



Shropshire Five Year Housing Land Supply Statement

Data to 31st March 2014
Amended Version 12th August 2014

Contents

	<i>Page no.</i>
1.0 Executive Summary	1
2.0 Housing Land Requirements	2
3.0 Approach to Supply	4
4.0 Housing Land Supply for Shropshire	10
5.0 Shrewsbury Housing Supply	11
Schedules	14
Schedule A: Dwellings on sites with Planning Permission at 31 st March 2014	
Schedule B: Sites Originally Allocated in an Adopted Local Plan	
Schedule C: Resolution to Grant Sites at 31 st March 2014	
Schedule D: Residential Care Homes	
Schedule E: Sustainable Urban Extension Sites	
Schedule F: SHLAA sites	
Schedule G: Selected SAMDev Site Allocations likely to be delivered within 5 years	
Schedule H: Emerging Affordable Housing Sites	

1.0 Executive Summary

- 1.1 This statement sets out Shropshire Council's assessment of the housing land supply position in **Shropshire** as at 31st March 2014. A separate publication is also available regarding Gypsy and Traveller accommodation requirements (1). These housing requirements are not covered in this report. The five years covered by this current five year housing supply report extend to 31th March 2019, namely the years between 2014/15 and 2018/19. The statement will be updated at least annually as further information becomes available regarding timescales for the deliverability of housing sites.
- 1.2 Shropshire currently has 5.47 years' supply of deliverable housing land as shown below.

Five Year Supply of Housing Land for Shropshire at 31st March 2014

A	Total Deliverable Housing Land Supply - see table 3	11318
B	Five Year Housing Requirement (2014-2019) - see table 2	10,339
C	Surplus/Deficit in requirement (A – B)	+979
D	Number of Years' Supply	5.47 years

- 1.3 As the Core Strategy specifies a figure for the town of Shrewsbury, the supply position for **Shrewsbury** is detailed in section 5. Shrewsbury currently has 5.74 years' supply of deliverable housing land as shown below.

5 Year Supply of Housing Land for Shrewsbury at 31st March 2014

A	Total Deliverable Housing Land Supply - see table 6	2,969
B	Five Year Housing Requirement (2014-2019) - see table 7	2,586
C	Surplus/Deficit in requirement (A - B)	+383
D	Number of Years' Supply	5.74 years

Note 1: Shropshire Gypsy and Traveller Accommodation Assessment for Shropshire Council (Final Report July 2014)

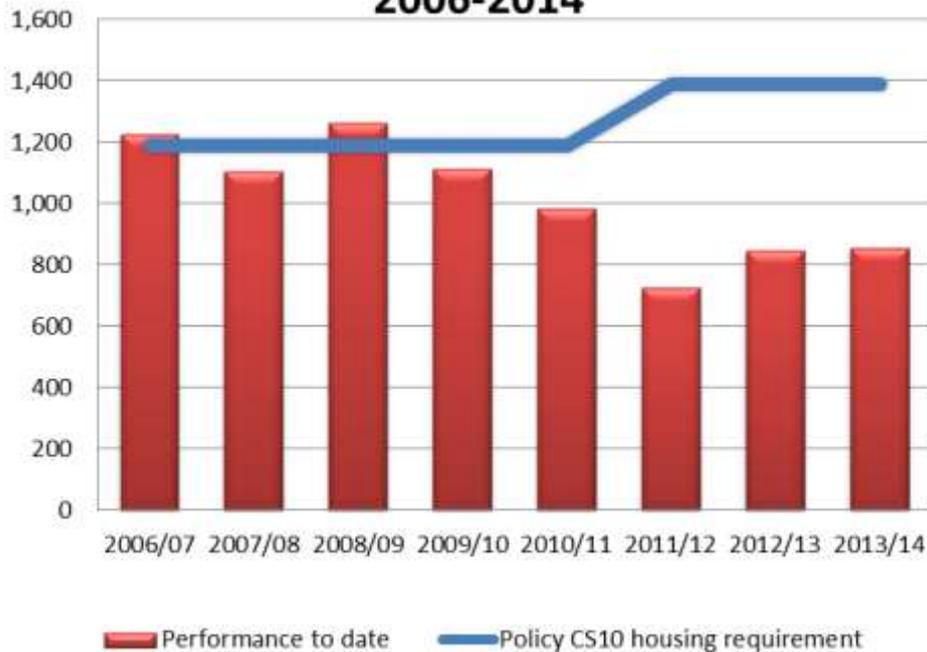
2.0 Housing Land Requirements

- 2.1 The Shropshire Core Strategy, adopted March 2011, set the context for the five year housing land supply position. The housing target for Shropshire as set out in Policy CS1 is 27,500 dwellings which are to be provided over the period 2006 to 2026.
- 2.2 Policy CS10 of the Core Strategy sets out the mechanism for the release of sites so that a five year supply of housing land will be maintained over the plan period. This includes phasing measures based on the expected housing trajectory and reflecting timing constraints due to the need for infrastructure to be put in place.
- 2.3 The NPPF published in March 2012 requires that Local Authorities provide five years' supply of housing with an additional buffer of 5% moved forward from later in the plan period to ensure choice and competition in the market for land, or 20% where there has been a persistent record of under delivery. The phasing time bands set out under Policy CS10 have been used to measure past delivery performance, see Table 1 below.

Table 1: Shropshire Housing Completions, 2006/07 to 2013/14

	Shropshire			
	Net Completions	Core Strategy Policy CS10: Phasing Time Bands	Over provision/ shortfall	Cumulative provision/ Shortfall 2006 to date
2006//07	1228	1190	+38	38
2007/08	1106	1190	-84	-46
2008/09	1265	1190	+75	29
2009/10	1112	1190	-78	-49
2010/11	984	1190	-206	-255
2011/12	724	1390	-666	-921
2012/13	847	1390	-543	-1464
2013/14	855	1390	-535	-1999

Shropshire Housing Completions 2006-2014



- 2.4 In six of the eight years of the plan period so far (2006-2014), Shropshire’s completions have been below the Core Strategy target figure and therefore an additional buffer of 20% is to be added to the requirement in accordance with the NPPF.
- 2.5 Over the next five years (2014-2019) Policy CS10 shows a requirement for 1,390 dwellings to be provided per annum giving a total of 6,950 dwellings, as shown in Table 2 below. To this is added the 20% buffer (equivalent to a sixth year of supply) as required by the NPPF. Having regard to the ‘Sedgefield’ approach, there is also a need to provide for the delivery shortfall of 1,999 dwellings from the start of the Core Strategy plan period (2006) in the five year period. The total housing requirement for the next five year period is therefore 10,339 dwellings.

Table 2: Calculation of the Five Year Requirement for Shropshire

Five Year Housing Supply Target for Shropshire 2014-2019		Net Dwellings
A	Housing Requirement 2013-2018	6,950
B	Plus 20% buffer	1,390
C	Delivery Shortfall 2006-2013	1,999
D	Requirement including shortfall	10,339

Note: If additional national guidance is provided on the methodology, these figures will be amended as required.

3.0 Approach to Supply

NPPF definition of a 'deliverable' site

3.1 For a site to be considered deliverable the NPPF requires that the site 'should be available now, with a realistic prospect that housing will be delivered on the site within 5 years and in particular that the site is viable' (NPPF Footnote 11).

3.2 For the purposes of this statement a deliverable site includes:

A - Dwellings on sites with Planning Permission at 31st March 2014.

B – Selected sites where there is a Resolution to Grant planning permission.

C – Selected Residential Care Homes.

D – Sites on adopted Sustainable Urban Extensions (SUEs) estimated to be delivered within 5 years.

E – SHLAA sites deliverable within 5 years.

F – Selected SAMDev Site Allocations likely to be delivered within 5 years.

G – Emerging affordable housing Sites.

H – Windfall sites.

The previous 5 year statement included sites which were allocated in a previous Local Plan. These sites have now been reclassified as variously: planning permissions, resolution to grant sites and accepted SHLAA sites. These sites are detailed in Schedule B.

Build rate assumptions

3.3 The build rate assumptions for Shropshire are as follows:

North Shropshire	25 dwellings/year
Central Shropshire	38 dwellings/year
South Shropshire	36 dwellings/year

3.4 These figures are based on monitoring of development and feedback from the Shropshire Developer Panel that build rates in Shropshire are around 30-40 units/year. Further feedback from the Panel has also indicated on large sites (benchmark estimate of 250 dwellings plus) that the build-out rate could be multiplied by 1.5 to take into consideration that two or more developers may be constructing housing units at the same time. It is the experience of many local developers that, "the right site sells well" in Shropshire. It is considered that these build rates represent a fair and reasonable reflection of the local market.

A. Sites with Planning Permission

- 3.5 Paragraph 47 (footnote 11) of the NPPF specifically states, 'Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.' It is recognised that a small proportion of sites with permission will not be implemented. With this consideration in mind the sites listed in Schedule A have been subject to a percentage discount in line with standard industry practice (10%).
- 3.6 In the vast majority of cases where construction has commenced, it is expected that sites will be delivered within the five year timescale. An annual appraisal is undertaken to assess whether sites are deliverable within the five year time period. In some cases, where development of sites is expected to take more than five years to complete, only part of the site is included within the five year supply pool. Account is also taken of dwellings recorded as completed at the base date and residential units that are lost through any development scheme to produce a net figure.

B. Resolution to Grant – Selected Sites

- 3.7 In some cases the Council has resolved to grant permission for a site subject to the signing of a legal agreement. A selected number of these sites have been included in the housing supply on the basis that the sites are:
- Existing Local Plan sites or proposed SAMDev Plan sites;
 - A brownfield site within an existing development boundary;
 - An affordable housing or rural worker / agricultural worker dwelling;
 - Barn conversions;
 - Or subject to a S.106 agreement which has subsequently been signed or are in the process of being signed (post the data cut-off point of 31st March 2014 for this report).

In the calculations it is also recognised that not all 'resolution to grant' sites will eventually have a successfully signed legal agreement. In recognition of this consideration a 10 per cent reduction is applied to sites which have not been subject to a detailed case by case review. The resolution to grant sites are listed in Schedule C.

C. Residential Care Homes

- 3.8 The new National Planning Practice Guidance (NPPG) sets out how local planning authorities should deal with housing for older people and student housing. Notably the NPPG states that 'Local planning authorities should count housing provided for older people, including

residential institutions in Use Class C2, against their housing requirement'. The Council has assumed a 0.67 multiplier against bedroom spaces to calculate the 'dwelling' equivalent. This assumes two thirds of residential care home residents in beds would require a dwelling if not resident of the home. A cautious approach has been taken to calculating net dwelling numbers, which also recognises that residential homes have also been lost or converted to dwellings with a potential net loss in 'dwellings' in some areas. Information on residential care homes is detailed in Schedule D.

D. Sustainable Urban Extensions (SUEs)

- 3.9 Sustainable Urban Extensions are identified in Shrewsbury and Oswestry in the Shropshire Core Strategy policies CS2 and CS3 respectively. Development has commenced on Shrewsbury South SUE, there is a current application for Phase 1 of Shrewsbury West SUE, and there are on-going discussions with landowners/agents in relation to progressing the Oswestry Eastern Gateway SUE. The latest information has been drawn upon to assess the number of dwellings on each of the SUEs which are expected to be delivered within the five year period up to March 2019 (Schedule E).

E. Selected Strategic Housing Land Availability Assessment (SHLAA) sites

- 3.10 Windfall development on unallocated sites within the development boundary forms a significant proportion of all development that takes place in Shropshire, amounting to between 65% and 80% of all development that has taken place over the first five years of the Core Strategy plan period¹. The SHLAA identifies a large number of such sites as suitable for development. It is therefore considered reasonable to include, within the five year supply pool, those sites identified in the SHLAA which have been assessed as being expected to be developed within five years.
- 3.11 A full site by site review has been undertaken of SHLAA sites as part of this five year statement and only those which are believed to be deliverable within 2014-19 have been included in this statement. This review has included readjusted build out rates taking into consideration feedback from developers / agents and members of the Council's Developer's Panel.
- 3.12 The SHLAA database has been updated every year, as an active database to which new sites are continually added. Schedule F includes those SHLAA sites from the current active SHLAA database that are considered highly likely to be delivered within the next five years. Many SHLAA sites that were identified in the 2009 SHLAA report have since obtained planning permission or been completed, and are consequently

¹ Development Trends Report, Shropshire Council - 2011

no longer included. A new SHLAA report has been published to accompany the SAMDev Final Plan. It should be stressed, of course, that inclusion of a SHLAA site in the Five Years Supply is without prejudice to the determination of any planning application for that site.

F. Site Allocations & Management of Development (SAMDev) sites

- 3.13 Unlike many other local authorities, Shropshire has an up-to-date Core Strategy (adopted March 2011). The Council considers that the Core Strategy housing target of 27,500 new homes over the 20 years 2006-2026 allows for the full objectively assessed housing need to be met. Although the West Midlands Regional Spatial Strategy has been revoked, it is noted that the target exceeds the housing requirement that was proposed in the Regional Spatial Strategy Phase 2 Revision of 25,700 homes and accords with the Panel Report (September 2009) which recommended an increase for Shropshire to 27,500 for the period 2006-2026.
- 3.14 The Shropshire Core Strategy positively plans for this new housing, with a high level policy and indicative housing requirements for each of Shropshire's 18 market towns (policies CS2 and CS3) and a positive approach to development in rural villages (policy CS4). The Core Strategy and accompanying LDF Implementation Plan with its 18 Place Plan appendices puts a strong emphasis on localism and on fully engaging with local communities in planning for delivery.
- 3.15 Shropshire Council was at the forefront of producing the Marches Local Enterprise Partnership's (LEP) High Level Planning and Housing Statement "Poised for Growth"². As this document makes clear, Shropshire Council is proactively committed to housing delivery, and is working with the development industry and local communities to ensure that obstacles to development are removed.
- 3.16 The Shropshire Site Allocations and Management of Development (SAMDev) Plan complements the Core Strategy by identifying the sites that will meet the agreed Core Strategy vision and housing requirements. Work commenced on the SAMDev Plan in 2009, with an Issues & Options consultation April – June 2010. Preferred Options for the SAMDev Plan were published in March 2012, with consultation until July 2012. Revised Preferred Options for the SAMDev Plan were published for consultation July – August 2013. The Pre-Submission Draft Plan was then published in March 2014 for final representations. Following a review of representations received, this document was submitted to the Secretary of State for independent examination on 1st August 2014. The SAMDev Plan is therefore at a very advanced stage, and has undergone various stages of public consultation, and most

² <http://www.shropshire.gov.uk/marcheslepplanninghousingstatement/index.html>

importantly exists in the context of a recently adopted Core Strategy and a positive approach towards delivery by the Council.

3.17 Some sites which are within the Submission SAMDev Plan are included in the Five Year Supply depending on the degree to which they meet the criteria given in paragraph 216 of the NPPF:

“decision-takers may also give weight to relevant policies in emerging plans according to:

- *The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);*
- *The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
- *The degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).*

3.18 The former Planning Minister, Nick Boles, confirmed that emerging plans may be afforded some weight (Hansard 17th July, 2013), stating that, ‘We will make it clear that once a plan has reached the point that, first, it has become specific and, secondly, it has gone through a fairly substantial level of public consultation, it will become something of real materiality – to use the lawyers’ phrase – as a consideration in decision making.’ It is Shropshire Council’s view that the SAMDev Plan has reached this point, being settlement and site specific, having undergone very substantial public consultation and having been submitted to the Secretary of State for examination.

3.19 In assessing selected SAMDev sites, particular consideration has been given to:

- the types of objections received and whether they relate to material planning considerations or not;
- whether planning issues raised in objections can be shown to be satisfactorily addressed;
- the degree of support of the relevant Town or Parish Council for the site;
- the sustainability of the site measured against the NPPF;
- whether there are any unresolved issues or significant constraints relating to site delivery, such as infrastructure, access, landownership, etc.

3.20 The Council has taken a cautious approach to the inclusion of Submission SAMDev Plan sites. Only the numbers of homes that are considered deliverable within five years are counted, which in many cases is less than the sites’ full capacity. Many of the sites listed are under active discussion or at formal pre-application stage / application

stage. It should be stressed, of course, that inclusion of SAMDev sites in the Five Years Supply is without prejudice to the SAMDev Plan process or the determination of any planning application for that site. Annual build out rates for the key SAMDev sites have also been informed by discussions with developers. The list of selected SAMDev sites is detailed in Schedule G.

- 3.21 In conclusion, Shropshire's cautious and carefully considered approach to including some of its emerging site allocations in the Five Year Supply is consistent with the NPPF, National Planning Practice Guidance and former ministerial statements. It is taken in the context of the Council's positive approach to housing delivery, evidenced by its recently adopted Core Strategy containing a very positive approach to sustainable development, the LEP "Poised for Growth" planning and housing statement, and proactive approach to delivery.

G. Emerging Affordable Housing Sites

- 3.22 Shropshire Council's planning policies CS5 and CS11 and accompanying Type and Affordability of Housing Supplementary Planning Document (SPD) support the provision of affordable housing on sites outside settlement development boundaries and in rural hamlets as an exception to normal planning policies. Furthermore, the Council has consistently enabled such exception sites to come forward over the years, with great success, particularly through its flagship "build your own affordable home" scheme. A detailed review of affordable housing sites has been undertaken for this statement, with sites either allocated within existing SHLAA site headings or new emerging affordable housing sites. Schedule H therefore details a supply of specific deliverable affordable housing sites that have a reasonable expectation of delivery within five years and which are not included are existing SHLAA sites.

H. Windfall sites on previously developed land

- 3.23 A modest windfall allowance on dwellings which are likely to come forward on sites of less than five dwellings is also made for years four and five of the five year period (2017/18 and 2018/19), assuming that any windfall for the first three years will already be 'in the system'. This allowance is based upon past trends in small windfall sites only (from 2003/04 to 2013/14) which are designated as: a) former agricultural buildings, b) former employment brownfield land or c) other brownfield land. This analysis reveals an average of 299 dwellings per annum which is then multiplied by two years of supply to total 598 dwellings. Full information on the windfall calculation is available in the SHLAA Update (July 2014).

4 Housing Land Supply for Shropshire

4.1 Table 3 sets out the housing land supply position as at 31st March 2014:

Table 3: Summary of Deliverable Housing Land Supply in Shropshire – 31st March 2014

		Net Dwellings
A	Dwellings on sites with Planning Permission at 31 st March 2014	5286
B	Selected Resolution to Grant Sites	1227
C	Residential Care Homes	205
D	Remaining Sites on adopted sustainable urban extensions (SUEs) estimated to be completed by within 5 years	509
E	SHLAA sites deliverable within 5 years	724
F	Selected SAMDev Site Allocations likely to be delivered within 5 years	2,590
G	Emerging Affordable Housing Sites	179
H	Windfall sites – brownfield and agricultural building conversions only of less than 5 dwellings expected to be delivered in years 4 & 5 only	598
	Total Deliverable Sites at 31st March 2014	11318

4.2 The sites which make up these various components are listed in schedules which are appended to this statement.

Housing Land Supply in Shropshire

4.3 Table 4 brings together the information in Tables 2 and 3, setting out the housing requirement for the 5 year period from April 2014 and the number of net additional dwellings that can be provided on deliverable sites over the next five years. A calculation is then made of the number of years' supply of housing land available in Shropshire. The table illustrates that at April 2014 there is **5.47 years'** supply of deliverable housing land for Shropshire.

Table 4: Five Supply of Housing Land for Shropshire at 31st March 2014

A	Total Deliverable Housing Land Supply - see table 3	11318
B	Five Year Housing Requirement (2014-2019) - see table 2	10,339
C	Surplus/Deficit in requirement (A - B)	+979
D	Number of Years' Supply	5.47 years

5.0 Shrewsbury Housing Supply

- 5.1 Shropshire's housing land supply includes supply of land in the town of Shrewsbury, as the Core Strategy housing target of 27,500 dwellings includes the target for Shrewsbury. However, there is also a specific housing target for Shrewsbury of 6,500 dwellings to be provided between 2006 and 2026. This is set out in Policy CS2 of the Core Strategy.
- 5.2 Policy CS2 states that sites will be identified for phased release in the SAMDev DPD. However, the submitted Plan does not set out phasing for Shrewsbury and, therefore, for the purposes of calculating the 5 years supply, a pro-rata approach has been taken with Shrewsbury's share (6,500 dwellings) of the Core Strategy housing requirement of 27,500 dwellings (23.6%) applied to the Shropshire Policy CS10 phasing figures.
- 5.3 Shrewsbury's housing delivery was always expected to be proportionately higher beyond 2015/16, due to the Core Strategy housing requirement being higher than recent rates of growth in Shrewsbury and the need to bring forward additional greenfield sites, including sustainable urban extensions and sites allocated through the SAMDev Plan, to accommodate this.

Table 5: Shrewsbury Housing Completions 2006/07 to 2013/14

Shrewsbury				
	Net Completions	Housing requirement applying Core Strategy Policy CS10 pro-rata	Over provision/ shortfall	Cumulative provision/ Shortfall 2006 to date
2006-2007	196	281	-85	-85
2007-2008	173	281	-108	-193
2008-2009	254	281	-27	-220
2009-2010	271	281	-10	-230
2010-2011	262	281	-19	-249
2011-2012	181	328	-147	-396
2012-2013	245	328	-83	-479
2013-2014	189	328	-139	-618

- 5.4 Using this pro-rata approach, Shrewsbury has not achieved its share of the CS10 housing release in any of the 8 years of the plan period so far (2006-2014) and therefore a 20% buffer is to be added to the housing requirement to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

- 5.5 Over the next five years (2014-2019) Shrewsbury's share of the CS10 phasing time bands shows a requirement for 328 dwellings per annum giving a total of 1,640 dwellings to be provided. A 20% buffer adds an additional 328 dwellings. There is also a need to provide for the delivery shortfall of 618 dwellings over the eight years of the Core Strategy plan period since 2006, in order that the target can be met, giving a total of 2,586 dwellings to be delivered over the next five years³.

Table 6: Calculation of the Five Year Requirement for Shrewsbury

Five Year Housing Supply Target for Shrewsbury 2014-2019		Net Dwellings
A	Housing Requirement 2013-2018	1,640
B	Plus 20% buffer	328
C	Delivery Shortfall 2006/2013	618
D	Requirement including shortfall	2,586

- 5.6 Table 7 sets out the housing land supply position, as at 31st March 2014, for Shrewsbury.

Table 7: Summary of Deliverable Housing Land Supply in Shrewsbury – 31st March 2014

		Net Dwellings
A	Dwellings on sites with Planning Permission at 31 st March 2014	864
	Selected Resolution to Grant Sites	752
C	Residential Care Homes	100
D	Sites on adopted sustainable urban extensions (SUEs) estimated to be completed within 5 years	433
E	SHLAA sites deliverable within 5 years	314
F	Selected SAMDev Site Allocations likely to be delivered within 5 years	395
G	Emerging Affordable Housing Sites	30
H	Windfall sites on previously developed land (excluding gardens) of less than 5 dwellings expected to be delivered in years 4 & 5 only	81
	Total Deliverable Sites at 31st March 2014	2,969

- 5.7 The sites which make up these various components are included in schedules which are appended to this statement.

Housing Land Supply in Shrewsbury

- 5.8 Table 8 brings together the information in Tables 6 and 7, setting out the housing requirement for the 5 year period from April 2014 and the number of net additional dwellings that can be provided on deliverable sites over the next five years. A calculation is then made of the number

³ Note: If national guidance is provided on the methodology these figures will be amended as required.

of years' supply of housing land available in Shrewsbury. The table illustrates that at April 2014 there is **5.74 years'** supply of deliverable housing land for Shrewsbury.

Table 8: Five Year Supply of Deliverable Housing Land for Shrewsbury at 31st March 2014

A	Total Deliverable Housing Land Supply - see table 6	2,969
B	Five Year Housing Requirement (2013-2018) - see table 7	2,586
C	Surplus/Deficit in requirement (A - B)	+383
D	Number of Years' Supply	5.74 years

THIS PAGE IS INTENTIONALLY BLANK