Bolsover District Council

Planning Committee

12th October 2016

Five Year Housing Supply

Report of the Joint Assistant Director of Planning and Environmental Health (Written by Interim Planning Policy Manager)

This report is public

Purpose of the Report

- To set out the background to the assessment of the Council's five year supply of deliverable housing.
- To approve the annual assessment and publication of the five year supply of deliverable sites for housing as required by paragraph 47 of the National Planning Policy Framework (NPPF) 2012.

1 Report Details

Introduction

- 1.1. Members will be aware that for a number of years Councils have been required to publish annually whether they have a five year supply of deliverable housing sites¹. Where a Council cannot demonstrate a five year supply of deliverable housing sites, housing applications fall to be considered in the context of the presumption in favour of sustainable development, as relevant policies for the supply of housing may not be considered up to date. Therefore whether or not an authority has a five year supply has a direct impact on the Council's ability to influence the location of new housing. The adoption of a new Local Plan and achievement of a five year supply will give members greater control over the location of new housing development in the district.
- 1.2. Whilst the absence of a five year supply is not conclusive in favour of the grant of planning permission, the Secretary of State and his inspectors usually place great weight on the need to demonstrate a five year supply in line with paragraph 47 of the National Planning Policy Framework which emphasises the need 'to boost significantly the supply of housing'.

Objectively Assessed Need and Housing Targets

1.3. The National Planning Policy Framework (2012) introduced the phrase 'objectively assessed needs' for housing (although the phrase is relatively new, the ideas

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¹ See paragraph 1.12 below for the definition of 'deliverable in this context.

- underpinning it are not). It is important to note that objectively assessed need is not the same as housing provision or a housing target.
- 1.4. Objectively assessed need (OAN) is based on modelling work using demographic factors such as births, deaths, number of households; migration patterns; and, employment to predict the number of houses likely to be needed in an area. This basic data is refined by considering other factors, such as whether household formation has been suppressed by affordability or past under provision, or whether the figures will support forecast employment growth to arrive at an objectively assessed need.
- 1.5. The objectively assessed need for housing in Bolsover district was calculated by independent consultants as part of the Strategic Housing Market Assessment (November 2013). This identified the OAN as between 235 240 homes a year. The upper figure (240) was used to calculate the requirement for housing in the district for the last two years, and is being utilised in developing the Local Plan.
- 1.6. Following consultation on the Identified Strategic Options during October-December 2015, in February 2016 the Council selected a preferred housing target for the emerging Local Plan for Bolsover District of 240 dwellings per year based on meeting the OAN. This preferred housing target has been reconsidered and it is proposed that this target is reconfirmed for inclusion in the draft version of the Local Plan for Bolsover District (as discussed elsewhere on this agenda).

The Housing Requirement

- 1.7. For the last two years, the housing requirement has been based on the objectively assessed need identified in the Strategic Housing Market Assessment (SHMA) of 240 dwellings a year. This approach accords with the preferred housing target for the emerging Local Plan for Bolsover District.
- 1.8. The SHMA has a base date of 2011. Any shortfalls in delivery from this date have to be added to the requirement. Table 1 below shows that between the 1st April 2011 and the 31st March 2014, housing delivery was significantly below the annual requirement but that there has been an encouraging uplift in delivery in the past two years.

	Table 1: The shortfall to date against the Objectively Assessed Need of 240 and selected Local Plan housing target								
Year	Annual Requirement	Completions (Net)	Shortfall						
11/12	240	124	116						
12/13	240	120	120						
13/14	240	136	104						
14/15	240	253	-13						

15/16	240	326	-86
Total	1200	959	241

1.9. However, as can also be seen from Table 1 this uplift has not been sufficient to yet offset the previous shortfall and therefore the outstanding 241 dwellings need to be added to the next five year supply period. This also means that the Council's historic record of 'persistent under delivery' remains at the present time.

The Housing Supply

- 1.10. Government policy in relation to the supply of housing in the 5 year supply is that it should be 'deliverable'. For the purposes of this assessment this means that sites should be available; in a suitable location; with a realistic prospect that housing will be delivered on the site within five years, and in particular that development of the site is viable. Not all sites with planning permission are 'deliverable'.
- 1.11. The assessment of the five year supply for deliverable housing follows the completion of the annual Residential Land Assessment. This includes a survey of all the sites in the District with planning permission (including sites with committee resolutions to approve subject to completion of S106 agreements), and sets out how many houses have been built, and how many houses are still to be built. Owners / developers of major sites with planning permission have been surveyed to help assess when sites are likely to be developed. This information feeds into the assessment of how many sites will be deliverable over the next five years.
- 1.12. In addition to sites with planning permission, is it is proposed that the Council will be including housing allocations within the draft version of the Local Plan for Bolsover District (as discussed elsewhere on this agenda). The decisions underpinning these allocations will provide a policy stance on the few sites allocated in the current Bolsover District Local Plan that have not come forward. In addition, the sites allocated within the emerging Local Plan may in theory make a contribution to the supply of deliverable housing sites where they fall within the five year supply window.
- 1.13. Table 2 below gives a breakdown of the components of the five year deliverable supply. Due to the five year supply update being published substantially into the monitoring year (traditionally as part of the Authority Monitoring Report), the table also includes an additional year in order to provide a robust five year supply position.

Table 2: Components of the five year deliverable supply								
Year	Supply - Sites with planning permission* at 31 st March 2016 considered to be deliverable	Additional deliverable supply from Local Plan allocations	Total					
2016/17	273	0	273					
2017/18	278	30	308					

2018/19	376	45	421
2019/20	400	30	430
2020/21	285	90	375
2021/22	315	85	400
Total	1927	280	2207

^{*}including sites with committee resolutions to approve subject to completion of S106 agreements

- 1.14. As can be seen in Table 2, following the Council's positive response to the historical lack of a five year supply, through its decisions on planning applications in recent years, the supply of deliverable sites has been significantly boosted. In this context, the additional supply of deliverable sites from Local Plan allocations is expected to begin contributing to the five year supply window in small quantities in the early years through sites with planning permissions granted after the 31st March 2016, that are also proposed to be supported by Local Plan allocations. A greater contribution will come from the proposed allocations currently without planning permission, once begin to be delivered.
- 1.15. Whilst all major sites in the district have been assessed for their deliverability, it is not practical to assess each minor site. Therefore, a lapse rate of 15% based on historic lapse rates on minor sites has been applied to the total number of dwellings provided by minor sites. This total deliverable minor site supply has then been apportioned across the first three years of the supply period to reflect the three year period for implementation and lack of significant infrastructure required to enable the site to come forward.
- 1.16. A full list of the deliverable sites included in the five year supply is set out at Appendix B.

Assessment of the five year supply

- 1.17. As set out in table 1, the housing requirement is 240 dwellings per year plus the existing shortfall. Taken over the forthcoming five years supply period, this would equate to a requirement of 1441 dwellings.
- 1.18. Against this housing requirement, as set out in table 2 the Council has 1807 dwellings in the deliverable supply for the same period, with an additional 400 dwellings expected within year six, i.e. 2021/22.
- 1.19. However, due to the Council's record of 'persistent under delivery', in addition to the requirement and shortfall there is a Government requirement to ensure the Council has a 20% buffer of deliverable land to increase the land supply to ensure choice and competition in the market. As such, this 20% buffer needs to be reflected in the five year supply assessment and the Council's quantity of deliverable supply measured against it.

1.20. Table 3 below shows the deliverable supply set against the requirement (including the 20% buffer).

Table 3: I	Deliverable supply	set against the	e requireme	ent and 209	% buffer
Year	1)Requirement based on objectively assessed needs	2)Shortfall to date spread over 5 years (see table 1 above)	Total 1+2	20% buffer	Deliverable Supply during 5 year period (See table 2 above)
2016/17	240	49	289	347	273
2017/18	240	48	288	346	308
2018/19	240	48	288	346	421
2019/20	240	48	288	346	430
2020/21	240	48	288	346	375
2021/22	240	0	240	240	400
Total	1440	241	1681	1971	2207

- 1.21. The table clearly shows that over the five year period, the Council has a 5 year requirement as required by the NPPF. The requirement of our OAN figure (240 dwpa) plus the under provision to date (241) comes to 1,681 dwellings and the 20% buffer takes the requirement under the NPPF to 1,861. As we can show a deliverable supply of 2207, the Council now has in excess of a 5 year deliverable supply.
- 1.22. In fact, if one were to take the under-provision to date off our deliverable supply, and divide the remainder by our annual requirement, we can show over an 8 year supply.
- 1.23. The five year supply can be looked at in different ways and it could be argued that based on the assumed deliverable supply in the 2016/17 year, the shortfall would increase, so increasing the requirement and amount of land needed to accommodate the buffer. It could also be argued that based on the greater deliverable supply in the 2017/18 and 2018/19 years the shortfall would begin to reduce and be eliminated by 31st March 2019.
- 1.24. To consider this table 4 shows the five year supply position in a more dynamic way, reflecting the changes to the shortfall based on the expected deliverable supply year by year.

Table 4: Deliver	Table 4: Deliverable supply set against the requirement										
Year	Requirement based on objectively assessed	Running shortfall (fifth share)	Total Requirement	Buffer (20% until shortfall addressed, 5%	Deliverable Supply per year						
	needs			thereafter)							
2016/17	240	49	289	347	273						
2017/18	240	51	291	350	308						
2018/19	240	48	288	346	421						
2019/20	240	0	240	252	430						
2020/21	240	0	240	252	375						
2021/22	240	0	240	252	400						
Total	1440		1589	1798	2207						

1.25. As can be seen, table 3 shows requirement of 1681 over the next 6 years and a deliverable supply of 2207. In this version, the deliverable supply is more than 200

dwellings greater than that required when the 20% buffer is applied. In the more dynamic version, a six year requirement of 1589 is shown against the deliverable supply of 2207. In this version, the deliverable supply is more than 400 dwellings greater than that required by the buffer (20% until the shortfall has been addressed and 5% thereafter).

- 1.26. Therefore, when looked at in a variety of ways, the Council is now able to demonstrate a robust five year supply of deliverable residential sites.
- 1.27. Appendix A sets out the Council's definitive account of its five year supply.
- 1.28. Appendix B sets out the sites in the five year supply of deliverable housing sites.

2 Conclusions and Reasons for Recommendation

- 2.1 The five year housing supply is a snapshot of the amount of housing that is deliverable on housing sites in the District at the 31st March 2016.
- 2.2 The assessment of the five year housing supply is a technical exercise. Based on the above assessment the Council can justify a claim that it has a five year housing supply as required by the NPPF.

3 Consultation and Equality Impact

- 3.1 Other Officers involved in the preparation of this report were: Interim Planning Policy Manager; Principal Planning Officers; and Senior Planning Technician.
- 3.2 Members consulted during the preparation of the report: Cllrs McGregor and Munro. A verbal report was given to the Local plan Steering group on 28th September 2016.

4 Alternative Options and Reasons for Rejection

4.1 As explained at paragraphs 1.1 & 1.2 above there is a requirement under national planning policy to carry out the assessment of the five year supply of deliverable housing sites. This means that there is no alternative course of action.

5 **Implications**

Finance and Risk Implications

5.1 The assessment of the five year supply of deliverable housing sites is part of the annual monitoring work. As such it can be funded from existing budgets. However, it is important that this budget is maintained in future years.

Legal Implications including Data Protection

5.2 The Council has a statutory duty to keep under review the matters which may be expected to affect the development of their area. The development of land for housing is a key issue that affects the growth of the district.

Human Resources Implications

5.3 The assessment can be met within existing staffing resources.

6 Recommendations

- 6.1 That the Planning Committee:
 - I. Notes the detailed issues set out in the report;
 - II. Approves the assessment of the Council's current five-year supply of deliverable housing sites as set out at Appendix A;
 - III. Authorises the publication of the five Year Supply Assessment (Appendix A) and Schedule of Deliverable Sites in the five year supply (Appendix B) on the Council's website;
 - IV. Give delegated authority to the Joint Assistant Director of Planning and Environmental Health in consultation with the Chair, and Vice Chair of Planning Committee to make any minor changes to the text or information referred to in recommendation 6.1 3) prior to publication, .

7 <u>Decision Information</u>

Is the decision a Key Decision? (A Key Decision is one which results in income or expenditure to the Council of £50,000 or more or which has a significant impact on two or more District wards)	No
District Wards Affected	All

ITY SAFETY – Ensuring that es are safe and secure
MENT – Promoting and a clear and sustainable ent
RATION – Developing rosperous and sustainable es

8 <u>Document Information</u>

Appendix No	Title			
Appendix A	Assessment of Five Year Supply			
Appendix B	Details of sites in the current five year	supply		
Background Papers (These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Cabinet (NEDDC) or Executive (BDC) you must provide copies of the background papers) Assessment of deliverability of major sites Calculation of lapse rate of minor sites				
Report Author Contact Number				
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Appendix A

Bolsover District Council

Annual Assessment of Five Year Supply of Deliverable sites for Housing, as required by paragraph 47 of the National Planning Policy Framework 2012

A. The Assessment

- 1. The Council has a five year supply of deliverable sites for housing.
- 2. Assessments have been made since 1st April 2007.
- 3. The assessment was reviewed and updated in 2016, based on data available for the year ended 31st March 2016, and an estimate of delivery for the current year (2016/17).
- 4. Summary of five year supply of deliverable sites.

Deliverable	e supply set aga	inst the req	uirement and	20% buffer	
Year	Requirement based on objectively assessed needs	Running shortfall (fifth share)	Total Requirement	Buffer (20% until shortfall addressed, 5% thereafter)	Deliverable Supply per year
2016/17	240	49	289	347	273
2017/18	240	51	291	350	308
2018/19	240	48	288	346	421
2019/20	240	0	240	252	430
2020/21	240	0	240	252	375
2021/22	240	0	240	252	400
Total	1440		1589	1798	2207

Based on this assessment, the Council currently has a five year housing supply.

B. <u>Assumptions made in preparing the Assessment</u>

- 5. The Housing Requirement Figure is based on the latest assessment of Objectively Assessed Need set out in the 2013 Strategic Housing Market Assessment of the maximum figure of 240 dwellings a year for the period 2011 2031, plus addressing the undersupply from previous years of 241 during the five year period.
- 6. The assessment of deliverable supply is based on:
 - a) A physical survey of housing completions and demolitions carried out as soon as possible after 31 March each year;
 - b) An assessment of 'deliverable' sites.

- 7. The Council's deliverable supply is measured against an additional buffer of 20% due to the Council's record of 'persistent under delivery'.
- 8. The assessment of the five-year supply will be available on the Council's website alongside the schedule of specific deliverable sites.
- 9. The assessment, assumptions and process may be revised as necessary to take account of new government guidance, case law, best practice and valid stakeholder comments, by the Joint Assistant Director of Planning and Environmental Health in consultation with the Chair and Vice Chair of the Planning Committee.

Appendix B

List of major sites in the five year supply of deliverable sites

Site	Permission	Address	Status	Commitment at 1st April	5 year assessment period						Not deliverable
	Reference			2016	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	within 5 years
Bolsover											
B1880	BOL/1103/730	Former Courtaulds Plc, Oxcroft Lane, Bolsover	Extant	43	0	0	0	0	0	0	43
B2005	BOL/1210/552	99 to 101 Moor Lane, Bolsover, Chesterfield	U/C	9	0	0	0	0	0	0	9
B2192	BOL/1110/568	Land off Blind Lane, Bolsover	N/S	250	0	0	0	0	0	0	250
B2276	BOL/513/209	Land off Langwith Road and, Mooracre Lane, Bolsover	N/S	360	0	0	30	40	40	45	205
B2278	BOL/214/76	South of Carr Vale Working Men's Club, Sherwood Street	N/S	13	0	6	7	0	0	0	0
B2387	BOL/215/76	Land between Shuttlewood Road and Oxcroft Lane, Bolsover	Extant	149	0	0	0	0	0	0	149
B2400	BOL/214/80	Land between Welbeck Road and Oxcroft Lane, Bolsover	N/S	950	0	60	60	120	90	90	530
Totals				1774	0	66	97	160	130	135	1186
Shirebroo	ok										
B0275	BOL/1275/465	Main Street / Carter Lane, Shirebrook	Extant	24	0	0	0	0	0	0	24
B0906	BOL/1190/0583	Former Shirebrook Station, Station Road, Shirebrook	Extant	69	0	0	0	0	0	0	69
B2226	BOL/1112/515	Model Infants School, Central Drive, Shirebrook	N/S	20	0	0	0	20	0	0	0
B2322	BOL/615/316	Land at Brookvale, Shirebrook	U/C	638	25	35	45	55	55	55	368
Totals				751	25	35	45	75	55	55	461
Clowne											
B2112	BOL/214/57	High Ash Farm, Mansfield Road, Clowne	N/S	48	0	0	8	40	0	0	0
B2260	BOL/1112/529	Land to west of Mansfield Road, Clowne	U/C	48	26	22	0	0	0	0	0
B2296	BOL/514/226	Woodside Stables Riding School, Barlborough Road, Clowne	U/C	25	25	0	0	0	0	0	0
B2386	BOL/1214/603	Land to rear of 169-207 Creswell Road, Clowne	U/C	28	28	0	0	0	0	0	0
B2392	BOL/915/455	Sterry House Farm, Mansfield Road, Clowne	N/S	32	22	10	0	0	0	0	0
LPfBD	Allocation	Land west of Tamarisk, Mansfield Road, Clowne	N/S	15	0	0	15	0	0	0	0
LPfBD	Allocation	Clowne Garden Village	Alloc	1500	0	0	0	0	60	60	1380
Totals				1696	101	32	23	40	60	60	1380
South No	rmanton										
B2316	BOL/1114/551	Carter Lane West, South Normanton	U/C	12	12	0	0	0	0	0	0
B2014	BOL/0413/162	Land To The Rear of, 1 to 35, Red Lane, South Normanton	N/S	50	0	0	20	30	0	0	0
LPfBD	Allocation	Land at Rosewood Lodge Fm, Alfreton Road	N/S	145	0	0	30	30	30	30	25
Totals				207	12	0	50	60	30	30	25

Site	Permission Reference	Address	Status	Commitment at 1st April	5 year assessment period						Not deliverable within 5
				2016	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	vears
Barlborou						-		-			
B2155	BOL/113/2	Land north of Chesterfield Road, Barlborough	N/S	157	0	30	30	30	30	37	0
Totals				157	0	30	30	30	30	37	0
Creswell											
B1577	BOL/507/326	Land South of Model Village, Creswell	Extant	190	0	0	15	25	30	30	90
B2291 E	BOL/214/79	Land To The Rear Of Nos 34 To 54, Skinner Street, Creswell	N/S	87	0	0	0	0	0	15	72
Totals				277	0	0	15	25	30	45	162
Pinxton											
B0907	BOL/613/236	Land to the rear of The Rectory, Town Street, Pinxton	N/S	11	0	0	0	0	0	0	11
Totals				11	0	0	0	0	0	0	11
Tibshelf							:				
B2275	BOL/413/170	Field West Of Spa, Doe Hill Lane, Tibshelf	N/S	57	0	25	32	0	0	0	0
B2295	BOL/513/182	Land South of Overmoor View, Tibshelf	N/S	170	0	20	30	30	30	30	30
Totals				227	0	45	62	30	30	30	30
Whitwell					<u>: </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>		
B2292	BOL/614/286	5 Hangar Hill, Whitwell	N/S	11	0	0	0	0	0	0	11
LPfBD	Allocation	Former Whitwell Colliery site	N/S	200	0	0	0	0	0	0	200
Totals				211	0	0	0	0	0	0	211
Glapwell					<u>:</u>	<u> </u>	<u>:</u>	<u> </u>	<u> </u>	<u> </u>	
B1947	BOL/1111/599	Glapwell Nurseries, Glapwell Lane, Glapwell	U/C	16	5	11	0	0	0	0	0
Totals				16	5	11	0	0	0	0	0
Newton					<u> </u>	<u> </u>	<u> </u>	į	į		
B2293	BOL/914/474	Land to the rear of 27 to 53, Alfreton Road, Newton	U/C	20	20	0	0	0	0	0	0
Totals				20	20	0	0	0	0	0	0
New Hou	ahton										
B2236	BOL/213/73	Land off Appleby Road, New Houghton	U/C	21	21	0	0	0	0	0	0
Totals	DOL/210/70	Land on Appleby Hoad, New Houghton] 0/0	21	21	0	0	0	0	0	0
				4 1				•			0
Pleasley B2262	BOL/1012/505	Fact of Placelay Dit Dit Lang Placelay	N/S	23	0	0	0	0	0	0	23
	BOL/1012/303	East of Pleasley Pit, Pit Lane, Pleasley	IN/O		0	0	0	0	0	0	
Totals				23	0	0	0	0	0	0	23
Hodthorp		Land at Oversa Dand Alleton outs. He dith ours	N/O	00		0	40	40	10	0	0
B2390 B2385	BOL/715/354 BOL/1014/518	Land at Queens Road Allotments, Hodthorpe Land north-west of Broad Lane, Hodthorpe	N/S N/S	38 101	0	0	10 0	10 0	10 0	8	101
Totals	DOL/1014/318	Land norm-west of broad Lane, nouthorpe	IV/S	139	0	0	10	1 0	1 0	8	101
				139	U	U	10	10	10	0	101
Shuttlewo		Field Adianasta Dation Company (CD)	N/O	00							00
B2243	BOL/612/269	Field Adjacent to Pattison Street, off Bolsover Road, Shuttlewood	N/S	80	0	0	0	0	0	0	80
Totals				80	0	0	0	0	0	0	80

Sub totals – Majors			5,610	184	219	332	400	375	400	3,645
All Settlements – Minors										
Total in supply	314	(assumed 15% of minor sites will lapse)	314	89	89	89	0	0	0	47
Totals	A		314	89	89	89	0	0	0	47
Sub totals – Minors			314	89	89	89	0	0	0	47
Final totals			5,924	273	308	421	400	375	400	3,692

Not deliverable within 5 years

Deliverable total for current year (16/17) = 273 (estimated)

Deliverable total for the following 5 years = 1,904 (estimated)