

HOUSING DELIVERY ACTION PLAN

FEBRUARY 2020

DERBYSHIRE DALES HOUSING DELIVERY ACTION PLAN

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INTRODUCTION

The Government has set an objective of significantly boosting the supply of new homes, and delivering a target of 300,000 new homes a year. The National Planning Policy Framework (NPPF) published in February 2019 states in Paragraph 59 that the Government considers it imperative that land with planning permission is developed without unnecessary delay. The NPPF also expects that local planning authorities should be able to identify, annually, a minimum of five years' worth of deliverable housing sites.

The Housing Delivery Test (HDT) is an annual measurement of housing delivery for a local planning authority. It is a percentage measurement of the number of net homes delivered against the number of homes required over a rolling three year period. The HDT Measurement Rule Book¹ published by the Government in July 2018 sets out in detail the methodology used for calculating the HDT.

The NPPF indicates that where a local planning authority's housing delivery falls below 95% of homes required, it should prepare an Action Plan whose purpose is to assess any causes of under delivery and set out ways in which under-delivery can be improved in the future.

The results of the HDT for Derbyshire Dales originally published in February 2019 indicated a measurement of 93%. However, whilst the requirement figure published was one for the whole of the local authority area, the delivery figures published did not include residential units delivered within the Peak District National Park over the same period. This situation was raised with MHCLG, and in May 2019 it was accepted that completions in the National Park should contribute towards the overall HDT assessment. As a consequence the District Council has a HDT score of 104%.

Although the District Council is, as a consequence, not required to prepare and submit to MHCLG a formal Housing Delivery Action Plan it has agreed that it would be good practice to undertake the preparation of a Housing Delivery Action Plan.

This Action Plan is therefore intended to be a practical document that seeks to set out how the District Council will minimise the risk of housing under-delivery, and how it will maintain an adequate level of housing completions over the next few years.

The District Council considers that this document is one all stakeholders with responsibility for delivering residential development in Derbyshire Dales should use their best endeavours to implement.

HOUSING DELIVERY ANALYSIS

Housing requirements in Derbyshire Dales historically set in the Derbyshire Structure Plan and East Midlands Regional Plan were approximately 25 to 30%

¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf

below that required. This policy approach having been taken in the interests of safeguarding the high landscape and environmental quality of the area.

However, Government Guidance included within the National Planning Policy Framework (2012) indicated that local planning authorities should plan, through strategic plans, to fully meet their objectively set housing need. As a consequence the housing requirement in the Derbyshire Dales Local Plan adopted in 2017 set a target for the plan period 2013-2033 of 5,680 or 284 dwellings per annum – a rate almost 50% higher than that previously required in the East Midlands Regional Plan.

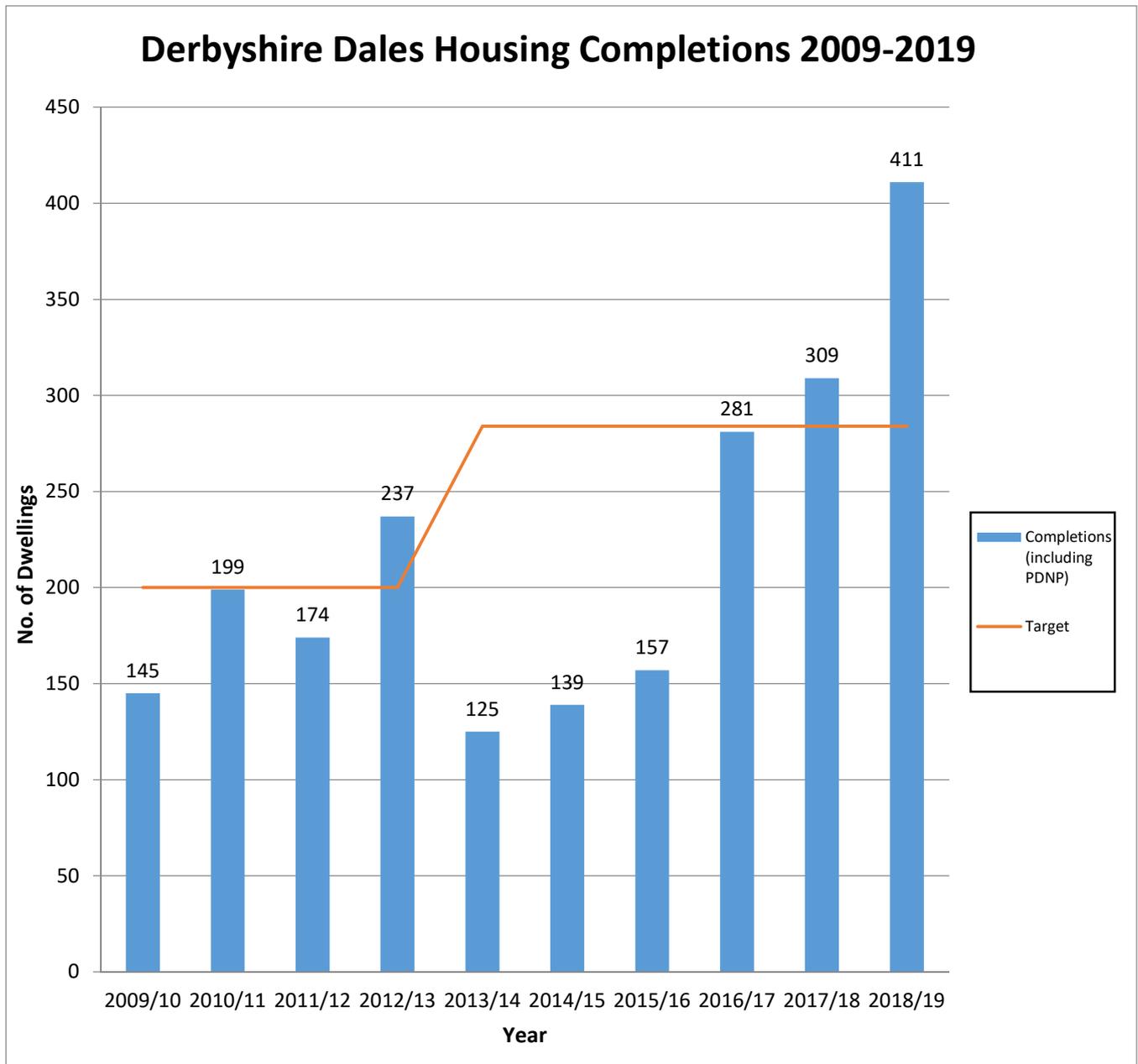


Figure 1 - Housing Completions 2009-2019

The evidence suggests that since the requirement for local planning authorities to fully meet all their objectively assessed housing needs that the level of residential completions has steadily risen over time. Housing completion data, indicates that across the District Council area there were 411 net completions over the period 1st April 2018 to 31st March 2019. This level of completions is the highest achieved across Derbyshire Dales for at least the past 30 years.

This increase in completions is reflective of the fact that as sites have been allocated for residential development (primarily greenfield sites) in the emerging and subsequently adopted Derbyshire Dales Local Plan landowners and developers have sought to bring sites forward.

Estimates of housing delivery suggest that over the next five years housing delivery will year on year exceed the HDT.

Year	Housing Requirement	Three Year Rolling Housing Target	Estimated Three Year Housing Delivery ²	HDT
2018	232	646	674	104.33%
2019	230	642	862	134.26%
2020	226	638	1249	195.77%
2021	222	688	1445	210.03%
2022	215	678	1414	208.55%
2023	208	663	1137	171.49%

Table 1 - Estimated HDT Completions 2019-2023

An assessment of the District Council's current five year supply of land for housing has been undertaken. This suggests that the District Council currently has the equivalent of **5.89 years**' worth of supply – which includes a 5% buffer to ensure choice and competition in the market, as required in the NPPF.

² Does not make any assumptions about commitments and completions within the Peak District National Park for 2019 onwards

	Objectively Assessed Housing Need 2013-2033	5680
	Annual Housing Requirement	284
A	Total Objectively Assessed Need 2019 to 2024 : OAHN dwellings per annum x 5 years	1420
	Shortfall in Housing Provision between 1st April 2017 and 31st March 2018	
B	Dwellings required between 1st April 2013 and 31st March 2019 = (A) divided by 5 multiplied by 6 years	1704
C	New dwellings completed between 1st April 2013 - 31st March 2019	1272
D	PDNP New dwellings completed between 1st April 2013 - 31st March 2019	150
E	Shortfall between requirement (B) and total completions (C)+(D)	282
F	Revised housing requirement for period 2019-2024 (A plus E)	1702
G	Plus 5% Buffer (NPPF Advice)	85
H	Five Year Requirement 2019-2024	1787
I	Revised Annual Requirement 1st April 2019 - 31st March 2024	357
	Housing Supply 2019	
J	Commitments at 31 st March 2019 (Net) (2019-2024)	1534
K	Peak District National Park Contributions	100
L	Windfall Contribution (5 x 15 p.a.)	75
M	Local Plan Allocations Potential 2019-2024 (0-5 Years)	396
N	Total Supply 2019 - 2024 (J+K+L+M)	2,105
O	Five Year Supply 2019-2024 (N divided by I)	5.89

Table 2 - Five Year Supply of Land for Housing 2019-2024

The assessment indicates that the District Council has sufficient housing land to demonstrate a deliverable five year supply. As such it safeguards the District Council for the next 12 months against the potential that it will have to grant planning permission for housing development not specifically allocated or not in accordance with the policies set out in the adopted Derbyshire Dales Local Plan.

An assessment of the realistic delivery rates suggests the following potential trajectory over the next five years:

	2019/20	2020/21	2021/22	2022/23	2023/24	TOTAL
Allocated in Derbyshire Dales Local Plan	0	57	89	135	115	396
Resolution to Grant – Planning Permission Not Yet Issued	16	32	59	40	49	196
Minors less than 10 units	64	64	64	64	60	316
Major 10plus	480	338	151	44	9	1022
National Park	20	20	20	20	20	100
Windfall Assumption	15	15	15	15	15	75
Total	595	526	398	318	268	2,105

Table 3 - Source of Housing Delivery 2019 - 2024

This equates to an average annual rate of 421 dwellings per annum. This rate is well above 284 dwellings plus 5% for a buffer, and is almost double the rate which the District Council achieved during the last plan period.

Although it is difficult to accurately assess the District Council's future five year supply, because there are so many variables which cannot be legislated for, an estimate of the position of the five year supply as at April 2020 and April 2021 has been calculated. These suggest that the District Council will continue to be able to demonstrate that it has a five year supply of deliverable land for housing in both future years (5.77 & 5.85 years respectfully).

KEY ISSUES

The District Council is committed to meeting the identified Objectively Assessed Need for Housing for the period up to 2033 through the strategy set out in the adopted Derbyshire Dales Local Plan. There are two key issues which the District Council has identified that it considers needs to be addressed to ensure that future housing delivery meets the strategic requirements of the area.

Key Issue 1 – Future Supply of Housing Land

Advice in the NPPF is that strategic policies should set out a clear strategy for accommodating objectively assessed needs in a way that makes as much use of previously-developed land as possible. The adopted Derbyshire Dales Local Plan

allocates land for 2,890 dwellings, of which 2,116 dwellings (73.32%) are allocated on brownfield sites.

At the present time, for those dwellings allocated on brownfield land the District Council does not have sufficient evidence that 1,966 (93% of brownfield allocations) dwellings will be completed within the next five years to be able to satisfy the NPPF definition of deliverable. This equates to 68% of all allocated dwellings.

Of the 1,966 dwellings, 1,745 dwellings are allocated on two large brownfield sites (Ashbourne Airfield and Middle Peak Quarry, Wirksworth). This equates to 31% of the overall Objectively Assessed Need for the period to 2033. Both of these sites are not anticipated to deliver housing until later in the plan period as they have complex and costly remediation requirements. Along with ownership issues, this will inevitably have a detrimental effect upon their attractiveness to the market and delivery on site.

In terms of the 774 dwellings allocated on greenfield sites 606 dwellings now have the benefit of planning permission or are likely to obtain planning permission within the foreseeable future, leaving only 168 dwellings allocated on greenfield sites yet to obtain the benefit of planning permission.

The evidence suggests therefore, that of those sites allocated in the adopted Derbyshire Dales Local Plan there is likely to be a continuation of readily deliverable sites coming forward in the next five years – however in the longer term the outlook is less positive. This is primarily because of issues associated with the large brownfield allocations.

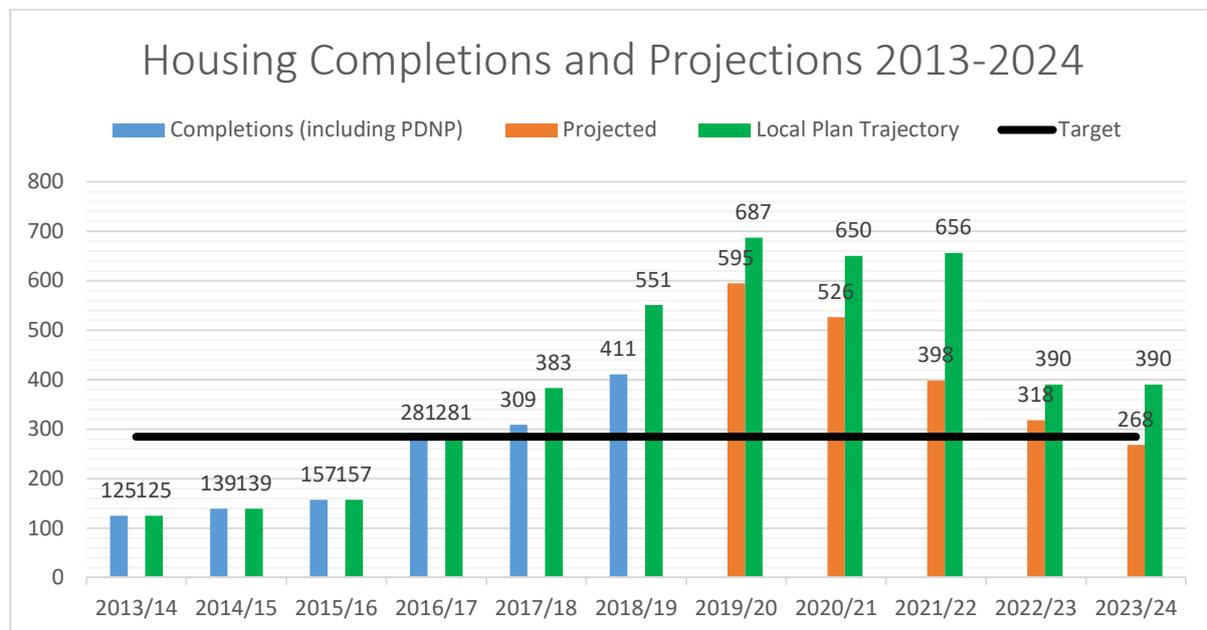


Figure 2 - Housing Completions and Projections 2013-2024

However, any slippage in sites being delivered at the rate envisaged could have a detrimental impact of the District Council's five year housing position. The consequences of not being able to demonstrate a five year supply of land for housing

is that the presumption in favour of development as set out in the NPPF comes into effect. This means that the District Council would be obliged to grant planning permission for residential development on sites that are not allocated for such purposes in the adopted Derbyshire Dales Local Plan, and where there are no other factors which could be seen to override that presumption. Such sites, given experience, are more than likely to be easier-to-develop greenfield sites.

The District Council, therefore consider that in order to ensure that all the sites in the adopted Derbyshire Dales Local Plan can contribute to meeting the strategic housing needs over the whole of the plan period that it is necessary to seek ways to assist 'de-risk' the large brownfield allocations.

This also suggests that the District Council will need to carefully monitor and take pro-active action to maintain the supply and delivery of land allocated for residential development, otherwise there is a significant risk of failure of the current strategy in the adopted Derbyshire Dales Local Plan.

Key Issue 2 – Development Management Processes

The allocation of land for residential development in the adopted Derbyshire Dales Local Plan usually starts the process of bringing a site forward for development. However each site requires the benefit of planning permission before any development can take place on it.

The approach that the District Council takes in respect of taking forward individual planning applications is likely to have a significant effect upon the confidence and ability of landowners/developers to deliver the aspirations of the Local Plan.

The District Council operates a Paid Pre Application Service. This allows applicants and potential applicants to obtain advice from the local planning authority prior to the submission of a planning application³. The service is available for all types of proposals from small domestic extensions to large residential developments.

This allows the District Council to work with developers and influence the design and layout of major developments as well as ensure that they are able to satisfy all the relevant policies in the adopted Derbyshire Dales Local Plan. This is one reason why for major planning applications the District Council has a performance for the determination of major planning applications of 100%, against a target of more than 60%.

By taking such a positive approach the District Council is able to remove some of the uncertainty involved in submitting a major planning application and process the application more quickly.

The majority of the major residential applications for planning permission require the developers enter into a S106 Planning Obligation with the District Council.

³ <https://www.derbyshiredales.gov.uk/planning-a-building-control/submit-a-planning-application/pre-application-advice>

Reaching agreement on the content of S106 Obligations can delay the issuing of a planning permission for the major residential development,

Completion of legal agreements can be a source of delay in the determination of a major planning application and the subsequent commencement of development on site. Wherever possible the District Council will seek to agree the content of a legal agreement during the determination of the planning application.

The District Council will continue to take a positive and pro-active approach to the determination of all planning applications for residential development, particularly those that are able to fully satisfy the policies and proposals in the adopted Derbyshire Dales Local Plan. The District Council will also seek to ensure that in respect of its role in the preparation of legal agreements it does all it can to avoid any unnecessary delays to their completion.

ACTION PLAN

The granting of planning permission does not guarantee that those sites in the adopted Derbyshire Dales Local Plan will come forward. There are many factors that influence the sites which come forward for development, as well as the rate at which they come forward. Some of the factors that influence development are in fact beyond the control of the District Council such as the availability of capital funding for remediation works, and the availability of labour and materials of construction.

Nevertheless the District Council can take a pro-active role in respect of housing delivery by seeking to influence land owners/agents and developers to bring forward sites in a manner which is appropriate to the strategy set out in the adopted Derbyshire Dales Local Plan.

The actions set out below are considered by the District Council to be the most appropriate for ensuring the delivery rate of new housing is maintained at the rate required in the adopted Derbyshire Dales Local Plan and for passing the MHCLG Housing Delivery Test:

Monitoring

Effective monitoring of housing delivery is essential for understanding progress on delivery. At the present time the District Council undertakes monitoring of residential completions on an annual basis in April, as part of the work it undertakes for the Authority Monitoring Report, the data from which feeds into the calculation of the five year supply of land for housing.

Biannual monitoring is also undertaken to assess progress on residential development sites and as a means of determining whether specific triggers have been met in relation to S106 Planning Obligations.

In order to inform future development rates in the housing trajectory the District Council collates on an annual basis pro-forma data from land-owners and

developers about their future intentions for development on each of the sites allocated for residential development in the adopted Derbyshire Dales Local Plan.

Guidance in the NPPF now sets out that in order to include a site within the calculation of five year supply of land for housing it must have 'clear evidence' that a site will come forward within the next five years. At the present time the assessment of what sites are included in the list of sites that contribute towards the five year supply calculation are undertaken internally.

To move towards a more collaborative approach in confirming sites appropriate for inclusion in the calculation of five year supply of land for housing, the District Council considers that the establishment of a Developer Forum, involving, large and small developers, along with key landowners will be beneficial to the process.

Actions

- M1 Undertake annual monitoring exercise of residential development
- M2 Continue to collect pro-forma data both on sites allocated in Derbyshire Dales Local Plan and Major Sites with outline & full planning permission
- M3 Utilise collated data to inform future housing trajectory
- M4 Convene a Developer Forum of large/small developers and key landowners to inform the five year supply requirement in relation to 'clear evidence' and provide intelligence on site progress.
- M5 Continue to have regular engagement with land owners/developers for the more complex brownfield sites to ensure their accelerated delivery
- M6 Seek to encourage potential applicants of major residential developments at the pre-application stage that the submission of any planning application should include the outline terms of any legal agreement and that wherever feasible agreement on the contents of any legal agreement should be reached in conjunction with the determination of the application.

Site Delivery

The adopted Derbyshire Dales Local Plan has sought to ensure that there is a broad range of sites to meet the strategic housing requirements for the period up to 2033. However the evidence suggests that in the period beyond 2024 there could be some uncertainty about the rate at which new homes come forward on sites across the Derbyshire Dales.

Legislation requires that a review of the Derbyshire Dales Local Plan is completed by December 2022. Future housing requirements and monitoring of residential delivery rates, along with on-going discussions with developers/landowners about

the future rate at which sites are likely to come forward will influence the extent to which the District Council considers it will be necessary to allocate new land for residential development.

The District Council will utilise, the following actions where considered necessary to ensure that there are sufficient sites to meet the District Council's future housing requirements.

ACTIONS

Review failed/lesser ranked sites in the Strategic Housing Land Availability Assessment (SHLAA) to determine if any could be considered sites with development potential to meet any shortfall in five year housing supply.

- SR1 When undertaking a Call for Sites use the same methodology as used previously, in an attempt to identify any new sites capable of coming forward for residential development
- SR2 As part of the review of the Derbyshire Dales Local Plan seek to provide a more extensive portfolio of different site sizes and types and to encourage early development of sites
- SR3 Bring forward proposals for the District Council to act as a housing developer for new affordable housing schemes.
- SR4 If appropriate consider use of Compulsory Purchase powers to attempt to unblock sites
- SR5 Take a multi-disciplinary team approach to the development of strategic sites and consider the creation of a team with expertise in site delivery
- SR6 In appropriate circumstances facilitate discussions between landowners/developers and Homes England, with a view to seeking funding and/or joint venture arrangements to enable the acceleration of site delivery.
- SR7 In appropriate circumstances consider the release/removal of conditions including any affordable housing requirements from extant and/or unimplemented planning permissions

ACTION PLAN & PERFORMANCE MANAGEMENT

Ref No.	Action	By Whom	By When
M1	Undertake annual monitoring exercise of residential development	DDDC (Planning Policy)	Annually in December
M2	Continue to collect pro-forma data both on sites allocated in Derbyshire Dales Local Plan and Major Sites with outline & full planning permission	DDDC (Planning Policy)	Annually in April
M3	Utilise collated data to inform future housing trajectory	DDDC (Planning Policy)	Ongoing
M4	Convene a Developer Forum of large/small developers and key landowners to inform the five year supply requirement in relation to 'clear evidence' and provide intelligence on site progress.	DDDC (Planning Policy & Development Management)	April 2020
M5	Continue to have regular engagement with land owners/developers for the more complex brownfield sites to ensure their accelerated delivery	DDDC/Homes England	Ongoing
M6	Seek to encourage potential applicants of major residential developments at the pre-application stage that the submission of any planning application should include the outline terms of any legal agreement and that wherever feasible agreement on the contents of any legal agreement should be reached in conjunction with the determination of the application.	DDDC (Development Management and Legal Service)	Ongoing

Ref No.	Action	By Whom	By When
SR1	When undertaking a Call for Sites use the same methodology as used previously, in an attempt to identify any new sites capable of coming forward for residential development	DDDC (Planning Policy)	December 2021
SR2	As part of the review of the Derbyshire Dales Local Plan seek to provide a more extensive portfolio of different site sizes and types and to encourage early development of sites	DDDC (Planning Policy)	December 2022
SR3	Bring forward proposals for the District Council to act as a housing developer for new affordable housing schemes.	DDDC (Housing Services)	December 2019
SR4	If appropriate consider use of Compulsory Purchase powers to attempt to unblock sites	DDDC	As Necessary
SR5	Take a multi-disciplinary team approach to the development of strategic sites and consider the creation of a team with expertise in site delivery	DDDC	Ongoing
SR6	In appropriate circumstances facilitate discussions between landowners/developers and Homes England, with a view to seeking funding and/or joint venture arrangements to enable the acceleration of site delivery.	DDDC/Homes England	Ongoing
SR7	In appropriate circumstances consider the release/removal of conditions including any affordable housing requirements from extant and/or unimplemented planning permissions.	DDDC/Developers	As Necessary.

APPENDIX 1

LIST OF BROWNFIELD & GREENFIELD SITES

BROWNFIELD SITES

SITE REF	NAME	NO. OF DWELLINGS	NPPF DELIVERABLE WITHIN FIVE YEARS	FIVE YEAR ASSUMPTION
HC2(b)	Former Mirage Hotel, Ashbourne	20	x	0
HC2(d)	Ashbourne Airfield (Phase 2)	1,100	x	0
HC2(m)	Stancliffe Quarry, Darley Dale	100	x	0
HC2(u)	Land at RBS, Matlock	24	✓	24
HC2(y)	Former Permanite Works, West of Cawdor Quarry, Matlock	50	x	0
HC2(aa)	Whitelea Nursery, Tansley	27	✓	26
HC2(cc)	Land at Middleton Road, Wirksworth	150	✓	100
HC2(dd)	Land at Middlepeak Quarry	645	x	0
	TOTALS	2,116		150

GREENFIELD SITES

SITE REF	NAME	NO. OF DWELLINGS	PLANNING PERMISSION (October 2019) ⁴	FIVE YEAR LAND STATUS	FIVE YEAR ASSUMPTION
HC2(e)	Land off Cavendish Drive, Ashbourne	28	x	✓	28
HC2(f)	Land to North of A52, Brailsford	32	✓	✓	32
HC2(i)	Land at Old Hackney Lane, Darley Dale	57	x	✓	41
HC2(j)	Land off Old Hackney Lane, Darley Dale	9	✓	✓	9
HC2(k)	Land to rear of RBS, Darley Dale	135	✓	✓	100
HC2(l)	Land off Normanhurst Park, Darley Dale	20	x	✓	20
HC2(p)	Land at Marston Lane, Doveridge	18	x	✓	18
HC2(w)	Land off Gritstone Road/Pinewood Road, Matlock	430	✓	✓	165
HC2(x)	Land to north of Porter lane/East of Main Street, Middleton by Wirksworth	45	x	x	0
	TOTAL	774	606		413

⁴ Or anticipated to obtain planning permission in the foreseeable future.