

# Five Year Housing Land Supply

**July 2014**



Chief Executive: David Hagg



# 1. Introduction

- 1.1 This report sets out the Council's assessment of the housing land supply position within Stroud District. It seeks to establish the extent to which the Council can fulfil the requirement to identify and maintain a five year supply of deliverable land for housing.
- 1.2 The assessment has a base date of 1st April 2014 as this is the date of the most recent full assessment of housing land availability.
- 1.3 This document presents an assessment for the five year period from **1st April 2014 to 31st March 2019**.

## National Planning Policy Framework

- 1.4 The National Planning Policy Framework was published by the Government on 27 March 2012. One of its core planning principles is to proactively drive and support sustainable economic development to deliver homes. In furtherance of this principle it states that Local Planning Authorities (LPAs) should identify and update annually a supply of specific deliverable sites to provide five years worth of housing against their housing requirements. An additional buffer of 5% (moved forward from later in the plan period) should be provided to ensure choice and competition in the market for land unless there has been a persistent under delivery of housing in which circumstance the buffer should be increased to 20%.
- 1.5 The framework also states that LPAs may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Such supply should not include residential gardens.

## Housing Requirement

- 1.6 In previous years the Council has used the dwelling requirement for Stroud of 9,100 dwellings (2006 – 2026) taken from the Secretary of State's Proposed Changes to the Regional Spatial Strategy for the South West (July 2008). However, this has now been abolished via provisions contained in the 2011 Localism Act.
- 1.7 Therefore the Council reviewed the housing requirements for the District and included a housing target of at least 9,500 (2006-2031) in the draft Stroud District Local Plan, submitted to Government on 18 December 2013.
- 1.8 In June 2014, the Council received the initial conclusions of the Inspector appointed to examine the Local Plan. He concluded that the Council should undertake a further objective assessment of housing needs for the district which could result in a similar figure to the submitted Plan, or a higher or lower figure.
- 1.9 Until this new assessment of housing needs has been completed, a range of potential housing targets is included within this report, reflecting the submission Local Plan and figures quoted in the Inspector's initial conclusions based on the *What Homes Where* toolkit as a "useful starting point and baseline figure" (Inspector's Initial Conclusions, paragraph 31).
- 1.10 The Local Plan Inspector also concluded that "the latest evidence does not suggest that there has been a persistent record of under-delivery which might justify a 20% boost in housing supply." (Inspector's Initial Conclusions, paragraph 33). Consequently a 5% buffer has been added to the requirement.

## Housing Supply

- 1.11 The Council's housing land supply consists of:

- Unimplemented residential planning permissions
- Residential development that is currently under construction
- Other firm commitments subject to S.106 agreement
- A windfall allowance
- Sites allocated for housing in the adopted Local Plan which have not yet received planning permission
- Sites allocated in the submission draft Local Plan which have not yet received planning permission

1.12 The Council records housing completions as at 31<sup>st</sup> March each year as part of its annual monitoring system. All numbers regarding completions and commitments in this report are taken from the **2014 Residential Land Availability Report**.

1.13 The **Strategic Housing Land Availability Assessment** was originally undertaken by Roger Tym & Partners and published in January 2010. This was reviewed “in-house” by the Planning Strategy Team in 2011. However, the Council has made the decision not to include SHLAA sites within the five year land supply as sites within the SHLAA have not been assessed against planning policy. Therefore some sites may not be suitable for development when assessed against current or emerging policy.

#### **Non Implementation rate**

1.14 A non-implementation rate of 22% has been applied to small sites with planning permission, based upon analysis carried out for the District Council by consultants Evans Jones during the preparation of their 2013 report “A Review of Stroud District Council’s Five Year Housing Land Supply (October 2013).

## **2. Deliverability of sites**

- 2.1 In accordance with paragraph 47 of the NPPF all sites identified within the 5 year supply must be available now, offer a suitable location for development now, be achievable within 5 years and be on a viable development site.
- Be available – the schedule of sites includes those that are already in the planning system and have gained planning permission, or are being actively promoted through the submission draft Local Plan and are thereby currently available for development.
  - Be suitable – the schedule of sites includes permissions that have been granted within Stroud District or sites identified within the submission draft Local Plan, thereby being within a suitable location to contribute to the creation of sustainable communities. The inclusion of a small sites windfall allowance reflects a consistent trend over 7 years that suitable sites continue to become available.
  - Be achievable – the schedule of sites includes only those that are considered achievable within 5 years. The inclusion of a small sites windfall allowance reflects a consistent actual delivery over the last 7 years.
  - Be Viable – in line with the former PPS3 we have continued to contact landowners/developers of the large sites to ensure that they remain deliverable, and therefore viable, within the next five years.

### **Large sites (10 or more dwellings)**

- 2.2 The developer or agent of each large site was contacted and asked to fill in a brief questionnaire to establish whether the site was still available for housing development and to assess whether the dwellings are likely to be delivered over the five year period 2014-2019. The returned questionnaires have been filed as evidence. Where developers were not contactable or did not return the form, discussions were held with development control officers regarding the deliverability of those sites.

### **Local Plan Allocations**

- 2.3 Three sites allocated for housing in the 2005 Stroud District Local Plan (Hg6, Hg10 and Hg13) are not expected now to be delivered.
- Bisley Old Road allotments, Stroud (Hg6) are owned by Stroud Town Council which has leased the site to an Allotment Association on a 7 year term from 9 May 2012.
  - Former Stroud Valley School, Ryeleaze Road, Stroud (Hg10) is now reused for County Council Youth Services and will not be progressed as a housing site.
  - Land between Hope Mill Lane and London Rd, Brimscombe (Hg13) is retained by the County Council and has proved unmarketable in the current economic climate due to land contamination issues.
- 2.4 In May 2014, the Planning Minister confirmed that sites consulted upon as part of the local plan process may meet the tests of deliverability. Consequently, the developer or agent of all sites allocated in the emerging draft Local Plan, submitted to the Government for examination in December 2013, have been contacted to assess whether the dwellings on these sites are likely to be delivered over the five year period 2014-2019.

### **Small sites (less than 10 dwellings)**

- 2.5 Due to the large number of small sites (9 dwellings or less, it has not been possible to make a detailed assessment of each individual site. The Council has accepted a recommendation contained within the review of the Council's land supply, carried out by consultants Evans Jones in October 2013. In that report, a sample survey was undertaken, from which a non-implementation rate of 22% was recommended. This rate has been applied to all small sites with permission. It has then been assumed that the discounted supply is delivered within three years in line with footnote 11 to paragraph 47 of the NPPF. A breakdown of all commitments on small sites by Parish is detailed in Appendix 5.

## **Windfall Allowance**

- 2.6 In accordance with government advice in the NPPF, an allowance has been made within this land supply assessment for unallocated windfall sites which have not yet received consent. This is based on experience of past local trends relating only to small sites. An assessment of delivery on small sites has been undertaken over the last 7 years that indicates that small sites have consistently delivered at an average of 83 dwellings per year (not including greenfield sites or sites on garden land). (See Appendix 8). It is considered that in practice these will continue to come forward and contribute to the delivery of new housing over the 5 year period. Only two years supply from this source is allowed for to avoid the issue of double counting against small site commitments.

### 3. Housing Land Supply Assessment as at 1 April 2014 for five year period 1 April 2014 – 31 March 2019

**Table 1: Housing requirement 1/4/2014 – 31/3/2019**

		Draft Local Plan	What homes where? (2011)*	What homes where? (2008)*
A	Net dwellings required 2006-2031	9,500	10,550	11,600
B	Annual requirement (A divided by 25)	380	422	464
C	Annual requirement + 5% buffer (B x 5%)	399	443	487
D	Net dwellings built 01/04/2006 - 31/03/2014	3,264	3,264	3,264
E	8 Year requirement between 2006–2014 (Bx8)	3,040	3,376	3,712
F	Shortfall/Surplus in first 8 years (D - E)	+224	-112	-448
G	Five year requirement (C x 5) + F (if shortfall)	1,995	2,327	2,883

\* The Local Plan Inspector refers to projections using 2008 and 2011 household projections as a “useful starting point and baseline figure” (Inspector’s Initial Conclusions, paragraph 31, June 2014).

**Table 2: Deliverable Housing Land Supply 1/4/2014 – 31/3/2019**

		Dwellings
A	Allocated sites under construction (Appendix 1)	2320
B	Allocated sites with planning permission but not yet started (Appendix 2)	53
C	Non-allocated large sites under construction (Appendix 3)	311
D	Non-allocated large sites with planning permission but not yet started (Appendix 4)	789
E	Outstanding planning permissions – small sites (Appendix 5) minus 22% non implementation rate (496 - 109)	387
F	Other firm commitments - subject to a Section 106 (Appendix 6)	69
G	Local Plan allocated sites without planning permission (Appendix 7 and Appendix 7a)	1831
H	Windfall allowance (Appendix 8) (83x2)	166
<b>I</b>	<b>Total supply (A+B+C+D+E+F+G+H)</b>	<b>5926</b>
J	Dwellings unlikely to be built in period between 2014 – 2019 (Appendix 9)	2370
<b>K</b>	<b>Total dwellings (I - J) (Appendix 9)</b>	<b>3556</b>

**Table 3: Five Year Housing Land Supply 1/4/2014 – 31/3/2019**

		Draft Local Plan	What homes where? (2011)*	What homes where? (2008)*
A	Total deliverable housing supply	3,556	3,556	3,556
B	Five year requirement + 5% buffer + shortfall	1,995	2,327	2,883
	<b>Percentage of 5 year housing supply (A divided by B)*100</b>	178%	153%	123%
	<b>Years supply</b>	<b>8.9</b>	<b>7.6</b>	<b>6.2</b>

## Appendix 1

### Allocated sites under construction - 1<sup>st</sup> April 2014

Parish	Site Name	Gross Capacity	Past losses	Expected losses	Not Started	Under Construction	Total Complete	Net Commitment
Cainscross	Land At Ebley Wharf Westward Road	99	0	0	0	32	67	32
Cainscross	Former Cashes Green Hospital.	78	0	0	0	55	23	55
Cam	Littlecombe	600	0	0	450	50	100	500
Hardwicke	Colethrop Farm (Hunt's Grove)	1750	0	1	1409	66	275	1474
Stroud	Bowbridge Wharf Butterrow Hill	24	0	0	23	1	0	24
Stroud	Lansdown Kennels & Dairy Crest, Lansdown	73	0	0	33	0	40	33
Upton St Leonards	Land at former Brockworth Airfield	586	0	0	166	16	404	182
Wotton Under Edge	Land off Pack Horse Lane	20	0	0	0	20	0	20
<b>TOTAL</b>		<b>3230</b>	<b>0</b>	<b>1</b>	<b>2081</b>	<b>240</b>	<b>909</b>	<b>2320</b>

## Appendix 2

### Allocated sites with planning permission but not yet started - 1<sup>st</sup> April 2014

Parish	Site Name	Gross Capacity	Past losses	Expected losses	Not Started	Under Construction	Total Complete	Net Commitment
Rodborough	Land at Dudbridge Hill	39	0	0	39	0	0	39
Wotton Under Edge	Land Off Fountain Crescent	14	2	0	14	0	0	14
<b>TOTAL</b>		<b>53</b>	<b>2</b>	<b>0</b>	<b>53</b>	<b>0</b>	<b>0</b>	<b>53</b>

### Appendix 3

#### Non-allocated large sites under construction - 1<sup>st</sup> April 2014

Parish	Site Name	Gross Capacity	Past losses	Expected losses	Not Started	Under Construction	Total Complete	Net Commitment
Bisley with Lypiatt	Land at Windyridge Bisley Stroud	26	0	0	2	0	24	2
Hardwicke	Sellars Farm, Sellars Road	176	0	0	79	56	41	135
Minchinhampton	Land Off Cirencester Road The Tynings And Old Common	66	40	0	57	9	0	66
Minchinhampton	Land To The East Of Glebe Farm Tobacconist Road	20	0	0	0	20	0	20
Nailsworth	Locks Mill Brewery Lane	20	0	1	8	0	11	8
Rodborough	Police Station Dudbridge Hill Stroud.	13	2	0	0	13	0	13
Stonehouse	Fox's Field Land North of Ebley Road Ebley Stonehouse.	105	0	0	2	22	81	24
Stroud	Timms Garage, Cainscross Road	32	0	0	0	32	0	32
Woodchester	Hillgrove House Bath Road Woodchester	10	6	0	1	0	9	1
Wotton under edge	Land at Mitre Pitch	10	1	0	0	10	0	10
<b>TOTAL</b>		<b>478</b>	<b>49</b>	<b>1</b>	<b>149</b>	<b>162</b>	<b>166</b>	<b>311</b>



**Appendix 4**  
**Non-allocated large sites with planning permission not yet started**  
**– 1<sup>st</sup> April 2014**

Parish	Site Name	Gross Capacity	Past losses	Expected losses	Not Started	Under Construction	Total Complete	Net Commitment
Alkington	Newport Towers Newport, Berkeley	39	0	0	39	0	0	39
Cam	Land at Elstub Lane, Cam	19	0	0	19	0	0	19
Cam	Land at Box Road Cam	71	0	0	71	0	0	71
Eastington	Millend Mill Millend Lane	14	0	0	14	0	0	14
Eastington	Land off Swallowcroft	30	0	0	30	0	0	30
Ham and Stone	Berkeley Vale Hotel Stone Berkeley	16	0	0	16	0	0	16
Kings Stanley	Stanley Mills Ryeford Kings Stanley	146	0	0	146	0	0	146
Minchinhampton	Dark Mills Toadsmoor Lane Brimscombe	36	0	0	36	0	0	36
Nailsworth	Egypt Mill Hotel	12	0	0	12	0	0	12
Randwick	Land adj Sunny Ridge Townsend Randwick	13	0	0	13	0	0	13
Rodborough	Rodborough Court, Walkley Hill	10	0	0	10	0	0	10
Rodborough	Fromehall Park Dudbridge Hill	120	0	0	120	0	0	120
Slimbridge	Land at Northfield Dursley Road Cambridge	24	0	0	24	0	0	24
Stonehouse	Land To The Rear Of 38 - 40 High Street	11	0	0	11	0	0	11
Stonehouse	Land at Station Road Bristol Road	49	0	0	49	0	0	49
Stroud	Target Close	14	0	8	14	0	0	6
Stroud	Old Reservoir, Bisley Old Road	38	0	0	38	0	0	38
Stroud	106 Stratford Road Stroud	10	0	0	10	0	0	10
Stroud	Abercairn Belle Vue Road Stroud	14	0	0	14	0	0	14
Stroud	Thompson First Ltd Butterow Hill Bowbridge	24	0	0	24	0	0	24
Thrupp	Lewiston Mill Toadsmoor Road Brimscombe	41	0	0	41	0	0	41
Wotton under Edge	Former Industrial Site, Potters Pond	46	0	0	46	0	0	46
<b>TOTAL</b>		<b>797</b>	<b>0</b>	<b>8</b>	<b>797</b>	<b>0</b>	<b>0</b>	<b>789</b>

## Appendix 5

### Outstanding Planning Permissions - Small Sites by Parish as at 1<sup>st</sup> April 2014

Parish	Commitments
Alderley	0
Alkington	7
Arlingham	11
Berkeley	7
Bisley with Lypiatt	11
Brookthorpe with Whaddon	3
Cainscross	24
Cam	36
Chalford	11
Coaley	5
Cranham	1
Dursley	34
Eastington	6
Elmore	0
Frampton on Severn	2
Fretherne with Saul	2
Frocester	0
Ham and Stone	11
Hamfallow	4
Hardwicke	9
Harescombe	0
Haresfield	4
Hillesley and Tresham	1
Hinton	1
Horsley	17
Kings Stanley	11

Parish	Commitments
Kingswood	5
Leonard Stanley	7
Longney	0
Minchinhampton	9
Miserden	1
Moreton Valence	2
Nailsworth	44
North Nibley	1
Nympsfield	2
Owlpen	0
Painswick	10
Pitchcombe	1
Randwick	4
Rodborough	9
Slimbridge	9
Standish	0
Stinchcombe	1
Stonehouse	26
Stroud	77
Brimscombe and Thrupp	13
Uley	7
Upton St Leonards	3
Whiteshill and Ruscombe	5
Whitminster	4
Woodchester	12
Wotton under Edge	26
<b>Total</b>	<b>496</b>

## Appendix 6

### Sites subject to a Section 106 agreement - 1<sup>st</sup> April 2014

Parish	Site Name	Current Total Capacity
Hardwicke	Mayo's Land Bristol Road, Hardwicke	55
Stroud	86 – 90 Cainscross Road, Stroud.	14
		<b>69</b>

## Appendix 7

### Allocated sites without planning permission - 1<sup>st</sup> April 2014

Parish	Site Name	Allocated capacity
Rodborough	Land north of Dudbridge Hill, Rodborough	41*
Stroud	Bisley Old Road allotments, Stroud	45
Stroud	Former Stroud Valley School, Ryleaze Road	15
Thrupp	Land between Hope Mill Lane & London Rd	30
		<b>131</b>

\*Original allocation was for 80 dwellings. In 2013 permission was granted for 39 dwellings. Remaining part of allocation is now 41 dwellings.

## Appendix 7a

### Draft allocated sites without planning permission - 1<sup>st</sup> April 2014

Parish	Site Name	Allocated capacity
Cam	North East Cam	450
Hardwicke/Haresfield	Hunts Grove Extension	500
Hinton	Sharpness Docks	300
Various	Stroud Valleys	300
Various	Council Housing (non site specific allowance)	150
		<b>1700</b>

## Appendix 8

### Historic small sites windfall delivery

Year	Windfall delivery (excluding residential gardens)
2005/2006	112
2006/2007	70
2007/2008	40
2008/2009	102
2009/2010	75
2010/2011	104
2011/2012	78
Average	83

