

BRECKLAND DISTRICT COUNCIL

Report of: The Executive Director for Commercialisation

To: Planning Committee 31st July 2017

Author: Sarah Robertson, Senior Planning Policy Officer (Capita)

Subject: 2017 Statement of Five Year Housing Land Supply

Purpose: The purpose of this report is to inform the Planning Committee of Breckland's current situation in regards to the five year housing land supply

Recommendation(s):

- 1) That the Planning Committee notes the contents of this report and attached appendix (dated 31st March 2017) and gives its findings material weight in the decision making process.

1.0 BACKGROUND

- 1.1 It is a requirement of the National Planning Policy Framework (NPPF) to prepare a five year housing land supply statement on an annual basis. The full assessment for 2017 is included at Appendix A of this report.
- 1.2 The 5 Year Housing Land Supply is a comparison of the anticipated supply of new dwellings, against the number of new dwellings that are required to be built in Breckland (known as the housing requirement). It is expressed as the number of years' worth of supply available.
- 1.3 The 5 Year Housing Land Supply Statement is a means of demonstrating that the Council is meeting the housing development needs of the district and is a key plank of the National Planning Policy Framework (NPPF) to '*boost significantly the supply of housing*' (para 47). Further guidance on land availability and 5 year supply is provided in the national Planning Practice Guidance (PPG). Both the NPPF and PPG are available to view at <http://planningguidance.planningportal.gov.uk/>.
- 1.4 The first part of the calculation is to establish the housing requirement. The requirement figure is usually the adopted target in the Council's Local Plan. However, the Breckland Core Strategy was adopted prior to the NPPF and the targets were created in the context of the former East of England Plan (the Regional Spatial Strategy). This set a target of 780 dwellings per annum between 2001 and 2026. As such, the emerging Objectively Assessed Need (OAN) target from the Strategic Housing Market Assessment (SHMA) is considered to present a more robust up-to-date position. This is referenced in the national planning practice guidance which states '*It should be borne in mind that evidence which dates back several years, such as that drawn from revoked regional strategies, may not adequately reflect current needs*'.
- 1.5 The OAN figure is for 612 dwellings per annum between 2011 and 2036. Furthermore,

the principle of using the published SHMA figure as opposed to the adopted Local Plan requirement has been tested through the High Court¹. The 5 Year Land Supply Statement presents two calculations using both the Local Plan figure and the OAN figure.

- 1.6 The NPPF states that the housing requirement must include a 5% or 20% buffer (moved forward from later in the plan period) to ensure choice and competition in the market, and the PPG requires that any un-delivered units from previous years must be allowed for in future years. The PPG recommends that this should be done within the next 5 years, but does not require this.
- 1.7 The Breckland calculation incorporates a 20% buffer, and makes allowance for un-delivered units. Two separate calculations are shown using the two different approaches to making up the “shortfall” in undelivered units. These are known as the “Sedgefield” approach, recommended by the PPG, where the shortfall is made up in the next five years, and the “Liverpool” approach, where undelivered units are made up over the remainder of the Plan period. However, the PPG does note that the methodology for calculating the five year supply is matter of judgement. Recent planning appeals² have noted that the Liverpool methodology may be appropriate where the housing supply is predicated on strategic urban extensions. This is the case in Breckland, where housing delivery includes sustainable urban extensions in Thetford and Attleborough.
- 1.8 The housing supply is made up of deliverable sites which are in suitable locations, available now and achievable in the next five years. The housing land supply is made up of the following components:
 - Sites with planning permission: large and small sites with planning permission are considered deliverable until permission expires or unless there is clear evidence that schemes will not be implemented within five years
 - Allocations in the Local Plan: sites that are allocated in the Site Specific Policies and Proposals DPD or the Thetford Area Action Plan
 - Windfalls³: the Council is satisfied that there is compelling evidence that such sites have consistently become available in the local area, and will continue to provide a reliable source of supply.
- 1.9 Totalling these components, the 5 Year Land Supply Statement shows that in Breckland **3,605** deliverable units are expected to come forward in the next five years.
- 1.10 To assess the Council’s 5 Year Land Supply position, it is necessary to compare the identified supply against the requirement. The 5 Year Land Supply Statement presents a number of different scenarios using both the Core Strategy targets and the OAN target, and also both the Liverpool and Sedgefield methodologies.

¹ Borough Council of Kings Lynn and West Norfolk v SSCLG [2015] EWHa 2464

² Land west of Reading Road, Wallingford, Oxfordshire (APP/Q3115/W/15/3032691) 21st March 2016 and Land adjacent Hatch Heath Farm, Hampshire (APP/M1710/W/15/3129346) 9th March 2016

³ Sites which do not currently have planning permission and are not allocated.

- 1.11 The following table shows that the Council cannot currently demonstrate a five year housing land supply when considered against the OAN figure, using either the Liverpool or Sedgfield methodology.

Scenario	5 Year Land Supply Position
Core Strategy target, Sedgfield methodology	2.4
Core Strategy target, Liverpool methodology	2.8
OAN target, Sedgfield methodology	4.0
OAN target, Liverpool methodology	4.6

- 1.12 The OAN is considered the more suitable target against which to assess five year land supply (given the advice in the PPG), and that the Liverpool methodology is more appropriate for Breckland bearing in mind the development strategy adopted in the area which is heavily reliant on two large Sustainable Urban Extensions
- 1.13 Unfortunately, on any of the methodological variations the Council is unable to demonstrate a five year supply of housing land. As noted at paragraph 4.4 of the Statement it is recommended that steps need to be taken to remedy the lack of supply. The five year housing land supply is by its very nature a dynamic issue which changes with each permission given and every house built. Once the plan target has been established and tested this provides the consistent basis for the five year land supply requirement. However, this too will alter depending on the level of shortfall to be accommodated each year or surplus to be included and the buffer applied. In addition the supply side is constantly changing and needs to be robustly monitored to ensure it is as accurate and up to date as possible at all times.
- 1.14 Clearly the allocation of additional land as part of the new Local Plan will assist in resolving the problem. As the document gains weight, moving through the examination process, the emerging Local Plan allocations will remedy the current shortfall. A number of allocations for housing development are being made on land that would not currently be considered suitable for development. On adoption of the Local Plan these sites will form part of the Council's forward looking supply.
- 1.15 In order to boost the supply of housing in the short term, in addition to the new Local Plan, the Council will need to consider development on sustainable sites which fall immediately adjacent to settlement boundaries. This will only apply where sites meet all other relevant requirements of the Development Plan.
- 1.16 The five year land supply statement is reviewed on at least an annual basis, using the base date of 31st March each year. If it is deemed appropriate an earlier review of the five year land supply statement may be carried out.

2.0 **OPTIONS**

- 2.1 No options are presented here as the report is for Members to note and have regard to in determining planning applications.

3.0 **REASONS FOR RECOMMENDATION(S)**

- 3.1 Local Planning Authorities are required through the NPPF and national PPG to prepare a statement setting out their five year housing land supply. This report has been prepared having regards to this guidance.

4.0 **EXPECTED BENEFITS**

4.1 The expected benefit associated with this report is that the Council meets the requirements of the National Planning Policy Framework and the National Planning Practice Guidance.

5.0 **IMPLICATIONS**

5.1 **Carbon Footprint / Environmental Issues**

5.1.1 It is the opinion of the Report Author that there are no implications.

5.2 **Constitution & Legal**

5.2.1 There may be indirect legal implications in relation to this report as a result of challenge at section 78 planning appeals.

5.3 **Contracts**

5.3.1 It is the opinion of the Report Author that there are no implications.

5.4 **Corporate Priorities**

5.4.1 This report aligns to the corporate priorities to support our local economy and develop stronger communities.

5.5 **Crime and Disorder**

5.5.1 It is the opinion of the Report Author that there are no implications.

5.6 **Equality and Diversity / Human Rights**

5.6.1 It is the opinion of the Report Author that there are no implications.

5.7 **Financial**

5.7.1 It is the opinion of the Report Author that there are no implications.

5.8 **Health & Wellbeing**

5.8.1 It is the opinion of the Report Author that there are no implications.

5.9 **Risk Management**

5.9.1 It is the opinion of the Report Author that there are no implications.

5.10 **Safeguarding**

5.10.1 It is the opinion of the Report Author that there are no implications.

5.11 **Staffing**

5.11.1 It is the opinion of the Report Author that there are no implications.

5.12 Stakeholders / Consultation / Timescales

5.12.1 It is the opinion of the Report Author that there are no implications.

6.0 WARDS/COMMUNITIES AFFECTED

6.1 All wards in Breckland are affected by the Five Year Housing Land Supply Statement

7.0 ACRONYMS

7.1 DPD – Development Plan Document

7.2 NPPF – National Planning Policy Framework

7.3 OAN – Objectively Assessed Need

7.4 PPG – Planning Practice Guidance

Background papers:- [See The Committee Report Guide](#)

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Key Decision: No

Exempt Decision: No

This report refers to a Mandatory Service

Appendices attached to this report:

Appendix A Breckland Five Year Housing Land Supply Statement
(as at 31st March 2017)