



Derby City Council

**Planning, Housing and Leisure Board**  
**12 November 2013**

# ITEM 12

Report of the Strategic Director for  
Neighbourhoods

## **Derby Core Strategy and Infrastructure Plan – consultation on full draft plan**

### **SUMMARY**

- 1.1 Work has progressed on the Core Strategy since last year's consultation on the 'Preferred Growth Strategy' (PGS). A draft plan has now been produced which sets out the detailed policy wording and infrastructure requirements for the sites consulted on last year. It also includes detailed policy wording for a wide range of topic policies covering regeneration, the economy, affordable housing, the city centre, shopping, transport, the environment and the River Derwent, including the 'Our City Our River' project. The draft plan is available to view on the Council's website with the 16 October Council Cabinet Papers. The consultation documents are supported by a number of technical background papers, a draft Sustainability Appraisal and an up-date of the Infrastructure Delivery Plan which are also available to view on the website.
- 1.2 An assessment of housing need was undertaken by consultants last year and the overall scale of growth in last year's PGS consultation was based on this. Following detailed comments on this arguing that it underestimates true need, the consultants have reiterated their recommendations. They have, however, recommended an increase of 1,654 homes across the three authorities of the Derby Housing Market Area to take into account the release of recent Census data.
- 1.3 Amber Valley has already consulted on their draft plan and has increased their overall total housing figure by 400 to help meet this higher figure. South Derbyshire is coming to the end of consultation on its draft Plan and has increased its housing figure by 754 to 13,454. DCC has agreed to increase its figure by 500 to make up the rest.
- 1.4 To meet this increase, the draft Core Strategy identifies land at Hackwood Farm, Mickleover as an additional allocation for housing development. This site was not included in last year's PGS as it was considered that there were more sustainable options. However, the site promoters have addressed some of these concerns and the proposed increase in housing provision means other land does need to be looked at.
- 1.5 The Core Strategy does not allocate all the sites that are needed to meet the proposed housing target of 12,500. More land will need to be identified in a future 'Site Allocations Document'.
- 1.6 To meet their share of the recommended increased housing need figure, South Derbyshire are identifying additional land. These are spread throughout the District, mostly outside the urban area of Derby, although they do include an extension of the Derby Hackwood Farm site to provide an extra 290 homes. They are also proposing a reserve site in case other allocations do not come forward in sufficient time. They have consulted on three options for this reserve site; one at Woodville, Swadlincote, one at Lowes Farm, Chellaston and one at

Newhouse Farm, Mickleover. They will decide which one to include in the final plan following consultation. Cabinet has resolved to inform South Derbyshire that whilst DCC remains committed to continued joint working on areas of agreement, it does not support either of the proposed options for a reserve site around Derby at Lowes Farm or Newhouse Farm.

#### 1.7 **Response to questions raised by Board last year**

Board considered a report on the Preferred Growth Strategy at its 18 September meeting last year. At this meeting, it made a number of recommendations to the Cabinet Member for Planning, Environment and Public Protection. An up-date on and response to these is provided below:

**To be open-minded with regards to extending the 'Core Strategy Consultation on Preferred Growth Strategy' period if required.**

Whilst the consultation period was not formally extended, comments received after the end of this period were accepted and members of the public at consultation events were informed that this would be the case. In practice, written responses to the PGS consultation was relatively low.

**That Ward Councillors be consulted on dates for neighbourhood drop-in sessions that are to be arranged as part of the consultation process.**

This was done.

**To challenge the Housing Market Area development views of, and conclusions made by Amber Valley Borough Council and South Derbyshire District Council, through an appropriate channel.**

The City cannot fully meet its own housing needs within its administrative area and it is not surprising that South Derbyshire, whilst willing to accommodate some of this, wishes to do this through urban extensions to the City. However, not all of the new homes being planned around Derby are needed to meet its currently assessed needs. Some will be meeting wider HMA housing needs, partly generated by past trends of people moving out of the city into South Derbyshire or Amber Valley. As the major urban area of the Housing Market Area, there are sustainability reasons for directing new growth into and around Derby.

Following the release of 2011 census information, the consultants advising on housing need recommended an increase in housing need of 1,654 homes across the three authorities of the Derby HMA. It was felt that Hackwood Farm would need to be added into the strategy to meet this increase and that the inclusion of adjacent land in South Derbyshire would help to deliver a new primary school and other infrastructure. However, South Derbyshire were informed that DCC would not support any additional urban extensions beyond this.

With this exception of land at Hackwood Farm, South Derbyshire have identified land outside the City's urban area to meet the additional 754 new homes. However, they have also decided to include a reserve site into their strategy and have identified three options for this, two of which are on the edge of Derby. These are at Lowes Farm, Chellaston and Newhouse Farm, Mickleover. DCC has written to South Derbyshire to formally inform them that it does not support either of the options around Derby and that any reserve site should be located away from the City at the Woodville option.

**That further investigative work is undertaken to assess the community infrastructure**

**developments, which would be required to support the Growth Strategy proposals. This exercise should include:**

**a) an investigation into the capacity of local schools in the Derby Housing Market Area (particularly if catchments areas are reduced to limit eligibility) and outline potential options to manage an increased capacity as a result of the Growth Strategy proposals; and**

**b) an investigation into issues surrounding the capacity of the local transport network and radial infrastructure in the city, and any improvement works needed to manage an increased capacity as a result of the Growth Strategy proposals.**

More work has been undertaken on both school place and road infrastructure issues and this remains on-going.

Planning and education officers have been working closely to address school place issues. Draft policy requires developers to contribute financially to provide for education needs arising out of their developments. Where it is clear that a new school is needed, this is set out in the policy. Elsewhere, the contribution will be used to improve or expand existing schools. A degree of flexibility in precisely how school places are provided for is needed though, as the best way forward will change over time.

However, existing schools have filled up substantially over the last year or so and there is now far less scope for them to absorb additional need generated by new homes. Furthermore, many will need to be expanded to cater for projected growth in pupil numbers even without new homes being built. Strategy is therefore concentrating, where possible, on providing new schools and pooling contributions from smaller sites where these are not big enough on their own to provide a new school. However, pooling contributions from a range of developments creates a timing issue to ensure there are sufficient funds from developments underway to provide for a new primary school. This is to ensure places are available prior to houses being occupied. A strategy to manage this difficulty is currently under consideration.

Secondary school places are similarly in short supply and a new secondary school, or maybe two, will be needed. Work is continuing to identify the best location for this and a funding strategy to deliver it or them. This is, of course, complex as developments straddle both the City / County border.

A package of transport measures are proposed to mitigate the impact of proposed growth on the road network. These include:

- improvements to public transport and active travel opportunities
- focussed investment in behavioural change initiatives
- improvements to the local transport network, including the T12 Road and a proposed South Derby Integrated Transport Link, which joins Stenson Road to T12

However, some increased congestion is inevitable given the scale of proposed growth. Significant additional opportunities to increase road capacity are constrained by the built up nature of the urban area or by limited funding. Further transport modelling, which has been commissioned to test the transport impacts and mitigation options for the potential HMA wide growth, will provide detail to support the refinement of the transport mitigation package for Derby's updated Preferred Growth Strategy. This will take into account anticipated wider network changes and strategic network enhancements, such as the A38 junctions grade separation, and support a strong evidence base.

Modelling has shown that a moderate proportion of the transport impact of the proposed growth can be mitigated through improvements to public transport and active travel opportunities, reinforced with focussed investment in behavioural change initiatives. Added to this, a package of improvements to the local transport network, including a proposed South Derby Integrated Transport Link, which joins Stenson Road to the planned Chellaston Link Road, has the potential to provide a greater variety of routing options to the south of the City, links housing development with an area of strategic employment growth and has benefits for the wider transport network.

## **RECOMMENDATION**

- 2.1 To note Cabinet's decisions in relation to consultation on the draft Core Strategy.

## **REASONS FOR RECOMMENDATION**

- 3.1 To bring to the Board's attention that Cabinet has approved a draft plan for consultation.

## **SUPPORTING INFORMATION**

### **4.1 Introduction**

Derby City, South Derbyshire District and Amber Valley Borough Councils, which together make up the Derby Housing Market Area (HMA) are preparing separate but aligned Core Strategies. These began as broad brush, strategic documents which were to be complemented by more detailed 'Site Allocations Plans'. However, under the Localism Act Local Authorities are now required to prepare a single Local Plan rather than the suite of documents envisaged under the previous system.

4.2 To adapt to this process and retain work and progress already made, all three Councils are continuing to prepare their Core Strategies (now referred to as Part 1 Local Plans) but are including much more detail in them than originally envisaged. A separate 'Site Allocations Plan' will still be needed, especially to deal with complex areas such as the City Centre and the 'Our City Our River' area in detail and to deal with issues that would delay the Core Strategy to resolve. This will be known as the Part 2 Local Plan. Once both are finalised and formally adopted, they will be combined into a single Local Plan document.

4.3 A number of consultations have already taken place, focussing mainly on the scale and distribution of new housing. As part of this work, the Councils commissioned consultants to examine the national population and household projections in some detail. This work indicated that these projections were too high and the recommended figure of 33,700 homes across the three Authorities formed the basis of last year's 'Preferred Growth Strategy' consultation.

#### 4.4 **The Preferred Growth Strategy 2012**

All three HMA Councils consulted on separate Preferred Growth Strategies (PGS) at the end of last year. These identified the main sites for housing and employment and the main infrastructure that would be needed to deliver them. They did not include detailed policy wording for these sites or the generic topic policies that will replace the 'Saved Policies' of the existing City of Derby Local Plan Review.

4.5 The HMA housing provision figure of 33,700, as recommended by the consultants, was distributed as follows:

- Derby City 12,000
- South Derbyshire 12,700
- Amber Valley 9,000

This distribution recognises that Derby cannot meet all of its identified housing need within its administrative boundaries and so must look to its neighbours. It also recognised Derby's growth aspirations and its role as the principle urban centre of the HMA.

4.6 To meet the figure of 12,000 new homes within the City, priority was given to brownfield regeneration sites as well as land already having planning permission or allocated in the City of Derby Local Plan Review (CDLP Review). However, it was recognised that there are not enough deliverable brownfield sites to provide enough land to meet the 12,000 target. Consequently, a number of greenfield sites, including sites lying within existing green wedges, were proposed for development in the PGS. In releasing land from green wedges, an important policy objective has been to ensure a green wedge remains, albeit smaller, and to seek improvements to the remaining open area where possible.

4.7 Significant urban extensions to Derby were proposed in South Derbyshire's and Amber Valley's Preferred Growth Strategies, especially to the south of the City. Some of these extensions already have planning permission. Two options for major highway mitigation around southern Derby were put forward; the first being a new junction onto the A50 to the south of Sinfen and the second a new link road from the T12 road initially through to the proposed site south of Sinfen and potentially westwards to Rykneld Road. The PGS documents identified that major investment in new schools would be needed, including several primary schools, extensions to secondary schools and possibly a new secondary school.

#### **4.8 Comments on Derby's Preferred Growth Strategy**

A document summarising the comments we have received at all stages of the Strategy's formulation, including those received during last year's PGS consultation will be made available as part of the current consultation process on the draft plan. However, the main points raised on the PGS are summarised below.

#### **4.9 Scale of growth**

Some commentators argued that the overall housing target of 12,000 was too high, whilst others thought it too low. Generally, views were expressed from residents that the scale of proposed growth is too high and that the city cannot cope with the demands being placed on it. Arguments were made that there should be a greater focus on brownfield land and vacant dwellings.

- 4.10 Representations from developers included a detailed critique of the 'Housing Requirement Study' on which the overall HMA figure was based. It was argued that this study is flawed and that the Derby HMA housing figure consulted on was considerably lower than it should be. As a result of this, we asked the consultants who prepared the study to consider the points that were raised. They have confirmed that they are satisfied with their recommendations and, with one exception, are not suggesting any change is needed. The exception results from further analysis of the projections in light of data being released from the 2011 Census. This suggests a slight increase of the recommended HMA housing figure by 1,654 to 35,354.

#### **4.11 Location of new development**

Most of the comments we received on the PGS related to the proposed allocation of greenfield sites for housing. Many of these were from residents raising concerns about the impact of growth on the surrounding area, loss of greenfield land and concerns over what infrastructure will be put in place to support development. Impact on local roads, road safety and school provision were the main areas of concern. Concerns were also raised over the loss of green wedges, impact on the environment, landscape and visual intrusion, wildlife and biodiversity and increased risk of flooding and drainage difficulties. Sport England also submitted objections to four sites which they considered would lead to the loss of playing pitches. One of these, the former Mackworth College site, now has planning permission.

- 4.12 Comments were received objecting to proposed development, principally at Onslow Road in Mickleover, Brook Farm, Chaddesden, development around Chellaston, Lime Lane, Oakwood and Andrew Close, Littleover. We also received a small number of comments supporting our decision not to allocate land at Hackwood Farm, or encroaching into the Green Belt in Spondon.
- 4.13 Large new housing sites, especially on greenfield land, are clearly an emotive issue for many people. However, whilst many of the proposed housing sites are not popular with local residents, Councils have a clear duty to identify their housing needs and to provide sufficient land to meet these. Failure to do this will result in their Core Strategies being found 'unsound' and/or losing appeals against planning applications.
- 4.14 There is not enough developable land within the City's administrative area to provide much choice over which sites are identified for development. Developing brownfield land and bringing empty homes back into use will not, on their own, provide sufficient land. These proposals, therefore, do need to be maintained to help meet future housing needs. The response to residents' concerns inevitably means focussing on mitigating the impact of development rather than removing the proposed allocations altogether.

- 4.15 Mitigation measures include requiring development to provide new primary schools and ‘pooling’ contributions from several smaller schemes to this end. Measures also include identifying where road access can and cannot be provided. For example, the policy for Onslow Road, Mickleover, states vehicular access will only be from Station Road in order to alleviate concerns from nearby residents. On Brook Farm, Chaddesden, specific concerns were raised about safety issues on Tennessee Road. The draft policy makes it clear that access will *not* be from Tennessee Road.
- 4.16 At the Lime Lane site in Oakwood, there was considerable confusion regarding access to the site being from Limesdale Avenue. The draft policy makes it clear that this will not be the case. In fact, this site lies in the western half of the open land to the north of Chaddesden Wood and development would not extend as far east as Limesdale Avenue. It is proposed to change the name of this site to ‘Land South of Mansfield Road’ to make this clearer.
- 4.17 Where land within existing Green Wedges is being proposed for development, the plan seeks to minimise its impact by limiting the extent of development to ensure the maintenance of a continuous, albeit narrower, area of open land. The plan also seeks to strengthen the role of these Green Wedges in providing a wider recreational function as active green infrastructure.
- 4.18 In the case of Brook Farm, Chaddesden, where it has not been possible to retain a viable wedge as well as development, the policy provides for a green corridor along the brook and accessible open space on site.
- 4.19 **Comments received from Statutory Consultees**
- The Highways Agency has expressed concern over the potential impact of development to the west of the City. They have stated that should additional development be proposed in this area, it would require its impacts on the A38 to be fully investigated so that any required mitigation and development thresholds (in relation to the capacity of the existing A38 junctions) could be fully considered. However, the Government recently announced their commitment to support HA prioritised schemes, including the A38 Derby junctions grade separation, subject to value for money and deliverability considerations. These improvements are anticipated to provide benefits both to the strategic road network and to the local transport network. The timing of these potential improvements remains uncertain and it will be important to engage with the Highways Agency during the next period of consultation to understand how this influences their position.
- 4.20 The Environment Agency highlighted flood risk implications for a number of sites, for example at Boulton Moor & Derby Commercial Park (which already has planning permission). These are recognised and will be addressed through the planning process. In addition, they stressed that the City Council has an obligation to improve and maintain water quality and that new development can be seen as an opportunity to do this. The Plan will include policies that seek improvements to water quality through the planning process.
- 4.21 Natural England noted that development at Boulton Moor is close to the designated Site of Special Scientific Interest (SSSI), but concluded that it would have little impact. They also noted that the Global Technology Cluster (GTC) proposal is adjacent to the Sinfin Moor Lane Meadows Local Nature Reserve (LNR) and welcomed the wildlife protection measures incorporated into the scheme.
- 4.22 Natural England supported the vision to provide a green infrastructure network and the intention to include green infrastructure as an integral part of all new development.

- 4.23 English Heritage welcomed the recognition within the vision to protect Derby's unique built heritage and references to regeneration within the Derby Valley Mills World Heritage Site. Concerns raised over insufficient reference to the historic environment and to archaeology are addressed through this consultation document which includes more detailed topic policies. Their comment about the need to complete the Tall Buildings Strategy for the City Centre would need to be addressed through a separate work programme to the Core Strategy.
- 4.24 English Heritage also suggested that development of the Boulton Moor site may have impacts on the setting of the Grade II\* Elvaston Castle registered park and garden. This should be addressed through detailed site design.
- 4.25 The National Trust supported the overall approach, to economic development including the consideration of cross-boundary issues. They welcomed the decision not to allocate strategic housing sites on the northern and western edges of the city due to the potential impacts on the settings of Kedleston Hall and Radbourne Hall. English Heritage have previously raised similar concerns about Kedleston Hall.
- 4.26 The National Trust also commented that reducing greenhouse gas emissions and adapting to the impacts of a changing climate remain key considerations. To this end, DCC should take action to reduce transport emissions both by retaining a compact form of development and promoting public transport.
- 4.27 The Mental Health Trust requested that local, accessible healthcare facilities, including provision of mental health and children's services are included as part of major new development. Further discussions with site promoters and health care providers are needed to assess precise requirements and what might be feasible.

#### **Comments received by South Derbyshire on the urban extensions to Derby**

- 4.28 South Derbyshire received many comments from residents concerned about development of the urban extensions across the city's administrative boundaries, especially at Stenson Fields and Sinfin. These focussed on concerns about loss of countryside and green open areas, the scale of proposed development being too high, concerns about impact on local roads both into Derby and to the south. Some residents want Stenson Bridge to be widened to provide two carriageways.
- 4.29 Concern was expressed by Chellaston ward representatives and residents about the scale of development being proposed around the village and its impact on local infrastructure, especially roads and schools.
- 4.30 There was some support for the strategy which seeks to direct urban extensions to the south of Derby, rather than to the west.
- 4.31 More work has been undertaken on the roads issue since the Preferred Growth Strategy consultation. Transport modelling indicates that a new link road would provide better mitigation than a new junction onto the A50. Much of this would be in South Derbyshire and the Core Strategies propose a new link road connecting the 'T12' road from the A50/A514 (Bonnie Prince Charlie) into the proposed housing site to the south of Wragley Way, Sinfin. A further extension of this westwards onto Rykneld Road, Littleover is identified as a longer term objective. This is not to say that the scale of development to the south of Derby will not exacerbate congestion on existing roads in Stenson/Sinfin and Chellaston, but it will reduce the potential impact in the area and also provide wider benefits.



- 4.32 The Preferred Growth Strategy indicated that a new secondary school may also be needed and this was raised by several respondents, especially in Chellaston. A great deal of work has been done on education issues since the Preferred Growth Strategy and it is likely that both extensions to existing schools and a new secondary school will be required, maybe two. The form and location of the new secondary school(s) is yet to be determined. It is recognised that further work is required and this will be on-going up to and during the consultation.

#### 4.33 Meeting additional identified housing needs

The consultants who prepared the 'Housing Requirements Study' last year have revised their projected housing need figure up by 1,654 new homes to 35,354 across the HMA as a whole in light of data being released from the 2011 census. The draft Core Strategy includes an increase in Derby's housing provision figure of 500 to 12,500 as the City's share of meeting this. It is proposed to meet most of this by allocating land at Hackwood Farm, Mickleover on which a planning application is currently being considered. The remainder will be identified through the 'Site Allocations Document'.

#### 4.34 Hackwood Farm, Mickleover

Lying at the north western end of Mickleover, this site will provide around 400 homes. It was not included in the Preferred Growth Strategy and the following concerns about it were raised in the PGS document, some of which the site promoter has addressed:

- Intrusion in the countryside. Whilst the development of the former Rolls Royce Training Centre has resulted in housing to the north of the former railway line, the extension of this further westwards would be more visually intrusive into the countryside. Whilst policy will seek to minimise impact of development on the open countryside, this is an inevitable consequence of urban extensions.
- Impact on the setting of Radbourne Hall. English Heritage has expressed concerns that development to the west of the B5020 would have detrimental impacts on the setting of Grade 1 listed Radbourne Hall and its parkland as development. It is considered that any visual impact can be mitigated through site design and screening.
- Proximity to existing facilities and services. Whilst the site promoter is now proposing a small shopping area on site, new bus service and improved accessibility to the south, the site continues to not be particularly well related to existing facilities and services relative to many other site choices in Derby. That said, it is located on the edge of a major suburb of the city that has a large shopping centre with a wide range of shops and services. Accessibility to local schools is good, although see below regarding a new primary school.
- Insufficient capacity in local schools. Developer contributions from the Hackwood Farm and Onslow Road sites will provide contributions towards expanding existing primary school provision in Mickleover if only the Derby sites come forward. If land at Hackwood Farm in South Derbyshire is also allocated then it will provide opportunity to develop a new primary school on site. It is anticipated that secondary school provision will be met locally as although the site lies in the overlapping school normal area of Murray Park and John Port; John Port Academy is large, at capacity and has no further room to expand. Further work is being undertaken on the need for and feasibility of expansion of local secondary school provision.
- Public transport accessibility. The site promoter is conducting a feasibility study into improving links from the site to the Mickleover - Egginton Greenway and forming a pedestrian/cycle bridge across this to connect the site to the existing residential areas

on Mickleover to the south. They are also indicating that a bus service could be extended into the site from the housing site on Radbourne Lane in Amber Valley which is now under construction.

- Impact on the A38. Strategic growth was directed to the south of Derby partly as a result of uncertainty over implementation of the planned A38 junction improvements. Since then, Government has announced 'pinch point' funding for interim improvements. More recently, they announced their commitment to support Highways Agency prioritised schemes, including the A38 Derby junctions grade separation, subject to value for money and deliverability considerations. This may result in delivery within the plan period to 2028. The Pinch Point schemes, designed to improve the management of queues of the A38 junctions are still anticipated to go ahead in some form, whether as part of, or in advance of, the junctions grade separation. On-going consultation with the Highways Agency will be pursued to clarify the timing of these junction improvements and the influence of this on how they view development.
- Site promoters are also proposing junction improvements at the junction of Station Road/Radbourn Lane to mitigate for increased local traffic. It is envisaged that there will be two access points, one through Starflower Way onto Station Road and the other onto Radbourne Lane.

4.35 Whilst it is not possible to address all of the concerns, such as the distance to Mickleover District Centre, the site is now considered acceptable in principle for development given assessed housing needs.

#### 4.36 **Additional Sites In South Derbyshire**

To help meet the additional need across the HMA identified by the consultants, South Derbyshire has increased their housing target by 754 homes from 12,700 in the Preferred Growth Strategy to 13,454. They also need to identify additional new land to make up shortfalls created by the anticipated number of homes on some of their existing sites falling, including some of the urban extensions to Derby.

4.37 South Derbyshire is identifying land for additional homes to address this. These will be located throughout the District, mainly outside of the Derby urban area, although they do include an extension of the Derby Hackwood Farm site to provide an extra 290 homes. They have also decided to identify a reserve site in the event that other sites within their strategy do not come forward within the programmed time frame. Their draft consultation plan includes three options for this reserve site; one at Woodville, Swadlincote, one at Lowes Farm, Chellaston and one at Newhouse Farm, Mickleover. They will make a decision on which one to proceed with after taking into account responses to the consultation as well as other evidence such as the on-going transportation modelling.

4.38 DCC officers have expressed concern about significant additional urban extensions to the city. Whilst the principle of an extension to Hackwood Farm has been supported as it has potential to create a better wider development, including the critical mass of development to secure a new primary school on this wider site, the potential for larger urban extensions in addition to this is of concern. DCC has therefore written to South Derbyshire outlining DCC's commitment to continued joint working on areas of agreement, but setting out that it does not support either of the options around Derby for a reserve site. If they do make such an allocation, this should be strictly tied to existing urban extensions of Derby not coming forward and should include a clear trigger mechanism for release.

#### 4.39 Consultation and Next Steps

The consultation is underway and will continue until Christmas, although late comments received within a reasonable period after this will be accepted as with previous consultations. The draft plan can be seen on the Council's website with the 16 October Council Cabinet Papers. Comments received on this will be used to draw up the plan for formal publication and submission for independent Examination next year.

- 4.40 The consultation itself must meet the requirements of relevant planning regulations, the adopted Statement of Community Involvement and DCC's Consultation Policy.
- 4.41 In addition to the draft Core Strategy document itself, the Sustainability Appraisal and supporting papers is available to view and comment on the Council's web site. Paper copies are available from the Council House and Libraries.
- 4.42 All Members have been emailed about the consultation and given links to the publicity material. Previous consultees and other key stakeholders have been written to and a range of publicity material, such as press adverts, posters and newsletters, is being used to inform people about the events. The focus of consultation this time round is on a number of drop-in events around the city. These will be larger events than held previously as experience has shown that they are the most effective means of consulting on the Plan. A briefing of the planning committee member panel has already taken place.
- 4.43 Neighbourhood Boards and Forums and the Diversity Forums are being consulted and provided with written information about the plan, links to the documentation and advance notice of 'drop-in' events. They have also been provided information and links to South Derbyshire's consultation material. However, previous experience has shown that the drop-in events work better than Officer attendance at the Boards and Forums and so the limited officer time will be focused on these instead. There is no longer sufficient staff availability for both the programme of 'drop-in' sessions as well as attending Neighbourhood Boards and Forums. Planning officers, in conjunction with Neighbourhood Managers, will respond to written questions submitted by these Boards and Forums.
- 4.44 Responses will be treated in accordance with the Data Protection Act. Comments will be recorded, considered and reported to Members. Any responses relating to cross-boundary issues will have their personal details removed prior to being forwarded to Amber Valley Borough Council and South Derbyshire District Council.

<b>OTHER OPTIONS CONSIDERED</b>
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- 5.1 Consulting on a formal Publication Plan rather than undertaking further informal consultation was considered. However, legal advice has been received that this approach would be open to legal challenge that would result in considerably more delay than undertaking the informal consultation.

- 5.2 Not increasing the housing target in line with consultants' recommendations and allocating additional land for this would leave the plan open to charges that it is unsound on the basis that it is not meeting objectively assessed need.

**This report has been approved by the following officers:**

<b>Legal officer</b> <b>Financial officer</b>  <b>Human Resources officer</b> <b>Estates/Property officer</b> <b>Service Director(s)</b> <b>Other(s)</b>	Stephen Teasdale, Planning and Highway Solicitor Amanda Fletcher, Head of Finance – Neighbourhoods & Chief Executives Office  Christine Durrant, Director of Planning and Property Services Paul Clarke, Head of Planning
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<b>For more information contact:</b> <b>Background papers:</b>	Andrew Waterhouse 01332 642124 <a href="mailto:andrew.waterhouse@derby.gov.uk">andrew.waterhouse@derby.gov.uk</a>  Report of Consultation Sustainability Appraisal Scoping Report Draft Infrastructure Delivery Plan Strategic Housing Land Availability Assessment (SHLAA) update Housing Requirement Study 2013 Strategic Housing Market Assessment (SHMA) refresh Site assessments Brownfield Land Assessment Housing Market Area Viability Assessment Employment Land Review Townscape Character Assessments - Derby Transport Modelling – broad locations Strategic Green Infrastructure Strategy Derby Green Wedges study Green Belt refresh – partial review of study undertaken for Regional Plan Strategic Flood Risk Assessment (SFRA) 1
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<b>List of appendices:</b>	Appendix 1 – Implications Appendix 2 – Overview of main Topic policies Appendix 3 – Site Allocations Schedule and Map
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<b>IMPLICATIONS</b>
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**Financial and Value for Money**

- 1.1 Costs of preparing the Core Strategy are being met through the Spatial Planning budget and through remaining growth point funding.

**Legal**

- 2.1 The preparation of a Core Strategy is a statutory requirement as is the duty to cooperate with other parties on strategic issues we hold in common pursuant to the Planning & Compulsory Purchase Act 2004 as amended by the Localism Act 2011. A key strategic issue for the City under the duty is that it cannot meet its future housing needs entirely within its own administrative area. The proposed consultation is part of the 'front-loading' process of local plan making and will be followed by a formal publication plan for consultation, submission and examination next year.

**Personnel**

- 3.1 This is a major work item within the Plans and Policies team of Spatial Planning Group.

**Equalities Impact**

- 4.1 Locations with better accessibility to a range of shops, services and public transport will be more socially inclusive than those more reliant on the private car. The focus on regeneration will help improve older and more deprived areas. Policies are included to secure infrastructure and social facilities as part of developments as well as affordable housing and lifetime homes.

Sustainability and Equalities Impact Assessments are being prepared as part of the plan making process.

**Health and Safety**

- 5.1 Consultation arrangements and venues will be assessed from a health and safety perspective.

**Environmental Sustainability**

- 6.1 Environmental, social and economic sustainability lies at the heart of national planning policy and is a central part of the emerging Core Strategy. The preparation of a separate Sustainability Appraisal of the Core Strategy is a legal requirement of the process in order to fulfil obligations under the Strategic Environmental Assessment Directive. A draft of this technical document will be consulted on at the same time as the draft Core Strategy.

**Property and Asset Management**

- 7.1 Some land identified for development is owned by the Council.

**Risk Management**

- 8.1 A considerable amount of evidence has been developed to underpin the strategy and alternative approaches have been considered as these are both tests of soundness that many local authorities fail to adequately meet. We are working closely with a range of partners on matters of common interest to ensure we meet the statutory 'duty to co-operate'.

**Corporate objectives and priorities for change**

- 9.1 The Core Strategy will contribute to securing all of the Derby Plan priorities, particularly a thriving sustainable economy, a strong community and an active cultural life.

**Overview of Main Topic Policies**

This sets out a brief overview of the issues included in the generic topic policies of the main draft Core Strategy document. It does not include commentary on site allocations which are covered in the main report.

**CORE PRINCIPLES****Responding to climate change**

Promoting sustainable development is a key theme that runs through the entire plan. The principles of sustainable development have informed the selection of sites for development, requirements from developers from such sites as well as the development of policies to adapt to climate change and foster a low carbon economy. It will cover the use of decentralised forms of energy generation and district heating. It also sets out our approach to dealing with flood risk management, including a sequential approach to site selection that gives preference to locations in low flood risk areas.

**Regeneration**

Regeneration of Derby's older residential and employment areas and the City Centre is an important part of delivering sustainable growth and revitalising existing communities. The Core Strategy identifies regeneration priorities and seeks to provide a statutory framework for these objectives which will help to implement specific schemes and secure external funding.

**Delivering high quality places**

The Core Strategy has a strong focus on 'placemaking' that will help to raise the overall standard of design across the city. It includes policies setting criteria for good design and sets the scene for the future preparation of more detailed design guidance. It also sets out a commitment to using 'Building for Life' Standards.

**Housing**

In addition to allocating sites for new housing, the Core Strategy will include policies on affordable housing and lifetime homes. Evidence in the Strategic Housing Market Assessment (SHMA) suggests that there is an overall affordable housing 'need' of just over 10,000 homes by the end of the plan period. However, the consultants who produced the SHMA argue that a significant proportion of this need can be met through the private rented sector and that a realistic approach to what can be delivered through developer contributions needs to be taken. This realistic approach needs to take into account other infrastructure priorities such as schools, roads, public open space which developers will, or could be, asked to contribute. More work on costs of infrastructure and site viability is needed to determine the precise balance between competing priorities. But for now, it is proposed to consult on a policy that seeks the provision of 30% affordable housing on developments of 15 dwellings or more, subject to viability and other considerations. This is the same threshold as the current City of Derby Local Plan Review.

The draft Core Strategy includes a policy that requires all new developments to provide for the additional needs of people with limited mobility, including meeting Lifetime Homes standards. We are also consulting on including a new provision that larger housing sites will also be required to provide a proportion of homes to meet wheelchair access.



The strategy also contains a criteria based policy for the provision of Gypsy and Traveller sites. This does not set a specific requirement for new pitches, although a refresh of the Gypsy and Traveller Accommodation Assessment (GTAA) is being undertaken across the County which may provide evidence of additional need to be addressed in the 'Site Allocations' document.

### **Delivering a sustainable economy**

The Core Strategy carries forward and refreshes the vision for the major employment allocations of the CDLP Review, including the Global Technology Cluster (GTC) and additional land south of Sinfin Moor Lane. South Derbyshire is indicating a longer term opportunity for an extension of the GTC southwards to the A50. Careful assessment of the impact of such development on the strategic highway network would be required before any allocation were taken forward as current transport modelling indicates a significant impact on the A516/A50 'Bonnie Prince Charlie' junction.

Network Rail and St Modwen both supported the inclusion of the Derwent Triangle within the Preferred Growth Strategy. They have, however, requested a more flexible approach to uses, potentially including uses as car showrooms, pub/diners, restaurants, hotels and leisure uses. They also wish to see a proportion of the site given over to the development of a large retail store. Further discussions are needed with them over the precise mix of uses and the justification for these. For now, therefore, the policy continues to promote the site as a business and industrial location, which recognises a need for any development to contribute to the proposed improvements to the A52. Retail development is not identified as a preferred use for the site.

On-going discussions are also taking place over the former Celanese plant in Spondon. Site promoters are keen to establish a policy that allows for residential development as well as, or instead of, employment and business uses. At this point in time, it is difficult to see how a satisfactory residential scheme could be developed and there are many questions that need answering before this could be considered realistic. It is unlikely that these questions will be answered through the Core Strategy process and a detailed policy will need to be drawn up through the 'Site Allocations' document following further discussions. The Core Strategy includes a policy that sets the scene for a more detailed policy in the Site Allocations Document (Part 2 Plan). This retains the option for consideration of a residential led scheme, identifying the questions and issues that need addressing.

The Core Strategy seeks to focus new office development within a defined 'Central Business District' (CBD) – broadly consistent with the inner ring road and covering the Castleward and Railway Station area. Proposals for major office development outside the CBD will be subject to a 'sequential approach' whereby existing employment allocations would take preference over the creation of new office locations. New offices would continue to be acceptable on the GTC, subject to their being consistent with the 'vision' for that site.

The Core Strategy continues to identify the same shopping centre hierarchy as the CDLP Review. A town centre first approach still applies through use of the sequential test and planning conditions will continue to be used to restrict the goods that can be sold out-of-centre to help minimise impact. The approach adopted in the Core Strategy is slightly more flexible than that of the CDLP Review, reflecting modern trading practices and the results of recent applications and appeals.

New local centres are identified for Boulton Moor and Hackwood Farm to support the new neighbourhoods. Extensions to the facilities at Rykneld Road continue to be supported.

The Core Strategy also includes a policy for food, drink and the evening economy. While this broadly echoes the existing CDLP Review policy, there is a greater emphasis on the effect of a concentration of pubs and bars on community safety. It also seeks to promote and encourage a diversification of food and drink uses, with a view to facilitating more family based activities.

In relation to Tourism, the draft policy takes a positive stance to the Council's delivery of new venues and a review of the City Centre's 'cultural offer'. It suggests that new tourist or cultural venues/development should be focused in sustainable locations such as the City Centre or in areas which already contain 'visitor orientated' development. This policy also addresses hotel development. It suggests the City Centre should be the preferred location for new hotel development or where they could also support existing visitor attractions (including 'business tourism').

### **Green Infrastructure and Green Space**

The CDLP Review's Green Belt policy will be replaced by a shorter policy that supports retention of the principle of Green Belt and states that planning applications will be determined in accordance with current national policy on green belt in force at the time. This is a more flexible approach in the event that national policy changes. No alterations are proposed to the areas covered by Green Belt which lie mainly to the north and east of the City.

The Core Strategy continues to support the principle of Green Wedges. In order to meet our housing needs, a number of proposed housing sites lie within existing Green Wedges and, if confirmed, these boundaries will need to be amended. Furthermore, other sites currently in Green Wedges may be allocated in the future 'Site Allocations' document. The proposed new policy widens the function of Green Wedges to make more explicit their role as usable green infrastructure and helping us to adapt to climate change. The strategy seeks to strengthen this role through developer contributions from the proposed developments.

One area of existing Green Wedge is proposed to be removed from the existing plan. This is as a result of the Brook Farm allocation and extension of Lees Brook School, which will mean that there is no viable wedge left in this area. The Plan recognises that the allocation of land at Brook Farm, Chaddesden, is unlikely to leave a viable Green Wedge in this area. This designation will therefore need to be reviewed in the 'Site Allocations' document.

The Core Strategy establishes the broad policy for the protection of existing open space and the provision of new open space in developments, including open space standards. Further work is needed on open space issues to provide more detailed policies in the 'Site Allocations' document.

Policies are included to promote biodiversity and to protect wildlife sites and other areas with natural history importance. It also includes policies for the protection and enhancement of the World Heritage Site, and its buffer zones, and for the Darley Abbey Mills complex.

### **Historic Environment**

The Core Strategy will up-date and replace existing policies for the protection of the historic environment. These will offer protection to heritage assets such as the Derwent Valley Mills World Heritage Site, Conservation Areas, listed and other important buildings, historic parks and gardens and archaeological features.

### **Learning, Health and Community**

A policy is included to support the University's activities across the City and maintaining a specific University District Policy for the area between Ashbourne and Kedleston Roads.

## **Delivering Sustainable Transport**

The Transport policies aim to reflect the underlying strategy and objectives of Local Transport Plan 3 (LTP3). The focus is on promoting a sustainable transport network that provides choice and accessibility that meets the needs of residents and businesses. The importance of an efficient transport network in supporting growth and competitiveness is also recognised.

The parking standards of the CDLP Review will be partially revised in the Core Strategy, but the detail will be set out in the forthcoming 'Site Allocations' document or 'Part 2 Local Plan'. In particular, it is proposed that the current, more restrictive, parking standards for the City Centre are removed. As such, the City Centre would be subject to the same standards as the rest of the City. Residential parking would not be subject to a maximum standard, but would be calculated on a case by case basis using the 6Cs Design Guide, which is highways design guidance used by Derby/Derbyshire, Nottingham/Nottinghamshire and Leicester/Leicestershire.

The Core Strategy makes provision for a number of key transport infrastructure projects, including the emerging scheme on the A52. The Strategy will indicate that third party land will be required to implement the scheme and give a broad indication of where this will be. These will be taken forward in the 'Site Allocations' document if necessary.

## **AREAS OF CHANGE**

### **City Centre Strategy**

The Core Strategy aims to establish a framework for achieving the Council's wider regeneration objectives and creating a renaissance within the City Centre. It recognises the changing role of the City Centre and seeks to provide a more flexible approach to uses within it, whilst still identifying areas where retailing should remain the predominant use. The desire for increased City Centre living is also supported with a target of 1,700 new dwellings to be provided; 1,200 of which will be in Castleward and the Derbyshire Royal Infirmary.

The Core Strategy identifies a strong 'Central Business District' (CBD), where we will expect new office development to be focussed through use of a 'sequential test'. It also supports new investment within the City Centre and improved links between key spaces to add to overall vitality and interest. Further site specific detail will be brought forward through the 'Site Allocations' document.

The City Centre policies also include a more detailed policy on 'primary' and 'secondary' frontages. This sets out criteria for considering applications for non-retail uses in the City Centre area. While the aim is for primary frontages to remain predominantly retail in focus, the range of uses that may be allowed may be wider than those in the CDLP Review. It also seeks to resist, for example, uses such as hot food takeaways within the Cathedral Quarter frontages.

There are two specific strategic allocations within the City Centre area; Castleward and the DRI. The Core Strategy sets out detailed policies for the regeneration of these two sites in line with their existing permissions. This will help to ensure the regeneration of the two sites meets our aspirations going forward. The DRI policy does not, however, include reference to retail development. If the current permission were to lapse then we would expect a new case

to be made for the store based on the context of the time, rather than making it a specific allocation. This would not preclude the implementation of their existing permission.

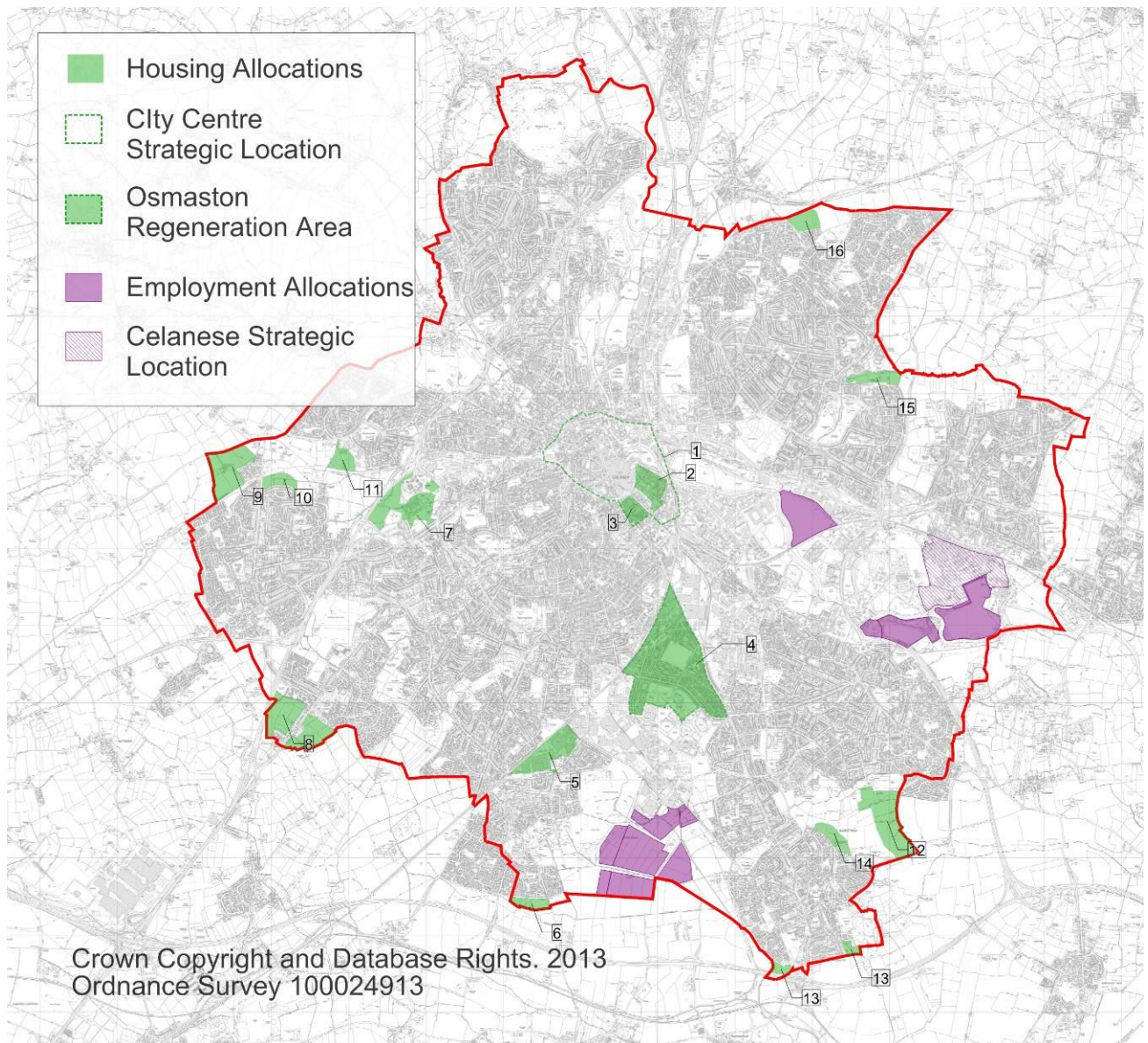
### **River Corridor Strategy**

The Core Strategy includes new policies that establish a vision for the River Derwent corridor, including the 'Our City Our River' (OCOR) flood risk management scheme. These will provide a statutory underpinning for the planning and implementation of the scheme and the OCOR masterplan. Further site specific detail will be brought forward through the 'Site Allocations' document.

## Schedule of Derby City Draft Housing Allocations

Map Ref	Site Name	Number of Dwellings
1	City Centre	530
2	Castleward	800
3	Former DRI Site	400
4	Osmaston Regeneration Area	600
5	Sinfin Lane / Goodsmoor Road	700
6	Wragley Way, Sinfin	180
7	Manor / Kingsway Hospitals	700
8	Rykneld Road, Littleover	900
9	Hackwood Farm, Mickleover	400
10	Onslow Road, Mickleover	200
11	Former Mackworth College	220
12	Boulton Moor East	800
14	Boulton Moor West (Fellow Lands Way)	200
13	South Chellaston Sites	125
15	Brook Farm, Chaddesden	275
16	South of Mansfield Road	200
	Total Dwellings	7230

**Map 1: Derby City Draft Allocations (City Sites Only)**





**Map 2: South Derbyshire Sites**

