

BOLSOVER DISTRICT COUNCIL

Meeting of the Planning Committee on 22nd January 2025

**Five-Year Housing Land Supply – Annual Position Statement (2024-2029)
Updated to reflect the changes in the National Planning Policy Framework and
Planning Practice Guidance**

Report of the Portfolio Holder for Growth

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

PURPOSE/SUMMARY OF REPORT

- The Council's Annual Position Statement on the Five-Year Housing Land Supply for the period 1st April 2024 to 31st March 2029 was approved by the Planning Committee at the meeting of 27th November 2024. The Report included the potential implications arising from the Government consultation on proposed amendments to the National Planning Policy Framework (NPPF) and supporting guidance.
- A revised NPPF was issued on 12th December 2024 together with changes to Practice Planning Guidance in relation to the standard method of identifying local housing need. This Report updates Members on the now known impact that the revised standard method formula will have on the Council's Five Year Housing Land Supply position using the housing monitoring figures at 1st April 2024. It should be noted that the revised standard method is not applied retrospectively and is only applicable to monitoring data from 12th December 2024 and so will need to be taken into account for the period 1st April 2025 to 31st March 2030.

REPORT DETAILS

1. Background

- 1.1 A Council's Five-Year Housing Land Supply essentially looks forward, requiring an analysing of planning data and engagement with developers & housebuilders to forecasting when and how housing sites will be built-out.
- 1.2 Members will be aware that where a Council cannot demonstrate a Five-Year Housing Land Supply, under 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 In addition, Councils are also subject to the Housing Delivery Test undertaken by the Government. The Test measures net homes delivered in a local authority area against the homes required and considers past delivery of housing by a local planning authority and informs whether a buffer is required in relation to the local housing need.
- 1.4 In relation to the Council's situation, as the Local Plan for Bolsover District was adopted on 4th March 2020 and is therefore less than five years old, the Council does not currently have a requirement to identify a five years' housing supply. Despite this, it is considered that undertaking this analysis provides valuable information in relation to the Council meeting future housing needs and will inform the conclusions of the Council's Local Plan Review work.

2. Details of Proposal or Information

- 2.1 The Annual Statement has been prepared covering the position for period the 1st April 2024 to 31st March 2029.
- 2.2 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

- 2.3 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." The standard method determines the minimum number of homes needed as a starting point to establish a housing requirement for the District. It is calculated using a formula set out by the Government in Planning Practice Guidance Housing and Economic Needs Assessment.
- 2.4 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.
- 2.5 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 at 1st April 2024 this is the appropriate annual housing requirement on which to

base the Council's Five-Year Housing Land Supply for the period 1st April 2024 to 31st March 2029.

Housing delivery

- 2.6 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.
- 2.7 Table 1 identifies that between the 1st April 2014 and the 31st March 2024, the number of housing completions, i.e. those that have reached the 'ready for occupation' stage, has exceeded the annual requirement by 959 dwellings.

Table 1: Housing completions against the Local Plan annual requirement of 272 new homes a year to 31st March 2024.

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	291	+19
2019/20	272	439 *	+167
2020/21	272	446	+174
2021/22	272	537	+265
2022/23	272	491	+219
2023/24	272	359	+87
Total	2,720	3,679	+959

* 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.

- 2.8 This trend of completions being greater than the annual requirement over most years of this period 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.
- 2.9 Where there has been significant under delivery of housing over a three-year period the NPPF requires that the supply of specific deliverable sites should include a buffer of 20%. The Council has no record of under delivery over the

monitoring period and has passed the Housing Delivery Test each year since its introduction in 2018. Consequently, no buffer needs to be applied.

Housing supply

2.10 Paragraph 78 of the NPPF requires the Council to only include 'deliverable' sites within its Five-Year Housing Land 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.”

2.11 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. 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.

Assessment of the Five-Year Housing Land Supply

2.12 The Council has consistently followed the Sedgefield 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). The NPPF December 2023 removed the requirement for all councils to apply at least a 5% buffer to their housing requirement to ensure choice and competition in the market for land.

2.13 Table 2 below shows the Local Plan requirements set against the deliverable housing supply over a five-year period from 1st April 2024.

Table 2: Deliverable supply set against the housing requirement.

Year	Housing Requirement Figure pa.	Anticipated Housing Supply Deliverable pa.	Cumulative Housing Requirement	Anticipated Cumulative Housing Supply Deliverable	Anticipated Delivery over Local Plan requirements
2024/25	272	476	272	476	
2025/26	272	495	544	971	
2026/27	272	473	816	1,444	
2027/28	272	451	1,088	1,895	
2028/29	272	377	1,360	2,272	912 dwellings

2.14 This table shows that the potential deliverable supply exceeds the requirement throughout the five-year period. The Council anticipates that 2,272 deliverable dwellings will come forward, with 912 dwellings in excess of the Local Plan requirements 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, it is necessary to divide the cumulative deliverable supply (2,272 dwellings) by our annual requirement (272 dwellings pa). The Council can show 8.35 years of deliverable housing land supply for the period 2024/25 to 2028/29.

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.

Implications of the Revised NPPF and changes to Planning Practice Guidance Housing and Economic Needs Assessment (PPG) effective from 12th December 2024.

2.17 Following the Government consultation over the Summer, the NPPF and PPG has been revised from 12th December 2024. The wording of the NPPF 2024 in relation to the standard method has been amended to identify that "To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance." (Paragraph 62).

2.18 The PGG has been amended to introduce a new standard method formula for assessing local housing need. This is based on:

- a) the housing stock for a district rather than demographics, and
- b) an affordability factor averaged over a five-year period.

In addition, the NPPF 2024, paragraph 78, has reintroduced the requirement for the supply of deliverable sites to include a buffer, which for the Council would be 5%. The consequence is that, under the revised NPPF and standard method, the local housing need for Bolsover District would be 371 dwellings per annum from 12th December 2024 including a 5% buffer (353 dwellings without a buffer). This is below the figure of 404 dwellings per annum (excluding a buffer) proposed in the NPPF consultation and reported to Members in November 2024, but significantly more than the requirement set out in the Local Plan of 272 dwellings per annum (excluding a buffer).

- 2.19 The Council has planned positively for housing growth through its Local Plan and through its decisions on planning application and as set out in this report as a consequence the Council's deliverable supply has a good number of deliverable sites within it. As is also shown above, the Council has also seen significant housing delivery by the market over recent years, with delivery being above the 371 figure in all years since the adoption of the Local Plan bar last year when delivery rates were affected nationally by shocks to the economy.
- 2.20 If the 371 figure was applicable now, to determine the revised situation using monitoring data at 1st April 2024 means dividing the cumulative deliverable supply (2,272 dwellings) by the revised annual requirement of 371 dwellings per annum. This would see a deliverable housing land supply of 6.12 years for the period 2024/25 to 2028/29 based on the housing monitoring figures at 1st April 2024.
- 2.21 This means that the Council would still be able to demonstrate a Five-Year Housing Land Supply, although this would be more sensitive to variations in the market and may see the Council being challenged more by promoters of sites outside.
- 2.22 The changes do not impact on the information set out in Appendix A and Appendix B of the Report but these are included again for completeness.

3. 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 1st April 2024 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 still demonstrate that it has a Five-Year Housing Land Supply..
- 3.3 The Report updates Members on the implications of the changes to the Five-Year Housing Land Supply resulting from revised NPPF and PPG, which became effective from 12th December 2024, if they had applied to the monitoring information at 1st April 2024.

4 Alternative Options and Reasons for Rejection

- 4.1 Not to update the Five Year Housing Land Supply Report approved at the Planning Committee of 27th November 2024. However, it is considered that the Report updates Members of the implications of the changes introduced by the revised NPPF and PPG and provides the Council with a robust and up-to-date position with regard to its Five-Year Housing Land Supply.

RECOMMENDATION(S)

That the Planning Committee:

- 1) Notes the detailed issues set out in the report;
- 2) Re-approves the assessment of the Council's Annual Position Statement of Five-Year Housing Land Supply (January 2025) as set out at Appendix A;
- 3) Re-authorises the publication of the Report and 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;
- 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 Councillor John Ritchie, Portfolio Holder for Growth

IMPLICATIONS:

Finance and Risk Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> 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. <p style="text-align: right;">On behalf of the Section 151 Officer</p>
Legal (including Data Protection) Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> 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. <p style="text-align: right;">On behalf of the Solicitor to the Council</p>

Staffing Yes No

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

On behalf of the Head of Paid Service

Equality and Diversity, and Consultation Yes No

Details: There are no specific direct or indirect negative impacts on any person with a protected characteristic or any group of people with a shared protected characteristic arising from this report.

Environment Yes No

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.

DECISION INFORMATION:

Please indicate which threshold applies:

Is the decision a Key Decision?

A Key Decision is an Executive decision which has a significant impact on two or more wards in the District or which results in income or expenditure to the Council above the following thresholds:

Yes No

Revenue (a) Results in the Council making Revenue Savings of £75,000 or more or **(b)** Results in the Council incurring Revenue Expenditure of £75,000 or more.

(a) (b)

Capital (a) Results in the Council making Capital Income of £150,000 or more or **(b)** Results in the Council incurring Capital Expenditure of £150,000 or more.

(a) (b)

District Wards Significantly Affected:

(to be significant in terms of its effects on communities living or working in an area comprising two or more wards in the District)

Please state below which wards are affected or tick **All** if all wards are affected:

All

Is the decision subject to Call-In? <i>(Only Key Decisions are subject to Call-In)</i>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
If No, is the call-in period to be waived in respect of the decision(s) proposed within this report? <i>(decisions may only be classified as exempt from call-in with the agreement of the Monitoring Officer)</i>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Consultation carried out: <i>(this is any consultation carried out prior to the report being presented for approval)</i>	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Leader <input type="checkbox"/> 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 checked="" type="checkbox"/>	Portfolio Member for Growth and Chair of Planning Committee.

Links to Council Ambition: Customers, Economy, Environment, Housing
<u>Environment</u> <ul style="list-style-type: none"> Ensuring all area, neighbourhoods and streets in the district, irrespective of housing tenure or type, are places where people want to live, feel safe, and are proud to live. <u>Housing</u> <ul style="list-style-type: none"> Enabling housing growth by increasing the supply, quality, and range of housing to meet the needs of the growing population.

DOCUMENT INFORMATION:

Appendix No	Title
A	Annual Position Statement of Five-Year Housing Land Supply (2024-2029)
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.