

Assessment of Five Year Housing Land Supply - 1 April 2016 to 31 March 2021

Introduction

North Lincolnshire Council is required to deliver a continuous five year supply of housing to meet its future housing requirement as part of the Local Planning Authority. This report sets out North Lincolnshire Council's position in relation to a five year supply of deliverable housing sites in North Lincolnshire taking into account the requirement of the National Planning Policy Framework (NPPF). This five year housing land supply document covers the period 1 April 2016 to 31 March 2021. The document demonstrates the delivery of committed and future development sites identified in the North Lincolnshire Strategic Housing Land Availability Assessment (SHLAA) and Housing and Employment Land Allocation Development Plan Document (HELADPD) which contributes to a rolling five year supply of deliverable land for housing in North Lincolnshire.

National Planning Policy Framework

On 27 March 2012 the Government published the National Planning Policy Framework (NPPF), replacing all previous planning policy guidance. According to the NPPF, councils should identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their requirements. This paper provides an overview of North Lincolnshire's position on its five year supply of deliverable housing sites. This assessment will inform decision making on planning applications for residential planning permission and future plan making.

The NPPF retains the requirement on local planning authorities to identify and update annually a five year supply of housing land. In addition the NPPF has introduced a buffer requirement for a five year deliverable supply of 5% or 20% depending upon past performance.

Paragraph 47 states that Local Planning Authorities should:

- Use their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area, as far as it consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period.
- Identifying and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirement with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.
- Identify a supply of specific, deliverable sites or broad locations for growth, for years 6-10 and where possible for years 11-15.

For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five year supply of housing land to meet their housing targets.

- Set out their own approach to housing density to reflect local circumstances.

This is supplemented by two definitions:

- 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 the schemes will not be implemented within five years. For example they will not be viable, if there is no longer a demand for these types of units or sites have long term phasing plans.
- To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

The NPPF supports the inclusion of a windfall allowance in the 5 year supply of deliverable housing sites if there is compelling evidence that suggests this is a consistent and reliable source of land supply.

The NPPF has retained the presumption in favour where a sufficient land supply cannot be demonstrated with paragraph 49 stating “relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.”

Housing Trajectory

The NPPF requires Local Planning Authorities to prepare a housing trajectory. This provides a position statement comparing past performance on housing supply with anticipated future housing development rates. The North Lincolnshire Council housing trajectory is updated each year as part of the Annual Monitoring Report. It sets out the strategic housing requirement for the plan period using past completion rates and the projected future housing supply informed by the SHLAA. The trajectory covers a 10 year period from the current date identifying deliverable sites for the first five years and developable sites for the following five years.

A housing trajectory is a forward planning tool, designed to support the plan, monitor and manage approach to housing delivery by monitoring past completions and anticipating completions across a period of time.

The North Lincolnshire Core Strategy Adopted June 2011 set out the overall housing requirement and the spatial distribution of housing within North Lincolnshire.

Methodology

No updated guidance has been published on how the 5 year land supply should be calculated. Therefore in establishing a methodology for the assessment of land supply the following key issues need to be considered:

- What is the overall housing requirement over the next five years taking into account the strategic requirement and distribution?
- What NPPF buffer is required (5% or 20%)?
- Which sites should be included on the basis of their potential to deliver housing over the five year period, taking into account the existing commitments and SHLAA?
- Should the council incorporate a windfall allowance into the five year supply?
- How deliverable are the identified potential sites taking into account the NPPF requirements?

These issues are considered in detail in the following subsections.

Level of Five Year Housing Provision Required

The first stage of the assessment is to identify the overall housing requirement for North Lincolnshire. The Core Strategy identifies a requirement of 12,063 dwellings (at a rate of 754 dwellings per year) to be delivered during the plan period between 2010 and 2026. Adjustments need to be made to reflect the level of housing that has already been delivered within this period.

The five year housing land requirement within this statement looks at the period between April 2016 and March 2021. Within this period North Lincolnshire is required to deliver 4925 dwellings. The calculation of the requirement from April 2016 to March 2021 is shown in more detail in Table 1 (Calculation of the 5 year housing land supply).

Defining the appropriate additional buffer for the five year supply target

NPPF paragraph 47 requires that the five year supply of housing should be supplemented by an additional buffer of either 5% (moved forward from later in the plan period) or 20% where there has been a record of persistent under delivery of housing.

The NPPF does not provide any guidance on the meaning of a 'record of persistent under delivery' and as such it is for officers to interpret the meaning of this phrase and determine the appropriate level of buffer to apply to its five year housing land supply position.

The PAS Guidance '*Ten Key Principles for owning your housing number - finding your objectively assessed needs*' states that a decision needs to be made as to whether the 5% buffer needs to be increased to 20%. This is required when there is persistent under delivery. Calculations should be based on an analysis of completions against previous requirement using data representative of the whole economic cycle, which may be from the last 10 years.

North Lincolnshire Council

North Lincolnshire Council has in previous years adopted the PAS guidance to calculate which buffer should be included within the five year housing land requirement. However over the past 8 years (2008-2016) the council has been under the yearly target for housing

completions. NPPF states 'Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land'.

As the council have not met their housing target for the past 8 years the council class this as persistent under delivery so have applied the 20% buffer. As there is a backlog which has accrued against the requirement there are two ways in which this can be addressed- these are known as the 'Liverpool' and 'Sedgefield' methods:

- The 'Liverpool approach' is to seek to meet this backlog over the whole plan period. It is also known as the residual approach.
- The 'Sedgefield approach' is to front load the provision of this backlog within the first five years.

In order to address this backlog the Council has adopted the Sedgefield Method which involves addressing the backlog in the five year supply period, instead of spreading it across the plan period. Following this approach the council has included a 20% buffer of 985 dwellings in addition to the five year housing requirement of 4925 dwellings which equates to 5910.

Assessment of Deliverability

Paragraph 47 of the NPPF sets out the requirement to identify and update annually a five year supply of specific deliverable sites. The footnote associated with the paragraph sets out what should be considered deliverable and states:

"To be considered deliverable, sites should be available now, offers a suitable location for development now and be achievable with a realistic prospect that housing will be deliverable on the site within five years and in particular that the development is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be viable, there is no longer a demand for the types of units or the sites have long term phasing plans."

A site is **Available** if it;

- is under construction,
- is a Local Plan Allocation,
- has planning permission in full, outline or reserved matters with the intention to implement,
- there is confidence that there are no legal or ownership problems such as multiple ownership, ransom strips, tenancies or operational requirements of landowners,
- is owned by a developer with an intention to develop, there is known developer interest or is advertised for sale.

A site is **Suitable** if it;

- offers a suitable location for development and would contribute to the creation of sustainable mixed communities,
- There are no policy restrictions-such as designations, protected areas,
- No physical problems or limitations such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination,
- Potential impacts including effect upon landscape features and conservation.

For sites to be considered **Achievable** there should be a reasonable prospect that housing will be delivered on the site in 5 years. Sites are considered achievable if:

There are no irresolvable market factors affecting development such as:

- land values, market demand and projected rate of sales (particularly important for larger sites),
- there are no irresolvable cost factors affecting development including: site preparation costs, any necessary work to comply with planning conditions or planning obligations, funding issues to address identified constraints or assist development,
- there are no irresolvable delivery factors affecting development including: the developers own phasing, whether there is a single developer or several developers offering different housing products, the size and capacity of the developer.

Calculation of the 5 year housing land supply

The table below calculates the residual housing requirement up to 31 March 2021 having discounted completions to 31 March 2016. It concludes that North Lincolnshire has a 3 year and 9 months housing supply of deliverable sites during the period April 2016 to March 2021.

Table 1 Calculation of the 5 year housing land supply

	Component	How is this calculated?	Total
a)	Requirement 1 st April 2004-31 st March 2026	Core Strategy Requirement from start of plan period to 31 March to 2026 (2004-2008=550 dwellings per annum, 2008-2026=750 dwellings per annum)	15,700
b)	Completions from 1 st April 2004 to 31 st March 2016	Housing completions from the plan period to 31 st March 2014	5825
c)	Residual Requirement	a - b	9875
d)	Less North Lincolnshire total commitment within settlements not included in the spatial distribution for the future housing requirement	21 dwellings	9854

e)	Residual Requirement / 10 years	9854 /10 years	985
f)	Annual Requirement * 5 years	985 * 5 years	4925
g)	Residual requirement x 20% buffer	4925 * 20% (4925 +985)	5910
h)	Site specific supply-sites available and deliverable within 5 years	Made up of :- Sites that are suitable, deliverable and achievable	3835
i	Site between 5- 10 dwellings Rural Settlements		60
j	Sites Over 10 dwellings in the Rural Settlements		118
k)	Windfall allowance (100 dwellings per annum)	Average number of dwellings granted planning permission over the past five years in North Lincolnshire (excluding garden land)	500
l)	Total supply (for 5 year period between April 2016-March 2021)	(h)+(i)+(j)+(k)+(l)	4513
m)	Supply in years	4513/1182	3.9 years

Dwelling completions 1 April 2004 -31 March 2016

The total completions between these dates were 5,825 dwellings. The completions for each of the years since the plan period started in 2004 are shown in Table 2 below:-

Table 2 Housing Completions

Year	No of dwellings completed
2004/05	551
2005/06	1160
2006/07	688
2007/08	480
2008/09	337
2009/10	302
2010/11	457
2011/12	399
2012/13	326
2013/14	379
2014/15	367

2015/16	379
Total	5825

Schedule of sites, Sites with Planning Permission and their Assessment of Deliverability for the 5 year supply period between April 2016 - March 2021

The sites included in the five year supply are listed below in Table 3:-

Table 3 List of sites included in the 5 year housing land supply- need to update this based on latest trajectory

HELADPD/SHLAA Site Reference	Site Location	Settlement	Site Area (Ha)	Total between 1 April 2016 and 31 March 2021
SCUH-1	Phoenix Parkway Phase 1	Scunthorpe	7.93	120
SCUH-3	Land at the Glebe	Scunthorpe	10.25	100
SCUH-4	Land at Capps Coal Yard	Scunthorpe	1.00	40
SCUH-5	Land off Burringham Road	Scunthorpe	2.48	90
SCUH-6 (PA/2015/1040)	Land at Plymouth Road	Scunthorpe	0.40	20
SCUH-7	Part of Advance Crosby Scheme Phase 2	Scunthorpe	0.36	25
SCUH-8	Land north of Doncaster Road	Scunthorpe	39.96	300
SCUH-9	Land at Church Square	Scunthorpe	12.13	150
SCUH-10	Land south of Ferry Road West	Scunthorpe	33.20	120
SCUH-11	Land at the Council Depot, Station Road	Scunthorpe	1.01	68
SCUH-12	Former Carpark, Collum Avenue	Scunthorpe	0.16	14
SCUH-13 (PA/2015/0728)	Former Darby Glass Offices and Factory, Sunningdale Road	Scunthorpe	1.75	74
SCUH-14 PA/2015/1531	Redevelopment of Westcliff Precinct	Scunthorpe	2.30	60
SCUH-16 (PA/2015/0597)	Land at Ashby Decoy off Burringham Road	Scunthorpe	1.61	71
SCUH-18 (PA/2015/1308)	Land at Burdock Road	Scunthorpe	2.74	56
36-67	West of Hilton Avenue	Scunthorpe	1.02	16
H2 -3	Lakeside	Scunthorpe	37.91	26
PA/2007/0106	30-32 Crosby Road	Scunthorpe	0.24	18
PA/2009/0799	Plot 29 Hebden Road	Scunthorpe	0.48	14
PA/2010/0783	Land on the Corner of Priory Lane & Manor Lane	Scunthorpe	0.14	9
PA/2013/1096	Garage Court off Haig Avenue	Scunthorpe	0.21	8
PA/2013/0136	294-300 Ashby High Street	Scunthorpe	0.25	9
PA/2013/1386	70 Frodingham Road	Scunthorpe	0.02	5
PA/2015/1320	Demolition of Methodist Church Frodingham Road	Scunthorpe	0.11	17
PA/2013/0269	Site of Old Gala Club Doncaster Road	Scunthorpe	0.43	8
PA/2013/1042	Land off Wragby Road/Enderby Road	Scunthorpe	0.10	9

PA/2014/1119	Brat Hill Farm	Scunthorpe	0.19	7
PA/2015/0282	Land off Priory Lane	Scunthorpe	0.14	9
PA/2015/0798	Former Holloways Coaches, Cottage Beck Road	Scunthorpe	0.07	7
PA/2015/0832	106-108 Oswald Road	Scunthorpe	0.09	10
PA/2015/0104	200 Ashby High Street	Scunthorpe	0.05	6
PA/2015/0828	2-12 Cole Street	Scunthorpe	0.05	8
PA/2015/0246	Land at 1-3 Cliff Gardens	Scunthorpe	0.26	10
PA/2015/1187	Land at Reginald Road	Scunthorpe	0.09	7
Lincolnshire Lakes	West Of Scunthorpe	Scunthorpe	1000.00	670
SCUH-C2	Brumby Resource Centre, East Common Lane	Scunthorpe	3.40	90
SCUH-C3	Former Tennis Courts Rowland Road	Scunthorpe	0.64	26
SCUH-C6	Former Scunthorpe Telegraph Site	Scunthorpe	0.25	67
SCUH-C7	Land at former South Leys School , Enderby Road	Scunthorpe	3.26	120
SCUH-C8	Land at Dartmouth Road	Scunthorpe	2.49	91
BARH-1	Pasture Road South Phase 2	Barton	8.50	60
BARH-2 PA/2009/0257)	Pasture Road South Phase 1	Barton	8.83	158
PA/2003/1575	Land off Waterside Road	Barton	0.93	22
PA/2003/0063	Land east of Humber Road	Barton	0.63	12
PA/2007/1773	Land to the rear of 13-19 Pasture Road	Barton	0.35	34
PA/2010/1046	Land to the rear of 13 Queen Street	Barton	0.38	13
PA/2013/1578	Land off Mill View	Barton	0.25	17
PA/2014/0881	Land adjacent to the White Swan Public House	Barton	0.16	5
PA/2014/1116	Plots 1-6 25 Bowmandale	Barton	0.19	6
BRIH-1	Land north of Atherton Way	Brigg	1.95	72
BRIH-2	Land at Western Avenue	Brigg	7.12	60
BRIH-3	Land at Wrawby Road Phase 2	Brigg	11.53	120
BRIH-4	Land at Wrawby Road Phase 1	Brigg	4.29	90
BRIH-5	Ancholme Park	Brigg	3.20	60
PA/2014/0887	Island Carr	Brigg	5.97	60
PA/2004/0692	Silversides Lane	Brigg	1.48	44
PA/2013/0092	Former Ancholme Pub, Grammar School Road	Brigg	0.43	9
PA/2012/1399	6-8 Market Place	Brigg	0.20	14
PA/2016/101	13 Poplar Drive	Brigg	0.08	6
CROH-1	Land east of Fieldside	Crowle	2.34	24
CROH-2	Site north of Godnow Road	Crowle	1.32	45
KIRH-1	Land west at Station Road	Kirton Lindsey	in 2.75	40
KIRH-2	Land at Beechcroft	Kirton Lindsey	in 2.49	60
KIRH-3	Land at Former RAF	Kirton Lindsey	in 14.26	100
27-17	North of Spa Hill	Kirton Lindsey	in 6.52	7

WINH-1 (PA/2015/1390)	Land at Mill House Lane	Winterton	0.45	11
WINH-2	Land off Coates Avenue	Winterton	1.65	15
WINH-3	Land at Top Road	Winterton	2.90	60
PA/2008/0364	Land at and to the rear of 59 West Street	Winterton	0.26	14
PA/2013/0491	Rear of 43 West Street	Winterton		7
PA/2014/0249	Land rear of Burgon Crescent	Winterton	0.28	10
PA/2015/1110	Land near 48 Newport Drive	Winterton	0.14	5
Total				3835

Table 6 Site between 5- 10 dwellings Rural Settlements

Planning Application	Site Location	Settlement	Site Area	Total Between 1 April 2016 and 31 March 2021
PA/2013/0409	17 Greengate Lane	South Killingholme	0.25	8
PA/2013/1041	19-23 West Street	Scawby	0.44	9
PA/2013/0018	Land adjacent to the Magna Charta Inn	New Holland	0.13	6
PA/2014/1429	Sandars Close	Owston Ferry	0.25	6
PA/2014/0270	Former Gower Farm, Station Road	Ulceby	0.5	9
PA/2015/1195	Brocklesby Hunt Inn, Howe Lane	Goxhill	0.43	10
PA/2015/1139	32 Low Street	Haxey	0.41	5
PA/2013/0734	Ferry Boat Inn 24 High Burgage	Winteringham	Not specified	7
Total				60

Table 7 Sites Over 10 dwellings in the Rural Settlements

Planning Application	Site Location	Settlement	Site Area	Total Between 1 April 2016 and 31 March 2021
PA/2014/1048	Land at Wyatt Avenue	Broughton	0.40	13
PA/2013/1388	Site of Hallcroft Close, Blackmoor	Haxey	0.53	13
PA/2014/0196	Willow Farm, East Street	Hibaldstow	1.25	37
PA/2014/0397	Brook House Farm, Church Street	Hibaldstow	0.61	16

PA/2015/0724	Former site of Cross Keys Inn, 6 Top Road	South Killingholme	0.22	12
PA/2014/0566	Site Previously of the Cloisters	Ulceby	0.18	14
PA/2015/1010	Warehouse No 5 High Street	Wooton	Not specified	13
Total				118

Pending Planning Applications

There are no sites with pending planning permission included in the supply.

Windfall Allowance

The NPPF states that 'Local Planning Authorities may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have constantly become available in the local area and will continue to provide a reliable source of supply'. A windfall allowance has been included within North Lincolnshire five year housing supply, which takes into account the historic housing completions and the number of planning permission granted on windfall sites excluding residential gardens over the past five years.

Conclusion

In summary this report states that North Lincolnshire currently has a 3.9 year housing land supply of deliverable sites during the period April 2016 to March 2021.

This confirms that the council, based on current identified supply, is unable to meet its short term housing needs. As a consequence there is a clear expectation that unless material considerations imply otherwise sites that offer the opportunity to deliver additional housing should be considered in the context of the presumption in favour of sustainable development within NPPF Paragraph 7. In such circumstances the council will have to balance carefully the effects of proposals against the significant need for new homes.

The council have adopted the Housing and Employment Land Allocation Development Plan Document and the Lincolnshire Lakes Area Action Plan. These DPD's will deliver the strategic objectives and policies of the adopted Core Strategy and provide suitable sites to deliver a large number of housing which will assist in the land supply for North Lincolnshire up to 2026. The council has identified its quota of sites for deliverable housing within the next five years and many planning permissions for those sites has been granted. The houses are currently not being built due to a number of issues including development constraints, viability and uncertainty within the national economy following Brexit decision.

The Council are working closely with developers to progress the housing sites and are also starting a new Local Plan later this year which will assist in this delivery.