

Stroud District Local Plan Review

Topic Paper: Housing needs and
supply

October 2021

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Introduction

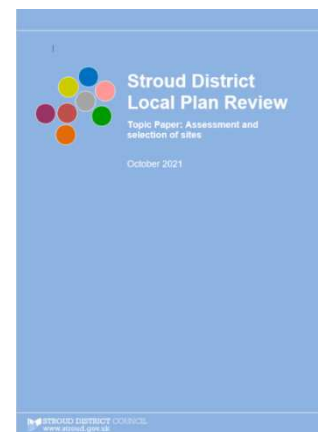
This topic paper is one of a series of papers supporting Stroud District Council’s **Draft Local Plan** (The ‘**Submission Plan**’), which has been submitted to the Secretary of State for examination by the Planning Inspectorate. The topic papers provide a summary of the evidence base and how it has been used to shape the draft plan. They also highlight relevant national and local guidance where necessary, to explain how the various plan-making requirements have been addressed and have impacted on the emerging plan.

The topic papers do not contain any policies, proposals, site allocations or new evidence and they should be seen as explanatory supporting documents.

- **Issues and options consultation Autumn 2017:** An opportunity to discuss emerging issues and identify ways of distributing and managing future development needs.
- **Emerging strategy consultation Winter 2018:** We now know the minimum number of houses that we need to provide for and we have identified a potential strategy for delivery.
- **Final draft plan consultation Autumn 2019:** A chance to check that we have the right draft plan in place.
- **Additional housing options consultation 2020:** A focused consultation on some contingency spatial and site options
- **Pre-submission consultation Summer 2021:** The formal stages of making representations on the plan (Regulation 19). The ‘Publication Plan’.
- **Submission October 2021:**
The Draft Local Plan (plus evidence base and all Reg.19 representations received) is submitted to The Secretary of State (Regulation 22). The ‘Submission Plan’.

An Inspector will be appointed to **Examine** the Local Plan and scrutinise everything submitted, to ensure the plan is sound.

- **Modifications:** There will be further consultation on any proposed modifications to the plan, arising out of the Examination process.
- **Adoption:** It is anticipated that the new Local Plan will be adopted by Winter 22



◀ The Local Plan Review:

Topic Papers have been produced to support the Draft Local Plan through submission and examination: to summarise and direct the Inspector to relevant parts of the existing evidence base, and to explain the plan-making process in relation to a small number of topics.



Topic Paper: Housing needs and supply

This topic paper focuses on demonstrating how the Council has objectively assessed its housing needs and satisfies its requirements to provide a sufficient supply and mix of sites of sites to meet identified future housing needs.

The Draft Local Plan identifies a minimum requirement of 630 new homes a year or 12,600 new homes for the Plan period to 2040, and details how this target will be delivered through current commitments with planning permission, allocated sites in the Draft Plan and windfall development. The Draft Plan also addresses unmet needs from neighbouring Gloucester for delivery by 2040.

This topic paper sets out the Council's approach to identifying and assessing housing needs and demonstrating a five year supply of specific deliverable sites alongside a trajectory of projected delivery for housing growth across the Plan period. The topic paper evidences delivery of the different component elements of housing land supply and provides further detail on the mix of sites and how the Local Plan addresses specific housing needs.



1. Determining the housing requirement

National policy context

- 1.1 In order to support the Government’s objective of significantly boosting the supply of homes the National Planning Policy Framework (NPPF) states that ‘strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance’ to determine the ‘minimum number of homes needed’ in addition to taking into account any needs that cannot be met within neighbouring areas ‘in establishing the amount of housing to be planned for’ (NPPF, paragraph 61).
- 1.2 This chapter sets out how the housing requirement has been assessed to ensure that the Draft Plan is positively prepared to meet the District’s objectively assessed housing needs for the Plan period to 2040 and how it seeks to address unmet needs from neighbouring Gloucester City.

Local Housing Needs Assessment

- 1.3 In 2018 the Council, together with other Gloucestershire local planning authorities and the County Council, jointly commissioned consultants to complete a **Gloucestershire Local Housing Needs Assessment (LHNA)** for the Gloucestershire Housing Market Area. A final report was published in September 2020. The LHNA adheres to the requirements of the NPPF and the associated planning practice guidance.

[Gloucestershire Local Housing Needs Assessment \(2020\) ▶](#)



- 1.4 The report concludes, based on a range of indicators, that Gloucestershire forms a single housing market area (HMA). This does not prevent overlaps occurring with other HMAs. For example, the West of England SHMA (2015) indicated that the Bristol HMA extends into the southern part of Stroud District. However, it is an appropriate pragmatic approach to ‘snap’ the boundary of the Gloucestershire HMA to include the whole of Stroud District and to ‘snap’ the boundary of the West of England HMA to the South Gloucestershire administrative boundary with Stroud.
- 1.5 The LHNA considers that there will be sufficient resident workers to align with the jobs growth forecast and no economic justification for increasing the LHN above the minimum figure identified by the standard methodology (LHNA, paragraph 9).
- 1.6 With regard to affordable housing, the LHNA considers that the LHN figure incorporates a significant uplift beyond the household projection-based housing need which together with additional supply within the Plan, to provide flexibility, is sufficient to deliver affordable housing without increasing the housing requirement (LHNA, paragraph 19).



- 1.7 The Council will continue to deliver affordable housing through its own New Homes and Regeneration Programme and New Council Homes Strategy with committed funding to further enhance affordable housing provision without the need for a general uplift in the housing requirement.
- 1.8 The LHNA highlights an ageing population over the Plan period and the need to provide more suitable housing in the community within the general housing stock in addition to the provision of dedicated older person housing schemes and the provision of housing to adaptable and accessible homes standards.
- 1.9 The LHNA highlights an identified need for Gypsy and Traveller Pitches and Showpeople plots to meet needs to 2031.
- 1.10 Based on an analysis of Self-Build Registrations, the LHNA considers that whilst self-build across Gloucestershire attracts applicants who wish to move into the area there remains a small number of applicants with a local connection whose needs should be provided for as part of overall housing development.

Standard method housing requirement

- 1.11 Planning practice guidance (PPG) sets out the standard method formula ‘to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply’ (PPG Housing and economic needs assessment Paragraph: 002 Reference ID: 2a-002-20190220).
- 1.12 The PPG suggests that local planning authorities will need to calculate their local housing need figure at the start of the plan-making process but that this number should be kept under review and revised where appropriate. The standard method formula takes as a baseline the projected average annual household growth over a ten-year period which is then multiplied by an adjustment factor, calculated from the latest published affordability ratio for the District, to reflect the affordability of the area. The figure is therefore subject to change based on the relevant 10-year period and latest published affordability data. Table 1 sets out the standard method housing requirement calculation for each stage of the Local Plan Review process:

Local Plan Review stage	Standard method minimum annual housing need (no of dwellings)	Local Plan minimum housing requirement 1 April 2020 to 31 March 2040 (no of dwellings)
Emerging Strategy November 2018	638	At least 12,800
Draft Plan November 2019	638	At least 12,800
Pre-Submission Draft Plan May 2021	630	At least 12,600

▲ Table 1: Local Plan Review standard method housing requirement



- 1.13 The Stroud District Local Plan identifies a housing requirement of at least 12,600 new dwellings to meet the needs arising from within Stroud District for the period 2020 to 2040. This requirement takes appropriate account of the standard housing method. A total supply of 14,935 new dwellings is identified in the Local Plan.
- 1.14 The full needs of Stroud District for the period 2020 to 2040 can be met within its administrative boundaries and there is no requirement for neighbouring authorities within Gloucestershire or South Gloucestershire Council to seek to address any unmet needs arising from within Stroud District at this time.

Unmet needs

- 1.15 In addition to meeting Stroud's housing needs, the Plan addresses unmet needs from neighbouring Gloucester by allocating a site for 3,000 dwellings at Whaddon for delivery by 2040, as set out in the **Strategic Housing Matters Statement of Common Ground** between the six constituent Gloucestershire local planning authorities.
- 1.16 Subject to confirmation that there is a housing shortfall of a scale requiring strategic allocation in another local authority area, and subject to confirmation that the JCS preferred strategy demonstrates that the site at Whaddon is a preferred sustainable location having considered all reasonable alternatives, Stroud District Council will propose a modification to the Stroud District Local Plan specifically allocating the site at Whaddon to help address the unmet needs of Gloucester. In the event that the Whaddon site is allocated, Stroud District Council and Gloucester City Council will enter into an agreement relating to the delivery of the site, including the preparation of a development brief including indicative masterplan and the establishment of detailed infrastructure requirements and necessary developer contributions.
- 1.17 The JCS authorities in their Reg.19 response have identified that there are a number of other allocated housing sites on the Gloucester fringe which may provide for unmet Gloucester/JCS needs if required and in accordance with the JCS Review.
- 1.18 In the event that the scale of unmet housing needs from Gloucester may require the allocation of other sites in adjoining local authority areas, the parties will commission jointly an assessment of the relevant sustainability of all reasonable alternative site options within the context of the latest adopted and emerging local plans framework and will seek to allocate the most sustainable form of development through the relevant local plan review process.
- 1.19 To the south of Stroud District, South Gloucestershire Council is part of the West of England Combined Authority (WECA) area. WECA is currently preparing a Spatial Development Strategy and has recently stated that the scale of need is extremely challenging in terms of both constraints and deliverability in the West of England, and they cannot therefore rule out that discussions on unmet need will need to take place. Such discussions if needed would be likely timed towards the end of 2021. The District Council and South Gloucestershire Council agree to continue to work

together to understand how the housing needs arising from within the WECA should be accommodated.



2. Demonstrating a sufficient housing supply

- 2.1 This chapter provides supporting evidence for each component element of the total housing supply in the Local Plan and demonstrates how a sufficient supply and mix of sites will be effectively delivered on adoption of the Plan and throughout the Plan period.
- 2.2 The Pre-Submission Draft Local Plan was approved in April 2021 and at that time was based upon the latest full assessment of housing land availability and five-year land supply reporting as at 01 April 2020, the start of the Plan period. Housing land availability is monitored and updated annually prior to bi-annual reporting of the latest five-year land supply position providing evidenced delivery of all deliverable major development commitments. Monitoring evidence will be updated throughout the Examination process and will be published on the Council's website as the latest available housing land availability and five-year land supply reports.

Commitments

- 2.3 The first component of the housing supply to deliver the Local Plan housing requirement is made up of sites which have obtained planning permission. The **Housing Land Availability Report 2020** sets out the detailed evidence of housing delivery for the previous year and details large and small site commitments with planning permission or a resolution to grant permission as at 01 April 2020. Table 2 below details the Local Plan supply of commitments with planning permission discounted to exclude large site commitments unlikely to come forward and a 22% reduction in small sites to take account of historic non-delivery rates. This deliverable supply of 4,595 net new homes means that the Local Plan needs to find a residual requirement of at least 8,005 new homes to meet the minimum requirement of 12,600.

Table 2: Summary of commitments as at 01 April 2020

	Net dwellings
Large site commitments at 01 April 2020 (10+ dwellings)	4,606
Small site commitments at 01 April 2020 (1-9 dwellings)	525
Other firm commitments at 01 April 2020*	84
Total Commitments	5,215
Undeliverable commitments at 01 April 2020	620
Commitments minus undeliverable sites	4,595

* Sites with resolution to grant planning permission



Allocated sites

- 2.4 To meet this residual requirement of 8,005 net new dwellings during the Plan period, the Local Plan identifies a total allocated land supply of 9,065 dwellings comprising 8,080 dwellings at strategic sites together with 985 dwellings at local sites at smaller settlements throughout the District:

Local Plan allocations	Projected delivery				Total supply
	2020 to 2025	2025 to 2030	2030 to 2035	2035 to 2040	
Cam North East Extension	-	50	130		180
Cam North West	200	700			900
Hunts Grove Extension	166	550	34		750
Sharpness Docks	110	112	78		300
Sharpness New Settlement		500	750	1,150	2,400
South of Hardwicke	-	600	600	150	1,350
Stonehouse North West	100	375	225		700
Wisloe New Settlement	50	565	660	225	1,500
Strategic sites	626	3452	2477	1525	8,080
Local development sites	116	290	290	289	985
Total supply	742	3,742	2,767	1,814	9,065

▲ Table 3: Local Plan allocation sites and projected delivery

- 2.5 In accordance with NPPF requirements to provide ‘a sufficient supply and mix of sites’ (NPPF paragraph 68) the Plan provides strategic site allocations, ranging in scale from 180 dwellings to 2,400 dwellings in size, including planned extensions to adopted Local Plan strategic development, urban extensions at Cam, Stonehouse and Hardwicke and two new settlements at Sharpness and Wisloe. In addition, modest local housing allocations of small and medium sized sites, ranging in scale from 10 dwellings to 150 dwellings, at local service centres and accessible settlements with local facilities ‘make an important contribution to meeting the housing requirement of an area’ with potential to be ‘built out relatively quickly’ (NPPF paragraph 69).
- 2.6 Projected delivery is based on site promoter evidence, access provision and the number of likely delivery outlets for strategic development allocations.

Windfall

- 2.7 The Local Plan also includes an additional small sites allowance of 1,275 dwellings as a component element of housing supply.
- 2.8 The **Five-year Housing Land Supply Report October 2020** includes an evidenced average rate for historic windfall delivery (excluding residential gardens) of 75 dwellings per year for the period 2005/6 – 2015/16.



- 2.9 New Local Plan policy DHC1 Meeting housing need within defined settlements provides explicit policy support for the principle of residential development and redevelopment within defined settlement development limits at identified settlements, excluding the inappropriate development of residential gardens where development would cause harm to the local area. An assumed continued trend of windfall delivery is considered ‘realistic’, in accordance with the NPPF (paragraph 71).
- 2.10 A small sites allowance of 75 dwellings per year has therefore been added to the expected supply for the 17 years of the Plan period beyond the initial three years when it is assumed existing small site commitments will be delivered, to avoid double counting. A total of 1,275 dwellings has therefore been identified.
- 2.11 In summary, the Local Plan identifies a total housing supply of 14,935 dwellings from existing commitments, Local Plan allocations and windfall development. This represents an oversupply of 18.5% above the minimum housing requirement of 12,600 dwellings. This oversupply will provide a healthy headroom and additional market flexibility to provide certainty that the District’s housing requirements will be met for the Plan period.
- 2.12 The table below from the Local Plan sets out the different component elements of housing supply and the calculation, as at April 2020, of the residual housing requirement up to 2040 to be planned for:

Calculating our residual housing requirement up to 2040 ▼			
Supply	A	Large sites commitments, at April 2020 (on sites with permission / under construction)	4,606
	B	Small sites commitments, at April 2019 (on sites with permission / under construction)	525
	C	Other firm commitments, at April 2019 (on sites subject to resolutions to grant permission)	84
	D	Total commitments (= A + B + C)	5,215
	E	Commitments (D) minus undeliverable sites	4,595
Requirement	F	Housing needs 1 April 2020 to 31 March 2040 (= 630 pa x 20 years)	12,600
	G	Minimum residual housing requirement to 2040 (= F - E)	8,005
		Allocated sites in Local Plan	9,065
		Small sites allowance (75 pa x 17 years)	1,275
		Total housing supply in Local Plan	10,340

▲ Table 4: Calculating the residual housing requirement up to 2040

Housing delivery

- 2.13 It is important that Stroud District Council can demonstrate that the proposed housing supply will actually be delivered. The evidence that the Council can provide at this stage takes the form of the Government's Housing Delivery Test (HDT) which looks back at past performance of housing delivery in the District and the Five Year Land Supply calculation which looks forward at the supply to be delivered within the next five years.
- 2.14 In terms of completions, the latest Housing Delivery Test (HDT) published January 2021, assessed housing delivery over the past three years, compared against the number of homes required for the period 2017 – 2020. The HDT demonstrates that delivery has achieved 130% of the requirement demonstrating that the District Council can demonstrate a track record of delivery above the appropriate minimum housing requirement. As a result, there is no justification for adjusting the future supply to take account of past under delivery.

Number of homes required			Total homes required	Number of homes delivered			Total homes delivered	HDT 2020	2020 consequence
2017-18	2018-19	2019-20		2017-18	2018-19	2019-20			
458	458	419	1,335	501	566	666	1,734	130%	None

▲ Table 5: Housing Delivery Test: 2020 measurement

- 2.15 With regard to current housing supply and in accordance with NPPF requirements (paragraph 74), the Council can demonstrate a 6.57 year supply of deliverable commitments, including commitments, adopted Local Plan allocations and windfall development to meet its annual local housing need of 630 dwellings:

▼ Table 6: Deliverable housing land supply 1/4/2020 – 31/3/2025

		Dwellings
A	Allocated sites under construction (Appendix 1)	1,621
B	Allocated sites with planning permission but not yet started (Appendix 2)	240
C	Non-allocated large sites (10 dwellings or more) under construction (Appendix 3)	1,718
D	Non-allocated large sites (10 dwellings or more) with planning permission but not yet started (Appendix 4)	1,031
E	Non allocated small sites (9 dwellings or less) with planning permissions (Appendix 5) minus 22% non-implementation rate [525 - 115]	410
F	Other firm commitments - with a resolution to grant planning permission at 1 st April 2020, including sites subject to a s106 agreement (Appendix 6)	84
G	Local Plan allocated sites without planning permission (Appendix 7)	1,302
H	Windfall allowance (Appendix 8) [75x2]	150
I	Total supply [A+B+C+D+E+F+G+H]	6,556
J	Dwellings unlikely to be built in period between 2020 – 2025 (Appendix 9)	2,211
K	Total dwellings [I – J] (Appendix 9)	4,345



Table 7: Five Year Housing Land Supply 1/4/2020 – 31/3/2025

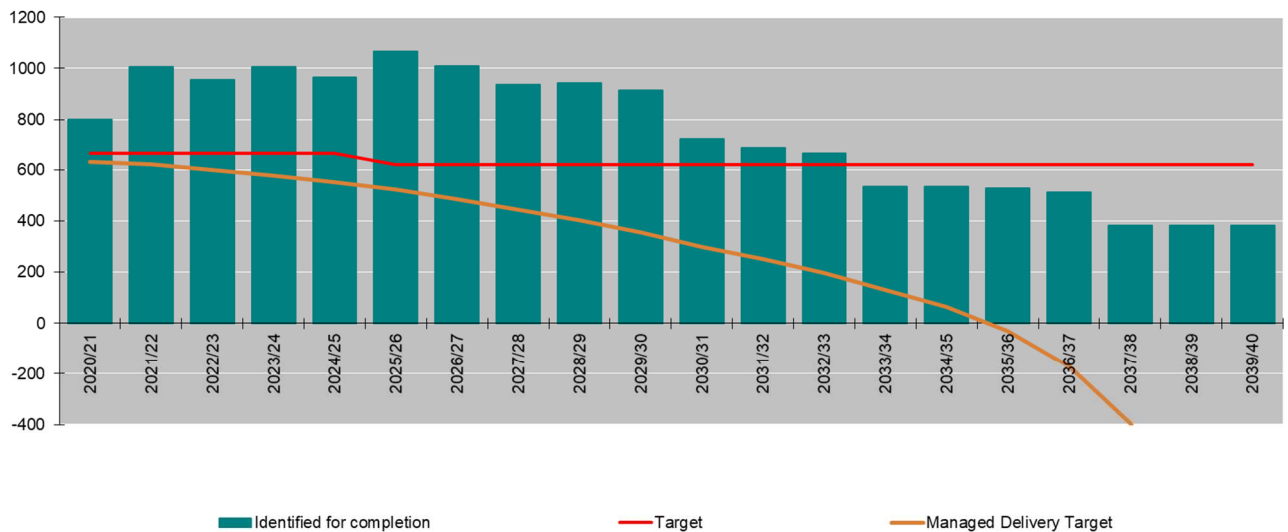
		Local Plan
A	Total deliverable housing supply	4,345
B	Local housing need minimum housing requirement	630
C	Five year requirement including 5% buffer	3,307
D	Percentage of 5 year housing supply [(A divided by C) x 100]	1.31
	Years supply [D multiplied by 5 years]	6.57

- 2.16 The **Housing Land Supply Assessment Update November 2020** provides the latest evidenced schedule of large site progress and anticipated delivery from developers and site promoters for all major development sites and adopted Local Plan allocation sites identified as contributing to the five-year supply of deliverable sites. Whilst the current deliverable housing supply includes brownfield redevelopment at Tricorn House (43 units), Wimberley Mill (104 Units) and Daniels Industrial Estate (50 units), the Council can demonstrate a more than 6-year deliverable housing supply without relying on brownfield sites in the event that development does not come forward as anticipated.
- 2.17 Taken together, the above evidence demonstrates that the Council can demonstrate a track record of delivery within the District and a healthy current housing land supply against minimum requirements.
- 2.18 In terms of the new Local Plan, the Plan identifies a total housing supply of 14,935 dwellings from existing commitments, Local Plan allocations and windfall development. Based on projected delivery at the start of the Plan period, the Council is able to demonstrate in excess of seven-years deliverable housing supply to meet its minimum housing requirement:

	Local Plan
Deliverable commitments 2020 - 2025	3,840
Local Plan: Strategic sites	626
Local Plan: Local development sites	116
Small sites windfall	150
Total deliverable housing supply	4,732
Local housing need minimum housing requirement	630
Five year requirement including 5% buffer	3,307
Percentage of 5 year housing supply	1.43
Years supply	7.15

▲ **Table 8: Local Plan five-year housing land supply 2020 - 2025**

2.19 The Local Plan trajectory sets out how the total housing supply is anticipated to be delivered across the Plan period from 2020 to 2040:



▲ Figure 1: Local Plan housing trajectory 2020 - 2040

- 2.20 The trajectory illustrates anticipated completions significantly above the minimum housing requirement including a 5% buffer for the first five-year period, moved forward from later in the Plan period, to allow for choice and competition in the market for land.
- 2.21 The trajectory demonstrates that as houses are completed, the managed delivery target reduces to the point that the minimum housing requirement is expected to be achieved by 2036, well in advance of the end of the twenty-year plan period to 2040.
- 2.22 The Local Plan can therefore be seen to identify and deliver a sufficient supply of homes to meet local housing needs from the outset and throughout the Plan period in accordance with NPPF requirements and Government objectives to significantly boost the supply of homes.

Mix of sites

- 2.23 Whilst the Local Plan contains a development strategy based upon the principles of concentrated growth, the District Council is mindful of the need to provide for a good mix of sites, including a supply of small and medium sized sites to provide market choice and which are capable of being built out relatively quickly.
- 2.24 Table 9 illustrates that the Council can demonstrate the supply of up to 20% of the housing requirement on sites of 1ha or less meeting NPPF requirements to 'identify, through the development plan and brownfield registers, land to accommodate *at least 10% of their housing requirement* on sites no larger than one hectare' (NPPF, paragraph 69):

Source of supply	Number of dwellings
Completions on sites of 1ha or less (HLA 2021)	118
Commitments on sites of 1ha or less (HLA 2021)	913
Local Plan allocation sites of 1ha or less	170
Other Brownfield Register 2020 sites of 1ha or less without planning permission	232
Windfall allowance	1,275
Total commitments on sites of 1ha or less	2,531
Standard method housing requirement	12,600
Percentage of requirement	20%

▲ Table 9: Local Plan housing supply on sites of 1ha or less

- 2.25 To further increase the supply of first homes in accordance with the NPPF (paragraph 72), in addition to allocated sites for housing, the Local Plan includes explicit policy support to bring forward exception sites to meet identified local needs for first time buyers/renters. Delivery Policy HC4 Local housing need (exception sites) specifically supports the provision of affordable housing, including entry-level homes and single plot self-build or custom build affordable dwellings on sites well related to existing settlements. New Delivery Policy DHC2 Sustainable rural communities provides further support for small scale development sites outside settlement development limits at designated rural settlements to address existing demographic imbalances in the local population and/or specific housing needs identified in a parish housing needs survey. Entry-level exception sites must meet a proven unmet need for first time buyer or renter properties and, in accordance with national policy, will not be permitted within the Cotswolds AONB.

Specialist housing needs

- 2.26 In establishing the overall requirement for housing, the NPPF requires planning policies to assess and reflect the housing needs for different groups in the community including, those who require affordable housing, older people and people with disabilities, travellers and people wishing to commission or build their own homes (NPPF paragraph 62).
- 2.27 Local Plan Strategic Objectives SO1 Accessible communities and SO1a Healthy, inclusive and safe communities set out the Council's commitment to delivering accessible and inclusive communities throughout the District including the provision of affordable and quality housing to meet local needs across all sections of the community.

Affordable housing

- 2.28 The LHNA identifies an overall unadjusted need for affordable housing of 424 dwellings per annum and a predominant need for affordable or social rented properties.
- 2.29 The delivery of affordable dwellings is reported annually, as part of housing land availability monitoring, as an indicator of performance against unadjusted needs with the latest figures as at March 2021 set out below:

Year	Rented	Shared Ownership	Other Affordable Ownership	Total
2016/ 2017	100	24	0	124
2017/ 2018	86	33	0	119
2018/ 2019	50	57	4	111
2019/2020	114	81	1	196
2020/2021	104	106	1	211
Total	454	301	6	761

▲ Table 10: Affordable housing provision 2016 - 2021

- 2.30 The Local Plan will deliver a supply of affordable housing through a combination of site allocations, a policy requirement for 30% of affordable housing on all housing schemes above a set threshold and affordable housing exception site development to meet local needs.
- 2.31 Local Plan site allocation policies include a specific requirement for 30% affordable housing provision on all strategic residential allocations and will provide 2,424 affordable homes over the plan period. Affordable homes will be delivered on allocated local development sites in accordance with the policy threshold for affordable housing provision as part of all housing development including sites at Minchinhampton and Painswick, within the Cotswolds AONB, where affordable housing will be to address local housing needs within the AONB.

- 2.32 To maximise future supply and address rural affordability, the Council considers a low threshold for affordable housing provision is justified as part of all housing, including extra care. Local Plan Core Policy CP9 Affordable housing sets out the requirement for at least 30% of dwellings to be affordable on schemes of 4 or more dwellings (net) within the Cotswolds Area of Outstanding Natural Beauty and designated rural areas. Elsewhere in the District, sites of 0.5 hectares or above or 10 or more dwellings (net) will be required to provide at least 30% affordable housing, subject to viability.
- 2.33 Delivery Policy HC4 Local housing needs (exception sites) further promotes the supply of affordable housing development as an integral part of the corporate approach to meeting housing needs in rural areas, including justified cross-subsidised schemes facilitating the provision of significant additional affordable housing to meet local needs alongside a minority of market housing. Delivery Policy DHC2 Sustainable rural communities enables small scale market and affordable home developments outside settlement development limits at identified smaller rural settlements that seek to address specific housing needs identified in a parish housing needs survey.

Stroud District Council Housing Programme

- 2.34 In addition to the supply of affordable housing through the Local Plan, the Council has its own excellent track record of delivering good quality affordable housing within the District, delivering a total of 249 new homes under its previous five year New Homes Programme and Sheltered Modernisation Programme up to July 2020.
- 2.35 The latest New Homes and Regeneration Programme with committed funding will provide a guaranteed supply of a further 101 new affordable homes, comprising a mix of affordable rent, shared ownership and Older Person's Shared Ownership dwellings, over the period 2020 – 2024.
- 2.36 The Council has also committed an additional £3 million of funding to support the acquisition of new development land beyond the existing programme, as part of the New Council Homes Strategy, to further boost its own delivery of affordable housing including the delivery of affordable housing on sites identified on the Brownfield Register.
- 2.37 The Council can therefore demonstrate the enhanced delivery of affordable housing through its own housing programme and 30% affordable housing provision on large windfall sites and small sites within the Cotswolds AONB and designated rural areas, in addition to the provision of 30% affordable housing on allocated sites. This level of provision together with planned flexibility within the overall housing supply is considered sufficient to meet identified affordable housing needs without an increase in the total housing figure, as confirmed by the LHNA.

Accommodation for older people and people with disabilities

- 2.38 Stroud District has an ageing population with an estimated 12,227 increase in the number of people aged 65 and over by the end of the Plan period. Based on the projected household growth and the changing demographics of the area, the LHNA has established the future need for adapted housing and the following targets for adaptable and adapted housing to take account of the lack of provision in the existing housing stock:

Building Regulation requirement	Market housing % of provision	Affordable homes % of provision	Specialist housing for older people % of provision
M4(2) Category 2	67%	67%	100%
M4(3) Category 3	8%	8%	25%

▲ Table 11: LHNA Adaptive housing future need

- 2.39 Local Plan Core Policy DCP2 Supporting Older People and people with mobility issues identifies an overall modelled demand of 3,091 older person homes for the Plan period, split between 2,811 Independent Living and 280 extra care. The Plan supports the provision of both specialist older person housing together with the wider provision of adaptable housing, in accordance with LHNA identified needs, and more two bedroom dwellings and bungalows as part of the on-site market mix in major development.
- 2.40 Specific opportunities for the provision of specialist older person housing are identified as part of Strategic Site Allocation Policy PS20 Stonehouse – Eco Park M5 Junction 13 to include a 70 bed care village and as part of Local Sites Allocation Policy STR065 Land at Beeches Green, Stroud for 20 dwellings including extra care accommodation.
- 2.41 Delivery Policies DHC2 Sustainable rural communities and HC4 Local housing need (exception sites) will provide further opportunities for new development to meet local housing needs, including homes for older local people wishing to move into more suitable accommodation, freeing up larger family accommodation and supporting a more varied population in rural communities.
- 2.42 The Council's New Homes and Regeneration Programme currently includes the first two older person's shared ownership properties, as part of a 20-unit scheme at Ringfield Close, Nailsworth, building on the delivery of 11 specialist older persons new apartments at Tanners Piece, Nailsworth as part of the previous Sheltered Modernisation Programme. Further opportunities for specialist older persons housing are likely to come forward through the New Council Homes Strategy outlined earlier to complement the Independent Living Modernisation Programme underway across four Independent+ schemes between December 2019 and March 2022.

Gypsy, Traveller and Travelling Showpeople accommodation

- 2.43 The Gloucestershire local planning authorities, in collaboration with Gloucestershire County Council, jointly commissioned a county-wide **Gypsy and Traveller Accommodation Assessment (GTAA)**, which was published in 2017, setting out needs between 2016 and 2031 and shown below in relation to current commitments at 01 April 2020:

Gypsy and Traveller Pitches	Net pitches
Commitments at 01/04/2020	16
GTAA requirement 2016 -2031	7
Remaining requirement	-9

Travelling Showpeople Plots	Net plots
Commitments at 01/04/2020	0
GTAA requirement 2016 - 2031	8
Remaining requirement	8

▲ **Table 12: Summary of Gypsy, Traveller and Travelling Showpeople Provision**

- 2.44 The current locally set target of up to 7 additional pitches to meet identified Gypsy and Traveller needs is met by existing commitments with planning permission. Strategic Site Allocation Policy P19a Stonehouse North West sets out a specific policy requirement to provide 8 plots for Travelling Showpeople uses to satisfy requirements for further Travelling Showpeople accommodation.
- 2.45 To meet future needs which may arise during the Plan period, the Local Plan provides a criteria based sequential approach set out in Core Policy CP10 Gypsy, Traveller and Travelling Showpeople sites.
- 2.46 The six local planning authorities have agreed to update the GTAA to re-base needs from 2021 and initial results are expected by October 2021. Subsequently, the local planning authorities have agreed to commission a Gypsy, Traveller and Travelling Showpeople Site Assessment Study (SAS) should the GTAA identify additional needs.
- 2.47 In seeking to meet needs, the six local planning authorities agreed in May 2021 that “there are no deliverable sites within the administrative area of Gloucester City and that consequently, there are currently unmet needs relating to the Gypsy, Traveller and Travelling Showpeople communities. It is therefore necessary to consider how neighbouring authorities can assist with addressing these unmet needs” (Statement of Common Ground, para. 2.3).
- 2.48 In the meantime, the City Council has agreed to “continue to actively investigate opportunities to meet unmet needs within the administrative area, where they arise” (Statement of Common Ground, para. 4.1 (1)). The District Council, to demonstrate its commitment to working to meet Gloucester’s unmet needs without delaying unnecessarily the Stroud District Local Plan, has

identified the potential for the safeguarded land at Whaddon site to accommodate 8 plots for travelling showpeople, 50% of the unmet needs currently identified by the City Council.

- 2.49 Subject to further evidence on needs and supply, the District Council would be happy to propose a modification allocating plots within the Whaddon site to help address the unmet Travelling Showpeople needs of Gloucester City.

Self-build and custom-build

- 2.50 In accordance with national policy requirements, the Council maintains a local register of self builders who wish to acquire a suitable plot of land to build their own home and monitors the supply of plots with planning permission suitable for self or custom-build from adopted Local Plan strategic housing allocations and self-build exemption CIL receipts.

Base period	Date	Self-build Register entries	Development plots granted self-build exemption (CIL)	Adopted Local Plan allocation plots (site ref)
First	Apr – 30 Oct 2016	48	n/a	27 (SA2)
Second	31 Oct 2016 – 30 Oct 2017	112	13	0
Third	31 Oct 2017 – 30 Oct 2018	2	28	9 (SA3)
Fourth	31 Oct 2018 – 30 Oct 2019	7 (+1 Part 2)	30	0
Fifth	31 Oct 2019 – 30 Oct 2020	Nil	20	0
Sixth	31 Oct 2020 – 08 Oct 2021	14 (+2 Part 2)	21	0

▲ Table 13: Self-build and custom-build Register provision of plots with planning permission

- 2.51 The table demonstrates a continuing supply of self-build properties coming forward to meet local demand. The Local Plan will continue to deliver a supply of self-build and custom-build housing through a combination of site allocations, affordable self-build and custom-build housing exception site developments and small site windfall development to meet local demand.
- 2.52 Delivery Policy HC3 Self-build and custom-build housing provision requires the continued supply of a minimum of 2% of dwellings as serviced plots on all strategic residential allocations to meet evidenced demand, in addition to affordable housing provision, with potential to deliver 162 self-build or custom-build plots over the plan period.
- 2.53 Delivery policies DHC2 Sustainable rural communities and HC4 Local housing need (exception sites) further provide for the delivery of self-build and custom-build as affordable housing exception development outside settlement development limits to meet identified affordable housing needs in rural areas and support viable and active local communities.
- 2.54 The Local Plan supports the supply of self-build and custom-build dwellings within settlement developments as a component of windfall development with historic delivery evidenced in Table 13 above as additional justification for a continued small site allowance throughout the Plan period to meet local needs.

Bibliography: list of evidence base documents referenced

Evidence base documents are included in the Stroud District Local Plan Examination Library, and can be accessed via our Local Plan Review web pages www.stroud.gov.uk/localplanreview

The following documents are referenced in this Topic Paper:

Gloucestershire Local Housing Needs Assessment (LHNA) (September 2020)
Gypsy and Traveller Accommodation Assessment (GTAA) (March 2017)
Stroud District Housing Land Availability 2021
Stroud District Housing Land Availability 2020
Stroud District: Housing Land Supply Assessment Update November 2020
Stroud District Five Year Housing Land Supply October 2020
Stroud District Brownfield Land Register 2020

