

**BRECKLAND DISTRICT**  
**COUNCIL**

**Report of:** Councillor Paul Claussen: Member for Planning

**To:** Planning Committee: - 4 October 2021

**Author:** Andrew D’Arcy (Planning Policy Manager)

**Subject** 5 Year Housing Supply Report (March 2021)

**Purpose:** To present updated information on the current 5-year housing land supply position (at 31 March 2021) as set out in accompanying statement

**Recommendation(s):**

- 1) 1) That members note the content of the 5 year Housing Supply Statement and agree that it represents the current position of the Council.
- 2) That members agree the use of the Report in Development Management decision making.

## **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 2021 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’ 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/>.

## **2.0 THE 5 YEAR HOUSING LAND SUPPLY**

- 2.1 The first step in assessing a Council’s 5-year land supply is to establish the correct housing requirement against which to test the identified supply. The national Planning Practice Guidance (PPG) states that housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five-year supply. In 2019, Breckland adopted its Local Plan with an annual housing requirement of 612 dwellings. Over the next 5-year period the requirement is therefore 3,060 dwellings (612\*5)
- 2.2 After a slow start from 2011, recent years (up to 2019) have shown there to be an upward trend in completions post-recession. This was a positive indicator of the

strength of housing delivery in Breckland going forward. Despite the impact of Covid on the construction industry, 551 dwellings were completed between April 2020 and March 2021. This can be assessed against the required target of 612 dwellings for the period April 2020 – March 2021 (12 months). This represents a shortfall over the 12-month period of 61 dwellings. Since the beginning of the Plan Period (2011) there has been a shortfall in delivery of 736 dwellings. Planning Policy Guidance and the Inspector who considered the Local Plan confirm that shortfalls are included within the next five-year period (the Sedgfield approach). The revised requirement for the next 5-year period is 3,796 dwellings (3,060 + 736).

2.2 The NPPF requires that the supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- 5% to ensure choice and competition in the market for land; or
- 10% where the local planning authority wishes to demonstrate a 5-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
- 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

2.4 Information from the Government's 2020 Housing Delivery Test Measurement (January 2021) found that Breckland had achieved a 110% delivery and therefore none of the measures to be applied to local authorities who under deliver apply in the District and therefore the Council considers that a 5% buffer should be applied to the 5-year supply.

:

- Basic requirement = 3,060 (612\*5 years)
- Requirement with shortfall = 3,796 (3,060 + 736)
- Requirement with shortfall and 5% buffer = 3,796\*1.05 = **3,985 dwellings**

2.5 The NPPF requires local planning authorities to demonstrate a 5-year land supply of specific deliverable sites sufficient to provide 5 years' worth of housing (and appropriate buffer) against its housing requirement.

2.7 For Breckland, the planning judgement is that the housing land supply is made up of the following components:

- Sites with planning permission: Major and minor 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. All site planning permissions are taken into consideration up to and including 31 March 2021.
- Not-superseded allocations: Sites within the adopted Breckland Local Plan subject to that have undetermined planning applications.
- Windfalls: The Council is satisfied that there is compelling evidence that such sites have consistently become available within the local area and will continue to provide a reliable source of supply. Analysis has been based on a reduced continuation of historic trends.

2.8 Breckland Council has been very proactive in recent years in approving new sites for housing development. This is in line with both the Government's aim of boosting the supply of housing in the Country and the Council's own priority of providing housing to meet identified local needs and Local Plan targets. In March 2021, there were extant planning permissions for:

- 12,257 dwellings on major sites (including 8,923 on 2 sustainable urban extensions)
- 853 dwellings on minor sites

- 2.9 It is considered that sites with planning permission are suitable and available, as this test was made at the planning application stage. When assessing sites achievability within a 5-year period, sites have been considered as either major or minor sites. Major sites are those for ten or more dwellings, whilst minor sites are those for less than ten dwellings. To further test deliverability of major sites with planning permission a questionnaire was sent to developers of those schemes seeking their intentions for development on the site. A second follow up request was also sent. It is important to note that these requests included a statement that if no response was received by the Council, then the trajectories set out in the request would be assumed as being accurate.
- 2.10 The Report takes a cautious approach towards delivery from major sites. No major site with outline permission is projected to start before 2023/24 to allow for submission and approval of detailed permission and discharge of any relevant conditions. For outline sites, the maximum number of dwellings anticipated for 2023/24 is 25 dwellings per outlet. This figure is then increased to a maximum of build out rate of 45 dwellings per annum that reflects the current market and build out of 50/60 per year to maintain prices and sustain demand. The Council considers that any higher numbers would be self-defeating, as it would oversupply the market reducing house prices and profit margins. Therefore, the Council considers that controlled total numbers, rate of build out, phases of build out and geographical spread are part of a well-tested business plan which protects the housebuilders from the vagaries of the market.
- 2.11 In April 2021 the lead developer of the Attenborough Strategic Urban extension Ptarmigan Land announced that Homes England had purchased the first phase of a the new residential development in Attleborough amounting to some 1,200 dwellings. The Agency is yet to finalise the projected delivery of the development but it is expected that this will result in the accelerated delivery of that phase of the development. Until this is announced then this Report of 45 dwellings per annum from 2023/24. If this changes then the Report will be updated.
- 2.12 Furthermore, the Council acknowledges that the delivery on some of these major sites could slip and therefore, where a site has not commenced and a developer's intentions were unclear a 25% discount has been applied to the site to account for uncertainty. This is significantly higher than in previous years where a 10% discount figure was considered appropriate. The increased figure of 25% is considered appropriate due to the high number of major sites that have the benefit of planning permission that are considered likely to commence within the next 5 years and the possibility that some may be delayed to avoid market saturation. The Council considers that 3,196 dwellings will be delivered from major sites over the next 5 years.
- 2.13 There are 853 dwellings with planning permission on minor sites. Due to this high number, it is not practical to appraise each site individually. Therefore, a 10% "lapse rate" has been applied to provide flexibility. The projected completions from minor sites have been distributed evenly across the five years. The Council considers that 768 dwellings will be delivered from major sites over the next 5 years.
- 2.14 An assessment of windfall development within Breckland shows that Breckland has

a strong track record of windfall delivery. Over the last 11 years, the average annual windfall development on minor sites is 181 units. Following the adoption of the Local Plan in November 2019 and the expectation that the remaining allocations will be brought forward, it is considered that windfall development from major sites will be reduce from the average of 423 per annum. The Council is adopting a precautionary approach to expected delivery from windfall sites and an annual expectation of 100 units per year from all windfall sites is adopted in the 5-year supply (years 3-5).

- 2.15 There are 6 Local Plan Allocations that are the subject of undetermined planning applications. As these allocations are in an up-to-date Local Plan it is reasonable to assume that these are available and suitable as the principle of development has been established through the Local Plan process. As with the unconfirmed sites with planning permission the Council has adopted a cautious approach by applying a 25% discount to these sites. It is therefore assumed that 193 dwellings will be delivered from these sites over the next 5 years.
- 2.16 Table 1 sets out the position as at 31 March 2021. The Council will review the 5-year land supply position in March 2022.

<b>Table 1: Breckland Council's 5 Year Housing Position Statement (March 2021)</b>			
<b>Housing Requirement</b>			
A	Local Plan annual target		612
B	5 Year Target	612*5	3,060
C	Shortfall in delivery since 2011		736
D	Requirement with shortfall (Sedgefield)	3,060 +736	3,796
E	5% Buffer	5% of 3,796	189
<b>F</b>	<b>Total Requirement (April 2021- March 2026)</b>	<b>D+E</b>	<b>3,985</b>
<b>G</b>	<b>Annual Requirement</b>	<b>F/5</b>	<b>797</b>
<b>Housing Supply</b>			
G	Major Sites with Planning Permission		3,196
H	Minor sites with planning permission		768
I	Local Plan allocations with undetermined planning applications		193
J	Windfall		300
<b>K</b>	<b>Total Supply</b>		<b>4,457</b>
<b>L</b>	<b>5 Year Housing Supply (5% buffer)</b>	<b>K/G</b>	<b>5.59</b>

3.0

## OPTIONS

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

## 4.0 REASONS FOR RECOMMENDATION(S)

- 4.1 Local Planning Authorities are required through the National Planning Policy Framework (NPPF) and national Planning Policy Guidance to prepare a statement setting out their five year housing land supply. This report has been prepared having regards to this guidance.

## 5.0 EXPECTED BENEFITS

- 5.1 A 5 year housing land supply provides for greater clarity for local communities and the development industry with regard to the application of planning policy on applications for residential development.

## **6.0 IMPLICATIONS**

- 6.1 In preparing this report, the report author has considered the likely implications of the decision – particularly in terms of Carbon Footprint / Environmental Issues; Constitutional & Legal; Corporate Priorities; Equality and Diversity; Financial; Crime and Disorder; Health & Wellbeing; Risk Management; Safeguarding; Staffing. Where the report author considers that there may be implications under one or more of these headings, these are identified below.

### **Carbon Footprint / Environmental Issues**

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

### **Constitution & Legal**

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

### **Corporate Priorities**

To deliver substantial and continued growth as proposed through our Local Plan, in conjunction with our key partners.

### **Equality and Diversity / Human Rights**

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

### **Financial**

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

### **Crime and Disorder**

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

### **Health & Wellbeing**

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

### **Risk Management**

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

### **Safeguarding**

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

## **Staffing**

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

### **7.0 WARDS/COMMUNITIES AFFECTED**

7.1 All wards/communities affected

### **8.0 ACRONYMS**

8.1 None used.

---

Background papers:- None

---

#### **Lead Contact Officer**

Name and Post: Andrew D'Arcy: Planning Policy Manager

Email: Andrew.darcy@breckland.gov.uk

**Key Decision:** N

**Exempt Decision:** N

#### **Appendices attached to this report:**

Appendix A Draft 5 Year Housing Land Supply (March 2021)