

FAREHAM

BOROUGH COUNCIL

Report to Planning Committee

Date **13th December 2017**

Report of: **Director of Planning and Regulation**

Subject: **FIVE YEAR HOUSING LAND SUPPLY POSITION**

SUMMARY

At their meeting on the 9th October 2017, the Executive received a report providing an overview of the recent Cranleigh Road, Portchester, planning appeal decision and the implications for the Council's 5 Year Housing Land Supply (5YHLS) position.

The Executive resolved that Officers present a report to the Planning Committee on the Council's current 5 Year Housing Land Supply position on a regular basis.

The following report follows from the Executive resolution on the 9th October.

RECOMMENDATION

That the Committee: -

- (i) note the content of the report and the current 5 Year Housing Land Supply Position; and
- (ii) that the Five Year Housing Supply Position set out in the attached report (which will be updated regularly as appropriate) is a material consideration in the determination of planning applications for residential development.

INTRODUCTION

At their meeting on the 9th October 2017, the Executive received a report providing an overview of the recent Cranleigh Road, Portchester, planning appeal decision and the implications on the Council's 5 Year Housing Land Supply (5YHLS) position.

The Executive noted the Cranleigh Road appeal decision and this Council's current 5-year housing land supply position. The Executive further resolved that Officers present two separate reports to the Planning Committee.

The first of these reports was to outline how proposals for residential development should be considered in the context of the Cranleigh Road Portchester, appeal decision (i.e. lack of 5 Year Housing Land Supply), the NPPF, relevant case law and policies considered up-to-date in the Local Plan. This report was presented to the Planning Committee for information on the 15th November, and highlighted the implications of this Council's housing land supply position in determining planning applications.

The second report the Executive requested be presented to the Planning Committee, is one setting out the Council's current 5 Year Housing Land Supply Position. In establishing the 5YHLS Position, Officers have had careful regard for Government advice along with the approaches adopted by the Planning Inspector in the recent Cranleigh Road appeal decision.

In deciding the planning appeal at Cranleigh Road, the Inspector determined that the 5YHLS calculation should be made in reference to the Strategic Housing Market Assessment's calculation of Objectively Assessed Housing Need. Therefore, it should use the 2016 update of the Partnership of Urban South Hampshire produced Strategic Housing Market Assessment (PUSH SHMA) which requires delivery of 420 new homes per annum in Fareham Borough between 2011 and 2036.

The Inspector concluded that a 5% buffer was applicable to the overall housing requirement (as opposed to the 20% buffer sought by the Appellant). This arises from the principle that the Council did not persistently under-deliver on the known housing target at a given time.

There are two established methods in addressing any shortfall in the delivery of new homes that may have accumulated since 2011 (the start of the housing need base period). These methods are known as the 'Liverpool' method (with the shortfall to be met (i.e. spread) over the remaining plan period) and the 'Sedgefield' method (with the shortfall to be addressed in the five year period).

Although the Inspector on the Cranleigh Road appeal case was not prescriptive of the approach he used to address the shortfall in housing delivery since 2011, his findings of a supply figure of 'marginally over 2 years' would indicate the Liverpool approach was applied.

The 5 Year Housing Land Supply Position which follows will be updated regularly as appropriate and will represent a material consideration in the determination of planning applications.

CONCLUSION

That the Committee note the content of the report and the current 5 Year Housing Land Supply Position.

That the Five Year Housing Supply Position set out in the attached report (which will be updated regularly as appropriate) is a material consideration in the determination of planning applications for residential development.

RISK ASSESSMENT

There are no significant risk considerations in relation to this report

Background Papers: Planning Inspectorate appeal decision on Cranleigh Road Portchester (Appeal reference APP/A1720/W/16/3156344)

Enquiries:

For further information on this report please contact Lee Smith (Ext 4427)

Fareham Borough Council

Five Year Housing Land Supply Position

November 2017

1.0 INTRODUCTION

- 1.1 The National Planning Policy Framework (NPPF) requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites to provide five years supply of housing against their requirements. The NPPF also requires an additional buffer of 5% (or 20% in the case of persistent under-delivery) to ensure choice and competition in the market for land.
- 1.2 This document has been prepared to provide the latest position on the 5 Year Housing Land Supply (5YHLS) in Fareham Borough. It will be updated at regular intervals to ensure the most accurate and up-to-date position is available. Updates will be provided to the Planning Committee when relevant and will also be advised on the Council's website.
- 1.3 This document is iterative/live and will only provide the most accurate position of 5YHLS at the time of publication. It is possible that sites will be omitted from the 5YHLS and then subsequently when circumstances change they may feature in a future iteration of the 5YHLS position (and vice versa).

2.0 THE PROCESS

- 2.1 The current position outlined in this paper takes account of new dwellings completed up until 31st March 2017 and commitments up until 31st October 2017. The monitoring of net dwelling completions and outstanding planning permission data to each 31st March year end is provided annually by Hampshire County Council. Additional monitoring of permissions and resolutions to grant planning permission will be kept regularly up-to-date by Officers at Fareham Borough Council.

Planning Permissions

- 2.2 An update on each current planning permission (on sites of 5 units or more) has been sought from relevant Officers and in some instance site landowners or developers, to further inform the projections.
- 2.3 The National Planning Policy Framework (NPPF) states that 'sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within the five

years'. Where there is some indication that a planning permission will not be implemented then the site has been omitted from the 5YHLS on a precautionary basis. However, this may change if subsequent information comes to light to suggest the development will take place in the five year period.

Other Sites

- 2.4 Officers have undertaken a review of the residual allocations from the current adopted Local Plan in order to provide more robust evidence on housing projections from these sites to inform the 5YHLS position. This has been based on direct correspondence with the site landowner or developer.
- 2.5 Officers have tested the robustness of the information provided, in light of Government guidance in the National Planning Policy Framework (NPPF). The NPPF is clear that for a site to be considered deliverable, it should be:
- available now;
 - offer a suitable location for development now;
 - be achievable with a realistic prospect that housing will be delivered on the site within five years; and
 - development of the site should be viable
- 2.6 In instances where Officers have gathered information on the timing and delivery rates from site landowners or developers, the Council have in some instances taken a more precautionary approach to delivery than may have been proposed by the site landowner or developer. This could be, for example, if they failed to allow sufficient time for planning permissions to be secured, or if the delivery rates were considered too optimistic. It is important that the Council has a robust basis for its 5YHLS calculations, as adopting a set of unrealistic assumptions may result in a 5YHLS figure that may not be accepted by an appeal Inspector.
- 2.7 This process of liaison with site promoters and developers will be ongoing to ensure a robust and evidenced position on 5YHLS can be demonstrated.

Calculating the 5YHLS

- 2.8 In summary the 5YHLS position in this paper is based on the following: -
- Using the Objectively Assessed Need figure of 420 dwellings per annum from 2011-2036
 - Using data on net new dwelling completions provided by Hampshire County Council as at 31st March 2017 and previous figures outlined in the Council's Authority Monitoring Reports (AMRs).
 - Using outstanding planning permission data provided by Hampshire County Council up until 31st March 2017 and Fareham Borough Council records from 1st April 2017 until 31st October 2017
 - Using a variety of sources to ensure a robust understanding of delivery projections. A summary of the sites that make up the supply is provided. In many instances this is underpinned by more detailed liaison with site land owners or developers (particularly for larger development sites)
 - Presenting the 5YHLS using the Liverpool approach to address the shortfall with a 5% buffer (recognising the findings of the appeal decision at Cranleigh Road).

3.0 THE FIVE YEAR HOUSING LAND SUPPLY POSITION

3.1 The following table provides a summary of the Council's current 5YHLS position as per the date of this paper.

	Housing Requirement (including buffer)		
a	Objectively Assessed Need (OAN) per annum 2011-2036	420	
b	Objectively Assessed Need (OAN) 5 year requirement (a x 5)		2100
	Shortfall in housing delivery since 1st April 2011:		
c	OAN requirement since 1 st April 2011 (a x 6*)	2520	
d	Completions 1 st April 2011 – 31 st March 2017	1859	
e	Shortfall/undersupply since 1 st April 2011 (c – d)	661	
f	Proportion of shortfall to be met in 5 year period (Liverpool) ((e/19**) x 5)		174
g	Total Requirement (OAN plus shortfall) (b + f)		2274
h	OAN 5 year requirement including 5% buffer (g x 1.05)		2388
	Housing Supply		
i	Current Projected 5 Year Supply		1728
j	Shortfall (represented as number of homes) (h – i)		660
k	Supply in Years (i / (h/5))		3.62 years

(*The number of years of housing completions since 2011 **The number of remaining years over the plan period)

3.2 The above table shows how the Council currently have 3.6 years of housing supply against the 5YHLS requirement. In numerical terms the shortfall is 660 dwellings.

3.3 The full detail behind the projected five-year supply of 1,728 dwellings is provided in Section 4.

4.0 Details of Projected Supply in the 5 Year period

	2017/18	2018/19	2019/20	2020/21	2021/22	Total	Notes for 5Y Position
Outstanding Planning Permissions (small 1-4 dwellings) (as at 1st April 2017) (10% discount)	50	50	50			150	Total outstanding small site (1-4 dwellings) permission at 1 April 2017 with 10% reduction rate applied.
Outstanding Planning Permissions (5 dwellings+) (as at 1st April 2017)							
84 Fareham Park Road, Fareham (13/0059/OA)		7				7	Nothing to indicate that the site will not be developed in the 5 year period at this stage.
Former Wavemar Electronics Ltd Building, Middle Road, Fareham (16/0914/FP)			9			9	Nothing to indicate that the site will not be developed in the 5 year period at this stage.
10-20 Land to rear of Tewkesbury Avenue (16/1333/FP)	7					7	The development is currently under construction (Nov17)
Cold East Hospital, Cold East Way, Sarisbury Green (03/1867/RM)	30					30	Site under construction (HCC outstanding data 2017) and confirmed by Case Officer.
Land at Cold East Hospital, Sarisbury Green (12/0299/FP)	2					2	Site is understood to have completed in the early part of the 2017/18 year.
Land at Cold East Hospital, Sarisbury Green (15/0351/FP)	12					12	Site under construction (HCC outstanding data 2017) and confirmed by Case Officer.
16 Botley Road, Park Gate (03/1439/FP)	18					18	Development commenced (HCC outstanding data 2017)
New Park Garage, Station Road, Park Gate (09/0672/FP)		14				14	Case Officer has advised (Nov.17) that the site is under construction.
122 Leydene Nursery, Segensworth Road (06/0907/RM)	3					3	Nothing to indicate that the site will not be developed in the 5 year period at this stage.
70 Trinity Street, Fareham (07/0848/FP)		23				23	Case officer has advised (Nov. 17) that the site is under construction.
3-33 West Street, Portchester (07/0042/FP)			16			16	Planning permission has been started. Staircases to serve flats in place.
324-326 Brook Lane, Sarisbury Green (09/1001/FP)						0	The majority of this permission has been implemented but 4 dwellings remain outstanding. However, it is currently unclear as to if these will be developed in the five year period.
Swanwick Marina, Bridge Road (15/0424/VC)			25	25		50	There is an outstanding permission for 50 dwellings at this site. Discussions underway pursuant to a possible revised layout. Nothing to indicate at this time that development will not occur within the 5 year period.
Peters Road, Locks Heath (Parcel B) (14/0638/FP)	9					9	Site under construction (HCC outstanding data 2017)
Land to South of Peters Road, Locks Heath (12/0717/FP)	51					51	Site under construction (HCC outstanding data 2017)
Land to rear of The Red Lion Hotel, Fareham (13/0408/FP)						0	Outstanding permission for 55 dwellings at the site but there has been an indication the development may not proceed at present. Remove from 5YHLS at this time but this could be subject to change if liaison with the site promoter/developer indicates otherwise.
Fareham College, Bishopsfield Road (15/0690/RM)	70	28				98	Site under construction (HCC outstanding data 2017)
142-144 West Street, Fareham (14/0509/OA)						0	Outstanding permission for 17 dwellings. However, at present there are some indications that the site may not be developed in the 5-year period. Therefore, it will be removed from the 5YHLS at this time but, subject to any correspondence with the site promoter/developer, this position could change.
Land adj. The Navigator, Swanwick (16/0398/RM)	37					37	Site under construction (HCC outstanding data 2017).
The Meadows, Hamilton Road, Sarisbury Green (15/0626/FP)	20	51				71	Development has commenced and the site is under construction (Nov. 17).
Land off Cartwright Drive, Titchfield (14/0741/FP)	40	46				86	Development has commenced and the site is under construction (Nov. 17).
100 Wickham Road, Fareham (14/1252/FP)		13				13	Nothing to indicate that the site will not be developed in the 5 year period at this stage.
153-155 West Street, Fareham (16/0760/FP & 15/1056/FP)		12				12	Site under construction (HCC outstanding data 2017).
Land at Furze Court, Wickham Road (15/1261/FP)	33					33	Site under construction (HCC outstanding data 2017). Confirmed by case officer that site is under construction.
4-14 Botley Road, Park Gate (16/0295/FP)		40				40	The site is under construction (Nov17)
Land at Windmill Grove, Portchester (14/0033/FP)		24				24	The site is under construction and understood to almost be complete (Nov17).
69 Botley Road, Park Gate (09/1024/FP)						0	Outstanding permission for 5 dwellings at the site. However, a new application has now been submitted for the site (Nov.17) so this specific permission is not expected to be implemented.
Former Catholic Church of our Lady of Walsingham, Portchester (16/0905/FP)		8				8	This site is under construction.
123 Bridge Road, Sarisbury Green (15/0391/FP)			5			5	This site is owned by FBC and estates advise it will complete within 5 year period.
100 Locks Road, Locks Heath (15/0576/FP)	1					1	Development largely completed in the 16/17 year. Understood to now be completed with one dwelling showing as 17/18 completion.
Land to rear of 94,96,98,100 and 102 Southampton Road (16/1147/FP)	6					6	Case officer has advised (Nov. 17) that the site development is nearly complete.
Fareham Ambulance Station, Highlands Road (17/0046/OA) (Now superseded by newer pp)						0	There is another permission on this site. The yield is now reflected in permissions since 1 April 2017.

New Planning Permissions (5 dwellings+) (1st April 2017 - October 2017)							
189-199 West Street, Fareham (P17/0293/PC)		8				8	Nothing to indicate that the site will not be developed in the 5 year period at this stage.
132 Highlands Road, Fareham (P/17/0366/FP)			5			5	One discharge of condition application has been submitted. Understood that more will follow. Expected to be developed in 5-year period.
Hope Lodge, 84 Fareham Park Road (P/16/1178/FP)			7			7	The site is understood to be under new ownership with construction due to commence soon.
Fareham Ambulance Station, Highlands Road (P/17/0213/FP)			10			10	A demolition notice has been approved at the site. Development expected to commence soon.
Land to rear of 405 & 409 Hunts Pond Road (P/16/1251/FP)			10			10	Discharge of condition applications submitted and site preparations underway.
Land to rear of 184 Bridge Road (P/17/0697/FP)		8				8	It is understood that adjacent land has been secured to provide material storage during construction. The site is expected to deliver in 5-year period.
1 Station Industrial Park, Duncan Road, Park Gate (P/17/1219/PC)				15		15	No construction on site at present but this is a recent permission that is expected to deliver in the 5-year period.
Windfall allowance				37	37	74	As per the 2017 Windfall background paper
Welborne Projections				140	200	340	Based on background/evidence papers to the Draft Local Plan
Draft Allocations Fareham Town Centre (expected to deliver in 5YHLS)							
FTC6 Magistrates Court				40		40	Site owner (HCA) has advised that pre-application discussion expected in early 2018 with outline submission summer 2018. Site is in single ownership. For caution FBC have pushed projections back by one year compared to site owners to allow for any slippage.
FTC9 Wykeham House School (P/17/0147/FP)		15				15	It is understood that development is expected to progress shortly.
Draft Allocations (LP2 carry forward) (expected to deliver in 5YHLS)							
HA9 Heath Road, Locks Heath (LP2 H11)			20	20	30	70	Hampshire County Council (owner) has advised that they intend to submit an outline planning application in late 2017. This is expected to be done with a third party. An outline application has now been received (Nov17)
HA22 Wynton Way (LP2 H3)					18	18	Ecological studies due to take place before an application can be submitted. Acquisition of site from HCC is agreed in principle but subject to negotiation. Pre-app has taken place and concept design agreed in principle. Expected to realistically delivery toward the latter part of 5-year period.
HA23 Stubbington Lane, Hill Head (LP2 H12)				12		12	Site is owned by FBC. Ecological survey to take place in 2018 before planning application is finalised. Pre-app has taken place and a concept design has been agreed in principle. Site is expected to deliver in the 5 year period.
HA24 335-337 Gosport Road, Fareham (LP2 H4)				12		12	Site is currently owned by HCC and is expected to be acquired by FBC. Pre-app has taken place and a concept design has been agreed in principle. Ecological studies are due to take place in 2018. This together with site acquisition will mean the site is likely to be developed in the mid-late part of the 5-year period.
HA25 Sea Lane, Hill Head (LP2 H13)				8		8	Site is owned by FBC. Ecological survey to take place in the summer 2018. Planning application expected once ecological findings have been considered. Site is expected to deliver in the 5 year period
Other Commitments/Brownfield specific							
HA21 Hampshire Rose (SHLAA Ref. 1056)			21			21	The site will be subject to acquisition costs and a business plan before being progressed. Site owner expects the site to deliver during the 5-year period.
HA6 (Cranleigh Road, Portchester) (Appeal allowed) (APP/A1720/W/16/3156344)		55	65			120	Delivery projections as informed by the site promoter (2017)
HA7 Warsash Maritime Academy				50	50	100	Southampton Solent University is currently preparing a disposal strategy. Further updates expected shortly with more specific information on likely delivery.
Totals	389	402	243	359	335	1728	