CHESTERFIELD
BOROUGH COUNCIL

Chesterfield Borough Local Plan

Submission Version

Housing Topic Paper

June 2019

Introduction

This topic paper explains the background to and summarises the main evidence supporting the proposed housing policies in the Chesterfield Borough Local Plan 2018-2033 Submission Version. It sets out the context, key findings of the economic evidence and forecasts undertaken. The topic paper demonstrates that the Local Plan provides an appropriate strategy for the delivery of housing development in the borough.

The intention is to signpost rather than to duplicate the detailed technical evidence which is already available in the evidence base and not to repeat the explanation given under each policy in the Local Plan itself. The main aim is to demonstrate that the policies are sound and to assist the Inspector carrying out the Examination into the Local Plan, as well as others taking part in the Examination Hearing.

The council considers that its housing development strategy, approach to providing new housing land and affordable and special needs housing meets the soundness tests set out in National Planning Policy Framework for local plan preparation.

The National Planning Policy Framework was updated in February 2019. Transitional arrangements were put in place for plans submitted on or before 24th January 2019. The Chesterfield Local Plan is therefore to be considered in the light of national planning policy as set out in the revised NPPF (February 2019).

The evidence base for the Local Plan that relates to housing is primarily set out in the following documents:

- **North Derbyshire and Bassetlaw OAN Update – October 2017**
- **Disabled People's Housing Needs Study – September 2012**
- **Accessible and Adaptable Housing – Background Report 2016**
- **Derby, Derbyshire, Peak National Park and East Staffordshire GTAA final report – June 2015**
- **Chesterfield Land Availability Assessment**

1. Approach to Establishing Housing Need

1.1. The council's latest SHMA was published in 2017, using projections prepared on the basis of the 2014 based population projections. This gave a recommended OAN of 265 new dwellings per year. The housing target in the submission Local Plan was prepared from this evidence base, applying a figure for the shortfall in delivery based on this target from 2014 to the Local Plan base date of 2018.

1.2. The new Local Housing Need (LHN) methodology was subsequently published in the revised NPPF in July 2018. Application of the methodology gave a LHN figure of 248 for the borough, significantly lower than the 265 SHMA figure. As the government immediately announced that the methodology would be revised due to concerns that it would not deliver sufficient housing, preparation of the plan continued on the basis of the higher SHMA figure to ensure that it would deliver a robust housing target in the face of any revised methodology. Transition arrangements for introduction of the LHN ended in January 2019. The Chesterfield Local Plan will therefore be considered under the new, revised NPPF and PPG.

1.3. A revised methodology was published in updates to the NPPF and Planning Practice Guidance in February 2019 and states that the council's housing requirement for five year supply purposes must be based on the Local Housing Need (LHN) Methodology set out in the NPPF paragraph 73. The revised calculation gives a Local Housing Need target of 240 dwellings a year which includes an adjustment for affordability. There is therefore no requirement to specifically address under-delivery separately. The LHN calculation is set out in detail in Appendix 1.

1.4. The revised LHN method is now based on the same 2014 based population projections that were used in preparation of the council's latest SHMA. Application of the method results in a base housing need of **240** dwellings per year (see calculation set out in Appendix 1). The SHMA demonstrated a comparable population only housing figure of 241 dwellings a year in 2017.

1.5. The PPG indicates that the LHN should be considered a starting point and it can be appropriate to plan for a higher housing need figure than the standard method indicates in certain circumstances[1]. These include where there are:

- growth strategies for the area that are likely to be deliverable;
- strategic infrastructure improvements that are likely to drive an increase in the homes needed locally;
- previous assessments of need (such as a recently-produced Strategic Housing Market Assessment) that are significantly greater than the outcome from the standard method.

[1] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments Paragraph: 010 Reference ID: 2a-010-20190220

1.6. It is appropriate to continue to use the SHMA method for the Local Plan and plan for higher housing growth for the following reasons:

- The revised LHN methodology was published in the revised NPPF and PPG in February 2019, after the submission plan had been approved by the council and subject to public consultation under regulation 19.

- The LHN methodology results in a housing need figure significantly lower than the SHMA. However the LHN is considered only the starting point for the housing requirement. The SHMA, which started with a similar population only projection has already taken into account a wider range of factors including demographic data and jobs growth. In addition, Chesterfield currently sits within (as a non-constituent member) the Sheffield City Region LEP, which is refreshing its SEP and agreed in principle a devolution deal worth £30m in 2015. In addition Chesterfield is to benefit from being a stop (1 train in each direction every hour) for High Speed rail services to and from Sheffield following the implementation of HS2 phase 2B.

- The SHMA is joint evidence base across the HMA and provides clear alignment with neighbouring authorities NEDDC and BDC particularly. It is accepted by all partners and DCC as a robust piece of evidence.

Applying a Buffer for Under Delivery

1.7. The NPPF requires a 'buffer' of 20% be added to the target where there is evidence of 'persistent under-delivery'. This is determined by the Housing Delivery Test (HDT), where delivery has been under 85% on average over the previous three years. The HDT results, published in February 2019, showed delivery at 66% of the required target, therefore requiring application of a 20% buffer to the housing requirement for 'persistent under delivery'.

1.8. The council has been applying the 20% buffer to five year housing supply calculations and the submission Local Plan provides site allocations and commitments to allow for a 20% margin on top of the OAN to allow for choice and non-implementation or delayed delivery of sites. On this basis the plan will demonstrate sufficient sites for at least **5,250** net new dwellings between 2018-2033.

Dealing with any shortfall

1.9. In terms of calculating any shortfall, under the SHMA method is it accepted that shortfall in delivery should be included. The 2014 SHMA took account of backlog as part of the calculation of OAN, and any shortfall prior to 2014 is therefore already factored in. The projections effectively start from scratch and so give a new and up to date full assessment of need. The shortfall in delivery in the period between 2014 and the base date of the plan (2018) of 437 is added on. The council's preference, for the reasons expanded on below, is to spread this delivery of the shortfall over the plan period (the 'Liverpool' method).

1.10. The LHN method does not require the inclusion of any historic shortfall in delivery.

1.11. The following table sets out how the council has calculated the OAN housing requirement and housing target using the SHMA (as used in the submission Local Plan), and how this compares to the 2019 LHN method.

HOUSING NEED	Dwellings (SHMA Based)	Dwellings (LHN Based, 2019 update)
OAN per annum 2018-2033	265 265 x 15 = 3975	240 240 x 15 = 3600
Plus shortfall between 2014-2018	+ 437 = 4412	N/A
OAN per annum 2018-2033 (including shortfall of 437)	294	240
OAN for Plan Period (2018-2033)	4412	3600
Housing Target 2018-2033 (20% Buffer)	5294	4320
Supply Surplus / Shortfall	+156	+1130

The housing need calculations have also been done to determine the figures in the event that the plan period is extended to 2035 (in order to provide 15 years from date of adoption):

HOUSING NEED – Extended Plan Period	Dwellings (SHMA Based)	Dwellings (LHN Based, 2019 update)
Annual Target	265	240
Plan Period Length (2018-2035)	17	17
Plus shortfall between 2014-2018	4505 + 623 = 5128	N/A
OAN for Plan Period (2018-2035)	302	240
Housing Target 2018-2035 (20% Buffer)	6154	4896
Supply Surplus / Shortfall	-704	+554

Justification for using the Liverpool Method

1.12. There are two generally recognised approaches to dealing with shortfall: either within the next five years (known as the Sedgefield method), or over the remainder of the plan period (the Liverpool method). The NPPG advises that local planning authorities should aim to deal with any undersupply within the first five years of the plan period 'where possible'.

1.13. There are numerous decisions relating to methods of spreading shortfall, and a widely cited High Court judgment in ***Bloor Homes v Secretary of State for Communities & Local Government*** [2014] where the ruling stated that 'Both methods (Liverpool and Sedgefield) were well established as means of assessing the supply of housing land' and that 'Neither method is prescribed, or said to be preferable to the other, in government policy in the NPPF'. A significant number of Local Plan Inspectors have taken the view that there is no evidence to suggest that the Liverpool method should not be considered appropriate in certain circumstances and is equally valid (e.g. South Cambridgeshire 2018, Kirklees 2019).

1.14. In order to demonstrate why for Chesterfield Borough it is *not possible* to deal with the undersupply in the first 5 years of the plan, it is necessary to consider relevant information including the pattern and pace of housing provision planned for the borough in the Local Plan.

1.15. The Local Plan is reliant on a two large complex brownfield Strategic Sites to deliver a significant proportion (23%) of the housing requirement. Both sites require significant investment in infrastructure. In total 67% of the potential capacity of the local plan allocation sites is related to brownfield opportunities (across 32 sites). Greenfield sites account for 32% of the potential capacity (across 12 sites) with the remainder on mixed sites. The proportion of brownfield sites would suggest that a steady pace of delivery across the plan period is to be expected owing to the complexities associated with developing brownfield sites.

Strategic Site	Status	Number of dwellings	Key Issues	Trajectory		
				Y0-5	Y6-10	Y11-15
Waterside	CHE/19/00007/REM submitted for 177 dwellings. Trajectory received from Avant Homes and Chesterfield Waterside. Reserved matters approval CHE/16/00187/REM. Construction programme provided by Chesterfield Waterside confirming	1500 (1,050 within plan period)	Canal and river Replacement road bridge High proportion of apartments resulting in trajectory in large blocks and consequent risk	501	275	274

	completion expected within 32 months of submission of final reserved matters application.					
Staveley and Rother Valley Corridor	Outline application for 500 dwellings.	1500 (100 within plan period)	Contamination and problematic ground conditions Canal and river HS2 depot Significant highway infrastructure Education infrastructure	0	0	100

1.16. If the Sedgefield method were to be used it would almost certainly result in increased pressure to develop new housing in other areas such as within Strategic Gaps, and have a potentially negative impact on securing the necessary regeneration in the borough. In these circumstances, the use of the Liverpool method is justified.

1.17. It is also important to take account of any evidence related to whether the constraints on the delivery of housing were primarily due to market considerations rather than a result of there being insufficient land. It is relevant that the requirement figure in the Core Strategy was a minimum so there would be no policy bar to over provision. In addition, Policy CS10 allowed for housing development on greenfield sites if the council does not have a 5 year supply. This policy was deliberately included so as not to provide flexibility in the supply of land for housing. The fact that sites haven't been forthcoming is a clear indication that there are still issues around market conditions. The major applications for residential development on unallocated greenfield sites that were submitted during a two year period (2014/15 to 2015/16) when the council did not have a 5 year supply were all approved:

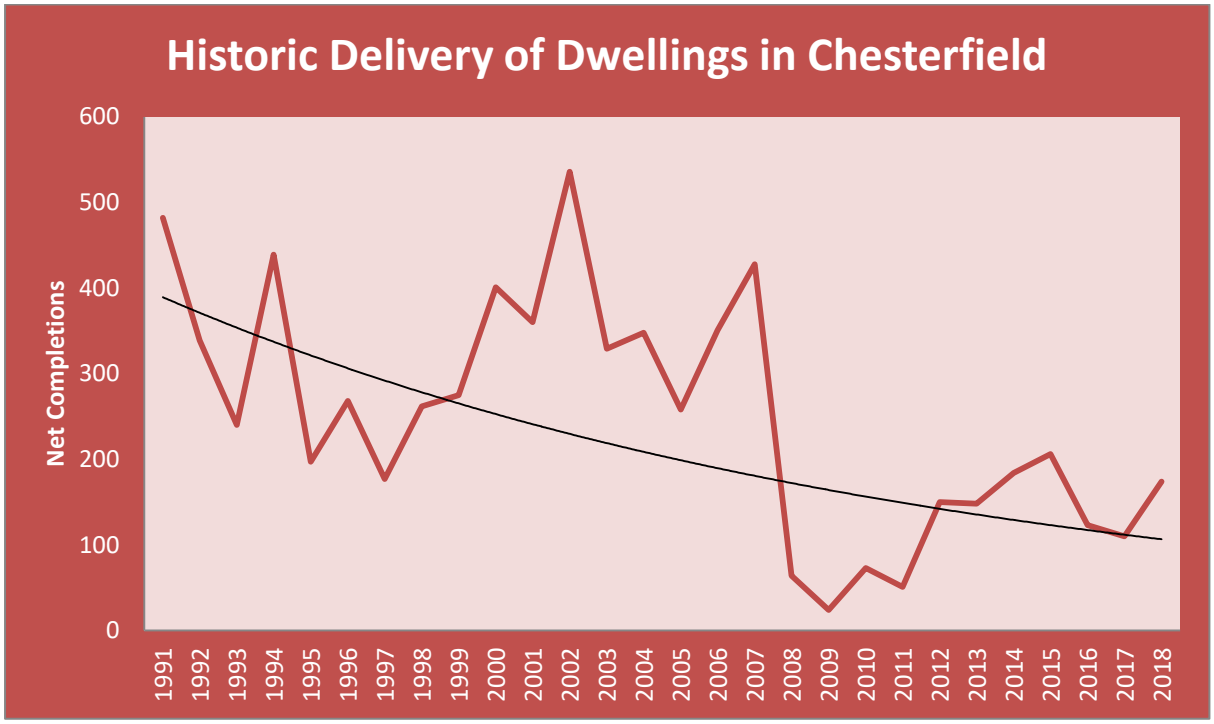
Site	Planning Reference and decision date	Number of dwellings	Status	Dwellings completed at 1st April 2019.
Land At Cranleigh Road, Chesterfield	CHE/14/00872/OUT 5th October 2015	75	CHE/17/00190/REM approved 17/07/2018. Commenced.	3
Land North-East Of Sainsbury's Roundabout, Rother Way	CHE/14/00404/OUT 29th March 2016	120	CHE/17/00685/REM approved 09/01/2018. Commenced.	2

Land To The West Of Bevan Drive, Inkersall	CHE/15/00755/OUT 29th March 2016	103	Outline expires March '19. CHE/19/00159/REM for 25 dwellings pending consideration.	0
Land To The West Of Dunston Lane	CHE/16/00016/OUT	300	CHE/17/00351/REM for 99 dwellings approved. Commenced.	21

1.18. There has been a similar situation across the HMA, where delivery is not reflecting the number of permissions granted. For example, in North East Derbyshire between 2014 and 2017 957 dwellings were completed (representing a slight under provision against the annual housing target), and at 31/03/2017 there were 3244 developable dwellings with planning permission, with an additional 496 approved on major sites in the following year (detailed monitoring data for 2017/18 was unavailable at time of writing – see NEDDC Housing Topic Paper). This indicates that there is not an issue of suppressed demand, rather a limited capacity of the market to deliver.

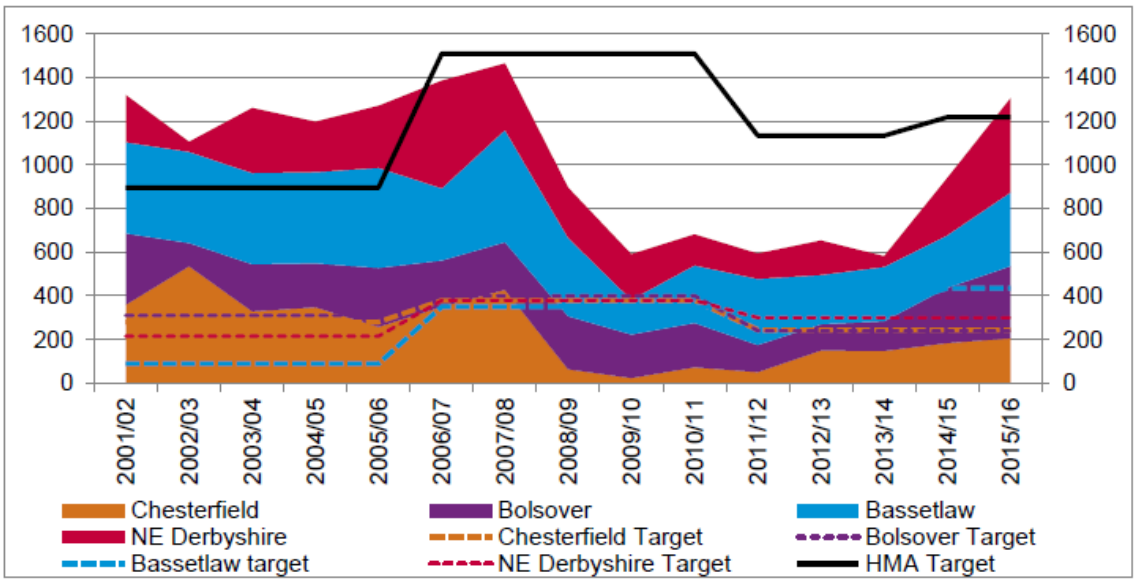
1.19. Historic patterns of housing delivery are also an important consideration in the justification for using the Liverpool Method. It is clear from the graph below that the recovery following the recession in 2008 has been slow, with a steady improvement until 2016, where delivery drops significantly before a slight rise in 2017-19.

Graph 1.1 Historic Delivery of Dwellings in Chesterfield



1.20. Across the HMA the picture is the same, as shown in this diagram from the Joint SHMA OAN Update:

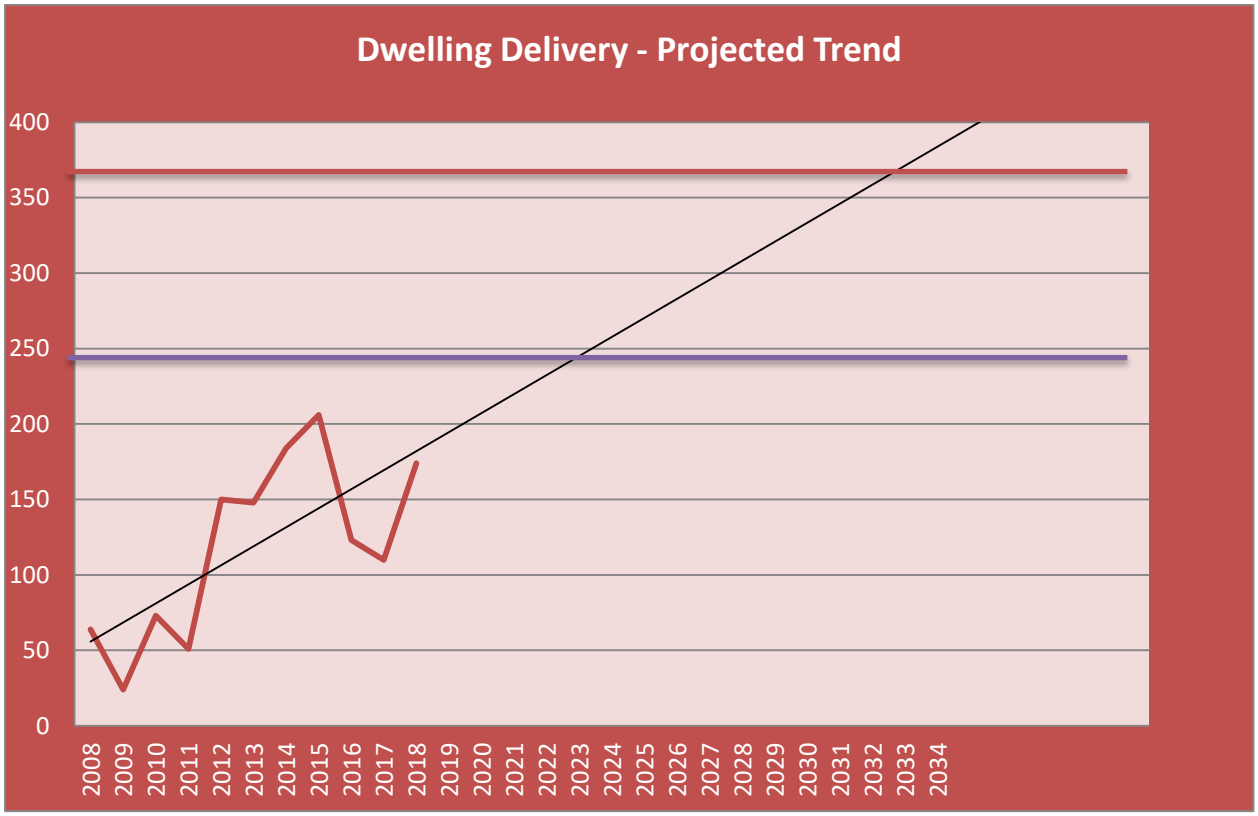
Graph 1.2: Net Completions 2001- 2016 HMA



Source: Local Authorities, April 2017

1.21. It is also clear that based on the trajectory since the recession in 2008, delivery will not reach historic average levels (circa 250 d/p/a) until 2023, and will not reach 2013 Core Strategy levels (380 d/p/a) until 2032, only one year short of the end of the plan period for the new Local Plan.

Graph 1.3 Projected Trend of Dwelling Delivery, Chesterfield



1.22. In summary, it is appropriate in the case of the Chesterfield Borough Local Plan to use the Liverpool Method when addressing the shortfall due to the following factors:

- Significant amount of new housing to come from large regeneration and strategic sites which will be delivered towards the middle/ end of the plan period
- Legal decisions/Inspectors reports to confirm that the PPG is guidance not policy and, although the Sedgefield approach is consistent with the thrust of the framework in positively seeking to increase housing supply, the Liverpool approach is equally valid
- No evidence to show land is being restricted, in fact it is more the case that new development is encouraged, with all major applications for greenfield housing development under Core Strategy Policy CS10 being approved
- Historic patterns of housing delivery indicating a very slow recovery with Core Strategy levels of 380 per annum not achieved since 2007/8.
- No evidence to suggest suppressed demand within Chesterfield or across the HMA

1.23. Where a shortfall cannot be addressed within the first 5 years of the plan period, the PPG refers to the need to work with neighbouring authorities under the duty to cooperate. Both North East Derbyshire District Council and Bolsover District Council are proposing Green Belt releases to meet their development needs. This is a clear indication that neither authority is in a position to take on development needs of Chesterfield within the first 5 years of their plans.

2. Relationship between housing and Economic Strategy

2.1. The NPPF requires the planning system to support economic growth and highlights the need to align housing and employment strategies and provision. The 2017 SHMA-OAN Update tested the implications on housing need of stronger economic performance and higher employment growth relative to its baseline forecasts. For this it used "Growth Scenarios" for each of the HMA authorities. These were considered to be realistic when set against past trends in employment growth and the relatively modest employment growth behind the baseline OAN.

2.2. Although the SHMA is the basis for assessing the borough housing needs, it is important to have regard to the Sheffield City Region Strategic Economic Plan (SEP 2014) ambition to deliver 70,000 additional jobs between now and 2024. To support this level of employment, SCR forecasts indicated that 70,000 new households would be required.

2.3. Edge Analytics were commissioned in 2014 to carry out demographic modelling for the Sheffield City Region (SCR), to support work on the Strategic Economic Plan (SEP). The key aim of the study was to assess how many new homes would be required to support the aspiration of 70,000 new jobs over a 10 year period. The Edge Analytics Phase 2 forecasting (April 2015) presented scenarios for individual SCR districts to inform the assessment of future housing need.

2.4. The analysis included:

- The most recent, 2012-based, official sub-national population projection (SNPP) as the starting point for assessing housing need.
- A 'net nil' migration scenario, which provides an indication of the degree to which future demographic growth will be driven by the balance between births and deaths.
- A 'dwelling-led' scenario which assesses the demographic implications of the 'current planned provision' housing growth trajectory.
- Three 'jobs-led' scenarios, which assess the demographic implications of aspirational, steady and baseline jobs growth forecasts.
- 'Sensitivity' scenarios which consider the demographic implications of higher economic activity rates.

2.5. It is important to note that the aspirational jobs-led scenario reflects the jobs-growth aspiration set out in the SEP. This is a 'policy-on' scenario where population growth is linked to the delivery of 70,000 net additional jobs in the period to 2024. The distribution of job numbers underpinning the scenario has been generated by Ekosgen for the Sheffield City Region LEP. For Chesterfield this results in a target of 4,900 net additional jobs during that 10 year period. This represents 9.9% growth in employment. This rate of growth is then assumed to continue to the end of the study period in 2034.

2.6. The household growth implications of each scenario have been assessed using assumptions from the latest, 2012-based, household projection model from the Department for Communities and Local Government (DCLG). Sensitivities have also been run to examine the alternative household growth implications suggested by the previous 2008-based and 2011-based interim DCLG models. The dwelling growth implications of these different household growth trajectories have been assessed through the application of district-specific (2011 Census) vacancy rates.

2.7. With the application of the 2012-based household headship rates, average annual dwelling requirements suggested by the scenarios range from +103 (Net Nil) to +626 (Jobs-led Aspirational).

2.8. For the three jobs-led scenarios, the application of alternative economic assumptions, which assume that an economic activity rate of 70% (the 2011 Census average for England and Wales) is achieved in the district by 2025 (SENS1), results in reduced population growth. This reflects a larger proportion of jobs being taken up by local residents, which reduces the impact of growth through migration. Raising the 2025 economic activity rate 'target' to 71% (SENS2) results in a further increase in the proportion of jobs taken up by local residents, resulting in a further reduction in population growth. The wide variations in these estimates reflect the sensitivity of the analysis to changes in assumptions about the economic activity rate (EAR).

Scenario	Description	Average Annual Dwelling Requirement	Average Annual Jobs Growth
Jobs-led aspirational	Population growth is linked to the delivery of 70,000 net additional jobs to 2024, as specified in the SCR SEP. Economic activity rates from the 2011 Census are applied, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	626	490
Jobs-led steady	Population growth is linked to each district achieving the rate of jobs growth mid-way between Jobs-led Aspirational and Jobs-led Baseline scenarios. Economic activity rates from the 2011 Census are applied, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	455	292
SNPP-2012	This scenario mirrors the official 2012-based SNPP from the ONS. This is the official benchmark scenario.	209	11

Jobs-led aspirational SENS1	Population growth is linked to the delivery of 70,000 net additional jobs to 2024, as specified in the SCR SEP. 2011 Census average economic activity rates for England and Wales (70%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	558	490
Jobs-led aspirational SENS2	Population growth is linked to the delivery of 70,000 net additional jobs to 2024, as specified in the SCR SEP. 2011 Census average economic activity rates for England and Wales uplifted by 1 percentage point (71%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	510	490
Jobs-led baseline	Population growth is linked to a continuation of historical jobs growth trends. Economic activity rates from the 2011 Census are applied, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	283	93
Dwelling-led planned	Population growth is matched to annual dwelling completion targets specified by the individual SCR member authorities.	380	205
Net-nil migration	Net internal migration flows and net international migration counts are set to zero, providing an indication of the degree to which future population growth is driven by natural change.	103	-118
Jobs-led steady SENS1	Population growth is linked to each district achieving the rate of jobs growth mid-way between Jobs-led Aspirational and Jobs-led Baseline scenarios. 2011 Census average economic activity rates for England and Wales (70%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	391	292
Jobs-led steady SENS2	Population growth is linked to each district achieving the rate of jobs growth mid-way between Jobs-led Aspirational and Jobs-led Baseline scenarios. 2011 Census average economic activity rates	346	292

	for England and Wales uplifted by 1 percentage point (71%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.		
Jobs-led baseline SENS1	Population growth is linked to a continuation of historical jobs growth trends. 2011 Census average economic activity rates for England and Wales (70%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	223	93
Jobs-led baseline SENS2	Population growth is linked to a continuation of historical jobs growth trends. 2011 Census average economic activity rates for England and Wales uplifted by 1 percentage point (71%) are achieved by 2025, the unemployment rate is incrementally reduced and a fixed 2011 commuting ratio is applied.	182	93

2.9. It is worth noting that the findings from the Edge and Ekosgen studies fed into the FLUTE (Forecast Land Use and Transport Economy) Report 2015. FLUTE is a modelling tool, the primary purpose being to understand where the new employment and households could go (spatially and by sector) and the impacts that could have on existing transport infrastructure. The final Flute Report (October 2015) suggested that Chesterfield has a moderate employment growth forecast of 13% (6104) up to 2024, and housing growth of 3525 new households (7%) up to 2024. Further work is being undertaken to understand the implications and use of the Flute Model.

D2N2 Growth Agenda

2.10. The D2N2 Growth Plan has a target of 55,000 additional private sector jobs by 2023, and 77,000 new homes by 2021. There are currently no detailed projections or indications of spatial distribution of growth.

2.11. The council wishes to pursue a growth agenda and contribute to the LEP job creation aspirations. However, if the market doesn't recover (the SHMA indicates that the market is flat, and expect levels of housing transactions to improve gradually, returning to pre-2007 levels only from 2016-18 onwards), the more aspirational growth targets could make it more difficult to maintain a 5 year supply of deliverable sites in the short to medium term. The lack of a 5 year supply could increase the risk of applications for housing being approved at appeal on unallocated sites.

2.12. The SHMA Jobs Baseline from Sensitivity Testing along with the SCR Jobs-led Steady are considered to provide the most appropriate data to inform an aspirational target to use for the Local Plan.

3. Delivery of Housing

3.1. Housing delivery is a key issue of significant importance for our borough, as there is a history of significant under delivery of housing. To meet the housing needs of a growing population and expanding economy, the *Local Plan: Core Strategy* sought to provide 7,600 extra dwellings between 2011 and 2031 requiring, on average, the completion of 380 dwellings each year throughout the plan period. The evidence for the Core Strategy target was based on a 2007 Strategic Housing Market Assessment (SHMA) with further work on projections published in February 2011. An update of the North Derbyshire and Bassetlaw Strategic Housing Market Assessment SHMA was published in November 2017 to support the preparation of a replacement plan.

3.2. The government has since published a new standardised approach to calculating housing need which sets the Borough's housing need figure at 240. As the Core Strategy is now more than five years old, the methodology caps the local housing need figure at 40% above the projected household growth for a 10-year period. The Revised NPPF presents a more accurate reflection of needs and includes an adjustment for affordability.

3.3. Annual monitoring work is undertaken at the end of each financial year in order to assess the progress of developments within the borough and to update the 5 Year Housing Supply paper. Monitoring was last undertaken on the 1st of April 2019. A dwelling is regarded as completed when it becomes ready for occupation or when a completion certificate is issued whether it is in fact occupied or not[2]. This means that internal timber finishes, skirtings, doors and architraves are complete and the property is virtually ready for occupation.

3.4. Data on new build completions will normally derive from various sources including site surveys, CIL records, council tax records and the Derbyshire Building Control Partnership. In line with the Housing Flow Reconciliation guidance[3] completions from all of these sources (not only those inspected by the DBCP) are included.

3.5. Completions monitoring since 2011 shows that 1,184 homes (net) have been completed within the borough. The table below shows a breakdown by year:

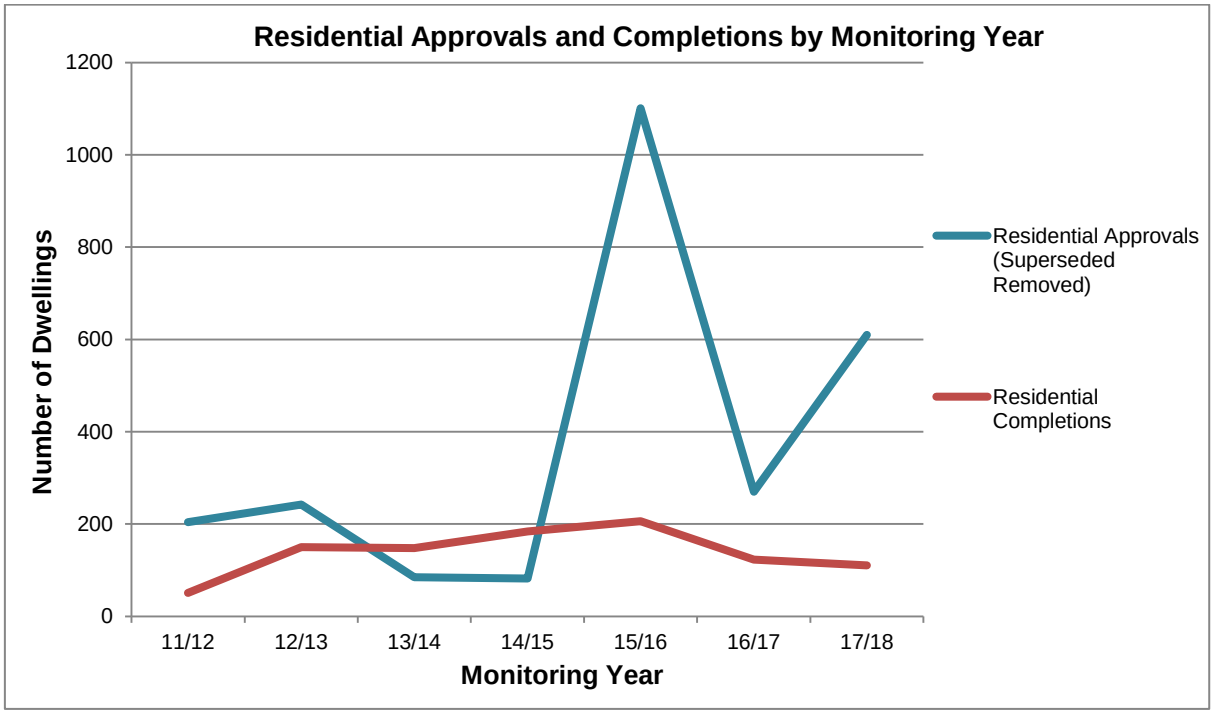
Year	Net Completions
2011/12	51
2012/13	150
2013/14	148
2014/15	184

[2] https://www.gov.uk/guidance/house-building-data-notes-and-definitions-includes-p2-full-guidance-notes-and-returns-form
[3]https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/722605/2017-2018_HFR_guidance.pdf

2015/16	206
2016/17	123
2017/18	110
2018/19	212

3.6. As demonstrated within the net completions table above, housing completions within the borough have not kept pace with the annual housing requirement. At April 2018 the aggregated shortfall was 437 dwellings from 2014; recently delivery rates have been below the annual housing requirement and have not yet returned to levels comparable to the output achieved in the years leading up to the economic downturn starting in 2008/09. The under delivery of housing can be the result of numerous factors however the NPPF recognises that the number of dwellings built from year to year is partly representative of the number of sites with planning permission. There is also likely to be a lag between permission for dwellings and additional dwellings coming through the completion monitoring data. Monitoring the number of sites and plots with permission is crucial to understanding the level of housebuilding that may occur over the next few years.

3.7. The graph below shows the number of permissions granted compared with the number of dwellings completed in each monitoring year. It shows that the council has taken a positive approach to granting planning permissions and boosting the supply of land that is available for housing over recent years. The boost in land supply has not necessarily translated into a significant increase in the provision of housing within the borough.



4. Identifying the Supply

4.1. The new Local Plan contains policies that guide the development of housing within the borough and should be read alongside the *Policies Map*. It allocates sufficient sites, alongside existing commitments, to meet the development needs of Chesterfield identified through the calculation of Objectively Assessed Need. The plan has been prepared following extensive and early consultation with residents, Town and Parish Councils, developers, other organisations and statutory bodies.

4.2. A Land Availability Assessment (LAA) has been undertaken in accordance with the NPPF and planning practice guidance. The LAA is a three stage process which aids the determination of a site's suitability and deliverability. It identifies which sites are considered to be suitable or unsuitable for development but does not determine whether or not a site should be allocated for housing development as this requires further interpretation of policy and any associated constraints. As required by the NPPF the LAA provides information on a range of sites that are available to meet needs, whereas the development plan determines which are most appropriate to deliver the plan strategy.

4.3. A joint methodology for carrying out LAA was agreed between the Local Planning Authorities within the North Derbyshire and Bassetlaw Housing Market Area[4]. The methodology includes a requirement for the assessment of a site's availability, suitability and achievability but only allows a 'coarse' level of assessment (Stages 1 and 2a). A further more detailed assessment (2b) has been included within the borough's updated LAA methodology[5] to assess suitability in more detail and so inform the site allocation process in the Local Plan. It includes policy considerations (based on the 2012 NPPF and adopted Core Strategy) such as heritage, landscape character, biodiversity, amenity and to a limited degree the adopted spatial strategy. In addition to the named stages, data was also collated on planning history, constraints information, accessibility of services and infrastructure capacity (open space, education, GPs and physical infrastructure). This information was also used to help inform the overall suitability of a site and assist in site selection for the new Local Plan.

4.4. To assist in LAA process, the Council used a variety of sources of information, from consultation responses to published data and studies. These studies form part of the 'evidence base' for the *Local Plan* and includes a wide range of documents, such as the:

- *Chesterfield Strategic Housing Market Assessment (2014 and 2017);*
- *Derbyshire Local Flood Risk Management Strategy (2015);*
- *Greenprint for Chesterfield;*
- *Employment Land Topic Paper;*
- *Open Space Strategy (2018); and*
- *Playing Pitch and Outdoor Sports Strategy (2014).*

[4] North Derbyshire and Bassetlaw Land Availability Assessment 2015 Methodology
[5] Chesterfield Borough Council **Detailed Assessment (Stage 2b)**

4.5. Table below outlines the areas covered by each stage of the LAA process. The totals are correct as of December 2018.

4.6. A summary of the site selection process is set out in the Council's Site Selection Paper (2019) which is included within the Council's Local Plan evidence base.

4.7. A total of 95 sites were considered to be 'suitable' and achievable for development, having passed Stage 2b of the LAA process. These sites and also a selection of alternative strategic sites were subject to a Sustainability Appraisal (SA) which assessed the potential impacts of policies in relation to economic, social and environmental considerations alongside other alternative options that were considered during the preparation of the local plan. It scores sites according to a number of sustainability objectives such as the degree to which development on the site would protect and manage the landscape of Chesterfield and the extent to which they would facilitate the improvement of health and reduction of health inequalities.

4.8. A total of 424 sites, with a potential yield of 22,779 dwellings have been reviewed using the LAA methodology. The 95 sites deemed to be suitable have a potential yield of 8,495 dwellings.

5. Allocations and Commitments

5.1. The allocations presented in the Local Plan are informed by the LAA process, accession data and through Sustainability Appraisal. These methods demonstrate that the sites allocated in the Plan are available and suitable and thus are achievable and deliverable (two key tests within paragraph 47 and footnote 11 of the NPPF). The site assessments undertaken provided a consistent basis for comparing the different site options to enable the most suitable sites to be selected for future development.

5.2. Whilst sites may be appropriate for inclusion within the plan on an individual basis it is also important to ensure that the geographic distribution of allocations is appropriate. The investigation of potential cumulative issues that may arise when allocating certain combinations of sites with regards to infrastructure overloading, air pollution and other environmental impacts has therefore been a priority. Evidence available relating to the deliverability of sites has also been a priority to ensure that there is a suitable trajectory of housing to cover the requirement for the next 15 years.

5.3. The combination of sites presented is thought to be the most sustainable approach for meeting housing need within the borough. Access to services and facilities underpins the borough's housing strategy and is an attribute key to selecting sites that can sustainably address the borough's housing requirement. The approach is consistent with National Planning Policy as set out within the NPPF.

5.4. The supply of housing to meet need also takes into account committed sites for development; sites with existing detailed planning permission, some of which were already under construction as of 1st April 2019 and which will continue to contribute to supply into the plan period.

5.5. A map showing the outcomes of the Land Availability Assessment process for each site considered has been created along with a report documenting the conclusion summaries from the sites that were considered at LAA Stage 2b. The breakdown provides a brief site description, the site's planning status and a summary of suitability as concluded from the LAA (December 2018).

5.6. In total, the sites proposed for allocation are expected to deliver approximately 5450 dwellings, sufficient to meet the identified need with a generous margin of over 20% to provide for choice and flexibility.

Proposed Housing Supply 2018-2033 (as of 1st April 2018)	
Sites with planning permission	550 dwellings
Housing Allocations	4,900 dwellings
Total Supply	5450 dwellings

Windfall Allowance

5.7 Chesterfield has a long-term history of housing completions coming from small windfall sites. There is a strong justification for making a windfall allowance, particularly with regard to small sites, in the borough's housing supply. The character and spatial form of the borough means small windfall sites come forward regularly and reliably, contributing a significant and consistent proportion of new housing delivery. Appendix 4 sets out a potential contribution from windfall sites.

5.8 Dwellings from permissions relating to small sites have not been included within the Trajectory (Appendix 2). A windfall allowance could therefore be applied from the first year of the plan. Based on the review of past delivery and consideration of planning policy development an annual average allowance of 34 dwellings is considered realistic and justifiable, in accordance with the NPPF. This will provide extra flexibility in the housing supply throughout the plan period and signifies that should the Council need to extend the plan period to 2035, the supply would be sufficient when taken into consideration alongside large sites such as Waterside and Staveley Works which are expected to deliver beyond the plan period.

6. Housing Trajectory

6.1. The new Local Plan sets out a supply of 5,450 dwellings with 4,900 dwellings set to come forward from housing allocations over the plan period, providing the basis for a strong and consistent flow of new housing being delivered to achieve and maintain a 5 year housing land supply. The trajectory table (Appendix 2) shows the anticipated delivery for each housing allocation and commitment from 1st of April 2019. The trajectory shows that the council will be able to demonstrate a 5 year supply of housing from the anticipated date of adoption (1st of April, 2020). The Housing Land Supply Statement (April, 2019) provides a comprehensive list of all significant housing sites that the Council expects to be delivered between April 2019 and March 2024.

6.2. The expected delivery of housing allocations is set out in the table below. Graph 6.1 shows the expected trajectory of housing delivery across the plan period.

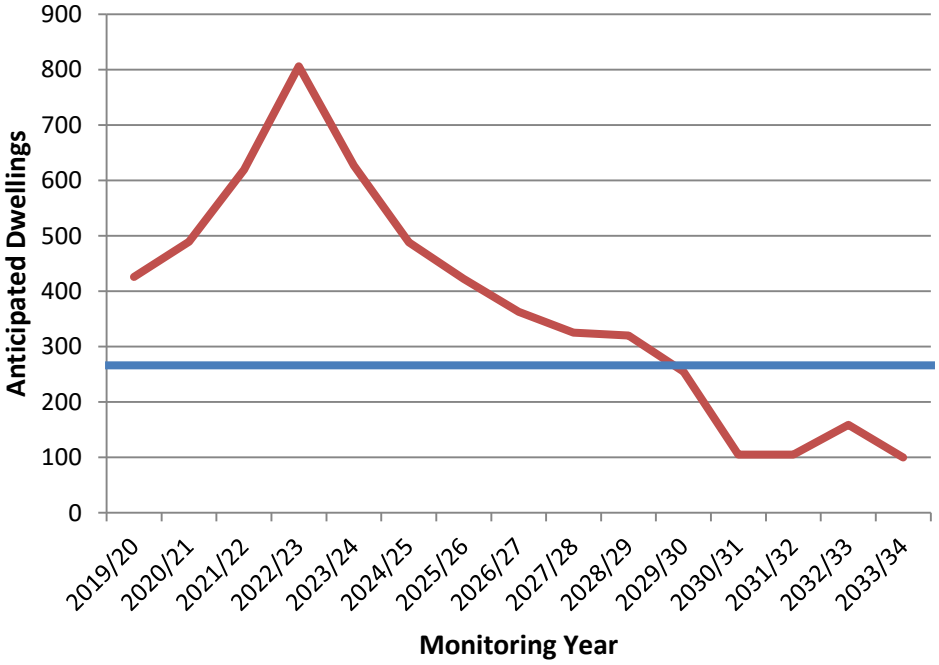
	Number of Dwellings	Number of Dwellings Including a Windfall Allowance (Appendix 4)
2019-2024	2,445	2,445 +170 = 2,615
2024-2029	1,840	1,840 + 170 = 2,010
2029-2033	724	724 + 136 = 860

6.3 A requirement line has been added to show the annual housing target of 265 dwellings per annum. The expected peak in housing delivery is in 2023/2024 where the anticipated delivery more than doubles the housing target. This is the result of a number of high density sites expected to come forward at this time such as the PRS units at Chesterfield Waterside. The anticipated delivery dips below the requirement in 2029/30.

6.4 In order to calculate the number of dwellings LAA sites are likely to provide within a five year period, the assumptions described in the Stage 2b LAA methodology have been used where a trajectory has not been provided by a developer.

6.5 Where possible the delivery data within the trajectory has been derived from discussion with the developers and promoters of the sites in question (see Appendix 3). In addition, extensive evidence has been produced in the accompanying Land Availability Assessment and Sustainability Appraisal (SA) which demonstrates that the nature of the sites allocated in the Plan are available and suitable and thus are achievable and deliverable.

Graph 6.1 Expected Housing Delivery Across Local Plan Period



7. Range of Housing

Need for Affordable Housing

7.1 The 2017 SHMA estimated a small surplus (-44) of affordable housing in Chesterfield over the plan period, driven by a high estimated future level of re-let supply. However, if the affordable housing need is met over 5 year rather than 21 years, then there is an annual affordable housing need figure of 42 dwellings.

7.2 The affordable housing needs evidence does not provide evidence to suggest that overall housing provision needs to be adjusted upwards.

7.3 The 2014 SHMA recommended a mix of affordable housing with 90% comprising social and affordable rented homes, and 10% intermediate affordable housing. The 2017 SHMA update recommended that if Councils are required by national planning policy to provide 10% of affordable housing as affordable home ownership, then the analysis would suggest that shared ownership is the most appropriate option.

Viability of Affordable Housing

7.4 The Whole Plan Viability Appraisal (2018) found a considerable variability in values and consequently, viability of development in Chesterfield and recommended a reduction in the affordable housing requirement from the Core Strategy 30%.

7.5 The Study concluded that in general, sites in the north and east of the District achieve lower values than those in the South and West. A blanket approach to affordable housing or CIL was not considered to be justified. For the Core Strategy, there was an overall Policy with negotiation on individual sites based on the CIL Zones as set out in the 2013 NCS evidence. This approach is being carried forward into the Local Plan.

7.6 The 2018 Viability Study found that the areas in which these policies should be applied had changed a little. Changing the CIL Zones must be considered thoroughly through a CIL review and examination, and is therefore not a change that can be made through the Local Plan process. Therefore, determining the affordable housing requirement will continue to be based on the existing CIL Zones.

7.7 The recommended affordable housing requirement is:

CIL Zone	Affordable Housing Requirement
Staveley Corridor	0%
Low	10%
Medium	20%
High	20%

7.8 Based on the location of proposed allocations, it is possible to project the likely delivery of affordable housing over the plan period.

Site Ref.	Site Name	Capacity	CIL Zone	% AH	Potential AH	Committed AH	Total AH
H1	Edale Road garage court, Mastin Moor	6	Low	10	0		0
H2	Catherine Street Garages, Catherine Street	10	Medium	20	2		2
H3	Manor House Farm, 118 The Green, Hasland	10	Medium	20	2		2
H4	Heaton Court (Former), Meynell Close	12	Medium	20	2	10	10
H5	Pondhouse Farm, Troughbrook Road, Hollingwood	12	Medium	20	2		2
H6	Miller Avenue, Mastin Moor	14	Low	10	1		1
H7	Land off Hollythorpe Close, Hasland	14	Medium	20	3		3
H8	Land North of Chesterfield Road, Staveley	14	Low	10	1		1
H9	Former White Bank Sports Centre, White Bank Close	15	Medium	20	3		3
H10	Derwent House HOP, Ulverston Road	17	Medium	20	3		3
H11	Sycamore Road (land at), Hollingwood	18	Medium	20	4		4
H12	Ashbrooke Centre (Former)	20	High	20	4		4
H13	Elm Street Hollingwood,	23	Medium	20	5		5

H14	Swaddale Avenue, Tapton	25	Medium	20	5	7	7
H15	Goldwell Rooms (Former) and 6 Ashgate Road	25	Medium	20	5		5
H16	Red House HOP & Spire Lodge Sheffield Road	25	Low	10	3		3
H17	Poultry Farm (Former) Manor Road	27	Medium	20	5	0	0
H18	Commerce Centre, Canal Wharf	30	Low	10	3	0	0
H19	Ash Glen Nursery (Former) Unstone	30	Medium	20	6		6
H20	Land at Duewell Court, Station Road, Barrow Hill	35	Medium	20	7		7
H21	Staveley Canal basin Eckington Road	36	Low	10	4		4
H22	Listers Car Sales (Former)	38	Medium	20	8		8
H23	Allen and Orr Timber yard, Saltergate	40	Medium	20	8		8
H24	Barker Lane (GK Group premises)	40	Medium	20	8		8
H25	Boat Sales (Former)	48	Medium	20	10	14	14
H26	Land adjacent Rectory Road, Duckmanton	35	Medium	20	7		7
H27	Walton Hospital (land at)	60	High	20	12		12
H28	Walton Hospital (land at)	90	High	20	18		18
H29	Dunston Road (Land Off), Cammac Site	146	Medium	20	29	32	32
H30	Walton Works (Former)	150	Medium	20	30		30

H31	Varley Park, Staveley Road	175	Low	10	18	0	0
H32	Bent Lane, Staveley	140	Low	10	14		14
SS6	Dunston Road (Land to West of) (Parcel 1)	270	Medium	20	54	54	54
H33	Linacre Road	300	Medium	20	60		60
H34	Land South of Tom Lane, west of Rectory Road, Duckmanton	400	Medium	20	80		80
H35	Land South of Worksop Road, and East and West of Bolsover Road, Mastin Moor	400	Low	10	40		40
SS3	Chesterfield Waterside	1000	Low	10	100		100
H36	Land at Inkersall Road	400	Low	10	40		40
SS6	Land south of Dunston Lane	500	Medium	20	100		100
SS1	Chesterfield Town Centre / Spire Neighbourhood	100	Low	10	10		10
SS5	Staveley Works	150	Zero	0	0		0
	TOTAL	**4900**		**14%**			**707**

Note: CIL zones based on 2018 VA. Where a site falls within two or more zones, the lowest value zone is used. Where a site has planning permission, the committed umber/percentage of affordable homes is used. Waterside has a review mechanism, therefore the CIL zone is used. Numbers have been rounded to nearest whole. The figures are for illustrative purposes and without prejudice to any applications that may be submitted.

7.9 The delivery of 707 (14%) affordable homes over the 15 year plan period averages at 47 d/p/a, which will meet the identified need for affordable housing in the first 5 years of the plan. The position will be re-assessed following an update of the CIL for the first review of the Local plan.

Adaptable and Accessible Housing

7.10. The 2017 Draft Local Plan included options regarding policy on Adaptable and Accessible Housing. A number of objections were made to this aspect of Policy CS11:

St Gobain and Strawsons (Omnivale) (29)

25% of all new housing being adaptable seems unreasonably high. Recommend that, as with affordable housing, wording be applied whereby more flexibility is added. There should be the opportunity for developers to negotiate the proportion of adaptable housing, provided it is fully justified.

Chatsworth Settlement Trustees (68)

The principle of improved accessibility and adaptability within housing stock is supported but this can only be achieved if development remains viable.

Home Builders Federation (90)

Requirement for 25% adaptable and accessible homes should be fully justified including assessment of the impact on viability. The policy should be revised in line with the NPPG guidance the wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.

William Davis Ltd (91)

The evidence supporting the provision of 25% M4(2) compliant dwellings is not robust or justified. The policy does not provide flexibility to consider site specific constraints. The policy should be re-worded in respect of M4(30 standard to make clear provision only applies to dwellings where the LA is responsible for allocating/nominating a person to live in that dwelling.

7.11. The Local Plan Policy LP5 takes the above representations into account, and includes a requirement that ' On sites totaling 10 or more dwellings (including phases of those sites) up to 20% of affordable housing and 25% of adaptable and accessible housing[6], will be sought by negotiation informed by the charging zones set in the council's CIL, subject to viability assessment. It also requires that 10% of affordable homes should be built as wheelchair user homes.[7]

7.12. Planning Policy Guidance paragraph: 007 Reference ID: 56-007-20150327 sets out the necessary evidence base which Councils will need to demonstrate to set higher accessibility, adaptability and wheelchair housing standards. The PPG advised that there is a wide range of published official statistics and factors which local planning authorities can consider and take into account:

- the likely future need for housing for older and disabled people (including wheelchair user dwellings).

[6] Accessible and adaptable homes are those that meet requirements of M4(2) Category 2: Accessible and adaptable buildings of the Building Regulations (2010). Approved Document M: access to and use of buildings (2015 incorporating 2016 amendments) or any subsequent comparable standard set nationally.

[7] Wheelchair user homes are those that meet the requirements of M4(3) Category 3 – 'Wheelchair User Dwellings' of the Building Regulations (2010). Approved Document M: access to and use of buildings (2015 incorporating 2016 amendments) or any subsequent comparable standard set nationally

- size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes or care homes).
- the accessibility and adaptability of existing housing stock.
- how needs vary across different housing tenures.
- the overall impact on viability.

7.13. The PPG provides a link to a data sheet – "Guide to Disability Data" which provides sources of information that Local Authorities can draw upon to inform their assessments. These sources have been used.

Likely future need for housing for older and disabled people

7.14. There are 208 applicants on the housing register who have been awarded medical priority on health or quality of grounds (Source: 2017-18 Local Authority Housing Data). This represents 15.5% of the total waiting list, which is above both Derbyshire (11.5%) and England (10.3%).

7.15. Of the 64 seeking supported housing (Registered provider), 1 required fully wheelchair accessible, 13 level access, and 4 other disability requirements. One of the most useful indicators of the prevalence of mobility-related disabilities in an area is the take up of Disabled Living Allowance (DLA[8]). DLA was not means tested, so it captures a full range of households. In 2015 there were 7810 people claiming disability living allowance in Chesterfield Borough – this represents 8% of the population (compared to around 5% nationally). 4175 of these were claiming the higher rate mobility award, which represents 4% of the population.

7.16. The 2014 SHMA looked at groups with a range of support needs:

- Wheelchair user
- Walking difficulty (not in wheelchair)
- Learning disability
- Mental health problem
- Visual/hearing impairment
- Asthmatic/respiratory problem
- Other physical disability
- Limiting long-term illness

7.17. The SHMA found that overall there are 27.7% of all households in Chesterfield Borough with one or more members in an identified support needs group, projected to rise to 29.8% in 2031.Of this, wheelchair users account for 7.2% (2.0% of all households), those with a walking difficulty account for 55.4% (15.4% of all households), and those with other physical disability account for 28.8% (8% of all households). Physical support needs (including wheelchair users, those with walking difficulties and

[8] The DLA is gradually being replaced by Personal Independence Payment (PIP). Data on the DLA to PIP reassessment outcomes (October 2018) identified 2110 PIP awards being granted in the borough.

those with other physical disabilities) therefore account for 25.4% of all households in the borough.

7.18. The SHMA concluded that given the ageing population and higher levels of disability and health problems amongst older people there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair user dwellings.

7.19. An Assessment of the Housing Needs of People with Physical Disabilities (Ecorys 2012) estimated that by 2030 1,366 households in the borough with a disabled member will be in unsuitable accommodation, and will require measures to be able to remain in their home or move to a suitable property. It found that the capacity of existing provision to meet these needs is limited by constraints on public spending, the suitability of existing homes, the affordability of suitable properties, and the increasing demand from increasing numbers of disabled people for the resources available.

7.20. The number of persons aged over 65 in the borough is 18.6%, which although is in line with Derbyshire, it is above the regional and national level. In addition, according to population projections (2012 based sub national population projections) the number of people aged 65 and above in Chesterfield is projected to grow rapidly:

Age Group	2012 Population	2036 Population	Increase	% Change
65-74	10,800	14,200	3,400	24%
75-84	6,400	11,100	4,700	42%
85+	2,900	6,600	3,700	56%
All Persons	103,800	110,400	6,600	6%

7.21. The 2011 Census data shows that the number of people in the borough whose day to day activities are limited by health and disability issues is above the county, region and national averages.

Long-Term Health Issues and Disability

	2011			
Limiting Long-term Health Issues and/or disability %	Chesterfield Borough	Derbyshire (Administrative)	East Midlands	England
None	77.0	81.4	81.5	82.4
Day to day activities limited a lot	11.5	8.2	8.6	8.3
Day to day activities limited a little	11.5	10.4	9.9	9.3

7.22. Health and disability is a major concern for Chesterfield Borough. The Borough is ranked the 25th most deprived in England for this domain in the 2015 Indices of Multiple Deprivation, with half of the Lower Super Output Areas falling within the 20% most deprived within England.

Size, location, type and quality of dwellings needed

7.23. The need for specialist housing for older people is estimated at 50 dwellings per annum (SHMA 2014). The estimated need for wheelchair adapted homes is 14 dwellings

per annum (2014 SHMA). As well as the need for specialist housing for older people, the SHMA looked at the needs for registered care and identified potential need of 21 bed spaces per annum for the borough.

7.24. The SHMA did not disaggregate the need into property size, location or tenure. The 2012 Disabled Housing Needs study however concluded that in terms of tenure 63% would need affordable housing and 37% would be able to afford to buy a suitable new home and access private sector provision. It was noted that whilst many people would like to remain in their existing homes, only about 70 Disabled Facilities Grants (DFGs) have been delivered each year, and only a small proportion (between 7% and 15%) of the households will be able to pay for suitable adaptations themselves, or are able to find and afford an alternative property which meets their needs.

The accessibility and adaptability of existing housing stock

7.25. In terms of social stock, the 2012 Disabled Housing Needs study found that 4.9% of housing association stock in the borough is of wheelchair standard (out of a total of around 1450 HA dwellings, this equates to around 70 properties). There are 4143 properties (almost half) of council housing stock that have adaptations of some sort or other; with over 11,000 individual adaptations.

7.26. There is limited information on adapted private sector stock, although a proportion of the properties that are adapted under the Disabled Facilities Grant will be private sector dwellings. According to the English Housing Survey, 2013, only 6 per cent of homes in England can be visited by someone using a wheelchair, possessing all four of the key features for full visitability (the four visitability features are: level access; flush threshold; sufficiently wide doors and circulation space; WC at entrance level).

7.27. Data from 2017[9] on the age of homes within the borough shows that over 60% of private rented housing, around one third of owner occupied housing, and almost a quarter of council housing was constructed pre-1944, and as such is unlikely to meet basic accessibility standards unless adaptations have been made.

HOUSING AGE PROFILES BY AREA AND TENURE

	DATE OF CONSTRUCTION												Table Total	
	pre-1919		1919-1944		1945-1964		1965-1974		1975-1981		post-1981			
	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%	dwgs	%
SURVEY AREA														
Brockwell/Holmebrook	1762	38.8	1077	23.7	674	14.9	549	12.1	123	2.7	352	7.8	4538	100.0
Rother/Hasland/St. Leonards	1276	17.6	1247	17.2	1877	25.9	821	11.3	38	0.5	1986	27.4	7245	100.0
St. Helens/Moor	786	25.0	1281	40.8	623	19.9	205	6.5	59	1.9	184	5.9	3139	100.0
Barrow Hill and New Whittington	591	26.0	287	12.6	402	17.7	172	7.6	281	12.4	538	23.7	2270	100.0
Lowgates and Woodthorpe	222	15.3	75	5.2	689	47.7	150	10.4	13	0.9	297	20.5	1446	100.0
Brimington North/Hollingwood	587	13.3	1694	38.5	1002	22.8	139	3.2	266	6.1	708	16.1	4396	100.0

[9] https://observatory.derbyshire.gov.uk/housing-tenure/

Old Whittington	283	18.6	28	1.8	631	41.5	250	16.4	23	1.5	307	20.2	1523	100.0
Remainder	421	3.1	2501	18.6	2462	18.3	3004	22.3	485	3.6	4575	34.0	13447	100.0
TENURE														
owner occupied	3670	11.5	7230	22.6	7561	23.6	5051	15.8	1100	3.4	7385	23.1	31998	100.0
private rented	1561	45.9	604	17.8	585	17.2	128	3.8			523	15.4	3401	100.0
housing association	98	7.4	93	7.0	121	9.1			84	6.3	935	70.3	1331	100.0
unobtainable/vacant	598	47.0	264	20.7	94	7.4	111	8.7	103	8.1	103	8.1	1274	100.0
TABLE TOTAL	**5928**	**15.6**	**8191**	**21.6**	**8360**	**22.0**	**5290**	**13.9**	**1288**	**3.4**	**8947**	**23.5**	**38004**	**100.0**

Age of construction of Council dwellings:

1945-1964	3450	37%
1965-1974	1299	14%
Post 1974	2268	24%
Pre 1945	2267	24%
Total	9284	100%

Overall impact on viability

7.28. The Equality and Human Rights Commission 2018 Toolkit[10] provided a useful summary of the extra costs as detailed in the 2014 DCLG review of the cost impacts of the Housing Standards:

	Access (build) cost	Access-related space cost (after space cost recovery)		Total cost
Category 2				
1 bed apartment	£940	+1sq.m	£289	£1,229
2 bed apartment	£907	+1sq.m	£289	£1,196
2 bed terraced	£523	+2sq.m	£578	£1,101
3 bed semi-detached	£521	+3sq.m	£866	£1,387
4 bed detached	£520	+3sq.m	£866	£1,386
Category 3 Adaptable				
1 bed apartment	£7,607	+8sq.m	£2,310	£9,908
2 bed apartment	£7,891	+14sq.m	£4,043	£11,934
2 bed terraced	£9,754	+21sq.m	£6,065	£15,819
3 bed semi-detached	£10,307	+24sq.m	£6,931	£17,244
4 bed detached	£10,568	+24sq.m	£6,931	£17,499
Category 3 Accessible				
1 bed apartment	£7,767	+8sq.m	£2,310	£10,077
2 bed apartment	£8,048	+14sq.m	£4,043	£12,091
2 bed terraced	£22,238	+21sq.m	£6,065	£28,303
3 bed semi-detached	£22,791	+24sq.m	£6,931	£29,722
4 bed detached	£23,052	+24sq.m	£6,931	£29,983

[10] https://www.equalityhumanrights.com/sites/default/files/housing-and-disabled-people-local-authorities-toolkit-england-planning-accessible-homes.pdf.

7.29. The Whole Plan Viability Assessment 2018 (paragraph 6.107) included an allowance of just over £500 per unit applied to 10% of the residential units tested. This cost is based upon the recommendations of the Housing Standards Review: Cost Impact Report by EC Harris, although it is recognised that at around £500/unit, the costs associated with this requirement are *de minimis.*

7.30. Although the policy requirement is 25% of all housing, the testing of 10% is considered appropriate as it represents an average of what may be achieved across the borough when considering the variability in values and viability of development in Chesterfield, as reflected in the CIL zones.

7.31. In summary, the policy requirement for 25% adaptable and accessible housing is justified by the evidence which shows that in the borough there is:

- above average percentage of households with a medical priority on the social housing waiting list (LA Housing Data)
- above average percentage of people claiming DLA (DWP)
- above average number of people aged over 65, with the number of elderly people projected to grow rapidly (ONS)
- 25% households with physical support needs (SHMA 2014)
- above average number of people whose day to day activities are limited by health and disability issues (Census 2011)
- a significant proportion of existing housing stock constructed pre-1944 and unlikely to meet basic accessibility standards (Derbyshire Observatory)
- a need for 50 dwellings per annum of specialist housing for older people, 14 dwellings per annum wheelchair adapted homes and 21 bed spaces per annum registered care (SHMA 2014).

8. Self-build and Custom Housebuilding Register

8.1 The Self-Build and Custom Housebuilding (Register) Regulations 2016 came into effect in April 2016, implementing the Self-Build and Custom Housebuilding Act 2015. The Act requires certain local authorities 'to keep a register of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects'. In addition, local authorities must have 'regard to those registers in carrying out planning and other functions'.[11] Regulations that came into force on 31st October 2016[12] allow scope for the LPA to introduce a local connection test to be set by LPA's, and allow the LPA to charge applicants a specified fee for administering the register. No fees are charged for entry onto Chesterfield's register and no local connection test has been set.

8.2 Chesterfield Borough Council's Self-Build and Custom-Build Housing Register records individuals and associations of individuals who are seeking to acquire serviced plots of land in Chesterfield in order to build houses for those individuals to occupy as homes. The register offers information on the demand for self-build and custom housebuilding in Chesterfield and will feed into the evidence base of demand for this type of housing. The Self-Build and Custom Housebuilding Regulations 2016 require LPA's to grant suitable development permission (this includes planning permission or 'permission in principle' for a serviced plot) in respect of enough plots of land. This will ensure that demand is matched on the self-build register arising in the borough from each base period. The demand must then be met within 3 years of the year in which applicants joined the register.

8.3 As of 31 March 2018, Chesterfield had 20 entries in the self-build register (for a total of 21 plots). During the same period (following implementation of CIL), the council has approved CIL part 1 self-build exemptions for a total of 15 plots. As of April 1st 2018 the borough also had existing planning permissions for 54 dwellings on plots suitable for a single dwelling showing that the borough is able to meet the demand for self and custom-build housing. The demand appears to be relatively low when compared to that of other local authorities which signifies that a policy requiring a certain percentage of housing developments to contain custom and self-build plots is not considered to be necessary at this point.

Table 10.1: Entries on Register by Base Period

Base Period	Number of Entries on Register	Number of Plots Sought
1: **31 October 2015 - 30 October 2016**	3	3

[11] Self-Build and Custom Housebuilding Act 2015 (c. 17).
[12] The Self and Custom Housebuilding Regulations 2016 and The Self and Custom Housebuilding (Time for Compliance and Fees) Regulations 2016

2: **31 October 2016 - 30 October 2017**	7	8
3: **31 October 2017 - 30 October 2018**	10	10
Total	**20**	**21**

8.4 Annual monitoring will be undertaken to ensure that an appropriate level of custom and self-build plots are coming forward within the borough. A review of register entrants will also take place in 2019 to ensure that the register remains representative of demand.

9 Brownfield Land Register

9.1 The Town and County Planning (Brownfield Land Registers) Regulations 2017 came into effect in April 2017, with detailed guidance published on 28 July 2017. The Regulations set out a statutory duty for each Local Planning authority to prepare and publish a Register of Previously Developed Land (Brownfield Land) by 31st December 2017, and maintain it annually thereafter.

9.2 The purpose of the brownfield register is to provide up-to-date publicly available information on brownfield land that is suitable for housing. This is intended to provide additional certainty for developers and communities, encouraging investment in local areas. The legislation requires that the Register is split into two parts. Part 1 of the brownfield register forms a comprehensive list of all brownfield sites in the borough that are suitable for housing, irrespective of their planning status. Including sites in Part 2 is at the discretion of the Local Planning Authority and grants sites "Permission in Principle". The Council has not put forward any sites for Part 2 of the register at this time.

9.3 The Council published its first Brownfield register on the 19th of December 2017 which contained 40 sites. The second iteration of the Brownfield Land Register was published in December 2018 and contains 52 sites which the Council considers to be suitable for housing.

10 Gypsy and Traveller Accommodation

10.1 The Derbyshire Gypsy and Traveller Accommodation Assessment 2015 (GTAA) forms the evidence base for the council's approach to meeting the accommodation needs of Gypsies, Travellers and Travelling Showpeople. Within Chesterfield borough the GTAA has identified a need for four permanent pitches for gypsies and travellers over the period 2014 to 2019, with no requirement for the remainder of the plan period, and no plots for Travelling Showpeople over the next 20 years. This requirement has now been met by the granting of two planning permissions for 5 pitches on a small private site.

10.2 Prior to the granting of the second application, the Council undertook a robust process to try and identify potential sites for Gypsy and Traveller pitches. After reviewing 46 council owned garage sites the Council undertook an external consultation in February 2018 on six potential sites which had passed the first two stages of the LAA process. The sites were evaluated against LAA's 2b criteria and were subject to Sustainability Appraisal. Following the consideration of all consultation responses and with due regard to National Planning Policy and Guidance, none of the potential sites that were included within the consultation were deemed to be suitable for allocation within the emerging local plan for Gypsy and Traveller pitches. A further site option was put forward through the consultation process however the site did not progress sufficiently through the LAA process to merit a site allocation.

10.3 The Local Plan does not need to allocate sites as the existing permissions more than meet the identified need. If further needs arise in the future either as a result of planning applications or if the evidence is updated, Policy LP6 'Traveller Accommodation' allows for suitable windfall sites to come forward.

10.4 The Derbyshire Traveller Issues Working Group (DTIWG) has agreed that there should be a full review / refresh of the GTAA to be commissioned in 2019 /2020 on behalf of partners, when the first five year tranche of pitch requirements from 2014 to 2019 set out in the GTAA had expired.

APPENDIX 1 Application of the Local Housing Need (LHN) Methodology

The standard method set out in the NPPF can be used to calculate a minimum annual local housing need figure as follows:

STEP 1 - SETTING THE BASELINE

Set the baseline using national household growth projections, for the area of the local authority. Taking the most recent projections, calculate the projected average annual household growth over a 10 year period (this should be 10 consecutive years, with the current year being the first year).

CBC's household projections are:

- **Population of 48,680 in 2019**
- **Population of 50,841 in 2024**

This is a total of 2,161 new households over the ten year period, equivalent to an average household growth of 216.1 per year.

STEP 2 - AN ADJUSTMENT TO TAKE ACCOUNT OF AFFORDABILITY

Then adjust the average annual projected household growth figure (as calculated in step 1) based on the affordability of the area.

The most recent median workplace-based affordability ratios, published by the Office for National Statistics at a local authority level, should be used.

For each 1% increase in the ratio of house prices to earnings, where the ratio is above 4, the average household growth should be increased by a quarter of a percent. No adjustment is applied where the ratio is 4 or below.

CBC's workplace-based affordability ratio is 5.75

Adjustment factor = ((5.7-4)/4) x 0.25

The adjustment factor is therefore 0.109.

Minimum Annual Local Housing Need Figure = (1+0.106) x 216

The resulting figure is: 239.7 (rounded to 240).

STEP 3 - CAPPING THE LEVEL OF ANY INCREASE

A cap may then be applied which limits the increase in the minimum annual housing need figure an individual local authority can face. How this is calculated depends on the current status of relevant strategic policies for housing.

Where these policies were adopted within the last five years (at the point of making the calculation), the local housing need figure is capped at 40% above the average annual housing requirement figure set out in the existing policies.

This also applies where the relevant strategic policies have been reviewed by the authority within the five year period and found to not require updating.

Where the relevant strategic policies for housing were adopted more than five years ago (at the point of making the calculation), the local housing need figure is capped at 40% above whichever is the higher of:

a. the projected household growth for the area over the 10 year period identified in step 1; or
b. the average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists).

CBC adopted a local plan more than 5 years ago and has not reviewed its housing requirement figure through an examination since then.

- **The average annual housing requirement figure in the existing relevant policies is 380 a year**
- **Average annual household growth over ten years is 216 (as per step 1)**
- **The minimum annual local housing need figure is 240 (as per step 2)**
- **The cap is set at 40% above the higher of the most recent average annual housing requirement figure or household growth:**

Cap = 380 + (40% x 380) = 532

The capped figure is greater than minimum annual local housing need figure and therefore the minimum figure for this local authority is 240.

APPENDIX 2: Housing Trajectory

Site	Type	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	Total
H1 Edale Road garage court	Allocation	-	-	-	6	-	-	-	-	-	-	-	-	-	-	-	-	6
H2 Catherine Street Garages	Allocation	-	-	-	7	3	-	-	-	-	-	-	-	-	-	-	-	10
H3 Manor House Farm	Allocation	-	-	-	7	3	-	-	-	-	-	-	-	-	-	-	-	10
H4 Heaton Court (Former)	Allocation	-	12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12
H5 Pondhouse Farm	Allocation	-	-	-	7	5	-	-	-	-	-	-	-	-	-	-	-	12
H6 Miller Avenue	Allocation	-	-	-	7	7	-	-	-	-	-	-	-	-	-	-	-	14
H7 Land off Hollythorpe Close	Allocation	-	-	-	7	7	-	-	-	-	-	-	-	-	-	-	-	14
H8 Land North of Chesterfield Road	Allocation	-	-	-	-	-	-	7	7	-	-	-	-	-	-	-	-	14
H9 Former White Bank Sports Centre	Allocation	-	-	-	7	8	-	-	-	-	-	-	-	-	-	-	-	15
H10 Derwent House HOP	Allocation	-	-	-	7	10	-	-	-	-	-	-	-	-	-	-	-	17
H11 Sycamore Road (land at)	Allocation	-	-	-	7	11	-	-	-	-	-	-	-	-	-	-	-	18
H12 Ashbrooke Centre (Former)	Allocation	-	-	-	7	13	-	-	-	-	-	-	-	-	-	-	-	20
H13 Elm Street	Allocation	-	-	-	7	15	1	-	-	-	-	-	-	-	-	-	-	23
H14 Swaddale Avenue	Allocation	-	-	7	15	3	-	-	-	-	-	-	-	-	-	-	-	25
H15 Goldwell Rooms (Former) and 6 Ashgate Road	Allocation	-	-	-	7	15	3	-	-	-	-	-	-	-	-	-	-	25
H16 Red House HOP & Spire Lodge	Allocation	-	-	-	7	15	3	-	-	-	-	-	-	-	-	-	-	25
H17 Poultry Farm (Former)	Allocation	-	15	12	-	-	-	-	-	-	-	-	-	-	-	-	-	27
H18 Commerce Centre	Allocation	-	15	15	-	-	-	-	-	-	-	-	-	-	-	-	-	30
H19 Ash Glen Nursery (Former)	Allocation	-	-	-	7	15	8	-	-	-	-	-	-	-	-	-	-	30
H20 Land at Duewell Court	Allocation	-	-	-	-	15	15	5	-	-	-	-	-	-	-	-	-	35
H21 Staveley Canal Basin	Allocation	-	-	-	7	15	14	-	-	-	-	-	-	-	-	-	-	36
H22 Listers Car Sales (Former)	Allocation	-	-	-	7	15	15	1	-	-	-	-	-	-	-	-	-	38
H23 Allen and Orr Timber yard	Allocation	-	-	-	7	15	15	3	-	-	-	-	-	-	-	-	-	40
H24 Barker Lane (GK Group premises)	Allocation	-	-	-	7	15	15	3	-	-	-	-	-	-	-	-	-	40

H25 Boat Sales (Former)	Allocation	-	-	7	15	15	11	-	-	-	-	-	-	-	-	-	-	48
H26 Land adjacent Rectory Road	Allocation	-	15	15	5	-	-	-	-	-	-	-	-	-	-	-	-	35
H27 Walton Hospital (land at)	Allocation	-	-	-	-	48	12	-	-	-	-	-	-	-	-	-	-	60
H28 Walton Hospital (land at)	Allocation	-	-	-	-	48	42	-	-	-	-	-	-	-	-	-	-	90
H29 Dunston Road (Land Off)	Allocation	-	30	30	30	30	26	-	-	-	-	-	-	-	-	-	-	146
H30 Walton Works (Former)	Allocation	-	-	-	15	30	30	30	30	15	-	-	-	-	-	-	-	150
H31 Varley Park	Allocation	-	-	20	20	20	20	20	20	20	20	15	-	-	-	-	-	175
H32 Bent Lane	Allocation	-	-	-	15	30	30	30	30	5	-	-	-	-	-	-	-	140
H33 Linacre Road	Allocation	-	-	-	25	50	50	50	50	50	50	50	25	-	-	-	-	400
H34 Land South of Tom Lane	Allocation	-	-	-	25	50	50	50	50	50	50	50	25	-	-	-	-	400
H35 Land South of Worksop Road	Allocation	-	-	-	-	50	50	50	50	50	50	50	50	-	-	-	-	400
H36 Land at Inkersall Road	Allocation	-	-	-	-	50	50	50	50	50	50	50	50	-	-	-	-	400
SS1 Chesterfield Town Centre / Spire Neighbourhood	Allocation	-	-	-	15	30	30	25	-	-	-	-	-	-	-	-	-	100
SS3 Chesterfield Waterside	Allocation	-	-	207	207	50	37	55	55	55	55	55	55	55	55	59	50	1050
SS5 Staveley Works	Allocation	-	-	-	-	-	-	-	-	-	-	-	-	-	-	50	50	100
SS6 Dunston Road (Land to West of)	Allocation	21	50	50	50	50	50	29	-	-	-	-	-	-	-	-	-	279
SS6 Land south of Dunston Lane	Allocation	-	-	-	-	25	25	50	50	50	50	50	50	50	50	50	-	500
Land To The West Of Bevan Drive, Inkersall	Commitment	-	-	-	-	-	25	30	30	18	-	-	-	-	-	-	-	103
1 Bridle Road Woodthorpe, S43 3BY	Commitment	-	-	7	11	-	-	-	-	-	-	-	-	-	-	-	-	18
Apple Trees, Lancaster Road, Newbold, S41 8TP	Commitment	-	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6
Basil Close, Chesterfield, Derbyshire, S41 7SL	Commitment	-	15	9	-	-	-	-	-	-	-	-	-	-	-	-	-	24
Handleywood Farm, Whittington Road, Barrow Hill	Commitment	-	5		-	-	-	-	-	-	-	-	-	-	-	-	-	5
Jacksons Bakery, New Hall Road, S40 1HE	Commitment	-	7	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7
1 Tennyson Avenue, Chesterfield, S40 4SN	Commitment	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5

The Elm Tree Inn, High Street, Staveley, S43 3UU	Commitment	-	15	8	-	-	-	-	-	-	-	-	-	-	-	-	-	23
Land Used For Storage and Premises, Goyt Side Road, Chesterfield, S40 2BN	Commitment	-	-	7	1	-	-	-	-	-	-	-	-	-	-	-	-	8
Land On Goytside Road Corner, Factory Street, Chesterfield	Commitment	-	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	5
Land To South Of Poplar Farm, Rectory Road, Duckmanton, Chesterfield	Commitment	-	15	15	3	-	-	-	-	-	-	-	-	-	-	-	-	33
Land At Breckland Road, Walton, Derbyshire, S40 3LJ	Commitment	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5
Ravensdale, 26 Chesterfield Road, Brimington, Derbyshire, S43 1AD	Commitment	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5
Land At Chester Street, Chesterfield, Derbyshire	Commitment	-	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6
Chesterfield Post Office, 1 Market Place, Chesterfield, Derbyshire, S40 1TL	Commitment	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
Knightsbridge Court, West Bars, Chesterfield, S40 1BA	Commitment	-	15	15	-	-	-	-	-	-	-	-	-	-	-	-	-	30
Victoria Hotel Lowgates Staveley Derbyshire S43 3TR	Commitment	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
87 New Square, Chesterfield	Commitment	-	9	-	-	-	-	-	-	-	-	-	-	-	-	-	-	9
Chesterfield County Court, St Marys Gate, Chesterfield, S41 7TD	Commitment	-	12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12
Land Adjacent Trinity Court, Newbold Road, Newbold, S41 7PS	Commitment	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
Land North-East Of Sainsbury's Roundabout, Rother Way, Chesterfield	Commitment	2	30	30	30	25	-	-	-	-	-	-	-	-	-	-	-	115
Land At Cranleigh Road, Chesterfield	Commitment	3	30	30	12	-	-	-	-	-	-	-	-	-	-	-	-	72
Ringwood Centre, Victoria Street, Brimington, Chesterfield, Derbyshire, S43 1HY	Commitment	-	12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12
Land To The West Of Keswick Drive, Newbold	Commitment	-	9	-	-	-	-	-	-	-	-	-	-	-	-	-	-	9
Land Surrounding 146 To 152 Hady Lane, Hady Lane, Chesterfield	Commitment	4	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6

Hady Miners Welfare Club, Houldsworth Drive, Hady, S41 0BS	Commitment	-	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6
Eyre View, Site Of Former Newbold Community School, Newbold Road, Newbold	Commitment	34	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6
Land To The Rear Of 79 Sheffield Road, Stonegravels, Chesterfield, Derbyshire	Commitment	9	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
Littlemoor Shopping Centre, Littlemoor Centre, S41 8QW	Commitment	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
Former Social Club, Saltergate, Chesterfield, S40 1NH	Commitment	-	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10
14A Spital Lane, Chesterfield, Derbyshire, S41 0HJ	Commitment	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5
10B Marsden Street Chesterfield Derbyshire	Commitment	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5
	Total:	**73**	**426**	**489**	**619**	**806**	**627**	**488**	**422**	**363**	**325**	**320**	**255**	**105**	**105**	**159**	**100**	**5609**

APPENDIX 3: Evidenced Trajectory Data

Site Name	Evidence?
H1 Edale Road garage court	Site statement received
H5 Pondhouse Farm	Site statement received
H6 Miller Avenue	Site statement received
H8 Land North of Chesterfield Road	Site statement received
H10 Derwent House HOP	Site statement received
H12 Ashbrooke Centre (Former)	Site statement received
H16 Red House HOP & Spire Lodge	Site statement received
H17 Poultry Farm (Former)	Site statement received
H18 Commerce Centre	Site statement received
H20 Land at Duewell Court	Site statement received
H21 Staveley Canal Basin	Site statement received
H27 Walton Hospital (land at)	Site statement received
H28 Walton Hospital (land at)	Site statement received
H35 Land South of Worksop Road	Site statement received
H36 Land at Inkersall Road	Site statement received
SS3 Chesterfield Waterside	Site statement received
SS5 Staveley Works	Site statement received
SS6 Dunston Road (Land to West of)	Site statement received

APPENDIX 4: Windfall Sites Evidence

Chesterfield Borough Council:
Identifying an allowance for Windfall Sites

1 Introduction

1.1 The National Planning Policy Framework (NPPF, February 2019) defines windfall sites as: "sites not specifically identified in the development plan". Paragraph 70 of the NPPF allows authorities to make an allowance for windfall sites as part of anticipated supply, however there should be "compelling evidence that they will provide a reliable source of supply". In addition to this it states that any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.

1.2 The PPG guidance on housing and economic land availability assessment states that a windfall allowance may be justified in the five-year housing land supply calculations. It also advises that local planning authorities have the ability to identify broad locations in years 6-15 and, where possible, for years 11-15, which could include a windfall allowance based on a geographical area.

1.3 Chesterfield's housing land supply as set out in the Pre-Submission Local Plan is comprised of dwellings with planning permission (which are not yet built) and proposed allocations. The housing requirement set out in the Local Plan is a minimum and in the context of Para 73 of the NPPF it is advisable to strive above this. This is particularly important given Chesterfield's failure of the housing delivery test which sets out that a 20% buffer is required on Chesterfield's housing target.

1.4 There is a strong record of small windfall sites being delivered in Chesterfield. This paper sets out a potential further contribution from windfall sites, which could be included in Chesterfield Borough Council's Local Plan (2018-2035), in accordance with the NPPF. It forms part of the evidence base for the Local Plan and provides a justification for inclusion of a windfall allowance in the Authority's housing trajectory.

2 Methodology

2.1 Windfall development comprises sites that have unexpectedly become available over time, and which were not anticipated by the authority as part of a local plan. These sites are granted planning permission in accordance with adopted local and national policies, and contribute towards housing figures. Windfall completions and commitments can vary in size and type of development, including large sites (over 10 dwellings), such as those that may arise from the closure of a large commercial unit, or much smaller projects such as a residential conversion, or a new flat built over the top of a shop.

2.2 The following approach has been taken with regards to identifying a windfall allowance:

- Review of records of historic completions over a study period;

- Analysis of historic trends;

- Estimations of future housing delivery from windfall sites, considering:

    - Whether there is enough evidence for the inclusion of a windfall allowance in the Council's housing trajectory;
    - the impact of future market conditions, changing trends and possible policy changes.

2.3 The Authority's Land Availability Assessment (LAA) assesses sites capable of delivering five or more dwellings. As such, sites of four or less dwellings would not be included in the LAA and planning permissions of this size are therefore considered windfall. However, it should be noted that historically windfall sites have still occurred within Chesterfield that are between 5-9 dwellings, as well as sites of 10 dwellings or more. Previously the Council has used granted permissions as an indicator from which to calculate a windfall allowance; however it is now considered that the use of completions data provides a more robust methodology.

2.4 To ensure that no double counting occurs between the commitments as depicted in the Local Plan (see Trajectory within the Housing Topic Paper) and the windfall allowance the historic housing delivery on windfall sites is calculated excluding the following:

- Allocations under HSN1 – Sites for Residential Development (Saved from the 2006 Replacement Chesterfield Borough Local Plan;
- Proposed allocations within the Pre-Submission Local Plan (2018-2033);
- Sites contained within the Land Availability Assessment (2018);
- Sites contained within the Strategic Housing Land Availability Assessment (2014) and previous versions.

2.5 The NPPF no longer specifies the exclusion of development on residential garden land from the windfall allowance. Therefore, the windfall analysis throughout this report will consider all development that was not anticipated by the local planning authority, factoring in exclusions related to the LAA (2018) and SHLAA (2012).

3 Analysis of Past Trends

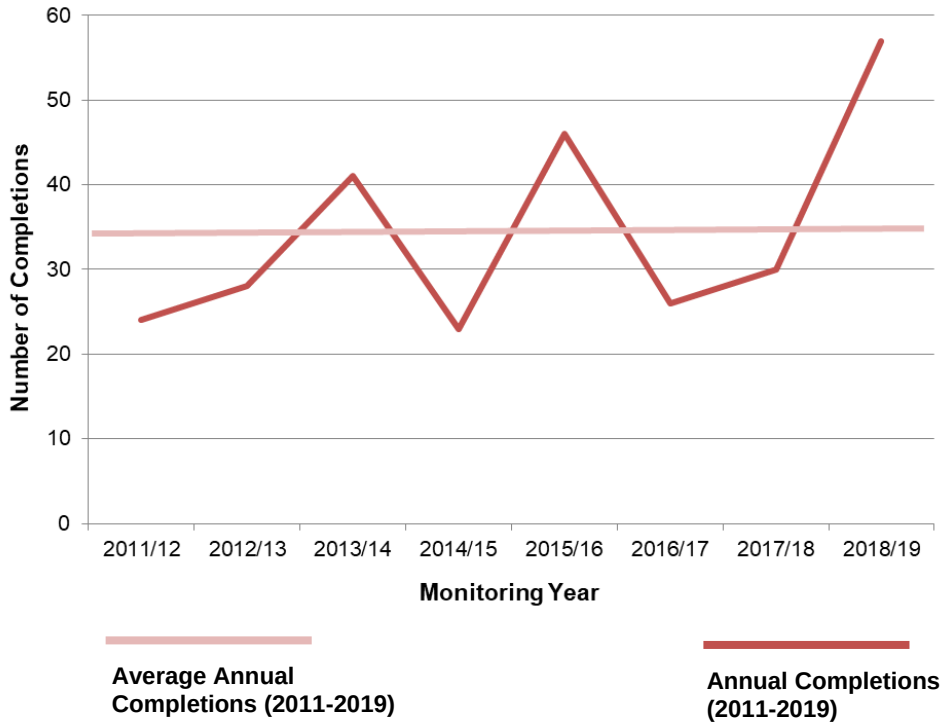
3.1 Past delivery rates from windfall development have been obtained using Chesterfield's detailed housing completions data records. This includes information on the location and type of development, as well as the detailed planning application description. Based on housing completions data, this report considers the delivery of windfall sites since 1st April 2011 to 31st March 2019, which includes part of the plan period of the currently adopted Local Plan (Core Strategy). **Table 1** presents the total number of windfall completions (of four or fewer dwellings) in Chesterfield over this period, which provides evidence that windfall development has consistently delivered a significant proportion of the Authority's housing completions. All figures referred to throughout this report reflect the total net completions as windfall.

Table 1: Windfall Completions in Chesterfield (2011-2019)

Monitoring Period	Total Completions	Windfall Completions	Proportion of Windfall Completions
2011/12	51	24	47.1%
2012/13	150	28	18.7%
2013/14	148	41	27.7%
2014/15	184	23	12.5%
2015/16	206	46	22.3%
2016/17	123	26	21.1%
2017/18	110	30	27.3%
2018/19	212	57	26.9%
Average	148	34	25.4%

3.2 The average of net residential completions on all sites over 2011-2019 is 148 dwellings. **Table 1** shows that small windfall sites are a significant source of housing delivery in Chesterfield; on average 25.4% of completions have been provided through small windfall sites (4 dwellings or less) between 2011 and 2019. This is on average, 34 dwellings per annum which are being brought forward through windfall sites.

Graph 1: Windfall Completions in Chesterfield 2011-2019



3.3 **Graph 1** shows that although the number of windfall completions on small sites fluctuates, there is no evidence to suggest that the sources are diminishing. Delivery from small windfall sites is expected to continue as national planning policy guidance seeks to boost housing supply. At a local level, policies in the adopted and emerging Local Plans promote the best use of land, especially around existing centres, so small site windfall is expected to continue in to the future.

3.4 The Council's previous analysis of windfall trends looked at completions on small (less than 10 dwellings) windfall sites from 2005/6 to 2011/12. The average of net windfall completions over this period is 105 dwellings. It also looked at the grant of permission for dwellings on sites of 9 or less with an average of 65 windfall dwellings receiving permission between 2004/5 to 2010/11. The period analysed includes a range of different market conditions from an extremely buoyant market in the period up to 2006, to a dramatic downturn between 2007 and 2011. Whilst housing delivery shows a positive trend towards improvement, delivery has not recovered to pre-recession rates.

3.5 A windfall allowance has been used previously in the Replacement Chesterfield Borough Local Plan (2006). Paragraph 3.11 notes 'A further source of supply will be small windfall sites, with less than 10 dwellings. Housing completions from these sources between 1991 and 2005 have averaged 53 dwellings per annum (both sites and conversions/changes of use.

4 Adjustments

4.1 Over the period of time during which this windfall allowance has been assessed there have been significant changes to national policy. The introduction of the NPPF in 2012 (updated 2018) has allowed increased flexibility provided by policies that have encouraged windfall through a variety of sources. There is a more lenient stance regarding change of use from commercial to residential through the introduction of Prior Approval alongside changes to Permitted Development Rights. These policies encourage more landowners to pursue residential development, with the result of increasing the number of windfall completions. At the national level there have been more recent changes made to national planning policy, regulations and guidance, notably in the form of the revised National Planning Policy Framework, which have sought to boost housing supply.

4.2 The time period over which past windfall trends have been assessed includes a significant period of economic depression. Although average numbers of windfall from 2011 to 2019 have been variable, small windfall sites provide a material amount of completions each year. The yearly average calculated within this windfall paper is considered to be conservative estimate given that sites ranging from 5-9 dwellings have not been included in the analysis (so as not to over-estimate windfall delivery). Past examples (such as the conversion of former pubs and flat conversions in the town centre) have included redevelopment and conversion sites, which would not necessarily be identified in the LAA. Therefore no adjustments are considered necessary to allow for a change in market conditions.

4.3 No adjustment is needed to account for existing commitments as small windfall sites (4 or fewer dwellings) have not been included within the Trajectory in the Housing Topic Paper (2019).

5 Calculating the Windfall Allowance

5.1 The Local Plan will have a plan period of 17 years, from 2018 to 2035 (amended to satisfy the requirement of the plan period being 15 years from the date of anticipated adoption). The Trajectory within the Housing Topic Paper (2019) has been updated to reflect the position at 31st of March 2019. The calculation of the windfall allowance for the plan period has been split into 4 phases to reflect the updated monitoring and extension of the plan period as described within the Housing Topic Paper (2019).

Phase 1 2019-2023: 4 years x 34 dwellings =136
Phase 2 2023-2028: 5 years x 34 dwellings =170
Phase 3 2028-2033: 5 years x 34 dwellings =170
Phase 4 2033-2035: 2 years x 2 dwellings = 68

Total windfall allowance for trajectory = **544**

Dwellings from permissions relating to small sites have not been included within the Trajectory in the Housing Topic paper. A windfall allowance could therefore be applied from the first year of the plan. Based on the review of past delivery and consideration of planning policy development an annual average allowance of 34 dwellings is considered realistic and justifiable. This will provide extra flexibility in the housing supply throughout the plan period.

6 Conclusion

6.1 It is clear therefore that the borough council has a long-term history of housing completions coming from small windfall sites. There is a strong justification for making a windfall allowance, particularly with regard to small sites, in the borough's housing supply. The character and spatial form of the borough means small windfall sites come forward regularly and reliably, contributing a significant and consistent proportion of new housing delivery.