



Broxtowe
Borough
COUNCIL

Broxtowe Borough Council

Housing Delivery Test Action Plan 2021

June 2021

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2020 Housing Delivery Test Results

- 1.1 In January 2021, the Government published the 2020 Housing Delivery Test results for all Local Authorities across England¹. This set of results noted that Broxtowe Borough Council achieved 83% (847 out of a target of 1024, as calculated by the Standard Methodology) of its required delivery of homes – a slight decrease of 4% in delivery since the previous test year. A result of 83% means that Broxtowe is again required by the Government to produce a Housing Delivery Action Plan to establish ways in which the Council will support and encourage delivery over the next year, with a view to improving test results. As well as producing this Action Plan, the Council is also required to add 20% buffer to its housing need figures.

The Housing Delivery Test

- 1.2 The Housing Delivery Test² was introduced by Central Government in 2018 for Local Authorities to use when calculating their housing delivery need over a 3-year period. The test will also determine whether targets have been met and also establishes a set of implications on Councils for when targets are not met and these are explained below.

Delivery rate (%)	Penalty
<95%	Action Plan The Council must produce an Action Plan to identify the causes of under delivery and the necessary actions to address it.
<85%	Buffer As well as producing an Action Plan, the Council must add a 20% buffer of additional deliverable sites for development.

¹ <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement>

² <https://www.gov.uk/government/collections/housing-delivery-test>

Delivery rate (%)	Penalty
<75%	<p>Presumption</p> <p>As well as producing an Action Plan and adding a 20% buffer, the Council would also be subject to the presumption. In determining Planning Applications, the Council must apply the presumption in favour of sustainable development, meaning that planning permission should be granted unless the site is protected under the NPPF or the adverse impacts significantly and demonstrably outweigh the benefits.</p>

- 1.3 As a result of these sanctions, it is crucial that Broxtowe does not underestimate the importance of achieving housing delivery targets, or indeed, the implications of the penalties which the Government has established, which could as an end result, impact upon the Council’s ability to refuse some planning applications (or make it more difficult for the Council to defend some refusals at appeal).
- 1.4 Prior to the introduction of this method, Councils assessed their housing delivery need through a variety of individual and often untested measures, which produced an inconsistent set of results across the UK. Using the new Housing Delivery Test going forward (unless they have evidenced an exceptional and justified reason to do otherwise), will mean that local authorities will be generating standardised data and irregularities should be ironed out, hopefully meaning that more accurate and aligned housing requirement figures will be produced nationally.
- 1.5 Assistance on implementing the test has been provided by the Ministry of Housing, Communities and Local Government which comes in the form of the ‘Housing Delivery Test measurement rulebook’³ and the ‘Housing Delivery Test: 2020 Measurement Technical Note’⁴. In the latter of these two documents, the below calculation is given for Local Planning Authorities to apply their figures to, in order to determine their individual housing need and generate delivery percentage.

³ <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

⁴

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/953304/2020_HDT_technical_note.pdf

Housing Delivery Test (%) = Total net homes delivered over three-year period

Total number of homes required over three-year period

- 1.6 The total housing requirement for Broxtowe for the three-year period (2017-18, 2018-19, 2019-20) as identified by the Government is 1024. This figure is less than the annual targets identified in the Borough's Part 2 Local Plan for the same years, which is 1124. From this, as it has been the case with the two previous test results, it can be evidenced that having unrealistic requirements is not an issue, rather, it is the actual delivery of dwellings that has been and continues to be the key challenge.

Purpose, Objectives and Status

- 1.7 Broxtowe Borough Council continues to take a positive, proactive and pragmatic approach to the delivery of housing within the area. This Action Plan will identify key issues and measures which the Council will take in order to boost delivery of housing within the Borough. In preparing this document, the Council has analysed and included data from the latest available Strategic Housing Land Availability Assessment (SHLAA)⁵ alongside reference to the Site Selection Document⁶ (which informs the housing allocations in the Part 2 Local Plan) and the Council's Part 2 Local Plan⁷. The Council will consider any barriers which may be preventing housing from being built and will set out actions illustrating how the Council can ensure delivery on sites that have no current activity. Any further actions to support delivery will also be considered.

Review of the last year

- 1.8 Before determining any future actions to boost delivery, it is important to evaluate the latest housing delivery data available since the publication of the previous Housing Delivery Test Action Plan.
- 1.9 As predicted in last year's Action Plan, the Council is unfortunately subject to the sanction of adding a 20% buffer and it is a possibility that the same will apply in relation to next year's results. With this in mind, the Council will continue to consider ways in which the shortfall can be addressed and will strive towards implementing and monitoring both previous actions and future actions contained within this document.

⁵ <https://www.broxtowe.gov.uk/for-you/planning/planning-policy/strategic-housing-land-availability-assessment-shlaa/>

⁶ <https://www.broxtowe.gov.uk/media/5325/site-selection-document-july-2018.pdf>

⁷ <https://www.broxtowe.gov.uk/media/7088/part-2-local-plan-adopted-october-2019.pdf>

1.10 During the last year, the Council has continued to implement measures so as to effectively monitor and boost delivery, including engagement with site owners. As with last year, unprecedented factors such as the ongoing impacts of Covid-19 have continued to have a negative effect upon the number of homes delivered within the Borough.

Housing Delivery Analysis

1.11 This is the main section of the document and reviews the on-going housing delivery challenges faced by the Council and outlines the steps that the Council has already and will continue to take in order to address the challenges.

1.12 Between 2011 and 2021 (so far) 1948 dwellings have been completed, leaving an outstanding requirement of a minimum of 4202 dwellings left to be delivered until the end of the plan period. The below table taken from the latest SHLAA 19/20 shows the build out rates on some of the larger development sites within Broxtowe:

Site Address	Settlement	Total Dwellings	Number of years site took to build out	Average Build Rate Per Year
Halls Lane Giltbrook	Eastwood	88	3	29
Giltbrook Dyers & Cleaners Giltbrook	Eastwood	59	2	30
Smithurst Road Giltbrook	Eastwood	91	3	30
Chetwynd Barracks Chilwell	MBA	383	5	77
Bilborough Road Trowell	MBA	194	3	65
Queens Road Beeston	MBA	146	4	37
Alderman White School Chilwell	MBA	56	3	19
Long Eaton Textiles Beeston	MBA	85	3	28
Hassocks Lane, Beeston	MBA	130	4	33
Total		1232	30	41

1.13 This demonstrates that on average, sites of over 50 units (where the whole site is complete) were delivering 41 dwellings a year. Even in weaker housing markets such as Eastwood, developers were averaging 30 dwellings per year. However, in the stronger housing markets of the Main Built-up Area, the average build-out rate for developers was 45 dwellings a year. Given that this should be treated as a minimum, this is broadly consistent with the advice from the development industry who stated that 1 dwelling a week (i.e. 52 dwellings a year) was their expected build rate and was considered deliverable.

2.0 Housing Challenges

2.1 Housing Challenge One - Meeting the Housing Requirement

2.1.1 Meeting the Borough’s housing requirement is the key and overarching challenge feeding into this overall Action Plan. As established in the Aligned Core Strategy, the housing requirement for Broxtowe is a minimum of 6,150 between the years 2011 and 2028. This is shown in the table below.

	2011-2028	2011-2013	2013-2018	2018-2023	2023-2028
Broxtowe Borough Council	6,150	200	1,800	2,150	2,000

2020 Action Plan:

2.1.2 Last year, the Council identified the positive results which have started to emerge following the adoption of the Part 2 Local Plan. These included the submission of planning applications and pre-application discussions for key strategic sites. In addition to this, joint working had also begun on developing the Toton and Chetwynd Barracks Strategic Masterplan SPD which, when adopted, will provide additional greater certainty to developers and help to secure delivery of housing on these sites. Proactive discussions with developers in relation to allocated sites will continue to enable the sites to be brought forward quickly and was a further key action referred to in the 2020 Action Plan.

2021 Action Plan:

2.1.3 Since the publication of the 2020 Action Plan, pre-application discussions are continuing to take place for a number of allocated sites. This process will enable sites to be brought forward at a quicker pace and will allow for a smoother and more efficient determination of both outline and full planning applications – which we expect to receive before the end of the year. In addition to this, work on the Toton and Chetwynd Barracks Strategic Masterplan SPD has continued to positively progress and it is envisaged that the document will be adopted before the end of this year, and as a result housing development for the area can be effectively guided.

2.1.4 In order to meet the housing requirement, the NPPF states that there are advantages in undertaking land availability assessments in parallel so that land availability and suitability can be considered across a whole range of land requirements. By way of this, a review of the existing employment land (including employment allocations from the 2004 Local Plan) was undertaken in 2019/2020 by the Economic Development team. The review assessed whether existing employment sites should be retained for employment use or if they would be more suitable and available (in whole or part) for release for residential development. A table of the findings of this report is given below. This acts as a robust example as to how the Council is looking to utilise its available land for potential housing delivery.

Site Name	Existing Employment Allocation	Retain	Release in Part	Release in Whole
Chilwell Meadows Business Park Brailsford Way Attenborough	✓	✓		
Eldon Road Business Park Attenborough	✓	✓		
Beeston Business Park Technology Drive Beeston	✓		✓	
Padge Road Boulevard Industrial Park Beeston	✓	✓		
Lilac Grove Beeston		✓		
Boots Campus Lilac Grove Beeston			✓	
Evelyn Street Beeston	✓		✓	

Site Name	Existing Employment Allocation	Retain	Release in Part	Release in Whole
Regent House Lower Regent Street Beeston				✓
The Poplars Beeston	✓	✓		
Simplex Knitting Co 164 Bye Pass Road Chilwell	✓	✓		
Chetwynd Business Park Regan Way Chilwell	✓	✓		
Main Road (Including Fernwood Drive Common Road and British Bakeries Ltd) Watnall	✓	✓		
Barrydale Avenue Beeston	✓			✓
Palmer Drive (Includes Bessell Lane) Stapleford	✓	✓		
Former Dyeworks Site West End Street Stapleford	✓	✓		
Sandiacre Road/Wellington Street Stapleford				✓
Pasture Road (Including Silicone Altimex) Stapleford	✓	✓		
New Road Stapleford	✓	✓		
Hickings Lane Stapleford	✓	✓		
New Road Industrial Estate Stapleford Road Trowell		✓		
Strelley Hall Strelley		✓		
Custom Upholstery Sidings Lane Bramcote				✓
Balloon Wood Industrial Estate Coventry Lane Bramcote		✓		
Eagle Mill Ilkeston Road Trowell		✓		
Cossall Industrial Estate Soloman Road Cossall	✓	✓		
Robinettes Lane Cossall	✓	✓		
Gin Close Way Awsworth	✓	✓		

Site Name	Existing Employment Allocation	Retain	Release in Part	Release in Whole
Home Farm Nottingham Road Nuthall				✓
Phoenix Park Nuthall	✓	✓		
Giltbrook Industrial Park Giltway Giltbrook	✓	✓		
Amber Trading Estate Giltbrook	✓	✓		
Essentra Giltbrook Industrial Park Giltway Giltbrook	✓	✓		
Birch Park Halls Lane Giltbrook	✓	✓		
Newmanleys Road Eastwood	✓			✓
Microlise Engineering Ltd Farrington Way Eastwood	✓	✓		
Meadowbank Court Meadowbank Way Eastwood	✓	✓		
Nottingham 26 Eastwood	✓	✓		
Moorgreen Colliery Site Engine Lane Moorgreen Industrial Park Newthorpe	✓	✓		
Great Northern Road Eastwood				✓
Factory Lane (Including Wilmot Lane & Holly Lane) Chilwell			✓	

2.1.5 In addition to this, Broxtowe has also fulfilled the action detailed in the last Action Plan, of reviewing the SHLAA and has recently commenced a new 'Call for Sites'. It is hoped that this may generate additional locations and opportunities for increased housing delivery within the Borough.

2.2 Housing Challenge Two – Ensuring the Council has a 5-Year Housing Land Supply

2.2.1 Having an up to date 5-Year Housing Land Supply is an important factor in ensuring that there will be enough homes provided within the Borough as it provides an indication as to whether there are sufficient sites available to meet the requirement as established in the adopted strategic policies.

2020 Action Plan:

2.2.2 The key point made in the 2020 Action Plan was that the adoption of the Council's Part 2 Local Plan would enable the development of major strategic sites. Having said this, last year's plan also noted that it would take time for the effects of the Part 2 Local Plan's adoption to filter through into the delivery of homes.

2.2.3 Notwithstanding this, the Council was in receipt of major outline applications for some key strategic sites, including sites at Coventry Lane north west of Bramcote (20/00352/OUT) and Shilo Way in Awsworth (20/00056/OUT). Moreover, the Field Farm site in Stapleford (20/00116/FUL) for 132 houses has seen properties start to be delivered.

2021 Action Plan:

2.2.4 Since the completion of last year's Action Plan, the Council has continued to receive interest from developers in relation to strategic sites, and it is anticipated that further outline applications will be received by the end of the year. Significant progress has recently been made in relation to the determination of major planning applications for residential development at sites within the Borough, including:

- 20/00056/OUT - Land East of the Bypass (Shilo Way), Awsworth: The Council's Planning Committee resolved at its meeting of 2 June 2021 to grant outline planning permission for 250 dwellings, subject to the signing of a Section 106 Agreement.
- 20/00641/OUT- Church Lane, Brinsley: The Council's Planning Committee resolved at its meeting of 21 April 2021 to grant full planning permission for 115 dwellings, subject to the signing of a Section 106 Agreement.

2.2.5 The Field Farm site in Stapleford has continued to build-out homes and the completions so far for the development are provided in the table below:

Field Farm site completions	
2018-2019	4
2019-2020	56
2020-2021	46

2.2.6 Furthermore, the Council’s commitment to ensuring that it has a 5-Year Housing Land Supply can be evidenced by the fact that last year, when it was not necessary, it voluntarily decided to apply a 20% buffer to the requirement to ensure that the 5-Year Housing Land Supply is robust. By doing this, Broxtowe is in a stronger position now that the 20% buffer is required as a result of the Standard Methodology.

2.3 Housing Challenge Three – Flexibility of Supply/Choice of Sites

2.3.1 To ensure that the Council meets its housing delivery requirements, there needs to be enough sites available for development and these should also be attractive to a range of different types of house-builders. Therefore, the Council needs to ensure that there is a suitable mix of available sites.

2020 Action Plan:

2.3.2 The previous Action Plan noted the Council’s positive and proactive approach to Housing Delivery and the flexibility which Broxtowe employs in its response to the challenge. Broxtowe has looked to utilise certain Council assets for development opportunities such as former garage sites. Whilst the possibility of using Compulsory Purchase Orders has been discussed, it has since been concluded that this is not currently a viable option, due to the financial implications of such Orders. Notwithstanding this, it is something which can be reviewed again in the future.

2021 Action Plan:

2.3.3 Similarly, to what was noted in the previous Action Plan, the Council will continue to closely monitor and maintain a register for those who have expressed an interest in custom and self-build property development. The figures for the register as at June 2021 are provided in the table below:

	Part 1	Part 2
Number of applicants	11	1

2.3.4 As a result of the monitoring and maintenance of the register, there are fewer applicants on the register than there were at this point last year. This would suggest that interest in this type of development has decreased. Nevertheless, the Council will continue to assist with Custom and Self-Build enquiries, including directing interested parties to sources of available plots.

2.3.5 Moreover, Broxtowe will also continue to monitor Council land availability which may be suitable for residential development. In addition to this, the Council will continue to maintain an up-to-date SHLAA database with a view to evaluating sites and considering ways in which this information can be utilised to further improve housing delivery.

2.4 Housing Challenge Four – Maximising Delivery on Urban Sites

2.4.1 Delivery of brownfield sites or sites within existing urban areas can be more challenging than greenfield sites as a result of a number of factors and issues including:

- Uncertainties relating to land contamination and the associated costs of required remediation;
- Neighbouring land use issues (including the proximity of sites to industrial and commercial uses which may conflict with proposals for residential development, due to reasons of air and noise pollution, heavy goods vehicle movements and vibration);
- Constraints of existing infrastructure (including the capacity of existing highways);
- Often the sites are smaller and may therefore result in a lower developer return;
- Sites may be less attractive to volume house builders than greenfield alternatives; Potential additional costs associated with demolition and waste removal.

2.4.2 It can be concluded that such sites may be less appealing to the development industry and can take longer to deliver due to viability issues.

2020 Action Plan:

2.4.3 The 2020 Action Plan noted that much of the Borough is characterised by low-medium density development and references density issues as being an issue contributing towards the under-delivery of homes.

2.4.4 Despite density concerns, planning permission was granted for higher density development (132 apartments) within Beeston town centre which acts as a positive example of a proposal making an efficient use of land and shows that Broxtowe is trying to increase density in urban areas – in line with paragraph 123 of the NPPF.

2.4.5 A specific action was that the Council would make contact with applicants, agents and developers who have been granted permission to ascertain whether there are any barriers preventing the delivery of homes and to further identify if there are any steps which Broxtowe can take to help overcome these.

2021 Action Plan:

2.4.6 Over the last year, the Council has continued to identify potential sites for residential development within the main built-up area and has communicated with site owners to ascertain whether they would be interested in submitting a planning application for such sites. This is a positive action which Broxtowe will maintain and continue to pursue further during the coming months.

2.4.7 Furthermore, the Borough Council will continue to liaise with applicants of sites with outline planning permission, to encourage them to progress with applications for reserved matters. It will also continue to monitor progress with development sites and encourage efficient build-out rates.

2.5 Housing Challenge Five – Viability / Housing Market Factors

2.5.1 Within Broxtowe, there are both affluent areas and pockets of deprivation. In weaker housing markets the delivery of housing is often harder to achieve. This is because the return for the developer is often lower whilst the cost of building the houses remains constant. In addition, across the Borough, brownfield sites can often be more challenging to deliver due to uncertainties relating to land contamination and highway capacity which can mean that their viability is more uncertain.

2020 Action Plan:

2.5.2 The 2020 Action Plan noted the creation of a new role within the Planning team, for trial two-year period, to take the lead on negotiating Section 106 contributions with developers as well as to gather market data to understand viability issues and identify ways to overcome these with stakeholders so as to avoid delays associated with the Section 106 process. The previous Plan further stated that the Council will continue to work with applicants, developers and landowners so as to take a proactive approach towards non-implemented planning permissions.

2021 Action Plan:

2.5.3 As with last year's Action Plan, Broxtowe has continued to take a proactive approach towards non-implemented planning permissions and has maintained communication with developers so as to identify obstacles to development and offer advice on how to overcome these.

2.5.4 In addition, the Council has also contacted the landowners of a range of sites within the Borough which would be suitable for residential development. This activity has resulted in some discussions with owners where general pre-application advice was given and in some cases it was indicated that a planning application could potentially be received in the future, which would lead to the increased delivery of homes.

2.6 Housing Challenge Six – Political and Community Sensitivity

2.6.1 The delivery of homes can often be a contentious issue that is resisted and met with opposition by the local community. As a result of this, one of the main challenges in bringing sites forward is reconciling the need to build new homes with the political and community aspirations for an area. Therefore, in order to facilitate the delivery of much needed homes, it is beneficial to have support from those living in nearby areas.

2020 Action Plan:

- 2.6.2 The 2020 Action Plan noted the importance of a need for continued effective community engagement and advised that the Council would build and maintain positive relationships with Neighbourhood Forums and Parish Councils whilst ensuring that these groups are fully informed when preparing Neighbourhood Plans.

2021 Action Plan:

- 2.6.3 Over the last year, Broxtowe has strengthened the relationships and communication between the Forums and Parish Councils, with a designated Officer who works closely with the groups by, for example, preparing detailed road-maps in order to get Neighbourhood Plans to adoption in an efficient and timely manner.
- 2.6.4 Since the publication of the last Action Plan, a referendum has been held in relation to the Awsworth Neighbourhood Plan. The outcome of this referendum was a majority vote in its favour, and the Council will now make the necessary steps in getting this Plan formally made. A number of Neighbourhood Forums and Town and Parish Councils are making considerable progress on the Neighbourhood Plans for their areas.
- 2.6.5 The Council will continue to work with Neighbourhood Planning groups and offer advice and guidance with a view to bringing more Plans forward so that they can have a positive and meaningful impact upon development, including housing, for the local area.

2.7 Housing Challenge Seven – Planning Reform Uncertainty

- 2.7.1 The Borough Council is concerned that the government's reform of the planning system through new legislation later this year, following the associated White Paper last year, may have an impact upon rates of housing delivery. If developers consider that they may be in a more advantageous position following this new legislation, there is a risk that they may defer from taking decisions or proceeding with development until greater clarity is available in relation to the potential implications of the new legislation.

2.8 Housing Challenge Eight – Covid-19

- 2.8.1 The unprecedented emergence of Covid-19 over the last year has created a number of challenges for the Council as a whole, including ensuring that all departments, including the Planning department, can continue to operate and function as normal. Notwithstanding these challenges, the Council continues to formulate planning policy and determine planning applications in a timely manner.
- 2.8.2 During this period of considerable uncertainty, some developers may understandably not wish to commit to proceeding with large development schemes, for reasons such as the availability of capital funding and the availability of workers (due to issues including shielding and quarantining) Whilst this is outside of the Council's control, the Council will continue to strive to minimise concerns by maintaining close communication with developers and providing support, guidance and reassurance and by determining planning applications in a consistent and timely manner and by also continuing to offer an in-depth, efficient and cost effective pre-application advice service.
- 2.8.3 In this ever-changing and unpredictable situation, the Council will continue to work as best as is practically and reasonably possible but will however be pragmatic, offer flexibility when appropriate and will be considerate to extenuating circumstances to ensure that the delivery of homes is affected as little as possible by the ongoing pandemic.

Other Actions that the Council is taking to support Housing Delivery

- 3.1 The Council has recently resolved to introduce an Article 4 direction, and although this will not physically add to the housing stock in the Borough, it will however help to maintain a balance of housing in the Beeston area of the Borough.
- 3.2 In addition to this, as mentioned in the previous Action Plan, the Council is still in the process of streamlining the planning application process with a view to reducing the use of planning conditions through early and continual engagement with applicants. It is hoped that this will reduce the level of uncertainty for developers which should also result in an increase in build-out rates.

- 3.3 The Borough Council is continuing to work jointly with our neighbouring authorities (Gedling and Rushcliffe Borough Councils and Nottingham City Council) on the production of the Greater Nottingham Strategic Plan (the review of the Aligned Core Strategy) and positive progress has been made since the publication of the last Action Plan. The Council has a close working relationship with neighbouring local authorities and town and parish councils, which is demonstrated through joint working arrangements within the Greater Nottingham Area. This ensures that issues that affect the housing market area are addressed collectively.
- 3.4 The Council will continue to review its property portfolio and will also work with external organisations that own land in the Borough to identify any potential opportunities for housing development.
- 3.5 The Council's Jobs and Economy Committee recently resolved to set up a 'Task and Finish' group to contribute to the development of new planning policy. It is hoped that this will increase the focus upon the need for an increase in the supply of housing within the Borough.

Management, Implementation and Monitoring arrangements

- 4.1 Broxtowe's effective and consistent monitoring of information and data not only assists the Council in identifying past trends and patterns, but also helps enable the Council to anticipate and prepare for potential issues and have readily available solutions to overcome these.
- 4.2 The Council monitors housing delivery information through a range of different systems and measures. For example, an Annual Authority Monitoring report is published every year which provides up to date and detailed information and gross figures in relation to planning permissions for strategic sites as well as completions by dwelling size, type and tenure. The Council conducts site visits to monitor the progress of developments to ensure that housing delivery information is accurate and up-to-date.
- 4.3 In order to successfully implement the proposals and actions set out within this Plan, Broxtowe Borough Council will exercise a co-operative and coordinated approach and will also ensure that this work is monitored effectively whilst always maintaining up-to-date knowledge of legislation and the Borough's housing delivery position.

4.4 The Planning Policy Team is responsible for reviewing this Action Plan annually. This will be conducted following the Government's publication of the Housing Delivery Test results which are due to be released each November. As a part of this process, the Team will consider any potential additions to the Action Plan and whether any amendments are necessary, and will make such adjustments accordingly.

4.5 The Council welcomes any suggestions on possible future actions to help support housing delivery within Broxtowe Borough. You can contact the Planning Policy Team by the following methods:

Telephone: 0115 917 7777 (Please ask to be put through to Planning Policy)

Email: Policy@broxtowe.gov.uk

Postal address: Planning Policy Team, Chief Executive's Department, Broxtowe Borough Council, Council Offices, Foster Avenue, Beeston, NG9 1AB.

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