



Staffordshire Moorlands Local Plan

Housing Delivery Action Plan

August 2019

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Introduction

1 Introduction

The Housing Delivery Test (HDT) has been introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT, which was introduced in February 2019, compares the number of new homes delivered over the previous three years with the authority's housing requirement. The HDT will be used to determine the buffer to apply in housing supply assessments and whether the presumption in favour of sustainable development should apply. Under the HDT:

- Where housing delivery over the previous three years has been less than 95% of the housing requirement, LPAs should prepare an action plan setting out the causes of under delivery and the intended actions to increase delivery;
- Where delivery has been less than 85% of the housing requirement, a 20% buffer should be applied to the supply of deliverable sites for the purposes of housing delivery assessment;
- Where delivery has been less than 75% of the housing requirement, the NPPFs presumption in favour of sustainable development will apply.
- Where an Action Plan is required, this should be prepared within six months of the test results being published i.e. by the end of the following March.

	Number of homes required (2015-18)	Number of homes delivered (2015-18)	Housing delivery test: 2018 measurement	Housing Delivery test: 2018 consequence
Staffordshire Moorlands	544	369	68%	<ul style="list-style-type: none"> • 20% Buffer • Action Plan

Table 1.1 Housing Delivery Test Calculation

This Action Plan provides an analysis of the key reasons for the historic under-performance against the district's assessed housing requirement and identifies the measures the council intend to undertake to increase/maintain the delivery of new housing in Staffordshire Moorlands.

The Council recognises that delivering growth is complex. Whilst a number of the actions identified in the Action Plan are solely within the remit of the Council to resolve, to successfully respond to the challenge of increasing, and then maintaining, housing delivery the Council will also need the support and co-operation of those involved in delivering homes including landowners and house builders.



Housing Delivery in Staffordshire Moorlands

2 Housing Delivery in Staffordshire Moorlands

Planning Context

The Staffordshire Moorlands Core Strategy was adopted in March 2014. The Core Strategy identified an average housing requirement of 300 homes over the period 2011 to 2026. However, the Planning Inspector who considered the Core Strategy determined that an early and comprehensive review of the Core Strategy for the period 2016 – 2031 would be required to take account of longer term development requirements. The review of the Core Strategy would also roll it forward into a single local plan combined with site allocations as recommended by the Planning Inspector who considered the Core Strategy.

A Local Plan, including site allocations, was subsequently submitted to the Secretary of State in June 2018 and is currently subject to examination. The plan (as modified) aims to deliver the full objectively assessed need for housing (an annual average of 320 homes per year) up to the year 2033. Once adopted, the Local Plan will provide the first plan with housing allocations across the District since the adoption of the 1998 Local Plan.

As such, housing completions data as set out below reflects a period where the Council has not had an up to date Local Plan which includes housing allocations to facilitate land supply.

Subject to the outcome of the examination process, the new Local Plan will significantly boost the supply of housing land across the District through the allocation of sites (Appendix 2) and a positive policy approach to appropriate windfall developments as summarised below.

The Local Plan is supported by a Housing Implementation Strategy which sets out how and when the housing land supply will come forward as identified in the housing trajectory.

Leek	Number of homes on new sites
New allocations	630
Large windfall site allowance (15 per year)	210
Small sites allowance (10 per year)	140
TOTAL POTENTIAL PROVISION	980
Biddulph	
New allocations	730
Large windfall site allowance	20
Small sites allowance (10 per year)	140
TOTAL POTENTIAL PROVISION	890

Cheadle	
New allocations - Within the urban area	1026
Small sites allowance (10 per year)	140
	1166
Rural	
New allocations - Larger Villages	461
Small sites allowance - (infill provision 30 per year)	420
TOTAL POTENTIAL PROVISION	881

Table 2.1 Anticipated Housing Provision (Local Plan Submission Version)

Current housing supply and delivery rates

The Council acknowledges that there has been a longstanding issue of not delivering enough homes.

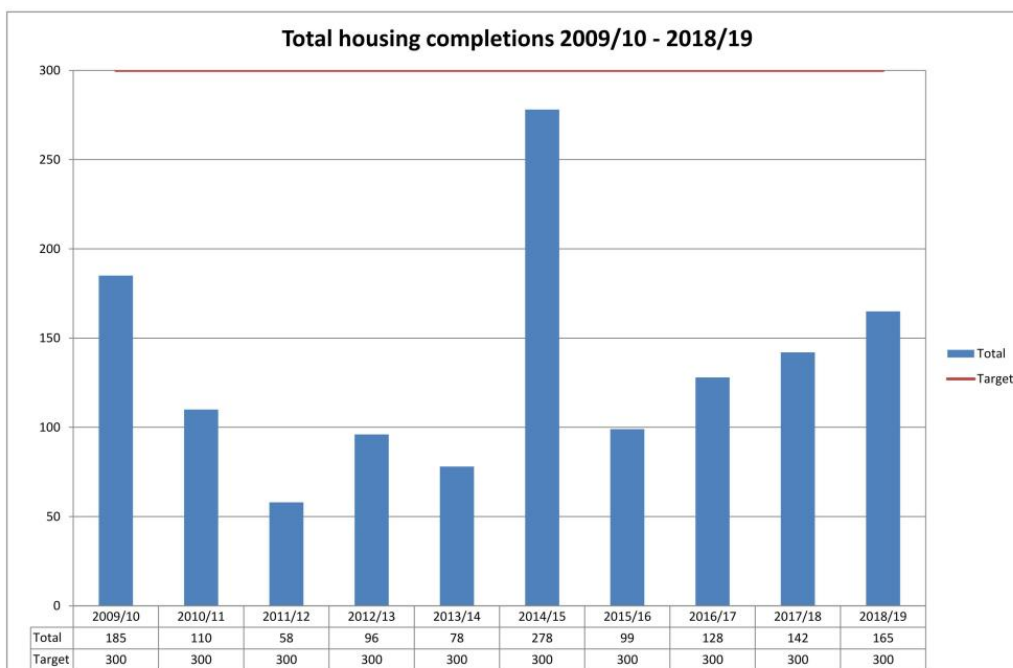


Figure 2.1 Total Housing Completions

Year	Dwelling Completions				
	Leek	Biddulph	Cheadle	Rural Areas	District Total
2009/10	75	-4	46	68	185
2010/11	48	8	2	52	110
2011/12	17	7	1	33	58
2012/13	41	6	37	12	96
2013/14	-22	71	3	26	78
2014/15	149	60	31	38	278
2015/16	29	28	10	32	99
2016/17	44	40	4	40	128
2017/18	40	33	13	56	142
2018/19	14	6	87	58	165
Total	435	255	234	415	1339

Table 2.2 Housing Completions 2009/10 to 2018/19

Current delivery rates are below thresholds as set out in the Government's new Housing Delivery Test guidelines. There is not one single cause of under performance and therefore not one solution. The above tables illustrate that Staffordshire Moorlands has not delivered its annual housing target for over 10 years.

The Council expects that the existing housing commitments from unimplemented planning approvals will contribute towards future housing delivery and is illustrated in Appendix 1.

Council Intervention

For some time the Council has recognised the barriers to housing delivery across the Staffordshire Moorlands area. In an attempt to drive development, the Council approved the Accelerated Housing Delivery Programme (AHDP) (April 2018).

The AHDP focuses on two core aims:

- Drive forward delivery of the Local Plan and maintain 5 year supply by proactive measures and Council led interventions where appropriate.
- Deliver community benefits in the form of increased income from council tax, business rates, New Homes Bonus for reinvestment in the community.

The AHDP focuses on 4 key delivery area:

Action 1 - Open for business approach to planning applications and the regulatory process

- Prepare place marketing material to promote inward investment.

- Incentivise development through a streamlined planning application process.
- Enhance service delivery with customer focussed approach to all regulatory functions.
- Reduce number of planning appeals to reduce developers risk.

Action 2 - Facilitating development on sites with unimplemented planning permission

- Work with developers and partners to understand the issues and overcome barriers which delay development.
- Promote Homes England funding streams to landowners with unimplemented planning approvals.
- Work with registered providers to identify suitable sites for 100 percent affordable housing schemes and work with Homes England to secure funding.
- Work with Homes England to promote 'Home Building Fund'.
- Revise the Council website planning section to include guidance for small site owners to demystify the planning process.

Action 3 - Accelerating delivery of emerging Local Plan sites

- Work with landowners of allocated sites to quicken delivery once the Local Plan is adopted.
- Work with private sector landowners to prepare masterplans and delivery options for larger cluster sites identified in the emerging Local Plan:
 - Wharf Road, Biddulph
 - Tunstall road, Biddulph
 - Mobberley Area, Cheadle
 - Blythe Vale site
- Council led intervention to prepare masterplans for coordinated delivery
 - Cheadle Town Centre
 - The Mill Quarter, Leek
- Work with stakeholders to bid for funding for relevant infrastructure or viability gaps.

Action 4 - Council- led proactive interventions

- Consider proactive intervention by the Council where appropriate to gain more control and certainty over development.
- Commission consultants to prepare an Investment and Acquisition Strategy for the purchase of land.
- Consider a housing delivery vehicle such as a joint venture for public led delivery.
- Work with other public sector bodies to review land assets through the One Public Estate Programme (OPE) and consider options for enhanced service delivery through rationalisation of assets which result in surplus land for additional housing sites.
- Ensure that housing delivery remains a corporate priority.



Understanding the key issues

3 Understanding the key issues

The Council has gathered evidence and views from key stakeholders involved in the planning and housing delivery process to gain a better understanding of the key factors influencing driving low delivery rates. This has been considered along side direct knowledge of local sites, land and development activity. A number of key issues emerged from this analysis.

- Viability is a key issue for both larger and smaller sites.
 - i. Unrealistic land value expectations.
 - ii. Lower residential values compared to surrounding areas.
- Competition from surrounding local authorities with better connectivity and employment opportunities.
- Poor connectivity across Moorlands presents perceived lack of demand for executive type homes.
- Complex and time consuming planning process.
- Delays in completion of Section 106 agreements due to internal and external factors.
- Lack of availability of sites. No sites have been allocated for residential development since the 1998 Local Plan (apart from Biddulph AAP)
- Lack of availability of larger sites to attract national developers
- Awaiting wider infrastructure delivery



Picture 3.1

Key actions and responses

4 Key actions and responses

Whilst the Council has made significant efforts to address low delivery rates and simulate housing delivery through the implementation of the Accelerated Housing Delivery Programme, this Housing Delivery Action sets out a further range of proactive measures.

Corporate level actions

- Work with stakeholders to deliver the recently adopted Growth Strategy

- Adopt the Local Plan: Emerging Local Plan (2014-2033 as modified), set to be adopted into late 2019 which will set out a clear planning policy framework for to enable the delivery of the full objectively assessed need for housing (320 homes per year). Housing allocations for approximately 2800 homes (Appendix 2) are proposed alongside a positive policy approach to suitable windfall provision.

- Work to embed a strong culture at all levels to make delivery of new homes a guiding principle in decision making.

- Support Councillors to develop agreement on the importance of delivery new homes.

- Establish a 'Growth Project Steering Group' and 'Transformation Board' within the Council, which will bring together key internal stakeholders and help to embed the corporate importance of housing delivery across the Council as a whole.

Planning process

- Improve the process for discharging planning conditions by securing additional staff resources and conducting a review of pre-commencement conditions to minimise their use as far as possible.

- Develop a developer contribution SPD to provide guidance and clarification on affordable housing requirements.

- Ensure the emerging Local Plan reflects viability evidence across the District.

Proactive role in delivery

- Continue to proactively contact landowners and developers to discuss issues leading to sites with no activity.

- Introducing existing landowners with potential interested parties.

- Investigate further recommendations of the Councils Acquisition Strategy.

- Proactively responding to funding opportunities as they arise to provide additional expertise, address infrastructure constraints, or viability shortfall.

- Investigate how the Council can support developers of smaller sites and promote small site opportunities including providing guidance on how to bring forward those sites.

- Continue to proactively work with Registered Providers to maximise funding opportunities.

Monitoring and performance

5 Monitoring and performance

Monitoring

The actions outlined in this delivery plan will be implemented and managed by the Regeneration Team.

A full review of the Action Plan will be carried out annually as part of the Councils Annual Monitoring Report (AMR).

The AMR contains number of indicators which monitor housing delivery and provide details of:

- Annual Housing Completions
- Affordable Housing Completions

Details of the individual monitoring indicators are contained in the adopted Core Strategy and the Submission Version Local Plan.

The table below details the indicators in the emerging Local Plan.

Submission Local Plan Policy	Monitoring Indicator
<ul style="list-style-type: none"> • SS2 Settlement Hierarchy • SS3 Future Provision & Distribution of Development 	Net additional dwellings for each year over plan period by Towns, Rural Areas & Parish
<ul style="list-style-type: none"> • SS4 Strategic Housing & Employment Land Supply 	Proportion of housing completed in each area
<ul style="list-style-type: none"> • SS5 Leek Area Strategy • SS6 Biddulph Area Strategy • SS7 Cheadle Area Strategy • SS8 Larger Villages Area Strategy • SS9 Smaller Villages Area Strategy • SS10 Other Rural Areas Strategy 	Number (net) and type of housing completions in Leek, Biddulph, Cheadle, Larger Villages, Smaller Villages & Other Rural Areas e.g. affordable housing and self build.
<ul style="list-style-type: none"> • SD1 Sustainable Use of Resources 	Total amount of net additional dwellings completed and employment floorspace developed per year across District on previously developed land.
<ul style="list-style-type: none"> • H1 New Housing Development 	<p>Net additional dwellings for each year over plan period by Parish.</p> <p>Net additional dwellings for each year over plan period in the Green Belt.</p> <p>Net additional rural housing conversions by Parish.</p>
<ul style="list-style-type: none"> • H2 Housing Allocations 	Number of completions on allocated sites

Submission Local Plan Policy	Monitoring Indicator
<ul style="list-style-type: none"><li data-bbox="276 421 639 454">• H3 Affordable Housing	Number of affordable dwellings completed Number of 100% affordable housing schemes completed by type and location

Table 5.1 Monitoring Indicators

Appendix 1

Appendix 1

Sites with unimplemented planning approvals (at 31/03/2019)

Large Sites with Full Planning Permission	Planning Application ref	Number of dwellings	Update
Well Street, Biddulph	SMD/2017/0771	14	
The Homestead, John St, Biddulph	SMD/2016/0395 SMD/2017/0549	12	Current pending planning application (NMA/2018/0006) for non-material amendments and DOC/2018/0021 also pending for discharge of conditions
Woodland St, former Top of the Trent Public House, Biddulph	SMD/2017/0065	14	Site is actively being promoted
Thorley Drive, Cheadle	SMD/2016/0083 SMD/2017/0586	60	Reserved matters granted approval February 2018. Currently in discussion with housebuilder and registered provider over possible DOV to amend minor changes to S106.
Tearn Quarry, Hollington	SMD/2018/0045	9	
Land South East of A521, Blythe Bridge	SMD/2017/0512	118	Site is being brought forward by St Modwens. Site is part of the larger Blythe Vale allocation, shown in Appendix 1
Ashbourne Road, Leek	SMD/2016/0510	12	LE022 local plan allocation .

Table VI.1

Large Sites with Outline Planning Permission	Planning application ref	Number of dwellings	Update
London Mill, Leek	SMD/2015/0585	93	
Hughes Concrete, Bamfields, Leek	SMD/2014/0750	175	Joint masterplan has been commissioned with developer including adjacent Cornhill site.
Macclesfield Rd, Leek	SMD/2013/1201	11	Reserved matters application pending decision
Milltown Way, Leek	SMD/2016/0413	25	Site is being actively promoted
Kwik Fit Garage, High St, Leek	SMD/2016/0412	27	Site has been cleared and being actively promoted.
Blythe Park, Sandon Road, Cresswell	SMD/2017/0722	168	Discussions with house builder regarding delivery. Keen to move site forward and submit pre-app for reserved matters. Registered provider selected to delivery affordable units
Endon Riding School,	SMD/2017/0470	10	SMD/2018/0373 reserved matters refused October 2018
Moss Feeds, Dilhorne	SMD/2016/0515	10	DOC approved April 2018 DOC/2017/0097
Saltersford Lane, Alton	SMD/2015/0435	22	AL09 & AL022
Cheadle Rd, Upper Tean	SMD/2015/0424	67	Discussions with developer ongoing
Bridge End, Macclesfield Road, Leek	SMD/2017/0696	11	
Tenford Lane, Upper Tean	SMD/2016/0811	40	Site is being actively promoted
Capri, Gallows Green, Alton	SMD/2014/0824	13	Local Plan allocation AL012. Site is actively being promoted.

Table VI.2

Sites with Planning Applications Committee (PAC) approval, but S106 pending 31/03/19	Planning application ref	Number of dwellings	Update
Land at the Birches, Cheadle	SMD/2017/0659	39	Awaiting S106 agreement
Staffs Farmers site, Cheadle Road, Cheddleton	SMD/2016/0434	25	Awaiting decision
Ivy Cottage, Alton	SMD/2017/0497	10	Awaiting S106 agreement
Fole Dairy, Fole	SMD/2018/0234	60	Awaiting decision
Fomer Cecilly Mill, Cheadle	SMD/2017/0660	121	Awaiting S106 agreement

Table VI.3

Appendix 2

Appendix 2

Emerging Local Plan (2014-2033) Site Allocations.

Allocations - Leek	Local Plan ref	Number of dwellings allocated	Notes
Newton House, Leek	LE150	179	
Cornhill, Leek	LE235	50	The council has commissioned a joint masterplan with an adjoining landowner.
Horsecroft Farm, Leek	ADD01	15	Strategic discussions have taken place with the landowner and school
Macclesfield Road, Leek	LE102	25	The site is owned by the Cricket Club who are supportive of residential development
The Mount, Leek	LE66, LE128a,b, LE140, LE142a,b)	345	LE142b short term delivery, within 2 years
Allocations - Biddulph	Local Plan Ref	Number of Dwellings allocated	Notes

The Mills, Biddulph	BD101 & BD102	57	<ul style="list-style-type: none"> When contacted in 2017, one of landowners said expected start date within 1-5 years, build out rate of 20 pa, no constraints. Another owner re-confirmed interest in releasing land in 2017 but no details re delivery or start times.
Wharf Road, Biddulph	BD55, BD71, a, BD106, BD156, BD76, a, BD108, BD16, BD104	333	The Council has commissioned a masterplan to prepare a strategic vision for the site with positive landowner engagement
Tunstall Road, Biddulph	BD117	85	Masterplan commissioned with engagement from all landowners
Allocations - Cheadle	Local Plan ref	Number of dwellings allocated	Notes
Ayr Road, Cheadle	CH001, CH132	320	SMD/2018/0180 – hybrid application currently under consideration. Developer confident that the site will deliver new homes
Cecilly Brook, Cheadle	CH002a, b, CH024	106	CH024 - SMD/2018/0660 – outline permission approved for 121 dwellings subject to S106 at Planning Committee Sept 18. (Note this is larger than allocated site and 76 more dwellings). CH002a/CH002b – Landowner re-confirmed availability of site 2017 but no details regarding delivery or start times.
Froghall Road, Cheadle	CH004	45	Landowner re-confirmed availability of site at Submission Version stage (Feb 18). Unknown whether there is a housebuilder actively interested in the site

Rear of the Birches, Cheadle	CH013	51	Planning permission granted for 39 dwellings (SMD/2017/0659) (see table on page 14)Awaiting S106 agreement. (Note that this is 12 less than 51 dwelling allocation. Previous application was for 51 dwellings.
Stoddards, Cheadle	CH015	32	Agent has confirmed that the site will be available with immediate effect upon adoption of the plan.
The Green, Cheadle	CH020	42	Unknown whether there is a housebuilder actively interested in eth site
Mobberley, Cheadle	CH085a,b,c,d,CH128	430	CH85a-CH85d Agent for landowner - states that family in final stages of signing a contract with householder/developer capable of developing the allocated land quickly. (Examination library doc - EL2.020).
			CH128 – agent expects construction to start between 1 to 5 years following permission and notes that site is gateway to access land to the west. (March 2017)
Allocations – Rural Area	Local Plan ref	Number of dwellings allocated	Notes
Blythe Vale		182 (residual taking account of planning permission)	Approval for 118 dwellings, access, cycle linkages, car/cycle parking, play/open space, landscaping on land to the south east of A521/A50 Blythe Bridge Bypass Blythe Bridge. Relates to part of the allocated site. Approved 10/5/2018

				Reserved matters application for the phase 2 for access road and associated infrastructure, including drainage to serve the road, tree removal, levels, landscaping, safeguarding area, great crested newt mitigation, pursuant to planning application ref SMD/2011/0304. Resolution to approve confirmed delivery rates with St Modwen's during the examination
Stoney Lane, Endon	EN128		22	
St Thomas's Road, upper Tean	UT019		15	Landowners has confirmed availability of the site, unknown whether the site is being actively marketed at the moment
Leek Road, Waterhouses	WA004		36	Landowner re-confirmed availability of site in 2017.
Land adjacent to YO1, Werrington	WE003, WE052		75	The site is part of Homes England Accelerated Delivery programme

Table VII.1

