

STAFFORDSHIRE MOORLANDS DISTRICT COUNCIL

Report to Council Assembly

13th April 2016

TITLE:	Local Plan Preferred Options sites and boundaries
PORTFOLIO HOLDER:	Councillor Wain – Portfolio Holder for Planning, Development & Property
CONTACT OFFICER:	Pranali Parikh – Regeneration Manager
WARDS INVOLVED:	All areas outside of the Peak District National Park

Appendices Attached

Appendix 1 - Site assessments (including summary of feedback on 2015 site options and Sustainability Appraisal) and recommendations for housing, employment, mixed-use and retail sites

Appendix 2 – Maps of sites and boundaries

Appendix 3a – Sustainability Appraisal of housing, employment, mixed-use and retail sites

Appendix 3b – Sustainability Appraisal of potential traveller site options

Appendix 4a – Summary of 2015 Site Options Consultation regarding settlement, infill, open space, town centre and retail frontage boundaries.

Appendix 4b – Summary of 2015 Site Options Consultation regarding the call for additional sites and the Strategic Housing Land Availability Assessment.

Appendix 4c – Summary of comments from Parish Council workshops held in December 2015.

1. **Reason for the Report:** To consider and agree appropriate sites and boundaries for consultation purposes in the Preferred Options Local Plan.

2. Recommendation

- 2.1 That Councillors consider the background evidence and subsequent analysis referred to in this report and accompanying appendices.
- 2.2 That Councillors note the proposed approach for establishing and consulting on Local Plan policies
- 2.3 That Councillors support the recommended sites and boundaries in the Rural Area for the Local Plan Preferred Options as set out in Section 7 and Appendices 1 and 2
- 2.4 That Councillors support the recommended sites and boundaries in Biddulph for the Local Plan Preferred Options as set out in Section 7 and Appendices 1 and 2
- 2.5 That Councillors support the recommended sites and boundaries in Cheadle for the Local Plan Preferred Options as set out in Section 7 and Appendices 1 and 2
- 2.6 That Councillors support the recommended sites and boundaries in Leek for the Local Plan Preferred Options as set out in Section 7 and Appendices 1 and 2
- 2.7 That Councillors support the recommended site to meet the identified need for gypsy and traveller accommodation for the Local Plan Preferred Options as set out in Paragraph 7.44 of this report.

3. Executive Summary

- 3.1 The adopted Core Strategy makes a commitment to undertake an early and comprehensive review of the plan for the period 2016 – 2031 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.
- 3.2 On 2nd March 2016, the Council agreed the development requirements for housing and employment of 6080 (gross) and 35ha respectively up to the year 2031 in light of new evidence regarding housing needs. When housing commitments and completions are taken into account, the net housing requirement is 4158 as of 31 December 2015.
- 3.3 The preferred options sites and boundaries are recommended for consultation purposes having regard to national policy, policies in the adopted Core Strategy, feedback from the 2015 Options Consultation, subsequent discussions and evidence including the Green Belt Review, Gypsy and Traveller and Travelling Showperson Accommodation Assessment and Quantitative Retail Study Update.

- 3.4 The National Planning Policy Framework requires that development requirements are met in full unless the impacts of doing so would significantly and demonstrably outweigh the benefit or unless specific national policies indicate that development should be restricted. It also requires Local Plans to identify sites to accommodate development. As such, this report now considers other key elements of the Local Plan to recommend the preferred options sites and boundaries for housing, employment, Green Belt, mixed-use, open space, settlement and infill boundaries, town centres, retail frontages, education requirements and travellers accommodation.
- 3.5 The proposed sites and boundaries are intended to help meet the development requirements for the Local Plan. These include multiple sites for housing and employment across the District along with settlement and infill boundaries to inform the location of future windfall sites. In line with the spatial distribution set out in the adopted Core Strategy, the majority of development is proposed in the towns of Leek, Biddulph and Cheadle with more modest levels of development in the villages within the Rural Areas. To reflect other development requirements, broad locations for school improvements are recommended along with mixed-use use designations and one site to meet traveller's accommodation needs.
- 3.6 In terms of Green Belt, a relatively modest amount of land is recommended for release to assist in meeting development requirements. The National Planning Policy Framework is clear that *"once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of a Local Plan"*. However, the Framework is equally clear that *"Local Plans should meet objectively assessed needs...unless specific policies...indicate development should be restricted"*. It is considered that the modest Green Belt release proposed can be considered to accord with national policy in this regard.
- 3.7 It is proposed the Local Plan Preferred Options will be subject public consultation from 28th April to 13th June. This equates to six weeks, plus two extra working days to account for the two Bank Holidays in May. It is not proposed that the consultation will include details of Preferred Options policies. A separate public consultation regarding Preferred Options policies is proposed to commence in the Summer. This will allow the Council to take account of forthcoming changes to the National Planning Policy Framework and the outcome of further evidence base studies. As such, it must be noted that the proposals agreed for consultation at the Preferred Options stage may be subject to change following further consideration prior to publication of the Submission Version Local Plan.

4. How this report links to Corporate Priorities

4.1 The Local Plan will have implications for all four aims of the 2015-2019 Corporate Plan, namely:

Aim 1 -To help create a safer and healthier environment for our communities to live and work

Aim 2 - To meet our financial challenges and provide value for money

Aim 3- To help create a strong economy by supporting further regeneration of towns and villages

Aim 4 - To protect and improve the environment

5. Options and Analysis

5.1 Option 1 – (recommended). The sites and boundaries as recommended in Chapter 7 and Appendices 1 and 2 are taken forward into the Preferred Options Local Plan for consultation purposes. This option is considered to accord with relevant national policy, guidance and the Council's evidence base.

5.2 Option 2 – (not recommended). This option relates to a decision being taken by the Council to support alternative sites and boundaries from those recommended under Option 1. This option is not supported as it is considered that the recommended options most closely relate to the current evidence. Under this option, there would be a higher risk that the Local Plan would be found “unsound” at examination.

5.3 Option 3 – (not recommended). The Council does not support issuing the Preferred Options Local Plan for public consultation. This would result in delay in submitting the Local Plan and therefore reduce the Council's ability to control development in the District.

6. Implications

6.1 Community Safety - (Crime and Disorder Act 1998)

None direct

6.2 Workforce

Highlighted in the report

6.3 Equality and Diversity/Equality Impact Assessment

This report has been prepared in accordance with the Council's Diversity and Equality Policies.

6.4 Financial Considerations

Highlighted in the report

6.5 Legal

The Local Plan must be prepared in accordance with the relevant planning acts and the Town and Country Planning (Local Development) (England) Regulations 2012.

6.6 Sustainability

A Sustainability Appraisal of potential allocations has been undertaken (Appendix 1 and 3). Its findings have informed the recommendations made in this report.

6.7 Internal and External Consultation

A six week period of public consultation will commence on the Local Plan Preferred Options in April. The recommendations in this report have been informed by the feedback obtained during the Local Plan Options consultation held during the Summer of 2015 and subsequent discussions, including the District and Parish Councillors workshops held in December 2015 and Local Plan Focus Group sessions for District Councillors held in March 2016.

6.8 Risk Assessment

If the Council does not agree a suitable portfolio of sites and boundaries to meet identified development requirements, this will increase the risk that the Local Plan will be found “unsound” at Examination. This risk will be minimised, but not eliminated, if the Council decides to support the option recommended in Section 5.

7. Background and Detail

Background

7.1 This report seeks to establish the preferred set of Local Plan sites and boundaries for consultation purposes. The Local Plan Preferred Options will identify the Council’s current agreed position in relation to:

- Green Belt boundary
- Housing allocations
- Employment allocations
- Mixed-use allocations
- Retail allocations, town centre boundaries and retail frontages
- Open space designations
- Settlement and infill boundaries
- Gypsy and traveller allocation
- Areas for potential infrastructure improvements

- 7.2 It is proposed to hold a separate consultation regarding Preferred Options policies later in 2016. This will allow the Council to consider the outcome of the recent Government consultation on the national Planning Policy Framework and the Planning and Housing Bill when known. This is expected to be by the Summer. By this time, further evidence base studies commissioned by the Council that will have implications for policies will be available, namely the Development Capacity, Viability and Community Infrastructure Levy Study, the Landscape and Heritage Impact Study and a transport study relating to the cumulative impact of development in the vicinity of Cheadle and the A50.
- 7.3 In order to determine the most appropriate site and boundary options, it is necessary to consider the background and detail relating to the adopted Core Strategy, key evidence base reports, consultation feedback and national policy and guidance as set out below.
- 7.4 The Staffordshire Moorlands Core Strategy was adopted in March 2014. The plan identified a housing requirement of 300 homes per year and an employment land requirement of at least 24ha over the period 2011 to 2026. The Core Strategy also established the appropriate distribution of development across the District with the emphasis being on development in the market towns of Leek, Biddulph and Cheadle with a more modest scale of development in the villages that lie within the Rural Area. However, the Inspector 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.
- 7.5 To inform the new Local Plan, the Council consulted on Site Options between July and September 2015. Over 5500 responses were received regarding site and boundary options for housing, employment, mixed-use, open space, town centres, retail frontages, settlement boundaries and infill. Views were also sought on whether additional sites were available, policy matters and potential changes to the Statement of Community Involvement (SCI)¹.
- 7.6 On 2nd March 2016, the District Council agreed new housing and employment land requirements for Staffordshire Moorlands to be taken forward into the Preferred Options Local Plan. The agreed requirements took account of the latest evidence including an updated housing needs assessment and the requirements of the National Planning Policy Framework and National Planning Practice Guidance. The agreed requirements were as follows:
- Housing – annual average requirement of 320 homes per year (6080 gross) in total). This requirement related to a job stabilisation scenario, plus and additional 10% in order to support additional affordable housing and more closely reflect needs. Once housing completions and commitments between

¹ A separate report regarding the SCI is to be considered at the Council Assembly meeting.

2012/13 and 2014/15 were taken into account, the net housing requirement was deemed to be 4511 over the lifetime of the Local Plan. Since the time of the previous Council Assembly meeting, housing monitoring has been undertaken up to December 2015. As such, a revised net housing requirement of 4158 for the District forms the basis for establishing housing sites and settlement boundaries. Further details of how this figure is broken down across the District are provided later in this report.

- Employment – 35ha (gross) in total to support the preferred level of housing growth. Once completions and commitments up to 2014/15 have been taken into account, the net requirement is 19.46ha. Further details of how this figure is broken down across the District are provided later in this report.

7.7 Since the close of the Site Options consultation in September 2015, other new evidence base studies have been completed that are of relevance to the establishment of preferred sites and boundaries. These include the Green Belt Review, the Gypsy and Travellers Need Assessment and the Cheadle Transport Study. Matters related to these studies are referred to later in this report and in Appendix 1 where applicable.

7.8 The matters introduced above are now discussed in more detail. A section outlining the recommended preferred options will then follow.

Policy context, evidence and consultation feedback

7.9 With regards to the policy framework for **preparing Local Plans**, Paragraph 182 of the National Planning Policy Framework (NPPF) states that Local Planning Authorities are required to submit a Local Plan for examination that is considered to be “sound” – namely that it is:

- ***“Positively prepared*** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities which it is reasonable to do so and consistent with achieving sustainable development;
- ***Justified*** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- ***Effective*** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- ***Consistent with national policy*** – the plan should enable the delivery of sustainable development in accordance with the policies in the NPPF.”

7.10 In order for the Local Plan to be recommended for adoption by the Secretary of State, it must also be found to be legally compliant in terms of the relevant statutory requirements for undertaking a Local Plan. These include compliance with the Duty to Co-operate, the preparation and consideration of

a Sustainability Appraisal of the plan, and compliance with consultation procedures as set out in the Council's Statement of Community Involvement and regulations.

- 7.11 Paragraph 14 of the NPPF is a critical element of national planning policy both in relation to the preparation of Local Plans and in determining planning applications. As such, in order to pass the tests of soundness, it is essential that Local Planning Authorities to comply with its requirements. In relation to plan-making, the paragraph states that:

*“At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision taking.*

For plan-making this means that:

- *local planning authorities should positively seek opportunities to meet the development needs of their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted²”*

- 7.12 It is therefore clear that identified development needs for the District should normally be met. This issue was discussed in more detail in the report to Council Assembly on 2rd March regarding the Local Plan development requirements for housing and employment. In terms of how this may be achieved, Paragraph 157 of the NPPF states that “...Local Plans should:

- *...indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map*
- *allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate*
- *identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation*
- *identify land where development would be inappropriate, for instance because of its environmental or historic significance...*”

- 7.13 As a first step in implementing this approach, Policy SS3 of the adopted Core Strategy sets out the broad **spatial distribution** of development across the District. It is proposed to carry this forward into the new Local Plan as there is

² “For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.”

no current evidence that would suggest it is necessary to deviate from the Council's current approach which is as follows:

	Housing	Employment
Leek	30%	30%
Biddulph	20%	20%
Cheadle	22%	20%
Rural Areas³	28%	30%

7.14 The NPPF specifies that the **Green Belt** is of great importance in order to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. The NPPF is clear that *“once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of a Local Plan”* (Para. 83). However, as outlined in this report, the NPPF is equally clear that *“Local Plans should meet objectively assessed needs...unless specific policies...indicate development should be restricted”* (Paragraph 14).

7.15 In this context, Policy SS5b of the adopted Core Strategy committed the District Council to undertake a comprehensive review of the Green Belt around Biddulph in order to determine the scope for development sites to help meet requirements. Accordingly, a Green Belt Review of the whole District was completed in November 2015 in order to provide a comprehensive review. The review considered the scope to release land from the Green Belt by appraising sites against the five purposes of the Green Belt as set out in the NPPF. The study concluded that generally the extent of the Green Belt should be retained. However, several areas were identified as suitable for release from the Green Belt in exceptional circumstances through a Local Plan review as required by the NPPF. In line with the NPPF, the review confirmed that the need to address development needs can be considered exceptional circumstances.

“The Planning Inspectorate in emphasising the role of robust evidence to underpin local plans, has increasingly identified the importance of a comprehensive Green Belt review in this process. For example, the Inspector’s Report of the Dacorum Core Strategy acknowledged that a comprehensive Green Belt review should be undertaken “in order to ensure that a justifiable balance between meeting housing need and protecting the Green Belt can be secured. Without such comprehensive evidence a robust conclusion on the potential for the identification of additional housing sites, either for the medium/long term (as potential sites within the urban areas decrease) or for beyond the plan period, cannot be satisfactorily drawn”. (Green Belt Review, Para 1.2)

7.16 The review identifies several opportunities for Green Belt release including in Biddulph, Cheadle, Blythe Bridge and Forsbrook, Endon, Cheddleton and

³ As defined by adopted Core Strategy Policies SS6 (Rural Areas), SS6a (Larger Villages), SS6b (Smaller Villages) and SS6c (Other Rural Areas)

clusters elsewhere in the district. Given the commitment in the Core Strategy to review the Green Belt and the development requirements for the district, it is considered that exceptional circumstances apply. To date, amendments to the Green Belt have not been subject to consultation.

- 7.17 With regards to **housing land**, Paragraph 47 of the NPPF requires local planning authorities “to identify a specific deliverable⁴ sites sufficient to provide five years worth of housing against their housing requirements” with a buffer to provide choice and competition. In the medium to long term, the NPPF states that local planning authorities should “identify a supply of specific, developable⁵ sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15”. In the interests of clarity, it is recommended that the Local Plan Preferred Options identifies a supply of land for a fifteen year period (2016 to 2031).
- 7.18 The NPPF allows for a windfall allowance to be included in the local planning authorities housing land supply calculations. This matter is discussed later in this report.
- 7.19 A summary of feedback regarding specific housing sites received in response to the Options Consultation held in 2015 is provided in Appendix 1 along with subsequent feedback from Parish Councils in Appendix 4c. Consultation feedback along a Sustainability Appraisal of sites and the various evidence base studies and that the Council has commissioned have informed the recommendations regarding the housing site options. In allocating sites, consideration should also be given to the implications on the residual requirement of housing completions, commitments and a potential windfall allowance. A modest allowance for housing development within the parts of the district that lie within Peak District National Park has also been agreed with the National Park Authority. It is important to note that this allowance relates to past trends and would not represent target for development within the National Park.
- 7.20 With regards to **employment land**, the NPPF requires local planning authorities to set criteria or identify strategic sites for local and inward investment to match the strategy and to meet anticipated needs over the plan period (Paragraph 21). It goes on to state that when there is not a reasonable prospect of a site being used for employment, alternative uses should be considered (Paragraph 22). Policy E1 (New Employment Development) of the adopted Core Strategy sets out criteria for the suitable location of employment development. Support is given for accessible sites where there would not be an unacceptable impact on amenity or the character and appearance of the

⁴ “To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.”

⁵ “To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.”

area. Support is also expressed for development on existing and proposed employment sites and on several identified broad locations. Accordingly, the Local Plan Preferred Options should identify locations for new employment development.

- 7.21 Policy SS8 supports the development of a Regional Investment Site for high quality, regional scale employment development at Blythe Vale. Given that this site is intended to serve a regional need, it is considered independently of the employment land requirement for the District.
- 7.22 The Options Consultation of 2015 identified numerous potential employment land allocations. A summary of feedback, relevant evidence, Sustainability Appraisal and recommendations is provided at Appendix 1. The need for allocations also takes commitments and completions into account.
- 7.23 **Mixed-use developments** are supported by the NPPF as a means of promoting sustainable and healthy communities through to co-location of housing and other uses such as employment where appropriate. The 2015 Options Consultation identified several potential opportunities for mixed-use developments. Feedback on options along with a summary of relevant evidence and conclusions is provided at Appendix 1.
- 7.24 In relation to **retail and town centres**, the NPPF places a strong emphasis on the need to support the vitality and viability of town centres. Paragraph 23 requires Local Plans to; define a network and hierarchy of centres, define the extent of town centres and related primary and secondary frontages. Primary frontages are defined as parts of a town centre with a high proportion of retail units. Secondary frontages include opportunities for a wider range of town centre uses such as restaurants and other businesses. In response, Policy SS5 of the adopted Core Strategy identified Leek, Biddulph and Cheadle as the three market towns as the settlements where the focus for retail development should be. Policy TCR1 commits the Council to identify boundaries accordingly in the new Local Plan.
- 7.25 As such, the Options Consultation identified town centre boundaries along with primary and secondary frontages for Leek, Biddulph and Cheadle. Feedback on these proposals is provided at Appendix 4a along with recommended Preferred Options boundaries at Appendix 2.
- 7.26 Paragraph 23 of the NPPF requires local planning authorities to undertake an assessment of the need for additional retail floorspace and for Local Plans to allocate land to accommodate identified needs. The 2013 Quantitative Retail Study Update and subsequent Addendum report published in 2014 were commissioned by the Council to identify the need for retail development in the District. Both reports identify the need for land to be allocated for additional retail floorspace in Biddulph. The 2015 Options Consultation identified a site in Biddulph in line with the proposals of the Biddulph Area Action Plan (AAP). Feedback on the site is provided at Appendix 1.

- 7.27 Paragraph 73 of the NPPF requires that Local Plans provides sufficient land for **open space, sports and recreation** as identified by a needs assessment. Such an assessment was carried out on behalf of the Council which informed the adopted Core Strategy, including Policy C2 (Sport, Recreation and Open Space). The policy committed the Council to identify sites for open space provision over 0.2ha in the new Local Plan. Furthermore, Policy D3 (Landscape and Settlement Setting) also specified that the new Local Plan would identify areas of Visual Open Space where necessary to retain a site's openness and appearance. The Options Consultation identified numerous potential sites for open space purposes. Feedback is provided at Appendix 4a.
- 7.28 The new Local Plan will also need to define **development boundaries** for the towns and larger villages and **infill boundaries** for the smaller villages as required in the Core Strategy. Such boundaries provide the basis for determining where development may, or may not be appropriate. In terms of infill within the Green Belt, Paragraph 89 of the NPPF allows for development in the Green Belt that would constitute limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan. Policy SS6 (Rural Areas) of the adopted Core Strategy requires the new Local Plan to identify settlement boundaries for the larger villages and infill boundaries for the identified smaller villages. The Options Consultation sought views on proposed settlement and infill boundaries for the towns, larger and smaller villages. A summary of feedback Appendix 4a.
- 7.29 Detailed policy for **traveller's accommodation** is not set out in the NPPF. However, Paragraph 159 makes it clear that housing needs of different groups of the community should be assessed. The footnote 34 of the NPPF cross references to a separate Government policy statement, which determines how the needs for traveller sites should be assessed. Paragraph 9 of the Government's planning policy for traveller sites states that local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
- 7.30 Policy H3 (Gypsy and Traveller Sites) of the adopted Core Strategy specifies that the new Local Plan will identify a site or sites if a proven need is identified. The policy goes on to specify the following considerations that should be taken into account in the event that a site needs to be allocated:
- *“Safe and convenient vehicular and pedestrian access to the site should be provided;*
 - *The site must be large enough to provide for adequate on site facilities for parking, storage, play and residential amenity*
 - *The site is reasonably accessible to shops, schools and other community facilities on foot, by cycle or public transport;*
 - *The site should not be detrimental to amenities of adjacent occupiers;*
 - *Adequate levels of privacy and residential amenity for occupiers should be provided;*

- *Sites or features of natural, historic or archaeological value should not be harmed by the proposal.*

There will be a presumption against the development of gypsy and traveller accommodation in the Green Belt unless there are very special circumstances.”

- 7.31 In line with Government policy, the Gypsy and Traveller and Travelling Showperson Accommodation Assessment of Staffordshire Moorlands, Newcastle-under-Lyme, Stoke-on-Trent and Stafford was published in October 2015. The report concluded that there was a need for an additional six pitches for gypsies and travellers over the period 2014/15 to 2018/19 and a further two pitches in the period 2019/2020 to 2033/34. A Sustainability Appraisal of ten potential sites to accommodate this need is provided at Appendix 3b. Further commentary and conclusions are provided later in this report.
- 7.32 Paragraph 162 of the NPPF set out policy in relation to **infrastructure provision**. It states that local planning authorities should assess the quality and capacity of infrastructure to meet forecast demands. An Infrastructure Delivery Plan (IDP) is being prepared to consider these requirements in support of the Local Plan. The IDP builds on the findings of the Development Capacity Study prepared alongside the Core Strategy and will identify the infrastructure necessary to support the proposals of the emerging Local Plan. Based on the information available to date, including feedback from the 2015 Options Consultation, a number of areas potentially in need of school improvements have been identified. These are identified in later in this report and in Appendix 2.
- 7.33 Policy SS5c (Cheadle Area Strategy) of the adopted Core Strategy sets out the overarching planning policy for the town. This includes the following:
- “Improve environmental quality and accessibility by:*
- *reducing levels of through traffic in the town centre and along the A521 and A522;*
 - *promoting the longer term provision of a bypass to the west of the town;*
 - *improving pedestrian and cycle links across the town and into the countryside...”*
- 7.34 To investigate transport matters in Cheadle town centre further, the Cheadle Transport Study was commissioned by the District and County Councils and published in November 2015. The study identifies those issues that are in need of further investigation including potential improvements to the existing highway network, consideration of Traffic Regulation Orders that manage loading/unloading of HGV's and signage. A further study is now proposed to consider these matters in the context of proposals in the emerging Local Plan. The study will also explore the case and feasibility of a bypass to the west of the town as specified in the Core Strategy and the impact of growth on the A50. The potential for a bypass to the west of Cheadle is reflected in the

proposed allocations and designations for the town as identified in later in this report and in Appendix 2.

Summary of development requirements

7.35 The following tables specify the development requirements for the Local Plan. They form the basis for the recommended sites and boundaries which are identified later in this report and in the relevant Appendices.

Housing

7.36 The Council agreed a gross housing requirement of 6080 on 2nd March 2016. This equates to an average of 320 homes per year over the period that the housing requirement was assessed 2012 to 2031. As four years have passed since the beginning of this time period, dwellings that have been completed since April 2012 and those that currently have planning consent can be subtracted from the residual requirement that the Local Plan must identify land for. In addition, the Peak District National Park Authority has agreed that an allowance of 100 dwellings can also be made in the Staffordshire Moorlands Local Plan to reflect potential delivery over the plan period⁶. The table below sets out the net residual requirement for each of the areas of the Local Plan once these factors have been taken into account and alongside the spatial distribution of development as defined by adopted Core Strategy Policy SS3.

Area	Amount	Required Provision	Completions @31/12/15	Commitments (net) @31/12/15	Net Residual Requirement
Leek	30%	1794	192	586	1016
Biddulph	20%	1196	156	155	885
Cheadle	22%	1316	82	205	1029
Rural	28%	1675	97	350	1228
Total	100%	5982	527	1296	4158

Employment

7.37 On 2nd March, an employment land requirement of 35ha was approved. The table below sets out the residual employment land requirement once completions and commitments have been taken into account. The land requirement is distributed amongst the four areas of the Local Plan as set out in adopted Core Strategy Policy SS3.

⁶ It is important to note that this allowance relates to past trends and would not represent target for development within the National Park.

Area	Amount	Required Provision (ha) as of 01/04/15
Leek	30%	8.02
Biddulph	20%	1.95
Cheadle	20%	3.12
Rural	30%	6.37

Retail

7.38 As set out in this report, the Quantitative Retail Study Update and subsequent Addendum confirmed that a site should be identified for retail development in Biddulph as set out below:

Area	Required Provision
Leek	None
Biddulph	Discount Foodstore (1,000m ² net sales)
Cheadle	None

Gypsy and Traveller Sites

7.39 The Gypsy and Traveller and Travelling Showperson Accommodation Assessment has identified the following requirement for the District:

Area	Required Provision (2014/15-2018/19)	Required Provision (2019/20-2033/34)
District	6 x permanent pitches	2 x additional permanent pitches
	0 x transit pitches*	0 x additional transit pitches*

*Council to monitor data and keep this requirement under review

Education

7.40 Based on consideration of the potential housing allocations for the new Local Plan, Staffordshire County Council has identified the following potential requirements for school capacity improvements. We are discussing the issue with the County Council to determine the precise size and location of education improvements. Indicative areas for improvements are identified in Appendix 2.

Area	Required Provision (estimated)
Leek	1 x First school
	Expansion of middle school
Biddulph	1 x First school
Cheadle	1 x Primary school

Discussion and conclusions

7.41 Based on the above development requirements, consideration of relevant evidence and feedback to date, the following allocations are recommended for the Preferred Options Local Plan for each of the respective Local Plan areas. Commentary on the sites and options, including those not recommended to be taken forward is provided in Appendix 1. Site plans illustrating recommended Preferred Options sites and boundaries are provided in Appendix 2. Recommended sites are shaded green. These maps also identify options sites that are not recommended to be taken forward into the Preferred Options Local Plan. A summary of the Sustainability Appraisal of site options is provided at Appendix 1.

7.42 In terms of housing developments, allowances have been made in the potential supply for windfall based on past trends. A slippage allowance has also been factored in to the calculations. This equates to 10% of the requirement for each area. The slippage allowance has been made to help ensure that a sufficient supply of housing is maintained in the event that some sites do not come forward as envisaged.

Rural AreasHousing

Anticipated Housing provision for Rural Area	Dwellings
Estimated requirement 2012 – 2031	1228
a) New allocations (larger villages)	788
Small sites allowance (infill 30 per annum)	570
TOTAL POTENTIAL PROVISION	1358
Slippage allowance	-123
TOTAL ACTUAL PROVISION	1235 (+7)

a) New allocations - villages	Dwellings
AL012 (Alton)	13
Part of BM013, BM029, BM014a, BM014b (Biddulph Moor)	45
BB054 (Blythe Bridge)	70
BB041	50
BE041 (Brown Edge)	50
CD002 (Cheddleton)	26
CD003	70
CD017	29
EN012 (Endon)	24
EN033	12
EN126	12
EN128	20
IP019 (Ipstones)	30
Boltons Copperworks (Froghall) (Mixed	50

AGENDA ITEM 5

Use)	
KG049A (Kingsley)	35
UT019 (Upper Tean)	15
UT012	70
WA004 (Waterhouses)	36
WE003 (Werrington)	50
WE013	10
WE027	20
WE052	25
WE069	6
WR015 (Wetley Rocks)	20
TOTAL	788

Employment

New allocations	Area (ha)
OC055 (Cresswell)	8.58

Northern Gateway Opportunity Site	Area (ha)
Blythe Vale, Blythe Bridge (Former RIS)	48.58

BiddulphHousing

Anticipated Housing provision for Biddulph	Dwellings
Estimated requirement 2012 – 2031	885
a) New allocations - within the urban area	32
Large windfall site allowance	20
Area 4 – BD071+BD071A+BD106+BD156+BD055	335
b) New allocations - urban extensions	440
Small sites allowance	150
TOTAL POTENTIAL PROVISION	977
Slippage allowance	-89
TOTAL ACTUAL PROVISION	888 (+3)

a) New allocations - within the urban area	Dwellings
BD016	20
BD108	12
TOTAL	32

b) New allocations - urban extensions	Dwellings
BD062	40
BD068	70
BD087	25
BD063a	40

AGENDA ITEM 5

BD069	30
ADD04 / off Mill Hayes Road	150
ADD03 / off Akemoor Lane	60
BD117	65
TOTAL	480 (+40)

Employment / Retail

New allocations	Area (ha)
BD117 (Employment)	6.74
BD076 / BD076a (Employment / Retail)	3.5
TOTAL	10.24

Education

Site	Facility
Within ADD04 or ADD03	1 x First School

CheadleHousing

Anticipated Housing provision for Cheadle	Dwellings
Estimated requirement 2012 – 2031	1029
a) New allocations - within the urban area	298
Area 1 – CH001	240
b) New allocations - small urban extensions	445
Small sites allowance	150
TOTAL POTENTIAL PROVISION	1133
Slippage allowance	-103
TOTAL ACTUAL PROVISION	1030 (+1)

a)New allocations - within the urban area	Dwellings
CH002a	26
CH002b	42
CH004	45
CH009	16
CH013	50
CH015	32
CH020	42
CH024	45
TOTAL	298

AGENDA ITEM 5

b) New allocations - urban extensions	Dwellings
CH132 (in conjunction with CH001 & school)	80
CH085a	120 (plus safeguarded land for potential link road)
CH085b	70 (plus safeguarded land for potential link road)
CH085c	125 (plus safeguarded land for potential link road)
CH085d (including small section of former boundary of CH093)	95 (plus safeguarded land for potential link road)
CH128 (incl access to SW area)	20 (plus safeguarded land for potential link road)
TOTAL	510 (+65)

Employment

New allocations	Area (ha)
Broad Area EM1	4.27
Broad Area EM2	3.32
TOTAL	7.59

Education

Site	Facility
Within CH132	1 x Primary School

Leek

Housing

Anticipated Housing provision for Leek	Dwellings
Total Requirement	1016
a) New allocations - within the urban area	294
Large windfall site allowance (15 per annum)	285
b) New allocations - urban extensions	405
Small sites allowance	150
TOTAL POTENTIAL PROVISION	1134
Slippage allowance	-102
TOTAL ACTUAL PROVISION	1032 (+16)

a) New allocations - within the urban area	Dwellings
LE022	16
LE064	14
LE249	35
LE150 (Newton House)	179

LE235 (Cornhill)	50
TOTAL	294

b) New allocations - urban extensions	Dwellings
LE127	100
LE128a	47
LE140	63
LE142a	140
LE142b	40
ADD01	15
TOTAL	405

Employment

New allocations	Area (ha)
Broad Area EM2	7.66
LE150 (Newton House)	3.25 (35% of mixed use site area)
LE235 (Cornhill)	1.65 (50% of mixed use site area)
ADD09 (Leekbrook)	1.67 (up to)
TOTAL	14.23

Education

Site	Facility
Within LE140	1 x First School
Within ADD01	Extension to Churnet Middle School

Gypsy and Traveller requirements

7.43 The adopted Core Strategy did not specify in which part of the District traveller accommodations needs should be located. However, Policy H3 did specify several considerations that would be taken into account in the subsequent allocation of a site or sites. As outlined earlier in this report, these relate to safe vehicular and pedestrian access, available space, accessibility to key services, amenity, privacy, landscape and heritage considerations and Green Belt restrictions.

7.44 The Sustainability Appraisal of options for sites scores the options against the majority of the above criteria. It also provides scoring against flood risk and takes ownership constraints and deliverability into account. Of the ten options appraised, the owners' aspirations are only known on two (TR002 and TR005). Given the uncertainty regarding the intentions of owners of the other potential options, it is considered appropriate that the Preferred Option site is selected from either TR002 or TR005. Of these two options, TR002 is scored more highly in terms of suitability. Indeed, TR002 is the highest scoring of all options in relation to suitability. The site is brownfield, has potential for good access to the A50 and is generally well screened which would help to minimise potential privacy and amenity issues as required by Policy H3.

Whilst the site presently lies within the Green Belt, it has been identified as an area potentially suitable for release from the Green Belt. Accordingly, it is recommended that TR002 is taken forward into the Local Plan Preferred Options for consultation purposes.

New allocations	Area (ha)	Pitch Capacity⁷
TR002 (Blythe Bridge)	0.53	8+

Next steps

7.45 It is proposed the Local Plan Preferred Options will be subject public consultation from 28th April to 13th June. This equates to six weeks, plus two extra working days to account for the two May Bank Holidays. It is not proposed that the consultation will include details of Preferred Options policies. A separate public consultation regarding Preferred Options policies is proposed to commence in the Summer. This will allow the Council to take account of forthcoming changes to the National Planning Policy Framework and the outcome of further evidence base studies. These include; the Development Capacity, Viability and Community Infrastructure Levy Study, the Landscape and Heritage Impact Study and a transport study relating to the cumulative impact of development in the vicinity of Cheadle and the A50.

7.46 Following the close of the separate consultations, the Council will be able to consider responses ahead of publishing the Submission Version of the Local Plan in November 2016. As such, it must be noted that the proposals agreed for consultation at the Preferred Options stage may be subject to change following further consideration. Following consultation on the Submission Version Local Plan, it is planned to submit the Local Plan to the Secretary of State in February 2017.

Dai Lerner
Executive Director - Place

Web Links and Background Papers

National Planning Policy Framework, National Policy for Travellers Sites and Planning Practice Guidance:
<http://planningguidance.communities.gov.uk/>

Local Plan evidence base:
<http://www.staffsmoorlands.gov.uk/sm/council-services/local-development/evidence-base>

Location

Regeneration Services
Moorlands House,
Leek

Contact details

Mark James
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⁷ Estimated using national guidance. Reasonable pitch size considered to be 150 – 250m². Plus factoring in space for communal buildings, access road etc.

