

## RIBBLE VALLEY BOROUGH COUNCIL REPORT TO ECONOMIC DEVELOPMENT COMMITTEE

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Agenda Item No. 6

meeting date: 28<sup>th</sup> NOVEMBER 2019  
title: HOUSING LAND MONITORING  
submitted by: DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING  
principal author: RACHEL HORTON, SENIOR PLANNING OFFICER

### 1 PURPOSE

- 1.1 To provide Members with key information that has informed the calculation of the most recent Housing Land Availability Survey, which has a base date of 30<sup>th</sup> September 2019.
- 1.2 To request that members endorse the amended methodology used to calculate the small sites allowance following the Appeal Decision on Land at Henthorn Road, Clitheroe (Appeal Decision APP/T2350/W/19/3221189)<sup>1</sup>.
- 1.3 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 adopted Core Strategy.
  - Corporate Priorities – This information is relevant to the adopted Core Strategy which is a spatial expression of corporate priorities.
  - Other Considerations – Councils have a duty to update housing supply annually.

### 2 BACKGROUND

- 2.1 The Council has a duty to ensure a five year supply of deliverable housing land. Local Government expects that Local Planning Authorities should have an identified five-year housing supply at all points during the plan period. The issue of five year supply continues to be a key matter in the determination of planning applications and appeals.
- 2.2 Members may recall that in July 2018 the National Planning Policy Framework was amended with regards to the 'deliverability' of sites. Subsequently in July 2019 further Planning Policy Practice Guidance was published to accompany the changes within the Framework.
- 2.3 This latest guidance emphasises once again that authorities need to demonstrate that there is a reasonable prospect that housing sites are 'developable' and 'deliverable' within the next five years using robust and up to date evidence (para. 007 & 020 of PPG Housing supply and delivery July 19). In response, extensive work has been undertaken to provide the clear evidence required by the Framework and updated PPG guidance by putting together the 'Five Year Supply Evidence of Delivery September 2019'.

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<sup>1</sup>Available to view at [https://www.ribblevalley.gov.uk/planx\\_downloads/Appeal\\_Decision\\_3221189.pdf](https://www.ribblevalley.gov.uk/planx_downloads/Appeal_Decision_3221189.pdf)

- 2.4 In response to the Henthorn Road, Clitheroe planning inquiry in June 2019 (Appeal Ref: APP/T2350/W/19/3221189) the previous method by which the Authority calculated the windfall allowance has been updated and replaced by an assessment of actual completions on small sites (under 0.4 hectares / under 10 dwellings) over the previous five years which is consistent with current guidance and reflects the Inspectors decision. Thus the 'windfall allowance' added to the five year supply previously has been replaced with a 'small sites allowance' of 292 dwellings.
- 2.5 The work undertaken in establishing the delivery of sites and actual completions, together with the replacement of the 'windfall' allowance with a 'small sites allowance' means that the Authority is now in a position to demonstrate a 6.6 year housing land supply.

#### Housing Land Supply

- 2.6 Housing land surveys are typically conducted on a six monthly basis however the Council was instructed by the Inspector holding the EIP into the HED DPD not to publish further evidence updates pending his conclusion of the examination. This survey updates the survey which was undertaken at 30<sup>th</sup> September 2018 and consists of three core documents:
- The 'Housing Land Availability Schedule (HLAS) September 2019' which provides a detailed list of all sites within the supply and completions on the sites.
  - The 'Five Year Supply Evidence of Delivery September 2019' which provides evidence of delivery in the form of signed agreements and correspondence from developers/landowners/agents
  - The 'Five Year Supply Statement September 2019' which outlines the five year supply calculation.

Each of the reports can be accessed via the Councils website at the following link:

[https://www.ribblevalley.gov.uk/downloads/download/7171/housing\\_land\\_availability\\_surveys\\_and\\_reports](https://www.ribblevalley.gov.uk/downloads/download/7171/housing_land_availability_surveys_and_reports)

- 2.7 The HLAS provides information on: dwelling completions, and sites with planning permission and their development status. It enables the Council to create a picture of local construction trends and activity rates together with base line evidence on the amount of land that is available to be brought forward, from which, the latest housing land supply position in relation to the current strategic requirement is calculated.
- 2.8 The Council currently applies the 'Sedgefield' approach to front load provision of housing backlog within the first five years of the plan.
- 2.9 The supply position is made up of the following net additions:
- Units with full planning permission – 817 dwellings
  - Sites with outline planning permission – 1126 dwellings
  - Sites on which development has commenced – 1491 dwellings
  - Conversions to dwellings (not started) – 65 dwellings
  - Conversions to dwellings (commenced) – 68 dwellings

The total number of dwellings in the supply is 3567

2.10 The following is then taken out of the supply:

- Less number of dwellings deliverable beyond the five year period on large sites
- Less sites not currently active and unlikely to complete in the next five years
- Less sites with Outline consent in which no evidence is available to demonstrate delivery

2.11 The relevant strategic housing requirement is set out in H1 of the adopted Core Strategy. This requires a minimum of 5600 dwellings for the plan period 2008 to 2028, equivalent to an annual average completion target of at least 280 per year. The figure of 280 is used for monitoring purposes.

#### Buffer

2.12 In the latest monitoring period (1<sup>st</sup> April 2019 – 30<sup>th</sup> September 2019) 313 dwellings were built and completions per year since the adoption of the plan in 2008 is outlined below:

COMPLETIONS	NEW BUILD	CONVERSIONS CHANGE OF USE	TOTAL COMPLETIONS
1 April 2008 – 31 March 2009	58	17	75
1 April 2009 – 31 March 2010	57	32	89
1 April 2010 – 31 March 2011	36	33	69
1 April 2011 – 31 March 2012	116	31	147
1 April 2012 – 31 March 2013	121	51	172
1 April 2013 – 31 March 2014	155	28	183
1 April 2014 – 31 March 2015	316	29	345
1 April 2015 – 31 March 2016	268	32	300
1 April 2016 – 31 March 2017	376	14	390
1 April 2017 – 31 March 2018	371	29	400
1 April 2018 – 31 March 2019	370	42	412
1 April 2019 – 30 <sup>th</sup> September 2019	296	17	313

2.13 As the Authority has met the 280 per year requirement over the past five years and following the publication of the Housing Delivery Test for 2018, a 5% buffer should be applied to reflect national policy.

#### Windfall / Small Sites Allowance

2.14 Paragraph 70. of the NPPF states that local planning authorities may make an allowance for windfall sites in the five year supply if there is compelling evidence that such sites have consistently become available in the local area and that they will continue to provide a reliable source of supply.

2.15 Previously the Authority included a windfall allowance within the five year supply based upon an assessment of past delivery on small sites over a ten year period and also included all small sites permitted but have yet to be completed within the five year supply, following previous established practice.

2.16 In response to the Henthorn Road, Clitheroe planning inquiry in June 2019 (Appeal Ref: APP/T2350/W/19/3221189) the previous method by which the Authority calculated the windfall allowance has been updated and replaced by an assessment of actual completions on small sites (under 0.4 hectares / under 10 dwellings) over the previous five years which is consistent with current guidance and reflects the Inspectors decision.

- 2.17 Table 2 at Appendix B of the 'Five Year Supply Statement September 2019' outlines the number of completions on small sites over the last five years (292 dwellings from 2014 – 2019). In line with the Inspectors approach as set out within the Appeal Decision on land at Henthorn Road, Clitheroe, the Council considers that the delivery of 292 dwellings over the next five years is a realistic and achievable number. On this basis, 292 dwellings have been added to the supply instead of including all permissions on small sites.
- 2.18 The small sites contribution will continue to be monitored at the point of publishing each subsequent Housing Land Availability Schedule.

#### Five Year Position at 30<sup>th</sup> September 2019

- 2.19 Pages 5 – 8 of the 'Five Year Supply Statement September 2019' sets out the expected rate of delivery for each site within the supply over the next five years. The table on page 2 of the report shows a five year requirement for 1811 dwellings (equivalent to 362 per year). The identified five year supply is 2405 dwellings. On this basis the Council can demonstrate a 6.6 year supply. It should be noted that this represents a position at a specific point in time; the situation changes constantly as permissions are implemented, new permissions are granted and schemes amended.

### **3 RECOMMENDED THAT COMMITTEE**

- 3.1 Endorse the amended methodology of using a 'small sites allowance' instead of a 'windfall' allowance and that the calculation of housing land supply at 6.6 years of supply is adopted for the purposes of monitoring and decision making.
- 3.2 Agree that the monitoring documents referred to in this report are included as part of the Council's evidence base.

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SENIOR PLANNING OFFICER

NICOLA HOPKINS  
DIRECTOR OF ECONOMIC  
DEVELOPMENT AND PLANNING

#### BACKGROUND PAPERS

Housing Land Availability Schedule (HLAS) September 2019

Five Year Supply Evidence of Delivery September 2019

Five Year Supply Statement September 2019

(all available on the Councils website via the following link:

[https://www.ribblevalley.gov.uk/downloads/download/7171/housing\\_land\\_availability\\_surveys\\_and\\_reports](https://www.ribblevalley.gov.uk/downloads/download/7171/housing_land_availability_surveys_and_reports)

For further information please ask for Rachel Horton, extension 3200.