

# Public Document Pack



Democratic Services  
White Cliffs Business Park  
Dover  
Kent CT16 3PJ

Telephone: (01304) 821199  
Fax: (01304) 872452  
DX: 6312  
Minicom: (01304) 820115  
Website: [www.dover.gov.uk](http://www.dover.gov.uk)  
e-mail: [democraticservices@dover.gov.uk](mailto:democraticservices@dover.gov.uk)

10 November 2017

Dear Councillor

NOTICE IS HEREBY GIVEN THAT a special meeting of the **CABINET** will be held at these offices (Council Chamber) on Monday 20 November 2017 at 11.00 am when the following business will be transacted.

Members of the public who require further information are asked to contact Kate Batty-Smith on (01304) 872303 or by e-mail at [kate.batty-smith@dover.gov.uk](mailto:kate.batty-smith@dover.gov.uk).

Yours sincerely

Chief Executive

## Cabinet Membership:

K E Morris	Leader of the Council
M D Conolly	Deputy Leader of the Council
J S Back	Portfolio Holder for Built Environment
T J Bartlett	Portfolio Holder for Property Management and Environmental Health
N J Collor	Portfolio Holder for Access and Licensing
M J Holloway	Portfolio Holder for Community Services
N S Kenton	Portfolio Holder for Environment, Waste and Health

## AGENDA

### 1 **APOLOGIES**

To receive any apologies for absence.

### 2 **DECLARATIONS OF INTEREST** (Page 3)

To receive any declarations of interest from Members in respect of business to be transacted on the agenda.

## EXECUTIVE - KEY DECISIONS

### 3 **APPROVAL AND PUBLICATION OF DOVER DISTRICT COUNCIL'S 5-YEAR HOUSING LAND SUPPLY CALCULATION 2016/17** (Pages 4-38)

To consider the attached report of the Chief Executive.

Responsibility: Portfolio Holder for Built Environment

#### **Access to Meetings and Information**

- Members of the public are welcome to attend meetings of the Council, its Committees and Sub-Committees. You may remain present throughout them except during the consideration of exempt or confidential information.
- All meetings are held at the Council Offices, Whitfield unless otherwise indicated on the front page of the agenda. There is disabled access via the Council Chamber entrance and a disabled toilet is available in the foyer. In addition, there is a PA system and hearing loop within the Council Chamber.
- Agenda papers are published five clear working days before the meeting. Alternatively, a limited supply of agendas will be available at the meeting, free of charge, and all agendas, reports and minutes can be viewed and downloaded from our website [www.dover.gov.uk](http://www.dover.gov.uk). Minutes will be published on our website as soon as practicably possible after each meeting. All agenda papers and minutes are available for public inspection for a period of six years from the date of the meeting.
- If you require any further information about the contents of this agenda or your right to gain access to information held by the Council please contact Kate Batty-Smith, Democratic Services Officer, telephone: (01304) 872303 or email: [kate.batty-smith@dover.gov.uk](mailto:kate.batty-smith@dover.gov.uk) for details.

Large print copies of this agenda can be supplied on request.

**Declarations of Interest****Disclosable Pecuniary Interest (DPI)**

Where a Member has a new or registered DPI in a matter under consideration they must disclose that they have an interest and, unless the Monitoring Officer has agreed in advance that the DPI is a 'Sensitive Interest', explain the nature of that interest at the meeting. The Member must withdraw from the meeting at the commencement of the consideration of any matter in which they have declared a DPI and must not participate in any discussion of, or vote taken on, the matter unless they have been granted a dispensation permitting them to do so. If during the consideration of any item a Member becomes aware that they have a DPI in the matter they should declare the interest immediately and, subject to any dispensations, withdraw from the meeting.

**Other Significant Interest (OSI)**

Where a Member is declaring an OSI they must also disclose the interest and explain the nature of the interest at the meeting. The Member must withdraw from the meeting at the commencement of the consideration of any matter in which they have declared a OSI and must not participate in any discussion of, or vote taken on, the matter unless they have been granted a dispensation to do so or the meeting is one at which members of the public are permitted to speak for the purpose of making representations, answering questions or giving evidence relating to the matter. In the latter case, the Member may only participate on the same basis as a member of the public and cannot participate in any discussion of, or vote taken on, the matter and must withdraw from the meeting in accordance with the Council's procedure rules.

**Voluntary Announcement of Other Interests (VAOI)**

Where a Member does not have either a DPI or OSI but is of the opinion that for transparency reasons alone s/he should make an announcement in respect of a matter under consideration, they can make a VAOI. A Member declaring a VAOI may still remain at the meeting and vote on the matter under consideration.

**Note to the Code:**

Situations in which a Member may wish to make a VAOI include membership of outside bodies that have made representations on agenda items; where a Member knows a person involved, but does not have a close association with that person; or where an item would affect the well-being of a Member, relative, close associate, employer, etc. but not his/her financial position. It should be emphasised that an effect on the financial position of a Member, relative, close associate, employer, etc OR an application made by a Member, relative, close associate, employer, etc would both probably constitute either an OSI or in some cases a DPI.

<b>Subject:</b>	<b>APPROVAL AND PUBLICATION OF DOVER DISTRICT COUNCIL'S 5-YEAR HOUSING LAND SUPPLY CALCULATION 2016/17</b>
<b>Meeting and Date:</b>	<b>Special Cabinet – 20 November 2017</b>
<b>Report of:</b>	<b>Nadeem Aziz, Chief Executive</b>
<b>Portfolio Holder:</b>	<b>Councillor James Back, Portfolio Holder for Built Environment</b>
<b>Decision Type:</b>	<b>Key</b>
<b>Classification:</b>	<b>Unrestricted</b>
<b>Purpose of the report:</b>	To seek the approval and publication of the District Council's 5-Year Housing Land Supply Calculation for 2016/17.
<b>Recommendation:</b>	That Cabinet approves and publishes the calculation of the District Council's 5-Year Housing Land Supply for 2016/17.

## **1. Summary**

- 1.1 In order to boost the supply of housing, Local Planning Authorities (LPAs) are required by the National Planning Policy Framework (NPPF 2012) to identify and update annually a supply of specific deliverable sites capable of providing 5 years' worth of housing to meet the district's housing requirements.
- 1.2 In determining whether the Council has 5 years' worth of housing supply an assessment of the anticipated supply of new homes against those required to be delivered across the Dover district during the 5-year period is undertaken. An explanation of this calculation is published annually in the Council's Authority Monitoring Report (AMR). The AMR period runs until 31 March but, due to the time needed to collate and process the data, the AMR is not usually published until December. The next AMR is due to be discussed by Cabinet at its meeting to be held on 4 December 2017.
- 1.3 The Council's position regarding its 5-year Housing Land Supply (HLS) is a key consideration in the decision making process, as well as in relation to planning appeals.

## **2. Introduction and Background**

- 2.1 Paragraph 47 of the NPPF (2012) requires LPAs to identify and update annually the supply of specific deliverable sites sufficient to provide 5 years' worth of housing against their housing requirements.
- 2.2 In compliance with government legislation, the Council is required to publish an AMR annually. The key purpose of this document is twofold: to monitor the effectiveness of planning policy set out in the Council's adopted Development Plan (Core Strategy (2010) and Land Allocations Local Plan (2015), and to report the Council's 5-year HLS calculation for use in development management.

- 2.3 The 5-year HLS calculation is simply a comparison between the anticipated supply of new homes against the number of new homes required to be built across the Dover District over a 5-year period.
- 2.4 The Council's 5-year HLS is at issue in a current appeal which is proceeding by way of public inquiry and is scheduled to commence on Tuesday 28 November 2017. It is considered that being able to report the Council's latest position regarding its 5-year HLS will be of assistance to the Inquiry and ensure the Inspector has the most recent information when determining the appeal.
- 2.5 Although the Council is able to rely upon the 2015/16 AMR data to demonstrate that it does have a 5-year HLS, as the 2016/17 data is due to be published very soon after the Inquiry, in the December 2017 AMR, it is considered appropriate for the most up to date data to be made available as soon as practicable. As the information gathering and collation of the HLS data has now been completed, Cabinet is therefore invited to approve early release of the HLS data, in advance of the AMR going to Cabinet on 4 December 2017.
- 3. Dover District Council's 5-Year Housing Land Supply Calculation 2016/17**
- 3.1 In March 2017, Cabinet agreed to review the Council's existing adopted Development Plan (Core Strategy (2010) and Land Allocations Local Plan (2015) because the housing targets are based on the RSS and predate the NPPF (2012).
- 3.2 As part of this, the Regeneration Delivery Section commenced work on developing evidence base studies required to inform the preparation of the new District Local Plan, namely the Strategic Housing Market Assessment (SHMA, 2017) and Economic Development Needs Assessment (EDNA, 2017).
- 3.3 The Council's SHMA (2017) has identified an Objectively Assessed Need for housing of 529 dwellings per annum for the period 2014-2037. This is NPPF compliant and has been used as a starting point in determining whether the District has 5 years' worth of supply for housing during the next 5-year period (2017/18-2021/22).
- 3.4 The methodology used to determine the Council's position regarding the 5-year HLS follows guidance detailed in the NPPF (2012). The 5-year HLS calculation for 2016/17 is set out in the table below:

<b>A. Housing target for 5-year period (2017 – 2022)</b>	<b>529 x 5 = 2,645 dwellings</b>
<b>B. Housing delivery since the 2014 base date</b> (housing requirement to date (1,587 dwellings) minus housing completions to date (1,476 dwellings))	<b>111 (difference between the requirement and completions to date)</b>
<b>C. Total housing requirement (A+B)</b>	<b>2,645 + 111 = 2,756 dwellings</b>
<b>D. Plus the required buffer</b>	<b>2,756 + 5% = 2893.8 dwellings</b>

<b>E. Housing land supply</b> (including extant planning permissions (under construction/not started), site allocations, resolutions to grant, windfall allowance)	<b>3,319 dwellings</b>
<b>F. 5-year Housing Land Supply</b>	$3,319 / 2,893.8 = 1.15$ $1.15 \times 5 = \mathbf{5.75 \text{ years}}$
<b>Total</b>	<b>5.75 years of supply</b>

3.5 The above calculation shows that the Council has a HLS of 5.75 years and therefore the Council can demonstrate in excess of a 5-year HLS.

3.6 An explanation of the key components of the above calculation detailed in the 5-year HLS chapter, extracted from this year's draft AMR 2016/17, is appended to this report (Appendix 1) together with the detailed site assessment tables (Appendix 2).

#### **4. Identification of Options**

4.1 **Option 1:** To approve and publish the Council's 5-year HLS calculation for 2016/17 prior to the publication of the AMR, to assist the forthcoming Inquiry and the determination of planning applications and planning appeals.

4.2 **Option 2:** To not approve the publication of the Council's 5-year HLS calculation for 2016/17 prior to the publication of the AMR.

#### **5. Evaluation of Options**

Local Planning Authorities must identify and update their supply of deliverable housing sites for a 5-year period. The Council's 5-year HLS calculation is a key consideration in the decision-making process and is an integral component of its AMR which is scheduled to be published at the end of 2017. As the HLS data has been collated and is due to be published in December, it is recommended that it is approved and published now to inform the forthcoming Inquiry and assist in development management decisions.

#### **6. Resource Implications**

6.1 None.

#### **7. Corporate Implications**

7.1 Comment from the Section 151 Officer: Finance have been consulted and have nothing further to add (SB)

7.2 Comment from the Solicitor to the Council: The Planning Solicitor has been consulted in the preparation of this report and has nothing further to add.

7.3 Comment from the Equalities Officer:

‘This report does not specifically highlight any equalities implications, however in discharging their responsibilities members are required to comply with the public sector duty as set out in section 149 of the Equality Act 2010 <http://www.legislation.gov.uk/ukpga/2010/15> ‘

## **8. Appendices**

Appendix 1 – Extract of 5-year Housing Land Supply chapter from the Council’s draft AMR (2016/17)

Appendix 2 – Housing Sites Assessment Tables

Contact Officer: April Newing, Senior Planner (Policy) - 42450

## Appendix 1

Extract from the Five Year Housing Land Supply Calculation Chapter from the  
Council's draft Authority Monitoring Report (2016/17)



# Housing

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## 7 Housing

**7.1** This chapter sets out the Council's progress with delivering new houses in the District; looking at affordable housing provision; Gypsy & Traveller accommodation; and future housing land supply.

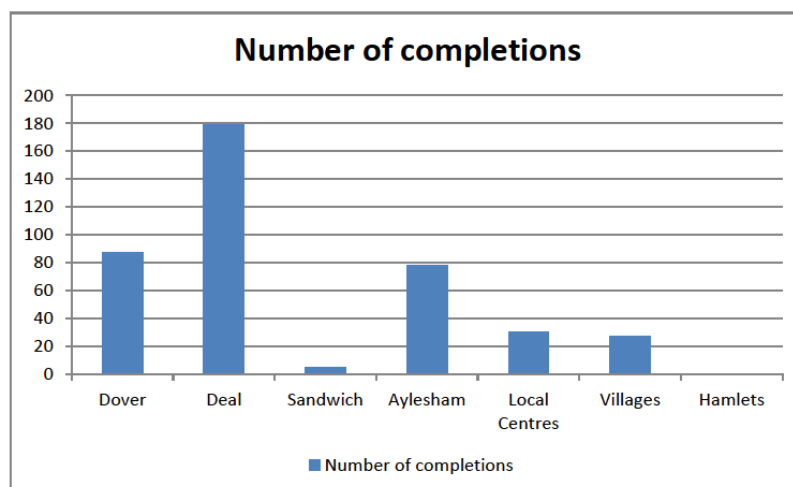
### 7.1 Delivery of New Homes

**7.2** The number of net housing completions across the District for this AMR reporting period is 406 dwellings.

**7.3** There are 4,202 units which currently have planning permission but have not started, and 388 units which have planning permission and are under construction in the District, which should help to maintain the rate of housing completions in the District over the coming years.

**7.4** Figure 7.1 below shows the number of completions by settlement:

Figure 7.1 Completions by Settlement Hierarchy



**7.5** This illustrates that the most development over the monitoring period has taken place in Deal (179 units), Dover (87 units) and Aylesham (78 units) with 62 units coming forward across the other settlements across the district.

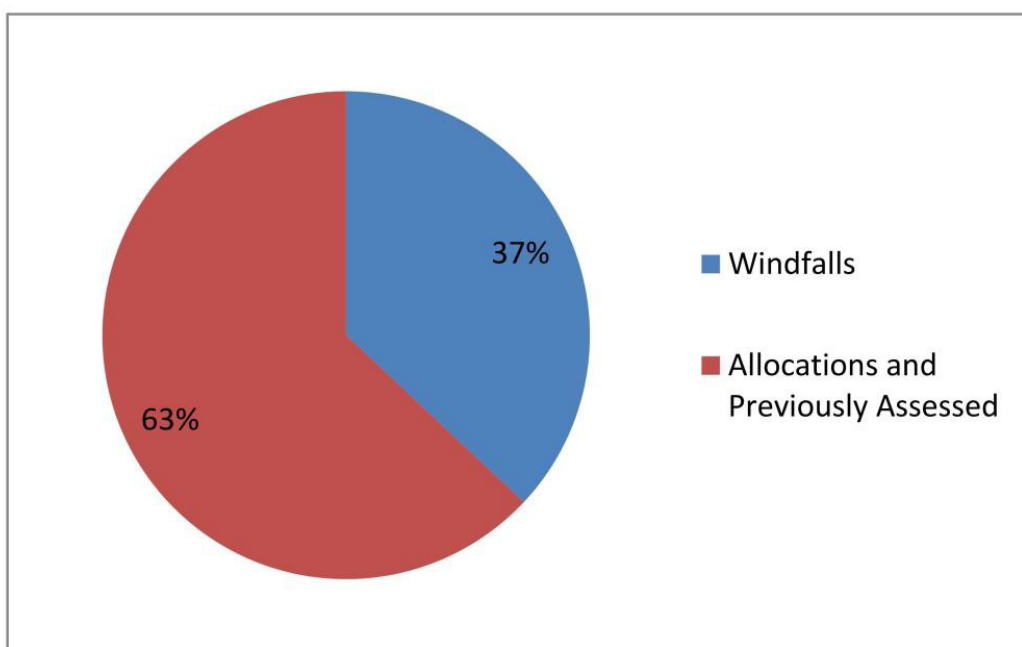
**7.6** The Settlement Hierarchy (Policy CP1) states that the major focus for development in the District should be in Dover, given its classification as a Secondary Regional Centre. However, during the monitoring period the level of completions in

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Dover fell significantly below those in Deal. This is primarily due to housing allocations being taken forward at a greater pace than those in Dover as a result of infrastructure and viability constraints. Additionally, completions in Sandwich (5 units) and the Local Centres (30 units) were lower than completions in the villages (27 units) which is also not reflective of the adopted Settlement Hierarchy (Policy CP1). The majority of completions in the villages were in settlements to the north of the district (e.g. Preston and Woodnesborough) on larger scale development sites. Officers will continue to monitor the trends experienced during this monitoring period, and will look at ways of unlocking sites to stimulate house building that is reflective of the Settlement Hierarchy.

**7.7** Figure 7.2 demonstrates the source of housing completions over the monitoring period. A total 63% of completions were from the Council's housing allocations, whereas, 37% were from windfall sites.<sup>(1)</sup> Whilst it is encouraging that the Council's housing allocations are starting to come forward, a significant amount of development in the District over the monitoring period is windfall, and is therefore not plan-led development. This highlights that the adopted Development Plan is not working effectively in delivering housing across the district and that the housing market instead is determining what is built and where .

Figure 7.2 Source of Completions



**7.8** On a site-by-site basis the most significant completions over the monitoring year were:

<sup>1</sup> The NPPF classifies windfall sites as 'Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available'

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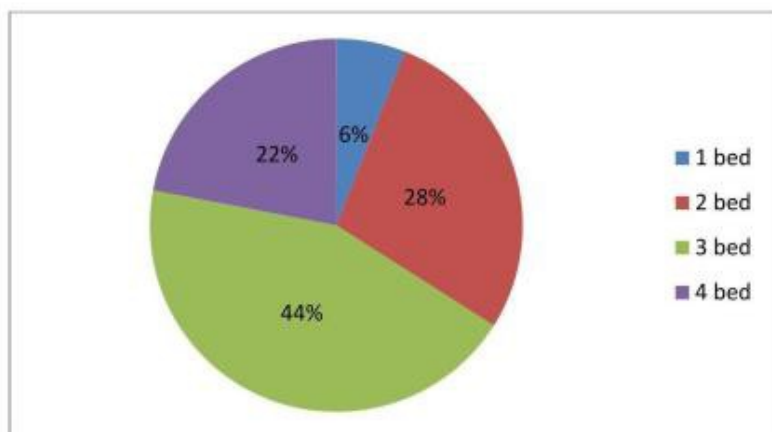
- Whitfield Urban Expansion (Phase 1A - Abbey Homes) - 26 units completed and application built out;
- Whitfield Urban Expansion (Phase 1 & 1a - Phillip Jeans) - 17 units completed;
- Aylesham Village Expansion - 70 units completed;
- Sholden New Fields (land NE Sandwich Rd and NW Sholden New Rd) - 17 units completed and application built out; and
- Sholden (land between Deal and Sholden, Church Lane (now known as Timperley Place)) - 112 units completed.

**7.9** Of the total gross completions during the monitoring period, 276 dwellings and 144 dwellings were delivered on greenfield land and brownfield land respectively; reflecting that the Council's housing allocations are now starting to be delivered, which are primarily based in greenfield locations.

**7.10** Of the dwellings granted permission, 775 were houses, 196 flats, 28 bungalows and 7 maisonettes. Figure 7.3 shows the breakdown of units granted planning permission over the monitoring period by numbers of bedrooms. The Core Strategy (2010) sets out the preferred housing mix for new developments coming forward in the district. This states that: 15% should be 1 bed homes; 35% should be 2 bed homes; 40% should be 3 bed homes; 10% should be 4 bed homes. Overall, a higher proportion of 3-bed homes were delivered during 2016/17 which is reflective of Policy CP4. Given this, it is clear that the number of 1 bed homes coming forward is significantly below the Council's Policy CP4. Additionally, the number of 2 bed homes coming forward is below Policy CP4. However, the number of 3 bed homes coming forward is close to the policy target and the number of 4 bed homes coming forward is significantly over the Policy mix. This follows a similar trend from the monitoring period 2015-2016.

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Figure 7.3 Housing Mix



### Delivery of Housing Allocations

**7.11** The Council adopted the Land Allocations Local Plan in January 2015. The Land Allocations Local Plan allocates a number of sites across the District for housing development. The Council is now working with developers to bring these sites forward.

**7.12** Appendix 3 sets out progress with delivering the Council's housing allocations. The Land Allocations Local Plan (2015) allocates sites to deliver approximately 10,273 homes across the District. To date, 4,211 of these homes have been granted planning permission (221 within the monitoring period) and 1,023 of these homes have been completed (248 within the monitoring period). The total housing allocations granted planning permission is lower than what was granted during 2015/16 where two large planning permissions were granted for; Phase 1 Whitfield with over a 1,000 units and Discovery Park, Sandwich with 500 units which bolstered this figure.

**7.13** Whilst it is evident that the Council's housing allocations are now starting to be brought forward, with 40.5% of the homes allocated on sites in the Land Allocations Local Plan (2015) now granted permission, completions are still behind schedule, with only 9.8% of the homes allocated on sites in the Land Allocations Local Plan (2015) now built.

**7.14** To date, the majority of housing development on the Council's allocated sites has taken place in Deal/Sholden and Aylesham. Housing completions in Whitfield, Dover (which is where the majority of growth is planned in accordance with Policy CP3 in the adopted Core Strategy (2010)) are significantly behind the milestones in the adopted Core Strategy (2010), with only 91 units delivered on site so far. The application submitted for Phase 2 of the Whitfield Urban Expansion, comprising 1,190 dwellings has yet to be determined.

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**7.15** Furthermore, the Department needs to be more proactive in encouraging developers that have land allocated for development to come forward and use its pre-application advice service.

### **Self-Build Register**

**7.16** The Self-Build and Custom Housebuilding Act 2015 requires relevant authorities, including District Councils, to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land for self-build and custom housebuilding. The definition and operation of the register was prescribed by The Self-Build and Custom Housebuilding (Register) Regulations 2016 however superseded by the Self-Build and Custom Housebuilding Regulations 2016 from 1st October 2016. The 2015 Act requires that prescribed authorities must have regard to each register that relates to its area when carrying out its functions in relation to planning, housing, the disposal of any land of the authority and regeneration.

**7.17** The Council's self-build register went online at the start of April 2016. Since the last monitoring period, a further 23 people have registered their interest in acquiring a self-build plot in the district. Therefore, to date a total 79 people (77 individuals and 2 associations) have registered their interest.

**7.18** As it stands, such entries have identified Deal as the most preferred location for a self-build site, followed by Sandwich, St. Margaret's at Cliffe, Whitfield and Walmer. Additionally, 3 to 4 bedroom detached houses are the property type most commonly sought to be built. The majority of those who registered have expressed that they would like to start a self-build project in the next 1 to 2 years.

**7.19** Given that both the Core Strategy (2010) and Land Allocations Local Plan (2015) predate the need for a self-build register the Council does not currently have a policy on the delivery of self-build plots, and therefore to date, no land has been allocated for this purpose. Owing to the fact that self-build can be another way of accelerating the rate of house building it will be important consider the demand for self-build and custom housebuilding set out in the register as the preparation of the new District Local Plan advances.

### **Brownfield Register**

**7.20** The Housing and Planning Act 2016 makes provision for LPAs to prepare, maintain and publish a register of brownfield land. The register should identify previously developed sites in the district that the Council has assessed as being suitable for housing. The register should comprise a standard set of information, prescribed by the Government, that will be kept up-to-date, and made publicly available, to help provide certainty for developers and communities and encourage investment in local areas. The registers will then be used to monitor the Government's commitment to the delivery of brownfield sites.

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**7.21** To date, there are 42 sites listed on the brownfield register. The brownfield register will be updated annually and the results will be presented in the AMR.

**7.22** LPAs are required by Regulation 3 of the Town and Country Planning (Brownfield Land Register) Regulations 2017 to prepare, maintain and publish registers. Specifically, by 31st December 2017 the Council is required to enter brownfield sites in Part 1 of the register and those sites listed in Part 1 that have been granted permission in principle on Part 2.

**7.23** Further information on this will be collated during the next monitoring period (2017/18) and published in the next AMR.

### 7.2 Five Year Housing Land Supply

**7.24** The NPPF (2012) requires LPAs to identify and update annually the supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements. The relevant five-year period is currently 2017 to 2022.

**7.25** The 5 year Housing Land Supply (5Y HLS) calculation is simply a comparison between the anticipated supply of new homes against the number of new homes that are required to be built across the Dover District over a 5 year period. For the purpose of this report, a 5Y HLS is expressed as the number of years' worth of supply.

#### 7.2.1 Background

**7.26** The adopted Core Strategy (2010) sets out a housing target of delivering 10,100 new homes over the plan period from 2006 to 2026. This figure is derived from the revoked Regional Spatial Strategy (RSS) for the South East (2009) and is therefore not NPPF (2012) compliant.

**7.27** The Council has recently updated the SHMA (2017) for the District, which has identified an Objectively Assessed Need (OAN) for housing for the District of 529 dwellings per annum (dpa).

#### Adopted Policy

**7.28** In determining the Core Strategy housing target the Council considered the following four possible options for housing growth set out in the Council's January 2009 submission document:

- *Low growth* – 6,100 homes based on a continuation of trends and the original provision in the draft Regional Spatial Strategy.
- *Medium low growth* – 8,100 homes which became a level recommended in the Panel Report to Government Medium.
- *Medium high growth* – 10,000 homes which is reflected in the minimum requirement set out in the Government's proposed changes to the RSS.
- *High growth* – 14,000 homes based around the recommendations of the Dover Regeneration Strategy.

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**7.29** The Council supported the 'high growth' option and the independent Inspector's report on the Core Strategy dated 21st January 2010 supported the Council's position confirming its compliance with the Council's policy for economic growth.

**7.30** The NPPF is clear that local authorities should plan to meet their 'full, objectively assessed needs' (OAN) for market and affordable housing (paragraph 47). The Core Strategy (2010) housing target was selected to encourage and facilitate economic growth in Dover. Therefore, the Core Strategy (2010) started with the policy requirement rather than an OAN figure.

**7.31** This position is considered as what Hickinbottom J called at p53 of Gallagher Homes Ltd v Solihull MBC [2015] J.P.L. 713 (in the High Court) a "bottom up" approach. In consequence, the Core Strategy figure does not comply with the NPPF's objective to meet OAN and as a result cannot be used as a proxy for a full OAN figure in development management decisions (Hunston Properties Ltd v SoSCLG [2014] J.P.L. 599); nor is it a proper basis for a new development plan process (Gallagher Homes Ltd v Solihull MBC [2015] J.P.L. 713).

### Which Figure is the Proper Starting Point

**7.32** The Core Strategy (2010) housing requirement is in an adopted Development Plan document which successfully passed through the examination process. Whilst the PPG suggests that this figure should be given "considerable weight",<sup>(2)</sup> the housing target was adopted prior to the introduction of the NPPF (2012), does not seek to meet the District's OAN as it is a 'policy-on' figure and in turn does not adequately reflect the Council's needs identified in the SHMA (2017) and is out-of-date.

**7.33** In contrast, the SHMA (2017) represents a NPPF (2012) compliant assessment of the Council's OAN for housing. Therefore, the SHMA (2017) figure is considered to be the only and most appropriate figure for the Council to use when preparing 5Y HLS as part of the development of its new Local Plan.

### Implications of using the OAN for the 5YHLS calculation

**7.34** The reasoning behind using the OAN figure for calculating the Council's 5Y HLS was detailed in paragraphs 7.25 to 7.33 in the Council's AMR 2015/16.

**7.35** Using the OAN figure of 529 dpa, as identified in the SHMA (2017) DDC is able to determine whether the District has 5 years' worth of supply for housing. As part of the calculation, the Council has used 2014 as a base date of the project to reflect the assessment period (2014-2037) set out in the SHMA (2017). Therefore, it should be noted that the housing backlog based on historic under delivery between 2006 and 2014 has been removed from the calculation. This approach was endorsed in Zurich Assurance Ltd v Winchester City Council [2014] EWHC 758 (Admin) see Sales J at §94.

**7.36** The Council's 5Y HLS calculation is detailed in table 7.1 below.



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## 7.2.2 The Calculation

**737** Table 7.1 sets out an overview of the methodology applied to determine whether the Council has a 5Y HLS.

Table 7.1 5 Year Housing Land Supply

<b>A. Housing target for 5 year period</b> (2017 - 2022)	<b>529 dpa x 5 = 2,645 dwellings</b>
<b>B. Housing delivery since the 2014 base date</b> (housing requirement to date (1,587) minus housing completions to date 1,476 dwellings)	<b>111 (difference between the requirement and completions to date)</b>
<b>C. Total housing requirement</b> (A + B )	<b>2,645 + 111 = 2,756 dwellings</b>
<b>D. Plus the required buffer</b>	<b>2,756 + 5% = 2893.8 dwellings</b>
<b>E. Housing land supply</b> (inc. extant planning permissions UC + NS, resolution to grant, site allocations (CS,LALP,WNP), future windfall allowance)	<b>3,319 dwellings</b>
<b>F. 5 year Housing Land Supply</b>	<b>3,319 / 2,893.8 = 1.15</b> <b>1.15 x 5 = 5.75</b>
<b>Total</b>	<b>5.75 years of supply</b>

**738** The above calculation shows that the Council has a housing land supply of **5.75 years**, meaning that for the purposes of decision making the Council can demonstrate a 5Y HLS.

## 7.2.3 Key Components of the 5 Year Housing Land Supply

**739** For housing sites to comprise part of the 5Y HLS there must be a realistic prospect that housing will be delivered on the site within the next 5 years (2017 - 2022).

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The NPPF explains that:

“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.”

The Planning Practice Guidance further explains that:

“Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within 5 years.

However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the 5-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (eg infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a 5-year timeframe. ”

**7.40** Given this, LPAs are required to determine whether a site can reasonably be considered as ‘deliverable’ in the context of the NPPF for 5Y HLS purposes. This is explored in more detail below:

### **A. Housing target for 5 year period (2017-2022)**

#### ***Objectively Assessed Need***

**7.41** As set out in the previous AMR 15/16, the housing requirement identified in the adopted Core Strategy (2010) is not NPPF compliant and is therefore considered out of date for the purposes of calculating the Council's 5Y HLS. In contrast, the SHMA (2017) represents a NPPF compliant assessment in determining the OAN for housing for the Dover District and is in turn considered appropriate to used as a starting point for the above calculation.

**7.42** The SHMA (2017) identifies an OAN for housing for the district of 529 dpa over a period from 2014 to 2037. Over a 5 year period (2017-2022) this equates to a need for **2,645 new homes**.

### **B. Housing requirement since 2014 base date**

**7.43** To use the OAN figure of 529 dpa as the starting point for the above 5Y HLS calculation and to be consistent with the study period of 2014-2037, the Council has removed historic underdelivery between 2006-2014 from the calculation. The historic under-delivery of housing against previous requirements has been assessed following advice in the PPG and factored into the calculation for the OAN through the market signals uplift and there is therefore no need to specifically make an allowance for this in the 5Y HLS calculation. Given this, the base date applied to the above calculation was reset to 2014 to align with the Council's updated SHMA (2017).

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**744** In light of this, the Council has used a base date of 2014 as the start of the calculation period. Since 2014 a total of **1,476 dwellings** were completed compared to the required 1,587 dwellings between 2014 and 2017.

**745** The breakdown of housing completions by year since 2014 is shown in the table below:

Table 7.2 Housing Completions between 2014 and 2017 (dwellings)

Year	Net Completions	OAN	Supply of Housing
2014/15	344	529	-185
2015/16	726	529	197
2016/17	406	529	-123
<b>Total</b>	<b>1,476</b>	<b>1,587</b>	<b>-111</b>

**746** Table 7.2 portrays that since 2014 there have been a total 1,476 completions. This equates to a cumulative under delivery of **111 dwellings** against the OAN requirements between 2014 and 2017 of 1,587 dwellings (529 x 3 years).

### C. Total 5 year housing requirement

**747** In order to determine the total number of dwellings required for the 5Y HLS period (2017-2022), the Council has added the under delivery for this monitoring period to the OAN requirement for the 5 year period (2017-2022); creating a total 5 year housing requirement of **2,756 dwellings**. Therefore, the Council is required to demonstrate the availability to deliver 2,756 dwellings for over the next 5 years.

### D. Buffer Requirement

**748** Paragraph 47 of the NPPF (2012) requires that either a 5% or 20% buffer is added to the 5 year supply to ensure choice and competition in the housing market, depending on whether or not local authorities have a record of persistent under-delivery. In this case a 5% buffer has been applied. The Inspector's findings on the Council's adopted Land Allocations Local Plan (2015) considered that whilst there had been a considerable slowdown in the rate of house building in the District due to the economic downturn, evidence did not indicate a persistent under delivery of housing when economic conditions have been favourable. Furthermore, this view has been reinforced by the level of housing delivery since 2014/15 which, although subject to fluctuations, is close to the requirement on average.

**749** It is considered more relevant to focus on delivery performance since 2014 as the Land and Allocations Local Plan (2015) was in advanced stages of bringing forward the hitherto missing elements of supply and it aligns with the base date of an NPPF compliant SHMA that has identified an appropriate OAN. Consequently, it is not considered that a buffer of 20% is justified during this monitoring period.

**750** Therefore, applying a 5% buffer to the total housing requirement of 2,756 equates to a total **2,893.8 dwellings**.

## seven Housing

### E. Housing Land Supply

**751** The housing land supply figure is comprised of the following factors: extant planning permissions, extant site allocations set out in the Core Strategy (2010) and Land Allocations Local Plan (2015), resolutions to grant and the Council's windfall allowance. Over the next 5 years (2017-2022) it is anticipated that a total **3,319 dwellings** will come forward. Detail of the Council's housing land supply availability during the 5Y HLS period is set out below:

#### *Extant planning permissions*

**752** Extant planning permissions include development that has planning permission that is either under construction or has not started. In total, there are 387 dwellings in the District that are under construction during this monitoring period. All extant planning permissions have been considered to be deliverable during the 5 year period and therefore a total **388 dwellings** has been applied to the calculation.

**753** As of this monitoring period (2016/17), there are a total 4,196 dwellings across the District that have planning permission but have yet to be started. However, of this only **1,704 dwellings** are considered to be deliverable during the 5 year period (net of any dwelling losses associated with permissions) and have therefore been applied to the associated calculation, this is shown and explained in the tables accompanying the AMR.

**754** Therefore, a total **2,091 dwellings** (387 plus 1,704) from extant planning permissions has been included in the 5Y HLS calculation set out in Table 7.1. A list of such extant planning permissions can be viewed in Appendix 4.

#### *Extant site allocations*

**755** The Council has a number of sites that are allocated for residential development in the adopted Core Strategy (2010), Land Allocations Local Plan (2015) and Worth Neighbourhood Plan (2015).

**756** Sites allocated and with planning permission can be considered deliverable unless there is clear evidence to the contrary. In order to establish whether such evidence exists officers have:

- contacted all land owners to determine their intention of bringing sites forward between 2017 and 2022 and if so, what the phasing for the sites will be; and
- identified sites which are currently being considered as part of the pre-application advice process - sites that are currently subject to positive pre-application advice have been considered deliverable within the 5 year period.

**757** Allocated sites that have been granted planning permission have been included as extant planning permissions to avoid the risk of double counting.

**758** The total housing supply from the Council's allocated sites is 10,273 dwellings. Of these, it is considered that a total 958 dwellings will be delivered on such allocated sites during the 5 year period. Therefore, a total of **958 dwellings** from extant site allocations has been applied to the 5Y HLS calculation.

### *Resolutions to grant*

## seven Housing

**7.59** An application for residential development proposing the erection of 90 dwellings on the allocated land at Chequer Lane, Ash was submitted during this monitoring period and has a resolution to grant permission subject to a s106 agreement that is not yet concluded.

### **Windfall allowance**

**7.60** Paragraph 48 of the NPPF allows windfall sites to be taken into account in the 5Y HLS calculation, having regard to the Strategic Land Housing Availability Assessment, historic windfall delivery rates and expected future trends. Windfalls sites are identified in the NPPF as:

*"Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available".*

**7.61** In determining the Council's windfall allowance, windfall sites have been identified as those which have not been considered as part of the preparation of the adopted Development Plan. Table 7.3 sets out an overview of the Council's windfall allowance calculation:

Table 7.3 : Windfall Allowance Calculation

<b>a. Average windfall completions on previously developed sites</b>	<b>140 dpa</b>
<b>b. Average windfall completions on garden land</b>	<b>20 dpa</b>
<b>c. Windfall allowance</b> (a-b)	<b>120 dpa</b>
<b>d. SHLAA sites consideration</b>	50% deduction <b>60 dpa</b>
<b>e. Application of windfall allowance to 5Y HLS</b>	Apply windfall allowance to years 3,4 and 5 of the 5 year supply period

## seven Housing

(d x amount of years in 5 year period)	<b>180 dwellings</b>
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**7.62** The table above shows that an average of 140 dpa have come forward separate to what is allocated in the adopted Development Plan. Additionally, an average of 20 windfall units on sites comprising garden land are expected to come forward each year. Paragraph 48 of the NPPF (2012) requires the removal of garden land from any windfall allowance calculation. Therefore, in compliance with the requirements of the NPPF, the Council has taken a cautious approach and deducted the average garden land windfall completions from the overall average windfall completions; resulting in an average of **120 dpa windfall completions**.

**7.63** In order to avoid the risk of double counting, it is essential that consideration is given to the influence of SHLAA sites during the 5 year period. SHLAA sites are identified for potential inclusion as allocations in the Development Plan. As the Council undertook a Housing and Economic Land Availability Assessment between June and August 2017, it is likely that larger windfall sites identified during 2016/17 will be considered as part of the Local Plan review and in turn may not be regarded as windfall development in the immediate 5 year period. Therefore, as a cautious approach, the Council has taken this into account and applied 50% of the 120 dpa figure to give a total average of **60 dpa windfall completions**.

**7.64** Since 2012/13, the number of windfall completions exceeds the average annual windfall completions rate for a total of 2 years. This demonstrates a strong case to apply the windfall allowance to the last 3 years of the 5Y HLS period (i.e. 2019/20, 2020/21 and 2021/22).

**7.65** Therefore, the windfall allowance applied to the 5Y HLS calculation is a total of **180 dwellings** (60 x 3 years).

### F. 5 year housing land supply

**7.66** By applying the above components set out from paragraphs 7.39 to 7.65 to the 5Y HLS calculation, the Council has **5.75 years** supply of land for housing and can therefore demonstrate a 5Y HLS.

## 7.3 Housing Trajectory

**7.70** The NPPF sets out the requirement for LPAs to provide information on housing policy and performance, including illustrating the expected rate of housing delivery through a housing trajectory for the plan period and setting out a housing implementation strategy for the full range of housing, describing how they will maintain a 5 year supply of housing land to meet their housing target. The housing trajectory assists the monitoring of both past and anticipated completions across the Plan period and can help indicate at an early stage whether any steps need to be taken to ensure that planned housing requirements are met.

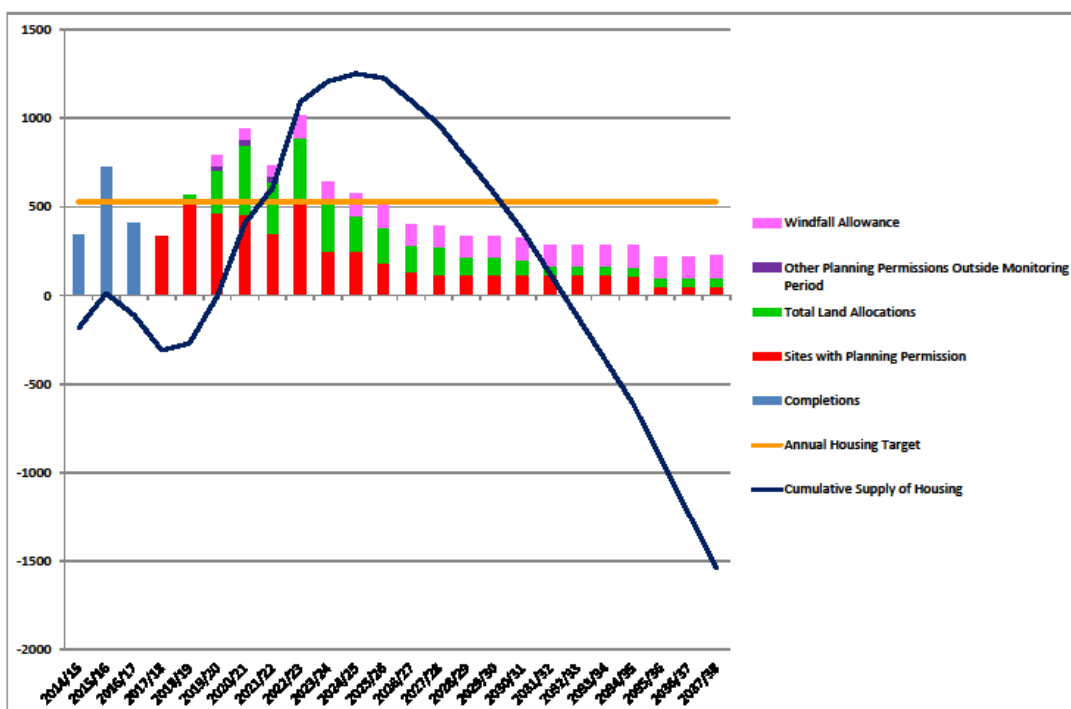
## seven Housing

It is however, important to note that a housing trajectory is not intended to produce 'perfect forecasts' of the future, nor necessarily absolute answers regarding the past and present delivery. Rather, it illustrates the potential delivery rate of new dwellings, sets out the anticipated supply and the number of dwellings that are predicted to be built over the plan period, apports previous under delivery over the first 5 years, and sets out what the range of sites in the trajectory is considered capable of delivering over the next 5 years.

**7.71** Figure 7.4 sets out the housing trajectory for the District over the period from 2014/15 to 2037/38. This shows the current housing supply position in relation to the OAN for housing identified in the SHMA (2017, the solid orange line across the centre of the chart). Different types of sites run in 'waves' through the trajectory period, illustrating the future supply of land for housing in the District, based on sites with extant planning permission, sites allocated in the Core Strategy (2010) and Land Allocations Local Plan (2015) and windfall development. The housing trajectory also highlights the expected cumulative supply of housing across the trajectory period, taking into account under delivery and over delivery against the OAN.

**7.72** The housing trajectory illustrates that from 2017/18 to 2021/22 the Council has a sufficient supply of housing land to meet the OAN, and if windfall development continues at the current rate then this will ensure the District has a sufficient supply of housing land until 2024/25. However after this date, the Council's supply of housing land falls below the level required to deliver the OAN, meaning more housing sites will need to be found in the future to continue to support housing delivery in the District.

Figure 7.4 Housing Trajectory



## seven Housing

### 7.4 Affordable Housing

**7.73** The provision of affordable housing in the district is a key response to pressures of housing affordability. Affordable housing can either be provided by the Council, other affordable housing providers, or registered social landlords operating locally. New affordable housing can either be the result of the direct construction of new properties or the purchase of open market properties for use as affordable housing.

**7.74** The Council's policy on affordable housing, DM 5 of the Core Strategy (2010), requires residential development of 15 or more dwellings to provide 30% of the total homes as affordable homes and for developments of between 5 and 14 dwellings to make a contribution towards the provision of affordable housing in the District.<sup>(3)</sup>

**7.75** Over the monitoring period 91 affordable houses were granted permission in the District on five sites. However the Council only achieved its target of delivering 30% affordable housing on two sites: The Old Sorting Office, Charlton Green, Dover and land adjacent to allotments, Folkestone Rd, Dover.

**7.76** Further to this, during the monitoring period, 78 affordable homes were completed in the district on two sites: Aylesham and Timperley Place Sholden (Deal). This equates to 19% of all housing completions.

**7.77** Whilst progress is being made with the delivery of affordable housing within the district, the percentage delivered continues to fall short of the policy requirement in the Core Strategy (2010) as the average level of affordable housing completions in the district since 2006 is 23.2% (see Table 7.3 below). Whilst this is below the policy requirement, it should be noted that the policy sets out a standard for affordable housing delivery, taking into account economic viability, which may in practise mean that provision is lower, particularly as there are some very low value areas in the district.

Table 7.4 Affordable Housing Completions 2006 - 2016

Year	Total Housing Completions	Total Affordable Homes	Percentage
2006/07	327	64	19.6
2007/08	342	15	4.3
2008/09	269	54	20
2009/10	262	112	42.7

<sup>3</sup> The recent Court of Appeal judgement in R (West Berkshire District Council and Reading Borough Council) v. Secretary of State for Communities and Local Government [2016] EWCA Civ upheld the government policy advising LPA's not to seek contributions from small-scale developments (10 or fewer or self-build) of 10 houses or fewer [from section 106] of the Town and Country Planning Act 1990, which enables local planning authorities to seek contributions from developers to provide affordable housing and mitigate the impact of developments.

For development within an Area of Outstanding Natural Beauty (AONB) the Council has chosen to apply a lower threshold and contributions will be sought from development of between 6 and 10 units.



## seven Housing

Year	Total Housing Completions	Total Affordable Homes	Percentage
2010/11	201	18	8.9
2011/12	227	67	29.5
2012/13	228	96	42
2013/14	228	28	12.3
2014/15	344	110	31.9
2015/16	726	185	25.4
2016/17	406	78	19.2
<b>Total</b>	<b>3560</b>	<b>827</b>	<b>23.2 (Av since 2006)</b>

**7.78** Furthermore, the SHMA (2017) advised that in order to meet housing need, 167 affordable homes should be delivered in the district per annum, and that the vast majority of these should be for rent with more than half at social rent levels. Table 7.4 clearly shows that the level of affordable housing delivery in the district is below this level (with the exception of 2015/16) and indicates the need to review the Council's strategy to affordable housing provision as part of the preparation of the new District Local Plan.

**7.79** In addition to delivering affordable housing on the ground, the Council has also collected £197,010 in S106 Contributions<sup>(4)</sup> towards the provision of affordable housing in the district. These monetary contributions were collected from four developments in the district.

### Rural Exception Affordable Housing

**7.80** Policy DM 6 of the Core Strategy (2010) sets out the Council's policy on delivering rural exception affordable housing. There have been no rural affordable housing schemes within this AMR reporting period. The last rural exception site was developed in Goodnestone in 2012.

## 7.5 Gypsy and Traveller Pitch Provision

**7.81** Policy DM7 of the Dover Core Strategy (2010) states that the Council will allocate sites to meet the accommodation needs of gypsies, travellers and travelling show people through the production of the LALP (2015).

<sup>4</sup> Planning obligations under Section 106 of the Town & Country Planning Act 1990 (as amended) commonly known as S106 agreements are a mechanism which make a development proposal acceptable in planning terms that would not otherwise be acceptable. They are focused on site specific mitigation of the impact of development. S106 agreements are often referred to as 'developer contributions' - Planning Advisory Service

## seven Housing

**7.82** A Gypsy and Traveller Accommodation Assessment was completed in 2014 which identified a need to deliver 17 pitches over the Plan period (2006 – 2026). This figure was translated into the Land Allocations Local Plan (2015) which states that the Council will produce a Gypsy, Traveller and Travelling Showpeople LALP to deliver these pitches (Policy LA1).

**7.83** However, since the adoption of the LALP (2015), 7 Gypsy and Traveller pitches have been permitted, either through the grant of planning permission or at appeal, meaning that there is now a need to plan for 10 pitches until 2026.

**7.84** Since the LALP (2015) was adopted however, the Government has issued revised Guidance on planning for Gypsies and Travellers (August 2015) which amended the definition of Gypsies and Travellers for planning purposes, and in 2016, the Housing and Planning Act revoked the need for Local Authorities to carry out Gypsy and Traveller Accommodation Assessments (see Section 124). This created a level of uncertainty around planning for Gypsies and Travellers, and as a result the planned work on a Local Plan for Gypsy and Traveller accommodation was put on hold.

**7.85** The Council has now commissioned Arc4 to update the Gypsy and Traveller Accommodation Needs Assessment which is currently underway. The findings from this updated Study will be taken forward as part of the Council's new District Local Plan.

Appendix 2

Housing Sites Assessment Tables

















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Extant Allocations

Site information														Phasing of the remainder of the allocation 2017/18 = Year 1																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
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Extant Allocations

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