

Bolsover District Council

Planning Committee

10th February 2016

Proposed Preferred Strategic Options for the New Local Plan

Report of the Joint Assistant Director of Planning and Environmental Health

Purpose of the Report

- To outline the Local Plan Steering Group's proposed Preferred Strategic Options for the Local Plan for Bolsover District.
- To seek approval for the Preferred Strategic Options for the Local Plan for Bolsover District to enable work to progress towards the publication of a draft Local Plan in September 2016.

1 Report Details

Background

- 1.1 Members will be aware that the Council's Local Development Scheme timetable outlines the following key milestones for the preparation of the Local Plan for Bolsover District:
- i. Initial Consultation on what the Plan should contain (Oct / Nov 2014)
 - ii. Consultation on Identified Strategic Options (Oct / Nov 2015)
 - iii. Consultation on the Draft Plan (Sept / Oct 2016)
 - iv. Consultation on Publication Plan (June / July 2017)
 - v. Submission (Nov 2017)
 - vi. Adoption (Sept 2018)
- 1.2 Members will also recall Planning Committee's decision in October 2015 to undertake public consultation on the following Identified Strategic Options for the Local Plan for Bolsover District:

Housing Target Options:

- Option A – A housing target of 2,775 (185 dwellings a year) - below objectively assessed need and based on past delivery levels;
- Option B – A housing target of 3,600 (240 dwellings a year) - that meets the identified objectively assessed need;
- Option C – A housing target of 5,250 (350 dwellings a year) - that exceeds objectively assessed need.

Employment Target Options:

- Option A – An employment target based on the lower end of the recommended range (approximately 65 hectares);
- Option B – An employment target based on the amount of land with planning permission (approximately 80 hectares);
- Option C – An employment target based on the highest end of the recommended range (approximately 100 hectares).

Suggested Strategic Site Options (each for consideration):

- Bolsover North – a mixed use development, incorporating approximately 900 dwellings, a relocated Infant School, an Extra Care Facility, a new town park and associated highway, greenway and cycle route improvements;
- Former Coalite Chemical Works – a mixed use development, incorporating 70,000 sq.m. of employment land, a transport hub, an energy centre and a visitor centre / museum in Bolsover District, and approximately 800 dwellings and a local centre in North East Derbyshire District;
- Clowne North – a mixed use development, incorporating 78 hectares of employment land, potentially 1,800 dwellings and land for educational and recreational uses;
- Former Whitwell Colliery site – a mixed use development, incorporating 5.2 hectares of employment land, potentially 390 dwellings and a country park.

Spatial Options for Distributing Growth:

- Option A – Focus on the more sustainable settlements

This option would direct additional growth to the District's more sustainable settlements in order to take advantage of their greater employment opportunities, better transport links and services and facilities. However, given the high levels of growth already approved in Shirebrook, Creswell, Tibshelf and Barlborough, this option would direct additional growth to those other sustainable settlements that do not have the same level of existing commitments or have the potential to accommodate more. These were:

- South Normanton
- Bolsover
- Clowne
- Pinxton
- Whitwell

- Option B – Focus on the most viable settlements

This option would direct additional growth to the District's most viable settlements in order to take advantage of the expected attractiveness of available sites to house builders. Again, this would take account of the high levels of growth already approved in other settlements but would focus additional large scale development to the following viable settlements:

- Clowne

- Bolsover
- South Normanton
- Barlborough

- Option C – Focus on those settlements with key regeneration needs

This option would direct additional growth to the District's settlements with large or a large number of brownfield sites or deprivation hotspots and where complementary greenfield land could help to transform the local housing market. Again, this would take account of the high levels of growth already approved in other settlements but would focus additional large scale development to only the following four settlements:

- Bolsover
- Shirebrook
- Creswell
- Whitwell

- Option D – Focus on an East-West growth corridor

This option would direct the additional growth to those settlements along the A617 from Shirebrook to M1 J29 in order to help explore the business case for funding for a new Shirebrook Regeneration Road, namely:

- Shirebrook
- New Houghton
- Glapwell
- Bramley Vale / Doe Lea

- 1.3 Members will be aware that behind these options lie the committed residential and employment supply position at 30th September 2015 (see tables below). The Council has taken a positive approach to the determination of applications for planning permission in light of the Council's recent lack of a 5-year supply of deliverable housing sites. As a result, this positive approach has led to the Council already having sufficient permissions to account for a large proportion of the District's potential housing and employment supply requirements in the Local Plan for Bolsover District.
- 1.4 However, despite this favourable supply position, the Council still finds itself without a 5-year supply of deliverable housing sites. This unexpected situation is due to a large number of the residential sites, which were granted planning permission on the expectation that they will contribute to the 5-year supply, have not been able to deliver the approved new homes.
- 1.5 Nevertheless, based on the committed residential and employment supply position at 30th September 2015 (see tables below), certain settlements already have substantial levels of growth approved which the Local Plan Steering Group has taken into account as part of its considerations regarding the proposed Preferred Strategic Options.

Expected housing growth at 30th September 2015 based on current permissions (residential commitments)

	Households at 2011	Total Completions	Total Households	Growth rate to date	Total Commitments	Potential growth rate
Bolsover	4,730	120	4,850	2.5%	730	18.0%
Shirebrook	4,639	41	4,680	0.9%	866	19.6%
South Normanton	4,570	184	4,754	4.0%	143	7.2%
Clowne	3,279	124	3,403	3.8%	267	11.9%
Creswell	2,330	8	2,338	0.3%	287	12.7%
Pinxton	1,862	5	1,867	0.3%	11	0.9%
Whitwell	1,634	18	1,652	1.1%	11	1.8%
Tibshelf	1,507	10	1,517	0.7%	170	11.9%
Barlborough	1,204	1	1,205	0.1%	150	12.5%
Blackwell	687	0	687	0.0%	0	0.0%
Newton	669	49	718	7.3%	40	13.3%
Glapwell	681	2	683	0.3%	33	5.1%
New Houghton	596	-3	593	-0.5%	52	8.2%
Langwith	474	1	475	0.2%	0	0.2%
Whaley Thorns	450	3	453	0.7%	0	0.7%
Pleasley	425	12	437	2.8%	23	8.2%
Shuttlewood	393	2	395	0.5%	146	37.7%
Bramley Vale / Doe Lea	304	51	355	16.8%	0	16.8%
Hodthorpe	290	3	293	1.0%	* 101	35.9%
Westhouses	279	0	279	0.0%	0	0.0%
Stanfree	249	2	251	0.8%	0	0.8%
Hilcote	193	1	194	0.5%	0	0.5%
Palterton	163	-12	151	-7.4%	0	-7.4%
Scarcliffe	151	3	154	2.0%	0	2.0%
Countryside		8			0	
Totals	31,759	633	32,392	2.0%	3,030	11.5%

* resolution at July 2015 Planning Committee to grant permission for 101 dwellings in Hodthorpe but decision notice not yet issued.

1.6 As this table demonstrates, based on residential sites that have already been granted, the following settlements are already expected to see substantial growth:

- Shuttlewood – approximately 38% growth in households
- Hodthorpe – approximately 35% growth in households
- Shirebrook – approximately 20% growth in households
- Bolsover – approximately 20% growth in households
- Bramley Vale / Doe Lea – approximately 17% growth in households

Expected employment growth at 30th September 2015 based on current permissions (employment commitments)

	With permission	BDLP Allocation (2000)	Total Commitment
Bolsover	36.23	4.07	40.30
Shirebrook	12.86	5.56	18.42
South Normanton	10.68	15.53	26.21
Clowne	0.00	0.00	0.00
Creswell	0.00	3.08	3.08
Pinxton	0.00	2.95	2.95
Whitwell	0.00	8.17	8.17
Tibshelf	0.00	0.00	0.00
Barlborough	6.71	0.42	7.13
Blackwell	0.00	0.00	0.00
Newton	0.00	0.00	0.00
Glapwell	0.00	0.00	0.00
New Houghton	0.00	0.00	0.00
Langwith	0.00	0.00	0.00
Whaley Thorns	0.00	1.67	1.67
Pleasley	0.00	0.00	0.00
Shuttlewood	0.00	0.00	0.00
Bramley Vale / Doe Lea	0.00	0.00	0.00
Hodthorpe	0.00	0.00	0.00
Westhouses	0.00	0.00	0.00
Stanfree	0.00	0.00	0.00
Hilcote	0.00	0.00	0.00
Palterton	0.00	0.00	0.00
Scarcliffe	0.00	0.00	0.00
Countryside	22.25	0.00	22.25
Totals	88.73 ha	41.45 ha	130.18 ha

1.7 As this table demonstrates, based on employment sites that have already been granted and excluding the unimplemented allocations in the adopted Local Plan, the following settlements are already expected to see substantial growth:

- Bolsover – approximately 36 hectares worth of new employment land
- Shirebrook – approximately 13 hectares worth of new employment land
- South Normanton – approximately 11 hectares worth of new employment land
- Barlborough – approximately 7 hectares worth of new employment land

1.8 Public consultation took place on the Identified Strategic Options between 30th October and 11th December 2015 and involved public drop-in exhibitions across the District. In total, 94 submissions were received from:

- 16 statutory consultees
- 6 national organisations
- 1 Parish / Town Council
- 6 local community groups / organisations
- 23 land owners or by their agents
- 42 members of the public

and accounted for 877 individual representations across all of the options.

- 1.9 All representations have now been considered and reported to the Local Plan Steering Group. At its meeting on 25th January 2016, the Local Plan Steering Group considered detailed reports outlining the relative performance / merits of all of the Identified Strategic Options in light of the Local Plan Vision and Objectives, the finding of the Sustainability Appraisal, consultation responses and the National Planning Policy Framework soundness tests before agreeing to a set of recommendations to Planning Committee on the selection of Preferred Strategic Options for the Local Plan for Bolsover District.
- 1.10 This report sets out a summary of the information supporting the selection of the Preferred Strategic Options. More detailed information is available in the full reports presented to the Local Plan Steering Group at its meeting on 25th January 2016, which are attached as Appendix 1 to this report.

Issues for Consideration

- 1.11 Based on the consideration of all of the issues around selecting preferred options for the Local Plan for Bolsover District, the Local Plan Steering Group at its meeting on 25th January 2016 identified its preferred options based upon the reasoning set out below, noting that these options would be recommended to Planning Committee for approval, and if approved would inform the next stage in the development of the Local Plan.
- Preferred Housing Target – that Option B target of 3,600 dwellings (240 dwellings per annum) over the plan period is selected.

Reasoning: Councils are expected to co-operate to ensure that the level of Objectively Assessed Need (OAN) is met within the Housing Market Area. The Council's evidence in this area, the Strategic Housing Market Assessment (November 2013), identifies 240 dwellings per annum as the OAN for Bolsover District and therefore this provides the minimum the Council will be expected to provide at Examination. Pursuing Option B has been supported by the three other Housing Market Area authorities, as well as Sheffield City Council and Rotherham Metropolitan Borough Council and generally during the consultation exercise. Pursuing Option B is also identified as the best performing option in the Sustainability Appraisal report. Despite this strong support, evidence provided by recent housing build-out rates indicates that achieving 240 dwellings per annum, and thus a 5-year supply, will still represent a challenging level of growth for Bolsover District.

Note: further work is required to understand the relationship between the preferred housing and employment targets as part of the development of the next stage of the Local Plan.

- Preferred Employment Target – that a range between approximately 80 and approximately 100 hectares over the plan period is selected.

Reasoning: Councils are expected to positively plan for employment growth within their local plans. The Council's evidence in this area, the Economic Development Needs Assessment (October 2015), identifies a need for between 65 and 100 hectares of employment land for Bolsover District over the Local Plan plan period. In light of the Council's Growth Strategy, there is justification for a target at the higher end of this range. Based on consultation feedback, pursuing options at the higher end of the range may cause concern with some neighbouring authorities and issues / concerns raised need to be fully explored and addressed under the Duty to Co-operate. In the Sustainability Appraisal report, pursuing options at the higher end of the range are identified as delivering the greatest economic benefits, depending on potential adverse effects resulting from site allocations to deliver the target.

Note: further work is required to understand the relationship between the preferred housing and employment targets as part of the development of the next stage of the Local Plan. Further work also identified to understand deliverability of existing sites.

- Suggested Strategic Sites: Bolsover North – that this site is supported for further consideration as part of the Local Plan Preferred Option.

Reasoning: given the Council's ambitions for growth, the Bolsover North site would at this stage appear to represent a strategic development that could significantly help to deliver the Council's Local Plan Vision and Objectives.

Note: further work is required to understand the deliverability of the site in more detail as part of the development of the next stage of the Local Plan.

- Suggested Strategic Sites: former Coalite site – that this site is supported for further consideration as part of the Local Plan Preferred Option.

Reasoning: the former Coalite site is a committed site within the Council's employment land supply that should significantly help to deliver the Council's Local Plan Vision and Objectives.

Note: further work is required to understand the deliverability of the site in more detail as part of the development of the next stage of the Local Plan.

- Suggested Strategic Sites: Clowne North – that this site is supported for further consideration as part of the Local Plan Preferred Option.

Reasoning: given the Council's ambitions for growth, the Clowne North site would at this stage appear to represent a strategic development that

could significantly help to deliver the Council's Local Plan Vision and Objectives.

Note: further work is required to understand the deliverability of the site in more detail as part of the development of the next stage of the Local Plan.

- Suggested Strategic Sites: former Whitwell Colliery – that this site is supported for further consideration as part of the Local Plan Preferred Option.

Reasoning: given the Council's desire to see the regeneration of the remaining large brownfield sites in the District, the former Whitwell Colliery site would at this stage appear to represent a strategic development that could help to deliver the Council's Local Plan Vision and Objectives.

Note: further work is required to understand the deliverability of the site in more detail as part of the development of the next stage of the Local Plan.

- Preferred Spatial Strategy Option – that Option A with elements of Options C and B for the Spatial Strategy Option is selected.

Reasoning: this preferred Spatial Strategy Option has a strong focus on sustainable development with an appropriate balance between achieving more difficult regeneration aims and securing immediately viable developments. Given the soundness tests that the spatial strategy will be subject to at the Examination, at this stage this option appears to represent the most appropriate Spatial Strategy Option to deliver the Council's Local Plan Vision and Objectives in accordance with the Local Plan preparation timetable.

Note: further work is required to understand the deliverability of this spatial strategy in more detail, in particular in terms of infrastructure planning and individual site deliverability, as part of the development of the next stage of the Local Plan.

1.12 These recommendations provide a Preferred Spatial Strategy Option that would direct additional growth to the District's more sustainable settlements in order to take advantage of their greater employment opportunities, better transport links and services and facilities, but ensuring that a larger share goes to settlements such as Clowne where viability is better and to Whitwell and Bolsover where key brownfield sites exist. This option would seek to take advantage of the preferred suggested strategic sites as the principal locations of growth in Bolsover, Clowne and Whitwell, with smaller sites being sought to deliver growth in the other more sustainable settlements of South Normanton and Pinxton and focussing on achieving the committed growth in the District's other settlements. Where no committed growth currently exists, major development would be resisted in order to support the Council's Preferred Spatial Strategy Option but minor infill development would be accepted.

1.13 In reaching these recommendations, the Local Plan Steering Group noted the desired benefits of Spatial Strategy Option D – Focus on an East-West growth corridor and in particular the wish to see a Shirebrook Regeneration Route.

However, the Group also noted that pursuit of Option D would require further work to identify sufficient available sites to deliver the strategy, including a further call for sites exercise, which would delay development of the Plan. In addition to this, even if sufficient available sites could be identified, based on the Council's evidence on development viability it is noted that sites in Shirebrook in particular suffer from poor viability at the present time putting the delivery of this spatial strategy at risk. Taking all this into account alongside consultation feedback and the significant challenges identified within the Sustainability Appraisal the Local Plan Steering Group noted that making this option central to the Local Plan for Bolsover District would be likely to mean that the Council would fail to get its Local Plan adopted in a timely way. This would undermine the Council's aim to get a Plan in place at the earliest opportunity and make it increasingly vulnerable to intervention by the Secretary of State if it cannot be seen to be capable of publishing its plan in 2017.

- 1.14 However, it was noted that the District's road network is largely rural and would benefit from significant investment, particularly around Shirebrook. As a result, the Local Plan Steering Group recommended that the matter should be further investigated and have requested the matter is taken up as a wider Council regeneration initiative.

2 Conclusions and Reasons for Recommendation

- 2.1 Following consultation on the Identified Strategic Options, the Council now needs to select its Preferred Options for the Local Plan for Bolsover District to enable work to progress towards the scheduled publication of a draft Local Plan for public consultation in September 2016. In accordance with its role in the Council's Constitution, the Local Plan Steering Group has been overseeing the preparation of the new Local Plan and has made its recommendations to Planning Committee on what the Preferred Options for the Local Plan for Bolsover District should be and these are set out in paragraph 1.11.

- 2.2 In light of this, it is recommended that Planning Committee considers the recommendations from the Local Plan Steering Group on what the Preferred Strategic Options should be and approves these as the basis for the preparation of the Local Plan for Bolsover District. The following preferred options are recommended:

- Housing Target – 3,600 dwellings over the plan period (240 dwellings per annum);
- Employment Target – a range between approximately 80 and approximately 100 hectares over the plan period;
- Strategic Sites – Bolsover North, former Coalite site, Clowne North and former Whitwell Colliery site;
- Spatial Strategy – Option A with elements of Options C and B for the Spatial Strategy Option.

- 2.3 It is considered that this combination of options provides the Council with a clear strategy and firm foundation upon which to base its Local Plan, that can be demonstrated to be both ambitious and realistic, combining the objectives to deliver growth in a sustainable and managed way, balancing the need to have a range of suitable development sites that can provide a viable supply in the short term and bring forward regeneration of key sites in the medium to longer term.

- 2.4 Once Preferred Strategic Options for the Local Plan for Bolsover District are approved, work will commence on examining and testing them in more detail so that the Council can be suitably confident that the Preferred Strategic Options can be delivered and brought back to Planning Committee in advance of the publication of the draft Local Plan for Bolsover District.

3 Consultation and Equality Impact

- 3.1 The content of this report is based upon the recommendations of the Local Plan Steering Group following consideration of the findings of public consultation alongside other detailed considerations. All Members have been consulted during the preparation of the Local Plan, were invited to participate at public consultation events and comment on the Identified Strategic Options.
- 3.2 An Equality Impact Assessment will be required in advance of publishing a new Local Plan.

4 Alternative Options and Reasons for Rejection

- 4.1 Planning Committee could decide to not approve the Local Plan Steering Group's recommended Preferred Strategic Options for the Local Plan for Bolsover District. However, this would mean that the Council's timetable for producing the Local Plan would be delayed, and the key corporate priority of submitting the Local Plan (Strategic Policies and Site Allocations) for examination by the Planning Inspectorate by November 2017 would be unlikely to be met.

5 Implications

Finance and Risk Implications

- 5.1 Work on the new Local Plan can be funded from existing budgets. It is important that this budget is maintained in future years.

Legal Implications including Data Protection

- 5.2 The Council has a statutory duty to keep under review the matters which may be expected to affect the development of their area. The most efficient and effective way to do this is through the preparation of a Local Plan.

Human Resources Implications

- 5.3 It is essential that the Planning Policy team has sufficient staffing resources to deliver the Local Plan in a timely manner. The work programmes and timetables reflect this.

6 Recommendations

- 6.1 That the Planning Committee:

- approves the recommendations of the Local Plan Steering Group in respect of the Preferred Strategic Options for the Local Plan for Bolsover District as follows:
 - Housing Target – 3,600 dwellings over the plan period (240 dwellings per annum);
 - Employment Target – a range between approximately 80 and approximately 100 hectares over the plan period;
 - Strategic Sites – Bolsover North, former Coalite site, Clowne North and former Whitwell Colliery site;
 - Spatial Strategy – Option A with elements of Options C and B for the Spatial Strategy Option.

and

- notes that this will form the basis of the next stages in the development of the Local Plan for Bolsover District.

7 Decision Information

Is the decision a Key Decision? (A Key Decision is one which results in income or expenditure to the Council of £50,000 or more or which has a significant impact on two or more District wards)	Not at this stage, but will lead to one when an option is finalised.
District Wards Affected	All
Links to Corporate Plan priorities or Policy Framework	<p>The new Local Plan will identify suitable areas for development to help to deliver the Council's Growth Agenda. It will assist both developers and local residents by providing certainty about the way the district will develop over the Plan period. It therefore contributes to the following Corporate Aims and their identified priority actions:</p> <ul style="list-style-type: none"> • Unlocking Our Growth Potential (main aim); • Supporting Our Communities to be Healthier, Safer, Cleaner and Greener.

8 Document Information

Appendix No	Title
1	Reports presented to the Local Plan Steering Group at its meeting on 25 th January 2016.

Background Papers (These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Cabinet (NEDDC) or Executive (BDC) you must provide copies of the background papers)	
Report Author	Contact Number
Helen Fairfax	Ext 2299/7168

Report Reference –