

Local Plan Review: Developing a preferred strategy (revised March 2018)

Introduction

As part of the development of the Local Plan Review, it is necessary to test reasonable alternative ways of accommodating future growth.

In the Issues and Options Paper (October 2017) a series of potential development strategy options were discussed to distribute the growth expected for the Local Plan Review period 2016-2036.

The development options discussed were:

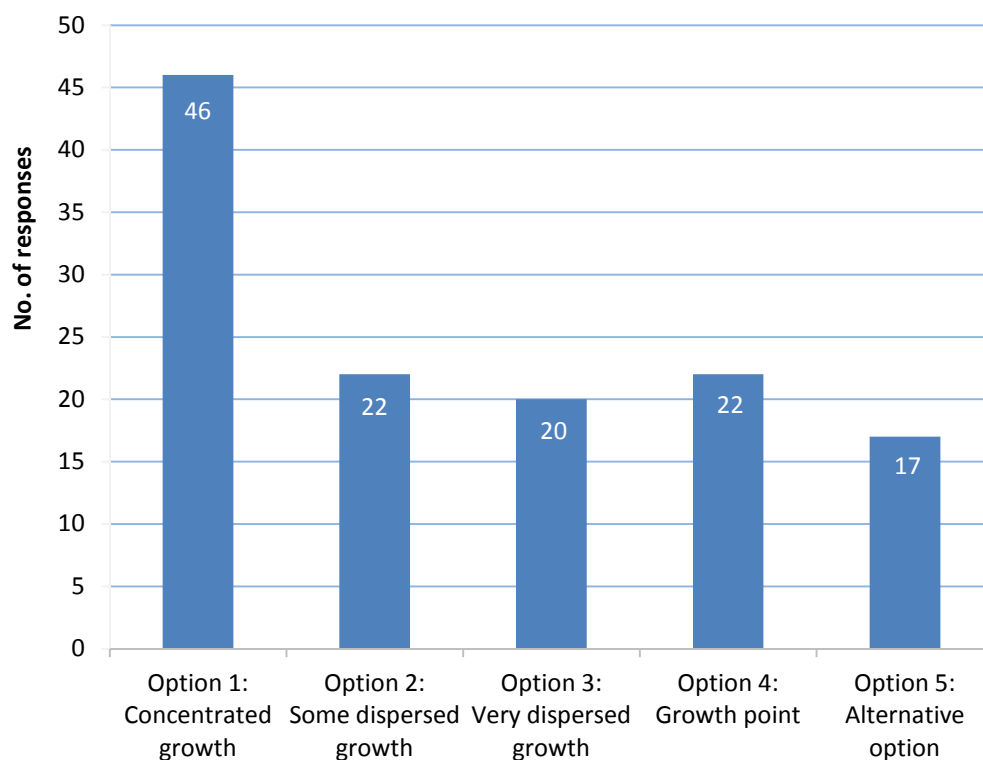
Option 1: Continue to concentrate housing and employment development at a few large sites located adjacent to the main towns in the district

Option 2: Take a more dispersed approach with some medium sized housing and employment sites on the edge of the larger villages, as well as towns

Option 3: Disperse development across the district with most villages including at least one small to medium site allocated to meet local needs

Option 4: Identify a growth point in the district to include significant growth, either as an expansion of an existing settlement, or to create a new settlement

Public consultation was undertaken on these broad strategy options during October-December 2017. The results of formal responses submitted are as follows:



At the public exhibitions we also carried out a secret ballot on the options. The results were as follows:

Growth Options	1	2	3	4	5	
Wotton Cluster	10	7	6	12	12	47
Gloucester Fringe Cluster	1	0	0	1	9	11
Stroud Valleys Cluster - Stroud	10	0	4	2	5	21
Berkeley Cluster	1	6	6	0	6	19
Stonehouse cluster	6	2	2	0	3	13
Stroud Valleys Cluster - Nailsworth	16	5	0	3	2	26
Severn Vale Cluster	4	4	12	1	4	25
Cam and Dursley Cluster - Dursley	2	1	4	1	2	10
Cotswold Cluster Cluster	4	0	0	0	0	4
Cam and Dursley Cluster - Cam	7	3	3	1	9	23
	61	28	37	21	52	199

Those who chose option 5 suggested combinations of two or more of the other options. The most popular combinations were 2+3 (13), 1+2 (8) and 1+3 (7).

Approach to developing the options

In order to further test whether these options are reasonable and deliverable and the potential impacts of each option, it is necessary to work up these options to include potentially suitable, available and achievable sites that would contribute to the delivery of each option.

Potentially suitable, available and achievable sites have been identified from a range of sources. Large sites considered suitable or with future potential for housing and/or employment, as assessed in the SALA (published 2017), have been assigned to each option, together with any additional sites identified in the District's Brownfield Register (December 2017). In addition, sites derived from the broad locations identified in the Issues and Options Paper have been assigned, together with any potentially suitable sites promoted through the Local Plan consultation process in December 2017.

Assignment has been based on the location of each site (e.g. which settlement within the Local Plan settlement hierarchy), the size of site (e.g. small, medium or large) and the capacity of the site to accommodate other uses and supporting infrastructure. As part of this process, the four spatial options have been further articulated as set out below:

Table 1: Strategic options for assessment

Option	Description of option	Components of option
1	Concentrated development	<ol style="list-style-type: none"> 1. Sites (capacity of 10 houses +) within settlement development limits (SDL) at Tier 1 settlements (Stroud, Stonehouse, Cam and Dursley) 2. Medium to large sites (c.150-1500) adjoining SDLs at Tier 1 settlements + Gloucester,

		<p>often with potential to accommodate mixed uses or supporting infrastructure</p> <p>3. A small sites windfall component at Tiers 1-3 settlements only</p>
2	Wider distribution	<p>1. Sites (capacity of 10 houses +) within settlement development limits (SDL) at Tier 1 (see above) and 2 settlements (Berkeley, Frampton on Severn, Minchinhampton, Nailsworth, Wotton Under Edge)</p> <p>2. Smaller and mid sized sites (c.10-150) adjoining SDLs at Tier 1 & 2 settlements + Gloucester</p> <p>3. A small sites windfall component at Tiers 1-3 settlements only</p>
3	Dispersal	<p>1. Sites (capacity of 10 houses +) within settlement development limits (SDL) at Tier 1, 2 and 3 settlements</p> <p>2. Smaller and mid sized sites (c.10-150) adjoining SDLs at Tiers 1-3 settlements + Gloucester</p> <p>3. Small sites (c.10 dwellings - not yet identified) at Tiers 4 & 5 settlements</p> <p>4. A small sites windfall component at Tiers 1-5 settlements</p>
4	Growth point	<p>1. Very large sites (1750-5000) with potential to accommodate employment, mixed uses and supporting infrastructure</p> <p>2. A small sites windfall component at Tiers 1-3 settlements only</p>

Housing and employment requirements

At this stage, the housing and employment requirements for the Local Plan Review are not known. However, the Government consulted on a new housing requirement methodology and indicative housing figures for each District during autumn 2017. Until the Government publishes its proposals during 2018 it has been assumed that the housing requirement for Stroud District will be the Government figure of 635 houses per annum (or 12,700 dwellings for the 20 year period 2016-2036), a 39% increase on the current adopted Local Plan figure of 465 per annum. The figure for future employment land supply has yet to be determined, but it is likely that there will be a need for some additional B class development to help address qualitative and market factors as well as any additional quantitative requirements.

In terms of supply, there is already a significant supply of housing and employment provision that has planning permission or is included in existing Local Plan allocations that have yet to receive consent. The figures, taking account of evidence of deliverability, are set out in Table 2 below.

Table 2: Current anticipated housing supply for 2016-2036

	A	Completions (1 April 2016 to 31 March 2017)	356
	B	Large sites commitments at April 2017 (sites with permission, under construction)	4579
	C	Small sites commitments at April 2017 (sites with permission, under construction)	427
	D	Other firm commitments at April 2017 (sites subject to resolutions to grant)	485
	E	Local Plan allocations at April 2017	1306
	F	Total commitments (B+C+D+E)	6797
	G	Total completions and commitments (A+E)	7153
	H	Draft housing requirement (1 April 2016 to 31 March 2036) 635x20	12700
	I	Minimum residual housing requirement to 2036 (G-F)	5547

In order to determine future requirements that the strategic options will need to address, the existing committed housing supply has been deducted from the 12,700 potential housing requirement, to leave a residual requirement to be found of c.5500 dwellings.

It should also be noted that under the NPPF and Duty to Cooperate, Stroud District is required to consider helping to meet the unmet needs of adjoining authorities in certain circumstances. In the case of Gloucester City, the recent Joint Core Strategy (JCS) covering that authority has identified a shortfall in provision that requires an early review of that plan. Consequently, there may be sites in Stroud District, particularly within the Gloucester fringe, that may be required in the future to meet Gloucester's needs rather than contributing to the 12,700 requirement for Stroud District. This is currently factored into the options work.

In addition, the West of England authorities have recently written to Stroud District Council requesting that Stroud District assist those authorities in helping to meet needs which have not yet been accommodated within the West of England Joint Spatial Plan. No allowance has been made for this eventuality in the current exercise.

Summary of options for assessment

Table 3 sets out a summary of each option for assessment and the notional capacity in terms of housing delivery with an indication of any significant employment potential.

Initial commentary on strategy options - addressing shortfalls

The worked up Option 1 identifies a potential housing supply of 7,630 dwellings from larger sites concentrated at Tier 1 settlements. Whilst this is more than required to meet potential requirements, the option includes two large sites on the Gloucester fringe. If the largest site were to be required to meet Gloucester City's future needs then the supply from this option would drop to 5,380, just below the requirement but with a slight increase in densities on some of the sites this requirement could be met.

The worked up Option 2 identifies a potential housing supply of 2,930 dwellings from smaller and medium sized sites at Tier 1 and 2 settlements. The lack of large sites means that this option generates a significant shortfall compared against the residual requirement. Options to address this shortfall include the inclusion of larger sites through a hybrid option with Option 1 (large sites at main settlements) or with Option 4 (very large sites at growth point).

The worked up Option 3 identifies a potential housing supply of 3,780 dwellings from smaller and medium sized sites at all settlements within the District. This includes the potential for sites of about 10 dwellings at very small Tier 4 and 5 settlements. These sites have yet to be identified and if this option were to be pursued an additional site assessment process would need to be undertaken. Again, the lack of large sites means that this option generates a shortfall compared against the residual requirement. Options to address this shortfall again include the inclusion of larger sites through a hybrid option with Option 1 or Option 4.

The worked up Option 4 identifies a potential housing supply of 6,860 dwellings from three very large, potentially stand alone, sites at Whaddon, at Cam/Cambridge and at Sharpness. Whilst this is more than required to meet potential requirements, the option includes Whaddon which may be required to meet Gloucester City's future needs. If this is discounted, then the supply from this option would drop to 4,610, requiring further provision to meet the requirement. This could be met through a hybrid option, either by including additional large urban extension sites as set out in Option 1 or, conversely, by taking a more dispersed approach as set out in Options 2 or 3.

Testing the options

It is proposed to test these options and any potential hybrid options by undertaking a series of planning and transport related assessments, together with a high level assessment of each option against sustainability objectives as identified through the Sustainability Appraisal / Strategic Environmental Assessment process, complemented by an assessment of individual site impacts.

We will also have regard to the results of public consultation on the broad options and sites undertaken in autumn/winter 2017.

The Council will determine its preferred strategy later in 2018 before consulting on this and all reasonable alternative options and sites in autumn 2018.

Review of options (March 2018)

Having considered the initial identification of options and the housing shortfalls for options 2 and 3, the following revisions have been proposed to ensure that all options can deliver the housing requirement (and hence can be fairly assessed against each other):

1. The Whaddon site (Gloucester fringe) has been removed from options 1 and 4 as the consideration of this site in terms of meeting Gloucester's needs is a separate process which has to be undertaken whatever the strategy options eventually determined for Stroud District;
2. The shortfall identified in Option 2 (wider distribution) has been removed by increasing the size of housing allocations at tier 2 settlements: Berkeley, Frampton on Severn, Hardwicke

(Hunts Grove), Minchinhampton, Nailsworth and Wotton under Edge and by increasing the size of allocations at Tier 1 settlements to a max. of 750 dwellings;

3. The shortfall identified in Option 3 (dispersal) has been removed by adding the growth point at Sharpness to create a hybrid option. It was felt that adding a growth point site at a current tier 3 settlement was more in keeping with the objectives of the dispersal option than increasing the size of allocations at tier 1 settlements which would have created a hybrid option very similar to option 2.
4. Minor changes to reflect site capacities and to ensure internal consistencies within options.

Table 4 sets out the revised summary of each option for assessment and the notional capacity in terms of housing delivery with an indication of any significant employment potential.

Planning Strategy

23 March 2018

Table 3 Development Strategy Options

Cluster	Settlement	Option 1	Option 2	Option 3	Option 4
Gloucester Fringe	Hardwicke	1400 + EMP	150 + EMP	150 + EMP	
	Whaddon	2250 + EMP			2250 + EMP
	Brockworth	150	150	150	
	Upton St Leonards			50	
	Tier 4/5 - Brookthorpe, Haresfield (no sites yet)			20	
Cotswold Cluster	Bisley			20	
	Oakridge Lynch			20	
	Painswick			40	
	Tier 4/5 - Cranham, Sheepscombe (no sites yet)			20	
Stonehouse Cluster	Stonehouse	795 + EMP	195 + EMP	195 + EMP	
	Alkerton			40	
	Kings Stanley			20	
	Leonard Stanley			60	
	Standish	150	150	150	
	Tier 4/5 - Middleyard, Selsley (no sites yet)			20	
Severn Vale	Frampton		70	70	
	Whitminster			40	
	Tier 4/5 - Arlingham, Longney, Saul (no sites yet)			30	
Stroud Valleys	Stroud	395	395	395	
	Minchinhampton		150	150	
	Nailsworth		120	120	
	Brimscombe/Thrupp	80	80	100	
	Chalford			20	
	Horsley			20	
	Manor Village			30	
	N. Woodchester			10	
	Tier 4/5 - Box, Bussage, Eastcombe, France Lynch, Randwick, S.Woodchester (no sites yet)			60	
Berkeley Cluster	Berkeley		110	110	
	Newtown & Sharpness			40	2000*+ EMP
	Slimbridge			20	
	Tier 4/5 - Cambridge, Newport, Stone (no sites yet)			30	

Table 3 Development Strategy Options

Cluster	Settlement	Option 1	Option 2	Option 3	Option 4
Cam and Dursley	Cam	1355	265	265	1750
	Dursley	195	195	195	
	Coaley			20	
	Tier 4/5 - Nympsfield, Stinchcombe			20	
Wotton Cluster	Wotton under Edge (site to be found)		40	40	
	Kingswood			40	
	North Nibley			10	
	Tier 4/5 - Hillesley (no sites yet)			10	
All locations	Small sites windfall (Tiers 1-3 only, **includes 4/5)	860	860	980**	860

* Capacity of 5000 but only 2000 likely to be deliverable by 2036

TOTAL		7630	2930	3780	6860
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DRAFT Housing requirement 2016-2036	12700
Commitments	7200
Residual to find	5500

Table 4 Development Strategy Options (Revised March 2018)

Cluster	Settlement	Option 1	Option 2	Option 3	Option 4
Gloucester Fringe	Hardwicke	1400 + EMP	800 + EMP	150 + EMP	1400+EMP
	Brockworth	150	150	150	
	Upton St Leonards			50	
	Tier 4/5 - Brookthorpe, Haresfield (no sites yet)			20	
Cotswold Cluster	Bisley			20	
	Oakridge Lynch			20	
	Painswick			40	
	Tier 4/5 - Cranham, Sheepscombe (no sites yet)			20	
Stonehouse Cluster	Stonehouse	795 + EMP	795 + EMP	195 + EMP	EMP
	Alkerton			40	
	Kings Stanley			20	
	Leonard Stanley			60	
	Standish	150	150	150	
	Tier 4/5 - Middleyard, Selsley (no sites yet)			20	
Severn Vale	Frampton		220	70	
	Whitminster			40	
	Tier 4/5 - Arlingham, Longney, Saul (no sites yet)			30	
Stroud Valleys	Stroud	395	395	395	
	Minchinhampton		200	150	
	Nailsworth		180	80	
	Brimscombe/Thrupp	50	50	70	
	Chalford			20	
	Horsley			20	
	Manor Village			30	
	N. Woodchester			10	
	Tier 4/5 - Box, Bussage, Eastcombe, France Lynch, Randwick, S.Woodchester (no sites yet)			60	
Berkeley Cluster	Berkeley		200	135	
	Newtown & Sharpness			2000*+ EMP	2000*+ EMP
	Slimbridge			20	
	Tier 4/5 - Cambridge, Newport, Stone (no sites yet)			30	
Cam and Dursley	Cam	1555	1005	265	1750

Table 4 Development Strategy Options (Revised March 2018)

Cluster	Settlement	Option 1	Option 2	Option 3	Option 4
	Dursley	195	195	195	
	Coaley			20	
	Tier 4/5 - Nympsfield, Stinchcombe			20	
Wotton Cluster	Wotton under Edge (sites to be found)		200	40	
	Kingswood			40	
	North Nibley			10	
	Tier 4/5 - Hillesley (no sites yet)			10	
All locations	Small sites windfall (Tiers 1-3 only, **includes 4/5)	860	980**	980**	860

* Capacity of 5000 but only 2000 likely to be deliverable by 2036

TOTAL		5550	5520	5695	6010
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DRAFT Housing requirement 2016-2036	12700
Commitments	7200
Residual to find	5500

