



Stratford-on-Avon District Core Strategy

2011 to 2031



5.2 Housing Development

Strategic Objectives

- (12) *Previously developed sites in sustainable locations will have been re-used for purposes that are of an appropriate type and scale, while retaining their important natural, historic and other features.*
- (15) *At least an additional 14,600 homes (an average of 730 per annum) will have been built across the District on brownfield and greenfield sites, reflecting the dispersed settlement pattern of the District. Where justified by the available evidence, the District Council will have worked with neighbouring councils to help meet any unmet housing needs arising outside the District. In addition, the needs of gypsies and travellers will have been met through the provision of 41 additional pitches by 2019 and an additional 30 pitches thereafter, a total of 71 pitches by 2031.*
- (16) *A mix of sizes, types and tenures of housing will have been built by a range of developers, housing associations and other providers. To improve the affordability of housing across the District, 35% of dwellings on eligible sites will have been provided as affordable homes.*

Policy CS.16

Housing Development

A. Housing Requirement

Stratford-on-Avon District will meet its objectively assessed housing needs for the period 2011 to 2031. Provision will be made for at least 14,600 additional homes, distributed as follows based on the sustainable locations identified in Policy CS.15:

- Stratford-upon-Avon: approximately 3,500 homes
- Main Rural Centres: approximately 3,800 homes
- New Settlement at Lighthorne Heath: approximately 2,300 homes
- New settlement at Long Marston Airfield: approximately 2,100 homes
- Local Service Villages: approximately 2,000 homes
- Large Rural Brownfield Sites: approximately 1,245 homes
- Other Rural Locations: approximately 750 homes

B. Strategic Allocations

To deliver the housing requirement, the Core Strategy identifies the following strategic allocations for housing and housing-led mixed-use development during the plan period. The detailed provisions for each site allocation are set out in Section 6 Area Strategies.

- 650 homes within the plan period from a total of approximately 1,010 homes on the Canal Quarter Regeneration Zone, Stratford-upon-Avon (SUA.1)
- 65 homes South of Alcester Road, Stratford-upon-Avon (SUA.2)
- 500 homes North of Bishopton Lane, Stratford-upon-Avon (SUA.3)
- 190 homes North of Allimore Lane (southern part), Alcester (ALC.1)
- 160 homes North of Allimore Lane (northern part), Alcester (ALC.2)
- 200 homes West of Banbury Road, Southam (SOU.1)

Section 5 Development Strategy – 5.2 Housing Development

- 165 homes West of Coventry Road, Southam (SOU.2)
- 530 homes South of Daventry Road, Southam (SOU.3)
- 2,300 homes within the plan period from a total of approximately 3,000 homes at Gaydon/Lighthorne Heath New Settlement (GLH)
- 2,100 homes within the plan period from a total of approximately 3,500 homes at Long Marston Airfield New Settlement (LMA)

A further strategic allocation of approximately 2,000 homes is identified for the Local Service Villages. Policy CS.15 identifies four categories of Local Service Village, to which the following housing requirements apply:

- Category 1 - approximately 450 homes in total, of which no more than around 25% should be provided in any individual settlement
- Category 2 - approximately 700 homes in total, of which no more than around 12% should be provided in any individual settlement
- Category 3 - approximately 450 homes in total, of which no more than around 13% should be provided in any individual settlement
- Category 4 - approximately 400 homes in total, of which no more than around 8% should be provided in any individual settlement

Within the Green Belt Local Service Villages, housing development will take place wholly in accordance with the provisions of Policy CS.10.

C. Neighbourhood Planning

The Council is committed to giving local people the opportunity to influence where homes are built in their communities and encourages Parish Councils to prepare Neighbourhood Plans that identify sites to meet or exceed the housing requirements set out above.

D. Phasing and Delivery

The accompanying Housing Trajectory Table shows how the housing requirement will be delivered. The provision of new homes will be monitored at least annually to ensure the trajectory is being met and to assess the housing land supply. The calculation of 5 year housing land supply as set out in the latest Authority Monitoring Report (AMR) will provide the mechanism for managing housing delivery and updating the Housing Trajectory to bring forward additional sites if required.

The Site Allocations Plan will identify Reserve Housing Sites providing flexibility to ensure that the District can meet in full its agreed housing requirement (the share of the housing needs arising in the Coventry and Warwickshire Housing Market Area to 2031) and/or to respond to the need to meet housing need arising outside the Coventry and Warwickshire Housing Market Area (HMA). The location of any reserve sites will take account of the settlement pattern and the overall balance of distribution of development set out in Policy CS.15. Reserve sites will have the capacity to deliver up to 20% of the total housing requirement to 2031.

Reserve sites will be released in the following circumstances:

- To rectify any identified shortfall in housing delivery in order to maintain a 5 year supply of housing land in Stratford-on-Avon District;
- To contribute to meeting any identified additional need for housing in relation to a net growth in jobs at Jaguar Land Rover arising from development of the employment allocation at Gaydon Lighthorne Heath;

Section 5 Development Strategy – 5.2 Housing Development

- To contribute to meeting within the District any identified shortfall in housing across the Coventry and Warwickshire HMA as demonstrated through the agreed outcomes of ongoing joint working between the Coventry and Warwickshire local planning authorities;
- To contribute to meeting any housing needs arising outside the Coventry and Warwickshire HMA that it is accepted through co-operation between the relevant councils as needing to be met within the HMA and most appropriately being met within the District.

In accordance with Policy CS.17, the Council will bring forward a review of the Core Strategy if it is evident that the required scale of additional housing site provision is beyond that which can properly be addressed within the context of the Site Allocations Plan process.

Explanation

- 5.2.1 Stratford-on-Avon District Council is required to boost significantly the supply of housing. The housing requirement of 14,600 for the 20 year period 2011 to 2031 is derived from an objective assessment of housing needs based on up-to-date technical evidence as required by the National Planning Policy Framework (NPPF). The OAN for the District is 14,600 homes (or 730 homes per annum).
- 5.2.2 The starting point for objectively assessing housing need is to use trend-based demographic forecasts that make assumptions about likely household formation rates, rates of fertility and mortality, and levels of in-migration into the District from other parts of the UK. These projections then need to be tailored to local circumstances, taking account of employment forecasts, housing market signals and indicators of housing affordability.
- 5.2.3 In Stratford-on-Avon District, of the 14,600 new homes required, only some 2,258 are needed to house the increase expected from the existing population: the vast majority of new homes being to house in-migrants to the District. Based on the latest demographic assumptions as set out in the 2012 Sub-National Population Projections, the housing required to meet identified need is 9,236 (462 homes per annum), rising to 11,534 (577 homes per annum) to take account of migration rates over a 10 year period. However, once adjusted to take into account the factors outlined above, the calculation of OAN rises by 153 homes per annum to 14,600. This is the level of development required to balance the number of homes with the expected number of jobs in the District to 2031, whilst maintaining the 2011 commuting ratio of 0.96:1.
- 5.2.4 The housing requirement to be planned for in the Core Strategy is based on three different annual rates of delivery: 566 homes per annum in Phase 1 of the plan period, 894 homes per annum in Phase 2 and 730 homes per annum in Phases 3 and 4. This 'step-change' in delivery is considered appropriate firstly because of the fact that the Core Strategy period is at the end of Phase 1 and it would be perverse to retrospectively apply a significantly higher housing target to past years, and secondly because the Council recognises the importance of meeting the OAN and acknowledges the need to plan on the basis of an identified element of contingency or 'headroom' (see below).

Report to Stratford-on-Avon District Council

by Pete Drew BSc (Hons), Dip TP (Dist) MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 20 June 2016

PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

REPORT ON THE EXAMINATION INTO THE STRATFORD-ON-AVON

CORE STRATEGY

Document submitted for examination on 30 September 2014

Hearings held between 6 and 29 January 2015 and 12 and 21 January 2016

Accompanied site inspections made on 2 and 3 February 2015 and 21 January 2016

File Ref: J3720/429/2

this should contain the caveat: "at least". This aligns it with the terminology of Policy CS.16 whilst also not excluding the higher figure in the report.

67. Policy CS.16D also commits the Council to allocate reserve sites in the SAP to fulfil 4 roles: i) to meet a shortfall in housing supply; ii) to meet the needs of JLR if the 100 ha site comes forward; iii) to meet the needs of the CW HMA; and, iv) to meet the needs of the Birmingham HMA. The Council has confirmed that it seeks to retain its figure of 10 % which, expressed as a proportion of the new housing requirement, would be 1,460 dwellings. The issue is whether 10 % is adequate, on the basis of existing information, to play all these roles?
68. The Council has sought to quantify its share of the unmet need from Coventry and Birmingham. It says, based on the current approach, the Council: "would be expected to take 5.9 % of Coventry's unmet need of 890 dpa, or 53 dpa, and 2.1 % of Birmingham's unmet need of 1,895 dpa, or 40 dpa"¹¹⁷. Over the 20-year life of the Plan this equals 1,860 dwellings¹¹⁸. On the basis of the Council's own calculation it is therefore evident that a 10 % reserve would be inadequate to meet the obligations that might arise from iii) and iv). Crucially this is without building in a reserve to meet: i) any shortfall in housing supply due to unforeseen circumstances; and, ii) the potentially very significant implications of bringing forward the 100 ha JLR allocation. Acknowledging that a very modest component¹¹⁹ of the OAN might contribute towards the unmet needs of others, there can be no question that it is necessary to increase the scale of the reserve to 20 % to provide a positive and effective mechanism. Ultimately there would be no jeopardy from adopting this approach. If reserve sites are not needed to fulfil these roles they do not need to come forward, but they would be available to provide a flexible response to any identified need.
69. In this context the issue is whether it is appropriate for 2,920 dwellings to be identified in this manner. The SAP was always envisaged to be a subsidiary Plan to the CS that would take a lead from it in terms of the spatial strategy. The Options Assessment¹²⁰ is evidence that the Council is not short of options to make up this scale of reserve, even without considering non-strategic scale sites. I therefore reject the view that an increase above 10 % should trigger a strategic plan review. For various reasons the role of the SAP has diminished over time, such that its main role would be to identify reserve sites. Without this role there must be doubt as to whether the need for this additional Plan is justified having regard to paragraph 153 of the Framework. The SAP would otherwise have a limited residual role identifying opportunities for small scale business, GI assets, retail development and Built-Up Area Boundaries [BUABs] for villages. The finding that the size of the reserve needs to increase does not mean that this role cannot be effectively undertaken in that Plan. It is properly something that can be delegated to the SAP, which the Local Development Scheme¹²¹ [LDS] identifies is scheduled to be adopted in spring 2017, well within the 3-year period that is set out within the Birmingham Development

¹¹⁷ Source of quote: page 11, Matter A Hearing Statement HS-33, December 2015.

¹¹⁸ The maths are $53 + 40 = 93 \times 20$ [years] = 1,860.

¹¹⁹ I suggested that it might be 8 % but the Council has, quite properly, criticised the derivation of that figure [see Document Refs. HD.74 and HD.75, respectively]. Pending further work in this area it would only be appropriate to attach this estimate very limited weight and so it does not dissuade me from the view that the 10 % reserve is inadequate.

¹²⁰ Document Ref. ED.13.4.

¹²¹ Document Ref. ED.13.8a.