
REPORT TO:	Special Environmental & Development Services Committee	AGENDA ITEM: 7
DATE OF MEETING:	20 September 2012	CATEGORY: DELEGATED
REPORT FROM:	Director of Operations	OPEN
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SUBJECT:	Local Plan: Preferred Growth Strategy	REF: IB
WARD(S) AFFECTED:	All	TERMS OF REFERENCE: EDS 17

1.0 Recommendations

That:

- (i) Members endorse publication of the "Preferred Growth Strategy" along the lines of that attached at Appendix 3, for the purposes of public consultation;
- (ii) Authority be delegated to the Chief Executive in consultation with the Chairman of this Committee to prepare a public consultation version of the Preferred Growth Strategy and make any detailed changes necessary to ensure alignment of documents throughout the Derby Housing Market Area;
- (iii) Wide ranging public consultation be undertaken from October – mid December 2012 in accordance with the proposed arrangements set out in Appendix 2
- (iv) A Local Plan Officer/Member Working Group be convened, with representatives from each group, to act as a sounding board on the detailed draft Local Plan as it emerges and to advise this Committee accordingly.

2.0 Purpose of Report

- 2.1 To endorse the publication of an informal "Preferred Growth Strategy" to 2028 for the purposes of undertaking public consultation and the establishment of a new Local Plan Officer/Member Working Group.

3.0 Executive Summary

- 3.1 The new National Planning Policy Framework (NPPF) requires local planning authorities to each draw up a local plan promoting growth on the basis of objectively assessed development needs. With the anticipated demise of the East Midlands Regional Plan, the Council commissioned an independent estimate of future housing needs to 2028. This was undertaken jointly with Amber Valley Borough Council and Derby City Council with whom we share a functional housing market - the Derby Housing Market Area (HMA) - under the new "Duty to Co-operate".
- 3.2 Given our strong relationship with Derby in particular, which has finite capacity to meet its own housing needs, it is important to undertake extensive public consultation on the amount and location of future growth prior to finalising a formal draft "Publication Plan" next year.
- 3.3 A draft "Preferred Growth Strategy" is therefore attached at Appendix 3. It proposes a total of 33,700 additional dwellings between 2008-2028 across the HMA (12,700 in South Derbyshire) and includes a preliminary list of specific sites/broad locations for new housing sites.
- 3.4 It should be noted that the "preferred" list of sites is based on an incomplete evidence base. More work is required in relation to transport modelling and school place planning in particular and the strategy must therefore be regarded as a preliminary stage in formulating our draft Local Plan.
- 3.5 The draft Strategy also includes proposals for strategic employment sites and treatment of the Nottingham-Derby Green Belt.
- 3.6 It is proposed to undertake wide ranging public consultation between October and December 2012. Details are attached at Appendix 2. Amber Valley and Derby City Councils are similarly proposing to undertake aligned consultations over the same period in their respective areas.
- 3.7 It is further proposed to convene a Local Plan Officer/Member Working Group given the increasingly complex detail involved in the emerging local plan.

4.0 Detail

Background

- 4.1 Members will know that the Local Plan – formerly known as the Local Development Framework (“LDF”) Core Strategy - will be the principal means of deciding South Derbyshire’s long-term development strategy to meet the needs of our fast-growing population.
- 4.2 This Council has been working closely with other local planning authorities in the wider Derby Housing Market Area (“HMA”) (i.e. Derby City, Amber Valley and Derbyshire County Councils) in drawing up aligned LDF Core Strategies.
- 4.3 In January 2010, we undertook a major public consultation on the key options available for selecting major housing sites for and other development. This took place in the context of the duty to meet a regional building requirement of 12,000 additional dwellings in South Derbyshire by 2026.
- 4.4 Soon after, however, the Government announced its intention to abolish Regional Spatial Strategies setting targets for house-building and the HMA authorities took a step back to review growth needs afresh.
- 4.5 In the meantime, the Localism Act and the new National Planning Policy Framework (“NPPF”) came into effect. In the absence of regionally set housing targets, the NPPF requires local plans to objectively assess needs, with sufficient flexibility to adapt to rapid change.
- 4.6 Furthermore, the reforms introduce a requirement for councils to plan on a larger than local scale under a new statutory Duty to Co-operate. This means adjoining councils working together to meet development needs collectively and further reinforces the need for South Derbyshire to work collaboratively as part of the Derby HMA.
- 4.7 Key tasks for the councils have therefore been to re-assess the Derby HMA’s housing requirement 2008 – 2028, to agree how to distribute the requirement between local authorities and to identify suitable development sites to meet the new “target”.
- 4.8 Given the complexity of issues, it is being recommended that aligned public consultation take place between October and December 2012 focusing solely on the key questions of scale and location of growth rather than on a full draft Local Plan. Matters of policy detail are proposed to follow in the formal “Publication Draft” Plan as required by the Regulations next year.
- 4.9 It should be noted that the emerging Local Plan for South Derbyshire is in effect, the LDF Core Strategy – setting out matters of overall vision and strategy, strategic (i.e. large) sites and general policy. The detail of smaller development sites across the District and settlement boundaries etc will follow in a subsequent Site Allocations document (Local Plan “part 2”).

- 4.10 A working draft of the Preferred Growth Strategy is attached at Appendix 3.
- 4.11 As part of the consultation, it is being proposed that a series of public ‘drop in’ events be held throughout the district, particularly in places where development is being promoted. Details are attached at Appendix 2.
- 4.12 The salient points of the consultation document are summarised below:

How Much Housing Growth?

- 4.13 Under the Duty to Co-operate, it is important to consider housing needs initially at the Housing Market Area, rather than district, level. The starting point for estimating future housing requirements are national population and household projections.
- 4.14 The HMA authorities therefore commissioned consultants to undertake a housing requirement study for the Derby HMA to critically appraise the robustness of the assumptions that produce the nationally produced figures.
- 4.15 The study concluded that the national figures assume higher rates of net in-migration than is likely to be the case and overstate the projected decline in household size.
- 4.16 Accordingly, this analysis suggests a demographic need for 33,700 additional homes for the period 2008 – 2028. This compares to the Regional Plan target for the Derby HMA of 36,600 and the latest national household projection of nearly 50,000.
- 4.17 The consultants’ report also looked at realistic prospects for recovery in the housing market and for future jobs growth in the area. Their conclusions on demographic projections are broadly consistent with this analysis and the “target” of 33,700 new homes allows for an aspirational rate of economic growth.
- 4.18 Despite being significantly lower than the national household projection, this scale of growth nevertheless represents an increase in housing stock of nearly a fifth and is considered to be at the upper level of what the market is likely to be able to deliver. Notably, whilst it is somewhat lower than the (extant) Regional Plan requirement of 36,600 (albeit for a slightly different time period) it is nonetheless broadly in conformity with it.
- 4.19 Officers have further considered how to distribute the HMA figure of 33,700 across the HMA. The following distribution is recommended:

Local Authority	Target 2008-2028	of which extensions to the Derby Urban Area
Amber Valley	9,000	530
Derby City	12,000	N/A
South Derbyshire	12,700	6,850
Total	33,700	7,380

- 4.20 This proposed distribution reflects a finite capacity for development within Derby (12,000) given realistic expectations of development densities and its tightly drawn boundaries. It also reflects the fact that the least constrained development opportunities immediately outside the City appear to lie in South Derbyshire.

4.21 It should further be noted that in planning for an additional 12,700 dwellings in South Derbyshire, the following need to be subtracted:

- Dwellings which have already been completed since 1st April 2008
- Unimplemented planning permissions for dwellings as at 1st April 2012 and unimplemented sites already allocated in the South Derbyshire Local Plan 1998.

4.22 We also need to make an allowance for any future losses of existing dwelling stock which may arise between 2012 and 2028 which officers estimate to be in the region of 150 dwellings.

4.23 In particular, a substantial amount of dwellings already have planning permission on three large sites adjoining Derby following a conjoined public inquiry in 2008 and also at the former Drakelow Power Station site.

4.24 This means that, in South Derbyshire, new sites need to be found for around **5,560** dwellings.

Where should growth go in South Derbyshire?

The Proposed Strategy

4.25 It is important that sites for development are proposed in locations which work towards an overall strategy and produce the best outcomes for our communities. Our previous consultations have explored the extent to which we should promote growth in urban areas where most services and facilities exist, or alternatively a more dispersed pattern of development. We have also asked people for their views on building a completely new settlement as an option in meeting housing needs.

4.26 We have therefore considered a broad spectrum of options going much wider than the Regional Plan's strategy of "urban concentration".

4.27 All options have advantages and disadvantages. Having considered people's views, a strategy for meeting needs in a way which most closely supports regeneration and prosperity in each of the city, town and village locations is recommended. For South Derbyshire, this means:

1. Helping meet the needs of the City of Derby and providing choice for South Derbyshire residents to live within easy reach of the City. This will assist in the sustainability of services and facilities in the City and ensure a substantial number of new households are within easy reach of a range of employment opportunities; and
2. Promoting strong growth and regeneration in and around Swadlincote; and
3. Allocating large scale development in those key villages where there would be distinct community benefits in doing so and other locations which would secure the sustainable re-use of previously developed land; and
4. promoting rural vitality through lesser scale development in other villages and smaller rural settlements throughout South Derbyshire appropriate to their size, role and characteristics on the basis of a **settlement hierarchy**; and

5. Promoting and retaining major employment sites in urban areas and other locations which are or can be well served by infrastructure, including public transport.

The Proposed Sites to Implement the Strategy

- 4.28 In selecting preferred sites to meet the district's needs, early delivery of housing supply will be important and we will need to choose a combination of sites which are likely to come on stream over the short, medium and long term. In this regard, the need to demonstrate a rolling 5-year supply of housing will be essential in justifying our Plan.
- 4.29 Officers have assessed the available site options based upon consideration of a wide range of environmental, economic and social concerns and taken into account the many comments we have received in response to previous consultations.
- 4.30 With the proposed strategy outlined above in mind and in particular the need to accommodate a substantial amount of housing to meet needs which are unable to be physically accommodated within the City's boundaries, the preferred strategic sites to implement the Council's Preferred Growth Strategy are set out in Tables 1 and 2 below. Those NOT being proposed to be preferred are listed in Tables 3 and 4. These are shown diagrammatically in Appendix 1.
- 4.31 The draft Preferred Growth Strategy attached sets out the background to the selection of these sites.
- 4.32 It is essential to note that the evidence base needed to select a final list of sites is still emerging particularly in relation to transport, education and employment land needs. The attached document therefore indicates "preferred" and "less preferred" sites which must be regarded as preliminary at this stage. In particular, the proposed development at Wragley Way/south of Sinfin may not be adequately served solely by a new A50 junction as the site promoter intends. Instead, the effectiveness and viability of a much wider link road will need to be considered.
- 4.33 Furthermore, assumptions around the number of dwellings expected from individual sites are, in many cases, subject to ongoing discussion with site promoters. It should also be noted that the NPPF requires local plans to include flexibility to respond to rapid change in demand. Some sites, therefore, which are currently "less preferred" may need to be identified as "reserve" sites in the Publication draft next year.

Strategic Sites Proposed to be “Preferred” for Development

Table 1: Preferred Strategic Sites and locations adjoining Derby

Site/Location	Dwellings	Notes
Boulton Moor Phase 2	700	
Boulton Moor Phase 3	190	
Chellaston Fields	500	
Land off Holmleigh Way (The “Tadpole”)	150	
Land south of Stenson Fields/Wragley Way	1,950	
Land off Primula Way, Sunny Hill	500	<i>Part has resolution to grant permission</i>
<i>Boulton Moor Phase 1</i>	<i>1058</i>	<i>Already has permission</i>
<i>Land at Stenson Fields</i>	<i>500</i>	<i>Already has permission</i>
<i>Highfields Farm</i>	<i>1,200</i>	<i>Already has permission</i>
<i>Land at Stenson Fields</i>	<i>98</i>	<i>Existing Local Plan Allocation</i>
<i>Other existing permissions</i>	<i>0</i>	
<i>Previous completions since 01/04/08</i>	<i>0</i>	
Total	6,846	

Table 2: Preferred Strategic Sites and locations elsewhere in South Derbyshire

Site/Location	Dwellings	Notes
Land to the north east of Hatton	300	
Land in the Vicinity of Church Street/Bridge Street, Church Gresley	400	
Land north of William Nadin Way/West of Depot	400	
Broomy Farm	400	
<i>Other sites yet to be identified¹</i>	<i>500</i>	
<i>Castleton Park</i>	<i>423</i>	<i>Already has permission</i>
<i>Former Drakelow Power Station</i>	<i>1,360</i>	<i>Already has permission</i>
<i>Other permissions</i>	<i>986</i>	
<i>Previous completions since 01/04/08</i>	<i>1,475</i>	
Total	6,244	

¹ Sites to be identified in subsequent Site Allocations Plan (Local Plan “Part 2”)

In total, these allocations and commitments would provide around 13,000 dwellings.

Sites not proposed to be preferred for development

The following sites are not being recommended as preferred for development:

Table 3: Strategic Sites and locations NOT preferred around Derby

Site/Location	Dwellings
Hackwood Farm	200
Newhouse Farm	1,800
Land around former Pastures Hospital	2,000
Highfields Farm Extension	650
Land West of Chellaston	1,000
Land at Thulston Fields ¹	2,100

¹ See section on Green Belts below

Table 4: Strategic Sites and locations NOT preferred elsewhere in South Derbyshire

Site/Location	Dwellings
Land South of Cadley Hill Industrial Estate	600
Land South of Goseley	500
Sites to the west of the A444	350
Land at Butt Farm, Woodville	400
Land East of Sandcliffe Road	700
Extension to Mount Pleasant, Castle Gresley	500
Land at Repton	1,400
Land at Aston on Trent	1,450
Extensions to Winshill, Burton Upon Trent	1,450
Land south of Woodville	0 ¹
Land at Hilton	0 ¹

¹ Areas which may require residential development but are not assumed to be needed at this stage.

Green Belt Land

4.35 There are two areas of Green Belt in South Derbyshire - an area to the south east of Derby which forms part of the wider Nottingham–Derby Green Belt and land separating Burton on Trent from Swadlincote.

4.36 The NPPF advises that Green Belt boundaries should be established in local plans and should only be altered in exceptional circumstances at the time of a local plan review. It further advises that at the time of a local plan review, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.

4.37 In this regard, local planning authorities are advised to consider the need to identify “safeguarded land” in order to meet longer-term development needs stretching “well beyond” the plan period.

4.38 The HMA authorities along with Erewash Borough Council have undertaken a review of a number of areas of Green Belt around Derby and concluded that all locations

continue to be important for Green Belt purposes. However, the A50 and A6 spur roads were constructed on Green Belt land to the south east of Derby, south of Boulton Moor in the late 1990s. In the context of needing to consider “safeguarded” land, there is the potential for these major roads, if necessary, to represent new readily recognisable physical inner boundaries in this part of the Green Belt. It is being proposed that views on this possible course of action be invited through the forthcoming consultation.

4.39 No strategic changes to the Burton Swadlincote Green Belt are proposed. Detailed site boundaries will be reviewed under the forthcoming Site Allocations Plan (Local Plan “Part 2”).

Strategic Employment Development

4.40 The Local Plan will need to assess the requirement for additional employment land to accompany housing growth. Work is currently underway on this and it is not yet clear whether new land will be needed and how any such provision should be distributed around the HMA.

4.41 In the meantime, however, two strategic scale employment developments in South Derbyshire merit inclusion in this consultation. Firstly, a northwards extension to the Dove Valley Business Park at Foston is recommended, to cater for exceptionally large individual employment developments which cannot currently be accommodated on any existing employment sites in the HMA. Secondly, a possible southwards extension of the proposed Global Technology Cluster at Sinfin Moor (Derby) is proposed. It is unlikely this land would come forward for development until the latter part of the plan period at the earliest.

4.42 The draft Strategy also clarifies that any proposal for Strategic Rail Freight Interchange development as previously mooted by developers at Egginton Common would be determined as a nationally significant development by the Government.

Next Steps

4.43 The document attached at Appendix 3 will be an important pre-cursor to a formal “Publication Draft” Plan in spring 2013. It is intended this be closely followed by a formal “Submission Draft” in the summer with a view to holding a Public Examination beginning in autumn 2013, subject to the Planning Inspectorate’s timetables.

4.44 Clearly, we are reaching the stage where members’ engagement in the detail is essential and accordingly it is being recommended that a Local Plan Officer Member Working Group be convened, to meet as and when required, to act as a sounding board for the emerging Plan and to advise this Committee.

5.0 Conclusions

5.1 The Council needs to progress its Core Strategy in alignment with those of Derby City and Amber Valley, as swiftly as possible.

5.2 Extensive public consultation, focusing mainly on scale and distribution is recommended to be run from October to December 2012, as a pre-cursor to a formal “Publication Draft” Plan next year. It is important to note, however, that this is very much a preliminary consultation with much more information and discussion to follow

before a draft Plan can be published. Given the complex detail involved, a Local Plan Officer/Member Working Group is recommended.

6.0 Financial Implications

6.1 None arising directly from this report. The costs of preparing the Local Plan are within existing budgets and an amount has, in addition, been reserved to cover the costs of the public examination.

7.0 Corporate Implications

7.1 LDF documents, and in particular the Core Strategy, are central to the achievement of key corporate objectives under the theme Sustainable Growth & Opportunity.

8.0 Community Implications

8.1 The LDF documents, and in particular the Core Strategy, will continue to be the key mechanism for shaping development and achieving healthier, safer, vibrant and sustainable communities in South Derbyshire.

9.0 Background Papers

9.1 Derby HMA Housing Requirement Study 2012.