

Note on 5 Year Land Supply Methodology

30th September 2020

Planning Policy Team_4th December 2020

INTRODUCTION

This paper sets out how East Staffordshire Borough Council has calculated its assessment of housing land supply over the next 5 years. Calculations are based on Monitoring undertaken for the 30th September 2020 and from the start of the plan period.

Policy Context

National Planning Policy Framework (NPPF) published July 2018 paragraphs 70 - 75 provide the relevant guidance for assessing the 5 year housing supply.

Para 73 states that 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 their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- a) 5% to ensure choice and competition in the market for land; or
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply¹.

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 a demand for the type 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.

Para 70 states that 'where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends'.

¹ From November 2018, this will be measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement

The Importance of the 5 year supply calculation

Paragraph 11 of the NPPF states that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date decisions should apply the presumption in favour of sustainable development.

Footnote 7 states that policies are out of the date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.

It is important to remember that the objective of the 5 year housing land supply calculation is not simply to achieve a 5 year supply of housing, but to maintain a minimum of 5 years' worth of housing supply on an ongoing basis.

The Council have been able to demonstrate that a 5 year housing land supply has been maintained since the Local Plan was adopted in October 2015.

Background Information

The National Planning Policy Framework sets out that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements.

The Local Plan was adopted on 15th October 2015. The Inspector's report guides many of the components of the calculation particularly the housing requirement figure and expected delivery on allocated sites. A lot of discussion over windfall allowance and its incorporation into 5 year land supply figures took place at the Local Plan hearings and for the purposes of the examination the windfall component was removed to address concerns over the potential for double counting. However the Local Plan Inspector recognised that not including a windfall allowance in a 5 year land supply calculation was "commendably cautious".

Given that Paragraph 70 of the NPPF provides the framework for including a windfall allowance should the Borough Council choose to do so it is considered reasonable to include a windfall element post Local Plan adoption and this was introduced into the 30th September 2016 calculation. Local Plan Strategic Policy 4 includes a windfall requirement. To ensure there is no double counting with existing permissions, the figure is only included for years 4 and 5, when current permissions would have either commenced or lapsed. The figure of 90 dwellings per year reflects the Local Plan strategy. The methodology for calculating windfall rates is realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends, and does not include residential gardens.

For the monitoring year 2015/16 completions fell short of the annual target by seven units. For monitoring years 2016/17, 2017/18, 2018/19 and 2019/20 the number of completions exceeded the housing requirement.

Completions Total's

Monitoring Periods Covered:

2012/13 (31.03.13) up to 20120/21 (30.09.20)

2012/13	270
2013/14	234
2014/15	352
2015/16	459
2016/17	535
2017/18	680
2018/19	756
2019/20	743

2020/21 (up to September 2020)	283
Total COMPLETIONS - April 2012 to September 2020	4312

As a result, and in line with the Housing Delivery Test, the Council consider there is no longer a record of persistent under delivery. Therefore the buffer, which applies to the housing requirement and under delivery figures, has been reduced from 20% to 5%. This buffer will ensure choice and competition in the market for land as required by the NPPF.

Methodology for assessing the 5 Year Land Supply

The methodology involves the following:

- Bi-annual site visits to identify completions. This approach represents the most up to date and accurate way of assessing the way in which housing permissions move through the construction phase to completion.
- Evidence from applicants/agents/developers for sites of 10 or more dwellings has been incorporated into the calculation of the deliverable sites, ensuring a robust position.
- All planning permissions for 10 or more dwellings have been removed from the housing pipeline into Table A (large sites with permission). A bespoke approach to delivery has been applied to each site. This is a more accurate approach rather than applying a standard % lapse rate.

This calculation therefore provides the most up to date robust calculation based on data as at the 30th September 2020 and the following:

- This calculation uses the agreed² stepped trajectory housing requirement figures of 466 per annum for the first six years of the plan period.
- This calculation uses the agreed¹ stepped trajectory housing requirement figures of 682 per annum for the remaining 13 years of the plan period.
- Under delivery is spread over the five year period (Sedgefield).
- A 5% buffer to both the housing requirement and under delivery is included.
- A windfall figure of 90 per year for years four and five has been included.

The next 5 Year Land Supply update

The Borough Council recognises the importance of reviewing the 5 year land supply regularly. The Council will continue to consider any changes required from the revised NPPF and associated guidance, and will amend any components of the 5 year land supply as necessary.

² Adopted Local Plan Policy SP3

September 2020 - Five Year Housing Land Supply Calculation

(5 years being full monitoring years from 1st October 2020 to 30th September 2025)

Housing Requirement

- **682** dwgs/yr which is 3410 dwellings over 5 years (October 2020 – September 2025)
5 Year Requirement: 3410

NPPF: 5% buffer is calculated as 5% or **3581** (**3410**x1.05)

- The new five year requirement becomes: **3581** homes required over 5 years or an annual requirement of **716** dwellings.(3581/5)

Under-delivery

- Between April 2012 – September 2020 (6yrs at 466, 2yr at 682 & 6 months at 341) we should have delivered **4501** dwellings (466x6 + 682x2 + 341).
- Past completions April 2012 – September 2020 = **4312** dwellings
- Under delivery = 189 dwellings (4501-4312)
- Plus 5% buffer on the under delivery = **198** (189x1.05)
- 198/5yrs= **40** per yr extra over 716 that's required = **756** (716+40)

New five year housing requirement incorporating under delivery is **3780** (756x5)

Housing Supply

- Housing pipeline (Small Sites with planning permission 0-9 units): **591**
- We adjust the figure to acknowledge a lapse rate of 10% **532**
- Proportion of large sites (10+units) with permission contributing to the 5YLS **3212**
(Proportion of large sites with planning permission – Table A*)
- Sites identified in tables B,C & D* **491**

Windfalls

90 Windfalls units expected for years 4 & 5 **180**

TOTAL **4415 dwgs**

4415 total supply/756 annual requirement = 5.84 years

* We don't apply a 10% lapse rate to these sites because the calculation recognises that only a proportion will come forward over the 5 year period. We have engaged with developers and applicants to arrive at the delivery rates.

Deliverable Sites

For the purposes of the tables below the monitoring periods are as follows:

- **Year 1** = 1st October 2020 to 31st September 2021
- **Year 2** = 1st October 2021 to 31st September 2022
- **Year 3** = 1st October 2022 to 31st September 2023
- **Year 4** = 1st October 2023 to 31st September 2024
- **Year 5** = 1st October 2024 to 31st September 2025

Table A: Large sites with permission

Application	Type of App	No of Units	Contribution to 5 Year Supply	Application Status as at September 2020	Comments as at September 2020 (unless stated otherwise)
Sites Under Construction as at September 2020					
Branston Locks (Lawns Farm) P/2012/01467	OUT	2580	450	2065 is the remaining capacity from the Outline application for 2580 - Approved 14/04/2015	Regular discussions held with agent.
Branston Locks (phase 1) - P/2017/00923	RM	70		Reserved Matters (P/2017/00923) application for 70 units - Approved 24/04/2018	Phase 1, 2 & 3 under construction with 24 left to be completed on phase 1.
Branston Locks (phase 2) - P/2018/00233	RM	201		Reserved Matters (P/2018/00233) application for 201 units – Approved 26/10/2018	Two/Three developers on site. Reserved Matters Application for additional phase has been submitted for 190 units - awaiting determination.
Branston Locks (phase 3) - P/2019/00756	RM	244		Reserved Matters (P/2019/00756) application for 244 units – Approved 17/12/2019	
Land South of Lichfield Road (phase 3&4) - P/2018/00697	RM	392	338	Reserved Matters application Approved - 13/09/2018 for the final 392 units of the original 660 originally approved on the Outline application. P/2019/00258 - Outline Application (phase 5) for 120 units – resolution to approve 02/09/2020.	Phase 1 (64 units) – completed at March 2017. Phase 2 (204 units) – completed as at September 2020. Phase 3 & 4 – under construction with 338 left to be completed on site. Two developers on site
Land to the West of Uttoxeter (Phase 1c) - P/2017/00426	RM	119	26	P/2017/00426– Reserved Matters App for 119 – Approved 25/08/2017	Phase 1 (47 units) P/2014/00883 – site completed at September 2018 Phase 1b (40 units) P/2016/00216 – site completed at September 2018
Land to the West of Uttoxeter (Phase 2) - P/2018/00510	RM	450	399	P/2018/00510 – Reserved Matters for phase 2 (final 450 units remaining from Outline of 700 units - P/2013/00882) – Approved 24/10/2018	Phase 1c – 26 left to be completed on site. Phase 1d (44 units) P/2017/00572 – site completed at September 2019 Phase 2 – 399 left to be completed on site.
Red House Farm P/2015/01229	RM	245	11	Reserve Matters Application for 246 approved at committee 26/02/2016	Construction underway, 11 left to be complete on site.

Forest Road P/2016/00321	RM	302	82	P/2012/01359 - Outline Application -Approved 12/02/2014 Reserved Matters Application Approved at Committee 24/06/2016. Additional 2 units approved within the site.	Construction well underway, 82 left to be completed on site. At March 20, one developer confirmed delivery of the site and would expect the site to be completed before June 2021
College Fields - Rolleston P/2018/00384	RM	100	100	Reserved Matters application approved 15/08/2018	At March 2020, the developer confirmed they would expect the site to be completed within three years.
Model Dairy Farm P/2017/00590	RM	77	38	Outline Approved-16/05/14 Reserved Matters Application (P/2017/00590) – Approved 17/10/2017	Construction well underway, 38 left to be completed on site.
Land North of Rocester P/2018/01346	RM	53	53	Outline Approved P/2014/00548 - 01/12/2016 Reserved Matters application for 53 approved at committee 22/02/2019	At March 2020, the developers confirmed they anticipate 30 sales per annum so would expect to be finished and off site by end of 2022
Hazelwalls P/2015/01497	FULL	429	360	Approved at committee 20/02/2019	Construction now well underway, with the first completions coming through.
Former Alumasc Grundy P/2016/01847	FULL	203	149	Full Application Approved 18/06/2018	Construction well underway, 149 left to be completed on site.
The Maltings P/2017/00244	FULL	90	90	Full Application Approved 22/12/2017	Site under construction, no completions on site yet
Land off Forest Road P/2014/01304	FULL	83	83	Full Application for 83 units Approved at Committee – 18/02/2016 Full Application (64 affordable housing units) P/2019/00320 and S73 application (P/2019/00297) both approved 02/09/2020 - awaiting a S106	Developer confirmed delivery, with the final completions expected in 2024. Site being cleared.
Land off Tatenhill Lane Branston P/2017/01110	FULL	55	12	Outline Approved 10/04/2014 Full application P/2017/01110 approved 29/03/2018	Construction well underway, 12 left to be completed on site.
Former Highways Depot P/2019/00703	FULL	39	39	Full Application (39 Affordable Housing Units) Approved 04/03/2020	Site under construction, with completions expected shortly.
Former Burton Adult Training Centre P/2017/01652	FULL	26	5	Full Application Approved 24/09/2018	Construction well underway, 5 left to be completed on site.
Court Farm Lane P/2018/00939	FULL	24	24	Approved at committee 13/09/2019	Site under construction, no completions on site yet
Westlands Road P/2017/00355	FULL	18	15	Approved at committee 27/03/2019	At March 2020, the applicant confirmed delivery of site by end 2022.

Foxglove Close P/2018/01046	FULL	16	12	Approved at committee 22/05/2019	Construction well underway, 12 left to be completed on site.
Rear of 38-54 Bridge Street Uttoxeter P/2013/00686	FULL	14	14	Approved 06/09/2013	Site under construction as per agent at Sept 16
Mead Works P/2018/00143	FULL	14	14	Full Application Approved 16/07/2018	Site under construction, no completions on site yet
Rear of, 143 Horninglow Street P/2016/00128	FULL	32	32	Approved 08/12/2016 Detailed Application (P/2020/00401) for 32 apartments (amended plans) - awaiting determination	Site under construction. Further applications submitted to clear conditions.
Wychnor Bridges Farm, PA/07791/005/ SM	FULL	11	11	Detailed application approved 26/08/2008. Application to extend time limit P/2011/00282/JPM – Approved 12/05/2011	As at March 2017, the agent confirmed delivery expected towards the end of the next 5 years.
The Refinery Burton P/2010/01361/MB	FULL	10	0	Approved 08/03/2011	As at September 2018, Agent confirmed that due to access issues, delivery is not expected in the next 5 years.
Hornton Road (P/2017/00354)	FULL	14	14	Approved at committee 12/03/2019.	Site under construction, no completions on site yet
Sites Not Under Construction as at September 2020					
Howards Transport, Clays Lane P/2018/01042	RM	86	86	Outline (P/2014/01460) Approved - 29/11/2016 Reserved Matters (P/2018/01042) application for 86 – Approved 02/04/2020	Applicant confirmed 30 completions per year, with works expected to commence in 2021.
Harbury Street P/2019/01511	RM	14	14	Outline Application (P/2016/00980) Approved 21/12/2018 Reserved Matters – Approved 18/03/2020	Agent confirmed expected completion by early 2021.
Beamhill P/2013/00429	OUT	950	70	Outline Approved - 06/08/2013 Reserved Mattes for access & landscaping approved 23/02/2017. Reserved Matters application (P/2020/00591) for 70 units (phase 1b) – Approved 24/11/2020	As at March 2017, the agent confirmed completion rate of 50dpa increasing to 100-150 thereafter. Completion expected within 10years
Beamhill (ph1) P/2020/00184	RM	322	322	Reserved Matters application (P/2020/00184) for 322 units of the original 950 (phase 1) – Approved at Committee 28/08/2020	2 developers across the site.
Glenville Farm (Harehedge Lane) P/2015/00202	OUT	500	0	Approved 10/12/2015	At March 2020, the agent confirmed that the site is

Glenville Farm (Harehedge Lane) P/2017/01556	RM	110	110	Approved at committee 16/01/2019 for 110 of the original 500.	expected to commence in 2021, with delivery of the Additional Reserved Mattes application in the next 5 year.
Imex Business Centre P/2019/00056	OUT	144	144	Resolution to Approve – 16/07/2019. S106 signed 06/04/2020 Reserved Matters application (P/2020/00745) submitted for 125 units - awaiting determination	At March 2020, the agent confirmed that they expect the site will be developed within the next 5 years
Fiveland's Allotment P/2018/01451	OUT	49	49	Resolution to Approve – 29/05/2019. S106 signed in 06/04/2020 Detailed application (P/2019/01465) for 64 affordable units – approved 06/11/2020	Agent confirmed that they anticipate the site will be delivered in the next 5 years
Craythorne Road P/2016/01507	OUT	34	23	Approved 28/06/2017 – for 32 retirement bungalows. Reserved Matters application (P/2020/00614) for 23 units - awaiting determination	Delivery of Reserved Matters scheme (23 units) to be delivered in 2022/23
Lynwood Road P/2017/01376	OUT	25	25	Approved 24/07/2018	Expect a Reserve Matters application to be submitted in 2020/21.
Torrington House P/2020/00608	PRIOR APP	14	14	Approved 07/09/2020	Change of use application to expect commencement shortly
Number of Units (gross)		7212³	3228		
Expected loss of dwellings (from the above applications)			16		
Total number of Units (net)			3212		

Table B: Large sites with a resolution to approve and awaiting s.106 sign off

Application	Type of App	No of Units	Contribution to 5 Year Supply	Application Status as at September 2020	Comments as at September 2020 (unless stated otherwise)
Branston Depot P/2012/00920	OUT	484	0	Resolution to Approve – 21/10/2013. S106 due to be signed shortly.	Site still occupied. As at September 2018 the agent confirmed that the site was sold for continuing commercial use. Residential units will not come forward in the next 5 years.
JCB Pinfold Road, Uttoxeter P/2017/01307	OUT	148	148	Outline Application P/2017/01307 - Resolution to Approve 24/04/2019. S106 due to be signed shortly.	Site cleared and being marketed.
Branston Leas - Phase 5 P/2019/00258	OUT	120	120	Resolution to Approve – 02/09/2020. S106 due to be signed shortly.	Application in addition to the original outline application for 660 units
Number of Units		752	268		

³ This total only includes the outline figure for Branston Locks, Beamhill and Glenville Farm.

Table C: Sites currently in the Local Plan with an application submitted for determination

Application	Type of App	No of Units	Contribution to 5 Year Supply	Application Status as at September 2020	Comments as at September 2020 (unless stated otherwise)
Churnet Farm, Rocester P/2017/00667 & P/2017/00668	FULL & OUT	90	90	Full application for 20 dwellings (P/2017/00668) Outline application for 70 dwellings(P/2017/00667) – awaiting determination (expected to go to committee early 2021)	As at March 2017 the agent confirmed delivery of 90 units.
Bargates P/2017/01589	FULL	140	133	Application submitted, awaiting determination	Layout and mix under negotiation.
Number of Units		230	223		

Table D: Sites in the Local Plan and other large sites without live applications

Application	No of Units	Contribution to 5 Year Supply	Application Status as at September 2020	Comments as at September 2020 (unless stated otherwise)
Molson Coors, High Street	210	0		
Molson Coors, Middle Yard	300	0		
Derby Road, Burton	250	0		Council is in discussion with various land owners.
Number of Units		760	0	

Total number of units	8954	3703	
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