

**CHILTERN DISTRICT COUNCIL  
CABINET 26<sup>th</sup> August 2014**

*Background Papers, if any, are specified at the end of the Report*

**CHILTERN DISTRICT HOUSING LAND SUPPLY TRAJECTORY 2006 TO 2029**

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**RECOMMENDATION**

- 1. That Cabinet approves the 2014 Chiltern District Housing Land Supply Trajectory 2006 to 2029 for publication as an evidence document for the Submission Delivery Development Plan Document and for inclusion in the 2013/14 Annual Monitoring Report.**

**Relationship to Council Objectives**

*The Housing Land Supply Trajectory has a strong relationship to all three Council Objectives:*

*Objective 1 – Efficient and Effective Customer Focused Services*

*Objective 2 - Safe, Healthy and Cohesive Community*

*Objective 3 – Conserve the Environment and Promote Sustainability*

**Implications**

- (i) This is a key decision.*
- (ii) Within the Council's Policy and Budgetary Framework.*

**Financial Implications**

*The housing trajectory has to demonstrate that a supply of ready to develop housing sites exist in the District. Failure to produce the trajectory makes development control decisions in relation to housing vulnerable on appeal and weakens the Council's evidence base in taking forward the Delivery Development Plan Document that was submitted to the Secretary of State in August 2014. This could have financial implications in terms of appeals and potential awards of costs against the Council and delays and extra costs for the Delivery Development Plan Document.*

## **Risk Implications**

*Failure to include a housing trajectory in the Annual Monitoring Report that demonstrates that a supply of ready to develop housing sites exists in Chiltern District could result in housing being permitted on appeal on land protected for other uses or potentially within the Green Belt.*

## **Equalities Implications**

*The housing trajectory is a factual document and does not propose policies.*

## **Sustainability Implications**

*The housing trajectory demonstrates that in accordance with the Chiltern District Core Strategy November 2011, a significant majority of the supply of ready to develop housing sites is in the most sustainable locations in the District.*

## **Report**

1. The Council is required to prepare an annual housing trajectory. Cabinet is asked to approve the content and format of the Housing Land Supply Trajectory 2006 to 2029 attached to this report (the '**2014 Trajectory**'), as an evidence document for the Submission Delivery Development Plan Document February 2014 (the '**Submission DDPD**') and inclusion in the 2013/14 Annual Monitoring Report to be published in early 2015.
2. There are two elements to this report. The first outlines the requirement to prepare a housing land supply trajectory under the National Planning Policy Framework (NPPF) and summarises the main findings of the 2014 Trajectory.
3. **Appendix A** comprises (i) the detailed housing trajectory paper which outlines the changes that have been made to the 2013 trajectory; (ii) the Core Strategy dwelling requirement and (iii) the amount of new housing that is expected to be delivered from a variety of sources of land to meet this requirement. The trajectory itself contain appendices in which the headline and detailed tables and graphs that comprise the trajectory up to the year 2029 are presented. Tables (**HT2-2650 and HT2-2900**) present the 'lower' and 'upper' ends of the Core Strategy new dwelling requirement. They drill down to individual sites within each different type of land source and give the expected delivery on a year by year basis for each site.
4. Two new sources of housing delivery were introduced by the Government during 2013/14 and are taken account of in the 2014 Trajectory. In May 2013, changes were made to 'permitted

development' rules to allow the change of use from a variety of non-residential to dwellings. In Chiltern this primarily means the change of use from offices to flats. In March 2014 new Government guidance allowed Council's to count Use Class C2 residential institution accommodation for older people against their development plan dwelling requirement. Because of the age profile of Chiltern's population, there is demand for this type of accommodation. Currently over 300 units of this type of accommodation has extant planning permission and is a useful addition to future supply of housing. Inclusion of older persons' accommodation in the trajectory was accepted by the Planning Inspector when recently dismissing a housing appeal at The Pheasant P.H. in Amersham.

5. **A copy of the detailed housing trajectory with tables and graphs printed in colour on A3 size paper is available in the Members Room.**
6. The document is necessarily detailed as robust evidence provided by the 2014 Trajectory is needed to support the Submission DDPD, for planning applications and appeals should housing land supply become a material consideration or is challenged at appeal, or ultimately becomes the subject of a legal challenge to the High Court.
7. The Trajectory has a base date of **31<sup>st</sup> March 2014** but includes more recent evidence that was known when this report was prepared.
8. The conclusions of the detailed trajectory paper are set out below and include the implications for the Submission DDPD.
9. Paragraph 47 of the National Planning Policy Framework (NPPF) requires, "*local planning authorities [to].....identify and update annually a supply of specific **deliverable** sites sufficient to provide **5 years'** worth of housing against their housing requirements.....identify a supply of **specific, developable sites or broad locations for growth, for years 6-10** and, where possible, for **years 11-15**.....for market and affordable housing*".
10. Footnote 11 in the NPPF states that, "*to be considered **deliverable**, sites should be available now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years and in particular the 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 demand for the type of units or sites have long term phasing plans*".
11. Footnote 12 goes on to explain that, "*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*".

12. The housing delivery 'targets' used in the 2014 Trajectory are based on the 'lower' and 'upper' ends of the dwelling requirement range in Policy CS2 of the Core Strategy, i.e., between 2,650 and 2,900 dwellings to be provided between 2006 and 2026. These equate to annualised averages of 133 and 145 dwellings.
13. Using the 'residual' method of calculating future requirement, cumulative overprovision of housing against 'target' between 2006 and 2014 means that the annual lower and upper 'targets' are reduced. The annual 'lower' end target is reduced to 122 for the first 5-years of the trajectory and to 113 for the remainder. Overprovision against the higher annual 'upper' end requirement is not as much so accordingly the future targets are reduced by a smaller amount but still drop to 144 and 137 respectively. However, as calculation of the target is dependent on the levels of delivery each year it could go up or down in the future.
14. Against the 'lower' and 'upper' targets, delivery of new housing is expected to be above 'target' each year up to 2018/19 while a 5-year housing land supply can be demonstrated in line with the requirements of the National Planning Policy Framework (NPPF). The requirement for this period includes the additional 5% buffer required by the NPPF.
15. **Graph HT1-2650** and **Graph HT1-2900** in the appendices to the 2014 Trajectory show anticipated delivery by year from ALL sources of land. **Graphs HT2-2650 and HT2-2900** break this down into delivery from the different sources of land identified in the trajectory. Both show that at the present time anticipated housing delivery is front loaded from committed and allocated sites. This continues beyond the current 5-year supply period that runs up to 2019.
16. Delivery at or above 'target' is expected to continue for a further two years up to 2021. By then all the dwellings that had extant planning permission and had been 'agreed in principle' by the Council at 31<sup>st</sup> March 2014 are expected to have been delivered while the potential on all the Core Strategy allocated housing sites is also expected to have been realised by then.
17. From 2018 onwards new housing is shown to start being delivered on Strategic Housing Land Availability Assessment (SHLAA) and 'Other' sites proposed in the Submission DDPD. At the present time from 2021 onwards they are shown to be the main source of delivery although it is expected that small windfall sites will continue to deliver housing throughout the trajectory period.
18. Therefore while housing delivery on small windfall sites has been a consistent feature in Chiltern for many years and is expected to continue, the inclusion of SHLAA and 'Other' housing sites in the '5-year supply' is subject to the outcome of the DDPD which will test the

deliverability and availability of such sites and also consider the opportunity to bring forward other development proposals involving housing. The Submission DDPD currently has an anticipated adoption date of the Spring 2015.

19. The Submission DDPD will need to ensure the Council can demonstrate sufficient housing opportunities to meet both the housing delivery requirements of the Core Strategy and a rolling '5 year supply' of housing land in the years ahead.
20. A purpose of the trajectory is to also inform future plan making. For example where the trajectory includes a falling off of housing supply the Council could seek to counter this through the preparation of plan amendments or a new plan.
21. The 2014 trajectory indicates the start of potential supply concerns from 2018 onwards as supply from committed sites reduces. This trajectory has informed the timetable for a new local plan to cover the period to the year 2036 elsewhere on the agenda. The recommendation is to have a new local plan submission in 2017 and adoption in mid-2018. A new local plan would need to address housing supply over the period up to 2036.

***Background Papers:***

- Planning Policy Statement 3 Housing June 2010 (PPS3)
- Report on the Examination into the Core Strategy for Chiltern District Development Plan Document ref - PINS /X0415/429/6 - 6<sup>th</sup> October 2011
- Chiltern District Core Strategy November 2011
- Communities & Local Government Planning National Planning Policy Framework March 2012 (NPPF)
- 2012 Chiltern Local Development Scheme
- 2013 Housing Land Supply Trajectory (2006-2028)
- Communities & Local Government National Planning Policy Framework Planning Practice Guidance - Housing and Economic Land Availability Assessment – Methodology – Stage 5: Final evidence base – Paragraphs 036 to 038 – March 2014 (NPPG)
- Class J of Part 3, Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995, as amended.
- Chiltern Strategic Housing Land Availability Assessment: Update 2014
- Submission Delivery Development Plan Document February 2014
- Chiltern District Council published housing permission, completion and extant permission statistics 2013/14
- Appeal decision: APP/X0415/A/13/2206014 (CH/2013/0843/FA)