



Broxtowe
Borough
COUNCIL

Housing Delivery Test Action Plan

June 2025



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2023 Housing Delivery Test Results

In December 2024, the Government published the 2023 Housing Delivery Test results for all Local Authorities across England. This set of results noted that Broxtowe Borough Council achieved 88% (904 out of a target of 1022 over a three-year period, as calculated by the Standard Methodology) of its required delivery of homes – an increase of 5% in delivery since the previous test year. A result of 88% means that Broxtowe is required by the Government 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 further improving test results.

The Housing Delivery Test

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

Table One:

Delivery rate (%)	Penalty
<95%	<i>Action Plan</i> The Council must produce an Action Plan to identify the causes of under delivery and the necessary actions to address it.
<85%	<i>Buffer</i> As well as producing an Action Plan, the Council must add a 20% buffer of additional deliverable sites for development.
<75%	<i>Presumption</i> 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.

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).

Assistance on implementing the test has been provided by the Department for Levelling up, Housing and Communities which comes in the form of the 'Housing Delivery Test measurement rulebook' and the 'Housing Delivery Test: 2023 Measurement Technical Note'. 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 delivery and generate delivery percentage.

$$\begin{aligned} &\textbf{\textit{Housing Delivery Test (\%) =}} \\ &\textbf{\textit{Total net homes delivered over a 3-year period}} \\ &\textbf{\textit{Divided by}} \\ &\textbf{\textit{Total number of homes required over 2-year 7 month}} \\ &\textbf{\textit{period*}} \end{aligned}$$

Purpose, Objectives and Status

Broxtowe Borough Council continues to take a positive, proactive and pragmatic approach to the delivery of housing within the area. This Action Plan will detail the key issues and measures which the Council has and will continue to 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) alongside reference to other documents including the Part 2 Local Plan and the emerging Greater Nottingham Strategic Plan. The Council will consider any barriers which may be preventing housing from being built and will demonstrate actions which may assist with delivery.

Review of the last year

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.

Completion data for previous years is provided below.

Financial Year	Built	Cumulative Build Rate
2011-2012	140	140
2012-2013	67	207
2013-2014	150	357
2014-2015	78	435
2015-2016	100	535
2016-2017	285	820
2017-2018	324	1,144
2018-2019	302	1,446
2019-2020	232	1,678
2020-2021	268	1,946
2021-2022	308	2,254
2022-2023	332	2,586
2023-2024	512	3,098
2024-2025	446	3,544

The Council has now granted planning permission for a number of sites allocated as part of the Aligned Core Strategy or the Part 2 Local Plan. An overview of the status of these sites is provided below:

Overview of sites:

Site Allocation	Planning policy	Number of dwellings allocated	Site status	Number of dwellings with planning permission
Field Farm	Aligned Core Strategy – Policy 2	450	<p>Phase 1 application 15/00841/REM is fully complete with a total of 118 dwellings</p> <p>Phase 2 application 20/00116/FUL granted for 132/200 dwellings.</p> <p>Building works have commenced with 105 homes completed on this application. For the whole site there is 223 completed dwellings.</p>	450
Chetwynd Barracks	Part 2 Local Plan – Policy 3.1	500 (within the plan period) Capacity for 1500 homes.	Planning application expected late 2025. There has been ongoing engagement with the Defence Infrastructure Organisation.	0
Toton Strategic Location for Growth	Part 2 Local Plan – Policy 3.2	500 – 800 (within the plan period) Capacity for 3000 homes.	Implemented planning permission for 282 dwellings on part of the site (17/00499/REM). Three planning applications submitted for a total of 1,455 homes currently pending consideration.	282
Bramcote (East of Coventry Lane)	Part 2 Local Plan – Policy 3.3	500	<p>Planning reference - 22/00967/FUL.</p> <p>Conditional permission granted for 470 dwellings.</p>	0

Site Allocation	Planning policy	Number of dwellings allocated	Site status	Number of dwellings with planning permission
Stapleford (West of Coventry Lane)	Part 2 Local Plan – Policy 3.4	240	<p>Planning reference - 20/00352/OUT.</p> <p>Conditional permission has been granted for 190 dwellings.</p> <p>Planning reference - 22/00619/REM.</p> <p>Conditional permission has been granted for 169 dwellings. Works have started on this site now, but none were complete at the end of March 2025</p> <p>Planning reference - 22/00602/ FUL. Conditional permission granted for the demolition of existing buildings and erection of 60 dwellings. 29 dwellings were completed.</p>	240
Severn Trent (Lilac Grove)	Part 2 Local Plan – Policy 3.5	100	No planning application received	0
Beeston Maltings	Part 2 Local Plan – Policy 3.6	56	Planning permission granted. Site has now been completed.	62
Beeston Cement Depot	Part 2 Local Plan – Policy 3.7	40	Planning permission was granted. Site is now complete.	42
Land fronting Wollaton Road Beeston	Part 2 Local Plan – Policy 3.8	12	No planning application received	0

Site Allocation	Planning policy	Number of dwellings allocated	Site status	Number of dwellings with planning permission
Land West of Awsworth (inside the bypass)	Part 2 Local Plan – Policy 4.1	250	Planning reference -20/00056/OUT. Conditional permission has been granted for 250 dwellings. 29 dwellings have been completed.	250
Land East of Church Lane, Brinsley	Part 2 Local Plan – Policy 5.1	110	Planning reference - 20/00641/FUL. Conditional permission granted for 115 dwellings. 102 dwellings have been completed.	115
Walker Street, Eastwood	Part 2 Local Plan – Policy 6.1	200	Planning reference - 20/00844/OUT. Outline planning permission granted for 110 dwellings. A application was then granted permission (22/00894/REM) for 104 dwellings. Work on site has commenced.	110
Land South of Kimberley including Kimberley Depot	Part 2 Local Plan – Policy 7.1	118	No planning application received	0
Land South of Eastwood Road, Kimberley	Part 2 Local Plan – Policy 7.2	25	No planning application received	0
Total		2,601 – 3,401		2,015

The Council has also been proactive in granting a number of planning permissions on other major sites:

Site	Reference and decision	Application description and site status
Station Road (Central) Car Park, Station Road, Beeston	25/00049/VOC (conditional permission granted on 03.04.2025)	Full planning application to construct purpose built student accommodation (419 units) and ground floor commercial unit with associated access, car parking, landscaping and infrastructure. Works are progressing on site.
136 Church Street, Eastwood	23/00518/OUT (conditional permission granted on 05.10.2023)	Outline application with some matters reserved to construct up to 125 dwellings including the formation of vehicular access from Church Street granted planning permission.
Former Dry Ski Slope Cossall Industrial Estate Soloman Road, Cossall, Nottingham	19/00524/OUT (conditional permission granted on 30.12.2021) 22/00113/ROC (conditional permission granted on 14.09.2022) 23/00413/REM (pending consideration)	Hybrid planning application comprising: Outline application to construct 64 dwellings including access with some matters reserved. Full application to change use to create a country park and associated works.
Land South Of 50 Pinfold Road, Newthorpe	22/00767/FUL (conditional permission granted on 02.10.2023)	Erection of 20 dwellings and new access road (revised scheme). Site clearance works have started.
Land To The Rear Of 121 Kimberley Road, Nuthall	22/00688/OUT (pending consideration)	Outline application to construct up to 25 dwellings within the curtilage of number 121 Kimberley Road, with all matters reserved except for the formation of a vehicular access.

Site	Reference and decision	Application description and site status
Central College Nottingham, High Road, Chilwell	22/00593/FUL (conditional permission granted on 22.02.2023)	<p>Conversion of part of existing college to residential accommodation to provide 65 apartments. Construction of a 2/3 storey apartment building to provide 15 apartments. Construction of 6 semi-detached houses and one dormer bungalow. Reconfiguration of site to include access roads and hard/soft landscaping (revised scheme).</p> <p>Dwellings completed. Flats are still being built.</p>
Lock Up Garages Middleton Street, Beeston	22/00540/FUL (conditional permission granted on 10.01.2023)	Construct three storey detached building to accommodate 10 apartments and provision of parking area to rear.
Inham Nook Hotel, Land To North Of Chilwell Community Centre, Garages To North Of Hotel And Part Of Gardens To The Rear Of 15, 17A, 17B, 17C And 17D Great Hoggett Drive, Inham Road, Chilwell, Nottinghamshire NG9 4HX	22/00355/REG3 (conditional permission granted on 24.05.2023)	<p>Residential development of 15 dwellings (12 houses and 3 apartments) and associated parking, including incorporation of part rear gardens of 15, 17a, 17b, 17c and 17d Great Hoggett Drive, following demolition of Inham Nook public house and demolition of garage blocks to the north of the site. Creation of a pocket park to amenity land north of community centre / library.</p> <p>Site clearance works have started.</p>
Beeston Lodge Nursing Home 15 - 17 Meadow Road, Beeston	22/00188/FUL (conditional permission granted on 03.08.2023)	Conversion of 28-bedroom care home to 14 apartments with part-demolition and extension.
22 Wollaton Road, Beeston	21/00721/FUL (conditional permission granted on 08.04.2022)	Construct two / three storey student accommodation to accommodate 6 studio and 6 cluster flats.

Site	Reference and decision	Application description and site status
Bartons Land Between High Road And Queens Road West, High Road, Chilwell	<p>16/00859/FUL (conditional permission granted on 17.11.2017)</p> <p>18/00854/MMA (conditional permission granted on 19.11.2019)</p> <p>21/00578/REM (conditional permission granted on 26.01.2022)</p>	<p>16/00859/FUL - Hybrid planning application comprising: Full application to construct 29 dwellings, including access, associated road infrastructure, car parking and landscaping. Outline application (including access) with some matters reserved to construct up to 221 dwellings and units with flexible uses (Classes D1, D2, A1, A2, A3, A4 and A5), following demolition of buildings. 29 dwellings completed.</p> <p>21/00578/REM - Construct 93 dwellings (phase 2) (reserved matters relating to planning permissions referenced 16/00859/FUL and 18/00854/MMA).</p>
Land Between Ellis Grove And Wilmot Lane, Ellis Grove, Beeston	21/00575/FUL (conditional permission granted on 08.04.2021)	Construct four storey building to accommodate retirement apartments including communal facilities, access, car parking and landscaping.
Land To The Rear Of Clayton Court, Queens Road, Beeston	21/00133/FUL (conditional permission granted on 06.01.2023)	Construct three storey apartment block of 13 flats and dropped kerb (revised scheme).

Site	Reference and decision	Application description and site status
Gin Close Way, Awworth Lane, Awworth	<p>15/00011/FUL (conditional permission granted on 15.06.2016)</p> <p>18/00463/MMA (conditional permission granted on 26.04.2019)</p> <p>20/00873/MMA (conditional permission granted on 05.08.2021)</p>	<p>Construct 55 dwellings.</p> <p>Minor Material amendment to development previously approved under reference 15/00011/FUL for alterations to layout of site and house types.</p> <p>Minor Material Amendment to planning permission 87/00562/FUL (construct 71 houses) to reduce number of dwellings to 65, revisions to road layout, revisions to house types and inclusion of attenuation tank.</p> <p>Implementation works have commenced.</p>
72 - 78 Nottingham Road, Stapleford	20/00847/OUT (conditional permission granted on 08.04.2021)	Outline application to construct up to 30 dwellings with all matters reserved.
Old Station Yard, Station Road, Beeston	20/00745/FUL (conditional permission granted on 30.07.2021)	Construct 42 dwellings with improved access, provision of an internal access road, landscaping and associated works following the demolition of buildings.
Former Builders Yard Rear Of 68 Nottingham Road, Stapleford	20/00675/FUL (conditional permission granted on 21.05.2021)	Construct 15 dwellings with new access from Cemetery Road, parking and associated landscaping.

Site	Reference and decision	Application description and site status
Boots Campus Beeston	14/00515/OUT (conditional permission granted on 09.07.2021) 23/00231/REM (conditional permission granted on 17.04.2023)	Outline application for mixed-use development comprising: up to 82,000sqm of employment floorspace, comprising office units (E)- research and development (E)- industrial process (E)- general industrial (B2)- storage and distribution (B8)- residential institutions (C2)- non-residential institutions (E/F1)- up to 2,500sqm retail & food/drink (E and sui generis)- up to 675 residential units (C3)- and associated works including demolition of existing structures- earthworks- remediation- access- car parking- pedestrian and cycle routes- open space- utilities- sustainable drainage systems. Construct 397 dwellings with associated access, car parking, public open space and landscaping. Reserved matters appearance, layout and scale - planning reference 14/00515/OUT condition 2 (b) The particulars of the materials to be used in the facing of the external surfaces of all buildings- and 2 (c) Cross sections through the site showing the finished floor levels of the new buildings in relation to adjacent land and buildings.
99 Church Street, Stapleford	24/00639/FUL (Pending consideration)	Demolition of existing dwelling (99 Church Street) and garages and workshops to rear. Construct 15 residential units.
Sycamore Court, Broadgate, Beeston	24/00219/FUL (Pending consideration)	Demolish existing apartment buildings and construct two student accommodation buildings of 4 storey and 6 storey height to accommodate 5 studios and 47 cluster units.
Beeston Car Centre, Broadgate, Beeston	23/00903/FUL (Allowed at appeal on 06.03.2025)	Proposed demolition of existing car garage and construction of residential accommodation comprising 12 studio flats and 2x 6 bedroom C4 cluster flats(HMO) (revised scheme)

Key Actions

The Council has identified five key actions to increase housing delivery:

1. Grant sufficient planning permissions.
2. Be positive and proactive in engagement with site promoters and applicants.
3. Allocate sufficient sites through the Greater Nottingham Strategic Plan
4. Continue to support Parish Councils and Neighbourhood Forums in the production of Neighbourhood Plans.
5. Provide greater certainty to applicants through improved guidance, including Supplementary Planning Documents.

Further details are provided below.

1. Grant sufficient planning permissions

The Council strives to ensure that all applications received are validated and determined within a reasonable timeframe. As demonstrated below, the significant number of dwellings granted planning permission has started to result in an increase in completions.

Permissions Granted by Year:

Year	Granted permission this year	Completed	Affordable Houses Granted permission	Affordable Housing Completions	Lapsed
07/08	155	376	34	56	
08/09	51	268	0	34	
09/10	262	95	109	0	24
10/11	265	222	39	100	17
11/12	136	140	0	32	11
12/13	209	67	30	13	34
13/14	479	150	105	56	46
14/15	692	78	114	55	36
15/16	901	109	113	23	18
16/17	951	285	23	20	180
17/18	1,098	324	140	8	121
18/19	522	302	0	43	26
19/20	888	232	21	16	36

Year	Granted permission this year	Completed	Affordable Houses Granted permission	Affordable Housing Completions	Lapsed
20/21	593	267	38	38	4
21/22	1,583	306	203	40	20
22/23	1,768	342	240	71	153
23/24	862	512	19	79	160
24/25	1,106	446	187	64	15

A number of major sites have received planning permission over the past year.

Application reference	Application type	Address	Number of dwellings granted permission
20/00826/FUL	Housing	Land At End Of Braemar Avenue, Eastwood	240
22/00894/REM	Housing	Former Site Of Lynncroft Primary School, Eastwood	104
22/00967/FUL	Housing	Land East Of Coventry Lane (west Of Moor Lane), Bramcote	470
23/00425/PMAP32	Change of Use	2 - 4 Regent Street, Kimberley	14
23/00518/OUT	Housing	136 Church Street, Eastwood	125
21/00838/FUL	Change of Use	St Johns School Of Mission, Office Building, Peache Way, Bramcote	25
23/00903/FUL	Housing	Beeston Car Centre, Broadgate, Beeston	12 studio flats and 2x 6 bedroom C4 cluster flats(HMO)

Application reference	Application type	Address	Number of dwellings granted permission
24/00399/FUL	Housing	2 - 4 Regent Street, Kimberley	12 supported living flats (Class C3)
23/00407/OUT	Housing	Land Off Bramcote Drive, Beeston	10

The Council will continue to be proactive in granting planning permission for sites which are in accordance with the Development Plan. The Council will monitor if there is a significant reduction in the number of dwellings being granted planning permission and will identify reasons for this. This may be caused by factors outside of the Council's control, such as economic or market changes.

2. Be positive and proactive in engagement with site promoters and applicants

Operating an accessible and efficient pre-application service allows the Council to provide useful advice to applicants which will help them to submit planning applications which are more likely to be granted permission as any concerns can be resolved prior to the submission of a full application. This service also allows for a more transparent relationship between the applicant and Council and further enables sites to be developed to their full potential.

It is recognised that effective engagement with developers for strategic sites often needs to go beyond the granting of planning permission. Therefore, where appropriate, and especially for key housing allocations, the Council strives to maintain engagement with applicants and agents to both ensure that planning permissions are implemented in a timely manner and to overcome any potential issues which may arise.

Since the production of the previous Housing Delivery Test Action Plan, the Council has been involved in various meetings with the site promoters of a number of existing and proposed allocations to discuss the site credentials and opportunities whilst looking for ways to overcome any constraints to encourage and support the submission of a planning application. The Council does not under-estimate the importance of maintaining a positive and proactive engagement with developers of these sites in advance of any application submitted, during the application process, and beyond.

Moving forward, Broxtowe will encourage discussions and continue to take all opportunities of engagement with developers and site promoters to ensure the delivery of the right type, size and tenure of new homes to meet local housing need on all allocated sites. Further to this, the Council will work with land owners and developers to promote the delivery of "inactive sites" and those at risk of lapsing, as identified through regular and up-to-date monitoring.

3. Allocate sufficient sites through the Greater Nottingham Strategic Plan

To support the delivery of homes within the Borough, it is key to have an up-to-date Local Plan in place. Work on the Greater Nottingham Strategic Plan is underway with our partner authorities. Once adopted, the Strategic Plan will provide greater certainty in the delivery of key sites.

Through preparation of the Strategic Plan, the Council has identified a supply of 9,861 dwellings up to 2041. The key allocations are shown in the table below:

Site	Number of homes
Boots	406 homes
Field Farm	450 homes allocation
Toton – Strategic Location for Growth & Chetwynd Barracks	2,700 homes within the plan period.

The remainder of Broxtowe's delivery will be distributed through existing commitments in:

- Awsworth;
- Brinsley;
- Eastwood (including parts of Giltbrook and Newthorpe); and
- Kimberley (including parts of Nuthall and Watnall).

As evident in the above table, Toton and Chetwynd Barracks are sites have been allocated for significant housing. To help and support development at these sites a Strategic Masterplan has been produced (the The Toton and Chilwell Barracks Strategic Masterplan SPD) with the aim of providing potential developers with clear guidance. Three planning applications have now been submitted on, or partially on, the Toton allocated site.

The Council considers that it is vital to have an up-to-date Local Plan in place to provide greater certainty and to ensure that housing gets built in sustainable locations and is supported by appropriate infrastructure.

4. Continue to support Parish Councils and Neighbourhood Forums in the production of Neighbourhood Plans

The Council has maintained and continued to build positive working relationships with Parish Councils and Neighbourhood Forums working on Neighbourhood Plans.

The table below shows the different stages of each Neighbourhood Plan within the Borough:

Neighbourhood Plan	Status
Awsworth	Adopted on 21 July 2021
Bramcote	Broxtowe Borough Council resolved at its meeting of the Cabinet on 4th October 2022 to re-designate the Bramcote Neighbourhood Forum.
Brinsley	Neighbourhood Area application approved in March 2015.
Chetwynd: Toton and Chilwell	A successful referendum was held on 15 February 2024. The Neighbourhood Plan was 'made' (adopted) on 15 May 2024.
Cossall	A successful Referendum was held on 15 February 2024. The Plan was 'made' (adopted) on 12 March 2024.
Eastwood	Neighbourhood Area application approved in September 2014. The Council is supporting the Town Council to progress their Neighbourhood Plan.
Greasley	Neighbourhood Area application approved in September 2014.
Kimberley	Neighbourhood Area application approved in November 2015.
Nuthall	Adopted in December 2018.
Stapleford	Neighbourhood Area application approved in March 2015. The regulation 14 consultation was undertaken in May – June 2023. The Council is supporting the Town Council to progress their Neighbourhood Plan.

Officers work closely with Neighbourhood Planning groups throughout the production of Neighbourhood Plans. The Council strives to mitigate resistance to development and looks to help groups in understanding the importance of the delivery of new homes in their area, and to look at ways of positively influencing and shaping this delivery to the benefit of existing and future residents of the area.

The Awsworth Neighbourhood Plan recognises the importance of housing delivery and contains an Objective to “promote a level of housing growth to meet identified housing needs, that is proportionate to the site of Awsworth, and retains its essential rural village character”. The Plan supports delivery further by noting that 95% of respondents in a survey agreed with the question “Should the Plan allocate specific sites for new homes as well as include policies to make sure any development is acceptable by being sustainable and also respects local character & distinctiveness?”.

Although, like the Awsworth Plan, the Nuthall Neighbourhood Plan does not allocate any new sites for housing development, it still recognises the necessity of housing delivery and acknowledges the increasing population within the Neighbourhood area which needs to be catered for. The Plan establishes policies and criteria which aim to shape housing development to suit the needs of the locality.

The Cossall Neighbourhood Plan does not allocate any new sites for housing but seeks for new housing development to deliver housing sizes and types which reflect local housing needs.

The Chetwynd: Toton and Chilwell Neighbourhood Plan area includes two sites allocated in the Part 2 Local Plan; Toton Strategic Location for Growth and Chetwynd Barracks. The Neighbourhood Plan seeks to maximise the potential opportunities from these sites whilst ensuring that key infrastructure is provided and green spaces are protected and enhanced. It also has a policy related to infill development.

Over the course of the next year, the Council shall continue to positively and proactively engage with the different Neighbourhood groups to discuss ways in which we can assist in helping to get emerging plans closer to the point of adoption.

5. Provide greater certainty to applicants through improved guidance, including Supplementary Planning Documents (SPDs)

Sitting alongside the Local Plan and supporting planning officers during the decision making process, are the Council's two adopted SPDs which form part of the Local Development Framework. It is important to note that whilst providing much needed homes within Broxtowe is crucial, it is also vital that these homes are appropriate for residents, and the Council's SPDs help to ensure that developments are suitable and meet people's needs and requirements.

The Houses in Multiple Occupation SPD was adopted in July 2022 and was established to provide clarity for the future development of HMOs within the Beeston Article 4 Area. The SPD is used by officers when determining applications for HMOs to ensure that any development involving HMOs would not cause an unacceptable negative impact within the area.

The Toton and Chetwynd Barracks Strategic Masterplan SPD was adopted in February 2023 and establishes parameters and helps to provide a guide for future development at the Toton and Chetwynd Barracks sites. It is envisaged that the guidance within the SPD will alleviate any uncertainties and therefore enable any future application to be granted permission in a timely manner and development to be built out without delays.

This was an extensive piece of work completed in collaboration with the East Midlands Development Company, Nottinghamshire County Council and other key stakeholders.

The Council has also adopted a Reduction of Carbon in New Development SPD to ensure that development meets high standards in relation to low carbon design.

As well as implementing and using SPDs in the determination of planning applications, the Council also makes effective use of Section 106 Agreements to strengthen permissions ensuring that the right type of development is implemented.

Broxtowe has a S106 Officer who ensures that these legal agreements are dealt with in a timely manner by mitigating delays and making sure that they react appropriately to economic and viability issues to ensure that permissions can then be built out with minimal delays and obstacles.

To assist with the processing of S106 agreements, the Council also ensures that it has clear and easily interpretable guidance for things such as affordable housing requirements.

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