

South Oxfordshire District Council

Assessment of Five Year Housing Land Supply, May 2017

Policy requirement

1. The National Planning Policy Framework (NPPF) requires local planning authorities to assess and demonstrates a five year supply of deliverable housing sites. Specifically, paragraph 47 the NPPF states:

“To boost significantly the supply of housing, local planning authorities should: Identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing against their housing requirements 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 planned supply and to ensure choice and competition in the market for land);”

2. The recently published Planning Practice Guidance (PPG) provides further details on the assessment of five year housing land supply (Ref. ID: 3-033):

“...local planning authorities should consider both the delivery of sites against the forecast trajectory and also the deliverability of all the sites in the five year supply.

Local Planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up to date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significantly new evidence comes to light or the local authority wishes to update its assessment earlier.

3. The demonstration of a robust five year supply of sites is a key material consideration when determining housing applications and appeals. As set out in paragraph 49 of the National Planning Policy Framework, a five year supply is also central to demonstrating that relevant policies for the supply of housing are up to date in applying the presumption in favour of sustainable development.
4. This report sets out South Oxfordshire District Council’s housing land supply position as at May 2017. In summary:

The District has 4.1 years of deliverable housing land supply

Calculation of five year housing land requirement

Annual requirement

5. In April 2014, the councils across Oxfordshire published a Strategic Housing Market assessment (SHMA), to help identify the need for housing across the housing market area of Oxfordshire and its sub-division for each of the authority areas.
6. The SHMA made recommendations in terms of a housing range that we should be planning for which recognised that the affordable housing evidence provided a basis for considering higher housing provision. This was presented in the form of a range which identifies a total need for between 14,500 and 16,500 homes for South Oxfordshire over the twenty-year period 2011-2031. This would equate to an annual provision of between 725-825 new homes.
7. The council are producing a new local plan to cover the years 2011-2033 and which reflects the latest evidence of housing need. The emerging Local Plan uses the midpoint of the recommended range in the SHMA as the basis upon which to plan for housing growth. This is considered to be an appropriate response to meeting our housing needs. Our intention is to publish the local plan for its final consultation in the autumn of 2017 and submit it to the secretary of state for examination by the end of 2017. The council's intention is to adopt the new local plan in mid 2018. In the meantime, it is appropriate to use the mid-point figure of 775 dwellings a year to calculate our supply.

Dwelling Completions and Shortfall

8. The total net completions for the district, delivered from 1 April 2011 up to 31 March 2017 is 3,397 dwellings, this has been delivered as follows:

Years:	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Annual completions:	508	475	484	600	608	722
Cumulative completions:	508	983	1,467	2,067	2,675	3,397
Cumulative requirement:	775	1,550	2,325	3,100	3,875	4,650
Difference:	267	567	858	1,033	1,200	1,253

Table 1: Annual housing completions vs. requirement April 2011 – March 2017

9. The difference between the cumulative completions and cumulative requirement to date is an under delivery of 1,253 homes since 2011.
10. Paragraph 47 of the NPPF requires an additional 5% buffer to be added to the requirement to ensure “choice and completion”, but that where there is a persistent under delivery, a 20% buffer should apply.

11. Table 1 shows persistent under delivery and will therefore apply a 20% buffer to the requirement.

Deliverability of Sites

12. In accordance with the NPPF and PPG, as detailed above, the supply of deliverable housing land in the District is considered to comprise of the following:
 - Planning permissions;
 - The council's resolutions to grant planning permission subject to the signing of a S106 agreement;
 - Site allocations in 'Made' Neighbourhood Development Plans;
 - Elderly peoples care homes (C2 uses); and
 - Sites that have gone through the Prior Approval Procedure including conversion of agricultural buildings to dwellings, conversion of offices to dwellings and conversion of retail (A1 or A2) to dwellings.

Planning Permissions

13. For the purposes of housing land availability we categorise those sites with a net gain of 1-9 dwellings as small sites and those sites of 10 or more dwellings as large sites.
14. Sites that have planning permission are generally considered to be deliverable. In regards to large sites that have planning permission, those sites where it is known there is a realistic prospect of delivery within the five years are considered to contribute to the supply as the Council undertakes monitoring and regular dialogue with larger site developers and will amend the supply trajectory as appropriate.
15. A non-implementation rate of 10% has been applied to all small sites as the Council is aware that not every committed small site will necessarily be built out. The delivery of small sites is assumed to be over the next three years, as this is a reasonable timeframe for the delivery of small scale sites.

Resolutions to Grant

16. Planning applications that have a council resolution to give planning permission subject to a S106 agreement being signed are determined as 'resolutions to grant'. These applications have progressed positively through the process with the proposal generally being considered acceptable by the Council and are ready to be formally granted permission, subject to the detail of planning requirements being confirmed in a S106 legal agreement. The Council has only included those sites that have 'resolution to grant' as deliverable where there is sufficient evidence of the likely progress of the site.

Site Allocations

17. Most of the allocated sites in the adopted Core Strategy have been granted planning permission, or have a resolution to grant permission. Those that have a full permission have either started to be developed or been completed. The full supply table at Appendix A includes full details of each of the allocations from Core Strategy.
18. There are four adopted or 'made' neighbourhood development plans in the district. These are at Thame, Henley, Sonning Common and Woodcote. The allocations from these plans are all included in our overall list of deliverable sites but we do not expect them all to commence in the next five years see Appendix A for more detail.

C2 Planning Permissions

19. Planning permissions and resolutions to grant for C2 uses have been included in the five year housing land supply. A non-implementation rate of 20% has been applied to all existing commitments as the Council is aware that not every committed site will necessarily be built out.

Prior Approvals

20. The contribution towards the housing supply from the prior approval procedure has also been accounted for. The Prior Approval process enables the conversion of properties from either office use, agricultural buildings or retail use to dwellings.

Housing Delivery

21. Where no site specific information is present, the following assumptions are made for the delivery of sites and their anticipated trajectory:

Lead in times

22. Deliverable sites without planning permission and under 100 dwellings will have 1 year lead-in from planning consent to first house being completed. For sites over 100+ there will be an 18 months lead in period from planning consent to the first house being delivered.

Build-out rates

23. Justified based on local circumstances and evidence including that provided by developers. Where no delivery trajectory developer update has been provided the following assumptions to be made: 25 dwellings in the first year and 50 dwellings per annum per developer. On sites which constitute parcels of larger developments already under construction a delivery rate of 50 dwellings in the first year has been assumed.

24. The full housing supply table is provided at Appendix A to this statement which sets out the housing trajectory for each site which contributes towards the five year supply.

Five Year Housing Land Requirement

Table 2 – Calculation of five year housing land requirement at April 2017

	DWELLINGS	Notes
Previous Delivery (2011/12 to 2016/17)		
S Oxfordshire requirement = 775 x 6 years	4650	
Actual Delivery (2011/12 – 2016/17)	3397	
Shortfall	1253	
Requirement (2017/18 to 2021/22)		
S Oxfordshire requirement = 775 x 5 years	3875	
Including 5% NPPF Buffer	4069	
Including 20% NPPF Buffer	4650	
Adjusted from previous (+ shortfall)	5903	4650 + 1253
Deliverable Supply (2017/18 to 2021/22)		
Total supply (trajectory)	4859	
Dwellings on sites (10+) with permission	2788	
Dwellings on sites (10+) with resolution to grant permission	1294	
Dwellings on sites (0-9) with permission (x 0.9)	467	519 x 0.9
Allocated sites	260	

Therefore, the supply of deliverable dwellings (**4859**) against the requirement and the 20% buffer (5903) shows the following:

Number of years supply	4.1	(4809 / 5903) * 5
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Appendix A: Full housing supply trajectory 1 April 2011 to 31 March 2022

Site Name	Parish	Planning Reference	Net dwelling	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Land north of Littleworth Road Benson	Benson	P16/S1139/O	241									48	48	48
Churchfield Lane Benson OX10 6SH (with 20% non-implimentation: 60*0.8 = 48)	Benson	P16/S3424/FUL	48										12	12
Land north of Littleworth Road Benson	Benson	P16/S3611/FUL	187								37	37	37	37
Land at Former Chinnor Cement Works Hill Road Chinnor OX39 4AY	Chinnor	P09/E0145/O	178	95	16	54	13							
Former Chinnor Garden Centre Thame Road Chinnor OX39 4QS	Chinnor	P14/S3987/FUL	39						35	4				
Siareys Yard Station Road Chinnor OX39 4HA	Chinnor	P14/S0986/FUL	22							22				
Land east of Crowell Road, Chinnor	Chinnor	P14/S1586/O	120									24	24	24
Former Cement Works Land at Kiln Lane Chinnor OX39 4BZ	Chinnor	P14/S0655/FUL	21							21				
Land adjoining Greenwood Avenue Chinnor	Chinnor	P15/S4131/RM	80							15	65			
Land off Lower Icknield Way, Chinnor	Chinnor	P15/S0154/O	89									17	20	25
Land north of Mill Lane CHINNOR OX39 4RF	Chinnor	P16/S1468/O	78									15	15	15
Land on corner of Mill Lane & Thame Lane Chinnor	Chinnor	P15/S0779/FUL	61							15	46			
Corner of Papist Way & Reading Road, Cholsey	Cholsey	P07/W0875	13		13									
Fairmile Hospital, Cholsey	Cholsey	P09/W1313	354	84	82	102	86							
Land north of Celsea Place Cholsey OX10 9QW	Cholsey	P15/S0262/O	60								30	30		
Former Carmel College Mongewell Park Mongewell Oxon OX10 8BU	Crowmarsh	P11/W2357	166							50	50	66		
Land at The Street, Walter Wilder & Lister Wilder Works, Crowmarsh	Crowmarsh	P04/W0733	42	2	40									
Great Western Park	Didcot	Various	2736	110	204	232	392	237	274	172	239	210	240	302
Ladygrove East - Land off A4130, Hadden Hill, Didcot	Didcot	P00/W0626/O	642											88
Land to the north east of Didcot Didcot	Didcot	P15/S2902/O	1880									100	125	125
Orchard centre phase II	Didcot	None	300											
Vauxhall Barracks	Didcot	None	300											
27 Hagbourne Road Didcot OX11 8DP	Didcot	P11/W2346	11						11					
174 The Broadway Didcot	Didcot	P14/S0812/PDO; P13/S2399/P	11					11						
Car Park Station Road Didcot OX11 7NN	Didcot	P15/S2159/O	300											
Land at former Didcot A Power Station Purchas Road Didcot	Didcot	P15/S1880/O	280										56	56
Land to south of Hadden Hill Didcot	Didcot	P14/S4066/FUL	74							25	49			
Land at Bayswater Farm Road & land at & rear of 39 & 41 Waynflete Road Oxford OX3 8BX	Forest Hill with Shotover	P16/S0942/FUL	50							10	10	10	10	10
South Oxford Business Centre Lower Road Garsington OX44 9DP	Garsington	P16/S2932/FUL	10							10				
land next to the Pumping Station Icknield Road Goring on Thames RG8 0DG	Goring	P11/W1724	19			19								
Icknield Place Goring RG8 0DN	Goring	P11/S0098	17				17							
Cdr House 19 Gatehampton Road Goring RG8 0EN	Goring	P16/S0445/FUL	10							10				
Land to rear of Cleeve Cottages Icknield Road Goring	Goring	P16/S3001/O	11								11			
JHHNDP Site M & M1: Highlands Farm Highlands Lane Rotherfield Greys RG9 4PR	Harpden	P16/S0077/O	163										34	34
JHHNDP Site U: Wilkins Yard Deanfield Avenue HENLEY-ON-THAMES Oxon RG9 1UE	Henley-on-Thames	P16/S1227/FUL	23								11	12		
JHHNDP Site H: 345 Reading Road Henley-on-Thames RG9 4HE (with 20% non-implimentation: 53*0.8 = 42)	Henley-on-Thames	P16/S0720/FUL	42								42			
JHHNDP Site Z: 116-118 Greys Road HENLEY-ON-THAMES RG9 1QW	Henley-on-Thames	P16/S2459/FUL	16						-1	17				
JHHNDP Site F: Chiltern's End	Henley-on-Thames	None	27											27
JHHNDP Site E: Empstead Works / Stuart Turner	Henley-on-Thames	None	42											20
JHHNDP Site X: Henley Youth Club	Henley-on-Thames	None	23									23		
JHHNDP Site A & A1: Land West of Fair Mile	Henley-on-Thames	None	70											25
JHHNDP Site J: 357 Reading Road	Henley-on-Thames	None	30											25
JHHNDP Site C: Gillotts School Playing Field	Henley-on-Thames	None	30											
JHHNDP Site V: TA/RAR Centre, Friday Street	Henley-on-Thames	None	10											10
Market Place Mews Market Place HENLEY-ON-THAMES RG9 2AH	Henley-on-Thames	P16/S2397/FUL	14							14				
The Workshop Newtown Road Henley-on-Thames RG9 1HG (with 20% non-implimentation: 80*0.8 = 64)	Henley-on-Thames	P15/S3385/FUL	64									16	16	16

Site Name	Parish	Planning Reference	Net dwelling	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
SCNDP site SON 9: Lea Meadow Sonning Common RG4 9NJ	Sonning Common	P15/S4257/FUL	65							13	13	13	13	13
SCNDP site SON 2/3: Bishopswood Middle Field/Memorial Hall Field	Sonning Common	None	50									25	25	
SCNDP site SON 15a: Chiltern Edge Top Field	Sonning Common	None	37											
SCNDP site SON 6: Kennylands Road Infill	Sonning Common	None	26											26
SCNDP site SON 5: Kennylands Paddock	Sonning Common	None	22									22		
Land to the east of Newington Road Stadhampton	Stadhampton	P14/S4105/O	65									10	15	20
Mount Hill Farm High Street Tetworth Oxon OX9 7AD	Tetworth	P14/S3524/O	39										10	10
Thame NDP Site 4: Land off Jane Morbey Road, Thame, OX9 3PD	Thame	P14/S2001/RM; P13/S1481/O	18					9	9					
Thame NDP Site F: Land north of Oxford Road THAME	Thame	P14/S3841/FUL	203						43	63	63	34		
Thame NDP Site 2: Land at The Elms Upper High Street Thame OX9 2DX	Thame	P14/S2176/FUL	37								12	12	13	
Thame NDP Site C Phase one: Wenman Road Thame	Thame	P15/S3125/FUL	79						79					
Thame NDP Site D: Land West of Thame Park Road Thame	Thame	P15/S2166/RM	175						10	45	45	45	30	
Thame NDP Site C Phase two: Land South of Wenman Road THAME Oxon OX9 3UF	Thame	P16/S2874/FUL; P16/S0073/RM	108								21	21	21	21
Thame United Football Club, Windmill Road, Thame	Thame	P10/E0649/RM	99	87	12									
17 Thame Park Road Thame OX9 3PD	Thame	P11/E1862; P09/E0796	35					35						
Angus HouseWenman RoadThameOX9 3XA	Thame	P13/S3023/PDO	44					44						
Angus HouseThame Park RoadThameOX9 3RT	Thame	P14/S1156/FUL	27					13	14					
Thame Service Station 67-68 Park Street Thame	Thame	P15/S2782/FUL	20								20			
Goodson Industrial Mews Wellington Street Thame OX9 3BX	Thame	P15/S3848/FUL	29								15	14		
Thame NDP Site 5: Park Meadow Cottage	Thame	None	12											12
Thame NDP Site 3: Lord Williams School	Thame	None	135											
Land to the West of Wallingford (Site B) Wallingford	Wallingford	P14/S2860/O	555									88	88	88
Unit 158, Hithercroft Industrial Estate Moreton Avenue Wallingford	Wallingford	P13/S3451/FUL	134						74	40	20			
Land West of Reading Road Wallingford OX10 9HL	Wallingford	P15/S0191/FUL	85							25	50	10		
13-16 St Martins Street WALLINGFORD OX10 0EF	Wallingford	P16/S1514/FUL	22							10	12			
Land North of London Road Wheatley	Wheatley	P15/S2121/FUL	51							30	21			
Eastfield House Care Home Eastfield Lane Whitchurch on Thames READING RG8 7EJ (with 20% non-implimentation: 18*0	Whitchurch on Thames	P16/S3799/FUL	14									14		
Woodcote NDP Site 18: Former Chiltern Queens Bus Depot, Long Toll, Woodcote, RG8 0RR	Woodcote	P14/S2440/FUL	14					14						
Woodcote NDP Site 01: Chiltern Rise Cottage, Stable Cottage and Garden Cottage and Reading Road Woodcote RG8 0	Woodcote	P15/S1009/FUL	22							-3	25			
Woodcote NDP Site 16: Former Reservoir site, Greenmore	Woodcote	None	20								20			
Small sites (<10 dwellings) with 10% non-implementation for trajectory	All	Various		130	108	77	92	245	174	95	93	93	93	93
Total annual supply				508	475	484	600	608	722	703	1020	1009	945	1182