

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: 12 FEBRUARY 2015
title: HOUSING LAND AVAILABILITY
submitted by: DIRECTOR OF COMMUNITY SERVICES
principal author: JOANNE MACHOLC, SENIOR PLANNING OFFICER

1 PURPOSE

1.1 To provide Members with information on the results of the most recent Housing Land Availability Survey, which has a base date of 31 December 2014, and to outline amendments to the methodology for calculating the supply position.

1.2 Relevance to the Council's ambitions and priorities

- Community Objectives - The information in this report relates to the delivery of housing which is a key theme of the recently adopted Core Strategy.
- Corporate Priorities - This information is relevant to the adopted Core Strategy which is a spatial expression corporate priorities
- Other Considerations - Councils have a duty to update housing supply annually.

2 INFORMATION

2.1 The Council has a duty to ensure a 5 year supply of deliverable housing land (NPPF paragraph 47). The issue of five year supply continues to be a key matter in the determination of planning applications and appeals.

2.2 Housing land surveys are conducted on a regular basis and reports produced which monitor housing development across the Borough and set out the latest supply position in relation to the relevant strategic requirement. On occasion updates are produced in the interim to inform major appeals.

2.3 From adoption of the Core Strategy, housing monitoring is to be undertaken half yearly. The most relevant date to be monitored is at 31st March which represents the end of the monitoring year for the purposes of producing a Monitoring Report (previously referred to as Annual Monitoring Reports). The latest published position is at 30th June 2014 so the 31st December survey provides information for the last six months. The next report will have a base date of 31st March and thereafter six monthly. This frequency is considered to provide best efficiencies in relation to the increasingly intensive monitoring role. It is noted that NPPF envisages annual updates.

2.4 The Survey provides information on the number of dwellings completed, information on sites with planning permission and their development status. It enables the Council to create a picture of construction trends and activity rates together with base line evidence on the amount of land that is available to be brought forward.

2.5 Outputs from the survey show that 1023 dwellings have been constructed since April 2008 (i.e. a 6.75 year period). In the monitoring year 2014-2015 to date (1 April – 31 December), 288 have been built. The activity in the current year represents a significant increase on previous years.

2.6 The supply position at 31 December 2014 can be summarised as:

| | <u>No. dwellings</u> |
|--|----------------------|
| • Units with full planning permission – not started | 372 |
| • Units with outline planning permission – not started | 1803 |
| • Sites commenced, units remaining but not started | 335 |
| • Units under construction | 225 |
| • Conversions - not started | 88 |
| • Conversions –under construction | 45 |
| • Affordable Housing Sites (not started) | 892 |
| TOTAL | 3760 |

(note: planning permissions granted since 31 December are not included)

2.7 In addition, at 31 December, 387 dwellings were the subject of planning applications awaiting the completion of Section 106 Agreements. They are not included in the table above as the sites do not yet have planning permission. However given that development of these sites has been agreed in principle they are generally included in the supply. The Council has put in place measures to monitor progress on the completion of Agreements and their inclusion in the supply is regularly reviewed.

2.8 The relevant strategic housing requirement is set out in the Core Strategy which was adopted on 16th December 2014. H1 of the Core Strategy sets out a housing requirement of 5600 dwellings for the plan period 2008 to 2028. This equates to an annual average completion rate of at least 280 per year. Therefore the figure of 280 per year is used for monitoring purposes.

In addition to endorsing the overall housing requirement, the Inspector also considered in his report, based on the April 2014 Housing Land Availability Schedule that the Council could demonstrate a five year supply of housing. This was despite representations to the contrary. This endorsed the Council’s approach to calculating housing supply, based on the Sedgfield method (as resolved in October 2013 - Minute 369). Therefore the Council will continue to use this method. In addition the Inspector considered that, “Moreover, the exclusion of windfall sites suggests that the present five year land supply may be a conservative estimate”

2.9 Sites with planning permission are normally considered deliverable in terms of the NPPF. Some work has been undertaken on deliverability and related issues have been discussed at various appeals. As a result some sites are considered undeliverable in

the five year period and are excluded from the supply. The attached calculations include allowances for such sites (set out in Appendix 1). They are kept under review.

- 2.10 Some large sites are deliverable but due to their scale will not be fully developed in the five year period. In such cases only those elements considered deliverable in the five year period are included in the calculations. The remainder will be delivered in subsequent years. There are two such sites in the latest survey: Land at Higher Standen Farm and part Littlemoor Farm; and Land to the south and west of Whalley Road, Barrow as detailed in Appendix 1. The inspector explicitly considered the contribution of both sites in relation to housing land supply and considered that an allowance of 300 each was “broadly reasonable”. A further large site, Land off Waddington Road, is subject of a resolution to grant planning permission at 31st December 2014 but the Section 106 was unsigned at that point. An estimate is made for the contribution the site will make to housing delivery in five years.
- 2.11 Following the Inspector’s Report, consideration has been given to the inclusion of a windfall allowance based on definitions and advice in NPPF. This would not normally include residential gardens and, at this stage has been restricted to brownfield sites. Only the Principal settlements of Clitheroe, Longridge and Whalley and the nine Tier One settlements were considered as the development strategy (DS1) of the Core Strategy does not envisage significant new housing outside these settlements except in specific circumstances. Development rates were considered for development that has taken place or is under construction in them since 2008. Development outside the boundaries of these settlements or in relation to other settlements or open countryside is not included. Furthermore in order that any allowance is not skewed by a single large development, threshold of 10 dwellings in the Principal Settlements and 5 dwellings for the Tier One settlements were applied. The analysis shows that an average of about 23 dwellings a year has come forward in such circumstances. It is considered that this is a reasonable and realistic estimate of windfall to include in the supply (equating to 115 dwellings over the five year period). This will be kept under review especially in relation to greenfield sites and what contribution they make to supply.
- 2.12 The calculations continue to apply a 10% allowance for slippage. However this is to be kept under review as information on delivery becomes available in relation to actual development in the Ribble Valley context and specific sites. An immediate consideration is whether the 10% discount should apply to sites which are already under construction. It does not apply to dwellings which are actually under construction but it does apply to dwellings not commenced on sites under construction. 335 dwellings are not started on such sites. One site is already not included in the supply (Land at Dale View Billington) so 23 units are discounted. Of the remaining 312, 307 are on six large sites where development is in progress with some dwellings already completed and/or under construction. All are highly likely to be developed in 5 years. There are no further applications which seek a reduction in the number of dwellings and indeed an application has been considered on one of the sites to increase the number of dwellings by an additional three. On this basis, it is not necessary to apply the 10% discount.
- 2.13 Appendix 1 shows the calculation of the five year requirement. The five year requirement is for 2547 dwellings (equivalent to 510 per year). The identified supply including allowances is 2826 dwellings. On this basis there is a 5.54 year supply.

- 2.14 The Housing Land Availability Schedule January 2015 will be made available on the Council's website and a copy placed in the Members Room.
- 2.15 The Council will continue to keep matters under review and undertake regular monitoring of the housing land situation.

3 RISK ASSESSMENT

3.1 The approval of this report may have the following implications

- Resources – the monitoring of housing land is undertaken within existing resources. Six monthly monitoring brings significant efficiencies to resource requirements.
- Technical, Environmental and Legal – the monitoring of housing land at least annually is a requirement of NPPF (para. 47)
- Political – the housing land position is a key consideration in the determination of applications and appeals
- Reputation – Regular updating and publishing of the housing land position demonstrates that the Council is fulfilling its duties.
- Equality & Diversity – no direct implications

4 RECOMMENDED THAT COMMITTEE

- 4.1 That the housing land position at 31 December 2014 is noted and that minor amendments to the methodology in relation to inclusion of a windfall allowance and the application of the 10% allowance for slippage are endorsed.
- 4.2 That authority is delegated to the Head of Planning Services in consultation with the Chairman of Planning and Development to make further adjustments to the calculations in the future as may be relevant in the light of further monitoring and analysis of trends.

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BACKGROUND PAPERS

Housing Land Availability Schedule January 2015 (available on the website)
NPPF

For further information please ask for Joanne Macholc, extension 3200.

REF: JM/120215/P&D/EL

Housing Land Position at 31st December 2014**Annualised requirement**

The Core Strategy was adopted on 16th December 2014. Policy H1 sets an overall requirement of 5600 dwellings for the plan period 2008 – 2028 which equates to 280 dwellings per year. The 5 year requirement is calculated as follows:

| | | |
|---|--|------|
| A | Planned provision 2008 - 2028 | 5600 |
| B | Annual equivalent | 280 |
| C | Five year requirement (Bx5) | 1400 |
| D | Plus 20% buffer – NPPF para. 47 (B+C) | 1680 |
| E | Completions 1/4/2008 – 31/12/2014 (6.75 years) | 1023 |
| F | Shortfall [(6.75x B)-E] | 867 |
| G | Total five year requirement (D+F) | 2547 |
| H | Annual requirement (G÷5) | 510 |

Identified supply at 31st December 2014

| | |
|--|-------------------|
| Sites subject to Section 106 Agreements | 387 |
| Sites with planning permission not started: | |
| Sites with full permission | 372 |
| Sites with outline permission | 1803 |
| Conversions not started | 88 |
| Affordable Units not started | 892 |
| | <i>Sub total:</i> |
| | 3542 |
| Less sites not deliverable | 48 |
| Less dwellings on large sites deliverable beyond 5 year period | 1069 |
| | <i>Sub total:</i> |
| | 2425 |
| Less 10% slippage | 243 |
| Less a further 31 dwellings in relation to Lawsonsteads (remainder of site with outline permission) | 31 |
| | <i>Sub total:</i> |
| | 2151 |
| Plus sites under construction (225 + 45) less 22 | 248 |
| Plus Dwellings not started on sites under construction (335 less 23 dwellings at Land off Dale View) | 312 |
| Plus windfall allowance | 115 |
| | TOTAL |
| | 2826 |

Supply = 2826 ÷ 510
= 5.54 years

Deductions from the supply

Sites with planning permission are usually considered deliverable in accordance with NPPF. The following sites have planning permission but are not considered deliverable and are excluded from the 5 year supply:

| Sites with planning permission | Total no. | Market units | Affordable Units | Development status |
|--------------------------------|-----------|--------------|------------------|---------------------------------------|
| Land off Dale View | 23 | 23 | 0 | Site under construction but 23 remain |
| Victoria Mill, Sabden* | 30 | 7 | 23 | Not started |
| Victoria St Garage, Clitheroe | 9 | 9 | 0 | Not started |
| Pack Horse Garage | 9 | 9 | 0 | Not started |
| total | 71 | 48 | 23 | |

* site at Victoria Mill has pp for 70 dwellings and is included in the overall figures. However the council has resolved to approve a further scheme for 40 dwellings which is subject to a section 106 agreement which is likely to be implemented in favour of the scheme for 70. Therefore 30 deducted.

A further site at Lawsonsteads has an extant outline planning permission for 206 dwellings. It has been indicated that the number of dwellings in the reserved matters application is likely to be about 155. This amounts to a reduction of 51 dwellings. Since the 10% slippage allowance would equate to a deduction of about 20 dwellings, a further 31 dwellings are deducted from the calculation to fully reflect this. Future surveys will pick up any variations.

Small sites/conversions under construction

A total of 22 units to be deducted.

Large sites

The Council considers that the following sites are deliverable but due to the scale, will not be fully developed in the five year period. The following allowances are made in the calculations:

| Site | Reference | Status at 31/12/2014 | Total dwelling capacity | Allowance in 5 year period | Remainder deliverable beyond 5 years |
|---|-------------|---|-------------------------|----------------------------|--------------------------------------|
| land at Higher Standen Farm & part Littlemoor Farm | 3/2012/0942 | Approved 17/4/14 | 1040 | 300 | 740 |
| Land to the south and west of Barrow and west of Whalley Road, Barrow | 3/2012/0630 | Outline planning permission granted on appeal 20/2/2014 | 504 | 300 | 204 |
| Land off Waddington Road, Clitheroe | 3/2014/0597 | Unsigned Section 106 | 275 | 150 | 125 |
| TOTAL | | | 1819 | 750 | 1069 |