



DISCLAIMER

This document or some parts of it may not be accessible when using adaptive technology.

If you require assistance with accessing the content of the document, please contact us and quote the document name and the web page you found it on:

- email: Forward planning – localplan@ashfield.gov.uk
- telephone: 01623 457381

Ashfield District Local Plan Examination

Matter 9 Hearing Statement Addendum

On behalf of Hallam Land.

Date: 26 November 2025 | Pegasus Ref: EMS.2254/P25-0863

Local Plan Respondent ID: 240

Author: Clare Clarke



Contents.

- 1. Introduction.....3
- 2. Matter 9 – The Supply and Delivery of Housing Land.....5
 - Issue 1.....5
 - Overall Supply5
 - Five Year Housing Supply 9
 - Developable Supply in Years 6-1511

- 1.7. The remainder of the site, for up to 500 homes adjacent to the Main Urban Area of Sutton, at the top of the settlement hierarchy and outside the Green Belt, remains suitable, available and achievable within the proposed plan period and provides a logical option for addressing the shortfall in housing provision. An EIA Screening Request has been submitted to the Council in relation to this site and an opinion provided that the proposed development is not EIA development.
- 1.8. **Appendix B**, reproduced below, shows the relationship between the three parcels of land southeast of Sutton-in-Ashfield, namely (west to east):
- Draft Employment allocation EM2 K4: Land to the East of Lowmoor Road;
 - Remaining non-Green Belt land being promoted by Hallam Land for up to 500 homes; and
 - Appeal site/new allocation H1Sal Newark Road/Coxmoor Road.



- 1.9. This Concept Masterplan demonstrates how comprehensive development can be achieved and the opportunity to deliver additional important infrastructure including a primary school, local centre and road link, creating a sustainable urban extension which delivers infrastructure to the benefit of the wider urban area.
- 1.10. This Hearing Statement is an addendum to our originally prepared Statement on Matter 9 following new information including the Updated Housing Trajectory dated October 2025 (ADC.20).

2. Matter 9 – The Supply and Delivery of Housing Land

Issue 1

Whether there would be a deliverable housing land supply in years 1–5 and developable supply in years 6–15.

Overall Supply

Question 9.1 – What is the estimated total supply of new housing over the period 2023/24–2039/40? How has this been determined? Is the housing trajectory justified?

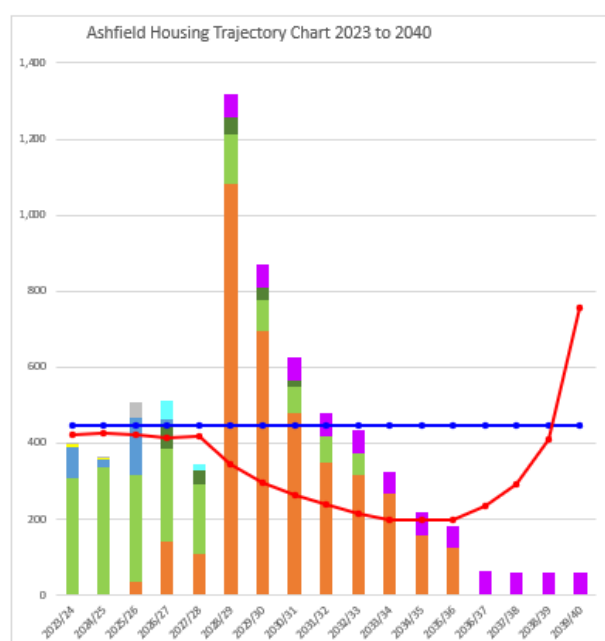
- 9.1. The Council has updated the supply position set out in the Local Plan, in an Updated Housing Trajectory published in October 2025 (ADC.20).
- 9.2. The total housing supply set out in this update is **8,173 homes** (907 completions + 7,266 future supply of homes) for the period 1st April 2023 to 31st March 2040.
- 9.3. The Updated Housing Trajectory identifies a **suggested surplus of 591 homes** over the plan period compared to the housing requirement of 7,582 homes over the plan period (Local Housing Need of 446 x 17 years of the plan period).
- 9.4. The Council suggests this provides a contingency and flexibility in the proposed supply of 8.9%, however this has been calculated incorrectly against the residual housing requirement rather than the total housing requirement. The suggested surplus of 591 homes represents **7.8% flexibility** when compared to the total housing requirement of the plan period ($100/7,582 \times 591$).
- 9.5. It is conventional to have at least 10–20% flexibility in supply over a Local Plan period as a contingency for unforeseen delays or non-delivery, in order to ensure housing need is met.
- 9.6. 7.8% flexibility is not considered to be sufficient to ensure the housing needs will be met over the plan period, particularly given the uncertainty surrounding the deliverability of some of the sites within the supply, particularly in relation to the new proposed sites, many of which are complicated brownfield sites which were previously discounted due to delivery issues.
- 9.7. The housing supply total and trajectory is not considered justified, there are a number of evidence gaps that are not explained. The first of these is the deliverability of sites. There does not appear to be any evidence presented in the form of Statements of Common Ground or proformas agreed with developers of the sites.
- 9.8. The second evidence gap is the proposed increase in windfalls that has been introduced through the examination process, which is explored further under in Question 9.4.
- 9.9. There is also a significant change in the Housing Trajectory demonstrated by the Chart shown in the Updated Housing Trajectory compared to that shown in the Pre-Submission Local Plan. Whilst there will be changes to reflect new completions and commitments data and the

addition of the new allocations as well as the changes to windfalls, this does not appear to explain the wider changes made.

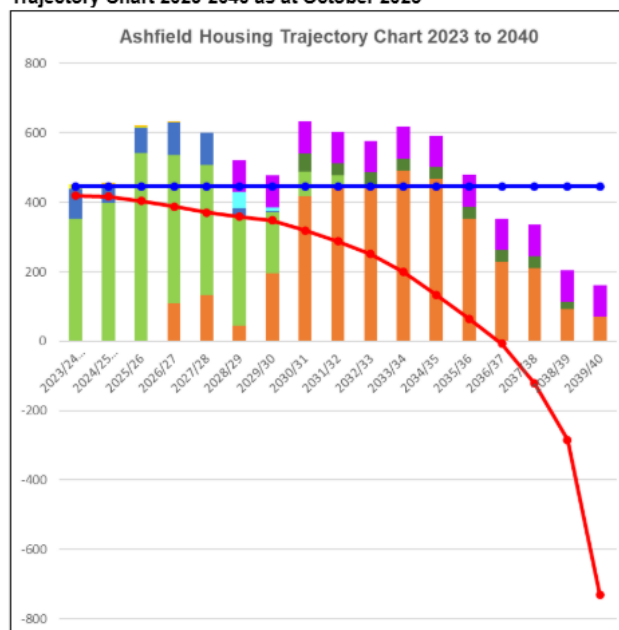
- 9.10. The two tables are shown side by side below, the first is from the Pre-Submission Local Plan (Appendix 2) and the second from the Updated Housing Trajectory (ADC.20). The key for the two charts is also reproduced below. Small site windfalls are in purple this shows the marked increase in the anticipated contribution of windfalls through the plan period.
- 9.11. The red line shows the annual requirement taking account of past completions and this has significantly changed, as have the projected completions from large sites with and without planning permission (the light and dark green and orange bars). The projected completions from the large sites without planning permission, the draft allocations, have been evened out over the plan period through to 2040 instead of being complete by 2036.
- 9.12. These significant differences have not been addressed in the Updated Trajectory or previous updates to the housing supply which also depart significantly from the Pre-Submission Draft (as shown in our original Matter 9 Statement).

Ashfield Draft Local Plan 2023 - 2040

Appendices



Trajectory Chart 2023-2040 as at October 2025



- Small site windfall allowance
- Past/Projected Completions from C2 schemes
- Projected Completions from prior approval schemes
- Projected Completions from Small Sites with Outline Planning Permission
- Projected Completions from Small Sites with Full Planning Permission
- Projected completions from large sites with outline planning permission
- Projected completions from large sites with Full planning permission
- Projected completions from large sites without planning permission
- PLAN - Annual requirement
- MANAGE - Annual requirement taking account of past/projected completions

- 9.13. It is unclear how realistic the trajectory is due to the lack of Statements of Common Ground with key allocated site promoters or those delivering the larger sites with planning permission. Background Paper 2 suggests that the trajectory has been primarily informed by the assumptions set out in section 6 of Background Paper 2 (BP.02). This is not considered sufficient to provide confidence in the trajectory.

Question 9.2 – What is the estimated supply from site allocations? What is the evidence to support their deliverability? Are the estimates of dwelling completions and their timing justified?

- 9.14. This is for the Council to answer but we reserve the right to respond to the answers provided.
- 9.15. There is no evidence available in the form of published Statements of Common Ground or other evidence to underpin the trajectory of these sites, they are reliant on assumptions, and this results in the potential for an unrealistic trajectory.

Question 9.3 – What evidence is there to support the timing of projected completions from each of the large sites (50 dwellings and above) without planning permission that are relied upon within the housing trajectory?

- 9.16. This is for the Council to answer but we reserve our right to respond to the answers provided.
- 9.17. There are no Statements of Common Ground provided in the Examination Library between the Council and the developers of the allocations or large sites with permission, which would be expected to support the trajectory.

Question 9.4 – Is there compelling evidence that demonstrates windfall development will provide a reliable source of supply as anticipated?

- 9.18. The National Planning Policy Framework (para 71, 2023) sets out that where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.
- 9.19. The Council published an update to the Housing Land Supply Position in October 2024 (ADC.04) with an increased windfall allowance of 91 homes a year from year 4 compared to the allowance of 60 a year from year 6 set out compared to Background Paper 2 – Housing (BP.02). This is carried forward into the latest Updated Housing Trajectory (October 2025).
- 9.20. Table B: Dwelling Requirement and Provision 2023–2040 in the Housing Land Supply Position Paper (ADC.04) has the new proposed figure based on two additional years (from 2027) and the higher windfall rate of 91 a year, but the description incorrectly states 60 a year between 2029–40. There are two key issues with this, the change in the level of windfalls and the inclusion of windfalls in years four and five.

Level of Windfalls

- 9.21. Background Paper 2 (BP.02) set out that a total of 727 dwellings were delivered on small sites, including new build, conversions and change of use at an average rate of 73 dpa between 2011 to 2021. The Housing Land Supply Position Paper (ADC.04) considers the ten year period three years on from this, 2014 to 2024 and finds a total of 911 windfalls on small sites, an

average of 91 dpa. This is a significant difference and there is no explanation offered on why the figures are 20% higher post pandemic than pre-pandemic. It is possible this relates to the Council's lack of up to date plan, poor housing land supply and delivery record meaning all permissions are windfalls.

- 9.22. It is unclear what account has been taken of the current lack of housing delivery and five year supply, and the resulting tilted balance, on the scale of windfalls. These historic windfalls are potentially an inflated position as the Council have not had an up to date Local Plan in place during these ten years and decisions have therefore been made in the tilted balance.
- 9.23. The historical small site windfalls will have included small sites proposed for allocation that are now commitments and sites up to nine dwellings outside the limits to development in the countryside that might be refused if an up to date Local Plan was in place. One example of this is the 9 dwellings at Huthwaite allowed on appeal under the titled balance (planning application reference V/2022/O601 and appeal reference 3336447).
- 9.24. The current figures are therefore not necessarily reflective of what we can expect to see going forward when there is a Local Plan in place and does not provide the compelling evidence that this will be a reliable source of supply, as required by the NPPF.

Double Counting

- 9.25. Background Paper 2 (BP.02) notes at paragraph 5.15–5.16 that the supply of small sites in the five year supply at 1st April 2023 was 262 homes, lower than the windfall allowance for five years (300) and notes that *'The Council taken the decision not to include any additional small site windfall allowance in the first 5 years supply at this time, in order to acknowledge pipeline projects and avoid double-counting'*.
- 9.26. The Housing Land Supply Position Paper (ADC.04) notes that the 1st April 2024 small site supply is 353, so again lower than allowance (455 over five years) but now the Council have decided to include an additional small site windfall allowance in the first five years, in years 4 and 5. There is no explanation of why their concerns about double counting have been overcome.
- 9.27. The Trajectory Table in the Updated Housing Trajectory (ADC.12) as at October 2025 shows completions from small sites in blue continuing through to 2029/30 and a windfall allowance from 2028/29. This means there is overlap between the small sites with permission with the small site windfall allowance, the double counting the Council were previously aiming to avoid.

Question 9.5 – Is the inclusion of housing falling within Class C2 of the Use Classes Order as part of the housing requirement justified?

- 9.28. No comments.

Question 9.6 – Paragraph 69 of the Framework states that in order to promote the development of a good mix of sites, local planning authorities should (amongst other things) identify land to accommodate at least 10% of their housing requirement on sites no larger than 1 hectare, unless there are strong reasons why this cannot be achieved. What proportion of the housing requirement will be met from sites no larger than 1 hectare?

- 9.29. No comments.

Five Year Housing Supply

Question 9.7 – What is the requirement for the first five years following the anticipated adoption of the plan and what buffer should be applied?

- 9.30. The requirement for the first five years of the plan will be the Local Housing Need figure of 446 dwellings a year so a total of 2,230 homes plus a 5% buffer to reflect the latest Housing Delivery Test results (2023).
- 9.31. The requirement for the first five years following the anticipated adoption of the plan is therefore 2,342 homes.
- 9.32. *Housing Delivery Test Results*
- 9.33. The Housing Delivery Test measures net additional dwellings provided in a local authority's area against the number of homes required. Paragraph 74 of the NPPF sets out that, where the Housing Delivery Test indicates that delivery has fallen below 85% of the LPA's housing requirement over the previous three years, a 20% should be applied.
- 9.34. Since the publication of the 2020 annual measurement, the Council's housing delivery has consistently fallen below 75%, with the following results recorded: 65% in 2020, 66% in 2021 and 74% in 2022. It is only the latest results for 2023 which saw the Council achieve 86% reducing the buffer required to 5%.
- 9.35. The delivery results over six monitoring years: 2017-23 show the Council has failed to meet its annual requirement every year, with the results set out below with a total undersupply of 664 homes:

Monitoring Year	Number of Homes Required	Number of Homes Delivered	Oversupply/ Undersupply
2017/18	471	401	-70
2018/19	502	344	-158
2019/20	435	173	-262
2020/21	320	302	-18
2021/22	457	412	-45
2022/23	467	356	-111
Total Undersupply			-664

9.36. As a consequence of its under-delivery, the Council, amongst other things, has been required to publish an action plan. The Council's latest published Action Plan from July 2021 notes the key barriers experienced by stakeholders include Planning Committee decisions based on poor reasons for refusal, leading to delays and costs associated with the appeal process and other barriers including Planning Committee making decisions contrary to officer recommendations.

9.37. The 2024 and 2025 results are anticipated before the end of 2025 and these results should be considered when they are published to provide an updated understanding of delivery.

Question 9.8 – What is the estimated total supply of specific deliverable sites for this period?

9.38. The Council claim a supply of 2,850 homes over the first five years of the plan, however this is challenged.

Question 9.9 – What is the estimated supply from each source for this?

Question 9.10 – What is the evidence to support this and are the estimates justified?

9.39. Questions 9.9 and 9.10 are responded to together.

9.40. A total of 182 is identified from a windfall allowance for small sites in year 4 and 5 despite the Updated Housing Trajectory showing that a total of 82 homes are already being counted from small sites with full and outline permission during these two years. This is double counting.

9.41. A supply of 485 is identified from large sites without planning permission. It would be expected that a Statement of Common Ground would be available in the Examination Library between the Council and the developers delivering the relevant allocations in the first five years, to provide the evidence that these sites can be included in first five year.

9.42. Finally there is a supply from planning permission, whilst the majority of these are full permissions, the supply included from outline permissions needs to be justified and evidenced. Again, no Statements of Common Ground are included in the library and there is no other evidence presented to support this and meet the test of deliverability set out in the NPPF.

Question 9.11 – Taking into account completions since the base date of the Plan, what will be the anticipated five-year housing land requirement on adoption of the plan?

9.43. Delivery in 2023–25 is set out in the Updated Housing Trajectory (ADC.12) to be 907 homes, 15 more homes than the annual local housing need figure and proposed housing requirement figure.

9.44. The delivery for 2025–26 is not yet available and so this question may need to be revisited before the plan is adopted.

Question 9.12 – How does the five-year requirement compare to previous rates of delivery in Ashfield?

- 9.45. A total of 2,342 over the first five years (446 a year + 5%) is an average delivery of 468 homes a year. This five year requirement of 468 is significantly above the previous rates of delivery set out above and more than the relatively better years of delivery 2023–25.

Question 9.13 – Based on the housing trajectory, how many dwellings are expected to be delivered in the first five years following adoption of the Plan?

- 9.46. This is for the Council to answer but we reserve our position to respond.

Question 9.14 – Having regard to the questions above, will there be a five-year supply of deliverable housing sites on adoption of the Plan?

- 9.47. No, the calculation has over estimated the supply of windfalls and not provided sufficient evidence to meet the deliverability test set out in the NPPF to be able to count supply from large sites without planning permission.

Developable Supply in Years 6–15

Question 9.15 – What is the estimated total supply of specific developable sites or broad locations for growth for years 6–10 and 11–15?

- 9.48. The Council's Updated Housing Trajectory dated October 2025 (ADC.20) identifies a total housing supply of 3,022 dwellings in years 6–10 and 1,533 in years 11–15.

Question 9.16 – What is the evidence to support this and are the estimates justified?

- 9.49. This is for the Council to answer but we reserve our right to comment on the answers provided.

Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

East Midlands

4 The Courtyard, Church Street, Lockington,
Derbyshire, DE74 2SL
T 01509 670806
E EastMidlands@pegasusgroup.co.uk
Offices throughout the UK.

Expertly Done.

DESIGN | ECONOMICS | ENVIRONMENT | HERITAGE | LAND & PROPERTY | PLANNING | TRANSPORT & INFRASTRUCTURE

Pegasus Group is a trading name of Pegasus Planning Group Limited (07277000) registered in England and Wales.

Registered office: 33 Sheep Street, Cirencester, GL7 1RQ
We are ISO certified 9001, 14001, 45001



Pegasus_Group



pegasusgroup



Pegasus_Group

PEGASUSGROUP.CO.UK