

Five Year Supply of Deliverable Housing

Date: June 2014

Introduction

1. The National Planning Policy Framework (NPPF) requires all local authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing requirements. The NPPF states that where planning authorities cannot demonstrate a five-year supply, the relevant policies for the supply of housing should not be considered up-to-date and the '*presumption in favour of sustainable development*' should apply. This means granting consent unless the adverse impacts of doing so would '*significantly and demonstrably*' outweigh the benefits. The ability to identify a five year supply of deliverable housing is therefore significant in dealing with planning applications for housing.

Housing Target

2. An [Interim Housing Statement on Housing Requirements](#) in the North Northamptonshire Housing Market Area was adopted by the North Northamptonshire Joint Committee on 9th January 2014 and by the Borough Council on 25th February 2014. This sets out the objectively assessed needs for the area distributed in accordance with the adopted Core Spatial Strategy (CSS). These targets are the basis for the calculation of housing land requirements across North Northamptonshire pending the submission of the revised North Northamptonshire Joint Core Strategy (JCS). The housing figures in the adopted CSS originate from the now defunct Regional Plan and do not reflect an objective assessment of need as required by the NPPF.

Table 1: Objectively Assessed Housing Need (2008 Tracking) for 2011- 21 distributed as per adopted CSS	
Corby Borough	5890
East Northamptonshire District	3290
Kettering Borough	4590
Borough of Wellingborough	4500
	18300

Completions

3. The following table shows actual completions for 2011/12 to 2013/14 together with projected completions for 2014/5.

Table 2: Dwelling Completions			
2011/12	2012/13	2013/4	2014/5*
122	116	255	423*

*Projected completions

4. Table 2 shows a significant increase in completions for the last monitoring year 2013/14 from the previous year (220%).

Appropriate Buffer

5. The NPPF requires the addition of a 5% buffer to the housing requirement to add choice and competition in the market or a 20% buffer where there is a record of persistent under delivery. The NPPF does not define specifically what is meant by 'persistent under

delivery'. The tables below show past delivery against the adopted CSS targets and the Interim Housing Statement (IHS) targets.

Table 3: Delivery against adopted Core Strategy Targets (12800 from 2001- 2021)					
Year	Core Strategy Target	Cumulative CS Target	Delivery	Shortfall	Cumulative Delivery
2001/2	304	304	306	- 2	306
2002/3	304	608	175	129	481
2003/4	304	912	280	24	761
2004/5	304	1216	415	-111	1176
2005/6	304	1520	345	- 41	1521
2006/7	532	2052	392	140	1913
2007/8	532	2584	474	58	2387
2008/9	532	3116	295	237	2682
2009/10	532	3648	151	381	2833
2010/11	532	4180	110	422	2943
2011/12	883	5063	122	761	3065
2012/13	883	5946	116	767	3181
2013/14	883	6829	255	628	3436
Total	6829		3436	3393	

Table 4: Delivery against Objectively Assessed Housing Requirement as set out in the Interim Housing Statement (4500 from 2011- 2021)					
Year	OAH Target	Cumulative OAH Target	Delivery	Shortfall	Cumulative Delivery
2011/12	450	450	122	328	122
2012/13	450	900	116	334	238
2013/14	450	1350	255	195	493
Total	1350		493	857	

6. Tables 3 and 4 show that housing delivery has been consistently below targets, a 20% buffer is therefore appropriate.

Treatment of past under-provision

7. There are two basic methods of dealing with past shortfall. It can be met over the five year period (the Sedgefield approach) or met over the remaining plan period up to 2021 (the Liverpool approach). The NPPF does not explicitly state which method is preferable when addressing shortfall. In North Northamptonshire, Annual Monitoring Reports since 2009 have used the Liverpool approach; it was also used in the IHS. Continued use of this method would ensure a consistent approach and it recognises the difficulty in accelerating rates of delivery in particular in the Sustainable Urban Extensions while the housing market and development industry continue to recover from the recession. The new Planning Practice Guidance however states that '*Local Planning authorities should aim to deal with undersupply within the first 5 years of the plan period where possible*' (Paragraph 35 Ref ID 3-036-20140306). This suggests that the Sedgefield method is to be preferred. Similarly, inspectors in recent appeals across the country seem to favour use of the Sedgefield method. Calculations below are therefore based on this method,

however calculations based on the Liverpool method are included in Appendix 1 for comparison purposes.

Table 5: Five Year Requirements for Borough of Wellingborough	
a) Objectively Assessed Need distributed as per adopted CSS for 2011 - 2021	4500
b) Objectively Assessed Need for 5 years (a/10 x 5)	2250
c) Recorded completions 2011/12-13/14 and estimated completions 14/15 (122 +116 +255 +423)	916
d) Shortfall 2011-14 compared to annual requirement (a/10 x 4 – c)	884
e) 5 year requirement 2015-19 if shortfall is added to the 5 year requirement (d+b)	3134
f) add 20% buffer	3760

Identifying the Supply of Deliverable Sites

8. The NPPF indicates that for sites to be included in the five year supply of housing they must be deliverable. It also defines what is meant by deliverable:

*To be considered deliverable, sites 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** and in particular that development of the site is **viable**. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.*

9. Whilst therefore there are existing consents for in the region of 7000 net dwellings in the borough these cannot all be included within the five year supply as they could not all be built within five years. The Sustainable Urban Extensions for example are likely to be built out over a much longer timeframe. Only the units which can be built within five years from these sites can be included within the five year supply.
10. The following sources of housing land have been examined:
- Existing commitments (sites currently under construction and sites with valid planning consent)
 - Current applications with a Committee resolution to grant subject to S106
 - Site where pre-application discussions are well advanced
 - Sites in adopted Development Plans (saved Local Plan policies, Town Centre AAP and Core Spatial Strategy)
 - Sites in emerging Development Plans (Site Specific Proposals DPD Preferred Options and emerging Neighbourhood Plans)
 - Sites identified in the North Northamptonshire Strategic Housing Land Availability Assessment (SHLAA)
 - Sites put forward by landowners and developers in response to the consultation on

the draft Interim Housing Statement

Lapse Rate

11. It is reasonable to assume that not all planning permissions granted will be implemented, particularly the small sites. In order to ensure a robust approach, there is a need to make an allowance for non-implementation (or lapse rate) of a proportion of the small permissions. The SHLAA identified a 5% lapse rate for sites with full or outline consent where construction had not commenced. It is reasonable to apply this lapse rate to sites identified with permission on sites of less than 10 dwellings.

Windfall Allowance

12. The NPPF defines windfall sites as those which have not specifically been identified as available in the Local Plan process. They normally comprise previously developed sites that become unexpectedly available. Local Planning authorities can make a windfall allowance in the five year supply if they have compelling evidence that such sites have consistently become available and will continue to provide a reliable source of supply. Any allowance must be realistic and should not include residential garden land.

Table 6: Windfall Completions				
	2010/11	2011/12	2012/13	2013/14
Total Completions	110	122	116	255
Windfall Completions	105	122	63	235
Windfall Completions on previously developed land on sites of less than 10 dwellings	41	44	36	54

13. Table 6 shows windfalls have made a significant contribution to the supply of housing. The contribution of small sites on previously developed land (which excludes garden land and any other greenfield site) is also fairly consistent. It is therefore reasonable to assume this source of supply will continue. An allowance of the average of these years (44 dwellings) can be applied to the anticipated five year supply.

Deliverable Sites

14. Appendix 2 sets out the supply of deliverable sites from the sources listed in paragraph 10 above. It also takes account of the lapse rate and includes the windfall allowance. To be consistent with previous Annual Monitoring Reports the five year supply period is taken to be 2015/16 to 2019/20. The supply for 2014/15 (this current year) is projected as 423 dwellings but these are included as estimated completions (line c in Table 5). The schedule of sites provides a total supply of **4287** dwellings. The source of supply is summarised below.

Table 7: Source of Housing Supply	
Sites with planning permission	2685
Sites pending S106	443
Sites allocated in adopted plans	813
Sites in emerging plans	160
Pre-application discussions	61

Lapse Rate	-7
Windfall Allowance	132
Total	4287

Five Year Supply Assessment

15. The five year supply assessment for the Borough based on the information above is as set out below.

Table 8: Five Year Supply of Deliverable Housing Land		
A	Five Year Requirement	3134
B	Plus 20% Buffer	3760
C	Supply of Deliverable Sites	4287
E	5 year Supply (C/B x 5)	5.70

Five Year Supply Calculations – Liverpool Method

Table A: Five Year Requirements for Borough of Wellingborough	
a) Objectively Assessed Need distributed as per adopted CSS for 2011 - 2021	4500
b) Objectively Assessed Need for 5 years ($a/10 \times 5$)	2250
c) Recorded completions 2011/12-13/14 and estimated completions 14/15 (122 +116 + 255 +423)	916
d) Shortfall 2011-15 compared to annual requirement ($a/10 \times 4 - c$) (1800 – 916)	884
e) 5 year requirement 2015-20 if shortfall d) met by 2021 ($d/6 \times 5 + b$)	2987
f) add 20% buffer	3584
g) Supply of Deliverable sites	4287
h) 5 year supply ($g/f \times 5$)	5.98

SCHEDULE OF SITES INCLUDED IN THE FIVE YEAR HOUSING LAND SUPPLY CALCULATION (2015/16 – 2019/20)

Location	Site Address	Planning Permission	Expiry Date	Allocated	Status	Total on Site	2015/16	2016/17	2017/18	2018/19	2019/20	Total in 5 year supply
Urban	WEAST (land b/w Finedon Road & the railway, Neilson's Sidings)	WP/2004/0600	28/01/18	CSS/LP	Outline granted 28/1/08. Detailed access granted. RM submitted	3100*	125	150	200	250	250	975
Urban	WEAST independent landowners – Mandalin House	WP/2012/109	N/A	CSS/LP	Pending S106	25	0	0	0	25	0	25
Urban	WEAST independent landowners – Irthlingborough Grange	WP/2013/0674	N/A	CSS/LP	Pending S106	40	0	0	40	0	0	40
Urban	WNORTH (land off A509 Niort & Northen Way)	WP/2012/0525	14/1/18	CSS	Outline granted, time extended. RM under discussion. Design Codes Approved	3000	100	250	250	250	250	1100
Urban	WNORTH independent landowner	No	N/A	CSS	Application received WP/2009/189	226	0	50	50	50	50	200
Urban	East of Eastfield Road (Phase 2)	WP/2013/0545	15/2/13	LP U20	Outline granted 15/2/10 RM granted 14/4/10 WP/2010/54. Development commenced on phase 1. New outline granted WP/2013/0545 following expiration of WP/2008/0050	195	50	50	50	45	0	195
Urban	East of Eastfield Road (Phase 3)	No		LP U20	Allocated site. Development commenced on Phase 1, Phase 2 has outline consent	75	0	0	0	0	50	50
Urban	Park Farm Way/ Shelley Road	No	N/A	LP U7	Pre-application discussions taken place. Land agent appointed and planning application being prepared	700	0	80	80	80	80	320
Urban	Land off Bourton Way	WP/2004/0362 WP/2013/0228	13/11/16	Proposed SSP DPD	Outline granted 21/12/09. RM WP/2013/0228 granted	68	34	0	0	0	0	34
Urban	Saxby Bros Ltd, Chester Road	WP/2008/0010 WP/2012/0533	05/09/14	Proposed SSP DPD	Outline granted 5/9/11. RM approved	134	49	48	0	0	0	97
Urban	Doddington Road/ Spur Road	WP/2012/296	22/11/16	Proposed SSP DPD	Consented	48	48	0	0	0	0	48
Urban	Hardwick Park	No	N/A	Proposed SSP DPD	Residual of previous allocation in LP (U6). Council working with	30	0	0	30	0	0	30

Location	Site Address	Planning Permission	Expiry Date	Allocated	Status	Total on Site	2015/16	2016/17	2017/18	2018/19	2019/20	Total in 5 year supply
					development partners SHLAA Cat 1							
Urban	Former Swimming Baths, Croyland Road	No	N/A	Proposed SSP DPD	Council owned land. Resolution to dispose of the site	10	0	0	0	0	10	10
Urban	Windsor Road	No	N/A	LP U10	Saved Allocation Council owned.	60	0	0	0	30	30	60
Urban	Land Between Finedon Road and Nest Lane	No	N/A	Proposed SSP DPD	Predominantly Council owned	250	0	0	0	40	40	80
Urban	Site A TCAAP – Railway Club Broad Green	WP/2014/0029 WP/2014/0030		TCAAP PS8	WP/2014/0029 approved WP/2014/0030 pending S106	78	0	48	30	0	0	78
Urban	Site C TCAAP – High Street	No	N/A	TCAAP PS3	Allocated site WP/2012/445 refused Revised scheme under discussion	121	41	40	40	0	0	121
Urban	Site D TCAAP – Queen Street	No	N/A	TCAAP PS9	Residual of allocation, consent on part of site	22	0	0	0	22	0	22
Urban	Site E1 TCAAP – Tresham Institute	No	N/A	TCAAP PS1	Residual of allocation after new Tresham site developed	40	0	0	0	0	40	40
Urban	8 to 32, Compton Road Wellingborough	WP/2013/0075	03/04/16	No	Consented	14	14	0	0	0	0	14
Urban	Gilmore & Vale Ltd 9 Mill Road Wellingborough NN8 1PF	WP/2013/0571	20/03/17	No	Consented	14	0	14	0	0	0	14
Urban	Queensway Medical Centre Olympic Way	WP/2013/0607	18/02/17	No	Consented	15	0	15	0	0	0	15
Urban	George Cox Shoes Westfield Road	No	N/A	No	SHLAA Cat 1 Pre-application discussions taking place	31	0	0	0	0	31	31
Rural	Land between 11 & 11a Thrapston Road, Finedon	WP/2010/0019	N/A	Proposed SSP DPD	Pending S106	40	20	0	0	0	0	20
Rural	Orchard Road, Finedon NN9 5JG	WP/2012/0576	31/01/16	No	Full permission	12	12	0	0	0	0	12
Rural	Land off Compton Way, Earls Barton	WP/2011/0388 WP/2012/0433	27/02/16	No	Outline and RM granted	65	40	0	0	0	0	40
Rural	Milner Road, Finedon	No	N/A	LP FN2/ Proposed SSP DPD	Council owned site working with HA.	30	15	15	0	0	0	30
Rural	Land Rear of High Street, Earls Barton	No	N/A	Proposed SSP DPD	Pre- application discussions taken place. Outline application WP/14/00257 for 4	10	0	0	4	6	0	10

Location	Site Address	Planning Permission	Expiry Date	Allocated	Status	Total on Site	2015/16	2016/17	2017/18	2018/19	2019/20	Total in 5 year supply
					dws been received on part of the site							
Rural	58 Bowlers Yard, High Street, Earls Barton	WP/2013/350	09/10/16	No	Consented	11	0	11	0	0	0	11
Rural	Land to the north of Main Road & Northampton Road, Earls Barton	WP/2013/0510	N/A	Proposed Neighbourhood Plan	Pending S106	280	56	56	56	56	56	280
Rural	Exception Site Earls Barton Road Mears Ashby	No	N/A	No	Exception site, pre-app discussions taking place	13	13	0	0	0	0	13
Rural	Exception Site Land off the Sorrels Isham	No	N/A	No	Exception Site, pre-app discussions taking place	17	17	0	0	0	0	17
Urban	Sites less than 10 dwellings	Yes, various	Various	No	Consented		33	31	0	0	0	64
Rural	Sites less than 10 dwellings	Yes, various	Various	No	Consented		24	42	0	0	0	66
	Lapse rate of 5% on sites less than 10 dwellings						-3	-4	0	0	0	-7
	Windfall Allowance of sites less than 10 dwellings on previously developed land						0	0	44	44	44	132
Total							688	896	874	898	931	4287

* WEAST consent for 3100 dwellings, anticipated that the entire site could deliver in the region of 6000 dwellings

Abbreviations

CSS – Core Spatial Strategy

LP – Local Plan

SSP DPD – Site Specific Proposals Development Plan Document

TCAAP – Town Centre Area Action Plan

RM – Reserved Matters

HA – Housing Association

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