

Bolsover District Council

Meeting of the Planning Committee on 29th November 2023

Five-Year Housing Land Supply – Annual Position Statement 2023

Report of the Portfolio Holder for Growth

Classification	This report is Public
Contact Details	Neil Oxby Principal Planning Policy Officer

PURPOSE / SUMMARY OF REPORT

- To update Members on housing land supply and to approve the publication of the Council's Annual Position Statement on the Five-Year Housing Land Supply for 2023.

REPORT DETAILS

1. Background

- 1.1 To support the Government's objective of significantly boosting the supply of homes, Councils are required to plan to meet their local housing need through their local plans and to monitor the delivery of their housing land supply. As set out in paragraph 74 of the National Planning Policy Framework (NPPF) (September 2023), local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against the housing requirement set out in their local plan. This is commonly described as a Council's Five-Year Housing Land Supply.
- 1.2 Members will be aware that where a Council cannot demonstrate a Five-Year Housing Land Supply, by virtue of paragraph 11 of the NPPF planning applications for housing fall to be considered in the context of 'the presumption in favour of sustainable development' as relevant local plan policies for the supply of housing may not be considered up to date. Whilst the absence of a Five-Year Housing Land Supply is not conclusive in favour of the grant of planning permission, the Secretary of State and their Inspectors place significant to great weight on the need to demonstrate a Five-Year Housing Land Supply when considering appeals against the refusal of planning applications for housing developments.
- 1.3 This information is generally published annually but due to the Council's strong supply position Annual Statements have not been published since 2020. However, as the Council commences work on the 'fact finding' Stage 1

of the Local Plan Review a new Annual Statement has been prepared covering the position for period the 1st April 2023 to 31st March 2028.

2. Details of Proposal or Information

- 2.1 The core components of a Council's Five-Year Housing Land Supply calculation are the number of homes needed per annum, the amount of any historic shortfall and the amount of future deliverable housing supply. These components are discussed below.

Local housing need

- 2.2 Local housing need is defined in the NPPF as being "The number of homes identified as being needed through the application of the standard method set out in national planning guidance." This standard method is calculated on an annual basis by the Government and is published through its findings of the national Housing Delivery Test.
- 2.3 In recent years, the local housing need identified by the Government for Bolsover District has been approximately 200 new homes a year. This is lower than the recommended annual housing target within the Local Plan evidence base as provided by the North Derbyshire and Bassetlaw Objectively Assessed Need Update report (October 2017), which states that the most appropriate figure for Bolsover District is 272 new homes a year. This difference is largely due to the October 2017 report recommending an inflated figure to increase housing land supply to aid with affordable housing delivery, although the Government's assessment also draws upon more up-to-date population and migration data.
- 2.4 Notwithstanding these slightly different figures, the Local Plan for Bolsover District sets out the 272 new homes a year figure and the NPPF confirms that this is the appropriate annual housing requirement on which to base the Council's Five-Year Housing Land Supply.

Housing delivery

- 2.5 The Local Plan for Bolsover District has a base date of 2014 for housing delivery and, as a result, any shortfall in housing delivery against the 272 annual housing requirement from this date need to be identified and addressed going forward.
- 2.6 Table 1 below identifies that between the 1st April 2014 and the 31st March 2023, the number of housing completions, i.e. those that have reached the 'ready for occupation' stage, has exceeded the annual requirement by 912 dwellings.

Table 1: The position to 31st March 2023 against the Local Plan annual requirement of 272 new homes a year

Year	Annual Requirement	Completions (Net)	Variance
2014/15	272	253	-19
2015/16	272	325	+53
2016/17	272	290	+18
2017/18	272	248	-24
2018/19	272	289	+17
2019/20	272	439 *	+167
2020/21	272	446	+174
2021/22	272	556	+284
2022/23	272	514	+242
Total	2,448	3,360	+912

* Note: Due to the Covid-19 national lockdown measures, the annual site survey to determine the number of completions was carried out in mid-July 2020 rather than at the beginning of April as in normal years. The recorded figure has not been adjusted in recognition that a large number of housing sites experienced either shutdowns in construction or slower rates of building during the period April to July 2020. However, whilst it may include dwellings completed after April 2020 which otherwise would have been recorded in the period 2020/21, the uplift in the number of completions is principally considered to reflect the greater number of sites currently under construction across the District than in previous years.

- 2.7 This trend of completions being greater than the annual requirement, particularly over recent years, indicates that the District's housing market is performing strongly and is in good health. It also reflects the fact that the Council has pursued a growth agenda in recent years and this has seen additional housing coming forward through 'windfall' sites alongside the Local Plan for Bolsover District's planned housing site allocations. In addition, this trend should also have the intended effect of depressing any growing unaffordability in house prices as supply is on the face of it outstripping demand, albeit recent increases in the rate of inflation and interest rates are likely to lead to a downward trend in the number of new houses built in the short-term.
- 2.8 Therefore, the Council has no record of under delivery over the monitoring period. Furthermore, the Council has passed the Housing Delivery Test each year since its introduction in 2018 and consequently, in accordance with existing Government guidance, the Council only need apply a 5% buffer to its housing requirement to ensure choice and competition in the market for land.

Housing supply

- 2.9 Paragraph 74 of the NPPF requires the Council to only include 'deliverable' sites within its Five-Year Housing Supply. Deliverable is defined in Annex 2 of the NPPF as follows:

"To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a

realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer as demand for the types of units or sites have long term phasing plans);
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.”

2.10 In determining whether sites within the housing supply are deliverable or not, the above NPPF definition and guidance set out in Planning Practice Guidance has been followed. This has included surveying the promoters of major sites with both detailed and outline planning permission and sites allocated in the Local Plan to understand where possible their intentions for the site and to seek clear evidence on whether housing completions will begin on site within five years.

2.11 The Council has taken a robust approach in relation to considering what elements of our housing land supply can be considered to be deliverable over the next five years. This has seen sites that we consider are unlikely to deliver within the five-year period to be excluded. In addition, the later years of provision from larger sites that will take more than five years to build out are also excluded.

Assessment of the Five-Year Housing Land Supply

2.12 The Council has consistently followed the Sedgfield method when assessing its Five-Year Housing Land Supply and so has always planned to meet any shortfall within 5 years rather than across the whole of the Plan period (the Liverpool method). In addition, as it can demonstrate that it has met its housing requirements, the Council only need apply a 5% buffer to its housing requirement to ensure choice and competition in the market for land.

2.13 Table 2 below shows the requirements set against the deliverable supply and the NPPF requirements in future years.

Table 2: Deliverable supply set against the housing requirement and NPPF buffer.

Year	Housing Requirement Figure pa.	Deliverable Supply pa.	Cumulative Housing Requirement	Cumulative Deliverable Supply	NPPF buffer requirement (+5%)
2023/24	272	484	272	484	

2024/25	272	522	544	1,006	
2025/26	272	654	816	2,146	
2026/27	272	486	1,088	1,833	
2027/28	272	407	1,360	2,553	1,428 dwellings

2.14 This table clearly shows that the potential deliverable supply exceeds the requirement throughout the five-year period. The Council anticipates that 2,553 deliverable dwellings will come forward, 1,125 dwellings in excess of the NPPF buffer requirement of 1,428 dwellings, meaning the Council can demonstrate that it has in excess of a 5-year deliverable supply.

2.15 To calculate the extent of the Council's deliverable supply, if one were to divide the cumulative deliverable supply (2,553 dwellings) by our annual requirement with a 5% buffer (286 dwellings pa.) the Council can show just over 8.92 years of deliverable supply for the period 2023/24 to 2027/28.

2.16 Appendix A sets out the Council's annual position statement of its Five-Year Housing Land Supply. Appendix B sets out a full list of major development sites and their contribution to the Council's Five-Year Housing Land Supply.

3 Conclusions and Reasons for Recommendation

3.1 The Council's Five-Year Housing Land Supply is a consideration of the amount of housing that is deliverable on housing sites within the District at the 31st March 2023 for a period of the next five years.

3.2 The assessment of the Five-Year Housing Land Supply is a technical exercise. Based on the above assessment the Council can demonstrate that it has a Five-Year Housing Land Supply as required by the NPPF.

3.3 Following the meeting of the Planning Committee, the Annual Position Statement will be published on the Council's website.

4 Alternative Options and Reasons for Rejection

4.1 There is a requirement under national planning policy to carry out the assessment of the five-year supply of deliverable housing sites. As such there is no alternative course of action.

RECOMMENDATION

That the Planning Committee:

- 1) Notes the detailed issues set out in the report;
- 2) Approves the assessment of the Council's Annual Position Statement of Five-Year Housing Land Supply 2023 as set out at Appendix A;
- 3) Authorises the publication of the Annual Position Statement of Five-Year Housing Land Supply (Appendix A) and List of Major Development Sites and their contribution to the Council's Five-Year Housing Land Supply (Appendix B) on the Council's website; and
- 4) Gives delegated authority to the Assistant Director of Planning and Planning Policy 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 3) prior to publication.

Approved by Portfolio Holder – Growth

IMPLICATIONS:

Finance and Risk: Yes No

Details: The assessment of the Council's Five-Year Housing Land Supply is part of its annual monitoring work. As such it can be funded from existing budgets. However, it is important that this budget is maintained in future years.

On behalf of the Section 151 Officer

Legal (including Data Protection): Yes No

Details: 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. There are no specific legal or data protection issues arising from this report.

On behalf of the Solicitor to the Council

Environment: Yes No

Please identify (if applicable) how this proposal / report will help the Authority meet its carbon neutral target or enhance the environment.

Details: Housing development is brought forward under the policies set out in the Local Plan, which seeks to support sustainable growth and the prudent use of resources, to mitigate against and adapt to the impacts of climate change and to enhance biodiversity.

Staffing: Yes No

Details: There are no human resources implications arising from this report.

On behalf of the Head of Paid Service

DECISION INFORMATION

<p>Is the decision a Key Decision? A Key Decision is an executive decision which has a significant impact on two or more District wards or which results in income or expenditure to the Council above the following thresholds:</p> <p>Revenue - £75,000 <input type="checkbox"/> Capital - £150,000 <input type="checkbox"/> <input checked="" type="checkbox"/> <i>Please indicate which threshold applies</i></p>	No
<p>Is the decision subject to Call-In? <i>(Only Key Decisions are subject to Call-In)</i></p>	No

District Wards Significantly Affected	All
<p>Consultation: Leader / Deputy Leader <input type="checkbox"/> Executive <input type="checkbox"/> SLT <input type="checkbox"/> Relevant Service Manager <input type="checkbox"/> Members <input type="checkbox"/> Public <input type="checkbox"/> Other <input type="checkbox"/></p>	<p>Yes</p> <p>Details: Chair of Planning Committee</p>

Links to Council Ambition: Customers, Economy and Environment
<ul style="list-style-type: none"> • Enabling housing growth. • Developing attractive neighbourhoods.

DOCUMENT INFORMATION	
Appendix No	Title
Appendix A	Assessment of Five-Year Supply
Appendix B	List of Major Development Sites and their contribution to the Council's Five-Year Housing Land Supply
Background Papers	
<i>(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 Executive you must provide copies of the background papers).</i>	
<ul style="list-style-type: none"> • Monitoring of the completions of major and minor housing sites. • Evidence regarding deliverability of major sites. 	