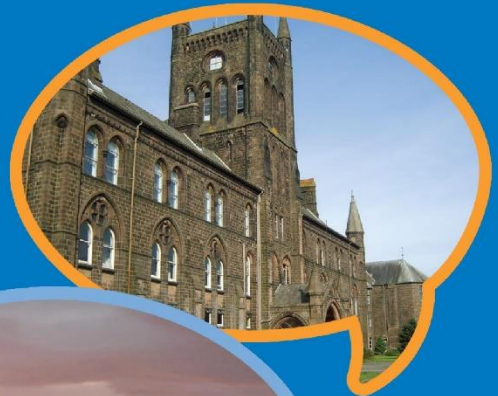




A Local Plan for Lancaster District

Five year housing land supply position



September 2015

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1. Introduction

- 1.1 This statement has been prepared, and should be read in conjunction, with the 2015 Housing Land Monitoring Report (HLMR). The statement describes the council's five year housing land supply position.
- 1.2 The statement is supported by a detailed housing trajectory setting out the sites where the council anticipates delivery and the expected rate of completions envisaged on each site. Completions are reported against the council's adopted Core Strategy housing requirement of 400 dwellings per annum.
- 1.3 The delivery projections of sites contained within the trajectory is based on the conclusions of the council's 2014 Strategic Housing Land Availability Assessment (SHLAA) and new information from developers and agents where available. The 2014 SHLAA dwelling numbers and projected delivery rates have been updated where new information is available.
- 1.4 Whilst neither this report nor the 2015 HLMR are able to set out policy they are material considerations in the determination of planning applications for dwellings, for proposals which result in the significant loss of dwellings (either through demolition or change of use) and for proposals which affect land which could be considered suitable for housing development.

2. Background

- 2.1 Local authorities are required to plan for and identify a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of local communities in order to meet their full objectively assessed housing needs.
- 2.2 The National Planning Policy Framework (NPPF) (March, 2012) makes it clear that in planning for new homes local authorities must identify and update annually a supply of specific deliverable sites sufficient to provide five years of their housing requirement with an additional 5% buffer to ensure choice and competition in the market. The NPPF states that where there has been a record of persistent under delivery of housing, the buffer should be increased to 20%.
- 2.3 The NPPF makes clear that where a local authority is unable to demonstrate a five year supply its policies in relation to the supply of housing cannot be viewed to be up-to-date and as such its ability to determine applications in relation to its local planning policies is significantly weakened.
- 2.4 In such circumstances the NPPF states that decisions should be made in accordance with the presumption in favour of sustainable development. For decision making this means:

Where the development plan, in relation to its housing supply, is out of date granting permission unless:

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or
- specific policies within the framework indicate development should be restricted.

- 2.5 How a local authority intends to meet its five year housing requirement should be described in a housing trajectory, illustrating the expected rate of housing delivery through this period.
- 2.6 The council has prepared a housing trajectory to support this paper. This utilise information from the 2014 Strategic Housing Land Availability Assessment (SHLAA) of the district. The methodology for which is described in more detail from the following link <http://www.lancaster.gov.uk/planning/local-plan/evidence--monitoring-and-information/housing/strategic-housing-land-availability-assessment-shlaa/>
- 2.7 In identifying sites the SHLAA utilised information from the following sources:
- Sites with planning permission;
 - Existing Local Plan allocations;
 - Sites submitted and assessed through the 2008 SHLAA process;
 - Sites submitted through the 2011 and 2013 call for sites process;
 - Sites submitted through the wider Local Plan consultation process; and
 - Sites identified through other evidence base sources.
- 2.8 All sites above 0.4 hectares or 4 dwellings were then subject to a detailed deliverability assessment. This investigated their suitability, availability and achievability for housing taking account of a range of factors including ownership information (including any leaseholds and tenancies), developer interest, constraints (flood risk, environmental and highway designations) utility and infrastructure information as well as dialogue with agents, landowners and other council officer colleagues.
- 2.9 Using this information officers have been able to prepare an up to date housing trajectory for the district. This information is reviewed annually as part of the HLMR process taking account of new information from developers and agents. Information on new sites is also provided as and where they are identified. The deliverability assessment within the trajectory has been updated to reflect this information.

3. Five Year Housing Land Supply

- 3.1 As identified above local authorities are required to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing requirement with an additional buffer (moved forward from later in the plan period).
- 3.2 Whilst under review the housing requirement for the district remains that currently described in the Core Strategy. This sets a requirement of 400 dwellings per annum equivalent to 7,200 new dwellings for the period 2003/04 to 2021/22. The council's five year housing land supply has been prepared in this context (trajectory 1).

Recent housing delivery

3.3 Housing completions since 2003/04 are set out in table 1 below.

Table 1 – Housing completions 2003/04 – 2013/14

Financial Year	Core Strategy Housing Requirement	Dwelling Completions (of which are student and other residential institution units)	Actual over/under completions
2003/04	400	556	156
2004/05	400	348	-52
2005/06	400	253	-147
2006/07	400	182	-218
2007/08	400	350	-50
2008/09	400	330	-70
2009/10	400	121	-279
2010/11	400	79	-321
2011/12	400	99	-301
2012/13	400	243 (68)	-157
2013/14	400	144 (3)	-256
2014/15	400	473 (48)	73
Running Total	4,800	3,178	-1,622

Shortfall in delivery

- 3.4 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.
- 3.5 It is officers view that having regard to the definition of 'persistent' it is no longer appropriate to apply the 20% buffer since it can no longer be claimed, as evidenced by completions this year, to be in a position of continuing to under-deliver against its adopted housing requirement. The council has in fact exceeded its housing requirement in the reported monitoring period confirming that, whilst in the past it has under delivered, completions this year and in future years are in fact projected to exceed the housing requirement for the district putting into question the definition of 'persistent'. In view of this the five year housing calculation uses the 5% buffer and not the 20% buffer.

Five year housing land supply position

Calculating the housing requirement – Sedgfield Method

- 3.6 As identified above Lancaster City Council has failed to deliver its housing requirement over recent years and starts the next five year period in a position of undersupply. Recent appeal decisions relating to housing land supply advise Local Authorities to apply the Sedgfield method for calculating future delivery when dealing with a period of undersupply. Under this approach any shortfall in housing from previous years is added to the next five years of the plan period.

- 3.7 Using this method the total requirement is generated for the plan period. This is then divided by the number of years in the plan period and multiplied by five to achieve a base five year housing requirement. The NPPF buffer is then applied (in Lancaster’s case 5%) to the requirement. As identified above previous periods of undersupply must then be included. As such the method for describing the districts five year housing requirement is described below:

$$\begin{aligned} & \text{Five year housing requirement} \\ & = \\ & \text{7200/number of years in the Plan Period) x 5} \\ & + \\ & \text{Buffer @ 5\%} \\ & + \\ & \text{Housing shortfall since the beginning of the plan period} \end{aligned}$$

Five year housing requirement

- 3.11 Following the method above the calculation for the district’s five year housing land supply position at 1st April 2015 is as follows:

$$\begin{aligned} & \text{Five year requirement} \\ & \text{7,200/18 x 5= 2,000} \\ & + \\ & \text{Buffer @ 5\%= 2,100} \\ & + \\ & \text{Previous undersupply = 1,622} \\ & = \\ & \text{3,722 or 744 homes per annum} \end{aligned}$$

- 3.12 Consequently using the Sedgfield method it is calculated that Lancaster’s housing requirement over the next five year period is 3,722 dwellings or 744 dwellings per annum.

Current housing supply

- 3.13 As of the 1st April 2015 Lancaster District had an assessed five year housing land supply of 2,507 homes. This includes 1,863 homes with planning permission and a further 644 identified through the SHLAA, these are those sites which do not currently benefit from planning permission but through the SHLAA process have been assessed as being potentially deliverable for housing in the next five year period.
- 3.15 In view of the level of work undertaken through the SHLAA it was not determined appropriate at this point in time to include an allowance for windfall allowances. It is the council's view that given the amount of sites submitted and assessed through the SHLAA process and in view of the currency of this work it would not be appropriate or realistic to expect a large level of unknown sites to come forward at this point in time. An allowance for windfalls has not therefore been included.
- 3.16 It should also be noted that in monitoring future delivery the council has not forward planned the completion of student and other institutional accommodation. These will be included as part of the completion figures recorded through the HLMR process.
- 3.18 Taking into account the above housing requirement calculation it is the council's case that based on its adopted housing requirement of 400 dwellings per annum it is able to demonstrate **3.4 years** worth of supply.
- 3.19 It remains the case that the council is unable to demonstrate a 5 year housing supply.

4. Conclusion

- 4.1 The accompanying trajectory 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 favourably. The failure to demonstrate a five year housing requirement will be a significant consideration in the determination of planning applications. In such circumstances the council will have to balance carefully the effects of proposals against the significant need for new homes.
- 4.2 Opportunities to address the longer term delivery of housing are currently under investigation as part of the Land Allocations process. This will be reported separately as part of the Land Allocations process.

For further information on individual housing sites and other housing monitoring issues in Lancaster district please contact:

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