



# **Local Plan Part 2: Land and Planning Policies**

## **Housing Background Paper**

**June 2018**

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# 1. Introduction

- 1.1 This background paper has been prepared to support the draft Rushcliffe Local Plan Part 2: Land and Planning Policies and its approach to housing provision. One of the key issues that the Local Plan Part 2 needs to address is to identify enough land as suitable for housing development in order to help meet Rushcliffe's housing target. The target, set by the 2014 Local Plan Part 1: Core Strategy, is for a minimum of 13,150 new homes between 2011 and 2028. It is proposed that Local Plan Part 2 allocates land for around 3,000 new homes in total, and this background paper identifies why this level of development is necessary and appropriate.
- 1.2 This paper identifies how the Local Plan Part 2's proposed housing allocations are distributed and provides further supporting justification for the approach taken, with particular reference to the hierarchy set by the Core Strategy for where new development should be located. The hierarchy is based on a strategy of 'urban concentration with regeneration'. This means that development should, where possible, be directed to locations within or adjacent to the main urban area of Nottingham (within and around West Bridgford and to the south of Clifton), followed by locations at the six towns and villages which are classified by the Core Strategy as 'key settlements' for growth. The Core Strategy identifies that housing development at other villages will be for local housing needs.
- 1.3 In addition to having to meet the housing target by 2028, national planning policy requires local planning authorities to have a 'five-year supply' of 'deliverable' housing sites at any point during the Local Plan period. This means that there should always be enough housing land in the pipeline to meet that proportion of the Local Plan's overall housing target required over the next five years. This paper demonstrates that a five year housing supply will be provided when the Local Plan Part 2 is adopted.
- 1.4 In relation to the matters of housing land supply and distribution, this paper should be read in conjunction with the 'Housing Site Selection Report', June 2018 and the 'Identification of Additional Settlements Background Paper', February 2017. Where cross reference to those documents is appropriate this is highlighted.

## 2 Policy background

- 2.1 The National Planning Policy Framework (NPPF) makes it clear that the Government is committed to boosting significantly the supply of housing, delivering a wide choice of high quality homes, widening opportunities for home ownership and creating sustainable, inclusive and mixed communities. Paragraph 47 sets out that local planning authorities should:
- ensure that the full objectively assessed needs for market and affordable housing are met where possible;
  - identify sufficient deliverable sites to achieve a five year supply of housing land plus an appropriate buffer; and
  - identify sufficient sites or broad locations that can be developed beyond the five year period.
- 2.2 Significant work was undertaken across Greater Nottingham<sup>1</sup> in preparing the Core Strategies of the individual local planning authorities concerned, in order to identify both the objectively assessed housing need for Greater Nottingham and Rushcliffe's share of that need. This included detailed statistical work on matters such as population flows, the creation rate for new households, the job creation rate and the natural change in the population
- 2.3 After detailed examination through the Core Strategy process, a housing target for Rushcliffe Borough of a minimum 13,150 homes between 2011 and 2028 was confirmed. As a result of more up to date population projections being made available post adoption of the Core Strategy, a further evidence document has been prepared to explore whether the target identified for Greater Nottingham remains a robust target to use. This paper has concluded that there is a good match between the projections used for the Core Strategy and the updated projections so the Core Strategy's housing target continues to provide for the objectively assessed housing need of the Borough.
- 2.4 The Rushcliffe Core Strategy (Policy 3 – Spatial Strategy) adopts a spatial strategy of urban concentration with regeneration and includes an identified settlement hierarchy. This means that, when looking to identify sites for housing development, preference will usually be given to sites within and adjacent to the main urban area of Nottingham (within and around West Bridgford and to the south of Clifton) or areas that can benefit from extra development in order to bring disused sites into use or to help support or provide new services, followed by locations at the six towns and villages which are classified by the Core Strategy as 'key settlements' for growth. The Core

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<sup>1</sup> Greater Nottingham is made up of Broxtowe Borough, Erewash Borough, Gedling Borough, Nottingham City and Rushcliffe Borough.

Strategy identifies that housing development at other villages will be for local housing needs.

2.5 Policy 3 of the Core Strategy sets out the following distribution for the plan period (2011 to 2028):

- Approximately 7,650 homes in or adjoining the main built up area of Nottingham (within Rushcliffe), including:
  - i) South of Clifton (around 3,000 homes);
  - ii) Melton Road, Edwalton (around 1,500 homes); and
  - iii) East of Gamston/North of Tollerton (around 2,500 homes by 2028 and up to a further 1,500 homes post 2028).
- Approximately 5,500 homes beyond the main built up areas of Nottingham (within Rushcliffe), including:
  - i) North of Bingham (around 1,000 homes);
  - ii) Former RAF Newton (around 550 homes);
  - iii) Former Cotgrave Colliery (around 470 homes);
  - iv) In or adjoining East Leake (a minimum of 400 homes);
  - v) In or adjoining Keyworth (a minimum of 450 homes);
  - vi) In or adjoining Radcliffe on Trent (a minimum of 400 homes);
  - vii) In or adjoining Ruddington (a minimum of 250 homes); and
  - viii) In other villages solely to meet local housing needs.

2.6 The figures included in Policy 3 of the Core Strategy for housing delivery up to 2028 are based the delivery of around 9,000 homes on six strategic sites, which were all allocated by the Core Strategy: South of Clifton (around 3,000 homes); Melton Road, Edwalton (around 1,500 homes); East of Gamston/North of Tollerton (around 2,500 homes within the plan period); North of Bingham (around 1,000 homes); Former RAF Newton (around 550 homes) and Former Cotgrave Colliery (around 470 homes). Other sites are to be allocated as necessary by the Local Plan Part 2.

2.7 However, the development of all but one of the six strategic sites allocated by the Core Strategy has taken longer to get underway than had previously been expected. This has meant that these sites will not deliver as much housing during the plan period (up to 2028) as had originally been expected and, because of this, the Local Plan Part 2 allocates enough land for new housing to compensate for this situation. The extent to which this is the case and its implications are covered further below in Section 3.

2.8 The figures within Policy 3 of the Core Strategy included an allowance for the number of homes which had already been built, which had been granted planning permission and which were expected to be built and for the number which it was anticipated could be built on unallocated sites over the plan

period. Unallocated sites are sites which are not specifically identified and allocated through the Local Plan process. They are generally sites which are within the built up area of existing settlements and therefore generally do not require a change in planning policy in order to be developed. These sites where they are known about are set out within the Council's Strategic Housing Land Availability Assessment (SHLAA). The unallocated sites also include windfall sites, which usually comprise previously developed sites that have unexpectedly become available. Paragraph 48 of the NPPF allows for a 'windfall allowance' to be included as part of the assessment of land supply provided that the allowance:

- is realistic;
- has regard to the Strategic Housing Land Availability Assessment (SHLAA);
- has regard to historic windfall delivery and expected future trends; and
- does not include delivery from residential gardens.

2.9 The allowance included in the Core Strategy for the number of homes already built, those with planning permission which are expected to be built and those expected to be built on unallocated sites over the plan period, was based evidence at 31 March 2013. In preparing Local Plan Part 2, however, there is a need to take account of any changes to such housing supply sources that have invariably taken place in the meantime. The situation in relation to the various housing supply sources and the implications for the Local Plan Part 2 is covered further below in Section 3.

### **3 Housing land requirement and existing supply**

- 3.1 The Local Plan Part 2 needs to identify sufficient land for housing development to help meet Rushcliffe's housing target of a minimum 13,150 new homes between 2011 and 2028. This is additional land to that already allocated for housing development by the 2014 Local Plan Part 1: Core Strategy.
- 3.2 The Core Strategy allocated six large sites for housing development which were expected to deliver around 9,000 of the minimum 13,150 total required over the plan period. It was also assumed at the time the Core Strategy was adopted, just under 3,000 homes would be delivered on non-allocated sites in the form of, for example, infill and windfall development within settlements. This left a requirement for greenfield land to be allocated for a minimum of 1,500 homes through the Local Plan Part 2.
- 3.3 The Core Strategy established that the delivery of these homes should be achieved through the allocation of greenfield land at the following settlements: East Leake for a minimum of 400 homes; Keyworth for a minimum of 450 homes; Radcliffe on Trent for a minimum of 400 homes; and Ruddington for a minimum of 250 homes. More recently, at the time of the Local Plan Part 2 Issues and Options consultation in early 2016, it had been expected that land for only around 1,100 new homes would need to be allocated by the Local Plan Part 2. This is because recently approved planning permissions at East Leake had already satisfied its minimum 400 housing requirement in full.
- 3.4 In preparing Local Plan Part 2, it has been necessary to review these earlier housing delivery assumptions in order to see how circumstances have changed and how this might affect the Local Plan Part 2, in terms of the amount of land it needs to allocate for housing development and in which locations.

#### **Core Strategy strategic allocations**

- 3.5 The development of all but one of the six strategic sites allocated by the Core Strategy has taken longer to get underway than had previously been expected. This has meant that these sites are now expected to deliver less than the 9,000 homes originally anticipated over the course of the plan period to 2028. The latest projection is that the six sites will collectively deliver around 7,450 homes by 2028, with the rates of delivery for each site set out the Local Plan Part 2's housing trajectory. The trajectory is also provided at Appendix 1 of this paper.

## **Melton Road Edwalton Strategic Allocation**

- 3.6 The Melton Road, Edwalton strategic site was allocated by the Core Strategy for around 1,500 homes over the plan period to 2028 and was expected to start development in the 2015/16 monitoring year and for development to be completed in 2025/26. In the last two and half years, five full and outline planning applications have been granted consent by the Borough Council which allow for the delivery of around 1,600 dwellings in total:
- Application 14/01238/FUL for 386 dwellings was granted permission in March 2016 and development has started;
  - Application 14/02715/FUL for 280 dwellings was granted permission in December 2015;
  - Application 15/00339/FUL – 261 dwellings was granted permission in December 2015 and development has started;
  - Application 16/00386/HYBRID for 52 dwellings was granted permission in August 2016; and
  - Application 17/00941/OUT for up to 600 dwellings was granted permission in September 2017
- 3.7 The delivery of the first new homes on this strategic allocation took place only a year later than originally expected within the Core Strategy's housing trajectory, with 40 homes being delivered during monitoring year 2016/17. After this short delay, it is still expected that development can be completed on site before the end of the plan period. In the Core Strategy's housing trajectory it was projected that, after the first two years of development, the average annual rate of housing delivery would be around 150 dwellings. This rate of delivery accords with what is generally expected on sites of between 500 and 2,000 dwellings in size, as set out within the Council's Strategic Housing Land Availability Assessment (SHLAA) and which was validated through the Core Strategy's examination process. However, due to the fact that the site has the benefit of multiple full and outline planning consents, multiple developers associated with these consents (more than one on some of the zones) and multiple separate road access points (up to five), it is considered that an average of around 250 per annum can be achieved on site over the next few years, before dropping to around 150 per annum on average. The year by year rate of delivery for the site is set out within the Local Plan Part 2's housing trajectory (see also Appendix 1 of this paper).

### **Former Cotgrave Colliery Strategic Allocation**

- 3.8 The former Cotgrave Colliery strategic site was allocated by the Core Strategy for around 470 homes over the plan period to 2028. The first new homes on site were delivered, as expected (within the Core Strategy's housing trajectory), during monitoring year 2015/16. In total, 262 homes have been delivered quickly on site up to the end of the 2016/17 monitoring period. It is now projected that if previous delivery rates continue on site, the construction of all new homes will be completed during the 2018/19 monitoring year. This is two years earlier than expected by the Core Strategy's housing trajectory. The year by year rate of delivery for the site is set out within the Local Plan Part 2's housing trajectory (see also Appendix 1 of this paper).

### **Land north of Bingham Strategic Allocation**

- 3.9 The land north of Bingham strategic site was allocated by the Core Strategy for around 1,000 homes over the plan period to 2028 and the Core Strategy's housing trajectory expected development to start within the monitoring year 2015/16 and for development to be completed by 2023. The site received outline planning consent for up to 1,050 dwellings in December 2013 but development has yet to start.
- 3.10 The Council has over the last two years worked closely with the site promoters in order to support the site's delivery. This has included the Council securing £2.5 million of Local Enterprise Partnership Growth Deal funding to facilitate delivery of flood alleviation works for the site; although this funding may not now necessarily be required. Moreover, the first of two reserve matters applications was recently granted planning consent (February 2018) and, as a consequence of this, it is now anticipated that the new homes will begin to be delivered in early 2019 and development should now be completed by 2026. The rate of development is expected to be much the same as that anticipated within the Core Strategy's trajectory, with the annual average rate of housing development being up to around 150 dwellings per year. This rate of delivery accords with what is generally expected on sites of between 500 and 2,000 dwellings in size, as set out and justified within the Council's Strategic Housing Land Availability Assessment (SHLAA) and which was validated through the Core Strategy's examination process.

### **Former RAF Newton Strategic Allocation**

- 3.11 The former RAF Newton strategic site was allocated by the Core Strategy for around 550 homes over the plan period to 2028 and the Core Strategy's housing trajectory expected development to start within the monitoring year

2015/16 and for development to be completed by 2020. The site received outline planning consent for up to 550 dwellings in January 2014.

- 3.12 The Council has been working with the site's promoters to bring forward development. This has included the Council recently, in December 2017, securing £2.9 million from Highways England's Growth and Housing Fund to assist in delivering a footbridge over the A46 trunk road. The provision of the footbridge, which is a condition of the strategic allocation's outline planning consent, has been a significant factor in the site owners not progressing development to date. It is now hoped that, as a consequence of the funding secured, development will be able to proceed without further significant complications. It is anticipated that the new homes will begin to be delivered during monitoring year 2019/20 and development should be completed by 2024. The rate of development is expected to be much the same as that anticipated within the Core Strategy's trajectory, with the annual average rate of housing development being up to around 150 dwellings per year. This rate of delivery accords with what is generally expected on sites of between 500 and 2,000 dwellings in size, as set out and justified within the Council's Strategic Housing Land Availability Assessment (SHLAA) and which was validated through the Core Strategy's examination process. Moreover, the rate of development achieved on the former Cotgrave colliery site illustrates that such rates are achievable.

#### **Land south of Clifton strategic allocation**

- 3.13 The land south of Clifton strategic site was allocated by the Core Strategy for around 3,000 homes over the plan period to 2028 and the Core Strategy's housing trajectory expected development to start within the monitoring year 2015/16 and for development to be completed by the end of the plan period in 2028.
- 3.14 The Council resolved in January 2018 to grant outline planning consent for the site's development (including for up to 3,000 dwellings), which is a significant milestone in moving towards the point where the site can start delivering new homes. The Council has also, working with the site's promoters, recently secured in principle £9.9 million of central government funding to deliver the new main arterial road through the site. The funding has been secured in principle on the basis that it will help to bring forward development sooner than might otherwise be the case. The Council is currently working with the site promoters to ensure that the Section 106 legal agreement for the site can soon be signed and planning permission granted.
- 3.15 These recent events have increased confidence that housing delivery can start on site by early 2020. The rate of development on site over the plan period is

expected to be much the same as that anticipated within the Core Strategy's trajectory, with the annual average rate of housing development being up to around 250 dwellings per year. However, given the site's later start it is now projected that around 2,000 dwellings will be delivered over the plan period to 2028 (rather than 3,000), meaning that housing delivery will continue beyond the plan period. This annual rate of delivery accords with what is generally expected on sites 2,000 plus dwellings in size, as set out and justified within the Council's Strategic Housing Land Availability Assessment (SHLAA) and which was validated through the Core Strategy's examination process.

### **Land to the east of Gamston/north of Tollerton Strategic Allocation**

- 3.16 The land east of Gamston/north of Tollerton strategic site was allocated by the Core Strategy for around 2,500 homes over the plan period to 2028 and up to 1,500 homes post 2028 (therefore up to 4,000 homes in total). The Core Strategy's housing trajectory expected development to start within the monitoring year 2016/17. There have been no planning applications for housing development on this strategic site.
- 3.17 The Council is organising and leading meetings with the various main developers and landowners involved with this site, in order to facilitate submission of an outline planning application for the site and to help avoid any further significant delays in bringing the site forward. This site's delivery is being specifically supported by the Council's appointment in October 2017 of a Strategic Sites Delivery Officer. This officer is supporting the delivery of all the strategic sites, but with an emphasis on activities to accelerate delivery of this strategic site. The Council is using funding secured through the Government's 'Large Sites and Housing Zones Capacity Fund' to pay for this position. A total of £855,000 funding was secured by all the Nottingham Housing Market Area planning authorities, of which £240,000 is specifically available to the Council to support its efforts to facilitate delivery of the strategic sites within Rushcliffe.
- 3.18 It is now anticipated that the new homes will begin to be delivered during monitoring year 2020/21. The rate of development is expected to be much the same as that anticipated within the Core Strategy's trajectory, with the annual average rate of housing development being up to around 250 dwellings per year. However, given the site's later start it is now projected that around 1,750 dwellings will be delivered over the plan period to 2028; around 750 homes less than originally anticipated over this period. This means that the majority of development on site is now likely to take place beyond the end of the plan period. This annual rate of delivery accords with what is generally expected on sites 2,000 plus dwellings in size, as set out and justified within the Council's

Strategic Housing Land Availability Assessment (SHLAA), which was validated through the Core Strategy’s examination process.

### Delivery on non-allocated sites

- 3.19 It is projected that the number of homes that will be delivered on non-allocated sites over the plan period will be around 3,900 in total. This is around 1,000 more than was anticipated at the time the Core Strategy was adopted in 2014. This additional number is principally due to housing development that has been approved in recent years at East Leake (which is referred to further below at paragraphs 4.10 to 4.12).
- 3.20 The projected supply on non-allocated sites breaks down as set out in Table 3.1.

**Table 3.1: Housing delivery on unallocated sites**

<b>Dwellings on non-allocated sites</b>	<b>Number</b>
Constructed between 2011 and 2017	1,787
Due to be built on sites already with planning permission between 2017 and 2028	1,165
Due to be built on known sites identified through Strategic Housing Land Availability Assessment (SHLAA), but which do not yet have planning permission	117
Due to be built on unknown sites (‘infill and changes of use in broad locations’) between 2020 and 2028.	806

- 3.21 The allowance made for the development of 806 homes through ‘infill and change of use in broad locations’ is in line with the approach taken within the Core Strategy in term of the rate of development. The basis for the overall figure of 806 and for year by year rates of delivery of the course of the plan period is set out and justified within the Council’s Strategic Housing Land Availability Assessment (SHLAA).

### Residual housing land requirement over the plan period

- 3.22 Overall, therefore, the total level of new homes expected on the Core Strategy’s strategic allocations and on non-allocated sites over the plan period is currently projected to be around 11,300 homes. This leaves a residual requirement for around 1,800 homes to be provided for on sites which need to be allocated through the Local Plan Part 2 over the plan period. This, however, is before any account is taken of the requirement to also ensure that an ongoing five year supply of housing land is achieved and whether the plan needs to provide a meaningful ‘buffer’ of housing land to guard against the

impact of any allocated sites delivering housing slower than anticipated or not at all during the plan period. The five-year housing supply issue is considered next.

### Five-year housing land supply requirement

3.23 In addition to having to meet the housing target by 2028, the Government’s national planning policy requires councils to have a ‘five-year supply’ of ‘deliverable’ housing sites at any point during the Local Plan period. This means that the Government requires that there should always be enough housing land in the pipeline to meet that proportion of the Local Plan’s overall housing target required over the next five years. This is in order to ensure a continuous supply of new housing year by year, rather than housing delivery being concentrated later on in the plan period. The Council has had to take this into account and ensure that the sites allocated by the Local Plan Part 2 can, as a whole, deliver enough housing quickly enough to satisfy short-term as well as longer term housing requirements. Table 3.2 identifies what the housing supply situation would be at April 2019 without the inclusion of the Local Plan Part 2 housing allocations. The situation as at April 2019 is used because this will be the start of the first full monitoring year (2019/20) following the Local Plan Part 2’s anticipated adoption.

**Table 3.2: Anticipated housing land supply at 1 April 2019 without Local Plan Part 2 housing allocations**

	<b>Homes</b>
Housing target over Plan Period (2011 to 2028)	13,150
Housing target for period 2011 to 2019*	4,150
Housing target for period 2019 and 2028**	9,000
Annual target 2019 to 2028	1,000
Projected total number of homes built between 2011 to 2019	3,543
Projected shortfall in homes built between 2011 and 2019 (4,150 target minus 3,543 homes built)	607
Housing requirement for 5 year period 2019 to 2024 (1000 per year over 5 years plus 607 home shortfall, with a 20% buffer applied <sup>†</sup> )	6,728
Total number of homes expected to be built on deliverable sites between 2019-2024, <u>without</u> the proposed Local Plan Part 2 housing allocations <sup>††</sup>	4,822
<b>Projected undersupply in homes built between 2019 and 2024</b> (anticipated housing supply minus housing requirement) (4,822 minus 6,728)	<b>-1,906</b>
<b>Five year housing supply</b> (4,822/6,728×5)	<b>3.6 years</b>

- \* Calculated based on Core Strategy Policy 3 (part 3) – 500 homes between 2011-3, 2,350 homes between 2013-2018 and 1,300 homes between 2018-19.
- \*\* Core Strategy paragraph 3.3.9 sets out that once the Local Plan Part 2 is adopted the housing requirement for subsequent years will be calculated on an ‘annualised calculation’ basis. This is 13,150 (plan target) minus 4,150 (the target between 2011 and 2019) divided by 9 (the number of years remaining of the plan period), which equals 1,000 dwellings per year.
- † A ‘Sedgefield’ approach is applied, meaning that the shortfall in housing delivery in the preceding years will be included in the five-year housing land requirement (2019 to 2024). National planning policy also requires a 20% buffer to be applied where there has been substantial under delivery of new homes in preceding years. This has been applied, including to the housing shortfall figure.
- †† Based on the draft Local Plan Part 2 housing trajectory, but not including proposed Local Plan Part 2 housing allocations.

3.24 The figures set out in Table 3.2 show that the Local Plan Part 2 needs to allocate sufficient land which is able to deliver at least around 1,900 new homes in the period 2019 to 2024. Even then, this would only just provide for the minimum five-year housing land supply requirement at that point in time. The figures in Table 3.2 also demonstrate that until the Local Plan Part 2 is adopted the Borough will continue to have a significant shortfall below the required five-year housing land supply. The Borough has had less than four years of housing land supply each year since April 2016.

## **4 Local Plan Part 2 housing site distribution and delivery**

- 4.1 As identified above in Section 3, at the very least, the Local Plan Part 2 needs to identify sufficient land over the rest of the plan period for around 1,800 new homes. Furthermore, those sites that are allocated for development should be able to deliver at least around 1,900 new homes in the period 2019 to 2024, as part of ensuring that the Borough is able to demonstrate a five-year housing land supply. This, however, is before any account is taken of the need to provide any degree of additional 'buffer' of housing land to guard against the impact of any allocated sites delivering housing more slowly than anticipated or not at all during the plan period.
- 4.2 In terms of where the new housing sites should be located, as identified in Section 2 above, the Core Strategy (Policy 3 – Spatial Strategy) adopts a spatial strategy of urban concentration with regeneration and includes an identified settlement hierarchy. This means that, when looking to identify sites for housing development, preference will usually be given to sites within and adjacent to the main urban area of Nottingham (within and around West Bridgford and to the south of Clifton) or areas that can benefit from extra development in order to bring disused sites into use or to help support or provide new services, followed by locations at the six towns and villages which are classified by the Core Strategy as 'key settlements' for growth. The Core Strategy identifies that housing development at other villages will be for local housing needs.
- 4.3 Alongside a need to take into account the Core Strategy's spatial strategy in determining where new housing development should be developed, as identified in the Local Plan Part 2's Further Options consultation document (February 2017), the Council considers it important to seek to widen the range of settlements and individual sites delivering new housing development across Rushcliffe. A greater stock of smaller to medium size housing allocations all delivering housing at once should help to markedly boost short to medium term housing delivery rates, thereby helping to address the present shortfall arising from the delays in delivering the large strategic allocations and to reduce the risks associated with further delays.

### **Within and adjacent to the main urban area of Nottingham**

- 4.4 The 'Housing Site Selection Report', June 2018, identifies the sites considered within and adjacent to the main urban area of Nottingham (on land within Rushcliffe) and draws conclusions as to their suitability as potential housing allocations within the Local Plan Part 2. It is judged that there are no sites within or adjacent to the main urban area which warrant allocation through the

Local Plan Part 2. This includes the potential expansion of the existing Core Strategy strategic allocations on the edge of the main urban area. Aside from any other planning considerations, there would be no merit in expanding any one of them. This is because it would not lead to more homes being built over the next few years than are already due to be delivered. Rather, any extra homes would be built further into the future at the very end of the development of these sites, thereby having no impact at all on the immediate housing shortfall situation or overall requirements over the plan period.

## **Key Settlements**

### **Bingham**

- 4.5 While the Core Strategy makes no specific provision to require the allocation of further greenfield sites at Bingham, beyond its allocation of land to the north of Bingham for around 1,000 homes and for 15.5 hectares of employment development, it is appropriate to consider whether the town as a 'key settlement' (as defined by Core Strategy Policy 3) should accommodate additional housing development due to Local Plan Part 2 having to allocate more land than originally envisaged, including to address current housing land requirements.
- 4.6 It is the conclusion of the 'Housing Site Selection Report', June 2018, however, that there are no suitable sites at Bingham for allocation through the Local Plan Part 2. The only available option to allocate more housing land at Bingham would be to expand the existing housing allocation to the north of the town. However, doing so would not lead to any more homes being built on it over the next few years than are already due to be delivered. Rather, any extra homes would be built further into the future at the very end of the site's development, thereby having no impact at all on the more immediate housing supply shortfall or overall requirements over the plan period.

### **Cotgrave**

- 4.7 While the Core Strategy makes no specific provision to require the allocation of further greenfield sites at Cotgrave, beyond its allocation of the former Cotgrave Colliery for 470 homes and for 4.5 hectares of employment development, it has been appropriate to consider whether the town should accommodate additional housing development to address current housing land requirements.
- 4.8 As set out in the 'Housing Site Selection Report', June 2018, it is considered appropriate that Cotgrave as a 'key settlement' (as defined by Core Strategy

Policy 3) should accommodate some further housing development. Cotgrave is identified as a key settlement because of the range of services and facilities it contains and also because there are some employment opportunities locally. This has enabled the town to support the redevelopment of the former colliery site and it should enable it to support some extra housing development; although, further improvements to local facilities (e.g. primary schools) may be necessary in order to enable more development to take place. It is judged that, given the existing size of the town which has around 3,000 dwellings, some further new homes should be able to be assimilated as part of Cotgrave without unduly affecting the town's character or local amenity.

- 4.9 A total of 14 alternative site options have been assessed at Cotgrave, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that two sites are allocated for housing development through the Local Plan Part 2 for a total of around 370 homes. It is considered that the town has scope to sustain these two proposed housing allocations, subject to necessary developer contributions to support improvements to services and infrastructure locally. The sites proposed for development are considered more suitable than other alternative options at Cotgrave.

### **East Leake**

- 4.10 The Core Strategy sets a minimum target of 400 new homes that need to be built on new greenfield sites at East Leake up to 2028. Planning permission has recently been granted on nine greenfield sites around the village that will deliver over 1,000 new homes in total. All of the homes count towards the minimum 400 home target, which means it has been exceeded by around 600 homes. While East Leake's minimum target has been substantially exceeded, it has still been necessary to consider whether the town should accommodate any additional housing development in order to help address current Borough wide housing requirements.
- 4.11 The conclusion, as set out in the Housing Sites Selection Report, June 2018, is that it would be unacceptable to identify further land at East Leake for housing development over the plan period. To do so would put at risk the Core Strategy's focus to locate development within or adjacent to the main urban area of Nottingham. There are also concerns over East Leake's capacity to support additional housing at this time and the affect that any further development would have on the character of the village.

- 4.12 The draft Local Plan Part 2 proposes the allocation of just one site, which is land north of Rempstone Road, East Leake that already has outline planning permission for up to 235 dwellings. As development on this site is not likely to commence before the adoption of Local Plan Part 2, it is appropriate that the plan should formalise the principle of development for the plan period and allocate the site for around 235 dwellings.

### **Keyworth**

- 4.13 The Core Strategy sets a target of a minimum of 450 new homes that need to be built on greenfield sites at Keyworth up to 2028. In preparing Local Plan Part 2, it has been necessary to consider when the village should accommodate additional housing development, over and above its minimum housing target to meet current housing requirements.
- 4.14 As set out in the 'Housing Site Selection Report', June 2018, it is considered that Keyworth as a key settlement has scope to sustain more development than its minimum housing target in order to assist in addressing the housing shortfall. It has a number of facilities capable of serving further development. For instance, the new health centre is expected to have scope to accommodate further growth subject potentially to developer contributions to support improvements. It is also judged that, given the existing size of the village which has around 3,000 dwellings, some additional residential development should be able to be assimilated as part of Keyworth without unduly affecting the village's character or local amenity.
- 4.15 A total of 14 alternative site options have been assessed at Keyworth, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that four sites are allocated for housing development through the Local Plan Part 2 for a total of around 600 homes. It is considered that the village has scope to sustain these four proposed housing allocations, subject to necessary developer contributions to support improvements to services and infrastructure locally. The sites proposed for development are considered more suitable than other alternative options at Keyworth.

### **Radcliffe on Trent**

- 4.16 The Core Strategy sets a target of a minimum of 400 new homes that need to be built on greenfield sites at Radcliffe on Trent up to 2028. In preparing Local Plan Part 2, it has been necessary to consider when the village should

accommodate additional housing development, over and above its minimum housing target to meet current housing requirements.

- 4.17 As set out in the 'Housing Site Selection Report', a critical issue influencing new housing numbers at Radcliffe on Trent is that the Local Education Authority has indicated that there are primary school capacity constraints affecting the village, with a lack of scope to expand existing school premises. It would appear therefore that to accommodate housing growth at Radcliffe on Trent a new primary school will need to be provided for in association with new housing development. To generate the pupil numbers required to sustain a new primary school and to also generate sufficient developer contributions to cover the costs of a new school will require the delivery of upwards of 1,000 new homes.
- 4.18 A total of 13 alternative site options have been assessed at Radcliffe on Trent, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. It is considered that the village has scope to sustain these six proposed housing and mixed use (housing and employment) allocations, subject to necessary developer contributions to support improvements to services and infrastructure locally. The fact that in excess of 900 new homes are proposed for development is to better enable provision of a new primary school that is required to support housing development at Radcliffe on Trent. The sites proposed for development are considered more suitable than other alternative options considered at Radcliffe on Trent.

### **Ruddington**

- 4.19 The Core Strategy sets a target of a minimum of 250 new homes that need to be built on greenfield sites at Ruddington up to 2028. In preparing Local Plan Part 2, it has been necessary to consider when the village should accommodate additional housing development, over and above its minimum housing target to meet current housing requirements.
- 4.20 As set out in the 'Housing Site Selection Report', it is considered that Ruddington as a key settlement has scope to sustain more development than its minimum housing target in order to assist in addressing the housing shortfall. A total of 16 alternative site options have been assessed at Ruddington, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that three sites are allocated for housing development through the Local Plan Part 2 for a total of around 350 homes. It is considered that the

village has scope to sustain these three proposed housing allocations, subject to necessary developer contributions to support improvements to services and infrastructure locally. The sites proposed for development are considered more suitable than other alternative options at Ruddington.

### Housing delivery from Key Settlements

- 4.21 In total, the proposed Local Plan Part 2 housing allocations at the key settlements will deliver around 2,500 homes over the plan period to 2028 and, in respect of the five-year housing supply, are expected to deliver around 2,200 homes over the period 2019 to 2024. The anticipated annual housing delivery figures for each of the sites within the key settlements are set out in the Local Plan Part 2’s housing trajectory (see also Appendix 1 of this paper).
- 4.22 The delivery of around 2,500 homes over the plan period would exceed the total residual housing requirement of around 1,800 homes to the end of the plan period; thereby providing for a ‘buffer’ of around 700 homes. The delivery of around 2,200 homes between 2019 and 2024 would also be sufficient to ensure that there is a five-year housing supply as at April 2019. It would provide for a 5.2 year supply, as set out in Table 4.1.

**Table 4.1: Anticipated housing land supply at 1 April 2019 with Local Plan Part 2 housing allocations at key settlements only**

	<b>Homes</b>
Housing requirement for 5 year period 2019 to 2024 (1000 per year over 5 years plus 607 home shortfall, with a 20% buffer applied*)	6,728
Total number of homes expected to be built on deliverable sites between 2019-2024, <u>including</u> the proposed Local Plan Part 2 housing allocations at key settlements**	7,032
<b>Projected oversupply in homes built between 2019 and 2024</b> (anticipated housing supply minus housing requirement) (7,032 minus 6,728)	<b>304</b>
<b>Five year housing supply</b> (7,032/6,728×5)	<b>5.2 years</b>

\* Taken from Table 3.2 on page 11 of this paper.

\*\* Based on the draft Local Plan Part 2 housing trajectory, but not including proposed Local Plan Part 2 housing allocations at Cropwell Bishop, East Bridgford, Flintham, Gotham and Sutton Bonington.

## Housing delivery from other settlements

- 4.23 It was not originally expected that the Local Plan Part 2 would need to allocate any sites for new housing at smaller 'other villages' because requirements would be met elsewhere – at the main urban area of Nottingham and at the 'key settlements' of Bingham, Cotgrave, East Leake, Keyworth, Radcliffe on Trent and Ruddington. It is, however, now considered that the identification of sites at some of Rushcliffe's other villages is necessary because it is not considered possible to allocate enough suitable land at the main Nottingham urban area (within Rushcliffe) and at the key settlements alone, which could deliver a sufficient number of new homes quickly enough to completely meet the shortfall and also provide for a reasonable 'buffer' of housing, particularly when considering the five-year housing supply figure in the period 2019 to 2024.
- 4.24 The widening of the range of settlements and individual sites delivering new housing development across Rushcliffe will lead to a greater stock of smaller to medium size housing allocations all delivering housing at once. This should help markedly boost short to medium term housing delivery rates, thereby helping to address the present shortfall arising from the delays in delivering the large strategic allocations.
- 4.25 The villages identified as potentially suitable to accommodate a limited level of housing development on greenfield sites, based on assessment work which has been undertaken, are as follows:
- Cropwell Bishop;
  - East Bridgford;
  - Gotham;
  - Sutton Bonington; and
  - Tollerton
- 4.26 These particular villages were identified following assessment work set out in the Identification of 'Additional Settlements Background Paper', February 2016. Their identification is because, while they do not provide for a full range of facilities as is the case at West Bridgford and the key settlements, the basic level of facilities (e.g. schools and shops) that are available were deemed capable of potentially supporting a relatively limited level of housing growth without compromising the strategy set out in the Core Strategy for the distribution of new housing. Taking into account latest housing requirements, housing delivery in the order of around 100 homes in these individual settlements is considered potentially appropriate, depending on factors including the overall size of the settlement, proximity to existing development commitments, local character, environmental and conservation considerations

and the availability of suitable sites for housing and their particular size and configuration.

- 4.27 Aslockton, which is a settlement with a basic level of service provision, was also considered as a potential location for some additional housing development. However, planning permission has recently been granted for the development of up to 75 new homes on a site to the south of Abbey Lane. Consequently, this site already contributes to the supply of land available for housing development over the next few years. Beyond this, it is considered that it would not be sustainable, based on existing service and infrastructure provision, for any further greenfield sites to be identified for housing development at Aslockton or adjacent Whatton.

### **Cropwell Bishop**

- 4.28 A total of seven alternative site options have been assessed at Cropwell Bishop, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site.
- 4.29 In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that one site is allocated at Cropwell Bishop for housing development through the Local Plan Part 2 for around 70 homes. It is considered that the village has scope to sustain this proposed allocation, subject to necessary developer contributions to support improvements services and infrastructure locally. The site proposed for development is considered more suitable than other alternative options at Cropwell Bishop.

### **East Bridgford**

- 4.30 A total of ten alternative site options have been assessed at East Bridgford, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that two sites are allocated at East Bridgford for housing development through Local Plan Part 2 for around 125 dwellings.
- 4.31 It is considered that the village has scope to sustain these proposed allocations, subject to necessary developer contributions to support improvements services and infrastructure locally. The sites proposed for development are considered more suitable than other alternative options at East Bridgford.

## **Gotham**

- 4.32 A total of eight alternative site options have been assessed at Gotham, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that one site is allocated at Gotham for housing development through Local Plan Part 2 for around 70 homes.
- 4.33 It is considered that the village has scope to sustain this proposed allocation, subject to necessary developer contributions to support improvements services and infrastructure locally. The site proposed for development is considered more suitable than other alternative options at Gotham.

## **Sutton Bonington**

- 4.34 A total of three alternative site options have been assessed at Gotham, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. In balancing housing requirements across Rushcliffe to 2028, sustainability, Green Belt, settlement capacity and other relevant planning considerations, it is proposed that one site is allocated at Sutton Bonington for housing development through Local Plan Part 2 for around 80 homes.
- 4.35 It is considered that the village has scope to sustain this proposed allocation, subject to necessary developer contributions to support improvements services and infrastructure locally. The site proposed for development is considered more suitable than other alternative options at Sutton Bonington.

## **Tollerton**

- 4.36 A total of four alternative site options have been assessed at Tollerton, with further details set out in the 'Housing Site Selection Report', June 2018, which includes a site schedule for the assessment of each site. It is not, however, proposed that any of these sites are allocated through the Local Plan Part 2. This is principally due to concerns over the capacity of Tollerton parish to sustain further housing growth in addition to the up to 4,000 homes already due to be delivered close by on the east of Gamston/north of Tollerton strategic allocation.

## **Bunny Brickworks**

- 4.37 Bunny is not one of the ‘other villages’ that have been identified as potentially suitable for a limited level of new housing development. Nonetheless, it is proposed that the former Bunny Brickworks is allocated for mixed use housing (around 100 homes) and employment development in order to support the regeneration of this partially previously developed site. The site regeneration is also supported by the Core Strategy’s spatial strategy of ‘urban concentration with regeneration’. The development of around 100 homes, alongside new employment development, is considered appropriate, taking into account the size of the former brickworks site, Bunny’s existing size and status and the capacity of its local services.

## **Flintham – Former Islamic Institute**

- 4.38 Flintham is also not one of the ‘other villages’ that have been identified as potentially suitable for a limited level of new housing development. However, the redevelopment of the former Islamic Institute offers an opportunity to deliver around 90 homes on a brownfield site. The suitability of the site for development has been established through the granting of planning permission.

## **Housing delivery from all Local Plan Part 2 allocations**

- 4.39 In total, the proposed Local Plan Part 2 housing allocations at all settlements will deliver around 3,000 homes over the plan period to 2028 and, in respect of the five-year housing supply, they are expected to deliver around 2,600 homes over the period 2019 to 2024. The anticipated annual housing delivery figures for each of sites are set out in the Local Plan Part 2’s housing trajectory (see also Appendix of this paper).
- 4.40 The delivery of around 3,000 homes over the plan period would exceed the total residual housing requirement of around 1,800 homes to the end of the plan period and provide a ‘buffer’ of around 1,200 homes. This buffer of around 1,200 homes is considered both prudent and reasonable – representing around 65% more housing than the minimum residual requirement of around 1,800 homes. The latest projected delivery of around 14,400 homes in total over the plan period (2011 to 2028) is 9% above the minimum 13,150 homes target set by the Core Strategy. This projected over-delivery is higher than the level that had been expected at the time that the Core Strategy was adopted in 2014. At that time, it had been expected that around 13,500 homes would be delivered over the plan period; only 2.5% above the minimum 13,150 homes target.

- 4.41 The delivery of around 2,600 homes between 2019 and 2024 would also be sufficient to ensure that there is a five-year housing supply as at April 2019. It would provide for a 5.5 year supply, as set out in Table 4.2. It is also considered both prudent and reasonable to aim to have at the point of Local Plan adoption around 0.5 of a year of housing land supply to act as a ‘buffer’ over and above the five year requirement; which already incorporates a 20% uplift in accordance with paragraph 47 of the National Planning Policy Framework.
- 4.42 In addition to delivering around 3,000 new homes, the sites which are proposed by the Local Plan Part 2 for development have the parallel benefit of ensuring a diverse and wide range of sites in terms of the number, location and size of sites. This, in itself, is important in helping to ensure that strong housing delivery rates are maintained over the course of the plan period and in minimising the potential risks arising from non-delivery of certain sites.

**Table 4.2: Anticipated housing land supply at 1 April 2019 with Local Plan Part 2 housing allocations at all settlements**

	<b>Homes</b>
Housing requirement for 5 year period 2019 to 2024 (1000 per year over 5 years plus 607 home shortfall, with a 20% buffer applied*)	6,728
Total number of homes expected to be built on deliverable sites between 2019-2024, <u>including</u> all the proposed Local Plan Part 2 housing allocations (4,822+2,645)**	7,467
<b>Projected oversupply in homes built between 2019 and 2024</b> (anticipated housing supply minus housing requirement) (7,467 minus 6,728)	<b>739</b>
<b>Five year housing supply</b> (7,467/6,728×5)	<b>5.5 years</b>

\* Taken from Table 3.2 on page 11 of this paper.

\*\* Based on the draft Local Plan Part 2 housing trajectory.

**Delivery times and rates of Local Plan Part 2 allocations**

- 4.43 In terms timing and the rate of delivery, of the 23 proposed allocations included in the draft Local Plan Part 2, all but six are projected to begin delivery within the 2020/21 monitoring year, which is 15 to 27 months after when it is expected that the Local Plan will be adopted. This is set out in the housing trajectory at Appendix B of the Local Plan Part 2.
- 4.44 For the majority of sites this timeframe is considered entirely reasonable in which to secure planning permission and to subsequently begin housing

development. This is because in most cases the sites are relatively small in size (9 sites are between 100 and 200 dwellings in size and 11 sites are less than 100 dwellings in size), they are currently readily available for development and there is not a requirement for on-site supporting infrastructure, other than the standard requirement for a new site access to join the existing road network and also, potentially, some limited areas of open space. This potential for early delivery of all the sites concerned has been an important factor in support of their allocation, given the pressing need to accelerate the rate of housing delivery within Rushcliffe, and particularly so within the first half of what remains of the plan period. Moreover, in respect of a number of the sites, the larger ones in particular, pre-application discussions are ongoing which should help to facilitate the timely submission of planning applications either ahead of the Local Plan Part 2's adoption or, if not, shortly following adoption.

- 4.45 There are three sites where it is indicated that housing delivery should be able to commence during the monitoring year 2019/20, ahead of other Local Plan Part 2 allocations. In the case of land north of Rempstone Road, East Leake and the former Islamic Institute, Flintham this more optimistic view about when they might start to deliver new homes is because both sites already have planning permission. The East Leake site received outline consent in November 2017 and the Flintham site received outline consent during September 2016. The third site is land off Shelford Road, Radcliffe on Trent which is the subject of an existing outline planning application, with determination of the planning application well advanced and, therefore, well placed to potentially receive planning permission in the next few months.
- 4.46 There are three sites where delivery is expected to start later on in the plan period. The former Bunny Brickworks site is projected to start delivering dwellings in the 2024/25 monitoring year. This more cautious assumption is based on the fact that there is likely to be more complex site preparation issues associated with this previously developed site, when compared to the other proposed allocations. The Paddocks, Nottingham Road at Radcliffe on Trent is not projected to start until 2024/25 because the landowner has not been particularly active in recent years in promoting its development. The land west of Wilford Road, Ruddington is projected to start delivery in 2021/22 due to the likely need for the scheme to have to undertake flood alleviation works prior to residential occupation.
- 4.47 In respect of the rate of housing delivery on each of the 23 proposed allocations, there is an expectation that the average annual rate of housing delivery would be around 50 dwellings at most. This annual rate of delivery accords with what is generally expected on sites of 50 to 100 dwellings in size, as set out and justified within the Council's Strategic Housing Land Availability

Assessment (SHLAA) and which was validated through the Core Strategy's examination process. In respect of the larger sites (those around or above 200 dwellings in size) it is considered that rates above 50 dwellings per year may be possible, based on the example of the rates achieved at the former Cotgrave Colliery site. In this respect, the rates included in the Local Plan Part 2's housing trajectory may potentially be an underestimate of what will be achievable.

- 4.48 In the case of all the proposed allocations, as illustrated by the Local Plan Part 2's housing trajectory, it is expected that development will be completed during the plan period, and in most cases well ahead of 2028. This is considered a reasonable assumption based on when it is believed that development on each of the sites can feasibly begin and how many dwellings are likely to be delivered on each site. In the case of most of the sites, given their relatively small size, the time period for development is not expected to last more than three or four years at most.

## 5 Housing delivery and Green Belt land release

5.1 The removal of land from the Green Belt for housing development should comply with national Green Belt policy as set out in the National Planning Policy Framework (NPPF). Paragraph 83 of the NPPF states that:

*“Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans... Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.”*

5.2 Within Rushcliffe, these exceptional circumstances comprise:

- insufficient availability of suitable land for housing development within the main urban area of Nottingham, key settlements or other villages;
- the Local Plan Part 1: Core Strategy establishes minimum housing targets for development on greenfield sites at the key settlements of Keyworth, Radcliffe on Trent and Ruddington. As these settlements are inset from the Green Belt, with the inset boundaries closely drawn around settlements, greenfield development can only be achieved through the release of land from the Green Belt;
- the unsustainability of locating substantial housing development at settlements beyond the Green Belt within Rushcliffe; and
- slower than expected delivery of the strategic sites allocated within the Core Strategy and a subsequent absence of a five year supply of deliverable homes.

5.3 An absence of potential housing land in sustainable non-Green Belt locations formed part of exceptional circumstances that justified Local Plan Part 1: Core Strategy’s release of five sites from the Green Belt and their allocation as strategic development sites. It also formed part of the exceptional circumstances for the Core Strategy determining that land should be released from the Green Belt surrounding the key settlements of Keyworth, Radcliffe on Trent and Ruddington allocated for housing development through Local Plan Part 2 as part of meeting the target of a minimum of 13,150 new homes over the plan period. The need to release land from the Green Belt has not changed in this respect since adoption of the Core Strategy.

### **Opportunities for housing development within settlements**

5.4 The Local Plan Part 2’s housing trajectory (at Appendix B of the plan) identifies the sources of expected housing supply which will make up the anticipated delivery of around 14,400 homes by the end of the plan period in

2028. In addition to housing delivery on the Core Strategy's strategic housing allocations and the sites proposed for allocation through the Local Plan Part 2, it includes an allowance for a limited number of infill and windfall developments which do not currently have planning permission (based on sites identified within the Strategic Housing Land Availability Assessment (SHLAA) and historical and projected delivery). As identified at Table 3.1 above, this amounts to only just over 900 new homes during the plan period from infill sites (117 plus 806 homes), which equates to just 6% of the total housing supply. This indicates that there continues to be limited development opportunities within settlements.

- 5.5 The Rushcliffe Brownfield Register 2017 also highlights the limited non-greenfield/Green Belt opportunities that exist within the Borough. The previously-developed sites which are included in the register are expected to deliver around 1,050 dwellings. Of this total, however, only around 300 homes are expected from sites that do not already have planning permission.
- 5.6 While the contribution of brownfield and infill sites within settlements is not insignificant, they are not sufficient to avoid the requirement to identify further greenfield land for housing development in order to address the Local Plan's housing target and the current shortfall in delivery.

### **Opportunities for housing development beyond the Green Belt**

- 5.7 There are some potential housing sites on the edge of settlements beyond the Green Belt, as identified by the Strategic Housing Land Availability Assessment (SHLAA). However, due to their distances from main urban area of Nottingham and the implications of development 'jumping' the Green Belt, and the relative sustainability of settlements in that part of Rushcliffe outside the Green Belt, these sites are generally considered to be in less sustainable locations for development than those closer to the main urban area of Nottingham or those located adjacent to the key settlements and larger serviced villages within the Green Belt.
- 5.8 Within Rushcliffe the Nottingham/Derby Green Belt extends approximately 3 to 5 miles south and east of the main urban area of Nottingham. Beyond the Green Belt, only Bingham, East Leake and, to a lesser extent, Aslockton and Sutton Bonington have been identified as settlements with the potential to sustain new homes.
- 5.9 In the case of Bingham, as outlined above at paragraphs 4.5 and 4.6, no sites have been identified as suitable or available for allocation through the Local Plan Part 2. At both East Leake and Aslockton, as set out above at paragraphs 4.10 to 4.12 and paragraph 4.27, planning permissions have

already been granted during the plan period which are considered to make a sufficient contribution to the Borough's housing needs, given the respective sustainability of each settlement. Finally, at Sutton Bonington, as set out above at paragraphs 4.34 and 4.35, the Local Plan Part 2 proposes the allocation of one housing site, but beyond this there are not sustainable or suitable opportunities to deliver more housing development.

- 5.10 Accordingly, the Local Plan Part 2 proposes only two allocations on greenfield sites beyond the Green Belt – at East Leake for around 235 homes (land north of Rempstone Road which already has planning permission); and at Sutton Bonington for around 80 homes.

### **Green Belt Review**

- 5.11 Given a lack of available and sustainably opportunities for housing development within settlements and on sites outside the Green Belt, exceptional circumstances have therefore been established for releasing land from the Green Belt to meet the Core Strategy's housing target of a minimum of 13,150 homes between 2011 and 2028. Exceptional circumstances exist for further releases of land within Local Plan Part 2 in order to address the shortfall in housing delivery and establish a five years supply of deliverable homes. This is required by national planning policy.
- 5.12 In order to justify the removal of individual parcels of land from the Green Belt, the Council has completed the second part of the Green Belt Review (Part 2b) – September 2017 and April 2018. This assesses the performance of the housing site options against the five Green Belt purposes in order to determine their Green Belt importance.
- 5.13 Sites that are considered to be of low or low/medium Green Belt importance have generally been selected over those which are medium/high, high or fundamentally constrained by the Green Belt designation. The selection of less important Green Belt land combined with the need to release Green Belt and other considerations (for example accessibility, biodiversity, landscape impacts) establish the exceptional circumstances required to release individual sites.

## 6 Affordable housing delivery

- 6.1 This section explains the general approach of the Local Plan Part 2 towards affordable housing provision, taking into account the relevant policies and requirements of the Local Plan Part 1: Core Strategy (Policies 3 and 8 specifically) and the delivery target (for monitoring purposes) of 3,100 affordable homes over the plan period (as set out in the monitoring arrangements for Policy 8 of the Core Strategy).
- 6.2 This monitoring target will be achieved primary through the delivery of strategic sites (allocated by the Core Strategy), on the Local Plan Part 2 allocations on the edge of the settlements beyond the main urban area of Nottinghamshire, and permissions already granted within the plan period.
- 6.3 Shown below is an assessment of the totality of expected affordable housing through these sources and broadly the rate at which it would be delivered.

### Affordable Housing Completions (2011 to 2017)

- 6.4 Between 2011/2012 and 2016/2017 (the last year monitored) affordable housing completions in the Borough totalled 281. This exceeds the Local Plan indicative target of 190 for this period (as set out in the monitoring arrangements for Policy 3 of the Core Strategy) by 91 units.

**Table 6.1 Affordable housing completions between 2011/12 and 2016/17**

	Social Rent	Affordable Rent	Intermediate housing	Total Affordable Homes
<b>2011/12</b>	9	-	4	13
<b>2012/13</b>	27	-	15	42
<b>2013/14</b>	1	-	-	1
<b>2014/15</b>	3	44	4	51
<b>2015/16</b>	17	30	49	96
<b>2016/17</b>	39	6	33	78
<b>Total</b>	<b>96</b>	<b>80</b>	<b>105</b>	<b>281</b>

- 6.5 Whilst delivery of affordable housing within the period 2011 to 2017 has exceeded the Core Strategy’s indicative target, the indicative targets for the periods 2018-23 and 2023-28 are significant higher (1,850 dwellings between 2018 and 2023 and 1,150 dwellings between 2024 and 2028). This increase reflects the expected delivery of the strategic allocations and sites allocated by the Local Plan Part 2. However, as set out earlier in this paper, the delayed delivery of the strategic sites has resulted in the need to allocate additional sites on the edge of the key settlements and a number of other villages.
  
- 6.6 The implications of the delay in the delivery of these strategic sites and the steps taken, within the Local Plan Part 2, to address the shortfall on the delivery of affordable homes are assessed below. The following projections are made for delivery of affordable homes during the remaining 11 years of the plan period, within extant planning permissions (which were not completed by 2017/18), and the housing sites allocate in both Local Plan Part 1 and the Local Plan Part 2.
  
- 6.7 The projected numbers and the timing of affordable housing delivery is based on details agreed in respect of existing planning permissions or the assumption that the allocation would deliver a policy compliant scheme in accordance with Policy 8 of the Core Strategy (10%, 20% or 30% affordable units depending on a site’s location within Rushcliffe) and the housing trajectory set out in Local Plan Part 2.

**Table 6.1 Affordable housing completions between 2011/12 and 2016/17**

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
<b>Projected completions on non-allocated permitted sites</b>				
Land south of Abbey Lane, Aslockton	23	23	0	30% affordable dwellings. Development commenced 2017/2018
Land south of Wilford Lane West Bridgford	51	51	0	30% affordable. Development commenced 2017/2018.
Land East of Kirk Ley, East Leake	59	59	0	20% affordable dwellings. Development commence 2017/18 and 26

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
				units have been delivered within this year.
Land E/O Meeting House Close, East Leake	45	20	0	20% affordable. Development nearing completion. 25 affordable units delivered by 2016/17.
Land at Lantern Lane, East Leake	51	32	0	20% affordable. 19 units delivered by 2016/17. Development nearing completion.
Former Micropropagation, East Leake	5	5	0	20% affordable. Given recent delivery within East Leake, delivery on this site is expected within five years.
Land west of Malmic House, Brookside Road, Ruddington	8	8	0	30% affordable housing. Development commenced 2017/18.
Asher Lane, Ruddington	75	40	35	30% affordable. Outline planning permission granted on appeal.
South Nottingham College West Bridgford	26	26	0	30% affordable. Development commenced 2017/18.
<b>Local Plan Part 1: Core Strategy strategic sites</b>				
Land at Melton	474	300	174	30% affordable

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
Road, Edwalton (Core Strategy Policy 19)				homes. Development commenced on three sites and these will deliver 282 affordable units. With planning permission granted for a further 12 affordable units. The remaining area of the allocation is expected to deliver 180 affordable units (30% of 600 in total).
Cotgrave Colliery (Core Strategy Policy 22)	135	85	0	30% affordable housing. Development commenced 2015/16 and 50 units completed by 2016/17. Likely to be completed 2018/19.
RAF Newton (Core Strategy Policy 21)	28	0	28	5% negotiated on site. Claw back / overage mechanism is included within the S106 that accompanies the outline planning permission,

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
				should the viability of the scheme improve.
North of Bingham (Core Strategy Policy 20)	200	60	140	20% affordable housing agreed. Phase 1 is under construction.
South of Clifton (Core Strategy Policy 23)	300	50	125	10% affordable housing agreed (600 units less Core Strategy requires). Claw back / overage mechanism is included within the S106 that accompanies the outline planning permission, should the viability of the scheme improve. Due to delays delivering this allocation, 125 units will be delivered within the next plan period (beyond 2028).
Gamston/North	750	70	340	30%

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
Tollerton (Core Policy 25)				affordable housing proposed. Delays in delivery have resulted in 340 units being delivered beyond the plan period.
<b>Local Plan Part 2 allocations</b>				
Land rear of Mill Lane/The Old Park, Cotgrave (Policy 2.1)	18	18	0	10% affordable housing proposed. 18 units should be delivered within 5 years.
Land south of Hollygate Lane, Cotgrave (Policy 2.2)	19	19	0	10% affordable housing proposed. 19 units should be delivered within 5 years.
Land north of Rempstone Road, East Leake (Policy 3)	47	40	7	20% affordable housing proposed. Application approved at appeal. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
Land off Nicker Hill, Keyworth (Policy 4.1)	30	30	0	20% affordable housing proposed. Local Plan 2 trajectory expects the whole site will be delivered between 2018 and 2023.
Land between Platt Lane and Station Road, Keyworth (Policy 4.2)	38	30	8	20% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land South of Debdale Lane Keyworth (Policy 4.3)	38	30	8	20% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Hillside Farm, Keyworth (Policy 4.4)	14	14	0	20% affordable housing proposed. Local Plan 2 trajectory expects the

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
				whole site will be delivered between 2018 and 2023.
Land north of Nottingham Road, Radcliffe on Trent (Policy 5.1)	45	45	0	30% affordable housing proposed. Local Plan 2 trajectory expects the whole site will be delivered between 2018 and 2023.
Land adjacent to Grooms Cottage, Radcliffe on Trent (Policy 5.2)	15	15	0	30% affordable housing proposed. Local Plan 2 trajectory expects the whole site will be delivered between 2018 and 2023.
Land Off Shelford Road, Radcliffe on Trent (Policy 5.3)	120	60	60	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land north of Grantham Road,	72	46	26	30% affordable

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
Radcliffe on Trent (Policy 5.4)				housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
The Paddocks, Nottingham Road, Radcliffe on Trent (Policy 5.5)	22	0	22	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land west of Wilford Road, Ruddington (Policy 6.1)	39	30	9	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land south of Flawforth Lane, Ruddington (Policy 6.2)	15	15	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within

<b>Site/broad location</b>	<b>Total affordable housing</b>	<b>Delivery 2017/18 to 2022/23 (6 years)</b>	<b>Delivery 2023/24 to 2027/28 (5 years)</b>	<b>Notes</b>
				the Local Plan 2 trajectory.
Land opposite Mere Way, Ruddington (Policy 6.3)	51	31	20	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land east of Church Street, Cropwell Bishop (Policy 7.1)	21	21	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land between Butt Lane and Closes Side Lane, East Bridgford (Policy 8.1)	24	24	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land south of Butt Lane, East Bridgford (Policy 8.2)	13	13	0	30% affordable housing proposed.

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
				Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land east of Gypsum Way, Gotham (Policy 9)	21	21	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Land north of Park Lane, Sutton Bonington (Policy 10)	24	24	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
Former Bunny Brickworks (Policy 23)	30	0	30	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2

Site/broad location	Total affordable housing	Delivery 2017/18 to 2022/23 (6 years)	Delivery 2023/24 to 2027/28 (5 years)	Notes
				trajectory.
Former Islamic Institute, Flintham (Policy 24)	28	28	0	30% affordable housing proposed. Delivery of affordable units mirrors delivery of the site within the Local Plan 2 trajectory.
<b>Total</b>	2,974	1,383	1,032	
<b>Total Delivery During Plan Period (permissions and projections)</b>		2,696 (281+1,383+1,032)		

- 6.8 The above table indicates that affordable homes from known sources (on non-allocated and allocated sites) are likely to deliver around 2,696 units (281 permitted as of 2016/17 and 2,415 projected from allocations). Whilst this is 404 homes short of the 3,100 homes indicative target, this shortfall would be resolved if the former RAF Newton and land south of Clifton deliver more affordable homes than currently agreed and homes were delivered, as part of early phases, within the plan period.
- 6.9 As required by the Core Strategy, both sites should provide 30% affordable housing and if this target were met 600 additional units would be provided within the Clifton site and 137 units within RAF Newton. However, it has been agreed that due to infrastructure costs this number is not viable and overage (claw back) agreements have been included within their respective Section 106 legal agreements which will allow for an increase in affordable units if viability improves.
- 6.10 While not considered within the table above, affordable homes will also continue to come forward during the plan period on infill and windfall sites, either through on-site contributions within open market residential developments or through standalone affordable housing schemes. These

schemes include the garage site programme, which redevelops redundant garage sites managed by registered social landlords and has delivered nearly 50 units so far within the plan period, and rural exception sites which have delivered 53 units in the last 10 years. It is reasonable to assume these sources will continue to make a significant contribution and assist the Council to meet its Core Strategy indicative target of 3,100 affordable homes.

## Appendix 1: Local Plan Part 2 housing trajectory

	Completions						Future Years																Total 2011-2028 (plan period)	Total 2028-2032 (beyond plan period)
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29 (beyond plan period)	2029-2030 (beyond plan period)	2030-2031 (beyond plan period)	2031-2032 (Beyond plan period)			
Completions on non-allocated sites and identified SHLAA capacity	293	209	199	373	375	338	341	463	172	101	71	80	32	1	1	0	20	20	10	0	0	3,069	30	
Land at Melton Road, Edwalton						40	150	250	250	250	150	150	150	150	101							1,641	0	
Land at former Cotgrave Colliery					112	150	100	100														462	0	
Land at Former RAF Newton Phase 2									50	100	150	150	100									550	0	
Land north of Bingham								50	100	150	150	150	150	150	150							1,050	0	
Land south of Clifton									50	200	250	250	250	250	250	250	250	250	250	250	250	2,000	1,000	
East of Gamston/North of Tollerton										50	200	250	250	250	250	250	250	250	250	250	250	1,750	1,000	
Infill and changes of use in broad locations										104	104	104	104	104	104	104	78	78	78	78	78	806	312	
Land rear of Mill Lane/The Old Park, Cotgrave										50	50	50	30									180		
Land south of Hollygate Lane, Cotgrave										50	50	50	40									190		
Land north of Rempstone Road, East Leake									50	50	50	50	35									235		
Land off Nicker Hill, Keyworth										50	50	50										150		
Land between Platt Lane and Station Road, Keyworth										50	50	50	40									190		
Land South of Debdale Lane Keyworth										50	50	50	40									190		
Hillside Farm, Keyworth										25	45											70		
Land north of Nottingham Road, Radcliffe on Trent										50	50	50										150		
Land adjacent to Grooms Cottage, Radcliffe on Trent										25	25											50		
Land Off Shelford Road Radcliffe on Trent									50	50	50	50	50	50	50	50						400		
Land north of Grantham Road Radcliffe on Trent										50	50	50	50	40								240		
72 Main Road, Radcliffe on Trent										1	2	2										5		
The Paddocks, Nottingham Road Radcliffe on Trent														50	25							75		
Land west of Wilford Road, Ruddington											50	50	30									130		
Land south of Flawforth Lane, Ruddington										25	25											50		
Land opposite Mere Way, Ruddington										20	50	50	50									170		
Land east of Church Street Cropwell Bishop										25	45											70		
Land between Butt Lane and Closes Side Lane, East Bridgford										25	55											80		
Land south of Butt Lane, East Bridgford										25	20											45		
Land east of Gypsum Way, Gotham										20	50											70		
Land north of Park Lane, Sutton Bonington										30	50											80		
Former Bunny Brickworks														25	50	25						100		
Former Islamic Institute, Flintham											20	50	20									90		
Projected completions	293	209	199	373	487	528	591	863	742	1,676	1,962	1,686	1,401	1,070	981	679	598	598	588	578	578	14,338	2,342	
Cumulative Completions	293	502	701	1,074	1,561	2,089	2,680	3,543	4,285	5,961	7,923	9,609	11,010	12,080	13,061	13,740	14,338	14,936	15,524	16,102	16,680			