



Newcastle-under-Lyme Borough Council

**Strategic Housing Land Availability
Assessment (SHLAA) Report
2019**

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1. Introduction

- 1.1 Newcastle-under-Lyme Borough Council and Stoke-on-Trent City Council are working together to prepare a new Joint Local Plan. The Joint Local Plan will replace the existing Core Spatial Strategy. Once adopted it will identify how much additional land is required to meet the development needs across both areas up to 2037.
- 1.2 It is a requirement of national planning policy that Strategic Housing Land Availability Assessments (SHLAAs) are prepared by local planning authorities to provide evidence of all potential sources of housing land supply that are a combination of the following: suitable or potentially suitable, available or likely to become available, and achievable within 5 years or could be viably developed within 6-15 years. This forms the key evidence to identify if there is sufficient potential land for housing development to meet the local authority's development needs for housing over the plan period.
- 1.3 **It is important to note that the inclusion of any site within a SHLAA does not guarantee that it will be allocated for development or that planning permission for its development will be granted. It simply provides evidence of how the suitability, availability and achievability of the site has been assessed. All sites will require more detailed assessment and investigation if they are to be considered for allocation or planning approval. Any allocation of the sites included in this assessment will be made through either the Joint Local Plan or Neighbourhood Plans that are being prepared within the Borough. Proposed allocations will be subject to extensive public consultation as part of the preparation of any of these documents.**
- 1.4 The Assessment will normally be reviewed on an annual basis and sites can be nominated for inclusion at any time. This version presents a snapshot of the potential housing land supply as at 1 January 2020. The NPPG provides information to help local authorities fulfil their responsibilities under Paragraph 67 of the NPPF. As well as establishing a five-year supply position to support the preparation and examination of Local Plans, the NPPG confirms that the supply position should be updated annually.
- 1.5 The Council identifies sites from existing data as well as conducting a 'Call for Sites', where sites are able to be promoted by anyone as available to the Council. Only sites over 0.25 hectares have been taken into consideration.
- 1.6 The assessment of sites included in this study is based on the best information available to the Council at the time. This includes information submitted by landowners, agents and other parties, which is correct to the best of our knowledge. If you consider any of this information to be incorrect or out of date, or if you have further information, please let us know. We will take any fresh information into consideration in the next update of the SHLAA.

- 1.7 Although Newcastle-under-Lyme Borough Council and Stoke-on-Trent City Council are working together on a new Joint Local Plan, both councils have prepared separate SHLAA reports. Nonetheless, both assessments have been prepared under a shared methodology which has been agreed by both councils and was subject to consultation with relevant stakeholders from the development industry in late 2015. This report should be read in conjunction with the SHLAA methodology. The SHLAA Methodology is available on the council's website.

2. Previous Assessments

- 2.1 The Council first published a draft Strategic Housing Land Availability Assessment in October 2008 and this was used as part of the supporting evidence to inform the Core Spatial Strategy, which was adopted in 2009. It was then updated on an annual basis between 2010 and 2014 to measure housing land supply against the Core Spatial Strategy housing target numbers.
- 2.2 In light of the decision to prepare a new Joint Local Plan, and also because of changes to national and regional planning policy, the Borough Council and the City Council have reviewed their approaches towards undertaking SHLAA assessments and the 2017 SHLAA report was the first prepared under this new joint methodology.

3. Planning Policy Context

National Planning Policy

- 3.1 The preparation of a Strategic Housing Land Availability Assessment (SHLAA) is a requirement of the National Planning Policy Framework (NPPF) as most recently revised in February 2019. Guidance on preparing SHLAA documents is contained in both the NPPF and the National Planning Policy Guidance (NPPG) for housing and economic land availability assessments published in July 2019. This SHLAA Update accords with both the revised NPPF and the NPPG.

National Planning Policy Framework (NPPF)

- 3.2 The National Planning Policy Framework explains that:
- 3.3 “Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:
- a) specific, deliverable sites for years one to five of the plan period; and
 - b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan (National Planning Policy Framework, February 2019: para. 67- 18-19).

Preparing the 2019 SHLAA

- 3.4 The 2019 SHLAA has been prepared in accordance with the most up to date guidance available, including the National Planning Policy Framework (NPPF) and relevant Planning Practice Guidance (PPG). Specifically, the PPG provides more detailed advice for carrying out a SHLAA, noting that it should:
- identify sites and broad locations with potential for development;
 - assess their development potential; and
 - assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
- 3.5 The approach taken in the 2019 SHLAA provides an up-to-date and accurate picture of deliverability. Site assessments have been updated to reflect recent planning and construction activity across the district in accordance with national policy.
- 3.6 Annex 2 of the NPPF (February 2019) defines a deliverable site in terms of an assessment of the timescale for delivery and the planning status of a site:
- “To be considered deliverable, 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. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years” (National Planning Policy Framework, February 2019: p66).

3.7 Annex 2 of the NPPF also defines developable:

“to be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged, i.e. for years 6-10 and, where possible, for years 11-15 (National Planning Policy Framework, February 2019: p66).

3.8 The Council has adopted this approach in the SHLAA. This has been done through SHLAA consultation responses, alongside the latest development information about sites. Sites which previously had planning permission for housing may have been developed or proposed for other land uses. These sites have been removed from the SHLAA.

3.9 Where sites have an expired planning permission or no planning history, the SHLAA process has confirmed whether sites remain undeveloped and available. The Council has written to landowners to confirm availability of these sites.

3.10 In relation to some sites, officers are in dialogue with landowners and developers to bring forward developments in the short term. Sites that have a planning application pending were discussed with case officers and updated accordingly and the Council is also aware of pre-application enquiries where a view to an application being submitted to the Council for the delivery of housing is being sought.

3.11 The Council assesses lead-in times and build out rates through the SHLAA where it is possible for sites currently without planning permission to obtain outline and/or detailed consent and observe the start of completions from 24 months onwards. This is based on actual completion rates on sites in different locations and across all markets. Sites without planning permission where the Council has contacted a willing landowner to confirm pre-application activity may see sites contribute to the deliverable supply from Years 3, 4 & 5. Sites currently under construction and with detailed planning permission contribute to delivery in Years 1 & 2.

- 3.12 Where sites are in current or former alternative use, the Council has taken an informed approach and considered delivery likely to be achieved. The Council has contacted landowners to confirm availability and determine details of any existing tenancy agreements to assess deliverability upon the landowner obtaining vacant possession of the site together with lead-in times for planning application(s), commencement on sites and the delivery of completions.
- 3.13 The revised NPPF (February 2019) and PPG (July 2019) is consistent with the previous version and augments the evidential requirement needed on sites without detailed planning permission. The Council has produced clear evidence across all sites as part of the SHLAA process, thereby complying with the NPPF approach. It has always been important to confirm an accurate position of housing land supply by identifying any factors leading to either delay or acceleration of house building on sites. This includes confirmation of availability or ownership issues that would impact on the delivery of a site.

Planning Practice Guidance (PPG)

- 3.14 The PPG provides further guidance on how potential housing land should be assessed in accordance with the principles established by the NPPF. It states that SHLAAs should;
- identify sites and broad locations with potential for development;
 - assess their development potential; and
 - assess their suitability for development and the likelihood of development coming forward (the availability and achievability) (Planning Practice Guidance, Paragraph: 001 Reference ID: 3-001-20190722, Revision date: 22 07 2019)
- 3.15 The method for assessing sites with development potential is divided into five stages:
- Stage 1: Identification of sites and broad locations
 - Stage 2: Site/broad location assessment
 - Stage 3: Windfall assessment (where justified)
 - Stage 4: Assessment review
 - Stage 5: Final Evidence Base (Planning Practice Guidance, 22 July 2019 - Housing and economic land availability assessment).
- 3.16 These five stages have been taken in to account and incorporated within the agreed Joint SHLAA methodology.
- 3.17 The PPG is an online resource and so it is subject to regular review and updating by the government. Any changes that are made to the PPG following the publication of this SHLAA 2019 report will be incorporated in to the next version.

4. Local Planning Policy

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy

- 4.1 The Core Spatial Strategy was prepared jointly by Newcastle-under-Lyme Borough Council and Stoke-on-Trent City Council, it was adopted in 2009. It sets out the development strategy for the period 2006 to 2026 and sets a housing requirement for the Borough over this 20 year period of 5,700 net new homes (285 per year). This figure was derived from the West Midlands Regional Spatial Strategy which was revoked by the government in 2013.
- 4.2 The overall development strategy for the plan area is established by Policy SP1 of the Core Spatial Strategy (Spatial Principles of Targeted Regeneration). This directs new housing development within the Borough primarily to the urban areas of Newcastle and Kidsgrove. Housing development in the rural area is directed towards the key rural service centres of Loggerheads, Madeley and the villages of Audley Parish through Policy ASP6.
- 4.3 As the Core Spatial Strategy pre-dates the publication of the NPPF and the PPG, its policies have to be considered in the context of the newer policy direction that is set at the national level. As the Core Spatial Strategy housing target was derived from a revoked regional spatial strategy, according to the PPG – it may no longer reflect current needs. To address this, the Borough Council and the City Council commissioned the preparation of a Strategic Housing Market Assessment (SHMA) to form the housing need evidence for the forthcoming Joint Local Plan. The SHMA was first published in 2015, updated in 2017, and is currently in the process of being updated again for 2020. The previous two SHMA's are available on the council's website. Further information about this is provided below.

Joint Strategic Housing Market Assessment (2017)

- 4.4 Paragraph 47 of the 2012 NPPF stated that local planning authorities should “use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area”. The SHMA was prepared with the task of identifying the extent of the housing market and the establishing the needs for housing that exist within that area.
- 4.5 Following the methodology prescribed within the PPG, the SHMA identified that Newcastle-under-Lyme and Stoke-on-Trent together form a single housing market area, and that the recommended objectively assessed need (OAN) for new housing across both areas was a minimum of 1,390 dwellings per year between 2013 and 2033.

- 4.6 The 2017 SHMA recommends a local housing need for Stoke-on-Trent of 804 dwellings per annum and Newcastle-under-Lyme of 586 per annum.
- 4.7 The 2017 SHMA identified a minimum housing requirement of 586 dwellings per annum for Newcastle. However, the SHMA is currently being updated to reflect the most up to date position on Local Housing Need for Newcastle. Furthermore, the SHMA update will take into account the introduction of the Governments standard method for assessing local housing need in 2019. The standard method indicates the local housing need to be 349 (348.8) dwellings per annum for Newcastle-under-Lyme. This was calculated using the standard method as set out in the PPG for 'Housing Need' [Revision date: 20 02 2019].
- 4.8 This SHLAA will be considered alongside the Stoke-on-Trent SHLAA to indicate a potential housing land supply across the housing market area. However, the Joint Local Plan- Part 2 Site Allocations, will select sites to accommodate the local housing need.

5. Assessment Findings

Overview

- 5.1 A total of 528 sites have been assessed, with 380 sites outside the Green Belt, and 148 sites within the Green Belt. All site assessments are available in Appendix 1.
- 5.2 The deliverable supply (0-5 years) is made of 56 sites, of which 44 sites have residential planning approval contributing a potential capacity of 2,643. 12 sites do not have residential planning approval, these contribute a potential capacity of 519.
- 5.3 The developable supply (6-15 years) is made up of 40 sites, with 5 sites having residential planning approval contributing a potential capacity of 325. The remaining 35 sites contribute a potential capacity of 1,725. 4 of the sites within the deliverable supply are also within the developable supply. This is because their capacities are greater, and the potential delivery of housing (trajectory) is predicted beyond 0-5 years (into 6-10 years and 11-15 years).
- 5.4 The housing capacity of all sites judged to be deliverable or developable has been estimated during the Assessment process, and the capacity distributed across 5 year key delivery periods to form an indicative forecast of the amount of housing that could be delivered over the next fifteen years.

Spatial Distribution of Housing

- 5.5 For the purpose of indicating the spatial distribution of potential housing sites the Borough is divided into three sub-areas. Table 1 summarises these findings, showing the potential housing land supply in each of the three key periods (0–5 years; 6–10 years; and 11–15 years).

Dwellings by Spatial Area	0 - 5 year capacity	6 - 10 year capacity	11 - 15 year capacity	Total capacity by spatial area
Newcastle	2002	1591	99	3692
Kidsgrove	128	213	0	341
Rural	1032	147	0	1179
Total capacity by delivery period	3162	1951	99	5212

Table 1: Capacity of Gross Land Supply by Sub-Area

- 5.6 Table 1 indicates a total capacity of 3,162 for the 0–5 year period (the deliverable supply), and of 2,050 for the 6-15 year period (deliverable and developable supply). The total capacity is 5,212.

Sites without Planning Permission that are Considered Deliverable

5.7 12 sites without planning permission have been included in the 0–5 year period contributing a potential capacity of 769. These sites have been subject to developer interest and are considered to offer a realistic prospect of delivering homes within the next five years.

Site reference	Capacity in 0 – 5 Year Supply
Dragon Square, Rosevale Court, Chesterton	8
Land at High Street / Lion Grove, Chesterton	8
Land off Watermills Road, Chesterton	65
Land between Apedale Road and Palatine Drive	350
Land off East Lawns, Betley	8
Stoneyfields Court, May Bank	12
Hyacinth Court, May Bank	12
The Hollies, May Bank	12
Former Pool Dam Pub, Orme Road, Poolfields, Newcastle	12
Ashfields Grange, Hall Street, Newcastle	17
Land bound by Ryecroft , Ryebank, Merrial Street, Coronation Street and Liverpool Road, Newcastle	259
Wedgewood Road, Kidsgrove	6

Table 2: Sites without planning permission that are considered deliverable

Capacity of brownfield and greenfield sites

5.8 Section 3 of this report (Local Planning Policy) noted that the aim of prioritising brownfield sites had been successful to date, but that the supply of these sites is now running out. This Assessment has identified 50 brownfield sites as being in the deliverable and developable supply, which combined could provide a total of 2,970 new dwellings, and 40 greenfield sites with capacity for 2,192 new dwellings. 2 sites

consists of both brownfield and greenfield land. These have an estimated capacity of 50 dwellings.

6. Review of Assessment

- 6.1 Generally, urban brownfield sites have been prioritised ahead of greenfield (previously undeveloped) land and rural sites. Some comments received through the Assessment Stakeholder Consultation recommended bringing forward rural sites for housing. However, many rural sites will only be suitable for development once they have been allocated for housing development or once a revised village boundary is established. Further stages in the plan-making process will determine which rural sites are most suitable for development.
- 6.2 Areas of open space not identified as being required for local standards by the 2017 Open Space Strategy have been assessed as 'potentially suitable' in accordance with the strategy's guidance towards the potential disposal of open space. However, the allocation of any open spaces for housing development, or other uses, will be informed by public consultation as part of the plan-making process.
- 6.3 Within this Assessment three Green Belt sites have planning approval for residential development, and contribute to the deliverable supply (0–5 years). Table 3 below summarises these sites.

Site Reference	Application Reference	Capacity in 0 – 5 Year Supply
Wrinehill Garage, Main Road	08/00631/FUL 17/00968/FUL	9
Pepper Street, Keele	18/00262/REM	100
The Hawthorns, Keele (West	15/01004/FUL	83

Table 3: Green Belt sites with planning approval for residential development.

- 6.4 All other Green Belt sites have been assessed as unsuitable in accordance with the NPPF. Development of these sites is considered inappropriate and harmful to the Green Belt.

SHLAA Trajectory

- 6.5 Every effort has been made to ensure that the Assessment process does not overestimate supply or completion rates. The build out rates and phasing of sites included in this Assessment have been informed by the expertise and knowledge of development industry stakeholders, including house builders and property agents. In the five-year supply period, sites with full planning permission and those already

under construction have been phased ahead of sites with outline planning permission.

- 6.6 The trajectory included in this Assessment is only an indication of how sites (within the deliverable and developable supply) in the Borough might come forward, and has been formulated in accordance with the SHLAA methodology. The trajectory is available in Appendix 2. The Joint Local Plan, once adopted, will ultimately determine which sites come forward and the timing of when a suitable site comes forward.
- 6.7 Market uncertainty and factors outside the control of the Borough Council including changes in ownership, sites being subject to applications for alternative uses and developers working to alternative timeframes will impact on the supply and phasing of housing sites in the interim period. It can also be expected that potential housing sites that have not yet been identified will also be nominated for inclusion in future SHLAAs.
- 6.8 The findings of this Assessment will form part of the evidence base for further stages of the plan-making process. This process will need to consider carefully how the Borough can deliver the housing needed to support its sustainable growth, and balance this against other needs and objectives.

Delivery and Performance

- 6.9 The 2017 SHMA is currently being updated to provide the most up to date position on Local Housing Need for Newcastle. This will take into account the introduction of the Governments standard method for calculating Local Housing Need. Future SHLAA's will assess the supply against the new Local Housing Need figure derived from the SHMA 2020 update. The standard method indicates a Local Housing Need of 349 (348.8) dwellings per annum in Newcastle-under-Lyme.

Limitations to Research

- 6.10 This report, the Strategic Housing Land Availability Assessment, represents a 'snap shot' of the housing land supply position at 1 January 2020. Although every attempt has been made to ensure that the information is as accurate as possible, it is recognised that there are limitations to this research. A number of assumptions have been made where information was unavailable.

Monitoring and Review

- 6.11 Regular updating of the Assessment will be undertaken as an integral part of the Authority Monitoring Report process. These updates will ensure that the Assessment is responsive to market information.