other measures to encourage changes in travel behaviour.
- 2.2.81 It should be recognised that major works solutions would be significantly more costly than those addressed under Options 2 and 3, and schemes would need to be subject to rigorous viability testing.

Which option do you prefer? Are there any other options in planning for transport in the non-PUA area?

REGENERATION IN SWADLINCOTE AND WOODVILLE

- 2.2.82 The Council has already identified the need to bring about redevelopment of land between Woodville and Swadlincote town centre (see Employment Topic Paper and the Council's website for more information). This significant site is key to the future prosperity of Swadlincote presenting an opportunity to re-use poorly restored land formerly used for mineral working to provide space particularly for small to medium size businesses in the Swadlincote area. It is also an opportunity to provide relief to chronic traffic congestion at the Clock Roundabout whilst at the same time improving access to Swadlincote from the A42 to the east through the construction of the Woodville Regeneration Route. As well as providing land for jobs and improved access, there is the opportunity to "repair" the built up parts of the Woodville area, provide enhanced green spaces and tree planting reflecting its key location in the Heart of the National Forest, and new community facilities.
- 2.2.83 The Council had been preparing an Area Action Plan ("AAP") in advance of the Core Strategy. However, revised government rules now require the overall strategy to be established through the Core Strategy before an AAP can be prepared.
- 2.2.84 It is therefore intended that the key aspects of the redevelopment of the area should be pursued through the Core Strategy.
- 2.2.85 Much consultation has already taken place with the local community on development principles in this area. (Details of the options previously considered are available to view on the Council's website www.south-derbys.gov.uk). It is clear that there is strong support for the principle of the Regeneration Route/relief road and bringing forward economic development on the land. Housing, in particular, was not strongly supported particularly given the high levels of recent development in the area.
- 2.2.86 The Council has undertaken some work in preparing a preferred proposal for the redevelopment of the area and has had initial discussions with prospective developers about the viability of delivering economic development and the road infrastructure needed on this land.
- 2.2.87 However, the development issues are complex: there are several land ownerships involved across the indicative alignment of the Regeneration Route and indications are that there are land instability and contamination complications. Further consultation is required with

the land owners and other relevant parties on development viability and deliverability. However, the main options appear to be:

OPTION REGENERATION 1: EMPLOYMENT-LED REGENERATION

- 2.2.88 This option is in line with the outcome of previous consultations and has been the Council's preferred strategy. It involves promoting the area for comprehensive employment development incorporating the Woodville Regeneration Route.
- 2.2.89 It would predominantly involve business and manufacturing development together with small amounts of other uses such as housing on key road frontages and the provision of community facilities on Moira Road. It appears this option would need substantial investment from public or third party sources and may mean development would only be viable in the long term, perhaps towards the end of the Core Strategy period or beyond.

OPTION REGENERATION 2: MIXED USE RE-DEVELOPMENT

- 2.2.90 This is similar to Option 1 but would incorporate other land uses (such as housing) as necessary to achieve financial viability.
- 2.2.91 This option would include higher value land uses sufficient only to enable the delivery of the package of employment and road development required. Certain land uses such as major retail development would clearly be unacceptable on the basis of established national planning policies even if they were to assist with local implementation. There may be other uses, however – particularly housing - which could, if properly planned, make the difference in enabling improvements in the short to medium term. This Option, too, could involve seeking funding from Government or other public sector sources albeit to a lesser degree.

Which option do you prefer? Are there any other options in planning for regeneration?

3. Strategic Distribution (Logistics) Facilities

- 3.1 The East Midlands Regional Freight Strategy sets a target of generating an additional thirty freight train movements with origins and/or destinations within the East Midlands per day. The target is intended to anticipate increasing volumes of freight and effect a shift from road to rail. The Strategy and a subsequent Strategic Distribution Study also indicate that, in order to achieve this, a significant proportion of new warehouse and distribution development will be needed on sites served by rail.
- 3.2 In line with this, Policy 21 of the Regional Plan "Strategic Distribution", requires local authorities, the East Midlands Development Agency ("emda"), the Highways Agency, Network Rail and others to work together with the private sector to bring forward sites for strategic distribution use.
- 3.3 Within the Three Cities part of the Region, the policy states a preference for new sites in the Derby HMA, the Nottingham Core HMA and the Leicester/Leicestershire HMA. In allocating new sites in LDFs, priority is to be given to sites which can be served by rail and operate as inter-modal terminals. A number of other detailed criteria for selecting sites are also included.
- 3.4 Given the obvious market relationships between such major employment sites, a key issue will be to ensure the right number of sites are provided within the Three Cities area to meet identified needs, and in the right locations. It is clear that a co-ordinated approach between Housing Market Areas is needed.
- 3.5 To assist in this, emda is to commission a Strategic Distribution Site Identification Study on behalf of the local partners. This will examine potential sites in the Derbyshire/Leicestershire/Nottinghamshire area and take into account existing and potential sites in neighbouring areas including the West Midlands. In addition to considering the Regional Plan Policy 21 criteria, the emda study will look at the technical and economic viability of each potential site.
- 3.6 Pending the outcome of this exercise, we are unable to conclude whether any suitable sites will be identified in the Derby HMA. Nevertheless, it is important at this stage to seek views as to whether and where such development could be accommodated within the HMA in the event that the allocation of a site or sites becomes necessary.

- 3.7 We have therefore identified a number of potential broad locations based on submissions from landowners and the findings of the Derby HMA Employment Land Review, and those lying in South Derbyshire are presented below as alternative options. (Option 4 relates to land which lies primarily within Derby City Council's area but may include land in South Derbyshire). Each of the options offers the potential to bring economic development and employment benefits, but may also present community and environmental disbenefits, to a greater or lesser degree. They could also lead to the loss of spare capacity or growth in traffic congestion on trunk roads and railway lines within the HMA. In proposing any specific location, we would need a full assessment of the likely impacts arising from such development. Any unacceptable impacts would need to be mitigated. Some of the other advantages and disadvantages relating to each site are listed below.
- 3.8 A planning application has already been submitted for a rail-served strategic distribution facility at Burnaston Cross, which lies at the A38/A50 junction. The application is currently the subject of a planning appeal and the Secretary of State is not expected to issue a decision before Spring 2010. The outcome may clearly have a bearing on strategic distribution provision both within the HMA and beyond.

STRATEGIC DISTRIBUTION OPTION 1: A38/A50 AREA

ALLOCATE LAND AT THE A38/A50 JUNCTION WITH ACCESS TO THE DERBY-CREWE RAILWAY LINE.

- 3.9 This location would potentially allow access to the A38 and A50, plus rail access to the Derby Crewe line. However, the land in this area is previously undeveloped and there is potential contamination in parts relating to previous uses.

STRATEGIC DISTRIBUTION OPTION 2: WILLINGTON POWER STATION

ALLOCATE LAND AT THE FORMER WILLINGTON POWER STATION SITE WITH ACCESS TO THE DERBY-BIRMINGHAM RAILWAY LINE.

- 3.10 This location would involve the reuse of previously developed land and may offer potential access to the Derby-Birmingham railway line, however, access to the trunk road network is very poor, the land may be subject to flood risk in parts and is likely to be contaminated owing to its previous use. Furthermore, the owners have expressed a preference to develop a new gas fired power station in this location.

STRATEGIC DISTRIBUTION OPTION 3: DRAKELOW POWER STATION

ALLOCATE LAND AT THE FORMER DRAKELOW POWER STATION SITE WITH ACCESS TO THE BURTON-LEICESTER RAILWAY LINE.

- 3.11 This location would involve the reuse of previously developed land and may offer potential access to the Burton-Leicester railway line. However, access to the trunk road network is very poor, the land may be subject to flood risk in parts and is likely to be contaminated owing to its previous use. Furthermore, the owners have obtained planning consent to develop a gas fired power station in this location and have recently submitted a planning application to develop a second such facility at this location.

STRATEGIC DISTRIBUTION OPTION 4: SINFIN MOOR

ALLOCATE LAND AT SINFIN MOOR WITH A SPUR PROVIDING ACCESS TO THE DERBY-BIRMINGHAM RAILWAY LINE.*

** lies mainly in Derby City*

- 3.12 This location is allocated for industrial use in the City of Derby Local Plan. It would potentially allow access to the A50 trunk road via a planned connection at the A514 junction at Chellaston. However, it offers very poor access to the rail network, represents greenfield land and may be subject to flood risk in parts.

STRATEGIC DISTRIBUTION OPTION 5: NO SITES

ALLOCATE NO SITES WITHIN THE DERBY HMA

- 3.13 This option would avoid any potential environmental and community impacts, loss of potential spare capacity, or growth in traffic congestion, on trunk roads and railway lines within the HMA and would avoid the potential loss of greenfield land within the HMA.
- 3.14 However, potential economic development and employment generation benefits would be missed. In the event of sub-regional evidence concluding that a site or sites were needed in the Derby HMA, this option

might also mean the Core Strategy would not be in conformity with the Regional Plan.

Which option do you prefer? Are there any other options in planning for strategic distribution?

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4. Theme-Based Options

DESIGN EXCELLENCE

- 4.1 The District Council regards excellence in design as an essential part of place-shaping in line with its corporate aim of “Making South Derbyshire a better place to live, work and visit. The draft Core Strategy Vision and Strategic Objectives set out on pages 5-7 also reflect this commitment.
- 4.2 Design which respects and reinforces local distinctiveness is closely bound up with people’s everyday quality of life and brings significant social, economic and environmental benefits to all our communities within the District.
- 4.3 The area faces considerable development pressures which will result in major new urban extensions to the City of Derby and possibly Swadlincote. We will also see other smaller housing and mixed use developments, new employment sites and re-development of brownfield land, new infrastructure, schools, shops and so on.
- 4.4 The Council therefore considers it vital that the principles of good design are embedded in the development process so as to establish the highest possible standards for the next generation of growth.
- 4.5 The primary way of achieving this (for housing) is by adopting the principles of ‘Building for Life’ (“BfL”) which is a national standard led by the Commission for Architecture and the Built Environment (“CABE”) and the Home Builders Federation (“HBF”). The Council is producing interim guidance on this and is likely to wish to produce a Supplementary Planning Document after adoption of the Core Strategy. This is likely to set out a requirement for achieving a minimum ‘score’ against the BfL criteria.
- 4.6 In the meantime, it is important that the principle is clearly explained in the Core Strategy. The following therefore presents the obvious option for achieving better design.

DESIGN EXCELLENCE OPTION: BUILDING FOR LIFE

***TO ACHIEVE A HIGH QUALITY OF DESIGN IN ALL AREAS
THROUGH THE ADOPTION OF BUILDING FOR LIFE
STANDARDS***

- 4.7 It is recognised that Building for Life is a standard which applies only to new homes and neighbourhoods. It will also be important for design quality to be addressed for non-domestic development. As a guiding principle, therefore, this option would be pursued on the basis that proposals for all types of development would need to be fully assessed and understood by developers before any design solutions are considered.
- 4.8 Unlike other options set out in this consultation document, it is not considered there are any reasonable alternatives to the above.

Do agree with the Design Excellence option and that there are no alternatives?

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RENEWABLE ENERGY AND SUSTAINABLE CONSTRUCTION

- 4.9 The need to tackle climate change is a key part of Government policy and the planning system has a major role to play in achieving low carbon development and energy generation in particular.
- 4.10 The Core Strategy can promote patterns of development which reduce the need to travel and enable travel by walking, cycling and public transport.
- 4.11 The exploitation of renewable sources of energy will play an important part in achieving a low carbon District. The HMA councils have commissioned a study into the realistic potential for carbon reductions in the Derby area and this is considering a wide range of approaches. Emerging evidence seems to indicate that there will be particular potential for wind and biomass power technologies in South Derbyshire.
- 4.12 The Code for Sustainable Homes was introduced in April 2006 and has six performance levels (1-6) assessed against issues such as energy efficiency and water consumption. It is currently a voluntary standard for developers.
- 4.13 However, all new homes in England will be required to meet zero carbon standards by 2016 (equivalent to Code level 6), with interim reductions in CO2 emissions of 25% below current (2006) Building Regulations standards by 2010 (equivalent to Code level 3) and 44% (code level 4) by 2013. There are also proposals to cut carbon emissions on new non-domestic properties by 2019.
- 4.14 The main alternative options therefore relate to the extent to which the Core Strategy should encourage higher carbon reduction targets (or achieve equivalent Code star ratings) for residential development before the mandatory (zero carbon) date of 2016.

LOW-CARBON OPTION 1: USE BUILDING REGULATIONS

TO RELY ON THE STATUTORY INCREMENTAL INCREASE IN BUILDING REGULATIONS REQUIREMENTS FOR REDUCTIONS IN CARBON EMISSIONS

- 4.15 This option would mean that on adoption of the Core Strategy in 2011, new housing development would need to accord with Sustainable Code

Level 3 in line with national requirements. This has the advantage of being achievable as the building industry will already be working towards these standards, and should not adversely affect development viability.

- 4.16 However, this approach could be seen as not being sufficiently ambitious or making the most of the renewable energy potential of the area.

LOW-CARBON OPTION 2: SET TARGETS

SET TARGETS FOR SUSTAINABLE CONSTRUCTION IN ADVANCE OF STATUTORY BUILDING REGULATIONS

- 4.17 The approach could involve requiring new homes to achieve a Sustainable Code rating 4 on adoption of the Core Strategy in 2011. This is equivalent to a 44% energy efficiency improvement compared to a 25% improvement which will be the statutory requirement from 2010 (Code level 3). This would mean that higher energy efficiency requirements could apply until 2013 at which point statutory requirements would “catch up”.
- 4.18 Such an approach would demonstrate a clear commitment to tackling climate change but, in placing greater challenges on developers, may affect the viability of some developments.

LOW-CARBON OPTION 3: HIGHER TARGETS ON SPECIFIC SITES

TO SET HIGHER STANDARDS FOR REDUCTIONS IN CARBON EMISSIONS ON SPECIFIC IDENTIFIED STRATEGIC/EXEMPLAR SITES

- 4.19 This represents a hybrid of options 1 and 2. It would rely, in the main, on statutory increases in Building Regulations requirements for carbon efficiencies except in relation to specific strategic or exemplar sites. This would enable ambitious targets to be set, whilst recognising the viability issues posed in seeking higher standards of energy efficiency in new development.

Which option do you prefer? Are there any other low carbon options available?

WATER AND FLOOD RISK

- 4.20 National policies introduce a general presumption against locating new development in areas at risk of flooding, and aim to direct development away from areas at highest flood risk to those locations where risk is lower. Where new development is unavoidable in areas identified as being at flood risk, for example because a whole village or town is located in a floodplain, the aim is to ensure it is safe and does not increase flood risk elsewhere and where possible, reduces flood risk overall. However, there are two potential options to consider:

FLOOD RISK OPTION 1: NO DEVELOPMENT IN THE FLOOD PLAIN

- 4.21 This option would mean that no development would be permitted within existing or future floodplains, including defended areas. This would restrict all development (including, for example, on previously developed land).
- 4.22 This approach could, in time, potentially help reinstate flood plains and could reduce flood risk to sites already in areas of high flood risk as well as in other locations around the site.
- 4.23 Such an approach could also have broader Green Infrastructure benefits but would potentially stymie the re-use of brownfield land located within the flood plain.

FLOOD RISK OPTION 2: SPECIAL EXCEPTIONS POLICY

- 4.24 This approach could allow some forms of new development in the flood plain, although these would need to be appropriate to local circumstance and would need to be defined in consultation with the Environment Agency. Such an approach could specify the types of development, which will be permitted, and in what circumstance and would further outline how previously developed sites could be dealt with. Such an approach would still need to be consistent with national policies on flood risk but could allow exceptional developments where overriding sustainability considerations are proven.
- 4.25 This approach would give greater flexibility to deal with previously developed “windfall” or other forms of development which are locationally specific. However, it could increase flood risk on sites which require a new use.

Which option do you prefer? Are there any other options in planning for flood risk?

WATER SUPPLY

- 4.26 An important aspect in planning for climate change is achieving a reduction in the consumption of water through measures such as recycling “grey” water and rainwater harvesting.
- 4.27 A “Water Cycle” Study is currently being undertaken within the Derby Housing Market Area (HMA) to advise on this and related water issues. The Study is expected to report shortly.
- 4.28 The emerging evidence suggests that it is unlikely there will be justification to deliver water “neutrality” across the HMA within the plan period as the cost of this may be prohibitive given current water availability.
- 4.29 Nevertheless, options need to be considered on whether to require water consumption rates in new homes below the 125 litres per person per day set out in current building regulations.
- 4.30 There appear to be two main options around this:

WATER SUPPLY OPTION 1: BUSINESS AS USUAL

MAINTAIN CURRENT BUILDING REGULATIONS STANDARDS

- 4.31 This approach would not require any tightening of controls on water supply to new homes beyond that proposed in part G of the building regulations (125 l/d/p). This would still bring improvements in sustainability as new build development takes place. However, without tighter water related requirements, efforts to meet higher sustainability criteria (for example through setting requirements against the Code for Sustainable Homes) could be frustrated.

WATER SUPPLY OPTION 2: HIGHER STANDARDS

SPECIFICATION OF HIGH ENVIRONMENTAL STANDARDS RELATING TO WATER.

- 4.32 This option could be achieved through either a water-specific policy, or through a broader design or environmental quality policy which specifies

maximum targets for use of water in homes and the disposal of surface water in minor and major new developments.

- 4.33 It could ensure that new developments are more efficient than current or future requirements set out in building regulations or elsewhere and could ensure any policies to deliver sustainable developments are met. This could be achieved either through the Building Research Establishment's Environmental Assessment Method (BREEAM) or the Sustainable Code. However, it would also place additional burdens on developers in bringing forward new sites.

Which option do you prefer? Are there any other options in planning for water supply?

WASTE / SURFACE WATER

- 4.34 Traditionally, new developments have relied on piped drainage systems to manage stormwater and convey surface water run-off away from developed areas as quickly as possible. Usually these systems connect to the public sewer system for treatment or disposal to local watercourses. However, although this method of disposing of surface water transfers stormwater away from urban areas quickly, the alteration of natural drainage processes can increase flood risk downstream and reduce water quality in receiving watercourses.
- 4.35 The use of Sustainable Urban Drainage Systems ("SUDS") can control run-off at source, improve water quality prior to discharge off site and enhance the amenity value of new development sites. Both national and regional planning policies support the use of SUDS in new development.
- 4.36 Nevertheless, whilst there is already support for the inclusion of SUDS in new development, there are a number of options around how SUDS can be delivered through the Core Strategy.

WASTE / SURFACE WATER OPTION 1: BUSINESS AS USUAL

**SEEK SUSTAINABLE URBAN DRAINAGE SYSTEMS
WHEREVER PRACTICABLE IN ACCORDANCE WITH PPS25
AND THE EAST MIDLANDS REGIONAL PLAN**

- 4.37 This option could be achieved through either a water-specific policy, or through a broader design or environmental quality policy which specifies maximum targets for use of water in homes and the disposal of surface water in minor and major new developments.

WASTE / SURFACE WATER OPTION 2: HIGHER STANDARDS

SPECIFICATION OF HIGH ENVIRONMENTAL STANDARDS RELATING TO SURFACE WATER MANAGEMENT

- 4.38 Due to the significance of waste/surface water flooding issues in the District, there may be justification in setting a universal requirement for all developments to be supported by Sustainable Urban Drainage Schemes.
- 4.39 Furthermore, in the most sensitive areas affected by surface water, for example where known flooding issues exist, or within the catchment of the River Mease (a water-dependent Special Area of Conservation), there may be justification for restricting surface water to run-off rates (and the quality of surface water discharged to receiving water courses) that would not exacerbate current flooding or harm the integrity of wildlife sites.
- 4.40 This option could be achieved through either a water-specific policy, or through a broader design or environmental quality policy.
- 4.41 In the case of both Option 1 and Option 2 any detailed policy will need to restrict any developments where SUDS will not satisfactorily mitigate flooding or water quality impacts on sensitive area.

Which option do you prefer? Are there any other options for reducing surface water run off?

AFFORDABLE HOUSING

- 4.42 The need to provide a range of housing including accommodation at prices people can afford is a key aspect in planning for sustainable communities. “Affordable” housing in this context includes social rented and ‘intermediate’ (i.e. below market price or rent) housing provided to specified households. The East Midlands Regional Plan sets a target for the Derby HMA of 12,100 dwellings, although this is not broken down into District level targets.
- 4.43 There are two Strategic Housing Market Assessments (SHMAs), which apply to South Derbyshire. The Derby Sub-Regional SHMA: *South Derbyshire* was published in September 2008. Following this, the Derby Sub-Region SHMA was published, in April 2009 which looks at housing needs across the whole of the Derby HMA. From these two SHMAs, a number of housing market “sub-areas” for South Derbyshire are identified, within which distinct market characteristics apply: the ‘Derby Fringe’, ‘Swadlincote Urban Core’, ‘Swadlincote Urban Fringe’ and ‘Rural’.
- 4.44 As the Core Strategy progresses through later stages, the Council will need to provide clear evidence of the viability of its preferred options for securing affordable housing. In the meantime, however, the evidence provided by the SHMAs recommend that it should be possible to provide up to around 40% of dwellings as affordable housing on new sites exceeding the qualifying threshold (currently 15 dwellings plus) i.e. up to 40% on qualifying sites, not all new dwellings in South Derbyshire.
- 4.45 Although the Derby HMA SHMA recommends that this threshold and proportion are at the limit of affordable housing achievability, the levels are not sufficient to meet the shortfall and ongoing need in South Derbyshire, as calculated using the Government’s Practice Guidance (August 2007).
- 4.46 A further consideration is the way affordable housing provision relates to the provision of other facilities and services through developer contributions. In general, more stringent requirements for affordable housing will mean reduced scope for other contributions such as renewable energy and community facilities.
- 4.47 Apart from seeking to provide for higher housing growth overall (see Housing Growth Option 3) there are two main options which might address this issue:

AFFORDABLE HOUSING OPTION 1: LOWER THRESHOLD

INCREASE PROVISION OF AFFORDABLE DWELLINGS BY SETTING A LOWER SIZE THRESHOLD FOR QUALIFYING SITES

- 4.48 The Derby HMA-wide SHMA assumes a qualifying site threshold of 15 dwellings for triggering a requirement for on-site affordable housing. However, it also recommends that lower thresholds be considered as a means of supplying increased affordable housing provision. Depending on the proportion of future housing land supply to be derived from smaller sites, this approach could mean that a lower proportion of affordable housing would be required from each site. This approach could involve a 'blanket' reduction in the threshold or a more tailored approach to meet affordable housing needs where it is most needed – for example in specific housing market sub-areas.
- 4.49 This option could relate very closely to non-PUA Housing Options 2 and 3 which, to varying degrees, would promote housing growth in rural areas.
- 4.50 A risk in adopting this approach might be to undermine the development viability of some smaller sites which would previously have not been required to provide affordable housing. However, the economic viability of larger sites could be safeguarded if, as a result of lowering the site size threshold for qualifying sites, a lower proportion was required across the board.

AFFORDABLE HOUSING OPTION 2: INCREASED REQUIREMENT

INCREASE THE PROVISION OF AFFORDABLE HOUSING REQUIRED ON SITES WHICH EXCEED THE QUALIFYING SITE SIZE THRESHOLD

- 4.51 The SHMAs recommend a proportion of up to 40% affordable housing on sites which exceed the affordable housing threshold. Increasing the proportion of affordable housing required could threaten the economic viability of some sites, which would have to provide a higher proportion of affordable housing than would previously have been required. It could also lead to the development of communities which are unbalanced in terms of the mix of house types and tenures contrary to Government policies and reduce our ability to secure contributions for enhancements

to essential infrastructure, services and facilities associated with the new development. Furthermore, this approach is less likely to deal with the demand in rural areas than Option 1.

- 4.52 However, one of the positive elements of this approach is that it would tend to safeguard the viability of developing smaller (i.e. fewer than 15 dwellings) sites. In addition, due to the increase in the proportion being on large sites, the delivery of a large number of affordable units could be provided through this option.

Which option do you prefer? Are there any other options in planning for affordable housing?

- 4.53 In addition, national planning policies allow the possibility of the allocation of specific sites in rural areas solely for affordable housing. This is relevant to South Derbyshire's circumstances where affordable housing, particularly in rural areas, is a pressing issue. The following is therefore presented as an additional option:

AFFORDABLE HOUSING OPTION 3: ALLOCATE SITES

ALLOCATE SITES SOLELY FOR AFFORDABLE HOUSING TO MEET SPECIFIC LOCAL NEEDS

- 4.54 This option would involve the allocation of sites (in subsequent Site Allocations documents) solely for affordable housing where there is evidence of a local need. Such sites are likely to be in rural greenfield locations which would not normally be considered appropriate for market housing. It could operate instead of, or alongside, a general housing option which promotes more development in rural areas. It could also supplement the current approach of allowing, exceptionally, development in and around villages for affordable housing where development would not normally be permitted.

Do agree with this option?

HOUSING DENSITIES, MIX AND 'TOWN CRAMMING'

- 4.55 Our previous consultations have indicated that the density at which future house-building will be built (i.e. the number of dwellings built per hectare) is an important consideration in planning for sustainable development.
- 4.56 National planning policy on housing establishes an indicative minimum density of 30 dph and this is re-affirmed in the Regional Plan.
- 4.57 This reflects the fact that land – particularly greenfield – is a scarce and finite resource which needs to be used efficiently in planning for growth so as to reduce unnecessary land-take. Equally, Government's concern is that lower density housing developments are not as easily served by public transport and other day-to-day facilities and services and tend to increase the need to travel and trip lengths.
- 4.58 There are disadvantages in planning for higher densities, however. There is likely to be less scope for sensitively assimilating new development into existing settlements which may have an intrinsic character, in both urban and rural areas.
- 4.59 Similarly, consideration of housing densities is closely connected with questions over the mix of house types we should be aiming for on new development sites. At the same time as urging higher densities, Government policy is clear that the achievement of an appropriate mix of house types in new development is an important part in planning for balanced communities. However, it might be more difficult to provide a wide mix of house types in higher density developments.
- 4.60 There appear to be two main options:

HOUSING DENSITY AND MIX OPTION 1: STANDARD MINIMUM DENSITY

ADOPT AN APPROACH OF REQUIRING NATIONAL MINIMUM DENSITIES TO BE ACHIEVED TOGETHER WITH AN APPROPRIATE MIX OF DWELLINGS

- 4.61 This is essentially a "do minimum" option which would rely on the national minimum density of 30 dph and decisions on overall design would be considered on a site-by-site basis. Whilst this would ensure the efficient use of land in the District, it would be more difficult to apply

flexibility in areas where local circumstances would mean that a particular type of development was needed to meet local needs.

HOUSING DENSITY AND MIX OPTION 2: AREA-BASED APPROACH

APPLY APPROPRIATE APPROACHES TO HOUSING DESIGN, TYPE AND DENSITY IN DIFFERENT PARTS OF THE DISTRICT

- 4.62 South Derbyshire encompasses both urban and rural areas with a wide range of types and sizes of settlements, each of which has its own special character. We also know from our housing market assessments that there are different housing “sub-markets” in the area reflecting different housing market needs and conditions. There may also be particular housing needs arising from a growing Black and Minority Ethnic (BME) population, particularly around the fringes of Derby. There may therefore be a case for seeking the development of varying house types, design and densities in different parts of the District, perhaps on a housing sub-market basis.
- 4.63 The standards could be set out in the Core Strategy where “strategic sites” are to be allocated or in subsequent Site Allocations LDF. This approach would allow most scope for enabling local circumstances to be incorporated into policy and respecting local distinctiveness throughout the District.

Which option do you prefer? Are there any other options in planning for housing density and mix?

SPECIAL AREAS OF HOUSING NEED

- 4.64 In addition to the considering options over general and affordable housing needs, there are several areas of special housing needs which require consideration. The District's ageing population means that planning for the housing needs of older people, through for example the provision of 'extra care' and 'lifetime' homes, is becoming increasingly important. Similarly, other needs⁵ relate to those with limiting long-term illness or disabilities, released offenders and Gypsies and Travellers.
- 4.65 It will be important for the Core Strategy to be based on an understanding of overall levels of need in relation to each of these special areas and the emerging evidence base will inform the preparation of preferred options for the Core Strategy over the next few months. Where possible and appropriate, development needs will be quantified and "targets" set out in the Core Strategy.
- 4.66 In relation to Gypsies and Travellers in particular, a Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken on a Derbyshire-wide basis in March 2008. On this basis, a requirement for 19 pitches in South Derbyshire was set in the East Midlands Regional Plan (although the GTAA itself indicates that some of this need could be met in neighbouring districts where currently no site provision exists). A compound growth of 3% is assumed after this date up to 2026, however, it is anticipated that this will be superseded by an updated GTAA.
- 4.67 Criteria based policies and site-specific land allocations to meet these special forms of housing will, where appropriate, be set out in a subsequent 'Site Allocations' or 'Supplementary Planning Document' as appropriate. In the Core Strategy, however, the main consideration is whether there is a need to seek a proportion of Lifetime Homes in advance of national standards, and if so, on what type of sites should they be sought.

LIFETIME HOMES OPTION 1: USE BUILDING REGULATIONS

TO RELY ON THE STATUTORY INCREMENTAL INCREASE IN BUILDING REGULATIONS REQUIREMENTS FOR PROVISION OF LIFETIME HOMES

- 4.68 Lifetime Homes are somewhat different to the other areas of specialist housing need, as the requirements can be met on all types of new

⁵ People from Black and Ethnic Minorities ("BMEs") also may have particular housing needs (in relation to house types and sizes) and these are considered under the above options for "Housing Densities, Mix and "Town Cramming".

housing. The Government's intention is for all new housing to be built to Lifetime Homes standard by 2013, as a mandatory part of the Code for Sustainable Homes (see section on Renewable Energy on pages 57-58 above). This option would see the implementation of lifetime standards in line with those requirements. Such an approach would reduce the challenge for developers in delivering new housing in the District, at a time when a large number of new dwellings are required. However, it would not assist in meeting the housing needs of older/disabled people in the District, in the short-term, who might benefit from the provision of Lifetime homes.

LIFETIME HOMES OPTION 2: SET TARGETS

SET TARGETS FOR LIFETIME HOME PROVISION IN ADVANCE OF STATUTORY BUILDING REGULATIONS

4.69 This option would allow for the District to lead any forthcoming national requirements on the matter of Lifetime Homes. Seeking a proportion of Lifetime homes on all housing sites would show a strong commitment to meeting the housing needs of older people in the District. The negative impact of such a measure would be the placing of greater demands on developers, which could affect the viability of some developments.

LIFETIME HOMES OPTION 3: HIGHER TARGETS ON SPECIFIC SITES

TO SET HIGHER TARGETS FOR LIFETIME HOMES ON SPECIFIC IDENTIFIED STRATEGIC/EXEMPLAR SITES

4.70 This represents a hybrid of options 1 and 2. It would rely, in the main, on statutory increases in national requirements for Lifetime Home provision, except in relation to specific strategic or exemplar sites. This would enable ambitious targets to be set, whilst recognising the viability issues posed in seeking higher targets for Lifetime Home provision in new development.

Which option do you prefer? Are there any other options in planning for lifetime homes?

TOWN CENTRES AND RETAILING

- 4.71 Swadlincote Town Centre is the retail and commercial centre of South Derbyshire. Historic Melbourne contains the second largest shopping centre with a mix of convenience shopping, independent retailers and services together with a number of cafes, restaurants and other food and drink outlets. In view of its role as a focus for central area activities, Melbourne is also classed as a “town centre” under the Government’s definition.
- 4.72 In Swadlincote, there has been a growing need for new shopping floorspace. The needs of convenience (food) retailing has been addressed through the opening of a Morrisons food superstore in 2006 in the town and a major extension is planned to the existing edge-of-centre Sainsbury’s.
- 4.73 Planning permission has also recently been granted for a major non-food development as an extension to the town centre which will “claw back” the current “leakage” of expenditure from Swadlincote to other town centre destinations, most notably Burton-upon-Trent. This development involves over 9,500m² of non-food shopping floorspace together with leisure and other related uses.
- 4.74 Swadlincote Town Centre is a relatively healthy centre on a range of indicators and major investment is currently underway to improve the ‘public realm’ including new paving and installing new lighting and street furniture. Some prominent town centre units have become vacant during the economic recession, however, including the former Woolworth store. Furthermore, the historic pattern and layout of the town, with small traditional shop units, does not lend itself to attracting modern national multiple retailers and others which require a sizeable floorspace as part of their business model.
- 4.75 In this context, there has also been growing pressure for the re-use of traditional shop units for non-retailing uses in the primary shopping area. National planning policies are clear that such shopping frontages should maintain a ‘high proportion’ of retail uses (known as “A1 uses”). Nevertheless, a key issue for the Core Strategy will be the extent to which non-retail uses should be resisted in the central shopping streets in Swadlincote. This may also apply to Melbourne.

- 4.76 The two main options around this are:

TOWN CENTRES OPTION 1: PRIORITY TO A1 USES

AFFORD THE HIGHEST PRIORITY TO A1 USAGE IN THE PRIMARY SHOPPING FRONTAGE

- 4.77 This option would mean that new development within the primary frontages in Swadlincote and Melbourne town centres would be focused on A1 uses whenever possible. This approach would be likely to restrict other development including, for example, financial services, professional services or food and drink outlets which would need to be located in the more peripheral secondary locations.
- 4.78 This approach would safeguard premises to ensure future retail interest in the town could be accommodated in the core of the towns. However, it could also risk increasing numbers of vacant shop units whilst deterring investment in non-retail businesses such as financial services, eating and drinking uses and so on within the town centres.

TOWN CENTRES OPTION 2: MIXED USES APPROACH

ALLOW FOR A WIDER MIX OF TOWN CENTRE USES IN THE PRIMARY SHOPPING AREAS

- 4.79 Under this Option, there will still need to be a 'high proportion' of A1 uses within Swadlincote and Melbourne town centres. However, it would also allow other uses such as financial services, professional services or food and drink outlets in the primary shopping centres.
- 4.80 This might mean that the uses within Swadlincote and Melbourne town centres would be more diverse than under Town Centres Option 1, helping to maintain pedestrian footfall and providing a more varied role for residents and other people who visit the centres. However, allowing for more mixed town centre development could also lead to the centres losing their traditional shopping roles in their core areas and potentially lead to a reduction in footfall in the long-term.

Which option do you prefer? Are there any other options in planning for town centres?

INFRASTRUCTURE

- 4.81 Government policy has recently shifted the role of the planning system to include the idea of “place shaping”. This means, in large part, thinking about what essential supporting services (infrastructure) will be needed at the same time as new development is planned, and making sure infrastructure is provided at the right time in the right places.
- 4.82 For the purposes of planning, “infrastructure” refers to investment in the full range of services and facilities required to serve communities and new development. This includes schools, health centres, libraries, places of worship, flood defences, public utilities, leisure centres, playing fields, nature reserves and so on.
- 4.83 The proposed scale of development within the Derby HMA will have a significant impact on infrastructure in three ways:
- It could increase the demand for services and facilities as more residents and businesses seek to access facilities close to where they live or work
 - It could lead to the loss of existing green infrastructure⁶ such as public open spaces, or valuable habitats
 - It could provide opportunities to enhance existing infrastructure.
- 4.84 The Council will be working closely with organisations across the public, private and voluntary sectors to ensure new development is supported by services and facilities. This will require examining where gaps in existing provision exist, the capacity of existing networks to accommodate further growth and identifying where new facilities will be needed, who will provide them and when. The Core Strategy will need to be accompanied by an Infrastructure Delivery Plan (“IDP”) which will be developed as the preferred options are refined.
- 4.85 In addition to co-ordinating the activities of those who are responsible for the provision of infrastructure and services, LDFs can assist in particular through some or all of the following:
- The allocation of land solely for the development of social infrastructure facilities
 - Requiring land and/or buildings to be reserved for social infrastructure facilities as part of development
 - Securing financial contributions from developers towards the provision of social infrastructure facilities

⁶ Green Infrastructure refers to the broad range of open green spaces and natural assets that lie within and between our villages, towns and cities

4.86 There are therefore some important questions to consider around how new infrastructure should be funded and the extent to which it should be related directly to where new development is expected to take place.

4.87 The Government is currently considering the introduction of a Community Infrastructure Levy (CIL)⁷ which would, if introduced, be a tariff based system using the uplift in land values associated with the grant of planning permissions, to fund new infrastructure. This could largely replace the current arrangements whereby contributions are sought from individual developments (known as “Section 106 agreements”) to mitigate the impact of specific developments. However, the details are still to be confirmed and in the meantime a range of options for providing infrastructure will need to be considered.

4.88 We have therefore identified four main options.

INFRASTRUCTURE OPTION 1 (GENERAL): WIDER DEVELOPER CONTRIBUTIONS

WIDEN THE TYPES OF DEVELOPMENT FROM WHICH DEVELOPER CONTRIBUTIONS WILL BE SOUGHT.

4.89 Currently, developer contributions for most types of infrastructure provision are only sought in relation to new housing development. An option might be to broaden the range of development types from which contributions would be expected.

Do you agree with this option. If so, what types of land use do you feel should qualify?

INFRASTRUCTURE OPTION 2: S106 CONTRIBUTIONS

FUNDING NEW INFRASTRUCTURE THROUGH THE NEGOTIATION OF DEVELOPER CONTRIBUTIONS THROUGH S106

4.90 This option would involve seeking developer contributions where development is likely to have an impact on local services and facilities, or otherwise relates to infrastructure identified in the Infrastructure

⁷ Draft guidance on the operation of CIL was published by the Dept. for Communities and Local Government in July 2009.

Delivery Plan. It could either be operated on the basis of ad hoc negotiations in relation to each development, or as a set of standard contributions applied to relevant infrastructure categories.

- 4.91 This option could provide infrastructure in areas where a specific need can be identified and local people can see the link between development and developer contributions.
- 4.92 However, it would require potentially lengthy negotiations on a case-by-case basis and will not provide certainty to communities or the development industry about what is likely to be required. It would also require infrastructure to be funded largely through development with which a direct impact can be identified. This means it could not assist in providing infrastructure which may be required in areas of low development potential or in areas which require major investment to serve a wide geographic area.
- 4.93 In respect of green infrastructure, this option would tend to limit the potential for the creation of a comprehensive network of wildlife corridors and open spaces.

INFRASTRUCTURE OPTION 3: INTRODUCE LEVY INTRODUCE A COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.94 This option would involve introducing a District-wide Community Infrastructure Levy to fund specific infrastructure needs set out in Infrastructure Delivery Plan.
- 4.95 This approach would provide a comprehensive approach to the delivery of infrastructure and would be likely to yield the optimum investment in services and facilities. This options would also provide clarity to the development industry and the community as to what infrastructure spending would accompany development, and when.
- 4.96 However, it may not provide the same degree of flexibility as the negotiation of developer contributions and may involve expenditure on infrastructure in areas remote from where development is seen to occur. It could also present a disincentive to development in lower demand areas and raise viability issues at different points of the economic cycle.
- 4.97 This option would tend to enable a more comprehensive approach to providing green infrastructure by supporting the creation of spaces for, and coherent networks of habitat creation, public open space, tree planting etc. Such areas can provide multiple environmental, social and economic benefits including tackling climate change by delivering new spaces for floodplains, upland tree planting and urban cooling.

INFRASTRUCTURE OPTION 4: INTRODUCE LEVY AND S106

COMBINING A COMMUNITY INFRASTRUCTURE LEVY WITH NEGOTIATION OF S106

4.98 Dependent upon the final regulations relating to CIL, we could introduce a hybrid of the first two options approaches. e.g. we could introduce a CIL levy in addition to negotiating site specific developer contributions. Or, we could apply different approaches to different types of infrastructure

4.99 This might provide maximum flexibility with regard to the provision of infrastructure. However, it could also be confusing to operate, introduce uncertainty to developers and the community over what contributions would be expected and raise complex issues around the viability of development.

Which option do you prefer? Are there any other options in planning for infrastructure?