

City of Stoke-on-Trent Council Supplementary Statement

In relation to STONE (Policies Stone 1-2)

Policy Stone 1 (Stone Town)

Policy Stone 2 (West & South of Stone)

Background

The City of Stoke-on-Trent Council **support** the overall housing strategy as set out within the Stafford Local Plan. The City Council prepared a hearing statement, however following the examination hearing sessions the Inspector has asked the City Council to prepare a supplementary housing statement which sets out existing evidence relating to the implications of earlier development in Stone on Stoke-on-Trent and on urban regeneration initiatives.

It is recognised that Stafford Borough Council's strategy is to ensure a balance in housing growth across the area but with a focus of new development at Stafford and a lesser extent at Stone and key service villages in rural areas. The strategy also includes the provision to phase the delivery of housing at Stone (500 units) to latter 10 years of the plan from 2021 – 2031.

Adopted Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy (2006 – 2026)

The Stafford Local Plan is based on supporting sustainable urban growth towards the larger service centre of Stafford and therefore restrains development around Stone given this is a smaller settlement in the hierarchy. This restraint also supports urban regeneration in North Staffordshire given the location of Stone to the north of Stafford Borough, close to the boundary with Stoke-on-Trent. The restraint set out within the Local Plan will help minimise the risk of continued out-migration from the City and supports sustainable urban development.

The adopted Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy (2006 – 2026) (CSS) is predicated on:

- Stemming out-migration from the city (Strategic Aims 1 and 2);
- Targeted regeneration (Policy SP1);
- Increasing sustainable urban growth in both housing and employment (Policies SP2; ASP1, ASP2 and ASP3);
- Creating strong centres (Policies ASP1, ASP2 and ASP3)
- Improving accessibility and social inclusion through providing for a compact sub-region of sustainable linked communities (Policy SP3)

Spatial Portrait

In terms of housing the CSS is predicated on stemming the significant levels of out migration from the city which has been experienced over the last few decades. The census population data released in 2011 showed that the population of Stoke-on-Trent had grown to 249,000 from 240,000 reported in the Core Spatial Strategy a clear sign that the trend was starting to be reversed. Unfortunately up to date migration data is not yet available from the 2011 census so the existing data from the Office of Public Sector Information (2007) as set out on page 17 of the Core Spatial Strategy remains the most up to date information in terms of in/out migration and is based on the 2001 census.

This data identifies that there is a net out-migration of 4,140 people out of the city to Stafford Borough and an in-migration of 3,650 from Stafford Borough. Figures for Crewe and Nantwich; Congleton; Manchester; Staffordshire Moorlands and Newcastle-under-Lyme also identify a greater out-migration from the city than the equivalent figure for in-migration.

In line with the adopted CSS the City of Stoke-on-Trent need to ensure that surrounding authorities are meeting their own objectively assessed needs but are not over compensating for an increase in out-migration from the city to their areas. This pattern of growth would be counterproductive to the creation of sustainable urban development growth and the adopted strategy. The adopted CSS therefore presents a balanced approach, any disproportionate increase in surrounding areas would provide a further barrier for the city in bringing forward its own targets in a timely manner and in line with the overall strategy.

As set out within the NPPF the purpose of the planning system is to contribute to the achievement of sustainable development. The joint adopted CSS represents a highly sustainable strategy which includes provision for a target of 90% of housing development on brownfield land across Stoke-on-Trent and Newcastle-under-Lyme. As set out below the percentage of housing development on brownfield land has been over 90% since 2006. This is taken from Annual Monitoring Report data. The 2012 AMR is currently on the council's website (www.stoke.gov.uk/ldf).

Newcastle-under-Lyme Borough Council			
	Gross New Build completions*	Number on PDL	% on PDL
2006-07	215	142	66%
2007-08	185	161	87%
2008-09	335	236	70%
2009-10	259	160	62%
2010-11	174	95	55%
2011-12	301	257	85%
2012-13	389	305	78%

*Excludes gains from change of use and conversions

City of Stoke-on-Trent Council			
	Gross Housing completions	Number on PDL	% on PDL
2006-07	850	847	99.6
2007-08	880	876	99.6
2008-09	675	675	100
2009-10	294	294	100
2010-11	583	535	91.8
2011-12	399	397	99.5
2012-13	394	374	95%

Combined figures for Stoke-on-Trent City Council and Newcastle-under-Lyme Borough Council			
	Gross Housing completions 2006 - 2013	Number on PDL	% on PDL
Combined total 2006 - 2013	5933	5354	90%

The core planning principles in the NPPF include provision of promoting the vitality of main urban areas; encouraging the effective use of land by reusing land that has been previously developed (brownfield land) and actively managing patterns of growth.

The adopted Core Spatial Strategy clearly identifies the amount of housing growth required within the city, the spatial distribution of that growth, the justification for stemming out-migration and the parameters to which the city will build out growth to achieve a high level of sustainable development.

Targeted Regeneration

The North Staffordshire conurbation was identified in 2003 as one of nine urban areas in the UK in need of intervention through the central government funded Housing Market Renewal Initiative. The overarching strategy of RENEW North Staffordshire, the low demand Housing Market Pathfinder to create genuinely sustainable and revitalised neighbourhoods by improving the quality of the housing stock and transforming the urban form and local environment.

The HMR programme was disbanded in 2010 although funding already committed was carried forward to 2011/12 and site development was continued in-house by the City Council. The City Council Housing Regeneration Team is actively involved in bringing forward the former HMR sites through a number of funding sources including the Homes and Communities Agency who are actively involved in sites in Stoke-on-Trent.

Housing Renewal areas with currently active development sites include City Waterside; Shelton; Burslem; Middleport; Stoke; Meir and Coalville. The following larger sites have the longest build out programmes with planned completion of around 550 dwellings on site finishing between 2013-2018:

- Ridgeway Road, City Waterside;
- The Square, Meir
- Weston Heights, Coalville
- Former Trent Bathrooms, City Waterside;
- Slater Street, Middleport

Other smaller sites have planned completion dates prior to these.

In addition to developing out sites the City Council has recently placed two large former HMR sites on the open market - Former Churchill Pottery, Waterloo Road Cobridge and Former Clearance Area Wellington Road, Bucknall. These are being marketed as housing sites having been cleared of structures. These sites have a potential capacity of 360 dwellings again to be delivered before 2018.

As well as market housing a number of schemes are also being promoted and have planning permission for self-build housing sites. This meets a different housing need within the city in order to increase higher priced housing in the city to help stem out migration but retain the population within the outer urban area. These sites include Newcastle lane, Penkhull and Wilson Road, Hanford.

Housing Targets

The CSS sets out housing targets for different Spatial Areas of the City as follows:

- Policy ASP1 – City Centre Area Spatial Policy– 500 units
- Policy ASP2 – Inner Urban Core – 5,800 dwellings (net)
- Policy ASP3 – Outer Urban Area – 5,100 dwellings (net)
- The Core Spatial Strategy sets out an indicative annual requirement (net) of 570 dwellings.

It is understood that during the examination sessions the rate at which housing development should be brought forward and the annual requirement was challenged. Since the adoption of the Core Spatial Strategy the Phase 2 Regional Spatial Strategy Panel Report reported on changes to the annual growth rates for the region. For robustness if these later housing figures are applied to the housing requirement for Stoke-on-Trent this relates to a requirement of:

- 570 dwellings per annum (2006/07 – 2015/16)
- 870 dwellings per annum (2016/17 – 2025/26)

As set out above housing growth targets are predicated on targeted regeneration towards the Inner Urban Core, however all figures for the Stoke-on-Trent element of the plan are minimum targets (including the outer urban area).

One of the key reasons for promoting growth within the Inner Urban Core is that a significant part of the city, particularly within the Inner Urban Core, has suffered from severe housing market failure, low demand, an imbalance of housing types and tenures and in some neighbourhoods high levels of vacant stock. The distribution of growth helps to repair the urban fabric of the city where areas of housing demolition have occurred or where industry has closed leaving large areas of brownfield land. These sites however tend to have longer lead in times and have viability issues.

Housing Delivery

The below table 1 lists completions since the start of the plan period for Stoke-on-Trent. It shows that using the panel report RSS Figure and annual requirement of 570 units per annum and factoring in the need for replacement dwellings at 0.6 per unit demolished Stoke-on-Trent is, as of March 2013, 781 units short of the anticipated trajectory. These units are factored into the 5 year supply calculation discussed below.

Table 1 – Completions

	New Build Total	Change of Use Conversions Gains	Change of Use Conversion Losses	Gross Housing Completions	Demolitions	Demolition Replacements Needed at 0.6 per loss	Net Housing Requirement	Total Requirement	
2006/07	805	45	11	850	219	131	570	701	149
2007/08	821	59	12	880	224	134	570	704	176
2008/09	568	107	19	675	422	253	570	823	-148
2009/10	239	55		294	227	136	570	706	-412
2010/11	520	63	6	583	73	44	570	614	-31
2011/12	285	114	5	399	229	137	570	707	-308
2012/13	330	64	17	394	51	31	570	601	-207

Using these figures there is anticipated need of 5006 units over the 5 year period from April 2013-March 2018. Table 2 below shows the 5 year supply calculation for Stoke-on-Trent.

Table 2 – 5 Year Supply

Method	Target for 5 year supply with buffer and under supply	Approvals since Apr 13	Approved applications at Apr 13	Approved subject to S106	Under Construction Apr 13	Windfalls – Allowance for last 2 years of 5 year period	Draft SHLAA 0-5 Year Capacity	Total Capacity	Years Supply
RSS Panel Report	5006	800	1003	143	725	398	1923	4992	4.99
City Centre Requirement	200	0	0	0	0	0	0	0	0
Outer Urban Area Requirement	2253	N/A	N/A	N/A	N/A	198	N/A	2923	6.49
Inner Urban Core Requirement	2553	N/A	N/A	N/A	N/A	198	N/A	2049	4

The table shows that at present (base date for data 30th September 2013) there is a 4.99 year supply within Stoke-on-Trent. This includes a Sedgfield approach calculation to housing back log and a 20% buffer against under delivery. Both of these are used to in accordance with the context of the NPPF in housing supply delivery.

Whilst the supply of housing land overall is at 4.99 years it is clear from Table 2 that the issue with supply is related towards the City Centre and Inner Urban Core more than the Outer Urban Area. The split above is projected forwards using the data compiled for the 5 year supply at the following rates taken from the development patterns in the Core Spatial Strategy.

- City Centre 4% of requirement
- Inner Urban Core 51% of requirement
- Outer Urban Area 45% of requirement

It is worth noting that the figure associated with draft SHLAA capacity was the subject of viability testing as part of the draft SHLAA. The data is not yet finalised for publication and the results attached to this are subject to change. There is therefore a plentiful supply of land in the 0-5 year period to meet the demand in this area of the City. Again it should be noted that this figure includes a 20% buffer and the inclusion of the backlog demand.

Distribution of Housing Growth

The amount, distribution and timing of housing around Stone is important in the context of Stoke-on-Trent being able to deliver the whole of the Core Spatial Strategy not just the Inner Urban Core. Policy Stone 1 and Stone 2 reflect the Borough Council's priority to concentrate development at Stafford in line with Spatial Principle 3 – Stafford Borough Sustainable Settlement Hierarchy and in line with its traditional role and function. This is in order to ensure that the right proportion of development is directed to the most appropriate settlements with access to sufficient services and facilities to support development, an approach found sound at examination and subsequently adopted in the case of Stoke-on-Trent and Newcastle-under-Lyme.

Further housing growth at Stone over and above that already identified will directly compete with sustainable urban development in the Outer Urban Area of Stoke-on-Trent. As demonstrated above such development is needed to keep housing delivery on track and to maintain a 5 year housing land supply.

The submitted policy wording in Policy Stone 1 and 2 provides support towards urban regeneration strategies (both within Stafford Borough and in adjoining areas) and therefore reflects a sound planned approach across the whole plan period. This approach is supported by national policy and ensures the most efficient use of brownfield land and development locations to create sustainable settlements.

Housing completions and distribution in Stoke-on-Trent 2006 - 2013				
	Housing Completions		Housing Distribution	
	gross	net	IUC	OUA
2006-07	850	620		
2007-08	880	644		
2008-09	675	234		
2009-10	294	58	143 (49%)	151 (51%)
2010-11	583	504	269 (46%)	314 (54%)
2011-12	399	165	193 (48%)	206 (52%)
2012-13	394	326	112 (28%)	282 (72%)

Housing distribution by Spatial Area in Newcastle-under-Lyme 2006 - 2013					
	Housing distribution by Spatial Area (net dwellings)				
	Newcastle Urban Central	Newcastle Urban South and East	Kidsgrove	Rural	Total
2006-07	106	16	38	48	208
2007-08	63	41	9	29	142
2008-09	139	78	16	44	277
2009-10	113	70	3	21	207
2010-11	131	30	7	15	183
2011-12	132	28	9	82	251
2012-13	255	69	56	34	414

As demonstrated above there is a clear supply of sites in the Outer Urban Area to meet the needs of Stoke-on-Trent, in this region of the city and plentiful future sites to meet future demand and reverse the outward migration trends. That said the market within Stoke-on-Trent remains fragile and whilst the council continues to invest in the city and promote its regeneration the impact of development in neighbouring areas is still an important consideration.

There has also clearly been an improvement of interest in Stoke-on-Trent. Approvals between April 2013 and September 2013 totalled some 800 units. In addition to these the city council has approved developments at Wedgwood and the North Staffs Royal Infirmary which will provide a range of housing in the Outer Urban Area targeted towards the middle/upper ends of the housing market. The city council is therefore actively pursuing housing based regeneration and the assistance of neighbouring authorities will be key to maintain this trend.

Conclusion

The Plan for Stafford has been positively prepared and effectively recognises existing adopted strategies in adjoining areas. The plan is consistent with national policy and is the most appropriate strategy to ensure sustainable urban growth.

Stoke-on-Trent City Council continue to face a fragile housing market but, despite Housing Market Renewal funding being cut, are still actively involved in bringing brownfield housing sites forward through a number of funding sources including the Homes and Communities Agency. Larger key sites within the city are either being marketed now, are commencing development or are already on-site. The programme for the larger sites where delivery programmes are the longest, is identified as currently running to 2018 before these larger sites are developed out. This will help to deliver out the housing requirement for 5,800 dwellings in the Inner Urban Core.

The Core Spatial Strategy, whilst identifying regeneration areas within the Inner Urban Core and other renewal areas such as Meir and Coalville which are located within the Outer Urban Area, also acknowledges the need for of 5,100 houses within the Outer Urban Area.

The housing completion figures for the city show an increasing percentage of housing completions being within the Outer Urban Area. This represents sustainable urban regeneration in line with the provisions of the adopted plan. Accentuating further out migration from Stoke-on-Trent to smaller settlements outside of the city will add to the challenge to bringing forward the whole of the Core Spatial Strategy housing requirements. As demonstrated above the city council, to support its regeneration, can demonstrate a plentiful supply of housing in the Outer Urban Area, this section of this city is likely to be the area which is in competition most directly with Stone. In particular the area south of the A50 has strong housing market links to Stone.

The phasing of development at Stone post 2021 will therefore allow significant large scale housing sites within the identified renewal areas to be built out. Equally as important as phasing is the capping of development numbers at Stone to those set out in the submitted plan.

The Stafford Borough Council Local Plan Examination heard from a number of house builders wanting to increase housing building across the Borough area including Stone. It would be

important that regardless of whether the phasing aspect of the housing policy remains, any increase in the total numbers already identified for Stone by Stafford Borough would inevitably cause greater out migration from the city, most notably from the outer urban area, and should be resisted.

The examination was presented with a range of housing sites including additional sites at Stafford which would present a more sustainable location should any increase in housing number requirements be accepted by the Inspector. As stated previously the City of Stoke-on-Trent support the overall housing strategy approach in directing development towards Stafford as this represents a sustainable pattern of growth in accordance with the NPPF.