



**Tamworth Borough Council  
– Local Plan 2006-2031  
Written Statements for  
Examination**

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**Theme 1 - Overall strategy, housing provision and distribution and sustainability (Policies SS1-2; HG1-7; EN1-2; and SU6-7; and Appendix A)**

**1. Legal Requirements: Does the Plan meet all its legal requirements (e.g. in relation to the Local Development Scheme; Sustainable Community Strategy; Statement of Community Involvement; and Local Development Regulations, 2004, as amended in 2008)?**

1.1.1 The Local Plan meets all legal requirements:

- i. The Local Plan was prepared in accordance with the Local Development Scheme (Document A17). The LDS was adopted by Full Council in October 2014. The LDS states that pre-submission publication consultation would start in October, that the plan would be submitted by early 2015; progressing to adoption by November 2015.
- ii. The Local Plan was prepared in accordance with the most recent Sustainable Community Strategy. The SCS is reflected in the Local Plan's vision and strategic objectives which are expressed through the policies and allocations of the Plan.
- iii. The Local Plan was prepared in accordance with the Council's adopted Statement of Community Involvement (A12) at each stage of public consultation. The Submission Consultation Statement (A15) describes how the Council has undertaken community participation and stakeholder involvement to prepare the Local Plan, in accordance with the Council's SCI and the 2012 regulations. Further details of the consultation process throughout the plan making process can be found in the Consultation Statement.
- iv. The Local Plan was prepared in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012. How the requirements of regulations have been achieved is set out in A15 (see above).

**2. Duty to Co-operate(DTC): It is necessary for the Inspector to consider whether the Council has fulfilled its duty under Section 33A of the Act, so as to maximise the effectiveness of the plan making process when planning for strategic matters that cross administrative boundaries.**

***2.1 Has the Council worked collaboratively with other authorities and organisations during plan preparation on strategic planning matters that cross administrative boundaries?***

- 2.1.1 The Council has prepared a Duty to Co-operate Statement (Document A14) which demonstrates how the Council has successfully addressed the legal requirements of the Duty to Co-operate in the production of the Local Plan. The Council has actively engaged with other authorities and organisations, constructively and on an on-going basis. Document A14 paragraphs 1.5 and 1.6 set out the relevant prescribed bodies which have relevance to the preparation of the Plan.
- 2.1.2 Document A14 paragraphs 2.2 to 2.53 set out the key strategic matters identified through joint work and evidence production with other authorities and bodies. The key matters are: Tamworth's unmet housing need; Tamworth's unmet employment need and local highways issues regarding the Anker Valley SUE and Lichfield District Council's Broad Development Location North of Tamworth. Paragraphs 2.54 to 2.67 set out the key strategic partnerships which have been instrumental in working to resolve the identified matters, preparing evidence and discussing issues. The table at paragraph 2.58 lists all of the organisations the Council has worked with and the nature of that work.
- 2.1.3 Further to this, the Council is part of the Local Strategic Partnership which brings together many of the organisations listed at paragraph 2.58. The partnership enables policy development to be discussed in a wider audience and context. Of particular relevance has been the partnerships role in identifying and agreeing infrastructure items for the area and agreeing the Infrastructure Delivery Plan.

***2.2 In particular, has the Plan's approach to determining its housing requirements and provision been consistent with that of neighbouring authorities? [A critical factor is that the Duty to co-operate (DTC) is incapable of modification at a later stage].***

- 2.2.1 The National Planning Policy Framework at paragraph 159 states that Local Planning Authorities should:
- ...use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.*
- 2.2.2 The Council identified in the early stages of preparing the Plan that housing was a key strategic issue; both as determining need and establishing a deliverable housing supply. The Southern Staffordshire Districts Housing Needs Study and SHMA Update 2012 (Document B4) was prepared for Tamworth, Lichfield and Cannock Chase Council's.
- 2.2.3 North Warwickshire were part of the Coventry and Warwickshire Joint Strategic Housing Market Assessment (EX8) which was prepared after document B4 in November 2013. Officers of the Council attended workshops for the preparation of this assessment. The Coventry and Warwickshire Assessment, like B4 identifies the links between Tamworth and North Warwickshire.

- 2.2.4 The study (B4) has since been updated in October 2014 (B10) and most recently in May 2015 (EX9). These updates have been prepared taking into account the most up to date information from Government and using the most up to date guidance from the Planning Practice Guidance (PPG).
- 2.2.5 It has long been recognised that housing needs arising from Tamworth cannot be met within the borough itself. Strategic work to address the supply of housing to meet this need has been on-going since the preparation of RSS Phase 2. This work has continued throughout the plan making process for the Local Plans of Tamworth, Lichfield and North Warwickshire and to a lesser extent Cannock Chase. Key documents and outcomes reached over this period of time have been: Tamworth Future Development and Infrastructure Study (E2, 2009); holding regular officer and Member meetings between Tamworth, Lichfield and North Warwickshire since 2011 (A14, Appendix H); preparation and agreement to Memorandums of Understanding (A14, Appendix B-D); inclusion of policy within North Warwickshire and Lichfield's Local Plans to meet Tamworth's housing need; and continuous engagement to determine the location of the remaining unmet need.
- 2.2.6 With regards to Cannock Chase Council; Cannock is part of the same HMA as Tamworth and Lichfield. Similarly to Tamworth, Cannock Chase by virtue of its tightly drawn boundaries, environmental constraints and the desire to grow its settlements proportionately is reliant upon neighbouring authorities to help deliver its housing need. There is agreement between Cannock Chase and Lichfield District (and Tamworth) which sets out how Lichfield District will deliver 500 houses of Cannock Chase's housing need. Paragraph 6.12, bullet point 1 of Cannock Chase Local Plan (Part 1)<sup>1</sup> – adopted in 2014 outlines this agreement in the plan. In Lichfield's Local Plan it is stated in the Vision (paragraph 3.1) that new sustainably located development will meet the needs of Lichfield District and needs arising in Rugeley (Cannock) and Tamworth.
- 2.2.7 From the outset of preparing the joint SHMA (B4) with Cannock Chase and Lichfield District it has been clear that Cannock is unable to meet its own housing needs to 2028 within its boundaries and therefore it was considered that it would be illogical to enter into detailed discussions with Cannock about helping to meet Tamworth's needs. The same has been applied in reverse; Cannock has not approached Tamworth requesting help to meet their needs.
- 2.2.8 Therefore because of this situation the strategic planning meetings with Cannock Chase have been primarily concerned with the HMA and objectively assessed housing needs.
- 2.2.9 Furthermore, in his final report for Lichfield's Local Plan (EX10), the Inspector for the examination stated at paragraphs 11 and 12 that:

*The Council [Lichfield] has signed a MoU [September 2014] in which it and North Warwickshire District Council agree to deliver a proportion of the remaining 1,000 dwellings [for Tamworth]. It has, however yet to establish how many of the 1,000 additional houses will be located in Lichfield. The Council proposes to deal with this by way of MM1 which includes a reference to Lichfield accommodating some of Tamworth's growth which, depending on the scale of that growth, would be done either through an early review or partial review of the Plan or through the Lichfield District Local Plan: Allocations document which the Council intendeds to prepare.*

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<sup>1</sup>[http://www.cannockchasedc.gov.uk/downloads/file/4746/cannock\\_chase\\_local\\_plan\\_part\\_1\\_2014](http://www.cannockchasedc.gov.uk/downloads/file/4746/cannock_chase_local_plan_part_1_2014)

*I consider this to be the best way forward. I see no merit in the suggestion that Tamworth's housing shortfall should be met entirely within the Tamworth, Cannock and Lichfield Housing Market Area – **which in practice would mean entirely within Lichfield...** This ignores both the undisputed links that exist between **North Warwickshire and Tamworth** and the fact that North Warwickshire has agreed to take a proportion of Tamworth's housing needs.*

2.2.10 The Inspector's report endorses the approach taken by Tamworth, Lichfield and Cannock Chase Councils and confirms the 'undisputed links' with North Warwickshire.

**2.3 Has the Council worked or liaised with the relevant bodies set out in the PPG? How has the Council also co-operated with the relevant Local Enterprise Partnership (LEP) and Local Nature Partnership (LNP)?**

2.3.1 The Council has worked and liaised with the relevant bodies set out in the PPG. The Duty to Co-operate statement (A14) paragraph 1.5 repeats those in the PPG and lists bodies relevant to Tamworth. The table at paragraph 2.58 sets out how the Council has worked with those relevant organisations. The outcomes to this work are set out in the response to question 2.4.

2.3.2 With specific regard to the Greater Birmingham and Solihull LEP and the Stoke and Staffordshire LEP (GBSLEP, SSLEP) 2.59 to 2.64 and associated tables sets out how the Council has worked with both LEPs. The Council has only recently joined the SSLEP (January 2015) and therefore has only begun to become involved in key pieces of work. The Council has been a member of the GBSLEP since its formation and is actively engaged with the major spatial planning work streams arising from the LEP, specifically: The Spatial Plan for Recovery and Growth (SPRG), the emerging SA appraisal of that plan, the housing requirements assessment and employment assessment.

2.3.3 Tamworth's relevant LNP is the Staffordshire LNP; the Council has been actively engaged with the appropriate members of the LNP such as: Staffordshire Wildlife Trust, Staffordshire County Council, Natural England and the Environment Agency throughout the preparation of the Local Plan. The Council's work with these organisations is set out in the table at paragraph 2.58.

**2.4 What particular outcomes can the Council point to in relation to DTC?**

2.4.1 The engagement and co-operation set out in document A14 over several different forms of governance arrangements and against a changing political context has shaped the evolution of the Plan. Joint evidence base studies have identified what the strategy and policies of the Plan need to address and working together has shaped those policies and agreements reached.

2.4.2 Despite positive preparation of the Local Plan to maximise sustainable economic growth opportunities, Tamworth is unable to meet its full housing and employment needs over the Plan period. The Council has been working to resolve the matter of unmet need through the Duty to Co-operate meetings with North Warwickshire Borough Council and Lichfield District Council, as well as joint working on evidence base documents that cover cross boundary issues and also through the GBSLEP.

2.4.3 The Council considers that it has proactively engaged with the relevant bodies set out in the PPG and that good progress has been made with several positive outcomes.

2.4.4 The summary table of strategic working (pages 29-32, A14) sets out the strategic planning issues, the working arrangements, evidence base prepared, the outcomes from that work and the on-going co-operation. In summary the key outcomes from the Council's work are:

- a consistent methodology and evidence base for assessing housing needs – (Policies SS1, HG1, HG2);
- the inclusion of Core Policy 6 in Lichfield District's adopted Local Plan which commits to delivering 500 dwellings to meet Tamworth's needs;
- the inclusion of Policy NW4 within North Warwickshire's adopted Core Strategy which commits to delivering 500 dwellings to meet Tamworth's needs;
- agreement through a Memorandum of Understanding 2014 (Appendix E, A14) for Lichfield District and North Warwickshire to meet the remaining need of 1,000 dwellings;
- for both Lichfield and North Warwickshire's Plans to commit to a review or progress Site Allocation DPDs which will make provision for a proportion of the remaining unmet housing need. The table at paragraph 2.26 sets out how this need can be met within the plan period;
- agreement through a Memorandum of Understanding 2014 (Appendix E, A14) for the Council, Lichfield District and North Warwickshire to seek solutions to deliver the unmet need of 14ha of employment land;
- informed the IDP (Appendix B, A1) and Plan Policy IM1 – infrastructure and developer contributions

2.4.5 It is the Council's aim to continue to co-operate with others on strategic issues principally through both LEPs, the Tamworth LSP, Duty to Co-operate meetings with North Warwickshire and Lichfield District and through individual discussions where strategic issues have been identified.

### **3. Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA):**

#### ***3.1 Is the spatial strategy of the Plan supported by the SA and HRA?***

- 3.1.1 Yes, the spatial strategy is supported by the SA (A4). The SA has appraised the policy setting out the spatial strategy for Tamworth. The detailed appraisal of the spatial strategy is set out in Annex E to the SA Report, on pages E3 to E6. Most impacts are assessed as being positive, with some uncertain impacts but no negative impacts. The uncertainties surround the impacts on energy efficiency, renewable energy generation, waste and water use, but these are not judged to be significant for the spatial strategy. There is also a possibility of an increased number of journeys into the town centre, but this is outweighed by the benefits of more sustainable transport use.
- 3.1.2 A Habitats Regulations Assessment (HRA) is required under the UK Habitats Regulations in order to analyse the Local Plan and attempt to ascertain any potential significant effects on internationally recognised sites of nature conservation interest. A HRA has been carried out at each stage of plan preparation, with the most recent versions being at the pre-submission stage (G1) and an updated HRA which accompanied the submission of the Local Plan (G21). The HRA has been prepared in consultation with Natural England and specifically Severn Trent Water with regards to the River Mease SAC.
- 3.1.3 Appendix A (G1, G21) lists the internationally recognised sites which could be potentially affected by the Local Plan. The only site which may have potential effects arising from the Plan is the River Mease SAC. Tamworth falls beyond the zone of influence for the rest.
- 3.1.4 Tamworth lies within the zone of influence for the River Mease SAC, however, advice from Severn Trent Water confirms that no sewage or waste water from development in Tamworth feeds into the river's catchments. This has been supported by Natural England. It is very unlikely that development in Tamworth would lead to significant effects on the character of the SAC. The screening of the Local Plan found in Appendix C (G1, G21) demonstrates this. After considering the findings of the HRA no changes were required to the Plan at any stage of preparation. Therefore the submitted Plan is supported by the HRA.

#### ***3.2 Have reasonable alternatives been considered in the SA?***

- 3.2.1 The SA has considered a series of alternatives as part of the appraisal of the Plan. These are set out in section 10 of the SA Report, 'Appraisal of Options', on pages 63 to 74. These alternatives fall into the following categories:
- Spatial options;
  - Housing growth options;
  - Employment scenarios;
  - Affordable housing scenarios;
  - Leisure centre options;
  - Retail options.

- 3.2.2 Within each group of options or scenarios, several different options/scenarios have been developed. Each of these has been appraised against the SA objectives of the appraisal framework. A description of the options and scenarios, the reasons for selecting the alternatives dealt with and the findings of the appraisal are set out in section 10 of the SA Report.
- 3.2.3 Section 7 – Appraisal of Sites (A4) sets out how individual sites were assessed through the SA process. Paragraph 7.1 and table 7.1 summarise this process and findings. The initial SA of identified housing and employments sites (those from the SHLAA, ELR and call for sites) was an appraisal of the sites at an early stage in the Local Plan preparation process, before any mitigation had been developed for sites which have subsequently been allocated in the Plan. All sites whether subsequently allocated or rejected have therefore been appraised on an equal basis. The detailed results of the initial appraisal of sites are set out in Annex G (A4).
- 3.2.4 The Sustainability Appraisal Addendum (EX11) sets out how development outside of Tamworth Borough, but to meet the Borough's needs has been considered whilst preparing the SA (A4).

***3.3 Which adverse effects identified by the SA require significant mitigation, and how is the Council addressing these issues?***

- 3.3.1 The SA has been an iterative process, with a round of appraisal being undertaken at each stage of the Plan's development. As a result of the appraisals at various stages, recommendations have been made by the SA (A4) for mitigating the potential negative impacts of the Plan or for capitalizing on opportunities for benefits. Table 1.3 (A4) lists the Policy or section of the plan and what the recommended mitigation measures are. All recommendations made by the SA have been accepted by the Council and amendments made to the Plan to incorporate these, and there are no outstanding recommendations that have still to be addressed. This is explained in section 1.1.7 of the SA on page 7.

***3.4 Does the SA report meet all the requirements of the 2004 Regulations?***

- 3.4.1 In undertaking the SA, great care has been taken to ensure that all legal requirements have been met. Section 3.4 of the SA Report on pages 20 and 21, and in particular table 3.2 in that section, demonstrates where in the SA Report the legal requirements have been shown to be met.

#### **4. Spatial strategy and housing need:**

##### ***4.1 Is the overall spatial strategy of the Plan based on a sound assessment of Tamworth's demographic, economic and social needs, environmental characteristics, physical constraints and relationships with surrounding areas, in accordance with national policy?***

- 4.1.1 The spatial strategy for the Plan is based upon a sound assessment of Tamworth's demographic, economic and social needs, environmental characteristics, physical constraints and its relationship to surrounding areas and has been supported by a robust SA at all stages. These assessments have been done in accordance with national policy. Policy SS1 sets out the spatial strategy for Tamworth over the plan period; setting the broad locations for development across the borough, quantifying the need for: housing, employment and retail land uses and how the existing areas such as Green Belt and green infrastructure will be retained and enhanced. The remaining policies in the Plan set the appropriate levels of detail.
- 4.1.2 As required by paragraph 158 of the National Planning Policy Framework (NPPF), the Plan is based on adequate, up to date and relevant evidence about the economic, social and environmental characteristics of the area. The evidence base for the Plan is set out in the evidence base list.
- 4.1.3 The evidence base documents prepared to support the Plan have been considered when forming options for the spatial strategy of Tamworth and when assessing these different options through the Sustainability Appraisal (A4). The chosen spatial option has been selected as it will best deliver the vision set out in the Plan (page 19, A1) and delivers the 12 strategic spatial priorities.
- 4.1.4 Tamworth's population has tripled since the post-war years and by 2011 the population was approximately 77,000 and is expected to grow a further 9,000 by 2031. The principal assessment of Tamworth's demographic needs is the Southern Staffordshire Districts Housing Needs Study and SHMA update (B4) and subsequent updates (B10, EX9). The evidence from this document has been used to set the Objectively Assessed Housing Need of 6,250 dwellings over the plan period. This document has been prepared in accordance with national guidance.
- 4.1.5 The local economy of Tamworth is relatively stable and is expected to experience growth during the plan period. The employment sector for Tamworth is still diversifying from its traditional reliance on manufacturing to other sectors including business and financial services. Overall the borough is relatively affluent with one of the lowest unemployment rates in the West Midlands and nationally. The Employment Land Review (C2) and Tamworth Town Centre and Retail Update (D1) establish the need for new employment and retail in the borough. These assessments take into consideration the demographics of the town and also the performance of sectors, aspirations for growth and available spend within the wider Tamworth area. The policies formed from evidence set out in B4 and C2 seek to ensure that there is a balance between housing and employment: that there is sufficient housing for the working age population and that the economy continues to grow and is not restrained by low housing growth.
- 4.1.6 The environmental characteristics and physical constraints of Tamworth have been considered when preparing the spatial strategy that seeks to meet the housing, employment and retail needs of the Borough. Another consideration that has to be taken into account is the relatively small administrative boundary of the borough which is an additional constraint to development. This significantly limits the options

for growth within the scope of the Plan. Tamworth has large areas of flood plain - particularly around the town centre and to the south; several areas of biodiversity importance – local and national; and a town centre of strong historic character, all of which need to be considered. Flood risk has been considered through a level 1 and level 2 SFRA (G11, G16) which presents some options for development after the application of the flooding exceptions test. Biodiversity has been considered through the HRA (G21), biodiversity and geodiversity such as through action plans (G14, G15). The historic nature of Tamworth has been considered through several documents and primarily the Heritage Impact Assessment (K9).

4.1.7 Tamworth also has areas within Green Belt; the consideration of the Green Belt is discussed in response to question 7.

4.1.8 Physical constraints such as Flood Risk and agricultural land are discussed in response to question 7.3.

***4.2 Is the Plan's assessment of the household needs for Tamworth over the plan period (to 2031), which is explained in paragraphs 3.6-3.16, as equating to 250 dwellings pa, based on the most up-to-date and robust objective assessment of housing need (OAHN) for the Borough?***

4.2.1 The NPPF (paragraph 47) identifies that LPAs should use their evidence base to ensure that its Local Plan meets the full, objectively assessed, needs for both market and affordable housing in its area.

4.2.2 In this regard, the key housing evidence base documents underpinning the Council's housing requirement are: the Southern Staffordshire Districts Housing Needs Study (HNS) and SHMA Update (May 2012) (B4); the Southern Staffordshire HNS (October 2014) (B10); and, following the publication of the latest round of CLG household projections in February 2015, the Tamworth Housing Needs Study 2012-based Sub-National Household Projections (SNHP) Update (May 2015) (EX9).

4.2.3 All of these reports were completed by Nathaniel Lichfield & Partners [NLP] and focussed on identifying the objectively assessed housing need (OAHN) for housing within Tamworth (and, in the case of documents B4 and B10, for Lichfield and Cannock Chase as well).

4.2.4 In practice, applying the NPPF 's requirements to arrive at a robust and evidenced housing OAHN is a staged and logical process:

- 1) The starting point for Local Plans is to meet the full, objectively assessed, development needs of an area (paragraph 6, paragraph 47 and paragraph 156);
- 2) Housing need must comprise a level of housing delivery which meets the needs associated with population and household growth, addresses the need for all types of housing including affordable and caters for housing demand (paragraph 159);
- 3) Furthermore, a planned level of housing to meet objectively assessed needs must respond positively to wider opportunities for growth and should take account of market signals, including affordability (paragraph 17);
- 4) In choosing a housing requirement which would not meet objectively assessed development needs, it must be evidenced that the adverse impacts of meeting

needs would significantly and demonstrably outweigh the benefits, when assessed against the policies within the NPPF (paragraph 14);

- 5) Where an authority is unable to meet its objectively assessed development needs or it is not the most appropriate strategy to do so, it must be demonstrated under the statutory duty-to-cooperate that the unmet need is to be met in another local authority area in order to fully meet development requirements across HMAs (paragraph 179 & paragraph 182).

4.2.5 It is against these requirements of the NPPF that the Council's housing need was identified. Based on past trends and the baseline housing, economic and demographic context of Tamworth, a number of scenarios were identified, discussed and agreed with the Council in the SHMA and subsequent HNS Updates. The scenarios were carefully chosen to reflect the alternatives for future growth within the Borough. NLP modelled each of these scenarios using industry-standard PopGroup demographic modelling software, which draws upon relevant ONS and CLG demographic assumptions.

#### **Southern Staffordshire Districts Housing Needs Study and SHMA Update (May 2012) [Core Document B4]**

4.2.6 B4 sets out the potential scale of future housing needs based upon a range of demographic, housing and economic factors. The study sought to provide the Council with evidence on future housing need to help it plan for future growth and make informed policy choices through its emerging Local Plan process.

4.2.7 An explanation of the detailed assumptions and data sources used in the B4 modelling is set out in Appendix 1 to that document. For the majority of the scenarios the 2010 Mid-year population estimates were used as the 2010 baseline population starting point. The ONS 2008-based Sub-National Population Projections (SNPP) were used to identify levels of births, deaths and migration. Headship rates were derived from CLG's 2008-based SNHP and applied to the demographic projections for each year in the PopGroup model.

4.2.8 Due to the various factors and assumptions which feed into the assessment of future needs, it was recognised that there was not a single figure which could be definitively identified as objectively assessed development need. This is noted in the former CLG SHMA Guidance which identifies that need may be expressed as a single number or a range.

4.2.9 For Tamworth, the various forecasts ranged from a low of 200 dpa to the apparent anomaly of 507 dpa, with a clear clustering of scenarios around 200–300 dpa. On the basis of the analysis outlined in B4, and excluding outliers, it was considered that an objective assessment of housing need and demand for Tamworth fell within a range of 240 to 265 dpa (which encompassed all of the remaining demographic scenarios).

#### **Southern Staffordshire Districts Housing Needs Study (October 2014)**

4.2.10 Subsequent to the production of B4, the 2012-based SNPP was published by ONS in May 2014. NLP produced B10 to explore the implications of this new data on the scenario modelling work and also undertook a detailed review of Market Signals in line with the PPG to test whether an uplift could be justified to the demographic 'starting point'.

- 4.2.11 Using the latest 2012-based SNPP as the key demographic input to the PopGroup model, NLP re-modelled the scenarios, updating other assumptions relating to unemployment, commuting patterns and vacancy accordingly.
- 4.2.12 Regarding headship rates, NLP's baseline position involved projecting forward a scenario for household formation beyond 2021 which indexed formation against the 2008-based SNHP beyond 2021. This essentially assumed that household formation would increase in line with long term trends. Such an approach is supported by the PAS 'Technical Advice Note on Objectively Assessed Need and Housing Targets' (2014) (paragraph 5.25-paragraph 5.27) and a number of Local Plan Inspector's reports.
- 4.2.13 As set out in B10, it was considered that an objective assessment of housing need and demand would fall within the range of 240 dpa to 265 dpa, identical to the range set out in B4.
- 4.2.14 This range was derived on the basis of taking the latest household and population projections<sup>2</sup> as the starting point for identifying OAHN (253 dpa), modelling the latest 2012-based SNPP to obtain the most robust demographic baseline for the Borough (236 dpa) before accelerating household formation rates to anticipate a return to growth over the longer term (256 dpa). NLP then uplifted the OAHN further to allow for adverse / worsening market signals and economic factors (by around 5%).
- 4.2.15 At the lower end of the range, the 240 dpa was intended to ensure that at the very least the economy did not decline further due to anticipated job losses and a declining population of working age. This aligned with the 'Index' Baseline Scenario (236 dpa), which accelerated household formation post 2021 in response to improving market conditions.
- 4.2.16 In defining the top end of the range, the evidence suggested that certain market signals, specifically the Affordability Ratio, were relatively high when set against comparable areas, and worsening. In such circumstances, the PPG recommends that an appropriate supply-side response to addressing these market signals would be to provide an uplift to the level of housing required based purely on the household projections alone.
- 4.2.17 On this basis, increasing the OAHN up from the index baseline was considered justifiable. As the market response required was not considered to be significant (as most of the other market signals were showing signs of improving), it was considered that the Catch Up Headship Rate scenario should inform the top end of the range (256 dpa). A top-end figure of 265 dpa represented a 5% uplift on the 2011-based SNHP.
- 4.2.18 As regards economic factors, it was concluded that the scale of job growth forecast in Experian's (then) latest projections would result in a level of population growth many times greater than had been achieved in the past and also far above the level projected in the 2012-based SNPP for the Borough. As such, this was considered an outlier alongside the Past Trends job growth scenario (which projected a negative housing need of -17 dpa).
- 4.2.19 As such, no change was recommended to the range previously identified.

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<sup>2</sup> The assessment relies upon the 2011 SNPP rather than the latest 2012 figures which were published after the analysis for this SHMA was undertaken.

- 4.2.20 Both Housing Needs Studies were informed by the most up to date information available at the time of production and the proposed range identified represented a robust and defensible housing OAHN for the Borough.
- 4.2.21 It is recognised that the Staffordshire Observatory published a document outlining the 2013 Mid-Year Population Estimates for Staffordshire authorities in September 2014. This indicated that between 2012 and 2013, Tamworth Borough's population grew by just 39 residents. Certain representations (LP016, LP032, LP041, LP046) made to the Local Plan have sought to use this as evidence that the population growth estimates underpinning NLP's modelling work have over-estimated the Borough's likely growth trajectory, and that as a result, the number of dwellings needed should be reduced.
- 4.2.22 In response, it is considered that whilst the Mid-Year Population Estimates provide useful context, this data represents only one year's worth of data and provides a very brief snapshot in time. As such it should only be given limited weight, given the highly volatile nature of annual population growth.
- 4.2.23 NLP's studies were fully compliant with the approach outlined in the NPPF and the PPG (Ref: 2a-017-20140306), which notes that the CLG household projections are:
- statistically robust and are based on nationally-consistent assumptions. However, plan makers should consider sensitivity testing, specific to their local circumstances, based on alternative assumptions in relation to the underlying demographic projections and household formation rates. Account should also be taken of the most recent demographic evidence including the latest ONS population estimates.*
- 4.2.24 NLP's modelling work used the most up-to-date population projections produced by ONS, which are internally consistent across the country and which were underpinned by the latest 2011 Census data releases. Furthermore, in reaching their conclusions on housing need, NLP also ran a number of sensitivity tests through PopGroup to explore the likely implications of lower levels of net in-migration, based on short term (over the past 5-years) and longer term (past 10-years) rates.

**4.3 Does the figure in paragraph 4.2 above need to be amended in the light of the 2012 based household projections? In particular, are the Plan's demographic and migration change assumptions realistic? Has any allowance for existing unmet housing need been factored in?**

- 4.3.1 The 2012-based SNHP were released on 27<sup>th</sup> February 2015, and represent the first full set of CLG projections released since the 2008-based equivalents in 2010. The 2012-based SNHP incorporate the ONS 2012-based SNPP and further information from the 2011 Census. NLP prepared a report which assessed the implications of these latest projections on Tamworth's housing OAHN in May 2015<sup>3</sup>.
- 4.3.2 Over a 25-year period (2012-2037), the SNHP project average annual household growth in Tamworth of 189, which is lower than both the 2008 and 2011-based SNHPs (see Table 3.1 of EX9). Over the 2012-2031 period, the household growth projected for Tamworth Borough is 206 annually, or 210 dpa with an allowance for vacant units/second homes. This latter figure is some 16% lower than Tamworth's housing requirement in Policy SS2 of its Local Plan. The analysis undertaken by NLP in the 2015 Update concludes that the main driver behind the lower level of

<sup>3</sup>NLP (May 2015): Tamworth Housing Needs Study 2012-based SNHP Update

household growth in Tamworth compared to previous iterations was due to lower levels of population growth over the plan period, combined with headship rates that sat below the rates in the 2008-based SNHP, but above the 2011-based (Interim) SHNP.

- 4.3.3 NLP modelled a series of scenarios in PopGroup that mirrored the analyses contained in the previous SHMA/HNS Updates. This utilised the headship rates taken from the 2012 SNHP alongside the births, deaths and migration rates from the 2012 SNPP. A range of scenarios were modelled including a variety of employment-led scenarios, reduced migration rates and adjusted headship rates to ensure a consistent and robust approach was taken in determining the implications of the 2012-based SNHP on Tamworth's housing need.
- 4.3.4 The modelled scenarios presented a wide range of housing need for the period 2012 to 2031 based upon different indicators of what the need for housing in Tamworth could be. These indicated a need for between 91 dpa (Scenario G – Past Trends Job Growth) and 385 dpa (Scenario E – Experian Job Growth). In general, the dwelling needs for each scenario declined when compared to similar modelled scenarios in the previous October 2014 Update, due primarily to changes in the headship rates and, to a lesser extent, updated economic activity/unemployment rates.
- 4.3.5 Having assessed all the scenarios it was NLP's recommendation that an objective assessment of housing need and demand for Tamworth Borough fell within the range of 230 dpa – 250 dpa. This is slightly lower than the original OAHN range of 240 dpa to 265 dpa. The Local Plan Policy SS1 figure of 250 dpa now sits at the top end of the OAHN range.
- 4.3.6 The range took the CLG's most recent 2012-based household projections as the starting point for identifying need (210 dpa), accelerated household formation post 2021 to allow for the return to growth, and increased headship rates amongst younger age cohorts (226 dpa). A judgement was then taken to increase the demographic starting point to allow for (moderately) worsening housing market signals, by around 10% (raising the range to 230 dpa – 250 dpa). Such an uplift aligned with recent Inspectors' interpretations of what might constitute a 'modest' uplift to a demographic starting point.
- 4.3.7 This range is considered to provide a realistic level of housing delivery which would support economic growth and address potentially worsening housing market signals, whilst meeting the full demographically-assessed need for housing in the Borough.
- 4.3.8 The range would deliver job growth in the Borough (+565, 2012-2031) that would exceed past job growth trends which have been negative in recent years. Whilst the range is below the level suggested by the Experian Job Growth Scenario (385 dpa), this forecast 4,100 additional jobs over the period 2012-2031 in Tamworth, more than 7-times higher than the number of jobs likely to be supported by the 2012-based SNHP scenario. Furthermore, the scenario would result in a population growth of 14,500, almost three times the level projected by the 2012-based SNPP, primarily through levels of net in-migration that would be significantly at odds with anything achieved in recent years. On this basis, the scenario was excluded as an outlier.
- 4.3.9 In terms of the realism of the housing OAHN range, it is based on a level of population growth that is entirely consistent with the most robust demographic statistics currently available, the 2012-based SNPP. Net migration would gradually

change from being (as is currently the case) a negative pressure on population growth, to becoming a net-inflow of residents from around 2025 onwards, again in line with the 2012-based SNPP.

- 4.3.10 Regarding making provision for existing, unmet housing need, it is noted that the Borough has delivered comparatively high rates of housing at rates in excess of the West Midlands RS target of 145 dpa for Tamworth Borough. Since the start date of the now revoked RS, Tamworth has delivered some 1,415 dwellings at a rate of 177 dpa (or 189 dpa since 2001/02) set against the past RS target of 1,160 dwellings.
- 4.3.11 However, much of this delivery was achieved in the years immediately prior to the recession (with 425 dpa achieved in 2006/07 alone). Just 69 dwellings were delivered in 2011/12, 143 dpa in 2012/13 and 48 dpa (net) in 2013/14. NLP's reports conclude that recent levels of weak housing delivery are starting to have an impact on the housing market, with certain key market indicators, such as the affordability ratio and overcrowding, worsening. To address this, NLP's 2015 HNS Update recommended a 10% uplift to the demographic modelling outputs to boost the supply of housing and reverse the adverse externalities of unmet housing need.

***4.4 Are the forecast job growth figures for Tamworth realistic? Are they taken account of in the overall assessment of Tamworth's housing needs?***

- 4.4.1 The housing OAHN figure for the Borough cannot solely rely on demographic data but, in accordance with the NPPF and the PPG, it must also have due regard to future job growth projections. The extent of future employment growth aspired towards is a choice for the LPA to make in translating the housing OAHN into a Local Plan housing requirement.
- 4.4.2 As noted above, to inform this analysis a number of scenarios were modelled to demonstrate the impact of a range of likely growth scenarios including stabilising job growth; modelling Experian's job growth projections (of +4,100, 2012-2031); and projecting forward the level of job growth achieved in Tamworth over recent years (in this case, a decline of 1,000 net decline in workplace-based jobs in Tamworth between 2000 and 2013, or -77 annually). These scenarios also demonstrated the scale of change that would be required if demographic trends (i.e. an ageing population/declining workforce) were to be reversed.
- 4.4.3 The results of the 2015 HNS Update demonstrate that there is a clear divergence between the demographic-based and employment-led scenarios for the Borough. Both the job stabilisation and past trends scenarios produced levels of population and household growth that were significantly below the level suggested by the 2012-based SNPP/SNHP and which were deemed too pessimistic as a result. Alternatively, and as noted above, the Experian job growth scenario suggested a level of job growth that would be 7-times higher than the level that could be supported by the 2012-based SNPP, and which would represent a very significant departure from the level of employment and population growth that has been achieved in the past. It would also be at variance with past levels of net outward migration.
- 4.4.4 For these reasons (and in line with similar conclusions reached by the Inspectors examining both the Lichfield and Cannock Chase Local Plan EIPs, which based their housing requirement on a similar housing evidence base), the Experian Scenario was excluded as an outlier. The revised housing OAHN range, of 230-250 dpa, would generate a positive growth in employment despite an ageing population, at a

relatively challenging - but nevertheless realistic - level when set against what has been achieved in Tamworth in recent years.

**4.5 What other factors should be taken into account in determining the overall housing provision for Tamworth over the plan period? For example, what weight should be given to the national Planning Practice Guidance (PPG) covering aspects such as market signals, and historic suppression of household formation rates?**

4.5.1 The NPPF and the PPG advocate a staged approach to deriving the OAHN. This is set out at paragraph 4.2.4. The market signals for Tamworth point towards a housing market which, to some extent, is failing to match demand with supply.

4.5.2 A full assessment is provided in B10 Section 3.0, updated in EX9. To summarise, across many of the key market indicators, Tamworth performs relatively poorly compared to the Staffordshire County average, which is indicative of where Tamworth is positioned within the wider area. Compared to the County indicators, Tamworth has worsening affordability ratios, higher median monthly rents, a higher percentage of overcrowded households and concealed families and more households in priority need and temporary accommodation. This highlights that although Tamworth has some of the lowest house prices in the Country (and generally performs better than the national average on almost all of the key indicators), the area still faces worsening market signals in the context of local factors such as wages and housing supply.

4.5.3 On this basis, it was considered appropriate to give weight to addressing these worsening market signals through accelerating household formation rates amongst the younger age groups as their ability to access the housing market improves in line with a recovering economy and for boosting supply by around 10% on top of the demographic projections in line with recent Inspector's interpretations of what might constitute a 'modest' uplift to a demographic starting point.

**4.6 Should the Plan include a policy which states that, should the Plan's monitoring indicate that an on-going 5 year deliverable and a subsequent 10 year supply of developable housing land can no longer be sustained to meet Tamworth's needs, the Council will review its housing land provision and negotiate with neighbouring authorities if appropriate, to bring on-stream additional housing as required?**

4.6.1 The requirement to review housing land provision already exists at a national level in the NPPF (Paragraphs 47 and 49). It compels local planning authorities to maintain a 5 year supply of housing, without a demonstrable 5 year supply of housing *...relevant policies for the supply of housing should not be considered up to date...* The Council does not consider that a specific policy is required.

4.6.2 If a 5 year supply of housing could not be demonstrated in Tamworth, the Council's course of action would be to review existing permissions, housing allocations and SUEs to understand any issues and look to resolve these. In the event that the supply of housing cannot be restored the Council will seek to work with neighbouring authorities.

4.6.3 The Council is committed to: planning for, monitoring and managing the supply of housing within the Borough. The Plan sets out a supply of housing which allows for flexibility and contingency within the plan period, this will ensure the supply of housing can tolerate unexpected needs and rapid change. The Council's response

to question 18.1 goes into further detail regarding flexibility. The Monitoring Framework set out in the Plan (Appendix D) sets an objective for policy SS1 to deliver the housing requirement (4,250) and maintain a 5 year supply of housing through the Plan period. The Council will monitor the delivery of housing sites; in particular the SUEs and work with developers to understand and where possible alleviate blockages to site delivery. Through this Local Plan process the Council has positively engaged with developers and will continue to do so to ensure that sites are delivered in accordance with the indicative housing trajectory (Appendix A).

- 4.6.4 The duty to co-operate is an on-going requirement and does not stop at the adoption of the Local Plan. The Council will continue to work with neighbouring authorities and key strategic partners, who will be informed of issues regarding the supply of housing that may arise. Continuous engagement will present the opportunity for issues to be discussed and a proactive and positive response. Lichfield District Council and North Warwickshire Borough Council have commitments within their adopted Plans to review the situation arising from Tamworth to address the un-met needs, and for the matter to be dealt with through a Local Plan review or Site Allocations DPD. Through the course of the preparation of either of these documents for both authorities the Council will ensure the most up to date information is presented so that in the unlikely event any further additional unmet need arises, it can be considered.

**4.7 Is the Council confident that the Plan makes provision for a 5 year housing land supply on identified specific and deliverable sites?**

- 4.7.1 The housing trajectory (EX13) has been updated to 31 March 2015 and gives the most up to date information on the supply of housing within the Borough. From year 1 of the plan period the 5 year housing land supply is 1,455 units (net). This would give sufficient supply to meet: past under delivery in the plan period; the immediate 5 year supply and allow for a 5% or 20% buffer to supply.
- 4.7.2 The Council is confident that the sites identified in the Plan and those already with permission provide a sufficient supply of land to meet the first 5 years housing requirement.

**4.8 In terms of previous rates of housing delivery and the delivery target(s) that have been in place over the last 10 years, should the appropriate 'buffer' to ensure choice and competition (as set out in the Framework, paragraph 47[2]) be 5% or 20%? Should this buffer be factored in over the first 5 year period or for the plan period as a whole?**

- 4.8.1 When considering the previous rates of delivery against historic targets of 150dpa<sup>4</sup> and the 170dpa target of the Plan the appropriate buffer to use should be 5%. A total of 1,494 new dwellings have been delivered between 2006 and 2014, against a retrospective target of 1,530 over this period (170dpa). This gives a small under delivery of 36 dwellings. Previous rates of delivery have ranged from a high of 458 to a low of 51 new dwellings between 2006 and 2014, with an average of 166 dwellings built each year. Without taking into consideration the lower historic target of 150dpa

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<sup>4</sup> The West Midlands RSS Phase 2 Panel Revision Report stated that Tamworth's Housing requirement was 4,000 over 20 year period (2006 – 2026) and stated that at least 1,000 of the 4,000 should be delivered in Lichfield. A net requirement of 3,000 over a 20 year period is 150dpa. It should be noted that this was never adopted across WM region before all RS were revoked and in the submitted Phase 2 Revision the target was 145dpa.

it is clear that previous rates of delivery set against a target of 170dpa have been good. Taking these factors into consideration the Council is confident and has planned for past under delivery to be met in the first 5 years of the Plan; and that a 5% buffer should be factored in when ensuring there is a 5 year supply of housing land.

- 4.8.2 By the year of adoption of the Plan there is currently an anticipated cumulative net under delivery of 128 units in Tamworth from 2006 to 31 March 2016. The 5 year requirement (850) plus past under delivery (128) gives a target of 978. Applying a buffer of 5% ( $978 \times 1.05$ ) gives a 5 year housing supply target of 1,024. With a 20% buffer this is 1,170. It is clear that the supply of 1,456 new dwellings is sufficient to meet the 5% target of 1,024 dwellings in the first 5 years of the plan.

***4.9 Bearing in mind the relatively tight boundaries around Tamworth, what should be the appropriate area in which to consider and plan for the provision of housing and other development to meet the Borough's needs?***

- 4.9.1 The considerably tight boundaries of Tamworth Borough are a restriction to the Council being able to deliver its full housing and employment needs. Therefore consideration has been taken to ensure that growth within Tamworth Borough is sustainable; through the SA (A4) and that the Plan can influence growth to meet unmet needs outside of the Borough in the most sustainable manner and to the mutual benefit of all relevant local authorities.

- 4.9.2 The appropriate areas outside of Tamworth to consider for meeting unmet housing needs are within the HMA (Lichfield and Cannock) and North Warwickshire; and for employment needs, areas which have a strong economic relationship to Tamworth: Lichfield, North Warwickshire and Birmingham.

- 4.9.3 The Tamworth Local Plan cannot allocate land parcels, or broad locations within the administrative boundaries of other local authorities. However, the Plan does set criteria throughout the Plan to ensure a 'mutual benefit' when meeting needs outside of the Borough:

- The Vision for the Local Plan (page 19, A1)
- Strategic Spatial Priorities: SP1 to SP12
- Policy SS1
- Policies EC1, EC5 and EC6
- Policies HG2, HG4, HG5, HG7
- Policies EN1, EN3, EN4, EN6
- Policies SU1, SU2, SU3, SU4, SU6 and SU7
- Policy IM1

- 4.9.4 The Council will continue to engage with neighbouring authorities (as set out in A14) to ensure that any unmet need from Tamworth is met in the most sustainable locations. In the absence of needs being met through development plans, the Council will continue to submit comments to planning applications in adjoining

authorities where it is clear proposals could meet the needs arising from Tamworth and support the Vision, Strategic Spatial Priorities and policies of the Plan.

**4.10 With reference to the concept of a Housing Market Area (HMA) in the Framework, paragraph 47[1], and the work undertaken in the Southern Staffordshire Districts Housing Needs Study, does the appropriate area for the consideration of Tamworth’s housing needs comprise the Borough of Tamworth and the adjoining areas of North Warwickshire Borough and Lichfield District?**

- 4.10.1 NLP’s Housing Needs Studies identify strong relationships between the three districts of Tamworth, Cannock Chase and Lichfield in terms of migration and travel to work flows. In accordance with the PPG’s approach to defining HMAs on the basis of migratory patterns, a modelling exercise was undertaken to ascertain the extent to which a 70% self-containment threshold could be said to apply to Cannock Chase, Lichfield and Tamworth.
- 4.10.2 The analysis confirmed that the three authorities have relatively high levels of self-containment, close to 70%. Excluding long distance moves<sup>5</sup>, self-containment is around 68.4%. Table 4.1 sets out levels of self-containment of in and outward migration across the three districts. There are also high levels of commuting self-containment of up to 82%.

Table 4.1 Cannock Chase, Lichfield and Tamworth –Migratory Self-Containment (2001 Census)

Inward Migration Self-containment with HMA (including long distance moves) (%)	Inward Migration Self-containment with HMA (excluding long distance moves) (%)	Outward Migration Self-containment within HMA (including long distance moves)(%)	Outward Migration Self-containment within HMA (excluding long distance moves)(%)
65.64	68.39	64.24	68.64

Source: 2001 Census / NLP

- 4.10.3 On the basis of the high levels of migratory self-containment and commuting patterns identified, supported by the PPG’s definition, it was considered that Cannock Chase, Lichfield and Tamworth could be seen as a self-contained HMA. Furthermore, whilst the PPG defines an HMA as a geography at which 70% of local moves are contained, the former CLG Guidance notes that the benchmark-for self-containment may be lower in more rural areas.
- 4.10.4 On this basis Cannock Chase, Lichfield and Tamworth can be considered as a single HMA for the purpose of considering housing needs in the context of the Local Plan.
- 4.10.5 In terms of how this approach has been accepted elsewhere, the Inspector’s report into the Cannock Chase Local Plan (February 2014) (EX14, paragraph 38) confirmed that treating Cannock Chase, Lichfield and Tamworth as one HMA was an acceptable and pragmatic approach.

<sup>5</sup> The exclusion of all ‘long distance’ moves is in accordance with the PPG (Ref: 2a-011-20140306)

- 4.10.6 Furthermore, the Inspector's Report on the examination into Lichfield District Council's Core Strategy (EX10) does not critique or challenge the notion of Cannock Chase, Lichfield and Tamworth as a self-contained HMA. This demonstrates that the consideration of the three authorities to form a self-contained HMA is a sound approach deemed acceptable by Inspectors.
- 4.10.7 Notwithstanding this, the housing OAHN analysis for Tamworth still fully accounted for cross-boundary dynamics, due to modelling assumptions concerning future migration patterns. It is accepted that there remain strong cross border dynamics between Tamworth and the authorities of Birmingham and North Warwickshire. B10 concludes that the Tamworth and North Warwickshire has a clear degree of overlap between their respective primary HMAs, notably between Tamworth and the north-westernmost settlements of Warwickshire (i.e. Dordon and Polesworth) which are particularly close to the administrative boundary. In addition, the Council has a Memorandum of Understanding in place with North Warwickshire and Lichfield in order to accommodate some of Tamworth's housing and employment needs up to 2031.
- 4.10.8 Furthermore, with regards to Lichfield meeting part of Tamworth and Cannock Chase's respective OAHNs in his final report for Lichfield's Local Plan, the Inspector stated at paragraph 12 of EX10 that:
- ...I see no merit in the suggestion that Tamworth's housing shortfall should be met entirely within the Tamworth, Cannock and Lichfield Housing Market Area – which in practice would mean entirely within Lichfield... This ignores both the undisputed links that exist between North Warwickshire and Tamworth and the fact that North Warwickshire has agreed to take a proportion of Tamworth's housing needs.*
- 4.10.9 Therefore whilst Lichfield, Cannock Chase and Tamworth can be considered a self-contained HMA based on migratory and commuting statistics, it is accepted that Tamworth Borough's situation is highly complex with strong housing and economic relationships extending to nearby Birmingham and North Warwickshire. Meeting the full housing requirement within these overlapping HMAs has required co-operation between the various authorities in these adjoining Strategic HMA areas under the Duty to Co-operate to ensure that housing needs are being met in full at a strategic level.
- 4.10.10 The Duty to Co-operate Statement (A14) explains the basis for considering the strategic issue of housing delivery. It describes the work undertaken by North Warwickshire, Lichfield and Tamworth together, recognising that the local HMA of Tamworth crosses the boundaries of the other two authorities. Paragraphs 2.1 and 2.2 describe the longstanding economic and cultural links with Lichfield and North Warwickshire as well as Birmingham recognised in housing market assessments at different geographic scales and in-migration and commuting flows.
- 4.10.11 Paragraph 2.43 of the Southern Staffordshire Districts Housing Needs Study 2014 Update (B10) highlights comments by the Inspector at the North Warwickshire Local Plan Core Strategy Examination which recognise the strong links in HMAs in North Warwickshire, east of Tamworth, in particular with the settlements of Dordon and Polesworth. North Warwickshire overlaps with several housing market areas, relating to urban centres in surrounding authorities including Tamworth. North Warwickshire Borough Council opted to take part in the Coventry and Warwickshire joint Strategic Housing Market Assessment (EX8). Tamworth provided input as a stakeholder when the assessment was carried out. The strength of commuting flows between Tamworth is recognised in the report in Table 4.

- 4.10.12 Paragraph 2.16 of the Southern Staffordshire Districts Housing Needs Study and SHMA Update (B4) notes that there is little existing migration between Tamworth and Cannock Chase. Cannock Chase District is not an adjoining neighbour of Tamworth. On the other hand, figures 2.8 and 2.23 show that Tamworth has a clear pattern of both commuting and migration trends with Lichfield and North Warwickshire. Therefore, Tamworth with its immediately adjoining authorities is considered the most appropriate area for the delivery of housing to meet Tamworth's needs.

***4.11 What roles should other areas within the West Midlands HMA, such as Cannock Chase and Birmingham, play in relation to either meeting part of Tamworth's housing needs or in Tamworth meeting part of their housing needs?***

- 4.11.1 Tamworth is part of the wider West Midlands HMA. The four main LPAs which share a strong relationship to Tamworth (as discussed elsewhere in this response) are Lichfield District, North Warwickshire, Cannock Chase and Birmingham City Councils. Therefore it is these areas which could help to meet the unmet housing need arising from Tamworth. LDC and NWBC have already confirmed their support through their adopted Local Plans and the joint MOUs.
- 4.11.2 The response to question 2.2 discusses the role which Cannock Chase specifically has to play in meeting Tamworth's unmet housing need. In short, Cannock Chase cannot meet their own housing need, the Inspector of Lichfield District's examination supported the premise that Cannock are not in a position to take need from Tamworth and that Lichfield and North Warwickshire should share the responsibility of meeting the unmet need.
- 4.11.3 Birmingham City Council is in a similar position to Tamworth: in that it cannot meet its full objectively assessed housing needs within its own administrative boundary. Tamworth and Birmingham have acknowledged the position of both Councils and through the agreement between both Councils (Appendix G, A14), Birmingham City Council will not be seeking Tamworth to assist in meeting its housing need and vice-versa. Paragraphs 39 & 40 of the Lichfield Local Plan Inspector's report concluded that the Southern Staffordshire work was not fundamentally flawed just because it did not include Birmingham. As the conclusion from that examination was there was no issue with the HMA, Lichfield, Cannock and Tamworth LPAs carried on as before and updated the evidence base accordingly as new information has been released.
- 4.11.4 The notion that other local planning authorities within the West Midlands HMA should assist in meeting Tamworth's need is flawed. Tamworth does not share sufficiently strong migratory links with other LPAs and therefore there is no evidence to justify those authorities meeting Tamworth's unmet need.
- 4.11.5 The notion that un-met housing need from Birmingham should be passed onto Tamworth and then effectively passed onto another LPA (most likely Lichfield or North Warwickshire) would be by a ripple effect and is illogical as Birmingham shares direct links with those authorities. There seems no logic to effectively pass housing need through one LPA to another LPA. A similar argument can be made for Tamworth passing housing need over to Birmingham, as they cannot meet the need it would be passed over to another LPA (which may or may not share direct links back to Tamworth).
- 4.11.6 In summary the four LPAs – Cannock, Birmingham, Lichfield and North Warwickshire have all been considered, but because of Cannock and Birmingham's

inability to meet their own needs and as Tamworth does not share any other strong links with other LPAs in the WM HMA this unmet need will fall to Lichfield and North Warwickshire.

**4.12 The Plan states that the Borough relies on neighbouring authorities to provide about 2,000 houses out of the total OAHN of 6,250 dwellings (paragraph 3.10 of the Local Plan). With this in mind:**

**(i) Is this quantum objectively based in terms of the amount of OAHN that could be developed on available land free of constraints within the Borough?**

- 4.12.1 The 2,000 dwelling quantum is objectively derived from the 6,250 OAHN by subtracting the 4,250 dwelling housing requirement. The housing requirement is an accurate overall figure based on the available land identified through the site selection process.
- 4.12.2 Section 1 of the Site Selection Paper (A5) explains the background to the assessment of available land for development in Tamworth Borough. The assessment identifies the maximum quantity of NPPF compliant sites for allocation.
- 4.12.3 Section 3 sets out how this has been achieved through: exhaustive identification of reasonable candidate sites; the identification of mitigation measures for constraints; encouraging the promotion of sites by landowners or developers; and testing the assumptions of the assessment through the draft Local Plan consultation. Section 5 proposes the sites and quantum of housing that can be delivered through allocations in Tamworth.
- 4.12.4 Paragraphs 3.10 to 3.12 of the Local Plan explain how this amount of the OAHN that could be developed on available land in Tamworth is translated into a housing requirement for the borough. Paragraph 3.13 takes the housing requirement of 4,250 dwellings from the OAHN of 6,250 to arrive at the 2,000 to be delivered in neighbouring authorities.

**(ii) Is its delivery within the plan period realistic in terms of the commitments by the relevant adjoining authorities, and the overall viability of sites?**

- 4.12.5 Commitments have been made by adjoining authorities providing a realistic timeline for delivery through the production of Development Plan Documents, which will be tested for viability at examination. North Warwickshire Borough Council Core Strategy was adopted in October 2014. The Lichfield District Council Local Plan Strategy was adopted in February 2015.
- 4.12.6 In accordance with the 2012 Memorandum of Understanding at Appendix C of The Duty to Co-operate Statement, these plans include 500 dwellings each towards meeting Tamworth's OAHN. These plans have been found sound at independent examinations and the housing provision included is considered realistic and viable. Paragraph 1.9 of the North Warwickshire Core Strategy commits that plan to an early review to meet any further unmet need from Tamworth. Paragraph 4.6 of the Lichfield Local Plan Strategy 2008-2029 commits that plan to an early review or allocation of further sites in the Local Plan Allocations document to meet further unmet need from Tamworth. In terms of specific sites, Lichfield has allocated a specific Broad Development Location to provide 500 dwellings to meet Tamworth's needs. The Inspector for that examination, at paragraph 144 of his report (EX10)

acknowledges other options exist to meet Tamworth's needs which should be explored if the allocation proves undeliverable.

- 4.12.7 A further Memorandum of Understanding agreed between the three authorities was signed in October 2014 and is included at Appendix E of the Duty to Co-operate Statement. This commits the authorities to work together to deliver the remaining unmet need through the respective authorities' statutory development plans.
- 4.12.8 North Warwickshire Borough Council and Lichfield District Council have published Local Development Schemes which indicate that they aim to have allocations documents adopted in 2016 and 2017. Paragraphs 2.26-2.30 of the Duty to Co-operate Statement demonstrate that a trajectory of delivery based on resolution of the unmet need over the next two years is realistic within the plan period. Examination of Development Plan Documents will ensure the overall viability of sites allocated to provide this delivery.

***(iii) Are the broad locations of the sites for Tamworth-related development outside the Borough sustainable in terms of their relationship to the town of Tamworth and other considerations such as transport infrastructure and flood risk?***

- 4.12.9 The Sustainability Appraisal Addendum (EX11) has been prepared to demonstrate how Tamworth-related development outside of the Borough has been taken into consideration when preparing the Tamworth Local Plan.
- 4.12.10 The Lichfield Local Plan: Strategy identifies a Broad Development Location (BDL) for approximately 1000 dwellings to the north of Tamworth, north of the B5493 and east of the railway line linking Tamworth with Burton-on-Trent. Of these, 500 dwellings are to meet Tamworth's needs.
- 4.12.11 The Local Plan: Strategy was subject to SA and the final SA Report was published in February 2014. The SA Report included an assessment of the impacts of development at the allocated sites, including impacts on Tamworth. In summary, the SA of the Lichfield Plan found mixed impacts on heritage assets in Tamworth, and positive impacts on transport and access to town centre services and facilities. The detailed description of the impacts of this development location is set out in section 4.2 of the SA Addendum (April 2015) on pages 9 and 10.
- 4.12.12 Lichfield's Local Plan: Strategy SA assumed that the Anker Valley Link Road would be delivered through Tamworth's emerging Local Plan which influenced the assessment of the BDL. The draft Tamworth Local Plan was consulted on in March 2014, after the final Lichfield SA report was published. Therefore the Lichfield SA could not have taken the most up to date position of the Tamworth Local Plan into account. The removal of the Anker Valley Link Road may impact upon the assessment of the BDL.
- 4.12.13 The Lichfield Local Plan Inspector acknowledged in his interim report (September 2013) (EX15) that:

*[paragraph 108] The situation is, therefore, that there is no certainty that the Anker Valley scheme will come forward and certainly I am not in a position to prejudge the outcome of the examination into the Tamworth Local Plan. However, on the basis of the information available there appears to be a reasonable prospect that it will, given the firm commitments to it by Tamworth Borough Council.*

*[paragraph 109] If this proves not to be the case the Council [Lichfield] will need to reconsider its position when preparing the Lichfield Local Plan: Allocations document when it will be considering the Broad Development Location in more detail.*

*[paragraph 110]... It is, in other words, in a suitable and sustainable location.*

- 4.12.14 In the Inspector's final report (EX10) in which he found Lichfield's Plan sound he stated that:

*[paragraph 136] As has been established earlier in this report (para 11) the situation had changed radically by the time of the resumed hearings... Tamworth Borough Council decided that the Anker Valley Relief Road was not viable and deleted it from its emerging Plan, as well as significantly reducing the extent and capacity of the Anker Valley scheme (Anker Valley SUE) so that it would now accommodate only some 500 dwellings or so.*

- 4.12.15 Paragraph 137 to 140 the Inspector summarises the positions of Tamworth, Lichfield and Staffordshire County Council and the developer of the BDL

*[paragraph 141] I share the Council's view on this point. While I have no doubt about the seriousness of the problems of congestion and highway safety that could result from the overdevelopment of this BDL, I consider that it is too soon to conclude that local roads can accommodate no more development. I consider that, in principle, the 'monitor and manage' approach offers a way forward. With such an approach the actual impact of various increments of development is monitored annually as it is brought forward with trigger points being built in to any planning permission granted to govern the amount of development.*

*[paragraph 144] If it transpires that the BDL as a whole is not capable of delivering something in the order of 1,000 dwellings then **MM1** provides the mechanism through which additional land could be identified either through a review of the Plan or through the preparation of the Lichfield District Local Plan: Allocations document.*

- 4.12.16 In summary the Council understands that Lichfield District Council and Staffordshire County Council (as highway authority) are working with the developer of the BDL to resolve the outstanding local highways issues and that the monitor and manage approach may offer a way forward. The Council will continue to seek to be involved in discussions and comment where appropriate: on planning applications and development plans, to ensure that any development within the BDL is sustainable, meets the objectives of this Plan and does not result in serious congestion and highway safety problems. Lichfield's Inspector was clear that if the expected capacity of 1,000 could not be delivered in the BDL, then Lichfield should look to other locations for this development through a review of the Plan or an allocations DPD.

- 4.12.17 The SA Addendum explains in section 3.6 'Cumulative Impacts' on page 7 that the likely significant impacts of the Lichfield Local Plan have been taken into account by the SA (section 11.1.2 on pages 77 and 78 of the January 2015 SA Report, A4). This took account of Policy: North of Tamworth on pages 115 and 116 of the Lichfield Local Plan, which requires adherence to all other policies in the Plan including Core Policy 5: Sustainable Transport (pages 45 and 46) and Policy ST1: Sustainable Transport (page 48). Policy ST1 states that:

*... The District Council will seek to secure more sustainable transport patterns by ... only permitting traffic generating development where it is, or can be made*

*compatible with the transport infrastructure in the area and takes account of: Number and nature of additional traffic movements, including servicing needs; Capacity of the local transport network; Cumulative impact including other proposed development; Access and egress to the public highway; and Highway safety.*

4.12.18 The supporting text to Policy: North of Tamworth states that:

*15.2 It is important that delivery of homes within Lichfield District does not undermine the ability for Tamworth Borough Council to deliver homes within its boundary, particularly within the identified Sustainable Urban Neighbourhood at Anker Valley. It is recognised that any provision to the north of Tamworth, within Lichfield District will be reliant on a range of infrastructure delivered within Tamworth, particularly the linkages proposed within Tamworth Borough Council's spatial strategy.*

*15.3 Land to the north of Tamworth is considered to be a sustainable location for development to help address housing needs in both Tamworth Borough and Lichfield District, however the phasing of any release for housing is important as it will be dependent on the delivery of necessary infrastructure.*

4.12.19 The North Warwickshire Core Strategy makes provision for 500 dwellings to meet the needs of Tamworth. The preferred option is that this growth will be spread across NWBC in line with rest of development in the Core Strategy.

4.12.20 The SA of the Core Strategy concludes that:

- The relatively modest amount of development means that the scale of impact on the environment will also be modest although there will inevitably be some, particularly where greenfield land is required to deliver development;
- Improvements on the A5 will avoid issues arising from increased level of out-commuting;
- Development is directed to settlements within the settlement hierarchy.

4.12.21 The draft North Warwickshire Pre-submission Sites DPD does not specify which allocations are to meet Tamworth's needs, but it does propose sufficient land use allocations to meet the housing needs set out in the adopted Core Strategy, which includes 500 homes for Tamworth. The SA of the Pre-Submission Sites DPD does not identify any significant impacts on Tamworth from any proposed site.

4.12.22 The detailed description of impacts is set out in section 5.2 of the SA Addendum on pages 11 to 13.

4.12.23 As for ensuring the broad locations for those remaining 1,000 dwellings are sustainable in terms of their relationship to the town of Tamworth and other considerations such as transport infrastructure and flood risk, the Council has and will continue to request that Lichfield District and North Warwickshire work closely with the Council when assessing the options for delivering the unmet need. The MoU (A14) demonstrates the commitment between all three authorities.

**4.13 Does the household needs assessment for Tamworth fully take into account the Borough's affordable housing (AH) needs? The AH needs figure in the Plan (paragraph 5.21) of 183 dpa is clearly undeliverable. However, what is the reasoned basis for the significantly lower provision of 40 AH units pa in policy HG4, and what is the Council's view regarding the likely consequences of the remaining 'unmet' AH need of around 143 dpa? Is the Plan figure of 40 dpa deliverable?**

4.13.1 The PPG (Ref: 2a-029-20140306) advises that:

*...the total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.*

4.13.2 The 230-250 dpa housing OAHN range identified in the 2012-based SNHP Update (EX9) encompasses the CLG 2012 based Housing Projections, all demographic-led scenarios and exceeds the Past Trend and Job Stabilisation economic-led scenarios. In response to the second point in the guidance above, the OAHN incorporates an uplift to the demographic starting point in the order of 10% to address moderately worsening market signals (including high and worsening affordability ratios).

4.13.3 The 2012 SHMA (B4) provides a detailed analysis of affordable housing need in Tamworth. It also examines the type of accommodation most appropriate to meet this need, and the requirements of specific household groups as specified in the PPG. The report concludes that the annual gross affordable housing requirement for Tamworth is 183 dwellings over the next five years. This figure represents Tamworth's affordable housing OAHN.

4.13.4 The reasoning for the 40 dpa minimum target set by Policy HG4 is set out in paragraphs 5.21 to 5.24 of the Local Plan supporting text. It is the realistically deliverable figure which can be provided by the market development planned in the borough. As stated in the policy, the Council will continue to seek opportunities for Council or Registered Provider led schemes.

4.13.5 In determining the deliverable target for market housing, the consequences of other policies in the plan on viability and the need to fund infrastructure were taken into account. Table 11.1 of the Whole Plan Viability, Affordable Housing and CIL Study (I1) indicates that the 20% target for most housing development set by Policy HG4 will allow development to maintain a reasonable contribution to strategic infrastructure costs.

4.13.6 To arrive at the 40 dpa minimum target, the 20% and 25% targets were applied to the planned (i.e. deliverable) development in the housing trajectory shown in Appendix A of the Local Plan. Evidence for the deliverability of sites is provided in the Site Selection Paper (A5). The contribution from allocations was then added to the existing completions and commitments for development shown in the trajectory. This total was then annualised to arrive at 40 dpa. The NPPF requires that Local Plans should be *...aspirational, but realistic* (paragraph 154). The PPG sets out that *... Assessing development needs should be proportionate and does not require local councils to consider purely hypothetical scenarios, only future scenarios that could be reasonably expected to occur* (Ref: 2a-003-20140306). Delivering 183 affordable

dpa at a rate of 20% overall would indicate a requirement of 915 dpa. This is almost 5-times higher than the delivery level that has been achieved since 2001/02 (189 dpa) and is significantly in excess of what could realistically be delivered in the housing market area.

- 4.13.7 Regarding unmet need, some of the shortfall will be met by housing development in neighbouring authorities where they have identified sites contributing to meeting Tamworth's OAHN. For example, the Section 106 agreement for the Browns Lane permission north of Tamworth in Lichfield district states at paragraphs 1.5 and 1.6 (EX24) that half of the affordable provision will be allocated to households in need by Tamworth Borough Council.
- 4.13.8 An unknown level of affordable housing need will likely not be met, by either development in Tamworth or as a proportion of the 2,000 dwellings to be delivered outside the borough. This would result in households continuing to live in unsuitable or unaffordable dwellings. However, by allocating sufficient land to meet the overall housing requirement and working with neighbouring authorities to meet the remainder of the OAHN the Plan will help to prevent market conditions from worsening for householders. As indicated in Table 8.1 of the Sustainability Appraisal (A4) the effect of Policy HG4 is positive through providing affordable housing; the amount of affordable housing provided would be much lower in the absence of the Plan.
- 4.13.9 The Council itself continues to progress a number of projects to increase or renew affordable housing supply. For example the initial phase of surplus council land redevelopments has delivered 42 affordable dwellings, and permissions are in place for a further 12 dwellings. The renewal of the Tinker's Green and Kerria estates will result in the net gain of 30 dwellings. This will provide a similar number to the existing affordable units on those sites but with a better range of appropriate sized properties and with improved energy performance. Further information on regeneration is given in response to issue 4.15.
- 4.13.10 In reference to representation LP056b, the Council propose modifications (MOD055 to MOD068) to make Policy HG4 and supporting text consistent with national policy. As can be seen in Appendix A of the Local Plan, none of the allocations relied on by the Plan fall below the new 11 dwelling threshold for affordable housing obligations. Therefore, there is no anticipated impact on delivering the minimum requirement of Policy HG4. The Council have signed a Statement of Common Ground with the representor West Midlands HARP Planning Consortium (EX5), indicating that they are satisfied with the modifications.

***4.14 Is the provision of specialist housing (housing for the elderly; housing for the disabled; and student housing) a strategic matter for Tamworth?***

- 4.14.1 Local Plan paragraphs 2.13 and 2.34 recognise the increase in the number of older people in Tamworth's Spatial Portrait, a matter to be addressed by the Plan through housing delivery. There is no evidence presently known to the Council however, that there are other significant drivers for a high level of specialist housing need. The fifth paragraph of the Local Plan Vision recognises the specific housing needs of older people. Strategic Spatial Priority SP5 is set in order to deliver housing that meets the need of Tamworths residents. Policies HG2 and HG5 in particular will support the provision of specialist housing.

- 4.14.2 Paragraph 5.30 links Local Plan Policy HG5 with the Staffordshire FlexiCare Strategy 2010-2015 (B7), which also sets out the specialist housing needs for Tamworth up to 2030 at page 27. Page 28 explains the different tenure types required and page 29 indicates that this level of provision would allow flexibility to provide for other people with learning or physical disabilities. Page 33 compares existing provision to needs and gives a starting point to monitor future delivery. The current need in Tamworth is greater for market provision of extra care housing, as this will be led by private developers the Plan can only encourage this type of development.
- 4.14.3 Policy HG5 supports this provision by recognising the need for specialist housing and affording greater flexibility. In reference to representation LP056c regarding specific policy for specialist housing, the Council have proposed a modification to the policy (MOD069 and MOD070). Discussions with Staffordshire County Council have identified the opportunity to address recent changes in the national PPG (Ref: 12-006-20150320) by adding criteria to the existing part of the policy relating to specialist housing and to encourage owners of appropriate sites to consider market provision of extra care housing. Criteria relate to there being a local need for extra care and residents being able to access services when needed, depending on the actual dependencies once a scheme is delivered. Sites over 0.4 ha would be able to accommodate the approximate minimum size for an extra care scheme (60 dwellings) and owners are therefore expected to consider delivering a scheme, working with an appropriate developer to use up to the entire site for extra care housing. However, inclusion of a scheme is not an absolute requirement for any particular site as it will rely on an interested developer and the Council consider it would be inappropriate to force sale of land to such private businesses. Major developments will also have to demonstrate consideration for different needs – this could be communicated in the design and access statement for instance.
- 4.14.4 Statements of common ground have been signed with the County Council (EX4) and West Midlands HARP Planning Consortium (EX5) giving support for these modifications.
- 4.14.5 Policy HG2 also encourages the provision of market specialist housing provision as part of Sustainable Urban Extensions.

**4.15 Is policy HG3, for regeneration priority areas, justified and realistic in terms of viability and resource considerations?**

- 4.15.1 The overall approach of the policy is justified by paragraphs 5.12 and 5.17 of the Local Plan. The policy has been drafted to work with existing opportunities and trends in the identified regeneration areas. Its requirements are intended to steer development to support both the efforts of different Council services and the aspirations of landowners.
- 4.15.2 The first section of the policy sets no absolute obligations for development in post war planned neighbourhoods as criteria are only required ... *where feasible and appropriate*. This will allow consideration of development viability in its application. Furthermore, only point a) could relate to a clear additional cost with the inclusion of energy efficiency measures. Appendix E of the Whole Plan Viability, Affordable Housing and CIL Study states that viability appraisal of planned development assumes affordable housing will meet Code for Sustainable Homes Level 4. The costs of significant improvements in energy efficiency are already therefore accounted for. The second section of the policy sets design criteria for development

in the Wilnecote Regeneration Corridor, which need not affect the viability of schemes.

- 4.15.3 In terms of resource considerations, it is realistic that the Council will continue to redevelop its housing stock and land holdings in the post war planned neighbourhoods. A number of garage sites have been used for housing in partnership with registered providers, as can be seen in the latest Residential Land Availability report (EX16). Planning applications have recently been made by the Council for regeneration of the Tinkers Green and Kerria estates (Ref: 0110/2015 and 0111/2015). The resources of private landowners on the Wilnecote Regeneration Corridor will determine when they choose to redevelop their properties. Developer intent was expressed by owners of the housing sites in the area as shown in table 4.3 of the Site Selection Paper (A5).

## **5. Distribution of housing development:**

### ***5.1 Is the Plan's distribution of overall housing development, including indicative levels of housing growth for Tamworth, as set out in the Plan and the SHLAA, justified and at the right level of detail for a Local Plan?***

- 5.1.1 The NPPF states that Local Plans should meet the full objectively assessed needs for market and affordable housing, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. When this cannot be met within the boundaries of a local authority, the NPPF sets out a framework and through the mechanism of the duty to co-operate as to how this unmet need can be delivered elsewhere within the HMA. The Council has sought to maximise housing delivery within Tamworth.
- 5.1.2 Policy SS1 – The Spatial Strategy for Tamworth establishes the housing requirement for Tamworth of 4,250 dwellings over the plan period and distributes 500 each to North Warwickshire and Lichfield District (1,000 in total). The remaining 1,000 dwellings will be proportionally split between North Warwickshire and Lichfield District. This sets a 'sub-regional' level of housing distribution.
- 5.1.3 As discussed throughout this response and within the Plan itself Tamworth is a very small compact borough with tightly drawn boundaries with limited areas of undeveloped land. As there is only one settlement within the borough: Tamworth, there is no justification to distribute the 4,250 dwelling requirement to specific areas of the town. The Council has sought to deliver a spatial strategy that will maximise development opportunities within the Borough in a sustainable way. Through this process development has been spread across Tamworth, through the three SUEs: to the North, East and West of the urban area and also to sites within the existing urban area; predominantly around the town centre and Wilnecote Regeneration Corridor.
- 5.1.4 The plan sets the right level of detail: establishing a 'sub-regional' level of distribution and then ensuring the most sustainable spatial strategy delivers housing within Tamworth.

### ***5.2 Are the specific housing sites identified in policy HG1 justified and deliverable within the plan period?***

- 5.2.1 The Site Selection Paper (A5) sets out the methodology for identifying suitable, available and achievable sites and summarises the evidence and reasoning for individual housing sites in Table 4.3. The 'SA Summary' and 'Conclusion' columns provide the overall justification for their allocation. Further detail is available in the Sustainability Appraisal (A4) Annex C Appraisal of Housing Sites.
- 5.2.2 The mitigation required, in order to make proposals on the specific housing sites acceptable, is deemed to be achievable. In section 3 Methodology of the Site Selection Paper under 'Technical Consultation, Mitigation and Suitability' the dialogue with key consultees to establish feasible mitigation measures is described. Measures that were not considered feasible were treated as showstoppers. These are described against the sites in Table 4.4 which were not selected, although for smaller sites unavailability was a more common reason for omission. Under 'Developer Intent, Availability and Achievability' it is described how availability was established from site promoters.
- 5.2.3 Not all of the sites allocated by HG1 are considered to be deliverable in the first 5 years from adoption of the plan. This is reflected in the Local Plan housing trajectory

in Appendix A where sites that are only developable are not expected to produce completions until after 2020/21.

- 5.2.4 Therefore in answer to representation LP063c regarding sites with existing uses: as an example site 541 Adjacent to Tame Valley Alloys has multiple business premises on site and delivery is therefore not expected until 2025/26. On the other hand assurances from single owner site promoters (such as 347) or where sites are vacant (such as 343/344) are more realistic and their development is estimated in the first 5 years.
- 5.2.5 Furthermore, the trajectory separates out those sites which must pass the exception test for flood risk referred to in representations LP009, LP047c and LP063c. Delivery from these sites is not relied on to meet the annual requirement but will give greater flexibility for contingency if other sites are delayed for reasons beyond the control of the plan.
- 5.2.6 The range of site typologies tested in the Whole Plan Viability, Affordable Housing and CIL Study (I1) reflects the range of specific sites allocated by Policy HG1 and indicates that they are viable after policy requirements are applied, further supporting their deliverability. This is discussed further in response to matter 6.1.
- 5.2.7 All of the sites have been supported by landowners or developers during the preparation of the Plan and the Council have offered pre-application advice. The progress of proposals gives reassurance of deliverability. Site 341 – Land South of St Peter’s Close – Phase 2 now has permission for 23 dwellings (Ref: 0172/2014). Applications have been submitted for 358 - Whitley Avenue (14 dwellings, Ref: 0166/2013); 406 - Land north of Coton Lane (170 dwellings, Ref: 0149/2015); and 390 - Coton Hall Farm (35 dwellings, Ref: 0074/2015). Recommendations will be made to the Planning Committee for the latter two in June and July 2015.
- 5.2.8 With reference to representation LP009 regarding allocations 387, 390 and 406 off Coton Lane: in relation to traffic the ‘Technical Consultation Summary’ in Site Selection Paper Table 4.3 indicates no specific concerns were identified for these sites, except for potential junction improvements related to site 390. Policy SU2 requires detailed transport assessment to identify any possible further impacts with a planning application and for mitigation to make these acceptable. In relation to the loss of green field agricultural land, this was taken into account in their sustainability appraisal and consideration for selection, also summarised in Table 4.3. In relation to odour, the need for assessment is included in guidance for applicants in the supporting text table 5.1. Policy SU5 restricts negative impact from pollution.
- 5.2.9 English Heritage (now Heritage England) objected to the Spinning School Lane site 507, 508, 509, due to the presence of a Scheduled Ancient Monument below ground, in representation LP034t. However, previous communication with English Heritage during site selection concluded that site could be developed given sufficient consideration of archaeology. The need for early discussions is acknowledged in table 5.1 and protection of the heritage asset is required under Policy EN6. The Council is proposing to make two modifications (MOD080) to Table 5.1: Housing Allocations Guidance to clarify the need to take the status of the SAM into account and specify the need for appropriate archaeological assessment. Historic England has agreed that this would be satisfactory and has signed a Statement of Common Ground with the Council to this effect (EX7).
- 5.2.10 Representation LP071 refers to existing highways and sewerage issues in the area near site 496 Seaton Hire Ltd and land to the south of Wilnecote Lane. Site

Selection Paper Table 4.3 indicates that there are indeed some issues relating to on-street parking and visibility in the area and therefore demonstration of visibility splays is required. Severn Trent Water indicated that the potential impact to sewerage of development on the site was low. The representor is also concerned about the existing access to commercial premises on the site adjacent to their property. Local Plan Table 5.1 advises developers on potential site access points and neither of those suggested make use of this existing access. Redevelopment has the potential to improve the situation for the representor.

- 5.2.11 In reference to representation LP034t, the Council do not consider that it is necessary to replicate the full detail of heritage impact assessment requirements in Policy HG1. However, in response to representation LP034k modification MOD014 to the supporting text is proposed to clarify that mitigation is required for heritage impacts. In response to representation LP075b a series of modifications to clarify guidance in the supporting text on heritage assets are also proposed: MOD034, MOD035, MOD036, MOD037, MOD038, MOD039, MOD040 and MOD041
- 5.2.12 The support of Sport England and the Coal Authority for the approach to allocations by Policy HG1 is given in representation LP004 and LP017.
- 5.2.13 Further support by site promoters is noted for 390 Coton House Farm in representation LP031 and for 358 Whitley Avenue in representation LP063c and LP066.

***5.3 In the light of the requirements in the Framework for clear policies on what will be permitted and where (paragraph 154), is the level of detail on the Policies Map appropriate?***

- 5.3.1 Where housing developments are allocated is clearly shown on the Local Plan Policies Map (A2) and Town Centre Inset Map (A3). Sites allocated by Policies HG1 and HG2 are identified in the colour coded key as 'Housing Allocations'. Both maps are produced on an ordnance survey base to show their extent and site labels refer back to the Local Plan policies, various evidence base documents and the trajectory in Appendix A of the Local Plan. Areas where constraints or policy would restrict or preclude residential development are also shown on the maps and in the key:
- Flood Zones 2 and 3
  - Green Belt
  - Open Space
  - Biodiversity Alert Sites
  - Local Nature Reserves
  - Local Geological / Geomorphological Site
  - Site of Special Scientific Interest
  - Parks
  - Playing Pitches and Sports Facilities
  - Conservation Areas

- Scheduled Ancient Monuments
- Primary Shopping Frontage
- Secondary Shopping Frontage
- Strategic Employment Areas
- Employment Allocations

5.3.2 Sites allocated by Policy HG1 are also shown on an ordnance survey base at larger scales in table 5.1 for quick reference in the supporting text but not for scaling. What will be permitted is set out in Policy HG1, supported by other policies in the plan and site specific initial guidance in Table 5.1. The indicative scale of development is given by site capacities in Appendix A with densities consistent with the minimum requirements of Policy HG6.

5.3.3 In reference to the Inspector's initial Concern 7 regarding the level of detail for SUEs, the Council are prepared to modify the Plan to include inset diagrams. For discussion in the hearings the Council propose to use the diagrams in Appendix 1 of Delivery of Sustainable Urban Extensions (B11).

## **6. Deliverability of housing:**

### ***6.1 Is the overall level of housing provision deliverable, especially in relation to viability? In particular, is there adequate justification for the supply that is expected from existing commitments, identified opportunity sites and small windfalls?***

- 6.1.1 The viability of the housing provision proposed in the plan has been assessed and found to be viable by the Whole Plan Viability, Affordable Housing and CIL Study (11) in line with the Harman Guidance. The overall level of housing proposed in the plan has not been arrived at by considering a single deliverable figure but through the selection of housing sites that are individually deliverable or developable in the plan period, including mitigation required to make them sustainable. The Plan intends to maximise sustainable development of housing. Even so, comparing the Local Plan requirement of 170 dwellings per annum to previous years delivery in the trajectory (EX13) shows that the overall level is consistent with an average past delivery of 161 dwellings per annum in the plan period so far. This suggests that the overall level is deliverable in principle by the housing market.

#### **Existing Commitments**

- 6.1.2 The Availability of Residential Land (2015) monitoring report (EX16) shows that the existing commitments that make up part of the provision in the trajectory are all on sites under 100 dwellings. They are therefore of a scale where phasing plans or large infrastructure costs are unlikely to prevent them from being deliverable. In addition, the two largest, 94 dwellings at Land off Pennine Way, Stonydelph and 86 dwellings at Land south of St. Peter's Close have started on site. Reference to the planning permissions listed in the report also demonstrates that the extant permissions are for dwelling types for which there is a healthy demand as shown in recent completions even in recessionary years – mainly market 2 and 3 bed houses with some affordable houses and flats and a limited number of conversions to flats.
- 6.1.3 As of 31<sup>st</sup> March 2015 existing commitments amounted to 465 dwellings with planning permission and not completed. 255 of these committed dwellings are on sites where development has commenced, of which 58 plots were under construction at the end of the monitoring year. On 1<sup>st</sup> April 2015 a further 535 dwellings were granted outline consent (ref: 0105/2014) on the Anker Valley site.

#### **Allocation Sites**

- 6.1.4 Table 6.1 of the Whole Plan Viability, Affordable Housing and CIL Study shows that a range of sites have been tested, representative of the housing provision in the Local Plan and of recent delivery. Some of these sites correspond directly to Local Plan allocations. Paragraphs 9.7.6 to 9.7.9 indicate that sites similar to those allocated will be viable and not marginal, contributing up to 25% affordable housing, and that this is consistent with past permissions and obligations. Policy HG4 sets a lower target of 20% affordable housing as a trade off to insure infrastructure can also receive reasonable funding without impacting viability. Figure 7.3 also shows that although the range of house prices across the borough is not very great, the proposed allocations are located in areas that have achieved higher values in the past. Paragraph 11.3.4 demonstrates that overall the study finds the plan deliverable.
- 6.1.5 This plan level evidence demonstrates that in general planned housing development will be viable with a generous margin of overage for unexpected costs. Key policies in the plan also offer flexibility to deal with unusually high site specific costs. Namely,

Policy HG4 Affordable Housing and Policy HG5 Housing Mix allow departures where meeting affordable housing levels or the required housing mix would be unviable. Furthermore, infrastructure contributions limited by Policy IM1 Infrastructure and Developer Contributions, in that they need to be appropriate and relate to needs arising from proposals. They should also relate to the infrastructure plan, which seeks other sources of funding to support delivery of development.

### **Small Windfalls**

- 6.1.6 The submitted Plan makes no reliance on windfall housing development. The Council have monitored past windfall completions. The assessment in Appendix 1 to these statements indicates that completions on sites of 0-9 dwellings on brownfield land other than employment land have provided a consistent average supply of 16 dwellings per annum since 2003. During the preparation of the Plan the Council did not treat this as compelling evidence that this supply would be available in the future. This was due to concerns over whether this allowance would provide consistent delivery that would increase the overall delivery. The former residential component relies on excess land in residential neighbourhoods, for instance due to the way housing estates have been laid out. The other component relies mainly on conversions or redevelopments in retail centres. Both of these represent a finite supply of land or existing buildings for conversion.
- 6.1.7 Furthermore, the PPG suggests that without identified broad locations a windfall allowance should only be made for 5 years. All would-be broad locations in Tamworth have been assessed through the site selection process and those which are developable or deliverable have been proposed as allocations in the Local Plan.
- 6.1.8 It is also important to consider that the Plan seeks to bring forward a larger amount and more diverse range of housing allocations than the 2001-2011 Local Plan. It is likely the house building industry will move to develop sites with a higher certainty of securing planning permission (i.e. those which are allocated in the Plan) although local small scale builders may remain interested in small windfall sites.

### ***6.2 Are the assumptions in the Plan relating to housing densities justified?***

- 6.2.1 Paragraphs 5.35 to 5.37 of the Local Plan explain how the density assumptions behind Policy HG6 have been made based on both the existing pattern of residential areas across the borough and consultation with the SHLAA panel. Section 4 of the 2011 SHLAA (B6) explains how the density assumptions were agreed with the panel under 'Stage 1: Planning the Assessment' and applied in 'Stage 6: Estimating the housing potential of each site'.
- 6.2.2 The density assumptions agreed with stakeholders on the panel in the SHLAA stage 6 include net density ratios. For sites over 2 ha the ratio is 60%, i.e. the assumed net developable area for larger sites is 60% of the gross site area. The SUEs allocated by the plan have the greatest on-site infrastructure requirements of planned housing. Appendices 1 and 2 of Delivery of Sustainable Urban Extensions (B11) demonstrate how both planning consultees and site promoters have considered the land take of this infrastructure. The resulting masterplans are consistent with the assumed net developable area.
- 6.2.3 After estimating developable areas based on the SHLAA assumptions, the average density of recent permissions in the Availability of Residential Land 2015 report is 42.9 dwellings per hectare. As a large number of permissions have been in accessible locations in the urban area, this figure supports the minimum density of

40 dwellings per hectare in such locations in Policy HG6. This also supports the site capacities estimated in the SHLAA and brought forward in the Local Plan trajectory.

- 6.2.4 Table 5.1 of the Whole Plan Viability, Affordable Housing and CIL Study explains against Draft Policy CP6 (now Policy HG6), how these density assumptions have been used in viability testing. Paragraph 9.3.4 indicates that density assumptions were also tested with developers in a workshop and no evidence was produced to challenge those adopted. Section 9 of that report indicates that sites will be viable after applying the policy costs of the plan at those densities.

**6.3 In all other respects, are there reasonable prospects that an appropriate range of housing by size and type will be delivered through the implementation of the Plan?**

- 6.3.1 Policy HG5 sets out requirements so that new development provides an appropriate range of housing by size of dwelling (the number of bedrooms). The Council have taken a flexible approach to house types to provide greater options in order to assist delivery of schemes that meet the required mix of dwelling sizes. With regard to needs for specialist housing, set out in the 'District Tables: Whole Population Needs Model' in the Staffordshire Flexi Care Strategy (B7), the policy instead provides flexibility to deviate from the mix of sizes in order to prioritise that particular type of development.
- 6.3.2 Table 5.1 of the Whole Plan Viability, Affordable Housing and CIL Study explains against Draft Policy CP5, how the housing mix required by Policy HG5 has been used in viability testing. Section 9 of that report indicates that sites will be viable after applying the policy costs of the plan at those densities.
- 6.3.3 In reference to representation LP027 regarding the appropriateness of the housing mix: the Southern Staffordshire Districts Housing Needs Study and SHMA Update (B4) uses a robust methodology to arrive at housing requirements by size and type. As described in section 10 it starts from modelled household types and the housing they would need. These indicative estimates are then adjusted for aspirations and viability using quantitative household surveys and breakdown of existing housing stock and qualitative judgment ... *The indicative requirement ... represents a balanced judgement, based on the results of the stock, need, and aspirations categories...* The qualitative judgment is explained in detail relating to each size category to justify the final requirement.

## **7. The Green Belt and other physical constraints on new housing:**

### ***7.1 Should the Green Belt, as indicated in policy EN2, continue to be a permanent constraint on the development of new housing throughout the plan period?***

- 7.1.1 The NPPF (J1) sets out in paragraphs 79-92 national policy on Green Belt. Crucially, it states that once established, Green Belt boundaries should only be altered in exceptional circumstances. The Council produced a Green Belt Review in 2014 (G2) and an Addendum in 2015 (G2a). The purpose of the Review was to satisfy the NPPF requirement that boundaries are considered when preparing local plans and to ensure that they have a degree of permanence beyond the plan period. The Review assessed the extent to which the Green Belt in Tamworth Borough meets the five purposes set out in the NPPF. The Addendum looked at the strategic role of Tamworth's Green Belt in the context of the wider West Midland Green Belt.
- 7.1.2 The Review and Addendum have been carried out in accordance with the guidance in the NPPF. The Review concludes on page 17 that the Green Belt sites are performing their function and that, with the exception of a small number of minor changes to clarify and strengthen the boundary, there are no exceptional circumstances to release land. The Addendum concludes on page 5 that, despite forming a relatively small part of the West Midlands Green Belt, the Green Belt within Tamworth continues to perform an important role in limiting urban sprawl, merging and encroachment into the countryside. Although there are proposals to release part of the Birmingham and Lichfield Green Belts, there will be no releases of Green Belt in the vicinity of Tamworth's Green Belt within its neighbouring authorities.
- 7.1.3 The Ministerial Statement (EX17) issued on 4<sup>th</sup> October 2014 reaffirms the stance of NPPF that, once established, Green Belt boundaries should only be altered in exceptional circumstances through preparation or review of the local plan. Meeting housing need, including for traveller sites, is insufficient justification to release land in the Green Belt.
- 7.1.4 The Site Selection Paper (A5) draws together evidence from the Sustainability Appraisal (A4), technical consultations, Whole Plan Viability Appraisal (I1), Level 2 Strategic Flood Risk Assessment (G16) and updates to the Infrastructure Delivery Plan (A1, page 143), as well as national policy guidance.
- 7.1.5 The Sustainability Appraisal (A4) considered seven spatial options, two of which included Green Belt sites: Option 3 (urban area, Anker Valley and Green Belt with an approximate total capacity of 1800) and option 6 (urban area, Anker Valley, golf course, Dunstall Lane, Coton Lane and Green Belt with an approximate total capacity of 3790) (A4 page 8, table 1.4). Annex F of A4 sets out the appraisal of the options. Options 3 and 6 performed relatively poorly on both minor and major adverse impacts against preferred option 7 (urban area, Anker Valley, golf course, Dunstall Lane, Coton Lane with an approximate capacity of 2890) on the basis of loss of greenfield agricultural land, impact on biodiversity, air quality, increased need to travel, travel distances and traffic congestion. Their poor performance in the Sustainability Appraisal is a compelling reason not to pursue either option. By comparison, preferred option 7 maximises the amount of land that is made available for housing and employment in Tamworth in the most sustainable locations: within the urban area and in urban fringe areas (sustainable urban extensions) and with convenient access to the town centre. The preference for a more sustainable option

demonstrates that there are no exceptional circumstances that would justify releasing land in the Green Belt.

- 7.1.6 Five Green Belt sites were promoted through the call for sites (developer intent) and none were selected for allocation on a combination of issues, the most fundamental of which is that both Green Belt parcels are still performing a critical Green Belt function as evidenced by G2 and G2a.
- 7.1.7 Of the five Green Belt sites originally promoted, only one is still being actively promoted through the Local Plan, site 693 Tamworth Road/Wigford Road by JVH for Neachell (representations LP063a, LP063b, LP063d, LP063f, LP063g, LP063h). The site appraisal is summarised on page 53 of the Site Selection Paper. The site is partly within Flood Zone 3, it is close to and will impact on the setting of the Dosthill Conservation Area and contains areas of locally and nationally important biodiversity which include a Site of County Biological Importance and UK BAP habitats. In terms of infrastructure, with limited capacity at local schools and no potential for expansion, the Staffordshire County Council School Organisation Team has indicated that this site would generate between 105 and 158 pupils which, as a result of the existing local school being at capacity, would necessitate the construction of a new primary school. It is unlikely that the site would be capable of funding the site on its own.
- 7.1.8 The Highway Authority has indicated that two points of access would be required due to the level of development. This would necessitate the improvement of a number of junctions onto the A51 and would be difficult to achieve. A single point of access would force a reduction in the capacity of the site to around 300 dwellings which would further reduce the ability of the site to fund a school.
- 7.1.9 Severn Trent has indicated that the site would have a high potential impact on the sewerage infrastructure and there would be a need for new infrastructure. In terms of the Green Belt, the Council considers that the Green Belt Review and Addendum adequately demonstrate the need to retain land in the Green Belt and why it is not appropriate to release land at Dosthill. The capacity for this site is approximately 500, which is insufficient to meet the unmet objectively assessed housing need in full.
- 7.1.10 JVH for Neachell (LP063a), Lichfield District Council (LP067) and North Warwickshire Borough Council (LP029) have made representations regarding the release of land outside Tamworth which includes Green Belt in the case of Lichfield. The Council has not asked neighbouring authorities to release Green Belt land in order to explicitly meet Tamworth's development needs. Lichfield District Council has taken the decision to release Green Belt land in order to meet the District's own need (currently subject to a High Court Challenge) and not to meet Tamworth's need. Tamworth's Green Belt is contiguous with that of Lichfield at Fazeley, Mile Oak and Bonehill to the west as can be appreciated on the Local Plan overall Policies Map. Paragraph 17.57 of the Lichfield Local Plan Strategy (page 136) states that it is important to protect the Green Belt in order to avoid coalescence with Tamworth and to retain a separate identity.
- 7.1.11 Sites promoted through the preparation of Tamworth's Local Plan located in North Warwickshire to meet Tamworth's unmet needs are outside the Green Belt. North Warwickshire's Core Strategy aims to maintain the Green Belt and states that development needs can be met outside the Green Belt without reviewing the boundaries (page 22 paragraph 7.2). This will not preclude small scale infill, redevelopment and Community Right to Built in settlements washed over by the Green Belt (page 22, paragraph 7.3 and Policy NW3).

**7.2 Are there any likely development scenarios which would amount to the very special circumstances required to justify the development of new housing in the Green Belt?**

- 7.2.1 The Council has established through the Green Belt Review (G2), Addendum (G2a) and the SA (A4) that there are no exceptional circumstances which justify releasing land in the Green Belt beyond the lifetime of the Local Plan. Tamworth's housing and employment needs will be met within the urban area, urban fringe sustainable urban extensions and through allocations made by Lichfield District Council and North Warwickshire Borough Council. There are therefore no likely scenarios which would amount to special circumstances.

**7.3 Is the Plan relying on the release of any housing sites which are located within other areas of physical constraint, such as areas of high flood risk, or best and most versatile agricultural land, and if so, is this justified and realistic?**

- 7.3.1 The Level 2 Strategic Flood Risk Assessment (G16) and Site Selection Paper (A5) explain how the sequential test for flood risk has been used to direct development to sites with lowest flood risk. Six housing sites in Flood Zone 3a were identified that needed to pass the exception test (the Level 2 SFRA sites):

- Site 387 Coton House Farm, Coton Lane
- Site 390 Coton Hall Farm, Coton Lane
- Site 399 Coton's Van Hire
- Site 467 Fazeley Autocentre
- Site 504 Treetops Garage
- Sites 592 & 593 Co-op Filling Station and Land West of Filling Station

- 7.3.2 All of the SFRA Level 2 sites have been allocated in the Local Plan except for site 467 (due to availability reasons) The capacity of the allocated Level 2 SFRA sites is 140 dwellings, however, the Council is not relying on them to help meet Tamworth's housing needs due to uncertainty over the feasibility of flood mitigation works. These sites are allocated in the Local Plan to promote housing development and to add flexibility to the delivery of housing.

- 7.3.3 A number of the proposed allocations within Flood Zone 3a have been subject to pre-application discussions or a planning application:

- Site 387 Coton House Farm – part of the site has been subject to a pre-application request for residential development
- Site 390 Coton Hall Farm – outline application for residential development of approximately 35 dwellings (Ref: 0074/2015)
- Site 592 Co-op Filling Station – on-going information pre-application discussions
- Site 593 Land West of Co-op Filling Station – pre-application request for residential and commercial development

- 7.3.4 The site boundary of Dunstall Lane SUE (references 394, 528 and 529) was redrawn following the Draft Local Plan consultation to exclude areas of Flood Zone 3 from the allocation. For the parts of the site within flood zone 2, Policy HG2 includes the requirement for flood risk mitigation as required by a site specific flood risk assessment. Flood defences have been built at the eastern end of the site in recent years. This addresses a representation from JVH for Neachell (LP063d).
- 7.3.5 The Sustainable Appraisal (A4) and Pre-submission Site Selection Paper (A5) both considered agricultural land. On page 26 of document A4, there is recognition that whilst the majority of the borough is urbanised, the town is surrounded by agricultural land, a small proportion of which is high quality, termed Best and Most Versatile (BMV) land. The housing growth options and individual sites were assessed against criteria which included loss of greenfield/agricultural land (document A4, page 68 and Annex C and D). The Pre-submission Site Selection Paper identified in tables 4.1, 4.2, 4.3 and 4.4 (pages 11-54) where a site impacted on agricultural land, although this was only one of a number of factors that determined site selection. No sites have been rejected because of unacceptable impact on BMV agricultural land.
- 7.3.6 Natural England is satisfied with the proposed change to Policy HG2 in respect of the Anker Valley which directs development away from BMV. Within the Anker Valley allocation, BMV (grades 2 and 3a) accounts for approximately 18.7% of the total allocated area (15.8% of the planning application area).
- 7.3.7 Natural England (LP043) had maintained an objection to the lack of a specific policy or policy provision on this issue and the Council has been working with the objector to agree appropriate wording. A Statement of Common Ground (EX2) has been agreed with Natural England which proposes modifications to Policies EN4 Protecting and Enhancing Biodiversity, SU5 Pollution, Ground Conditions and Minerals and their supporting text. This would secure this amount of BMV land for the future.

## **8. Gypsy and Traveller Accommodation:**

### ***8.1 Has the quantitative need for gypsy and traveller accommodation been assessed realistically?***

- 8.1.1 The Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Lichfield and Tamworth (B8, GTAA) was undertaken after the release of the Planning Policy for Traveller Sites policy (J2) and was carried out in accordance with this. The basis of the objection by the National Federation for Gypsy Liaison Groups (LP023) is that the GTAA significantly underestimates need and is not robust and reliable.
- 8.1.2 The main purpose of the GTAA was to provide up to date robust evidence and data regarding the Gypsy, Traveller and Travelling Showpeople communities in Tamworth and Lichfield and to project the requirements from 2012-2028.
- 8.1.3 The assessment states in paragraph 2.13 that it has been developed through engagement with the relevant communities and key stakeholders and in accordance with current national policy (NPPF, J1 and Planning Policy for Gypsy and Traveller Sites, J2). The methodology for the assessment is set out in Appendix 1 on page 59 and entailed a review of existing information and evidence, consultation with key stakeholders and a survey of the local Gypsy and Traveller community.
- 8.1.4 The survey in Tamworth captured a very high proportion of the resident community (81%) and as a result was considered to be highly representative (page 8, paragraphs 5-6 and page 12, paragraph 1.7). The results of the survey are considered to be more accurate than previous work because residents of Tamworth (and Lichfield) were directly surveyed as opposed to extrapolating information from surveys of households outside the study area (page 47, paragraph 9.4). Crucially, the assessment states in paragraph 9.6 that it is a thorough assessment of need arising from all accommodation types present at the time of the survey and can be regarded as a reasonable and robust base for planning decisions.

### ***8.2 Is policy HG7, which does not identify specific sites but instead sets out a list of criteria for future G&T sites, justified, especially in relation to national policy (Planning Policy for Traveller Sites; March 2012)?***

- 8.2.1 The objection by the National Federation for Gypsy Liaison Groups (LP023) states that the GTAA (B8) is not compliant with national policy, in the form of the Planning Policy for Gypsy and Traveller Sites (J2), in that it only deals with identified need.
- 8.2.2 The assessment is based on existing information and evidence, consultation with key stakeholders and a survey of the local Gypsy and Traveller community. It acknowledges that it is an assessment of needs (paragraph 1.5, paragraphs 2.20-2.24 and section 9) and no suitable sites have been identified through the Local Plan process.
- 8.2.3 No sites were put forward to the Council to be considered as allocations through the call for sites process (A5). In addition to this, there are no existing pitches within the borough (with permission or temporary permission) which could potentially be considered for expanding. There are authorised pitches in North Warwickshire and Lichfield District at Alvecote and Mile Oak/Fazeley respectively, both of which are close to the Tamworth boundary, which will help to meet part of Tamworth's need.
- 8.2.4 In the absence of any site allocations Policy HG7 provides criteria to assess applications coming forward in the borough. The Council is proposing a modification

to supporting paragraph 5.41 (MOD063) to clarify that although no sites have been identified through the Local Plan, the Council will assess any proposals against the criteria in the policy. The policy itself will be modified to change the emphasis so that the criteria appear first to assess any proposals that come forward in Tamworth and the second part of the policy will state the Council's commitment to working with neighbouring local planning authorities to identify sites which may be able to meet any unmet need arising from Tamworth (MOD064).

**9. Sustainable Urban Extensions (SUEs): Are the following SUEs positively prepared, justified and deliverable, and in particular in relation to accessibility to community facilities; impact on the highway network; layout and design aspects; green infrastructure; community cohesion; and sustainable energy and drainage?**

- 9.0.1 The three SUEs in Policy HG2 of the Local Plan have been allocated following objective assessments, based on evidence, of the borough's need for housing and the site specific needs for community facilities and infrastructure. They have therefore been positively prepared and are justified, having also been considered against alternatives.
- 9.0.2 The objective assessment of infrastructure began with site selection and early iterations of sustainability appraisal. The Site Selection Paper (A5) in Table 4.3 summarises potential infrastructure following technical consultation and sustainability appraisal in the 'Mitigation Measures' column. The 'SA Summary' and 'Conclusion' columns provide the overall justification for their allocation. Further detail is available in the Sustainability Appraisal (A4) Annex C Appraisal of Housing Sites. The site references used in both documents are: Anker Valley (651), Golf Course (602, 679 and 680), Dunstall Lane (part of 394, 528 and 529). The SUEs were appraised as sites and as part of overall spatial options for the plan in sections 7 and 10 of the Sustainability Appraisal.
- 9.0.3 The evidence base document Delivery of Sustainable Urban Extensions (B11) explains the further development of infrastructure need assessment for the SUEs. In Table 1, the different requirements are summarised, including green infrastructure, sustainable drainage systems and facilities for cohesive communities (centres, schools and recreation). Paragraphs 2.5 to 2.7 describe how the assessment has been extended to the first stages of master planning the sites. Further detail is provided in Appendix 1 of design workshops held with technical consultees in 2014 to express requirements in development frameworks. These include approximate spatial options for delivery on site. The satisfaction of English Heritage with the workshop process is noted in representation LP034I.
- 9.0.4 The needs of the SUEs also relate to facilities off-site. The Tamworth Accessibility Appraisal (F7) and further modelling provided in support of representation LP093 have tested options to secure access to a range of facilities by sustainable modes of transport. The measures are described under the 'Development Proposals' section in the main appraisal and in the supplementary 'Accessibility Appraisal: Dunstall Lane Sustainable Urban Extension'. These have been incorporated into the policy requirements for the sites (with proposed modification MOD054) and in the Tamworth Borough Integrated Transport Strategy (EX25).
- 9.0.5 The deliverability of the SUEs has been established by demonstrating that they are suitable (through site selection and sustainability appraisal as summarised above), available and achievable.
- 9.0.6 Availability was established during site selection and has been confirmed through planning applications for Anker Valley (Ref: 0105/2014 granted outline permission 01/05/2015) and the Golf Course (Ref: 0088/2015). Representation LP033 confirms the intent of the Dunstall Lane landowners to develop the site for housing.
- 9.0.7 The Delivery of Sustainable Urban Extensions document demonstrates achievable layouts can be achieved for the required land uses and infrastructure in Appendices 1 and 2. These indicative master plans show both developer and consultees led

approaches within a realistic range of development densities and land-take for different elements. These are supported by deliverable indicative phasing shown in Tables 2 to 4 developed following discussions with site promoters. The spread of infrastructure delivery over the build projects helps to demonstrate that up-front costs can be kept at a manageable level and not impact viability. Critical infrastructure costs were estimated during the development of the draft Local Plan and included in the assumptions of Whole Plan Viability, Affordable Housing and CIL Study (I1). These are shown in Table 9.5 of that document. The results in sections 9.7 and 11.4 indicate these development sites can support the critical infrastructure costs in addition to CIL, other opening up costs, affordable housing and headroom for flexibility in additional S106. Paragraph 7.4.2 also suggests that treating Tamworth as a single value zone has added to the allowance for development cost uncertainties on the larger sites as they may have higher sales values due to their local value zones (figure 7.3).

- 9.0.8 Representation LP018 suggests planning obligations by the SUEs should include compensation for the loss of playing fields due to off-site expansion of secondary education facilities. The Council do not consider that such an obligation would be consistent with NPPF paragraph 204. If development to allow expansion of schools were to cause an impact on sports facilities then mitigation would be related to that development. It would not be directly related to the development which had provided the funds for school expansion or be necessary to make that original development acceptable in planning terms.
- 9.0.9 Representation LP073a suggests the primary school sites should be large enough to allow dual use as sports facilities. Policy HG2 requires each SUE to contribute to sports provision in line with the IDP and Policy SU7 Sport and Recreation. Policy SU7 point d) is supportive of the dual use of schools where use for sports can be incorporated without affecting the function of the school. Dual use is not a requirement of the policy however, and therefore the Council do not consider it necessary to secure additional land for the SUE primary schools.
- 9.0.10 Representation LP074 suggests SUEs should include community orchards or growing spaces in the interest of public health. Policy HG2 requires each SUE to provide public open space and other green infrastructure in line with the IDP and Policy EN3 Open Space and Green and Blue Links. Point b) of Policy HG2 also requires SUEs to support public health by facilitating active travel and outdoor recreation. The Council considers that community orchards would be a welcome inclusion in on-site open space. However, there are various ways that a developer could approach provision of open space and public health promotion; the Council do not consider specifying orchards or growing space provision in particular would be justified.
- 9.0.11 In response to representation LP075c the council consider the addition of historic landscape consideration to the general SUE requirements is consistent with evidence in the Extensive Urban Survey (K8) and Heritage Impact Assessment (K9). The Council have proposed a modification, MOD042.
- 9.0.12 Further site specific representations are addressed below.

### **9.1 Anker Valley SUE**

- 9.1.1 Representations LP047 and LP063d question the overall deliverability of the site. This site has now been granted outline planning permission (Ref: 0105/2014).

Footnote 11 to NPPF paragraph 47 states that sites with planning permission should be considered deliverable unless clear evidence suggests otherwise.

- 9.1.2 Representations LP022d and LP063d regard local highways issues and whether the historic Anker Valley link road proposal should be included in the plan. Tables 8 and 9 of the Anker Valley Sustainable Urban Extension Transport Package Appraisal (F2) summarise the assessment of transport packages made up of potentially deliverable highways measures. Transport Package 3 includes the maximum viable combination of measures and is taken forward as the North Tamworth Local Transport Package in the Draft Integrated Transport Strategy and the Local Plan. The 700 dwelling capacity facilitated by the package can accommodate the Anker Valley SUE in addition to the Brown's Lane development granted consent in Lichfield District. The support of the Highway Authority, SCC Transport, is noted in representation LP052 for the delivery of this SUE based on the transport package.
- 9.1.3 Representation LP024 suggests it would not be feasible to retain areas of best and most versatile agricultural land on the site. The Council considers that the policy is sufficiently flexible to allow development if this land if it is demonstrated not to be feasible. Representation LP043 gives the advice of Natural England on the subject and justifies a policy starting point that recognises the finite nature of soil ecosystems as a resource and the range of services they provide now and that are needed for the future. A feasible option could be to use the best and most versatile agricultural land or a portion of it for public open space to preserve the resource.
- 9.1.4 In reference to representation LP089g regarding flood risk from the river Anker. As indicated in the table 4.3 of the site selection paper, the allocation was redrawn from the SHLAA boundary to exclude areas of higher flood risk as shown on the Local Plan Policies Map (A2). In reference to the same representation regarding an easement to the river, although the allocation does not border the river an easement would be required from a proposal under Policy SU4. In reference to the same representation regarding reference to a green infrastructure strategy, this is provided in Chapter 6 by Policies EN3 and EN4 and supporting text. These policies would apply alongside Policy HG2.
- 9.1.5 In reference to representation LP025 regarding the wording of landscaping requirements, the Council have proposed a modification, MOD007 to clarify the requirements to ensure they are proportionate and ensure deliverability.
- 9.1.6 In reference to representation LP034u, the Council considers that reference to views between the site and heritage assets is justified by the Heritage Impact Assessment (K9) in Appendix A. The Council have proposed a modification, MOD020.
- 9.1.7 Representation LP026 suggests the requirement to consider specialist housing provision for the elderly in proposals would not be viable. Paragraphs 8.49 to 8.51 of the Southern Staffordshire Districts Housing Needs Study and SHMAA Update (B4) demonstrate the significant growth expected in households headed by older people. Page 27 of the Staffordshire FlexiCare Strategy 2010-2015 (B7) indicates that 461 privately owned and 362 social rented FlexiCare housing units will be needed by 2030. Pages 32-33 show that the deficit against existing provision is greater for privately owned and pages 49-50 suggest market development could meet some of this need. Therefore, some element of Flexicare housing could be incorporated, perhaps by a third party developer, without additional cost and impact to viability. Furthermore the policy requirement is flexible and if developers cannot find an acceptable delivery model, then they would not be compelled to make the provision.

## **9.2 Tamworth Golf Course SUE**

- 9.2.1 Representations LP007, LP032, LP046 and LP058 raise concerns about increased traffic from the proposal and some suggest a third access should be provided to the site. During the site selection technical consultation, the highway authority advised that two points of access would be required for the combined site (summarised in Table 4.3 in the Site Selection Paper). Planning application 0088/2015 is supported by a transport assessment (February 2015) (EX18) and a supplementary Technical Note (March 2015) (EX19). Section 8 of the main report concludes that with mitigation measures at one local junction the transport impacts will be acceptable, although assessment of the A5 Stonydelph and M42 J10 junctions had not been concluded. The Council have proposed a modification, MOD028, in response to representation LP053 to add this junction improvement to Policy HG2. The technical note updates the report with final modelling demonstrating that impacts to these junctions can be made acceptable by changing line markings on existing sections of the highways. These measures will be required under point g) of Policy SU1 and Policy SU2.
- 9.2.2 In reference to representation LP007 regarding completion of the historic Amington Link Road proposal, this infrastructure scheme has not been identified as a requirement for the Golf Course site in the transport evidence. The proposed link was considered in the Anker Valley Sustainable Urban Extension Transport Package Appraisal (F2). Paragraphs 7.11 and 7.12 conclude that its delivery would not be technically feasible or deliverable.
- 9.2.3 In reference to representation LP016 regarding flooding, the allocation is located in Flood Zone 1 and is not considered to be at high risk of flooding. Nevertheless, Policy SU4 requires a flood risk assessment due to the site's size and the incorporation of SuDS, also required by point f) of Policy HG2 with the consideration of impacts to Alvecote Pools SSSI. SuDS requirements are also summarised in Table 1 in Delivery of Sustainable Urban Extensions. Representation LP089g suggests further detail in Policy HG2 regarding SuDS/environmental infrastructure, but the Council considers that these are covered already by the requirements of Policies HG2 and SU4.
- 9.2.4 In reference to representation LP030 the Golf Course has never been designated as an area of outstanding beauty. This is a statutory designation reserved for outstanding landscapes of national importance. Landscape specialists were consulted as part of the technical consultation during site selection (summarised in Table 4.3 in the Site Selection Paper).
- 9.2.5 In reference to representations LP030 and LP046 regarding impact to conservation areas and archaeology, the proposed allocation was assessed in the Heritage Impact Assessment (K9) Appendix A. Impacts were expected to archaeology but not conservation areas. Mitigation is possible by desk based assessment and fieldwork if necessary. There is an opportunity to better reveal archaeological significance through investigation and recording. Local Plan Policy EN6 requires these measures in addition to the Golf Course requirements in Policy HG2.
- 9.2.6 Representations LP030, LP036, LP044 and LP058 refer to the potential impacts of development on Alvecote Pools SSSI and other wildlife sites adjacent to the Golf Course. A Statement of Common Ground has been prepared by the Council and Natural England (EX2), in paragraph 3.2 Natural England state that they are satisfied that Policy HG2 provides sufficient safeguarding and support the proposed network of green infrastructure. The requirements for green infrastructure are

summarised in Table 1 of Delivery of Sustainable Urban Extensions, including network links between existing protected sites and other habitats.

- 9.2.7 Representations LP030, LP036, LP046 and LP063d refer to the loss of the golf course as a sports facility. The Update Paper for the Tamworth Joint Indoor and Outdoor Sports Strategy (H3) under paragraph 9.50 recognises that the Tamworth Golf Course Needs Assessment Report demonstrates a sufficient supply of alternative courses in the catchment area. It is noted that Sport England does not object to the golf course closure in representation LP018.
- 9.2.8 Representation LP016, LP030, LP036 and LP046 refer to the need for open space and leisure provision in the east of the borough. In the Recreational Open Space Review 2011 (H2) the golf course site is located in the North East analysis area, which is deficient in semi-natural green space, good quality open space and particularly deficient in play space as summarised in Appendix 3. The Golf Course currently does not contribute to any of the open space typologies in the assessment. The indicative masterplan in Appendix 2 of Delivery of Sustainable Urban Extensions demonstrates how the open space can help meet these local needs with the provision of community woodland, an extended local nature reserve and a natural play area. Policy HG2 also requires sports provision in line with the IDP, which takes forward the recommendations in Section 10 of the Update Paper for the Tamworth Joint Indoor and Outdoor Sports Strategy.
- 9.2.9 In response to representation LP046 regarding health facilities. As described in Appendix F of the Duty to Cooperate Statement (A14), work with health bodies has indicated that there are no significant issues regarding provision but that the Golf Course SUE may assist in relocation to increase the range of local services in the east of Tamworth and Amington. This is taken forward in Policy HG2.

### **9.3 Dunstall Lane SUE**

- 9.3.1 The support of the landowners is noted in representation LP033 and the intention to submit an outline planning permission, with preliminary work on detailed mitigation measures. Paragraph 8.18 of the representation suggests the affordable housing contribution should be dropped from 25% to 20%, however it has not been demonstrated in an appraisal that this is necessary to make the site deliverable.
- 9.3.2 Paragraphs 8.7-8.13 of the representation also challenge the cost of the school by comparison with extant policy guidance on the cost of off-site contributions. The cost estimate in the Local Plan IDP is based on the cost of a new school as advised by SCC Education. The SUE requires a new school to be sustainable and so this estimation is more appropriate than that of expanding existing schools for the same number of places.
- 9.3.3 Scenarios 5-7 in Appendix F of the Whole Plan Viability, Affordable Housing and CIL Study demonstrate that Dunstall Lane can support opening up, critical infrastructure and 25% affordable housing costs with overage remaining of £142-£167 per CIL liable sq.m. This equates to approximately £11-13 million of overage for the whole site to allow for additional infrastructure costs (i.e. costs on top of schools, highways, drainage, strategic landscaping, public open space, utilities, spine roads, flood mitigation etc and build cost contingency as stated in Appendix E) and a healthy buffer for uncertainty.
- 9.3.4 Representation LP008 suggests all traffic from the SUE should be restricted from passing through Hopwas. This was not identified as a requirement through technical

consultation with the Highway Authority or during the preparation of the Draft Integrated Transport Strategy. Nevertheless, Policy SU2 requires a transport assessment to identify any detailed measures necessary to make any highways impacts acceptable. Paragraphs 3.5-3.7 of representation and Plan H1 in Appendix 2 of LP033 set out the access arrangements proposed by the site promoter. The majority of site traffic would be expected to enter and leave the SUE via the Ventura Park Road/Meadow Road roundabout, significantly reducing travel movements through Hopwas.

- 9.3.5 In reference to representation to LP037 concerning the disconnection of the site from the town centre and other residential areas, points a) and b) of Policy HG2 provide a strategy for meeting the needs of residents as far as possible within the site. However, external connections by sustainable transport means are also required. Table 1 in Delivery of Sustainable Urban Extensions explains that this can be provided with bus stops (as demonstrated in the Tamworth Accessibility Appraisal) and a pedestrian and cycle link to Broad Meadow and the existing urban area to the north. Evidence in support of representation LP093 demonstrates that this link is highly desirable to provide this connectivity. The Council have proposed its explicit inclusion in Policy HG2 in modification MOD054.
- 9.3.6 In reference to representation LP037 regarding the loss of agricultural land, this was accepted as a major adverse impact in the sustainability appraisal. The 'Conclusion' column in table 4.3 of the Site Selection Paper explains that this was weighed against the need to provide new housing and community facilities in deciding to allocate the site.
- 9.3.7 In relation to representations LP063d and LP089g regarding flood risk, table 2.4 of the Level 2 Strategic Flood Risk Assessment (G16) indicates that the site passes the sequential test for flood risk without the need to pass the exception test. Policy HG2 recognises the requirement for some level of flood mitigation for the SUE. Paragraph 7.30 of the Local Plan directs those preparing flood risk assessments to the evidence base, including the Level 1 Strategic Flood Risk Assessment (G11) which includes advice on canals at 4.4.2.
- 9.3.8 Representation LP089g suggests further detail against the site for SuDS and environmental infrastructure but the Council considers that these are covered already by the requirements of Policies HG2 and SU4.
- 9.3.9 In reference to representation LP037 regarding impact on the adjacent canal, minor adverse impacts to listed bridges are not ignored by the sustainability appraisal and consideration for allocation in table 4.3 of the Site Selection Paper. Further detail is available in paragraphs 5.4 and 6.2 and Appendix A of the Heritage Impact Assessment. Protection is afforded to the canal by the 3<sup>rd</sup> point under Dunstall Lane in Policy HG2.
- 9.3.10 In reference to representation LP034u regarding the direction of applicants to the Heritage Impact Assessment, the Council have proposed modification MOD020 to the supporting text.
- 9.3.11 National PPG (Ref: 12-002-20140306) states that:

*The Local Plan should make clear **what** is intended to happen in the area over the life of the plan, **where** and **when** this will occur and **how** it will be delivered ... A policies map must illustrate geographically the application of policies in a development plan. The policies map may be supported by such other information as*

*the Local Planning Authority sees fit to best explain the spatial application of development plan policies.*

- 9.3.12 The Council therefore have some discretion in determining the appropriate level of detail for allocations as long as the supporting information in the Plan is clear. Paragraph 1.5 of Delivery of Sustainable Urban Extensions explains how that document demonstrated that the implementation of the Local Plan can effectively determine what will be delivered by the SUEs where, when and how.
- 9.3.13 The wording of Policy HG2 has been drafted to set a clear level of detail for the requirements of SUEs but with enough flexibility to allow developers and the Council to work together on the detailed aspects of their implementation. **What** is required is expressed in terms of overall aspirations for SUEs, responses to site-specific constraints and infrastructure needs. When necessary the policy wording also sets criteria for **where** measures are required, such as the co-location of community facilities, connection of green infrastructure to existing ecological sites and features, or creating transport links to specific roads or areas.
- 9.3.14 **How** and **when** development of SUEs will occur is set out in the housing trajectory in Appendix A, and for key infrastructure in the IDP in Appendix B of the Plan. Build out rates and broad infrastructure phasing are indicative based on what is deliverable to allow monitoring of the policy and to plan for infrastructure. Supporting text paragraph 5.10 sets out how the Council are working with developers to implement the policy, using the Policy requirement to have agreed masterplans in place.
- 9.3.15 The Inspector's Initial Concern 7 advised the Council to prepare inset diagrams for the hearings to discuss the appropriate level of detail for their inclusion in the Plan. For discussion in the hearings the Council propose to use the diagrams in Appendix 1 of Delivery of Sustainable Urban Extensions (B11).

## **Theme 2 – The economy, the town centre and retail, office and cultural development (Policies EC1-7)**

### **10. Employment**

#### ***10.1 Are the expectations in the Plan for employment growth (including 32ha of new employment land) soundly based on a coherent framework? Are there any changes in the Plan needed in response to the Government's Growth Agenda?***

- 10.1.1 It is considered that the expectations in the Local Plan for employment growth including 32ha of new employment land is soundly based on a coherent framework. The evidence base which informed and justified this figure is appropriate and effective. The primary evidence base documents underpinning this approach are the Tamworth Employment Land Review (ELR) 2012 (C1); ELR Stage 2 2013 (C2) and the earlier Tamworth ELR 2009 (C3).
- 10.1.2 Specifically, the key evidence base document underpinning the Council's target of 32ha of employment land is outlined in C2. C2 was based on the most up to date guidance at the time of production and incorporated the policies contained in the NPPF and the (draft) PPG. C2 is a Stage 2 study focussing on employment land requirements for Tamworth Borough. As such it did not include an assessment of employment sites (which can be found in the Stage 1 report, C1) and focussed on updating the economic factors driving the demand for employment land in the Borough.
- 10.1.3 The study was conducted in full accordance with the PPG. A key input into the process was consultation with various organisations with an interest in the supply of employment land including officers of the local LEPs, Economic Development Officers of both Tamworth and local commercial property agents (see Section 4.0 of C2). In accordance with the Duty to Co-operate, consultation took place with adjoining local authorities to identify cross boundary work being undertaken and to understand the extent of available employment land / unmet requirements across the wider sub-region.
- 10.1.4 Section 6.0 of C2 examined the B-class employment space requirements for Tamworth Borough for the period 2011-2030. To estimate the broad scale and type of additional employment land required, a number of different indicators and factors were considered. C2 models a series of scenarios based upon forecast employment growth in the main B-class sectors; past take up rates; future growth of local labour supply and the amount of jobs and employment space this could support in line with the PPG (Ref: 2a-032-20140306). The latter scenario(s) sought to balance the needs of the local labour supply generated by the level of housing need identified in NLP's 2012 SHMA and the CLG's 2011-based SNHP, with sufficient employment opportunities to service the increased population.
- 10.1.5 Employment densities (as recommended in the HCA Employment Densities Guide<sup>6</sup>, adjusted to translate jobs into FTEs) and plot ratios by use class were applied to the FTE job change figures to translate the job projections into employment land projections.
- 10.1.6 These scenarios are summarised as follows:

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<sup>6</sup> HCA OffPAT (2010), Employment Densities Guide, 2<sup>nd</sup> Edition

- 10.1.7 Forecasts of employment growth in the main B class sectors (**labour demand**) derived from the latest available economic forecasts. Two scenarios were modelled – a 'baseline', incorporating September 2013 Experian projections; and a regeneration, or 'policy-on' scenario. The latter scenario took into account the findings of the Borough's Business Place Strategy (September 2013) to identify several core growth sectors that should be promoted and supported in the years ahead in Tamworth. Following detailed discussions with Council Planning and Economic Regeneration Officers, the Experian projections were adjusted to provide an estimation of the amount of employment that could be stimulated in Tamworth should certain policy initiatives relating to the five key target growth sectors of Advanced Engineering/High Value Manufacturing; Business, Professional and Financial Services; Logistics; Tourism, Leisure & Retail; and Advanced Technologies come forward as planned. The gross employment land identified for the Experian Baseline scenario over the period 2011-2030 was 21 ha; for the Regeneration / Policy On Scenario, 33 ha.
- 10.1.8 Consideration of **past take up**, or completions, of employment space based on monitoring data supplied by the Council, and how these might change in future (with both short term and long term past completions analysed). Based on short term past take up rates, the gross employment land requirement was 49 ha. Applying the slightly higher long term take up rates, the requirement increased to 66 ha.
- 10.1.9 Estimating future growth of **local labour supply** related to the 250 dpa housing target for Tamworth in the emerging Local Plan (derived on the basis of housing OAHN evidence contained within the 2012 SHMA) and also the latest CLG 2011-based (interim) SNHP (259 dpa). The amount of jobs and employment space that this could support was estimated, based on NLP's PopGroup demographic model in the SHMA. Based on 250 dpa, the 19-year employment land requirement was estimated to be 28 ha, rising to 30 ha based on the 2011-based SNHP.
- 10.1.10 C2 also analysed the nature of employment typologies including the needs of specific sectors, use classes and types of B-Class and non B-Class employment uses. The report concluded by providing the likely land and floorspace needs for Tamworth Borough to guide employment land provision in the Council's emerging Local Plan.
- 10.1.11 Based on the assessment conducted in C2, a range of between 25 ha and 65 ha of employment land (gross) was considered to be appropriate for Tamworth over the period 2011-2030. This range was approximate to the Experian Baseline / Policy On / Labour Supply scenarios at the lower end, and the long term Past Take Up rate at the top end.
- 10.1.12 The range sought to accommodate Tamworth's competitive strategic highways advantage and continued demand for B8 floorspace and emerging business services sectors, whilst factoring in the continued economic uncertainty and the practicalities of the physical constraints of the Borough which would preclude a step-change in delivery.
- 10.1.13 The evidence underpinning the Council's employment land requirements was based on the NPPF and as such seeks to adhere to the Government's Growth Agenda. The NPPF strongly supports economic growth and requires local planning authorities to '*positively seek opportunities to meet the development need of their area*' (paragraph 14). Furthermore, the Government had also published the draft PPG at the time of publications and C2 was prepared in accordance with its

provisions. On this basis, it is considered that no further changes to the Plan are required in response to the Government's Growth Agenda.

- 10.1.14 The Council have sought to pursue a figure of 32 ha of employment land within this wider range to provide enough employment land to be in balance with the housing growth target. Furthermore it provides a good fit with regeneration policy and allows a proactive approach to bringing new business into the Borough, in line with strategic spatial priority SP3. The figure is closest to the Regeneration/Policy On Scenario, with a modest reduction to bring it closer to the Labour Supply scenario.

**10.2 The Plan also identifies a significant shortfall (14 ha) of employment land which needs to be identified in neighbouring authorities and then implemented within the plan period. Is this figure justified, and what steps has the Council taken to secure the implementation of this land for employment purposes?**

- 10.2.1 The Site Selection Paper (A5) sets out the methodology for identifying suitable, available and achievable sites and summarises the evidence and reasoning for individual employment sites in Table 4.3. The 'SA Summary' and 'Conclusion' columns provide the overall justification for their allocation. Further detail is available in the Sustainability Appraisal (A4) Annex D Appraisal of Employment Sites.
- 10.2.2 A total of four proposed sites were not selected for employment allocation. Three of those sites have been allocated for housing at the Dunstall Lane SUE and the remaining site (EMP32) was not selected because there was no evidence to support the site was available for development. EMP32 has a site area of 0.77ha and would not have a significant impact on the amount of employment land available. No further sites have been put to the Council for assessment.
- 10.2.3 A total of 2.16 ha of employment land has received planning permission, is under construction or has been completed since 2013. These permissions have come forward on areas of land outside of proposed employment allocations.
- 10.2.4 The Council has been working with North Warwickshire and Lichfield District Councils in regards to this strategic planning matter. As detailed in the response to Q2 Duty to Co-operate, the Council has taken steps to secure the commitment from both adjoining councils to work with the Council to secure the implementation of this land for employment purposes through their respective development plans. The Council has requested both Lichfield and North Warwickshire to work with the Council in preparing evidence to identify potential sites which could cater for this unmet employment need. Lichfield District have assured the Council that this is a matter they will explore through their Sites Allocations DPD, whilst North Warwickshire have not been specific as to how they will address this issue.
- 10.2.5 In advance of this further work the Council has supported planning applications in North Warwickshire for employment use as detailed in the statement of common ground between the Council and St Modwens' (EX6). As detailed in the response to question 4.9 the Plan has criteria for how land outside of Tamworth can be best used to support un-met needs.

**10.3 Are the specific employment sites identified in policy EC6 justified and deliverable within the plan period?**

- 10.3.1 The Site Selection Paper (A5) sets out the methodology for identifying suitable, available and achievable sites and summarises the evidence and reasoning for

individual employment sites in Table 4.1. The ‘SA Summary’ and ‘Conclusion’ columns provide the overall justification for their allocation. Further detail is available in the Sustainability Appraisal (A4) Annex D Appraisal of Employment Sites.

- 10.3.2 The mitigation required, in order to make proposals on the specific employment sites acceptable, is deemed to be achievable. In section 3 Methodology of the Site Selection Paper under ‘Technical Consultation, Mitigation and Suitability’ the dialogue with key consultees to establish feasible mitigation measures is described. Measures that were not considered feasible were treated as showstoppers. These are described against the sites in Table 4.2 which were not selected. The sites allocated in EC6 are considered to be deliverable across the Plan period.

**10.4 Is the protection of strategic employment areas in policy EC7 in accordance with national policy, such as paragraph 22 of the Framework? For example, what would be the parameters of an ‘independent assessment’, in relation to attractiveness to the market, and over what period of time?**

- 10.4.1 Policy EC7 is drafted in the context of paragraph 19 of the NPPF, which urges the planning system to support sustainable economic growth although, according to paragraph 22, sites that have no prospect of coming forward should not be protected in the long term.
- 10.4.2 The 2009 Employment Land Review (C4), updated in 2012 by C1 identified 11 employment areas in Tamworth. A quality and market assessment concluded that although some were performing below average, they were all performing to a sufficiently high level to be retained in employment use (page 47 of C4 and page 58 of C1). However, both studies recommended that whilst Kettlebrook, Beauchamp and Hedging Lane employment areas should be retained in employment use in the short term, there may be potential for some release to non-B class (B1 (b,c), B2 and B8) uses in the long term. The remaining employment areas have been defined as strategic employment areas to be retained in employment use in the long term and contribute to meeting the Borough’s needs (pages 63-65).
- 10.4.3 The subsequent Employment Land Review Stage 2 (C2) found that the local economy remains vulnerable and that the supply of available employment land is limited. As a result, further loss to other uses over the plan period will limit the ability of businesses to expand. If the uses are town centre uses, this is likely to impact on the town centre, local and neighbourhood centres. Added to this, the constrained land area and policy constraints such as Green Belt, mean that Tamworth is likely to be reliant on redevelopment sites in the long term (page 76, paragraphs 11.1-11.8). It concluded on page 74 that the market alone was unlikely to be able to deliver the necessary improvements and that policy interventions would be required, including stronger local plan policy protection for certain employment areas.
- 10.4.4 It is therefore important to give priority to B1 (b,c), B2 and B8 class uses within the strategic employment areas but with the proviso that if there is evidence that the sites are not being taken up for B uses, there is the flexibility for alternative uses to be considered by applying criteria a) to d) in Policy EC7. The policy does not currently state a minimum period for marketing a site to test its attractiveness for its permitted use. It is recommended that criterion a) is amended to specify a period of a minimum of 12 months, which is considered to be a reasonable time in commercial terms. The independent assessment would take the form of a surveyor’s report that would provide a market view of the site and detail the marketing efforts. The Council

is prepared to make a modification to the policy to incorporate this clarification (MOD076).

**10.5 Does the Plan address the need for a housing/employment balance? What is the current level of self-containment, and are there plans to increase it? Is there a balance between housing provision and maintaining an adequate supply of employment land?**

- 10.5.1 Whilst it is recognised that there is not a straightforward direct causal relationship between job growth and housing need, it is generally understood that the two are nevertheless fundamentally related. A level of housing provision that bears no relation to the Council's economic aspirations would result in internal inconsistencies in the Local Plan and have unsustainable consequences.
- 10.5.2 B4, B10 and the latest May 2015 2012-based SNHP Update (EX9) all modelled a range of employment-led projections, using Experian projections, past trend job growth rates and a job stabilisation scenario. The past trends and job stabilisation scenarios tended to produce levels of population growth and housing need lower than the baseline demographic projections. Therefore, as the demographic projections are the starting point for identifying OAHN it was not considered that it would be appropriate to take the lower employment-led scenarios any further. In contrast, the 2014 Experian projection (which indicated a growth of 4,100 jobs to 2031) was modelled as a separate scenario in the latter two HNS Updates but was ultimately rejected as being an outlier in the housing OAHN analysis as it would result in an unrealistic level of population growth and net in-migration.
- 10.5.3 As the formulation of the evidence base was an iterative process, the ELR Stage 2 report (C2) modelled two labour supply scenarios. One scenario examined the employment land implications of delivering 250 dpa, whilst the second involved slightly higher level of housing (and consequently, labour supply/job) growth based on the (then) most up to date CLG 2011-based (interim) SNHP. These two scenarios produced a need of 28 ha and 30 ha of B-Class employment land respectively over a 19-year period 2011-2030 (between 1.5 ha and 1.6 ha annually).
- 10.5.4 The Council has sought to plan for a housing requirement of 250 dpa, and to provide 32 ha of employment land over the period 2006-2031 at a rate of 1.3 ha annually. This rate compares to an annual figure of 1.46 ha based on the 250 dpa housing target modelled in C2, a negligible difference.
- 10.5.5 Given that the relationship between housing and employment land delivery is highly complex, the fact that the employment land target ultimately chosen by the Council is very similar to the amount of employment land that could be justified on the basis of a 250 dpa housing requirement demonstrates that the Council's housing and economic policies have been dealt with appropriately and dovetail together.

**Self Containment**

- 10.5.6 In terms of self-containment, examining commuting flows can help in defining the functional economic market area (FEMA) within which a Borough lies. C2 concluded that in 2001, some 49% of Tamworth's economically active residents in employment worked outside the Borough, indicating a high rate of out-commuting. At the same time, approximately 10,040 workers commuted into Tamworth, predominantly from the adjoining districts of North Warwickshire, Lichfield and Birmingham. On this basis, Tamworth was a large exporter of labour, with a net outflow in the order of 8,225 residents, some 22% of its resident workforce.

- 10.5.7 An analysis of the recently released 2011 Census data on Commuting Patterns in the UK indicates that in the ten years from 2001 to 2011, commuting patterns to and from Tamworth have remained fairly constant. The latest Census data now suggests that of Tamworth's 38,392 resident-based workforce, 19,124, or 49.8%, of residents live and work in the Borough. Of the 19,268 Tamworth out-commuters, these are predominantly based in the nearby areas of North Warwickshire (12.7%), Birmingham (12.2%), Lichfield (7.7%) and Solihull (2.8%).
- 10.5.8 In terms of in-commuting, the 2011 Census revealed that Tamworth Borough accommodated 30,463 jobs, of which just 11,339 are taken up by non-Tamworth residents. This indicates that 62.8% of Tamworth jobs are taken up by local residents.
- 10.5.9 A commonly accepted approach to defining FEMAs is where at least 75% of a Travel to Work Area's economically active residents also work in that area, and of all those working in the area at least 75% also live there. As noted above, 50% of Tamworth's employed residents also work in the Borough, whilst 63% of Tamworth's jobs are taken up by local residents. As such, it does not comprise a self-contained TTWA. Tamworth would fall within a wider economic area of Greater Birmingham, Lichfield and North Warwickshire, within which some 85% of the Borough's residents work, but with a strong functional relationship with Birmingham in particular.
- 10.5.10 As recognised in the Plan (e.g. paragraphs 4.66 and 4.69), Tamworth's economy does not sit in isolation. The Council acknowledges the strong economic links with Birmingham and the wider LEP area shown in travel to work data. Tamworth is not a standalone labour market; it is close to adjoining settlements and important employment sites in Lichfield and North Warwickshire, which offer a range of job opportunities are in close proximity to the administrative boundary. The borough administrative area is therefore not an appropriate geography to achieve containment. The Council is working with neighbours to deliver employment growth in locations close to Tamworth through the Duty to Cooperate. This will help to limit the impacts of commuting by reducing travel distances. The Plan target for employment land is consistent with the labour supply figure estimated from the housing target. Notwithstanding the uncertainty of the interrelationship between housing and employment projections, this would allow opportunities on new sites for an increase in the relative number and 'fit' of jobs in or nearby to Tamworth.

## **11. Town centre retail and office growth and cultural development**

### ***11.1 Is the Plan's retail provision for Tamworth town centre appropriate and deliverable within the plan period?***

- 11.1.1 The Plan sets out a need of 7,800 sq metres of comparison retail and 2,900 sq metres of convenience retail after 2021 and up to 2031. The needs for comparison and convenience retail up to 2021 are met through existing commitments and increasing sales density of existing stores. The Gungate redevelopment site is the Plan's primary provision for retail. It will deliver a significant amount of retail space in the town centre (20,660 sq metres) and has the benefit of an extant planning permission. The NPPF has no specific guidelines for what constitutes a deliverable retail site, but if using the definition set for housing: paragraph 47, footnote 11 as a guide, then by virtue of having an extant planning permission this site should be considered deliverable. The Council is satisfied that this site is available now (previous structures have been demolished and the site is cleared), it is in a suitable location (within the town centre) and there is a realistic prospect the site will be delivered within five years (the Council is in frequent contact with the landowners). The Council has not received any clear evidence through the preparation of the Local Plan or through the most recent public consultation that this site will not be implemented in five years.
- 11.1.2 Considering the points in response to question 11.2 the Council does not believe it appropriate to allocate further and unnecessary retail sites at the present time or to guide and encourage development in locations other than those identified in the town centre use hierarchy through a criteria-based policy. Development outside of the town centre is likely to have significant adverse impacts on the town centre and Gungate redevelopment. The Sustainability Appraisal (A4) carried out an assessment of a town centre first retail approach and an out of centre retail approach. Paragraphs 10.7.1 to 10.7.2 set out the clear benefits to a town centre first approach.

### ***11.2 Is there a need for greater locational and/or qualitative guidance for retail development within or adjacent to the town centre or elsewhere?***

- 11.2.1 Tamworth Town Centre is the priority location for future town centre uses as defined in Policy EC1 of the Plan as the first location within the hierarchy. This town centre first approach is advocated in the NPPF. The Tamworth Town Centre and Retail Study: Study Update (D1) establishes that there is no further retail need until after 2021 for both comparison and convenience retail. The existing retail needs up to 2021 are met through existing commitments and increased sales density of existing stores in Tamworth.
- 11.2.2 The NPPF sets out a sequential approach to allocate sites for main town centre uses: the primary location is the town centre, with the possibility of expanding the town centre; secondary is sites on the edge of centre; and finally if no allocations are possible then to set policies to meet the identified need. (NPPF paragraph 23).
- 11.2.3 The approach taken by the Council follows the guidance of the NPPF. The Retail Study Update (D1) carried out an appraisal of town centre sites with the potential for convenience and comparison retail. Section 7 of the study (D1) lists the nine sites which have been assessed in the town centre. Throughout the Local Plan process no sites were put to the Council in either edge of centre locations or out of centre locations. The Council assessed the potential for any vacant land parcels on the edge of centre and if there was vacant land at the out of centre retail parks (Ventura and Jolly Sailor), this assessment did not highlight any possibilities. It is pertinent to

reaffirm no sites were put forward to the Council for consideration for retail uses. In summary of the nine sites assessed, the Gungate redevelopment site currently has planning permission for 20,660 sq metres for A1 retail and it is envisaged this site will come forward in the next 5 years. The remaining eight sites are not considered to be developable at this present time and therefore there is no justification to allocate them for retail land use. The Gungate redevelopment site will meet the retail needs of Tamworth up to approximately 2021, it is not until later in the plan period that further retail space is required.

11.2.4 The Council will monitor retail permissions on an annual basis and has committed in the Plan to re-assess retail needs by 2021. An updated assessment by 2021 will give a more accurate representation of the retail needs towards the end of the plan period; it will also allow the Council to assess any potential sites to be allocated for retail needs. With the expansion of the internet and in particular the use of mobile devices for shopping and the rise of discount food retailers coupled with the uncertainties of some established food retailers the retail market will undoubtedly change by 2021. By committing to review retail needs by 2021 the Council will be in good position to respond any changes that have occurred in the market.

11.2.5 In the absence of retail land use allocations for beyond 2021 Policy EC1 will be used to guide retail development to the most sustainable locations and ensure that impact assessments are carried out when appropriate to ensure that proposals have no significant adverse impact on the town centre or existing retail commitments. Policy EC1 sets the thresholds at which an impact assessment should be carried out. The justification for the thresholds is set out in document D5 – Impact Assessment Evidence Report.

11.2.6 Local Plan policies EC1, EC2, EC3 and EC4 set appropriate qualitative guidance for retail and other town centre uses located in the town centre, local and neighbourhood centres and would also be applicable to those proposals located out of the EC1 hierarchy that do not have significant adverse impacts on the town centre. Collectively these policies promote a competitive town centre environment and allow for sustainable growth of the defined centres over the plan period.

### ***11.3 Is the convenience retail provision sufficient for the rest of the plan period?***

11.3.1 Policy SS1 – The Spatial Strategy for Tamworth outlines the quantum of convenience retail expected to be required in the later stages of the Plan period; 2,900 sq metres between 2021 and 2031. The Tamworth Town Centre and Retail Study: Study Update (D1) sets out how the quantum for convenience retail was established; paragraphs 5.1 to 5.5 go into the detail of this process: establishing expenditure forecasts; the extent of trade retention within the Tamworth catchment area; increase in turnover from existing stores; and then making an allowance for existing commitments.

11.3.2 Specifically for convenience goods, it is expected there will be no increase in the Tamworth market share (i.e. from competing areas such as Lichfield, Sutton Coldfield and Atherstone), that it is unlikely shoppers will use Tamworth to a greater extent than currently and at the time of the report there were only two small retail commitments within Tamworth. In summary when applying these factors to expenditure forecasts there is no residual expenditure capacity by 2016, by 2021 a small capacity of £1.2m and by 2031 £23.0m. The table at paragraph 5.13 summarises how this translates into floorspace for convenience goods: 2,900 sq metre gross convenience floorspace after 2021 by 2031.

11.3.3 Paragraph 5.18 to 5.28 (D1) carries out the qualitative assessment for convenience retail: there are no gaps in provision; there is good choice as Tamworth has three large food store operators and some smaller discount retailers; there is no evidence of excessive over trading and the amount of over trading in Tamworth is more likely to reflect Tamworth as a popular food shopping destination; Tamworth's catchment area retains 91% of available expenditure for convenience goods and the quality of existing stores is good, they are all relatively new and modern with a wide range of services.

11.3.4 This evidence supports the Council's approach to convenience retail by establishing there is a need later in the plan period and that this need will be monitored and reassessed (paragraph 3.18 of the Plan).

**11.4 Is the Plan's stance on office growth (paragraph 4.76) justified and effective?**

11.4.1 Offices are defined as a main town centre use within the NPPF (paragraph 23) and are therefore subject to policies EC1 – Hierarchy of Centres for Town Centre Uses and EC2 – Supporting investment in Tamworth Town Centre. As a main town centre use, applications for offices will be subject to a sequential test. Paragraph 4.76 is justified in that it directs office space growth to the town centre but allows for other locations to be considered if no site is available following a sequential test assessment using the town centre uses hierarchy (Policy EC1). Paragraph 4.76 indicates that employment areas could be considered for office development. Policy EC7 – Strategic Employment Areas, sets out the criteria to be used when assessing non B1(b,c), B2 and B8 use proposals within employment areas.

**11.5 Does policy EC5 provide a justified and effective framework for the development of culture and tourism in Tamworth?**

11.5.1 Tamworth's main tourist and cultural attractions are focussed in the historic centre and edge of centre locations. The natural environment and canal and river networks provide an alternative informal leisure experience. The issues facing Tamworth's tourism sector are set out in paragraphs 4.53-4.58 of the Local Plan.

11.5.2 The approach in Policy EC5 to developing Tamworth's tourism and cultural offer is based on the evidence in the Tamworth Town Centre and Retail Study 2011 (D4). A health check found that Tamworth scores relatively well in terms of vitality and viability (page 64, paragraph 9.42), however, it is important to raise its performance. The Tamworth Town Centre and Retail Study: Study Update 2014 (D1) considered that whilst the Healthcheck has not been updated it is likely to be much the same (page 7, paragraph 3.17). This will be achieved through increasing the restaurant and café offer in the town centre (D4, page 48, paragraph 8.33), which will also assist in diversifying the evening economy. This point is reaffirmed in D1 which states that there is the opportunity for the town centre to increase its role for other uses including leisure and catering to assist in improving its vitality and viability. The importance of the markets is picked up in D1, which recommends that they should be retained and enhanced (page 22, paragraph 6.15).

11.5.3 D4 highlights the importance of maintaining the Assembly Rooms and the potential to expand the Castle as a museum venue (page 52, paragraph 8.50 and page 75, paragraph 10.12). Local Growth Fund (LGF) monies have been secured for the Enterprise Quarter which includes the renovation and enhancement of the Assembly Rooms. The Council is awaiting the outcome of a Heritage Lottery Fund bid, which will supplement the LGF contribution. The discovery of the Staffordshire Hoard and the opportunity to display items in Tamworth Castle has the potential to significantly

boost the attraction of Tamworth to visitors. D4 identifies a lack of higher graded hotel accommodation which could be supported (D4, page 55, paragraph 9.11).

- 11.5.4 The importance of strengthening the links between the town centre and retail parks is highlighted (D4, page 76, paragraphs 10.16-10.19). It is also the subject of the Town Centre and Out of Town Linkage Proposals (D7). The first phase of the linkage project is currently underway and involves enhancement of the Lady Bridge and Fazeley Road connection to Ventura Park.
- 11.5.5 The policy emphasises that the historic town centre is one of Tamworth's main assets and that historic buildings are both destinations in their own right and can be occupied by a range of uses.
- 11.5.6 Policy EC5 is supported by Policies EC1, EC2, EN5 and EN6. EC1 gives priority to locating main town centre uses in the town centre and EC2 places a priority on revitalising the town centre by supporting investment, the linkage project and protecting and enhancing the historic character. EN5 aims to raise design standards in new developments which will help to attract investment and increase Tamworth's tourism potential. Policy EN6 also gives priority to the town centre historic environment, key buildings and re-using historic buildings.
- 11.5.7 The Infrastructure Delivery Plan on page 151 of the Local Plan refers to specific projects: the enhancement of the Assembly Rooms which is part of the Creative Quarter project, and the refurbishment of Tamworth Castle to accommodate the Staffordshire Hoard exhibition. Planning permission has been approved for the physical works to the Assembly Rooms (Ref: 0196/2014).

**Theme 3 – Infrastructure, including transport, green infrastructure, social infrastructure, implementation, phasing and monitoring (Policies EN3-6; and SU1-3; and Appendices B-E)**

**12. Flood and Pollution Risk and Climate change**

***12.1 Is policy SU4 justified and deliverable in relation to flood risk?***

- 12.1.1 Justification for the policy is outlined in paragraphs 7.24-7.29 of the Local Plan and supported by evidence base core documents G3, G4, G5, G7, G8, G11, G16 and G17. Furthermore, advice provided by the Environment Agency in representations to the draft Local Plan consultation is incorporated. The Strategic Flood Risk Assessment (SFRA) and other studies have identified the sources of flood risk in Tamworth and appropriate measures have been made in the policy. In particular, recommendations in Section 7 of the SFRA Level 1 (G11) and page 32 of the Southern Staffordshire Surface Water Management Plan Phase 2 (G4) inform the policy. Site specific measures to implement the requirements will be identified by flood risk assessments. In addition sustainable drainage systems (SuDS), opening up of culverted watercourses and maintenance of easements to defences will help to manage flood risk across the borough.
- 12.1.2 Paragraphs 7.30-7.34 of the Local Plan give guidance on how the policy will be delivered. Paragraph 7.52 and Table 7.1 summarise the broad actions by different stakeholders to support delivery. Appendix A of the Level 2 SFRA (G14) identifies deliverable approaches to mitigating flood risk for specific sites where development is proposed in areas of higher flood risk. Delivery of SuDS will be supported by the recent implementation of the Flood and Water Management Act 2010 requiring approval via planning permissions with advice from the Lead Local Flood Authority and flexible options for developers to ensure on-going maintenance.
- 12.1.3 The support of the Environment Agency is given in representation LP089i. The Environment Agency made various suggestions for minor modifications to the Plan relating to flood risk in their representations. After further discussions the Environment Agency have agreed, in a Statement of Common Ground (EX3) that after proposed modifications (MOD049 to MOD053 and MOD077 to MOD079) they have no outstanding issues with the Plan. The modifications include clarification that new development benefitting from existing flood defences will contribute to their maintenance and further emphasis on the role of the River Basin Management Plan.
- 12.1.4 In response to representation LP035 requesting specific mention of the contribution of trees and woodlands to reducing flood risk, the Council consider that the policy already recognises the contribution of green infrastructure to SuDS. It is not necessary to list every type of green infrastructure, or proportionate to identify specific types without justification.
- 12.1.5 In response to representation LP063 regarding the consistency of housing allocations with the policy, section 2 of the Level 2 SFRA (G14) sets out how the sequential test for flood risk has been used to direct development to areas at the lowest risk of flooding.
- 12.1.6 In response to representation LP076 indicating SCC will no longer become the approving body, the Council have proposed a minor modification (MOD047) to clarify which body is responsible but do not consider soundness is affected as the requirements of the policy remain the same.

**12.2 Is policy SU5 justified and deliverable in relation to the risk of pollution?**

- 12.2.1 Justification for the policy is outlined in paragraphs 7.35-7.38 of the Local Plan. The risk of pollution to potential development land in Tamworth was identified through the technical consultation, described in pages 7 and 8 of the Site Selection Paper (A5), with summarised results in section 4, and pages 33 and 34 of the Sustainability Appraisal (A4), with sustainability implications in Annexes C, D and G. Further advice on appropriate policy response to the risk of pollution was provided by consultees in response to the draft Local Plan consultation.
- 12.2.2 Paragraphs 7.39-7.40 of the Local Plan give guidance on how the policy will be delivered. Paragraph 7.52 and Table 7.1 summarise the broad actions by different stakeholders to support delivery. Working with relevant statutory organisations and the Council's Environmental Health function, pollution risks and proportionate mitigation measures can be secured from development.
- 12.2.3 Support of the Coal Authority, Minerals Planning Authority and Environment Agency is given in representations LP005, LP011 and LP089m.
- 12.2.4 The Council have proposed modifications to Policy SU5 and the supporting text (MOD057 to MOD059) in a statement of common ground with Natural England (EX2) in order to recognise the specific issue of the protection of soils by recognition of their agricultural land classification.

**12.3 Does policy SU3 provide a sustainable basis for addressing both the causes and effects of climate change? Should the policy include any targets? If not, how can the success of the policy be measured?**

- 12.3.1 Policy SU3 provides a basis for mitigating the causes of climate change through indirect emission reduction, such as reduction in transport and electricity demand, and natural carbon capture. Reduction in fossil fuel reliance is also an important component of adaptation to the effects of climate change along with improving water efficiency, passive temperature regulation and green infrastructure for species migration. Policy SU4 will address increased flood events due to climate change.
- 12.3.2 The overall approach of the policy is flexible in requiring a number of possible measures from development but only where appropriate opportunities are presented, allowing the consideration of the sustainability of proposals in the round. The policy will add weight to decisions in support of other policies within and beyond the plan to achieve climate change mitigation and adaptation. National PPG (Ref: 6-003-20140612) recommends a range of mitigation measures across the Plan in this way. Below are examples against the list of measures within the policy:
- |  |  |
|--|--|
| a) Efficient land use:                 | Local Plan Policies SS1, EC1, HG6  |
| b) Accessible development:             | Local Plan Policies SU1, SU2   |
| c) Design and layout:                  | Local Plan Policy EN5  |
| d) Green infrastructure:               | Local Plan Policy EN3  |
| e) Energy and water efficiency:        | Building Regulations   |
| f) Retrofitting for energy efficiency: | National incentives for retrofitting energy efficiency measures and increasing market demand                     |
| g) Green energy generation:            | National incentives for renewable energy production measures and increasingly favourable renewable energy market |
| h) Energy from waste and CHP:          | Waste Local Plan   |

- 12.3.3 Changes to national guidance and legislation following the Housing Standards Review set out in the Planning Update March 2015 (EX20) ministerial statement restrict the use of standards which could have been used to set a target for the technical performance of housing development in mitigating climate change:
- From the date the Deregulation Bill 2015 is given Royal Assent, local planning authorities and qualifying bodies preparing neighbourhood plans should not set in their emerging Local Plans, neighbourhood plans, or supplementary planning documents, any additional local technical standards or requirements relating to the construction, internal layout or performance of new dwellings. This includes any policy requiring any level of the Code for Sustainable Homes to be achieved by new development; the government has now withdrawn the code, aside from the management of legacy cases. Particular standards or requirements for energy performance are considered later in this statement.*
- 12.3.4 The Council consider that it would be inconsistent to apply a standard only to non-residential development. Section 10.5 of the Whole Plan Viability, Affordable Housing and CIL Study (I1) also demonstrates that viability of non-residential development is highly variable and not all types of development would be able to meet a single standard.
- 12.3.5 The Council have therefore not set overall emission reduction targets as the plan will support initiatives beyond planning and it is uncertain what could be achieved overall. National government will likely implement measures across different sectors (transport, energy, water, construction) during the plan period if it is to meet its commitments to international agreements to reduce greenhouse gas emissions and the requirements of the Climate Change Act 2008. Policy SU3 aims to exploit feasible opportunities where planning can influence emission generation in support of these measures.
- 12.3.6 Nevertheless the performance of the policy will be measured using the indicators listed against the policy in appendix D. Its success can be inferred by comparison with national trends and targets across the same metrics. The Council have reviewed the indicators and for clarity propose a modification (MOD071) to remove indicator 5 – as it would be difficult to measure in the absence of technical standards and – and to amend number 4 - to measure the percentage of permitted on-site renewable as a 10% target will not be conditioned.
- 12.3.7 The support of the Waste Planning Authority for the policy is given in representation LP010.
- 12.3.8 In response to representation LP032 regarding congestion caused by the golf course development, there is no evidence that development of the site would lead to more significant levels of congestion and CO<sub>2</sub> emissions than alternatives. The travel plan requirements of Policy SU2 will encourage a sustainable modal shift in trips to and from the development, providing some mitigation of emissions from transport.
- 12.3.9 In response to representation LP034r requesting heritage be taken into account for renewable proposals, the Council consider weight can be given to heritage issues in decisions using Policies EN5 and EN6.
- 12.3.10 In response to representation LP089k requesting the application of technical standards for water efficiency, the Council consider this would not be appropriate in light of the consideration of technical standards above.

### **13. Infrastructure delivery**

#### ***13.1 Do policy IM1 and the Infrastructure Delivery Plan (IDP) (Appendix 2) provide sufficient guidance for the successful implementation of the Plan?***

- 13.1.1 In order to implement the plan, a number of policies establish requirements for infrastructure to support development. Local Plan Policy IM1 provides clear guidance for applicants and decision makers that contributions by or in support of development shall relate to needs arising. Contributions are required to be proportionate and support the successful balanced delivery of both development and infrastructure. The Whole Plan Viability, Affordable Housing and CIL Study (I1) has been used to confirm that policy requirements are set at the right level so as not to impact on viability and therefore create the right economic environment for development to take place. As described in the response to matter 9 of the Inspector's discussion note, Delivery of Sustainable Urban Extensions (B11) for the SUEs the evidence base goes further in establishing when specific infrastructure items will be required. Tables 2 to 4 estimate phasing over the build out of the sites and show that they can be implemented without a large burden of up-front infrastructure costs.
- 13.1.2 The policy summarises all the potential on or off site requirements from other policies in the Local Plan. This gives guidance on both the broad infrastructure headings to consider and cross reference to further detail in policies and the IDP. For water management for instance, Policy SU4 is referenced which sets the requirements for flood risk assessment which would be used to design the specific mitigation strategy. Such requirements have incorporated the advice of consultees in successive rounds of technical and Local Plan consultation.
- 13.1.3 The IDP provides guidance to multiple levels of implementation: strategic planning of infrastructure projects with stakeholders; setting and implementing Community Infrastructure Levy (CIL), decisions on individual proposals and drafting S106 agreements. For strategic planning the inclusion of projects in the IDP clarifies their importance for development in Tamworth, and provides description, estimated costs, phasing and responsibility to structure on-going work with infrastructure partners and inform project development, capital spending and funding bids. Further guidance in support of implementation is provided in the delivery tables at the end of each policy chapter in the Plan. They help clarify to the reader which organisation will be doing what to ensure that policy aims are achieved.
- 13.1.4 Aggregated cost and funding estimates in the IDP are an important part of the evidence base for setting an appropriate CIL charge to meet the funding gap. For the determination of planning applications and drafting obligations, it provides the starting point to direct financial or on-site contributions to specific appropriate projects and multiply the 'planning gain'.
- 13.1.5 In preparing the IDP, the Council have taken discussions with partners as far as possible, through evidence base preparation, Local Plan consultation and the Tamworth Strategic Partnership to quantify needs arising from development. The infrastructure delivery officer's working group of the Strategic Partnership meets on a regular basis and will continue to update the IDP periodically and when new infrastructure needs arise. This will ensure that development will always take into account the most up to date infrastructure needs of Tamworth, who will deliver schemes and how they will be paid for.

- 13.1.6 The support of Sport England is given to Policy IM1 by representation LP019 and of the Highways Agency to the IDP in representation LP012.
- 13.1.7 In reference to LP032, paragraph 8.3 of the Plan indicates the intention of the Council to implement a Community Infrastructure Levy and Appendix B on page 152 provides evidence of the funding gap to justify its imposition.
- 13.1.8 In response to representation LP048, the Council have proposed modifications to update details in the IDP and Table 7.1 of the Plan supporting text (MOD072 to MOD075) based on the latest information from SCC.
- 13.1.9 In reference to representation LP073b, dual use of school sites is not a plan requirement of the sustainable urban extensions and the site areas do not need to be updated in the IDP. Point d) of Policy SU7 sets criteria for when dual use will be acceptable but does not make it a requirement of new schools.
- 13.1.10 In reference to representation LP081 relating to transport evidence prepared by site promoters of Arkall Farm in Lichfield District, the Council have received regular updates on the progress of the planning application from LDC and SCC. At this time an agreed position between the developers, LPA and Highway Authority on additional capacity and infrastructure has not been found. The Council therefore do not consider that the Tamworth Local Plan should include specific measures to support this proposal in Lichfield.
- 13.1.11 In reference to representation LP089n, the Council consider that green infrastructure and flood defences are already covered by the existing policy wording at point a) of Policy IM1, including reference to other specific policies in the plan for further detail.

***13.2 Which infrastructure schemes are critical to the successful implementation of the Plan? Are these schemes viable?***

- 13.2.1 While all infrastructure in the IDP is required for the ongoing sustainability of development in Tamworth, a number of infrastructure items were identified through the site selection process as critical to unlocking key development sites. These are indicated in the IDP column 'Priority for Planned Development' as 'Essential'. These were incorporated in the assumptions of Whole Plan Viability, Affordable Housing and CIL Study (11) as costs in Table 9.5 of that document. The results of that report in table 9.8 indicate these development sites can support the critical infrastructure costs in addition to CIL, other opening up costs, affordable housing and headroom for flexibility in additional S106. The development at Anker Valley now has outline planning permission (Ref: 0105/2014) for a viable scheme including infrastructure costs.

***13.3 What is the relationship between the Plan and the Greater Birmingham and Solihull Local Economic Partnership (LEP)?***

- 13.3.1 As detailed in part 2 of the Council's response, the Council has worked closely with the GBSLEP during the preparation of the Plan. With specific consideration to the delivery of infrastructure and the GBSLEP, there are no regionally significant infrastructure items identified to be delivered in Tamworth and therefore none are listed in the IDP. The IDP is updated on a regular basis and will include additional items if necessary.

**13.4 Does the Plan provide the necessary strategic guidance for the preparation of the Community Infrastructure Levy (CIL), including identifying the infrastructure gap which the CIL would help to bridge?**

- 13.4.1 Yes the Plan does provide the necessary strategic guidance for the preparation of the Community Infrastructure Levy and through the Infrastructure Delivery Plan (A1 – Appendix B) the Plan identifies infrastructure items and the infrastructure gap that CIL could help to bridge.
- 13.4.2 The Council has begun the process of preparing a CIL and recently consulted on a Preliminary Draft Charging Schedule (PDCS) in October – December 2014 (EX21). The evidence base for the PDCS is shared by the Local Plan: the IDP (A1) and the Whole Plan Viability, affordable housing and CIL study (I1). The Council intends to consult on a CIL Consultation Draft over the summer 2015.
- 13.4.3 Chapter 8 of the Plan: Implementation and Monitoring illustrates how the necessary infrastructure will put in place to ensure that adverse impacts arising from development will be mitigated. Infrastructure will be funded through planning obligations, CIL and other sources when possible. Policy IM1 is an overarching infrastructure policy which presents a ubiquitous thread to underpin all development proposals primarily in Tamworth, but also in adjoining authorities where it is necessary to help deliver and mitigate the effects of Tamworth related development.
- 13.4.4 The IDP is the start of a process to ensure that the capital investment programmes of various services are aligned with planning for new development and that the necessary infrastructure is provided. The IDP is prepared by the Council in co-operation with the Tamworth Strategic Partnership (TSP). It will be subject to regular review after the adoption of the Local Plan and will then be published as a standalone document.
- 13.4.5 Each infrastructure item will support one or more of the Plan's Strategic Spatial Priorities listed in Chapter 2. Each item has been given a priority of either 'Essential' or 'Other'. Essential items are those critical to ensure the planned development can proceed; other items are necessary to mitigate the impacts of development but should not affect development viability.
- 13.4.6 The two tables on page 152 of the Plan summarise the IDP in order to understand the overall costs for each infrastructure category, potential and existing funding and then identifies a funding gap. The identification of a funding gap is a prerequisite of preparing a CIL and it is clear there is such a gap arising in Tamworth over the Plan period. Important to the delivery of the development in the first five years of the Plan is that there is no funding gap on 'Critical' items of infrastructure.

**13.5 Do policies SU6 and SU7 provide a sustainable basis for meeting the community and recreational needs of the Borough?**

- 13.5.1 Policy SU6 aims to ensure that all parts of the borough have convenient access to community facilities. This will be achieved by protecting existing facilities unless loss can be justified; the policy sets out criteria against which proposals will be assessed. The policy supports the provision of new community and educational facilities required by new development and is supported by Policies HG1 and HG2. The specific convenience retail and education requirements for the SUEs are set out in the Infrastructure Delivery Plan (page 151) and Policy HG2.
- 13.5.2 The evidence base for indoor and outdoor sport is provided by the Update Paper for the Tamworth Indoor and Outdoor Sports Strategy (H3). Additional work involving pitch assessments and consultation with national governing bodies and the public (including non-users) is currently being undertaken and will feed into an amended Update. Protection of existing facilities and identification of the need for new facilities in Policy SU7 and the relevant section of the infrastructure delivery plan (page 151) is based on up to date evidence and is therefore in line with paragraphs 73 and 74 of the NPPF.
- 13.5.3 Contributions through CIL and when appropriate S106 agreements, will be taken from new residential developments to fund the new leisure centre, pitches and enhancements of existing facilities.
- 13.5.4 The Staffordshire County Council School Organisation Team (LP073b) has made a representation in respect of dual use of school sport and recreation facilities on the basis that it could limit the ability of a school to expand. The policy supports but does not require dual use and contains a proviso that it should not be detrimental to existing and future facilities on the site.

## 14. Transport<sup>7</sup>

### **14.1 Has the capacity of the transport infrastructure been assessed, and does the Plan provide a deliverable framework for improvements that are required?**

- 14.1.1 The Council have actively engaged with Staffordshire County Council throughout the development of the Local Plan in line with the Duty to Co-operate. A comprehensive evidence base has been collated to inform the development of a transport strategy for the Borough which has informed the Local Plan and particularly policies SU1 and SU2. This evidence includes accessibility analyses; delay and journey-time information (sourced from DfT Trafficmaster data); transport assessments prepared in support of planned development proposals; and consultant's studies and traffic models for Upper Gungate /Aldergate corridor and Ventura Park to test development and highway proposals.
- 14.1.2 The transport strategy has also been shaped by public consultation and has evolved iteratively throughout the plan-making process. It is regularly reviewed and updated to reflect changing circumstances. The Tamworth Borough Integrated Transport Strategy 2015-2031 (EX25) updates the transport evidence for the Local Plan, building on earlier work including the Future Development and Infrastructure Study (E2). Delivery of this strategy will make the Plan proposals acceptable in transport terms
- 14.1.3 Section 5.1 refers to the assembled Accessibility Appraisal evidence (F7) that has been used to define the baseline levels of accessibility, inform views on key development proposals and recommend mitigation.
- 14.1.4 Section 5.2 of the Strategy describes how the highway network in Tamworth has been assessed to identify congested routes with Ventura Park Road and Upper Gungate emerging as having the most acute delays and least reliable journeys.
- 14.1.5 The Upper Gungate Route is impacted by significant proposed development (Anker Valley SUE) and further evidence is described which assesses the capacity increase from new infrastructure. The Anker Valley allocation and infrastructure requirements have been shaped by this evidence. Further detail is also available in the Anker Valley Sustainable Urban Extension, Transport Package Appraisal (F2) sections 8 and 9.
- 14.1.6 At the planning application stage, the proposal for 535 homes in the Anker Valley SUE together with 165 new homes off Browns Lane within Lichfield District were assessed and accepted in the context of the North of Tamworth Transport Package included in the strategy.
- 14.1.7 The Dunstall Lane and Golf Course SUEs (EX25, Sections 4.1 and 4.16) have also been considered, via a review of supporting information. The Transport Assessment for a proposed planning application for Dunstall Lane is being prepared with the benefit of the County Council's traffic model to inform off site highway works and mitigation in the vicinity of Ventura Park, together with accessibility evidence prepared by the County Council. A Transport Assessment has also been produced

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<sup>7</sup> The responses to the questions in Section 14 comprise joint statements between the Council and the Local Highway Authority, Staffordshire County Council, prepared in collaboration.

in support of the planning application for the Golf Course Site. The County Council currently believes that if the necessary infrastructure and services are delivered both these SUEs will be acceptable in transport terms.

- 14.1.8 Section 4.19 of EX25 refers to the County Council's assessment of the impact of proposed new housing in Lichfield District, some fifty percent of which is for Tamworth's needs. Following the adoption of the Lichfield Local Plan the County Council remains concerned that the proposed development in the planning application lodged with Lichfield District Council for up to 1000 new homes on a Broad Development Location allocated in that Plan to the North of Ashby Road, will lead to congestion along the Gungate/Aldergate Corridor. The County Council has assessed the impact from generated traffic at peak times along the improved Gungate/Aldergate Corridor and concluded that due to limited capacity, after consideration of permitted development, it would be difficult to accommodate all of the traffic from this number of new homes. In an attempt to reach agreement with the applicants Barwood Strategic Land, the County Council has commissioned a revised traffic modelling exercise, based on the performance of the corridor 'on the ground' post-improvement scheme. The outcome will define the additional quantum of development that can be acceptably accommodated within Tamworth in transport terms, together with any necessary mitigation. Following a resolution of these matters Lichfield DC will be in a position to determine the application. Any shortfall in housing supply for Tamworth's needs which may result will need to be provided elsewhere in Lichfield and North Warwickshire Districts through continued cross boundary working and subsequently allocated in their respective Site Allocations DPDs as described elsewhere in these statements.
- 14.1.9 Section 6.6 of the Integrated Transport Strategy refers to the assessment of the strategic road network in the borough (A5(T)) commissioned by the Highways Agency. Paragraph 3.6 of the Tamworth Core Strategy Preferred Option Test Modelling Final Report (2012) (EX22) explains that the study was based on planned growth for a shorter plan period than the submitted Plan, 2006-26. The modelling assesses a similar level of additional housing (2,900 compared to 2,948 in the Plan) but a higher level of employment development (42 ha compared to 18 ha in the Plan) and an additional 30,000 square metres of office floor space. Paragraphs 8.3 and 8.4 indicate improvements are required for Mile Oak and Stoneydelph junctions. These are included in the Strategy for the A5 (F1) on pages 48 and 49 and in the IDP on Local Plan page 145. The strategic road network capacity has therefore been assessed for an overall quantum of growth that is not dissimilar to that in the Plan and a strategy for improvements is in place. The Plan recognises that specific detailed measures, for instance in relation to SUEs etc have not been determined in advance of proposals. Therefore Policy SU1 requires the detail of further improvements to be determined by site specific transport assessments. This approach is endorsed by the Highways Agency (now Highways England) in representation LP012.
- 14.1.10 The County Council has also produced a Rail Strategy which will be published in July 2015 to compliment the Tamworth Borough Integrated Transport Strategy. This identifies that there are aspirations for a new local train service for Tamworth to relieve overcrowded Cross Country services. The preferred solution, required during the next control period (CP6 2019-24) will need to be sufficient enough so that it not only delivers the necessary capacity improvements already identified for freight and passenger services but also delivers the local connectivity aspirations along the corridor.

- 14.1.11 Accessibility by public transport within the borough is assessed in the Tamworth Accessibility Appraisal (F7). Measures are developed, under 'Development Proposals', to improve coverage for the proposed Sustainable Urban Extensions and EMP1 employment allocation.
- 14.1.12 Further accessibility analysis has been carried out in relation to the Dunstall Lane site which identifies a requirement for improved pedestrian and cycle connectivity to the north of the site linking through to the A51 Lichfield Road. This would provide improved access to education, employment and retail areas for existing and prospective local residents. The accessibility analysis shows that this improvement would significantly increase opportunities for sustainable travel and the accessibility of the site. This was submitted in support of representation LP093. The Council supports inclusion of the measure (MOD054).
- 14.1.13 At an earlier stage in the plan-making process the capacity of transport infrastructure to support development in the local plan was also considered on a site by site basis. Officers of the Highway Authority commented on constraints within the local network and where development would likely impact on particular junctions. They also commented on combinations of sites forming likely development options at an early stage to establish broad requirements for larger allocations. This formed part of the technical consultation process described in the Site Selection Paper (A5), with issues for allocated sites identified in tables 4.1 and 4.3.
- 14.1.14 The Local Plan provides a Framework through Policies SU1 and SU2 and the IDP for the improvements identified in the evidence base, supported by other policies such as HG2 and IM1. It builds on a deliverable approach set out in the Integrated Transport Strategy which seeks to combine developer contributions and government funds to deliver the required interventions. Both Authorities will also seek to influence the investment programmes of delivery partners like Highways England and Network Rail to secure improvements for the borough. Section 3 of the strategy details how significant progress has already been made and the success of both authorities in delivering improvements.
- 14.1.15 The Whole Plan Viability, Affordable Housing and CIL Study (I1) has shown that specific transport improvement, incorporated in the costs in table 9.5, critical to planned development is viable. It also demonstrates in section 9 that overall residential and large retail development have sufficient viability headroom to help deliver specific development-related improvements and contribute towards strategic improvements through CIL.

***14.2 Do policies SU1 and SU2 provide a strategic focus for identifying and delivering transport schemes in Tamworth?***

- 14.2.1 Policy SU1 sets out the transport schemes which are the priority for delivery in the plan period, incorporating the strategic projects within the Tamworth Borough Integrated Transport Strategy (EX25) Appendix 1 and the Council's objective of further supporting sustainable modes of transport and public health by improvements to the pedestrian and cycle network. The measures are sufficiently focused on specific elements of the transport network for improvement, supporting sustainable modes of transport as well as addressing highways capacity and safety. They are identified at a range of appropriate scales to each issue, from small scale mitigation schemes, to transport packages, to network wide aspirations. Local Plan paragraphs 7.4 and 7.6 give further description of the specific projects. Paragraphs 7.7-7.9 and table 7.1 outline ongoing partnership work to further support delivery of transport schemes.

- 14.2.2 Policy SU2 deals less directly with specific transport schemes, but will ensure that new development will support them. Requirements of new development focus on strategic aims of promoting travel by sustainable modes as well as reducing highways impacts and supporting good design and accessibility. Where required following transport assessment, the policy will also direct off-site contributions to schemes.
- 14.2.3 Support for the strategic focus of transport policies towards A5 and M42 in the Local Plan is given by the Highways Agency in representation LP012. The Council supports the proposed minor modification to make reference to national highways policy (MOD001).
- 14.2.4 In reference to representation LP022a regarding the recent changes to Fountains Junction as part of the North Tamworth Local Transport Package, the Council have discussed the performance with the Highway Authority. The details of a revised traffic modelling exercise based on the actual performance of the improvements delivered on the Gungate/Aldergate Corridor are being discussed by the County Council and applicants Barwood Strategic Land. A traffic monitoring exercise has been completed to inform this work. Additional travel planning provided under the Local Strategic Transport Fund will also take place at Landau Forte/QEMS to reduce journeys by private car and encourage sustainable travel.
- 14.2.5 The council would support modifications (MOD023 to MOD027 and MOD029) proposed in representation:
- LP049 to make reference to Stoke-on-Trent and Staffordshire LEP in relation to strategic transport planning;
  - LP050 to remove specific Anker Valley reference for the North Tamworth Local Transport Package;
  - LP050 to remove reference to measures for Drayton Manor not yet finalised;
  - LP051 to clarify aspirations relating to railway stations;
  - LP054 to indicate the Integrated Transport Strategy is regularly reviewed

***14.3 Is the IDP sufficiently focused on the key transport requirements, including what, when, how and by whom they will be delivered?***

- 14.3.1 The key transport requirements in the IDP give as much detail as possible short of the specifics that will be determined following transport assessment and before final detailed schemes drawn up. The items essential to allow planned development are covered by the North Tamworth Local Transport Package and include a footbridge over the Birmingham – Derby railway line and modifications to the A513 and B5493 junction and urban traffic control on Upper Gungate and Aldergate corridor. Funding for these has been secured from the Anker Valley planning permission and Pinch Point funding.
- 14.3.2 Columns ‘Scheme’ and ‘Outcome’ describe what will be delivered for each key requirement. When delivery will occur is estimated in the ‘Phasing’ column. The three time periods indicate where delivery is underway; where delivery is expected in the first five years after adoption of the plan; or longer term delivery but within the plan period. This is described in the text preceding the IDP in Appendix B of the Local Plan. How requirements will be delivered is covered by the ‘Cost’, ‘Existing

Funding’ and ‘Funding Provision’ columns, with some additional details about scheme development in ‘Notes’. The summary tables shown after the IDP indicate a funding gap but also how infrastructure contributions already anticipated from development will contribute to filling the gap. These will be complemented by future development and bids for the other funding sources indicated in the IDP. By whom schemes will be delivered is shown at a high level in the column ‘Delivery Agencies’.

#### **14.4 Are parking and access issues properly addressed in the Plan?**

- 14.4.1 Parking and access are addressed by Policy SU2 and the Council considers that it takes a proper approach to these issues, in particular in its support for Manual for Streets. The first paragraph of the policy is clear about the parameters for when planning permission will be granted. The priority for access is by sustainable modes of transport.
- 14.4.2 The policy sets neither minimum nor maximum parking levels but requires consideration of the standards in Appendix C as a starting point. In setting the standards, officers reviewed parking standards prepared by other LPAs in Staffordshire, which had been prepared using PPG3 (now deleted) as a starting point and Manual for Streets. The standards were compared for reasonableness and consistency with current and past development proposals in Tamworth. Officers considered they set a balance between encouraging sustainable travel and allowing for the parking needs of development and used the same numbers to advise on general appropriate parking levels. The actual requirement in Policy SU2 was drafted to offer flexibility in considering proposals, consistent with NPPF paragraph 39.
- 14.4.3 However the Ministerial Statement Planning Update March 2015 (EX20) has updated the national policy position:

*Parking standards are covered in paragraph 39 of the National Planning Policy Framework. The following text now needs to be read alongside that paragraph: “Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network.”*

- 14.4.4 This sets a new requirement for evidence that was not in place during the preparation of the Local Plan. However, the Council consider that justification for the standards remains given the highly constrained land supply in the borough. The Council have demonstrated that development needs cannot be met inside the borough. In order to minimise the export of housing need the Local Plan sets minimum density requirements in Policy HG6. The transport evidence base has identified constraints within the local road network. While the Local Plan has included reasonable measures to ensure sufficient transport infrastructure, totally unrestricted car parking would not be compatible with managing the impacts of higher density development.

#### **14.5 Should the Plan set modal shift targets to promote sustainable transport?**

- 14.5.1 Paragraphs 30, 32, 34, 35 of the NPPF relate to the encouragement of sustainable transport choices in Local Plans, principally through the location of development, travel plans and on-site measures. The Council considers that these measures have been incorporated in the spatial strategy, allocations and transport policies of the Local Plan.

- 14.5.2 The influences on transport demand and travel choices are many, such as changing costs, technology and working practices. Specific measures for individual developments can be established in the preparation of travel plans and targets set based on the feasible measures. The Council does not have evidence however of what would be achievable over the whole borough over the plan period as we cannot aggregate these as-yet unwritten travel plans.
- 14.5.3 The Council therefore does not consider that borough wide modal shift targets should be set. The plan does however require proposal-specific modal shift targets of larger developments (in Appendix E) within travel plans prepared under Policy SU2.

***14.6 Does the Plan provide a robust strategy for public transport links and to encourage pedestrians and cyclists?***

- 14.6.1 Policy SU2 of the Local Plan prioritises these sustainable modes of transport by individual development proposals. Policy SU1 provides a robust strategy for the whole borough based on the transport evidence base.
- 14.6.2 The Tamworth Accessibility Appraisal (F7) establishes the current level of access by public transport and walking to a range of key services in the borough. The appraisal also considers the accessibility of the development proposed in the plan against the current transport system. Measures are proposed related to strategic development sites and the outcomes modelled to demonstrate, under 'Results', that an acceptable level of access can be achieved so residents can use these sustainable modes of travel.
- 14.6.3 The Tamworth Borough Integrated Transport Strategy (EX25) Appendix 1 supports the Local Plan strategy for public transport. The North Tamworth Local Transport Package includes sustainable link enhancements to Tamworth Rail Station and bus infrastructure improvements for Route 2 Tamworth-Gillway-Perrycrofts including Real Time Passenger Information. The Ventura Park/Town Centre/Rail Station Corridor Local Transport Package includes bus infrastructure improvements to Route 6 Ventura Park-Town Centre-Tamworth Rail Station and Real Time Passenger Information. Improvements for facilities at Wilnecote Rail Station are also supported in the strategy. The delivery of Real Time Passenger Information across the Borough's bus network is also identified as a short term measure. The three identified SUEs will require new or extended bus services linking to key destinations such as the town centre and rail station.
- 14.6.4 In reference to representation LP051, rail aspirations in the Integrated Transport Strategy and West Midlands Region Rail Development Plan (F5) now must be treated as more long-term aspirations due to changes to Network Rail's delivery plans (MOD027).
- 14.6.5 Both of the major transport packages in the Integrated Transport Strategy, paragraphs 6.15 and 6.19, also include support for pedestrians and cyclists, including links to and from the town centre, Tamworth rail station and education as well as a footbridge over the Cross Country railway line. Further proposals include the provision of a walk/cycle bridge linking the Dunstall Lane SUE to the A51 Lichfield Road, the ongoing Central Rivers Initiative (paragraph 6.14) and improved pedestrian and cycle links on the Wilnecote Regeneration Corridor (para 6.22).
- 14.6.6 In addition the Council have looked at the existing cycle network and consider several gaps could be filled. The network is shown in Figure 7.1 of the Local Plan.

These are being considered as part of ongoing Local Sustainable Transport Fund study work.

- 14.6.7 Aspirations for public realm improvements and the strategy for green infrastructure in chapter 6 of the Local Plan, including circular recreational routes (paragraph 6.19) and for the town centre in chapter 4 will also support walking and cycling (paragraphs 4.28, 4.30, 4.35, 4.36).

## 15. Green infrastructure and the historic environment

### ***15.1 Do policies EN1-6 provide a clear and integrated framework for conserving, managing and increasing the Borough's Green Infrastructure?***

- 15.1.1 The Local Plan makes it clear that the green and blue infrastructure network is a particular feature of Tamworth and Policies EN1-4 cover the elements of the network: the wider landscape outside the urban area (EN1), Green Belt (EN2), open space and blue and green links (EN3) and biodiversity (EN4). Policy EN5 covers design of new development and makes reference to landscaping and open space. The overall aim of the Local Plan is to make the network multifunctional, connected, high quality and accessible.
- 15.1.2 Protection and enhancement of the landscape (EN1) outside the urban area (which includes the Green Belt) will be guided by character types and landscape policy types, as defined by Natural England and Staffordshire County Council. Arising from a representation from the County Council to paragraph 6.5 (LP075a), the Council proposes a modification (MOD033) to include the historic element of the landscape as informed by the Extensive Urban Survey (K9). As a consequence of this modification the Council is proposing to make further modifications to Policy EN1 and paragraphs 6.7 and 6.8 (MOD060, MOD061 and MOD062).
- 15.1.3 The Local Plan's approach to conservation and protection of the Green Belt (EN2) is in accordance with national policy, with the additional objective of increasing its biodiversity and geodiversity value and encouraging public access and informal recreation. This is particularly strong on the western side of the Green Belt which contains a range of biodiversity and geological designations including Dosthill Park Local Nature Reserve, Middleton Lanes and the former quarries (G2, page 15).
- 15.1.4 The open space network is protected against loss except where there are exceptional circumstances (Policy EN3, criteria a)-c)). Sites of biodiversity value are given appropriate protection depending on their status (bullet points under EN4), in line with the NPPF (paragraph 113). All the policies promote improvements to the quality of the network and links between sites for pedestrians, cyclists and wildlife.
- 15.1.5 Policy EN5 ensures that new development is appropriately landscaped, using native species where possible and open space provided in accordance with Policy EN3.
- 15.1.6 In terms of increasing the amount of green space, Policy EN3 encourages the provision of new open space on development sites. Within the SUEs and other large sites, using the standard set out in the policy of 2.43 hectares per 1000 population it is estimated that approximately 22.3 hectares will be created and distributed as follows:
- Tamworth Golf Course: 9.7ha
  - Anker Valley: 4.72ha
  - Dunstall Lane: 6.38ha
  - Windmill Farm, Coton Lane: 1.5ha
- 15.1.7 Tamworth is highly constrained and it is not always possible to create new open space. The Recreational Open Space Review (H2) found that there was no overall

shortage of open space in quantity terms (paragraph 3.4); the issue was a shortage of specific types (an urban park in the east of Tamworth and a general lack of play facilities), quality and access. The Local Plan through Policy EN3 proposes contributions to improve the quality and accessibility of nearby open spaces as an alternative to on-site provision. The Green Infrastructure section of the Infrastructure Delivery Plan (pages 147-150) lists outcomes for each of the SUEs, an urban park in the east of the borough, improved play facilities at specific sites, three circular access routes and actions for local nature reserves.

- 15.1.8 A small number of allocations impact on biodiversity sites of both national and local importance; however, none have been rejected because of unacceptable impact on biodiversity. All three SUEs are located close to sites of biodiversity importance but it is considered that the impacts can be mitigated and that adequate provision is made in Policies HG2 and EN4 to achieve this.
- 15.1.9 The Golf Course SUE impacts on the Alvecote Pools Site of Special Scientific Interest (SSSI) and the Hodge Lane Local Nature Reserve (LNR), it also borders the Coventry Canal along its northern boundary. Natural England has previously maintained an objection to the impact of the Golf Course on the SSSI (LP044). However, the outline planning application has been submitted and is currently being determined. Natural England has subsequently indicated that it is satisfied that Policy HG2 provides sufficient safeguard for the SSSI, if alternative proposals are ever put forward for the site providing the third bullet point in the Golf Club section of HG2 is maintained. The Council and Natural England have signed a Statement of Common Ground (EX2) to this effect.

***15.2 Does policy EN6 provide an appropriate and realistic framework for the conservation of the Borough's historic environment?***

- 15.2.1 Local Plan paragraph 6.42 explains that Tamworth contains designated and non-designated heritage assets. The NPPF in paragraph 126 states that LPAs should set out a positive strategy in their local plans for the conservation and enjoyment of the historic environment. The Council considers that Policy EN6 provides an appropriate and sound basis for conserving Tamworth's heritage assets and is based on the evidence listed in paragraph 6.43: the Conservation Area Appraisals (K1-7), Heritage at Risk, Extensive Urban Survey (K8) and Heritage Impact Assessments for the allocated sites (K9). These clearly identify what it is special and significant, issues and priorities for action.
- 15.2.2 Policy EN6 refers to the heritage asset types that are present in Tamworth and sets out criteria to be applied to proposals affecting them. It then goes on to address issues identified in the evidence that are specific to Tamworth, including archaeology, key town centre buildings, negative features, public realm and heritage at risk. The policy supports the positive reuse of historic buildings and acknowledges the importance and contribution of non designated assets. Enhancement is of equal importance as conservation and the policy makes reference to the need to take the opportunity to enhance buildings, negative features, public realm etc. The Council is preparing management plans for each conservation area, which will identify specific building and public realm improvements. The approach is considered to be realistic and achievable.
- 15.2.3 A number of allocated housing sites impact on heritage assets, directly or indirectly. All of the allocations have been subject to a Heritage Impact Assessment (K9) which assesses the significance of any asset affected, how it might be affected by development and how the impact can be mitigated. K9 shows that it is possible to

mitigate any impacts on heritage assets through a proper understanding of their significance and subsequent design considerations. In many cases development is viewed positively and is an opportunity to enhance and better reveal the significance of the heritage assets.

- 15.2.4 The Council has been working with Historic England (formerly English Heritage) and Staffordshire County Council Historic Environment Team to ensure that the issues are appropriately translated into policy and that the policy is in accordance with the NPPF. The outstanding issue from Historic England at Pre-submission stage was the impact of the Spinning School Lane sites (507, 508, 509) allocated under Policy HG2: Housing on archaeology. The basis of the objection is the lack of evidence that the impact of development on the setting and significance of the heritage assets, namely the Saxon Defences scheduled ancient monument (SAM), had been considered. The Heritage Impact Assessment (K9) prepared for the Pre-Submission Local Plan found that whilst the presence of the scheduled ancient monument (Saxon Defences) was a constraint on development it was not a barrier and that with appropriate consideration of the heritage asset and mitigation, the sites could be developed. The Council is proposing to make two modifications (MOD080) to Table 5.1: Housing Allocations Guidance to clarify the need to take the status of the SAM into account and specify the need for appropriate archaeological assessment. Historic England has agreed that this would be satisfactory and has signed a Statement of Common Ground with the Council to this effect (EX7).

## **16. Renewable energy**

### ***16.1 Is the Plan sufficiently focused to provide meaningful guidance on the Plan's requirements for renewable energy?***

- 16.1.1 Support for renewable energy schemes and renewable generation as part of other developments is given in Local Plan Policy SU3 in order to meet the borough's climate change mitigation objectives.
- 16.1.2 The Staffordshire County-wide Renewable and Low Carbon Energy Study (G10), page 128, has estimated that there are limited options for renewable energy generation within Tamworth. Therefore the scope of guidance needed is limited.
- 16.1.3 Issues relating to renewable energy such as landscape, design, pollution (noise) and heritage can be sufficiently dealt with by development management officers in decisions by balancing the weight given to Policy SU3 against other policies in the plan, including EN4, EN5, EN6 and SU5.
- 16.1.4 Policy SU3 restricts the requirements for renewable energy to what is feasible. Therefore further guidance would relate to design advice. This can be provided either through inclusion in the Design SPD or through development management, including pre-application advice and master planning of major developments.

## 17. Development management

### ***17.1 Does the Plan provide sufficient guidance to cover aspects for new development, such as high quality of design and impact on living conditions for future occupiers and neighbouring residents?***

- 17.1.1 The NPPF states that one of the twelve core planning principles is to seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings (J1, paragraph 17). Policy EN5 is the main design policy in the Local Plan. It promotes high quality design in new development with the aim of raising standards. The first part of the policy is concerned with the visual appearance of the development (criteria a-e) but it goes further by addressing other aspects of design including legibility, highway issues, landscaping and open space. Criterion (g) seeks to minimise environmental impacts on neighbours, which could take the form of light, privacy or security. The policy states that poor quality design will be refused and proposals will be subject to design review where appropriate. The policy will be supported by a Design SPD, which will set out in more detail principles that can be applied to common types of development (householder, residential and commercial).
- 17.1.2 Other Local Plan policies refer to design and impact of development on its surroundings. Policy EC6 Sustainable Economic Growth requires new employment outside employment areas to be compatible with the surrounding uses. Policy HG2 Sustainable Urban Extensions criterion (c) requires the developments to be high quality, sustainable and inclusive. Proposals will be subject to design review. Policy SU4 Flood Risk and Water Management seeks to ensure that development does not increase the risk of flooding to existing properties by requiring a flood risk assessment for appropriate sites. Policy EN6 Protecting the Historic Environment requires development that would impact on heritage assets to pay particular attention to design details.
- 17.1.3 The Council considers that there are sufficient provisions both within EN5 and other policies, to promote high quality design and to protect the amenity of current and future residents.

## 18. Uncertainties and risks

### **18.1 Overall, does the Plan take sufficient account of uncertainties and risks? Is it reasonably flexible?**

- 18.1.1 The National Planning Policy Framework is clear in setting out that local planning authorities should ensure local plans are 'sufficiently flexible. Paragraph 14 of the NPPF which sets out the presumption in favour of sustainable development, goes on to state that for plan-making this means...*Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change...*
- 18.1.2 Further reference throughout the NPPF is made to flexibility in paragraph 21, it states that: *Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances.* Paragraph 47 states that local planning authorities should *...significantly [boost] the supply of housing...*
- 18.1.3 Paragraph 173 which is concerned with the viability and deliverability of development requires that sites and scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened.

### **Housing Supply**

- 18.1.4 Tamworth is a very small compact borough with tightly drawn boundaries and only limited areas of undeveloped urban fringe and countryside. The overall approach of the strategy is to concentrate development on land in sustainable locations within the existing urban area and a number of sustainable urban extensions to meet needs as far as possible within Tamworth. The Council will work with neighbouring authorities to provide the remainder of Tamworth's housing and employment needs.
- 18.1.5 It is clear that Tamworth cannot meet its objectively assessed housing needs and employment needs up to 2031. Taking the NPPF into consideration it is important that the housing requirement set maximises development in Tamworth, is realistic and deliverable. It is also important that the Local Plan is able to respond to change and is therefore flexible.
- 18.1.6 For the Local Plan to be flexible in regards to the supply of housing, it is clear that:
- more than sufficient housing sites need to be allocated to meet the requirement
  - sites with a range of capacities should be allocated
  - meeting needs is not reliant on one large site
  - that large sites can be flexible and their delivery is understood
- 18.1.7 In addition to this it is important that the housing requirement takes into account the Local Plan being able to deliver a 5 year housing supply throughout the plan period and having sufficient flexibility in the supply of 5% or 20% over what is required.

18.1.8 Taking into account the sites which have been built, are under construction, have permission and are proposed to be allocated there is a net capacity of 4,775 dwellings in Tamworth.

Housing Delivery	Total 2006 - 2031
Past Completions	1,494
Planning Permissions	407
Under Construction	58
Housing Allocations	2,940
Gross Total	4,894
Losses	123
Net Total	4,776

18.1.9 The sites which are proposed to be allocated cover a range of sizes from 10 units to 1,110 units. The site selection process is detailed in Site Selection Paper (A5). The indicative phasing of sites as shown in the updated Local Plan housing trajectory (EX13) shows that meeting housing needs is not overly reliant on one site alone. The delivery and viability of the 3 SUE sites has been assessed as has the viability for a representative range of housing allocations.

18.1.10 The flexibility in the housing supply must come from those 4,776 units and therefore setting a requirement of 4,776 would not give any flexibility to the housing supply and therefore the Local Plan would be vulnerable to unexpected change.

18.1.11 To ensure flexibility the housing requirement must be lower than 4,776 which would allow the plan to respond to changes. The level of flexibility must be meaningful so that it can 'make up' any shortfalls but it must not be too great that it pushes further housing need outside of Tamworth and into adjoining local authorities.

18.1.12 The 4,250 dwellings requirement set in the Local Plan works out as 170dpa (25 year plan period). Compared to the net supply of 4,776, this allows for flexibility of 526 dwellings. This additional supply would allow for flexibility in the supply in event of:

- Sites with planning permission lapsing
- Sites under construction stalling for many years
- Allocated sites not coming forward in the plan period or when expected
- Reduction in capacity of sites, particularly SUEs.

18.1.13 For example, if Dunstall Lane's capacity reduced by 15% (105 units) and several existing permissions this could remove approximately 1 years worth of housing from the supply.

18.1.14 The Local Plan has been prepared to ensure that these circumstances do not happen, but as stated, the NPPF requires the Local Plan to be able to respond to **unexpected circumstances**.

18.1.15 It is also important to remember that the supply of land in Tamworth is constrained and that this local plan process has sought to maximise the delivery of housing in a sustainable manner. Without sufficient flexibility in the Local Plan it would be at high

risk to unexpected changes and having an adequate supply of sites over the requirement is important to allow the plan to adapt to these potential changes.

- 18.1.16 When setting the housing requirement the 5 year housing supply and the ability for the plan to meet it should also be taken into consideration. Looking at the 5 year supply for the first 5 years of the Local Plan it is clear that this can be met and there is sufficient flexibility in the supply to meet a 5% or 20% buffer.
- 18.1.17 When looking at the following two other 5 year supply phases up to 2031 it is clear that the trajectory of proposed sites shows that a 5 year supply can be maintained across the plan period.
- 18.1.18 The Local Plan proposes additional allocations on sites within Flood Zone 3a, which total a further 140 dwellings. These sites have been allocated to promote development and further increase the supply of housing. However because the feasibility of any flood mitigation measures is unknown until the planning application stage it is not possible for these sites to be relied upon to come forward in the plan period and therefore have not been take into account when assessing the supply.

### **Policy**

- 18.1.19 It is important that policies within the Plan are all sufficiently flexible where possible. All policies within the Plan have been prepared to allow for flexibility in the event of unforeseen circumstances or previously unknown site specific issues arising.
- 18.1.20 The Whole Plan Viability Assessment (I1) considered the impact the Plan would have on site viability. The assessment has informed the preparation of the Plan and has ensured that policies would not place viability restrictions upon development.
- 18.1.21 Where appropriate policies have been prepared to allow for information to be submitted alongside planning applications to demonstrate mitigating circumstances where policy requirements cannot be met; in both demonstrating site viability issues and where other requirements of policy cannot be met.

## **19. Monitoring**

### ***19.1 How will the monitoring arrangements work? Should this matter be addressed as a policy?***

- 19.1.1 Monitoring and reviewing the implementation of policy is important to delivering sustainable development and sustainable communities. It is crucial to the successful delivery of the vision and spatial priorities of the Plan.
- 19.1.2 Chapter 8 – Implementation and Monitoring sets out how the Plan's policies will be implemented and monitored over the plan period. Appendix D sets out: the indicators; targets; and if necessary action to take for each policy. Once adopted the monitoring of the Plan will be reported on an annual basis. If indicators point towards targets not being met further action will be taken, which could result in the identified contingency measures being implemented. Information will be collected primarily from approved planning applications, but also through other sources where necessary.
- 19.1.3 The Council considers that it is not necessary to transpose Appendix D of the Plan into a new policy as current regulation requires the Council to prepare a monitoring report on an annual basis.

## **Appendix 1: Windfall Allowance**

- A.1. The Tamworth Borough Council Local Plan 2006-2031 was submitted for examination on 6 February 2015. In a letter dated 12 February 2015 the Inspector asked ... *Does the Council have an allowance for windfall sites, which may reduce the need to find at least some of the extra one thousand new houses referred to above?*
- A.2. The Council's response was that analysis of past trends and known future consented supply show the amount of windfalls has gradually declined and will continue to do so. It is uncertain a consistent supply of windfalls can be sustained and it is likely the house building industry will move to Local Plan allocation sites with a higher certainty of securing permission.
- A.3. In an email dated 30 March 2015 the Inspector advised the Council to look at a potential windfall allowance, based on the past windfall rate with a threshold of sites under 0.5 ha, to ensure that housing development within the borough will be maximised.
- A.4. The National Planning Policy Framework (NPPF) defines windfall sites as ... *Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.*
- A.5. Paragraph 48 of the NPPF states that ... *Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.*
- A.6. The national PPG (Ref: 3-24-20140306) suggests that broad locations for windfall should be identified in order to apply an allowance after the first five years (in years 6-15) of a local plan.

### **Past Completions**

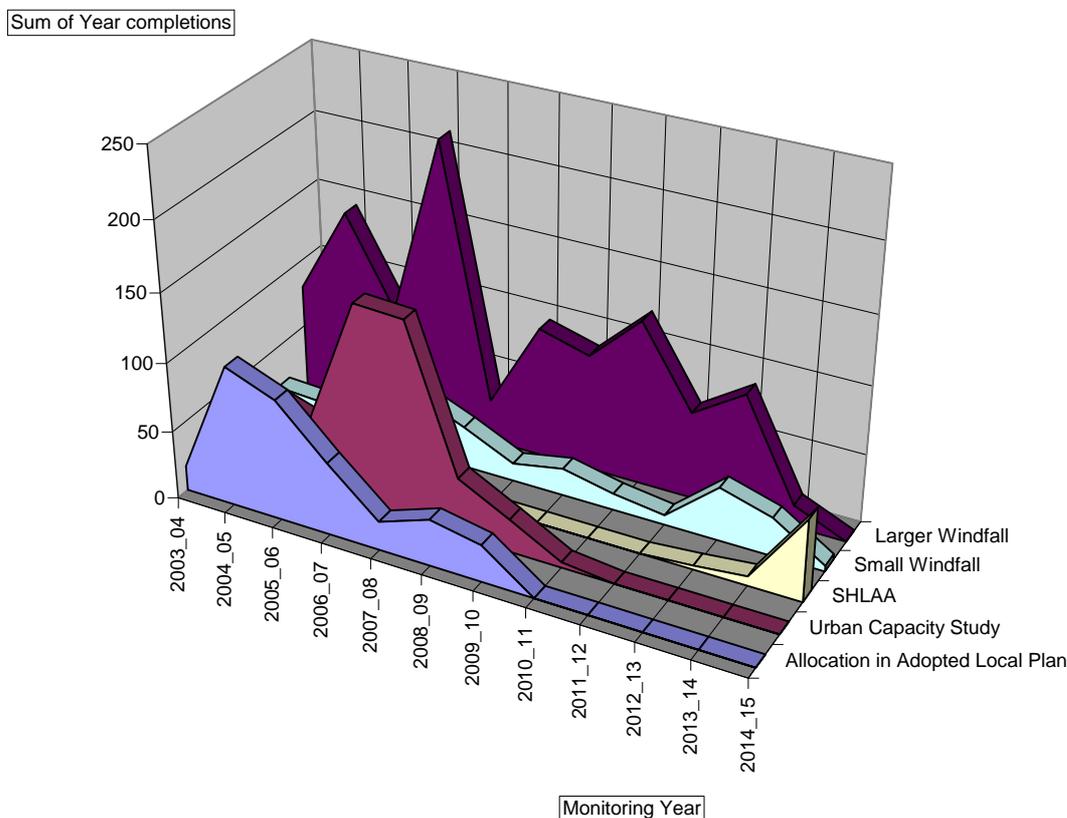
- A.7. The Council have monitored past housing completions and this does not provide compelling evidence that such sites have been available at a consistent level.
- A.8. Table 1 and Figure 1 show the overall breakdown of completions in past monitoring years by allocations (in the 2001-2011 Local Plan), sites otherwise identified by survey through the evidence base (Urban Capacity Study and SHLAA) and windfalls. Minor developments, 0-9 dwellings, are classed as small windfall.
- A.9. There is a massive range between years in the proportion of windfall development from 6% to 100%. Levels of windfall development have risen and fallen erratically but with an overall downward trend. The lowest level was in the most recent monitoring year, with only 4 completions.
- A.10. The highest levels of windfall housing came from sites granted planning consent in the early 2000s. These years were dominated by the redevelopment of a number of former large-scale manufacturing sites. The remaining employment land in the borough no longer includes these redundant premises left behind by heavy industry.

**Table 1 Annual Housing Completions by Source of Supply**

Sum of Year completions	Source of Supply						
Monitoring Year	Allocation in Adopted Local Plan	Urban Capacity Study	SHLAA	Small Windfall	Windfall	Grand Total	Percentage Windfall
2003_04	18	14	0	20	80	132	76%
2004_05	102	65	0	18	144	329	49%
2005_06	88	53	0	14	81	236	40%
2006_07	53	148	0	45	213	459	56%
2007_08	21	146	0	30	31	228	27%
2008_09	34	43	0	13	95	185	58%
2009_10	27	24	0	20	85	156	67%
2010_11	0	4	0	12	120	136	97%
2011_12	0	0	0	7	63	70	100%
2012_13	0	0	3	39	87	129	98%
2013_14	0	0	7	28	16	51	86%
2014_15	0	0	60	4	0	64	6%

A.11. It can also be seen that windfall has filled the supply gap between identification of sites for the 2006-2011 Local Plan and the preparation of the first detailed SHLAA in 2011. That SHLAA was more detailed than the previous one in 2008, which was more strategic in nature, and comprehensively identified small and previously developed sites. Since 2011 an increasing proportion of the sites have been identified prior to receiving planning applications. The first completions from these sites occurred in 2012/13, and in 2014/15 they increased dramatically to make up 94% of the supply.

**Figure 1 Chart of Annual Housing Completions by Source of Supply**



- A.12. The overall supply from identified sites would further increase following adoption of the Local Plan allocations. There is also a residual supply on adopted Local Plan allocations. More than half of these are on the site Land South of St Peters Close that has commenced in 2014/15.

**Sites Under 0.5 hectares**

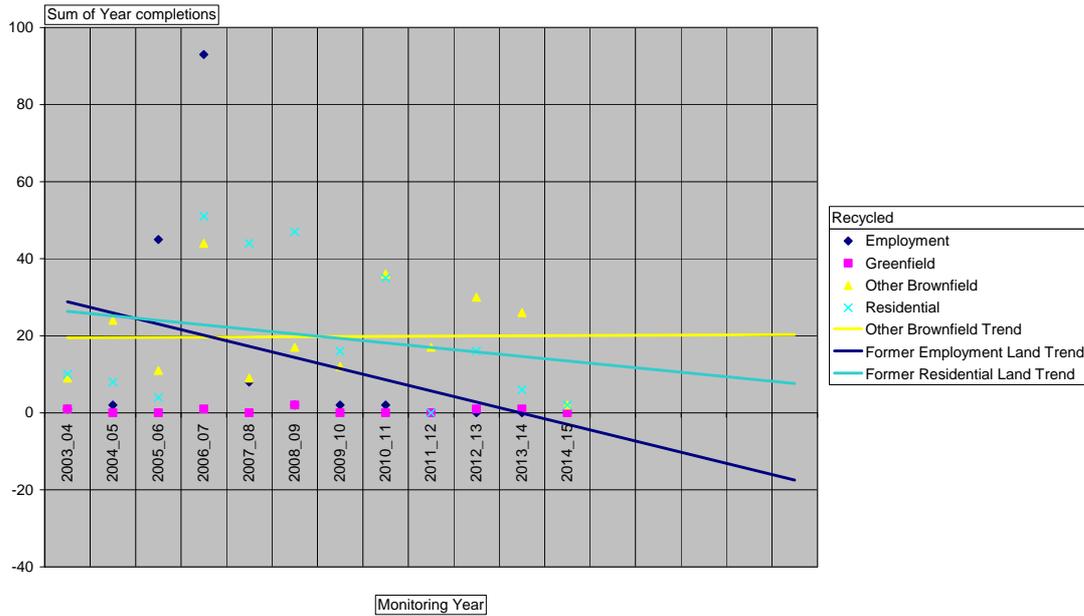
- A.13. In line with the Inspector's advice in his e-mail dated 30 March, the remainder of the windfall analysis is focused on sites under 0.5 ha. The former land use and the size of past windfall sites are investigated to identify if an element of the supply could be relied on for the future, in contrast with the inconsistent overall picture.

**Table 2 Annual Windfall Housing Completions by Former Land Use on Sites under 0.5 ha**

Sum of Year completions	Former Land Use				Grand Total
	Monitoring Year	Employment	Greenfield	Other Brownfield	
2003_04	1	1	9	10	21
2004_05	2	0	24	8	34
2005_06	45	0	11	4	60
2006_07	93	1	44	51	189
2007_08	8	0	9	44	61
2008_09	2	2	17	47	68
2009_10	2	0	12	16	30
2010_11	2	0	36	35	73
2011_12	0	0	17	0	17
2012_13	0	1	30	16	47
2013_14	0	1	26	6	33
2014_15	0	0	2	2	4

- A.14. Table 2 and Chart 2 show the breakdown in windfall completions by former land use in past monitoring years for sites under 0.5 ha in area. Figure 2 includes simple linear trend lines projected forwards by 5 years. These are used to show the consistency of windfall supply from different land types and the likelihood of such supply being available in the future.
- A.15. The clear downward trend from former employment land suggests this type of windfall housing will not likely be available in the future. As stated above the supply of redundant industrial land has been dramatically reduced in Tamworth. This is unsurprising given the unusually high level of past brownfield development in Tamworth (over 90% - Availability of Residential Land, 2015). There is a finite amount of employment land remaining and the Employment Land Review – Stage 2 (2013) estimates that need for land for employment uses already exceeds the supply in Tamworth for the plan period. It is therefore unlikely that further land will be recycled for residential use beyond that allocated by the Local Plan.

**Figure 2 Chart of Annual Windfall Housing Completions by Former Land Use on Sites under 0.5 ha**



A.16. The downward trend from former residential land is not as marked. This suggests that due to the high level of brownfield development, excess land within existing residential neighbourhoods may be decreasing but not to exhaustion yet. Windfall from other brownfield land varies significantly from year to year but the trend indicates a consistent average over a longer time period. Much of this supply has come from the town centre and local and neighbourhood centres. It appears that some supply from former residential and other brownfield land should continue in the future. There has been no regular past supply of windfall housing from greenfield land.

A.17. In order to add greater certainty to a projection of future windfall supply, the site size for past completions is also considered. Returning to the source of supply, monitoring data is divided into 0-9 dwelling minor developments (small windfall) and 10+ major developments (windfall). Table 3 and chart 3 show past completions by source of supply for sites under the 0.5 ha threshold. Simple linear trend lines for the two windfall size categories are projected forwards 5 years.

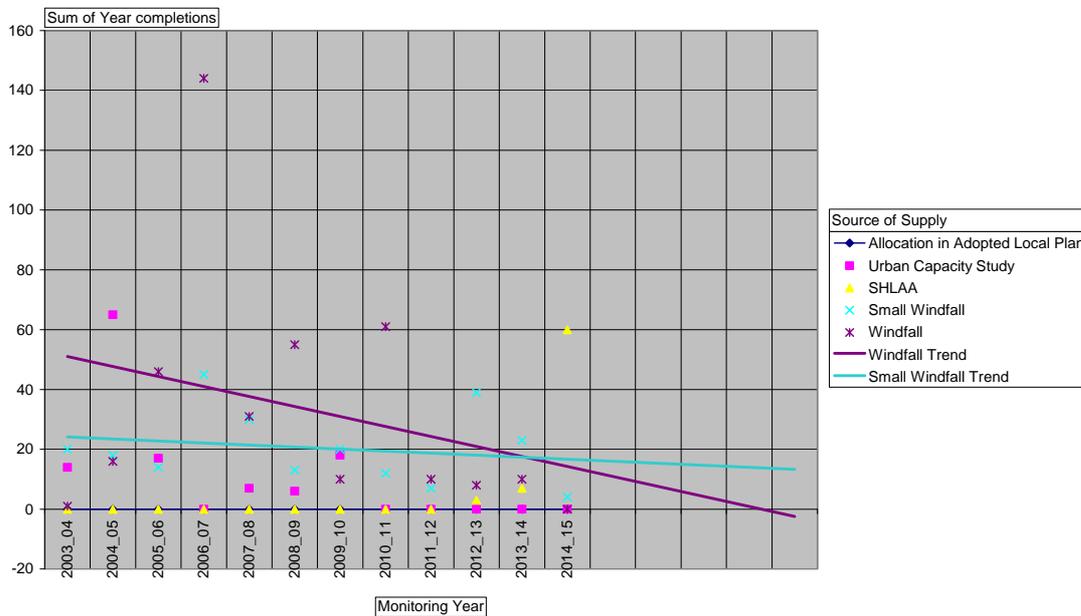
**Table 3 Annual Housing Completions by Source of Supply for Sites under 0.5 ha**

Sum of Year completions	Source of Supply					
	Allocation in Adopted Local Plan	Urban Capacity Study	SHLAA	Small Windfall	Windfall	Grand Total
2003_04	0	14	0	20	1	35
2004_05	0	65	0	18	16	99
2005_06	0	17	0	14	46	77
2006_07	0	0	0	45	144	189
2007_08	0	7	0	30	31	68
2008_09	0	6	0	13	55	74
2009_10	0	18	0	20	10	48
2010_11	0	0	0	12	61	73
2011_12	0	0	0	7	10	17
2012_13	0	0	3	39	8	50
2013_14	0	0	7	23	10	40
2014_15	0	0	60	4	0	64

A.18. The trend in major windfall developments is downward, projected to disappear within 4 years. It is considered that the vast majority of potential sites in this size category have been identified through the comprehensive SHLAA and ongoing call for sites process throughout the preparation of the emerging Local Plan. All deliverable and developable sites for the plan period have been proposed as housing allocations in the pre-submission Local Plan 2006-2031. Housing supply through windfalls of this size should fall as the house building industry moves to bring forward the much larger capacity and range of housing sites in the emerging Local Plan. Future windfall housing from major developments on sites under 0.5 ha is therefore not considered a reliable source of supply.

A.19. The trend for small windfall sites on the other hand shows only a slow rate of decrease over time and some supply from small windfall could be expected in the future.

**Figure 3 Chart of Annual Housing Completions by Source of Supply for Sites under 0.5 ha**



**Projecting a Potential Windfall Allowance**

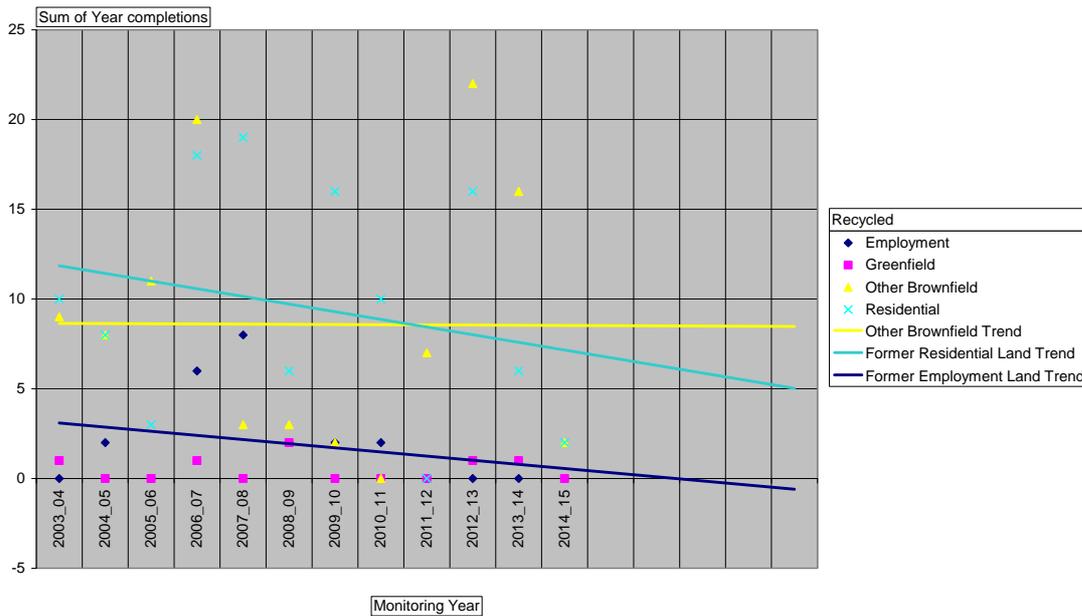
A.20. The analysis above suggests that small windfall housing on former residential and other brownfield land has been the only consistent element of past completions. Table 4 and Chart 4 show the breakdown of annual small windfall housing completions for past monitoring years. Once more, a simple linear projection shows that the same former land uses provide the best candidates for future supply.

**Table 4 Annual Small Windfall Housing Completions by Former Land Use**

Sum of Year completions	Former Land Use				Grand Total
Monitoring Year	Employment	Greenfield	Other Brownfield	Residential	Grand Total
2003_04	0	1	9	10	20
2004_05	2	0	8	8	18
2005_06	0	0	11	3	14
2006_07	6	1	20	18	45
2007_08	8	0	3	19	30
2008_09	2	2	3	6	13
2009_10	2	0	2	16	20
2010_11	2	0	0	10	12
2011_12	0	0	7	0	7
2012_13	0	1	22	16	39
2013_14	0	1	16	6	23
2014_15	0	0	2	2	4
Average	2	1	9	10	20

A.21. If you were to project the residential linear trend forward, that supply would decrease over time. However, as this assessment has entirely eliminated other more unreliable sources of windfall, the past average of both former residential and other brownfield small windfall are proposed for a potential annual allowance figure.

**Figure 4 Chart of Annual Small Windfall Housing Completions by Former Land Use**



A.22. The NPPF also requires the subtraction of development on garden land from a windfall allowance. Table 3 shows that on average 3 annual small windfall completions have been on garden land

**Table 5 Annual Small Windfall Housing on Garden Land**

Windfall on Garden Land	
Year	Small Windfall
2003/04	2
2004/05	5
2005/06	2
2006/07	5
2007/08	2
2008/09	5
2009/10	7
2010/11	4
2011/12	0
2012/13	2
2013/14	4
2014/15	0
<b>Total</b>	<b>38</b>
<b>Average</b>	<b>3</b>

- A.23. After subtracting development on garden land, the potential windfall allowance is 16 dwellings per annum (Table 6).

**Table 6 Potential Annual Windfall Allowance**

Average past annual completions on small windfall sites:	(Former Residential)	10
	(Other Brownfield)	9
Average past garden land completions on small windfall sites:		3
Potential Annual Windfall Allowance:		16
5 Year Total Windfall Supply		80

### Summary of Analysis

- A.24. Past housing completion data does not provide evidence that windfall supply has been consistent in Tamworth. However, starting from a 0.5 ha threshold and further narrowing the analysis to windfalls of up to 10 dwellings from brownfield land other than employment land, a relatively consistent element of past supply is identified. After subtracting development on garden land, projecting this average supply would produce a windfall allowance of 16 dwellings per annum.
- A.25. This is the most reliable potential figure that can be arrived at. Nevertheless, some uncertainties remain over whether this allowance would provide consistent delivery. The former residential component relies on excess land in residential neighbourhoods, for instance due to the way housing estates have been laid out. The other component relies mainly on conversions or redevelopments in retail centres. Both of these represent a finite supply of land or existing buildings for conversion.
- A.26. Furthermore, the PPG suggests that without identified broad locations a windfall allowance should only be made for 5 years. All would-be broad locations in Tamworth have been assessed through the site selection process and those which are developable or deliverable have been proposed as allocations in the Local Plan.
- A.27. It is also important to consider that: the emerging Local Plan seeks to bring forward a larger amount and more diverse range of housing allocations than the 2001-2011 Local Plan. It is likely the house building industry will move to develop sites with a higher certainty of securing planning permission (i.e. those which are allocated in the

Plan), although local small scale builders may remain interested in small windfall sites.

- A.28. In conclusion, 16 dwellings per annum would be the most appropriate windfall allowance. Bearing in mind the concerns over the finite land supply in the Borough and the favourability of allocated sites to house builders, caution should be taken to the inclusion of this projected supply in the Local Plan. Sufficient flexibility should be retained to deliver the housing requirement.