



WEST OXFORDSHIRE
DISTRICT COUNCIL

Position Statement on Housing Land Supply

October 2012

Introduction

In accordance with best practice, this paper sets out the Council's position at 1st April 2012 but details the expected housing land supply for the following 5 years, from **1st April 2013**. This document replaces the previous Position Statement published in June 2011 and also updates **Table 1 – Summary of supply of deliverable sites** published in the Council's 2010/2011 Annual Monitoring Report. The following appendices are available:

Appendix 1 - Schedule of allocated sites and site status (attached)

Appendix 2 - Detailed schedule of sites with extant permissions at 1st April 2012 (available as separate download)

Please note

This paper was prepared using the figures in the South East Plan operative at 1 April 2012 for the purposes of demonstrating a 5 year land supply. However, through the Localism Act, the Government intends to abolish such regional strategies and the District's future housing land requirement will be determined by the need identified in the new Local Plan.

I. Demonstrating a 5 year land supply

Background

- 1.1. In March 2012 the Government published the National Planning Policy Framework (NPPF) (www.communities.gov.uk). This framework replaces, amongst other documents, PPS3 which had previously provided the housing policy guidance upon which earlier housing land supply position statements were based. This latest Position Statement is informed by the policies in the new framework. The NPPF expects local planning authorities to be fully conversant with the needs in their local housing market area and offers advice on how best to deliver a 'wide choice of high quality homes'.
- 1.2. A cornerstone of this policy is the expectation that each authority will 'identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements'. To ensure choice and competition in the market, authorities are encouraged to include an additional buffer of 5%.
- 1.3. At 1st April 2012, West Oxfordshire had a supply of deliverable sites, sufficient to supply more than 5 years worth of housing and including a buffer in excess of 5%. However, government guidance notes that the five year period identified in a housing land supply statement 'should start from the following April'. This advice has been taken into account in the preparation of *Tables 1a* and *1b*, which show that West Oxfordshire will be able to demonstrate a five year supply of deliverable housing sites, along with a buffer exceeding 5%, from the 1st April 2013. The NPPF also enables local planning authorities to make an allowance for windfall¹ sites within this 5 year supply (paragraph 48). However, the housing figures in *Tables 1a* and *1b* refer only to identified sites (i.e. those with extant planning permission or those allocated through the development plan process). The 2011/12 Annual Monitoring Report, and subsequent monitoring reports, will include updates of this housing information.
- 1.4. The Council has undertaken a Strategic Housing Land Availability Assessment (SHLAA), in accordance with Government guidance, and interim reports and maps covering a number of the District's larger settlements, can be found at <http://www.westoxon.gov.uk/planning/SHLAA.cfm>. A review of the SHLAA, reconsidering previously submitted sites as well as those more recently proposed, is in the process of being carried out.
- 1.5. Having identified the relevant 5 year period, this paper will go on to define the level of housing provision to be delivered, identify the sites that have the potential to deliver housing over the 5 years and then assess the deliverability of those identified, potential, sites.

Identifying the 5 year period

¹ Windfall sites are sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available (NPPF Annex 2)

- 1.6. This position statement considers the availability of housing land, in West Oxfordshire, during the period from 1st April 2013 to 31st March 2018.

Identify the level of housing provision to be delivered

- 1.7. Until such time as regional strategies are formally abolished, the South East Plan is still the most recently adopted part of the development plan for the District. However, West Oxfordshire has been progressing its replacement Local Plan (previously known as the Core Strategy) for over three years and, although it has not yet been through the examination process and has not yet been adopted, its assumptions regarding the District-wide housing requirement are based on sound advice and evidence. It is proposed, therefore, that this paper will test the potential housing supply against both the South East Plan and the emerging draft Local Plan to determine the suitability of the current stock of deliverable housing in providing a minimum 5 year supply.
- 1.8. The housing target set in the South East Plan is 7,300 homes, to be delivered between 2006 and 2026. In the 6 years since the 1st April 2006, 3,420 dwellings have been built and an additional 302 are expected to be completed during the current year (1st April 2012 – 31st March 2013) - an average of 532 p.a. The minimum requirement for the remaining 13 years is, therefore, 3,578 which is equivalent to 275 p.a. Therefore, the housing requirement for the following 5 years (1/04/13 – 31/03/18), under the **South East Plan**, is **1,375** dwellings.
- 1.9. The Draft West Oxfordshire Local Plan proposes the development of 5,500 additional homes between 1st April 2011 and the 31st March 2029. During the year 2011/12, 359 new dwellings were built and a further 302 are expected to be completed in the current year, leaving a requirement of 4,839 over the remaining 16 year period (equating to 302 each year). The requirement for the period 1/04/13 – 31/03/18 is, therefore **1,510** under the **Draft local Plan**.

Identifying sites which have the potential to deliver housing during the following 5 years.

- 1.10. In the 5 years from 1st April 2013, it is expected that over half of the houses, built in West Oxfordshire, will be on sites with outstanding planning permission. The remainder, just under a half, will be delivered on sites that have been identified in the Adopted Local Plan.
- 1.11. It is expected that there will be 198 dwellings permitted on Local Plan allocated sites, at 1st April 2013, and 762 on previously-unidentified sites (**960** dwellings in total). 13 of the dwellings on previously-unidentified sites are on Rural Exception Sites (RES).
- 1.12. There are three undeveloped sites, allocated for housing or mixed uses including housing, in the adopted Local Plan 2011, which remain without planning permission. These sites, listed in Appendix I, have the potential to deliver a further **326** homes. The Council has resolved to grant consent on the largest of these sites (200 homes on the remainder of Local Plan Proposal 15 in Carterton) subject to the applicant entering into a legal agreement.

- I.13. In addition to the allocated sites noted above, the adopted Local Plan also allocated a reserve site for comprehensive mixed use development (Proposal 8 – North Curbridge Development Area, Witney). As part of its development, this site is expected to provide around 1,000 new homes. A planning application has been submitted for this site and it is currently being considered by the Council. The applicant has also provided a housing delivery trajectory which estimates a delivery of **600** dwellings in the 5 year period.
- I.14. The sites identified above have the potential to provide a total of **1,886** additional homes over the 5 year period from 2013 to 2017.
- I.15. The ongoing SHLAA review, noted in paragraph I.4, may well identify additional sites which could also come forward during the 5 year period covered by this paper. As noted above the NPPF also allows authorities to make an allowance for windfall. However, this assessment does not include any sites identified through the SHLAA process or any windfall allowance.

Assessing the deliverability of the identified sites

- I.16. The NPPF considers sites to be deliverable if ‘they are available now, offer a suitable location for development now, and are achievable with a realistic prospect that housing will be delivered on the site within five years’. These criteria are considered below.

Assessing the deliverability of sites with outstanding planning permission

- I.17. The NPPF notes that sites with planning permission should be considered deliverable unless there is clear evidence that the permission will not be implemented within the 5 year period. This consideration is applied to both the permitted and the allocated sites, below.
- I.18. 197 of the 198 permitted dwellings on allocated land are on two separate sites. The development on one site is well advanced and is expected to be completed in 2013. Development on the second site is expected to commence in 2013. The remaining dwelling, part of the West Witney development area which was developed through the 1980s and 1990s, sits on land which offers potential access to an adjoining site and is not considered deliverable within the next 5 years.
- I.19. The 762 dwellings permitted on previously unidentified sites include 13 units to be built on Rural Exception Sites (RESs). Historically, no planning permission for RES housing has ever lapsed (no start is made before the planning permission expiry date) in West Oxfordshire and it would be unreasonable to discount that figure of 13. However, monitoring has shown that some permissions for dwellings on other small previously unidentified sites do lapse and, between 1st April 2001 and 31st March 2012, the lapse rate has risen to about 10.5%. To allow for similar lapses of current planning permissions, all of those unstarted at 1st April 2012 (561 of the remaining 749) are discounted by this percentage.
- I.20. After applying this discount rate it is estimated that there will be 690 deliverable homes, on previously unidentified sites, plus 13 homes on RESs and 197 homes on allocated sites with permission: a total of **900** deliverable dwellings with planning permission.

Assessing the deliverability of allocated sites without planning permission

- I.21. Guidance has suggested that it is reasonable to assume that Local Plan allocated sites are suitable for housing development but may need reviewing where circumstances have changed, since their allocation. Appendix I lists the outstanding West Oxfordshire allocated sites, along with an indication of the deliverability of each.
- I.22. The implementation of Local Plan Proposal 7 (Cogges, Witney) was dependent upon the construction of the Cogges Link Road (CLR). However, further to a recent public inquiry, that scheme will not now be implemented and, subsequently, Proposal 7 has not been included in the five year housing land supply. The two remaining sites, however, are expected to be able to supply a total of **280** homes within that period.
- I.23. In addition to the allocated sites, noted above, the West Oxfordshire Local Plan 2011 also included a proposal (Proposal 8) for a mixed-use development site at North Curbridge (to the west of Witney). A planning application has been submitted, showing a development including 1,000 new dwellings. It is estimated that delivery of these homes will commence in 2013/14, with around **600** being built during the 5 year period covered by this paper.

Conclusion – a 5 year supply of deliverable sites

- I.24. The deliverable homes on sites with outstanding planning permission (900) plus those on allocated sites and the reserve site (280 + 600) constitute an identified total of **1,780 deliverable dwellings** for the period 1st April 2013 – 31st March 2018. This potential supply is now tested against the requirements of both the South East Plan and the Council's emerging Local Plan, as noted earlier. **Table 1a** below shows this delivery to be well in excess of the South East Plan requirement for the next 5 years and **Table 1b** also shows an excess based on the requirement, for the same period, in the emerging Local Plan.
- I.25. The National Indicator NI 159 is a measure of the supply of ready to develop housing sites and achieving a figure of 100% or more is considered good performance. The formula used to calculate this indicator is shown below:

$$\frac{\textit{The number of dwellings that can be built on deliverable housing sites}}{\textit{The housing supply requirement}} \times 100$$

For the South East Plan the formula is therefore:

$$(1,780 \div 1,375) \times 100 = \underline{129\%} \text{ and}$$

for the emerging Core Strategy it is:

$$(1,780 \div 1,510) \times 100 = \underline{118\%}$$

Table 1a: Estimated 5-year housing land supply - 1st April 2013 (based on S E Plan requirement)

	Source	Homes	Notes
A	Total SE Plan provision 2006-2026	7,300	
B	Homes completed 1/4/06-31/3/12	3,420	
C	Housing completions expected 1/4/12 – 31/3/13	302	
D	Remaining provision required	3,578	A – B - C
E	Plan period years remaining (1/4/13 – 31/3/26)	13	
F	Annualised requirement 1/4/12 – 31/3/26	275	D ÷ E
G	Requirement for next 5 years (2012 to 2016)	1,375	F × 5
H	Deliverable homes on allocated sites with planning permission from 1/4/2013	197	
I	Deliverable homes on exception sites with planning permission from 1/4/2013	13	
J	Deliverable homes on sites with planning permission which were previously unidentified/unallocated	690	Dwellings on those sites which have not yet commenced have been discounted by 10.5% to allow for possible lapses ²
K	Deliverable homes on sites allocated in the Local Plan but without permission	280	See Appendix I for details - excludes the Cogges allocation (46) which will not be delivered in the absence of the CLR
L	West Witney/North Curbridge Strategic Development Area	600	This mixed use site is expected to deliver approximately 50 homes in 2013/14, 100 in 2014/15 and then 150 homes p.a. from 2015/16
	Total deliverable dwellings	1,780	H+I+J+K+L

² Since 2001, about 10.5% of dwellings permitted on small, previously-unidentified, sites have lapsed

Table 1b: Estimated 5-year housing land supply - 1st April 2013 (based on draft Local Plan)

	Source	Homes	Notes
A	Draft Local Plan requirement 2011-2028	5,500	
B	Homes completed 1/4/11-31/3/12	359	
C	Housing completions expected 1/4/12 – 31/3/13	302	
D	Remaining provision required	4,839	A – B - C
E	Plan period years remaining (1/4/13 – 31/3/29)	16	
F	Annualised requirement 1/4/13 – 31/3/29	302	D ÷ E
G	Requirement for next 5 years (2012 to 2016)	1,510	F × 5
H	Deliverable homes on allocated sites with planning permission from 1/4/2013	197	
I	Deliverable homes on exception sites with planning permission from 1/4/2013	13	
J	Deliverable homes on sites with planning permission which were previously unidentified/unallocated	690	Dwellings on those sites which have not yet commenced have been discounted by 10.5% to allow for possible lapses ²
K	Deliverable homes on sites allocated in the Local Plan but without permission	280	See Appendix I for details - excludes the Cogges allocation (46) which will not be delivered in the absence of the CLR
L	West Witney/North Curbridge Strategic Development Area	600	This mixed use site is expected to deliver approximately 50 homes in 2013/14, 100 in 2014/15 and then 150 homes p.a. from 2015/16
	Total deliverable dwellings	1,780	H+I+J+K+L

Appendix I Schedule of sites allocated in the West Oxfordshire Local Plan 2011

Site	Number of dwellings	Site status	5 year land supply?
Cogges (Proposal 7)	46	The release of this site for housing was dependent upon securing the Cogges Link Road. The application for the compulsory purchase of land and the associated orders required for this scheme to go ahead has been rejected by the SoS for Transport. Without that approval this scheme cannot now be implemented.	-
NE Carterton Development Area (remaining) (Proposal 15)	200	A planning application, which the Council has resolved to approve subject to a legal agreement, has been submitted for this area. Given this developer interest, there is a reasonable prospect of housing being delivered within 5 years.	200
Cromwell Park, Chipping Norton (Proposal 1)	40-80	Part of this site has recently been developed to provide a care home and primary care centre. This development now provides access to the remainder of the land, which is also owned by OCC. There is a reasonable prospect of housing being delivered within 5 years.	40-80
Total	286 - 326		240 - 280

Appendix 2 – available/download separately