

Shropshire Council

Five Year Housing Land Supply Statement

Data to: 31st March 2023

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1. Executive Summary

Introduction

- 1.1. The National Planning Policy Framework (NPPF) specifies that Local Planning Authorities are required to identify and annually review their housing land supply, unless their adopted Development Plan is less than five years and was found to have a five year supply of specific, deliverable sites at the time its examination concluded.¹ The adopted Development Plan for Shropshire is more than five years old, as such Shropshire Council is required to identify and annually review their housing land supply.
- 1.2. Generally, the purpose of an assessment of housing land supply is to determine if there are sufficient deliverable sites within a Local Authority Area to allow for the provision of five years' worth of housing. However, the NPPF indicates that in specific circumstances *"for decision-making purposes only, certain local planning authorities will only be required to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of four years' worth of housing...against the housing requirement set out in adopted strategic policies, or against local housing need where the strategic policies are more than five years old."*²
- 1.3. These specific circumstances include where a draft Development Plan Document was submitted for examination at the date of publication of the revised NPPF (in December 2023). As the draft Shropshire Local Plan was submitted for examination on the 3rd September 2021, these specific circumstances apply in Shropshire.
- 1.4. The purpose of this document is to summarise the assessment of whether there are sufficient deliverable sites in Shropshire to allow for provision of four years' worth of housing. For robustness, this assessment is undertaken in the context of both the housing requirement within the adopted Development Plan and local housing need.
- 1.5. The National Planning Practice Guidance (NPPG) on Housing Supply and Delivery addresses the process for calculating housing land supply. It explains *"both the 5 year housing land supply and the 4 year housing land supply that authorities should demonstrate for decision making should consist of deliverable housing sites demonstrated against the authority's five year housing land supply requirement..."*³
- 1.6. Therefore, this assessment considers whether there are sufficient deliverable sites in Shropshire to allow for provision of four years' worth of housing over the five year period from 2023/24 to 2027/28.

¹ DLUHC, (2023), NPPF – Paragraphs 76 and 77

² DLUHC, (2023), NPPF – Paragraph 226

³ DLUHC, (2024), NPPG: Housing Supply and Delivery (ID68), Paragraph 55

- 1.7. The assessment has been undertaken using a cautious and robust methodology, which is generally consistent with national policy and guidance. In conclusion it demonstrates sufficient deliverable dwellings for **5.91 years supply of deliverable housing land against the housing requirement within the adopted Development Plan and 7.63 years supply of deliverable housing land against local housing need** calculated using Governments standard methodology (2023 base date).

Housing Land Requirement

- 1.8. The adopted Development Plan for Shropshire consists of the Core Strategy (2011); Site Allocations and Management of Development (SAMDev) Plan (2015); and the 'made' formal Neighbourhood Plans.
- 1.9. The strategic policies in the adopted Core Strategy (2011) identify an ambitious housing requirement for Shropshire of 27,500 dwellings between 2006 and 2026. The SAMDev Plan (2015) seeks to deliver the housing requirement identified within the Core Strategy (2011).
- 1.10. The Core Strategy (2011) and SAMDev Plan (2015) identify mechanisms for the release of sites, which support maintenance of a robust housing land supply over the plan period. This includes a trajectory for the phased release of housing land across the plan period. Shropshire Council considers this trajectory is the most appropriate mechanism for identifying the annual housing land requirement. This approach was endorsed by the SAMDev Plan Inspector.
- 1.11. To inform an ongoing Local Plan Review, Shropshire Council has completed a local housing need assessment for Shropshire (2020 base date). This assessment applies Governments standard methodology for calculating local housing need. A report summarising this assessment is available on the Council's website at:
<https://shropshire.gov.uk/media/20572/local-housing-need-assessment-2020-ev069.pdf>
- 1.12. Shropshire Council has also reviewed local housing need using a 2023 base date, aligning with the base date for this assessment of housing land supply. Notably, the resultant annual level of housing need is somewhat less than that within the 2020 base date assessment (1,085 dwellings per annum compared with 1,177 dwellings per annum).
- 1.13. Although not produced for this purpose, the Shropshire Council local housing need assessments (2020 and 2023 base dates) provide endorsement of the housing requirement within the adopted Development Plan, in that the annual local housing need identified within both assessments is less than and as such would be met by achieving the annual housing requirement within the adopted Development Plan.

- 1.14. On the basis of this evidence, it is considered appropriate to assess housing land supply in Shropshire against the housing requirement in the adopted Development Plan, until the end of its plan period. For the remaining years of the assessment, housing land supply in Shropshire will be assessed against local housing need calculated using Governments standard methodology, 2023 base date to align with the base date for this assessment of housing land supply.
- 1.15. However, to demonstrate robustness of methodology, housing land supply will also be calculated against only local housing need, calculated using Governments standard methodology, 2023 base date to align with the base date for this assessment of housing land supply.

Housing Land Supply

- 1.16. Shropshire Council has undertaken a cautious and robust assessment of the housing land supply in Shropshire. Only the dwellings on a deliverable site that are themselves considered deliverable within the relevant five year period are included within the five year housing land supply.
- 1.17. In determining whether dwellings on a site are deliverable, Shropshire Council has applied the definition of deliverable provided within the NPPF: *"sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years..."*.⁴
- 1.18. The methodology utilised for this assessment is documented within the main report of this statement. In summary, this assessment concludes that deliverable dwellings in Shropshire are located on:
- a. Sites with extant Planning Permission: 31st March 2023.
 - b. Sites with extant Prior Approval: 31st March 2023.
 - c. Selected sites with 'resolution to grant' Planning Permission: 31st March 2023 which are likely to be deliverable within five years.
 - d. Selected site allocations in the adopted Development Plan likely to be deliverable in five years.
 - e. Selected sites proposed for allocation for development within the draft Shropshire Development Plan likely to be deliverable within five years.
 - f. Selected sites from the Strategic Land Availability Assessment (SLAA) likely to be deliverable within five years.
 - g. Selected affordable housing sites including Homes England (HE) funded sites which are likely to be deliverable within five years.
 - h. Windfall sites.

⁴ DLUHC, (2023), NPPF – Annex 2: Glossary

1.19. Furthermore, a very cautious assumption that 10% of deliverable dwellings on sites with Planning Permission; Prior Approval; 'resolution to grant' Planning Permission; allocations within the adopted Development Plan; proposed for allocation within the draft Shropshire Local Plan; SLAA Sites; and emerging affordable housing sites will not be delivered in each five year period has been applied.

Calculation: Housing Requirement and Housing Land Supply

1.20. The housing requirement in the adopted Development Plan is 27,500 dwellings over the period from 2006 to 2026. The adopted Development Plan outlines a phasing strategy to support the achievement of this housing requirement. **During the period from 2023/24 - 2025/26 addressed within this assessment, this phasing strategy indicates an annual housing requirement of 1,530.**

1.21. The remainder of the assessment period from 2026/27 - 2027/28 is beyond the plan period within the adopted Development Plan. As such, local housing need is utilised to assess housing land supply over this period. The annual local housing need calculated within the local housing need assessment (2023 base date to align with the base date for this assessment of housing land supply) is **1,085 dwellings**.

1.22. To demonstrate robustness of methodology, housing land supply has also been calculated against only local housing need, calculated using Governments standard methodology (2023 base date to align with the base date for this assessment of housing land supply). The annual local housing need calculated within this local housing need assessment is **1,085 dwellings**.

1.23. National guidance⁵ specifies that when calculating a five year housing land requirement, there is also a need to consider any past under-delivery over the relevant plan period. The general expectation is that any past under-delivery in this period would be addressed within the next five year period, unless there is specific justification for an alternative approach.

1.24. Based on the phased annual housing requirement within the adopted Development Plan, past under-delivery between 2006/07 and 2022/23 **totals some 247 dwellings**. This assessment expects this past under-delivery to be addressed within the next five year period.

1.25. Based on the local housing need, calculated using Governments standard methodology (2023 base date to align with the base date for this assessment of housing land supply), **no past under-delivery has arisen**.

⁵ DLUHC, (2024), NPPG, Housing Supply and Delivery (ID68), Paragraph 031

- 1.26. National guidance⁶ also specifies that in certain circumstances a 20% buffer should be applied to the five year housing land requirement (including, where relevant, any past under-delivery). This is where "delivery of housing taken as a whole over the previous 3 years has fallen below 85% of the housing requirement figure, as set out in the last published Housing Delivery Test results". **A buffer is not required in any other circumstances.**
- 1.27. Latest Housing Delivery Test results⁷ indicate that in Shropshire delivery has exceeded the requirement. As such, **no buffer is required** of the five year housing land requirement in Shropshire (either in the context of the housing requirement in the adopted Development Plan or local housing need).
- 1.28. Table 1 provides a summary of the calculation of the proposed five year housing land requirement:

Table 1: Summary of Five Year Housing Requirement

Category		Housing Requirement*	Local Housing Need (2023)
(A) 5 Year Requirement:	2023/24	1,530	1,085
	2024/25	1,530	1,085
	2025/26	1,530	1,085
	2026/27	1,085	1,085
	2027/28	1,085	1,085
	Total	6,760	5,425
(B) Under-Delivery (from earlier in plan period):		247	0
(C) Buffer**:		0	0
(D) Total Requirement (A) + (B) + (C):		7,007	5,425

*Calculated using the housing requirement in the adopted Development Plan for years 2023/24 to 2025/26 and Local Housing Need (2023 base date to align with the base date for this assessment) for years 2026/27 to 2027/28.

**20% where total housing completions over the previous 3 years fall below 85% of the previous 3 years housing requirement figure, as set out in the last published Housing Delivery Test results. A buffer is not required in any other circumstances.

⁶ DLUHC, (2024), NPPG, Housing Supply and Delivery (ID68), Paragraph 022

⁷ DLUHC, (2023), Housing Delivery Test, <https://gov.uk/government/collections/housing-delivery-test>

1.29. Table 2 provides a summary of the housing land supply in Shropshire considered deliverable within the next five years, as at the 1st April 2023:

Table 2: Summary of deliverable housing land supply (as at 1st April 2023)

Category	Net Dwellings
(A) Dwellings on sites with Planning Permission*	5,958
(B) Dwellings on sites with Prior Approval*	72
(C) Dwellings on selected sites with a 'resolution to grant'* Planning Permission	10
(D) Dwellings on allocated sites estimated to be completed within 5 years*	1,274
(E) Dwellings on selected proposed allocated sites estimated to be completed within 5 Years*	0
(F) Dwellings on SLAA Sites deliverable within 5 years*	124
(G) Dwellings on emerging affordable housing sites deliverable within 5 years *	247
(H) Dwellings on windfall sites**	598
Total: (A) + (B) + (C) + (D) + (E) + (F) + (G) + H	8,283

*A very cautious assumption that 10% of deliverable dwellings on sites with Planning Permission; Prior Approval; 'resolution to grant' Planning Permission; allocation within the adopted Development Plan; proposed allocation within the draft Shropshire Local Plan; identified within the SLAA; and identified as an Emerging Affordable Housing Site will not be delivered in the five year period has been applied to figures in this table.

**Based on historic delivery rates and expected future trends.

Conclusion: Housing Requirement and Housing Land Supply

1.30. Table 3 brings together the five year housing land requirement and the results of the assessment of the housing land supply considered deliverable within the next five years in Shropshire.

1.31. This assessment of the housing land requirement and housing land supply has been undertaken with a methodology generally consistent with that endorsed by the SAMDev Plan Inspector within her Report, whilst also reflecting subsequent changes to national policy and guidance.

1.32. This table confirms that Shropshire Council is able to demonstrate a four year housing land supply as at the 1st April 2023.

Table 3: Comparison: Five Year Housing Requirement and Housing Land Supply

Category	Core Strategy Requirement	Local Housing Need (2023)
Total Requirement:	7,007	5,425
Total Supply:	8,283	8,283
Over / Under Provision:	+1,276	+2,858
Number of Years Supply:	5.91	7.63

- 1.33. Identifying land sufficient for the delivery of enough housing to meet the housing requirement for the area is one of the key responsibilities of a Local Planning Authority.
- 1.34. Shropshire Council is in a position where it is able to demonstrate sufficient deliverable sites for **5.91 years supply of deliverable housing land against the housing requirement within the adopted Core Strategy (2011) and 7.63 years supply of deliverable housing land against the local housing need identified using Governments standard methodology (2023 base date to align with the base date for this assessment of housing land supply)**.
- 1.35. The focus must therefore be on delivery of sustainable housing, which is ultimately a market function undertaken by the development industry.
- 1.36. Please Note: The sites which make up the various components of the five year housing land supply as at the 31st March 2023 are included within Appendices A-I of the Shropshire Council: Five Year Housing Land Supply Statement (2023).