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2.33 The development footprint of a settlement is defined as the continuous built form of the settlement and excludes:

- Individual buildings and groups of dispersed, or intermittent buildings, that are clearly detached from the continuous built-up area of the settlement;
- Gardens, paddocks, and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to the surrounding countryside than to the built-up area of the settlement; and
- Agricultural buildings and associated land on the edge of the settlement

#### **Deliverable and developable sites**

2.34 In accordance with the NPPF and PPG<sup>3</sup>, housing sites with extant full planning permission and minor sites (of 9 or fewer dwellings) with outline planning permission are considered deliverable i.e. housing delivery within the first five years of the Plan. Other housing sites identified in the Call for Sites where the principle of development is acceptable (e.g. within existing development boundaries and unaffected by any significant site constraints) are considered to be developable beyond five years.

2.35 Irrespective of the Council's five year supply position and the implications of NPPF, some sites will also be considered 'deliverable (subject to policy change)' in the Land Availability Assessment where they have no significant constraints to delivery. This judgement will inform the housing trajectory for the Plan making process not the five year land supply assessment process.

2.36 Sites will be considered deliverable where there is evidence of a developer's intention to submit a planning application in the near future (for example where pre-application advice has been provided and the Council has been informed of the landowner/developer's intention of submitting a planning application), and/or where a site is being promoted through the Plan-making process provided that there are no significant physical, environmental or policy constraints.

2.37 Although some of these sites could potentially begin to see completions within years four and five of the current five year period, these will not be included in the Council's

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<sup>3</sup> [Government Guidance on Housing and Economic Land Availability Assessment](#)



- Whilst the first Covid 19 lockdown had an initial impact on ceasing or reducing housing delivery, rates have increased to pre-lockdown rates and in some cases have exceeded them;
- Brexit is having an impact on labour supply in the building industry. In particular, bricklayers are in short supply. This could impact on housing delivery rates in the coming months and years;
- Modern methods of construction (for example flat pack homes) are expensive to produce and are not expected to be rolled out in large numbers at the present time;
- Demand for housing remains strong with rise in demand from buyers not being met by new properties coming on to the market. This imbalance could keep prices high.
- Registered providers who deliver both market and affordable homes are currently concentrating on only delivering affordable homes due to lending restrictions and uncertainty in the market.

2.43 Engagement with a range of developers and agents informed the delivery rates for employment land identified in the Housing and Economic Development Needs Assessment 2020 and the Housing and Economic Development Needs Assessment Addendum (2022). It is acknowledged that unlike housing delivery rates, employment delivery is more likely to be site/business specific, and may be in response to the demands of a particular business. This reflects the views of developers and reflects past delivery rates in the District.

2.44 Taking into consideration views of the development industry, historic delivery trends in Bassetlaw, and the economy following Covid-19, the lead-in periods have been reviewed; it is not considered necessary to revise them at this point. This will be monitored annually and revised if trends show any change in lead in times.

2.45 Historic build rates in Bassetlaw for the majority of sites over 50 dwellings is in excess of 40 dwellings per annum for a full development year (i.e. once the site is established following site preparation). Although such sites can have a wide range of delivery rates - ranging from 90 dwellings per annum to 6 dwellings per annum in a small number of cases.

2.46 Lichfields “Stock and Flow: Planning Permissions and Housing Output, January 2017”<sup>4</sup> sets out that sales outlets typically generate 30 to 40 sales per annum. This is consistent with the views of volume house builders and past delivery trends in the District that large scale sites developed by a single volume house builder will have an average build rate of 30-35 dwellings per annum. Therefore, the Council has taken a prudent approach

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<sup>4</sup> [Lichfields “Stock and Flow: Planning Permissions and Housing Output, January 2017”](#)

in assuming a delivery rate of 30 dwellings per annum unless written evidence is provided by an agent or developer. This information is detailed in Appendix 1.

- 2.47 Historic build rates also demonstrate that, once commenced, smaller sites of between 10 and 50 dwellings generally deliver within five years. The Council has therefore used this to inform delivery of such sites.
- 2.48 The loss of dwellings, demolitions and change of use from residential to another use, is deducted from the overall supply, however, this is typically a low figure in Bassetlaw.
- 2.49 **Density of development:** A density of 30 dwellings per hectare is used to provide an indication of potential site capacity where landowners/agents have not stated a preferred number of residential units for a particular site. It is, however, recognised that higher densities may be appropriate on sites where less on-site infrastructure is required (e.g. on sites in town centres and other locations that are well served by public transport, or where surrounding development density is at a higher level). Similarly, in rural areas it will be likely that lower densities will be more appropriate and density of development will not be uniformly imposed on prospective development sites. Strategic sites may be able to accommodate a range of densities across the site relevant to use, proximity to the existing built form and neighbouring land uses.
- 2.50 With regard to sites assessed for employment, results of the Economic Development Needs Assessment (2019), the Housing and Economic Development Needs Assessment (2020) and the Housing and Economic Development Needs Assessment Addendum (2022) have been taken into account in the assessment of suitability and deliverability. Physical and environmental constraints have also been identified where applicable.
- 2.51 Sites assessed for permanent gypsy and traveller accommodation have been subject to the same assessment process as the sites assessed for housing. The gypsy and traveller community has been consulted through the development of the Gypsy and Traveller Accommodation Needs Assessment (2019) and the 2022 Update to gain an understanding of the availability of land for new pitches.

### **STAGE 3: Windfall Allowance**

- 2.49 Windfall sites are those 'sites not specifically identified in the development Plan'. NPPF, 2021 paragraph 71 as well as the PPG state, that where justified, windfall sites can contribute towards housing supply and also the employment supply. However, there is an emphasis that this should be on the basis of 'compelling evidence that they will provide a reliable source of supply'.
- 2.50 Monitoring records show that since 2011 windfalls have consistently delivered a significant proportion of Bassetlaw's housing completions.

- 2.60 Analysis of past completions shows that, over the past 10 years, 1149 new dwellings have been built on sites of 9 or less dwellings, that have not been allocated but may have been identified in previous LAAs in or adjoining the settlements.
- 2.61 This gives an average of 115 dwellings per annum completions on small sites. The Council therefore considers that on balance based on the evidence a 100 dwellings would represent a modest and realistic allowance for windfall sites as part of anticipated supply in a Local Plan.
- 2.62 Bassetlaw has a strong employment land supply with a significant proportion of land with planning permission. Monitoring shows that economic development activity in Bassetlaw is currently maintaining pre-pandemic levels of economic growth. But given the strong historic trends for employment land in the district the HEDNA 2022 recommends providing for a buffer in employment terms of around 10%. This allowance is designed to accommodate windfall sites that are likely to come forward in the plan period, such as in existing employment sites, in the town centres and in the rural area for local business growth.

#### **STAGE 4: Assessment Review**

- 2.62 Once the sites and broad locations have been assessed, the development potential of all sites can be collected to produce an indicative trajectory, setting out how much housing development can be provided and at what point in the future. In Bassetlaw the delivery of employment land responds to the demands of the market. Sites with planning permission, particularly those associated with the main road network (A1/A57) and that are being actively promoted are expected to deliver in the early-mid part of the plan period. This has been informed from discussions with agents/developers through the HEDNA. This is caveated with an assessment of the likelihood of sites coming forward as anticipated.
- 2.63 In addition to newly submitted or identified sites, sites assessed in previous iterations of the Land Availability Assessment are reviewed and assessments are updated where changes have occurred with regard to planning status, suitability, availability and deliverability. Sites that are under construction or where development is complete are removed from the LAA as they are no longer available.
- 2.64 Where insufficient sites are identified to meet local need the Council may look on a site by site basis at any constraints identified to see if these could be reasonably overcome. If there is clear evidence that the needs cannot be met locally, it will be necessary to consider how these needs might be met within the wider HMA area in accordance with the duty to cooperate.

## **STAGE 5: Final Evidence Base**

2.65 Sites included in the Land Availability Assessment will be categorised on the following basis:

- Unsuitable and/or Unachievable
- Deliverable within 0-5 years – either ‘now’ or ‘subject to policy change’
- Developable beyond 5 years

2.66 The appendices to this report contains the following information:

- The LAA Methodology Flowchart
- Site Plans
- Bassetlaw Land Availability Plan Housing Trajectory (2020 to 2038)
- A list of assessed LAA potential employment sites without planning permission (Appendix L)
- A list of assessed LAA potential housing sites without planning permission (Appendix D, E, F, G, H, I, J and K), cross-referenced to location maps (Appendix B). This consists of:
  - an assessment of each site in terms of its suitability for development, availability and achievability;
  - Reasoned justification where sites have not been taken forward for further consideration as a site allocation.



## 3 Housing Need and Supply in Bassetlaw District

### Local Housing Need

- 3.1 The NPPF requires Local Plans to meet identified housing need unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or specific policies in the Framework indicate development should be restricted.
- 3.2 Current housing targets in the publication version of the Bassetlaw Local Plan are based on a calculation of housing need using the Standard Method, as identified by the Housing and Economic Needs Assessment PPG<sup>5</sup> and a further assessment of need in relation to economic growth in Bassetlaw up to 2038.
- 3.3 The Regulation 19 Bassetlaw Local Plan 2020-2038: Publication Version Second Addendum sets the housing target from 2020 to 2038 at 10,476, which equates to 582 dwellings per annum.
- 3.4 The Bassetlaw Local Plan Housing Requirement differs from the current annually published Bassetlaw Five Year Housing Land Supply Statement<sup>6</sup> housing requirement figure which uses the Standard Method target of 288 dwellings per annum. This approach accords with national guidance<sup>7</sup> as the current Core Strategy was adopted over five years ago (in 2011).

### Housing Land Supply

- 3.5 Table 4 provides detail on Bassetlaw's current Housing Land Supply up to 2038 at 1<sup>st</sup> April 2022 (sites with planning consent, Neighborhood Plan Allocations, and windfall allowance). This is the status of the land supply before any site allocations are identified in the emerging Local Plan and the Worksop Central DPD.

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<sup>5</sup> [Government Guidance on HEDNAs](#)

<sup>6</sup> [Bassetlaw District Council's 5 Year Land Supply](#)

<sup>7</sup> [Government Guidance on HEDNAs](#)













## 4 Conclusion

- 4.1 The housing requirement for the period 2020 to 2038 is 10,476 dwellings.
- 4.2 With regard to planning permissions, the housing land supply at 1<sup>st</sup> April 2022 equates to 5995 dwellings. An additional 766 dwellings were delivered between 1<sup>st</sup> April 2021 and 31<sup>st</sup> March 2022. Delivery between 1<sup>st</sup> April 2020 and 31<sup>st</sup> March 2021 stood at 775 dwellings.
- 4.3 The number of dwellings from Neighbourhood Plan Allocations without planning permission currently equates to 438 dwellings. It is expected that this will increase as more Neighbourhood Plans are in the process of being produced.
- 4.4 An allowance has been added to the supply in anticipation of the minimum number of dwellings expected to be delivered on windfall sites. Past housing delivery has informed this allowance. A minimum of 1200 dwellings is expected beyond year 6 of the Local Plan. A buffer in employment terms equivalent to 10% has been built in to accommodate windfall sites expected to come forward during the plan period.
- 4.5 Following the adoption of a Masterplan for Worksop Town Centre the Council is progressing with the preparation of the Worksop Central Development Plan Document. A call for sites was undertaken and Regulation 18 consultation took place in June - July 2021. It is expected that the DPD will deliver 700 dwellings by 2038 contributing to meeting the housing requirement identified by the Local Plan's spatial strategy. Following the granting of planning permission 75 are included in the supply as commitments.
- 4.6 The minimum number of dwellings from LAA sites which are potentially suitable subject to policy change outside of Worksop Central area equates to 6075 dwellings (detailed assessments can be viewed in the appendices). These sites have been taken forward for further assessment through the Sustainability Appraisal and Habitats Regulation Assessment process. This will inform the Local Plan Site Selection process.
- 4.7 Of the ten sites assessed for permanent gypsy and traveller accommodation, five are considered potentially suitable for expansion. These sites can accommodate 24 pitches. These sites have been taken forward for further assessment through the Sustainability Appraisal and Habitats Regulation Assessment process. This will inform the Local Plan Site Selection process.
- 4.8 A total of 83 sites have been assessed for employment development. Of these, 16 are considered to be reasonable alternatives and have been taken forward for further consideration through the Sustainability Appraisal and Habitats Regulation Assessment process. This will inform the Local Plan Site Selection process.



<b>Housing Requirement 2020 to 2038</b>	
<b>Bassetlaw Plan Total Housing Requirement 2020 to 2038</b>	10,476 dwellings
<b>Current Housing Supply to 2038</b>	
<b>Housing delivery 2020/21</b>	775 dwellings
<b>Housing delivery 2021/22</b>	766 dwellings
<b>Housing delivery from commitments between 2020 and 2038</b>	5995 dwellings
<b>Current Made Neighbourhood Plan allocations without PP</b>	438 dwellings
<b>New Local Plan Allocations</b>	2742 dwellings
<b>Proposed Allocations in Worksop Central DPD</b>	635 dwellings
<b>Windfall allowance (expected)</b>	1200 dwellings
<b>Total supply from 2020 to 2038 as at 1 April 2022</b>	12,551 dwellings
<b>Potential Capacity from LAA sites without Planning Consent</b>	
<b>Potential Housing Supply from LAA sites without planning consent located outside Worksop Central area (to consider for allocation in the emerging Local Plan)</b>	6075 dwellings

Table 11: Bassetlaw Plan Housing Requirement and Housing Land Supply 2020 to 2038

# Glossary of Terms

**Agricultural Land:** Agriculture is defined by Section 336(1) of the Town and Country Planning Act 1990 as including: horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs, or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes. The quality of agricultural land is traditionally assessed by DEFRA to fall into one of six grades, in order that the Planning System can consider the effect of development proposals on agriculture.

**Annual Monitoring Report:** A report which is produced annually to establish what is happening in the district now and what may happen in the future, comparing trends against existing Local Plan policies to determine if changes need to be made.

**Brownfield Land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

**Conservation Area:** An area designated by a Local Planning Authority under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act, 1990, regarded as being an area of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.

**General aviation airfields:** Licenced or unlicensed aerodromes with hard or grass runways, often with extensive areas of open land related to aviation activity

**Greenfield Land:** See Brownfield Land

**Heritage asset:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets (e.g. Listed Buildings) and assets identified by the local planning authority (including local listing).

**High Risk Floodzone:** Land located in Floodzone 2 or Floodzone 3

**Local housing need:** The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

**Local plan:** A plan for the future development of a local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. A local plan can consist of either strategic or non-strategic policies, or a combination of the two.

**Local Wildlife Site:** Locally designated sites that are considered to have county-level biological or geological significance

**Special Protection Areas:** Areas classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.

**Site of Special Scientific Interest (SSSI):** Sites designated by Natural England under the Wildlife and Countryside Act 1981.

**Transport assessment:** A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies measures required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, and measures that will be needed deal with the anticipated transport impacts of the development.

**Transport statement:** A simplified version of a transport assessment where it is agreed the transport issues arising from development proposals are limited and a full transport assessment is not required.