

*Selby District Council*

# **5 Year Housing Land Supply Report 2018-2023**

**Position at 31<sup>st</sup> March 2018**





<b>Contents</b>	<b>Page</b>
1. Introduction	2
2. Background	2
3. Types of sites in the deliverable 5 year supply	9
4. Methodology for calculating the 5 year supply	12
5. Five year housing supply calculation	19

Appendix 1: Database of sites contributing to the 5YHLS

Appendix 2: Maps of sites contributing to the 5YHLS

Appendix 3: 5 year supply summary sheet.

For all of the above please visit: <http://www.selby.gov.uk/five-year-housing-land-supply-report>

# 1 Introduction

1.1 The purpose of this report is to:

- set out an updated methodology used in assessing the 5-year housing land supply (5YHLS);
- provide an updated 5YHLS calculation based upon the 2018 SHLAA methodology which uses recent completions, forecast delivery figures, input from experts in the house building industry; and
- provide a clear position on 5YHLS which supersedes the Council's last public statement on housing land supply, which was published in November 2017 and used a base date of the 30<sup>th</sup> September 2017.

1.2 The Council has produced a five-year housing land supply report annually since 2010. This statement uses a base date of the 31<sup>st</sup> March 2018 and the 5-year supply period within it will run to 31<sup>st</sup> March 2023.

## 2 Background

2.1 This section of the report briefly details the national policy context to housing land supply and the history of 5-year housing land supply as they relate to Selby District.

### National Policy & Guidance

2.2 Paragraphs 67 and 73 of the July 2018 National Planning Policy Framework (NPPF) requires local planning authorities to:

- identify and update annually a supply of specific deliverable<sup>1</sup> sites sufficient to provide a minimum of five years' worth of housing against their housing requirements set out in adopted strategic policies or against their local housing need where the strategic policies are more than five years old; and
- identify a supply of specific, developable<sup>2</sup> sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.

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<sup>1</sup>To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. Sites that are not major development, and sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence<sup>4</sup> that housing completions will begin on site within five years.

<sup>2</sup> To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

- 2.3 Paragraph 11 of the NPPF states that relevant policies for the supply of housing should not be considered up-to-date where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites, with the appropriate buffer (as set out in paragraph 73) or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.
- 2.4 Paragraph 73 requires that the supply of specific deliverable sites should in addition include a buffer of:
- a) 5% to ensure choice and competition in the market for land; or
  - b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
  - c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.
- 2.5 The NPPF requires that local planning authorities also monitor progress in building out sites which have planning permission, through a Housing Delivery Test. Paragraph 75 states that where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirement over the previous three years, the authority should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years.
- 2.6 The National Planning Practice Guidance (PPG) states 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 five years. However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-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"*.
- 2.7 The national guidance is quite clear then that as part of this annual update of its housing supply position, Selby District Council should consider the deliverability of sites in the five year supply very carefully, so that the assessment can be considered robust.

### Hodgsons Gate Appeal Decision – December 2016

- 2.8 The inspector's report for the appeal at Hodgson's Gate, Sherburn in Elmet on the 6th of December 2016 (APP/N2739/W/16/3144900), stated that the Council did not have a 5 year supply of deliverable housing land. Thereafter, relevant policies relating to the supply of housing were not considered to be up-to-date.

### 5YHLS Statement – July 2017

- 2.9 This report had a base date of 31st March 2017 and detailed that the district had a 5.4 years deliverable supply of housing land. This meant that, in line with paragraph 49 of the old NPPF, relevant policies that relate to the supply of housing were considered to be up-to-date.

### 5YHLS Update Statement – November 2017

- 2.10 This report had a base date of 30<sup>th</sup> September 2017 and calculated that the district had a 6.2 years supply of deliverable housing land and therefore relevant policies relating to the supply of housing could be considered up to date.

### 2018 appeal decisions

- 2.11 The Council's supply position at the 30<sup>th</sup> September 2017 has since been endorsed by a number of appeals this year at Ulleskelf, Church Fenton, North Duffield and Thorpe Willoughby<sup>3</sup>. The following elements of the previous five year supply methodology were also confirmed by these appeal decisions:
- The use of an 8% discount rate to take account of the possible non-implementation of permissions;
  - The use of a 5% buffer (as opposed to a 20% buffer for those authorities that have had a record of persistent under-delivery); and
  - The inclusion of windfall sites in the 5YHLS.

### Strategic Housing Land Availability Assessment (SHLAA) – August 2018

- 2.12 The Council's sixth SHLAA contains a methodology for assessing the delivery of sites over time, as well as an assessment of sites contained within the 5YHLS. The assessment and methodology were produced with the help of a working group composed of landowners, professionals from the development industry and key stakeholders such as infrastructure providers and neighbouring

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<sup>3</sup> Appeal decision refs. APP/N/2739/W/17/3175463, APP/N/2739/W/17/3183958, APP/N2739/W/17/3173018 & APP/N/2739/W/17/3181460

authorities. This approach responded to the Inspector's comments and findings on the Hodgsons Gate appeal.

2.13 The working group helped inform the following key aspects of the SHLAA methodology, following a review of empirical evidence.

- Varied net developable area ratios – the larger the site, the lower the ratio.
- Varied lead-in times – the less advanced the site is in the planning process, the longer the lead in time.
- Varied build rates – the larger the site, the greater the build rate and number of builders.
- Varied density rates – higher in urban locations and lower in rural locations.

2.14 The application of the SHLAA methodology for the delivery of sites in the 5YHLS can be seen in the supply spread sheet in appendix 1. For more information on the 2018 SHLAA, please see: <http://www.selby.gov.uk/strategic-housing-land-availability-assessment-shlaa>. The 2018 SHLAA has been used to project the supply in this 5YHLS Statement.

#### Determining Deliverability and Viability

2.15 A key priority for the five year housing land supply report is to determine the deliverability of sites in the supply. To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

2.16 In order to determine deliverability, site promoters were sent bespoke emails which asked them about their timescales for development, whether they had any viability/ delivery issues and when they expected these issues to be overcome. If a response was not received the site promoters were then contacted by phone, asking them to respond to the original email. If a response had still not been received, then a final email was sent out stating that the Council would assume that site promoters agreed with its delivery trajectory for the site if we did not hear back from them. A summarised list of all the actions the Council took to determine deliverability is shown in table 1 overleaf.

**Table 1: Deliverability Assessment Actions**

<b>Action</b>	<b>Purpose</b>	<b>Inclusive Dates</b>
SHLAA core working group methodology meeting	To discuss, with housing industry professionals, how to realistically project housing completions, using a range of criteria.	03/05/2018
SHLAA wider working group methodology consultation	To discuss, with housing industry professionals, how to realistically project housing completions, using a range of criteria.	03/05/2018 to 18/05/2018
SHLAA site assessment consultation	To gain information from site promoters on their sites deliverability and viability.	27/06/2018 to 11/07/2018
SHLAA site assessment reminder phone call and email	A reminder for site promoters to provide information on a sites deliverability and viability by the requested deadline.	16/07/2018
Final email sent	To inform site promoters that if they did not respond we would assume they agreed with our delivery timescales for their sites.	20/07/2018
Document published	Site promoters informed that the document with the final site and deliverability assessments was published.	10/08/2018

2.17 In the previous 30<sup>th</sup> September 2017 update, the deliverability position on many sites was updated largely as a result of the Council working proactively with developers to accelerate deliverability on previously stalled sites and to resolve outstanding planning appeals including those on sites which are claimed to be undeliverable by appellants in the 5 year supply.

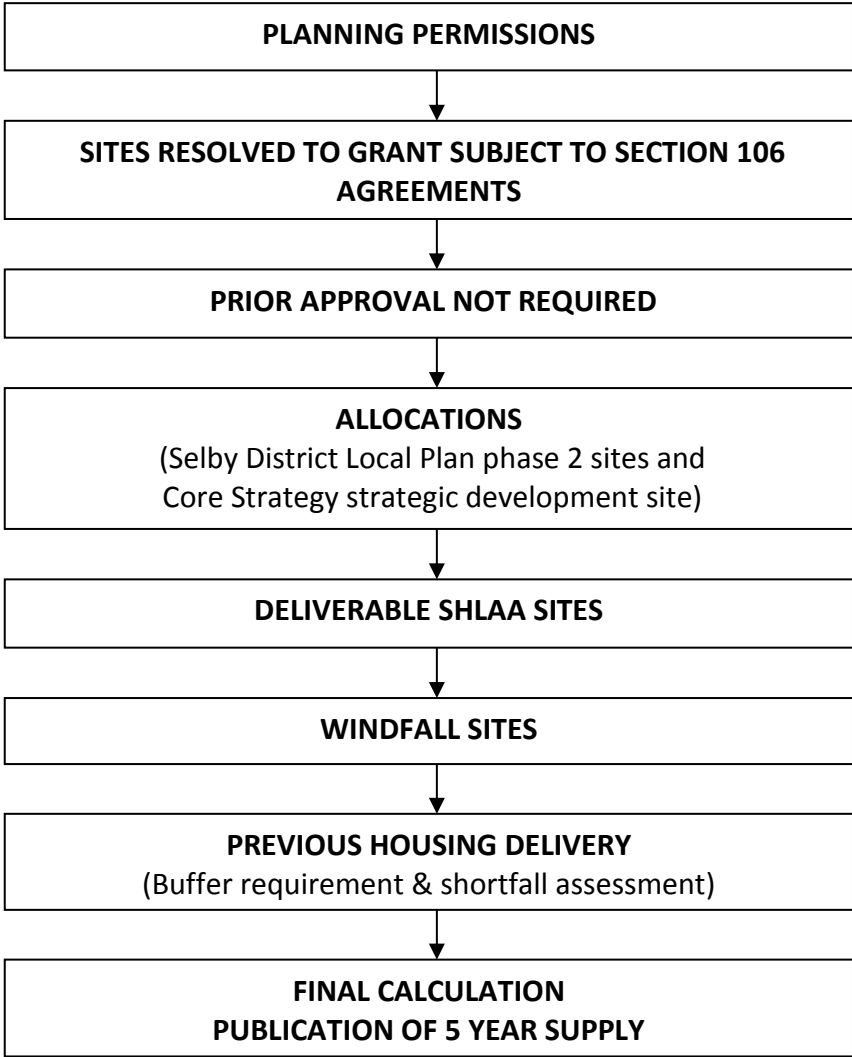
2.18 In addition, the Council also commissioned an independent viability assessment to support the September 2017 update, which built on previous viability work undertaken in May 2017. Sites were chosen if the Council believed that they had stalled, or if there was insufficient information on viability. The viability study appraised 12 sites with planning permission and found that 7 were viable based on their current section 106 agreement and 5 were viable with a reduced amount of affordable housing. The sites assessed to be viable only with a reduced amount of affordable provision were either allocated sites or outline permissions, and so have the opportunity to negotiate the affordable housing provision in a reserved matters application. Those sites assessed as unviable were classed as undeliverable within 5 years, the viability of these sites continue to be monitored in the Councils 5 year supply updates.



### 3 Types of sites in the deliverable 5 year supply

3.1 Figure 1 below identifies the process involved in undertaking the annual update and which sources of sites have been used. Further explanation of each stage is outlined in detail later in this section and in section 4.

Figure 1: The 5-year housing land supply assessment process



3.2 The Council carried out visits and surveys of sites with planning permission within the district at the beginning of April 2018. This was to ascertain the status of each site, in order to determine what is built and what remains outstanding. All of the planning permissions in the assessment are extant; any consents that have lapsed have been removed from the assessment.

3.3 This list of permissions includes outline (in addition to full and reserved planning permissions) as the principle of development has been established, subject to

reserved matters. In undertaking the site assessments, small sites and large sites with permission have been classified differently, this is due to the different way they have been assessed in the 2018 SHLAA, with small sites being assessed in less detail than the large sites.

- 3.4 All sites in the supply which have not yet started or have stalled have been assessed to determine their deliverability through the SHLAA. The viability of each site was discussed with the land owner or the agent to determine when they would expect to be on site. It was also identified (in the case of allocated sites) if there are plans to submit a planning application and what the timescale for submission would be. This information has been used to determine which of these sites are included within the 5-year housing land supply and which are pushed back into years 6-10, 11-15, or are classed as undeliverable.

**Planning permissions: small sites (less than 5 dwellings)**

- 3.5 As of the 31<sup>st</sup> March 2018, there were 222 dwellings with planning permission (gross) on sites with less than 5 units. The net number of dwellings projected to be built in the next 5 years is **197**.

**Planning permissions: large sites (5 dwellings or more)**

- 3.6 As of the 31<sup>st</sup> March 2018, there were 3959 dwellings with planning permission (gross) on sites with 5 units or more. The number that is projected to be delivered in the next 5 years is **2665**.

**Sites resolved to grant subject to section 106 agreements**

- 3.7 As of the 31<sup>st</sup> March 2018, there were no sites of this type.

**Prior approval not required**

- 3.8 The scope of prior approvals can include developments of multiple dwellings. They are not technically planning permissions and so have been included as their own type of site. As of the 31<sup>st</sup> March 2018, there were **10** dwellings on sites of this type, all of which are projected to be delivered in the next 5 years.

**Allocations: Selby District Local Plan (phase 2 sites)**

- 3.9 As of the 31<sup>st</sup> March 2018, phase 2 housing allocations from the Selby District Local Plan (which was adopted in 2005) had a combined capacity of 901 dwellings. The number that is assessed and projected to be delivered in the next 5 years is **106**.

### **Allocations: Core Strategy (Olympia Park)**

3.10 This site is allocated as a strategic mixed use development site in the Core Strategy in policy SP7. This policy states that development within the defined area will be programmed to deliver 1000 new homes, a large part of the allocated site to the west already has permission for 863 dwellings (2012/0541/EIA). This application was assessed as unlikely to be delivered in the first 5 years of the plan period by an inspector in appeal APP/N2739/W/16/3144900. Selby District Council are currently investigating options for progressing the Olympia Park site with the owners of the site. As a result of these factors, the number of dwellings that is projected to be delivered on the Olympia Park allocation in the next 5 years is **0**.

### **Deliverable SHLAA sites**

- 3.11 The NPPF states that for a site to be considered deliverable, it should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on site within 5 years. In this regard it can be acceptable to include sites without permission in the supply if there is clear evidence that a site is deliverable.
- 3.12 The planning permission for housing on the Selby-54 (Rigid Paper) site lapsed in July 2017, however the agent for this site has confirmed to the Council that they will submit an application in the early autumn of 2018. They have provided evidence to the Council which documents a substantial amount of pre application work which confirms they are in a position to shortly submit a valid application. The site promoters state that the scheme to be submitted has a capacity of circa 300 dwellings and that they anticipate that it will deliver 140 units within the next 5 years.
- 3.13 The planning application at Ulleskelf-6, (RAF Church Fenton, Busk Lane, Church Fenton) expired on 12/11/2016. A reserved matters application was submitted in time (2016/1291/REMM) but was assessed to be invalid. However the agent of the site has provided assurances that a new full application will be submitted this year.
- 3.14 The deliverable SHLAA sites have a total gross capacity of 370. The total amount of dwellings that can be delivered in the next 5 years is **200**.

### **Windfall Completions**

- 3.15 Section 4 of this report shows the projected number of windfall completions in the first 5 years is **312** dwellings.

## **4 Methodology for calculating the 5 year supply**

- 4.1 This section explains the different criteria and assumptions which are applied in the calculation of the 5 year supply. For each criteria, it is explained how its application is consistent with the most recent guidance, case law and empirical evidence.

### **Basic requirement/housing target**

- 4.2 The recently revised NPPF (2018) requires that local planning authorities identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirements set out in adopted strategic policies that are no more than five years old, or against their local housing need where the strategic policies are more than five years old, unless these strategic policies have been reviewed and found not to require updating. The Selby Core Strategy Local Plan was adopted in October 2013 and therefore remains within date. The housing target in the Core Strategy is to deliver a minimum of 450 homes per year across the District and this starting point gives a basic five year requirement for 2,250 homes across the District:  $450 \times 5 = 2,250$ .

### **Planning permissions and the non-implementation discount**

- 4.3 A non-implementation discount is applied to small sites with planning permission and prior approvals not required. A discount has not been applied to large sites with planning permission, as these have already been subject to a high degree of deliverability assessment as described in paragraphs 2.15 to 2.18, above, to apply a further discount would be double counting. Furthermore, statistics show that most lapsed permissions are comprised of small windfall sites.
- 4.4 In the projection of the supply, the discount is used to demonstrate the fact that a proportion of small sites may not start in the 5-year period and that their permissions will lapse. An analysis in table 2 of all small sites granted planning permission over the course of plan period so far, shows that non implementation rates for dwellings as a whole are 10%. Based on the results of the data collected, the rate of non-implementation set in this report will be 10%. However, this figure will only apply to small sites with planning permission, as explained above.

**Table 2: Permission lapse rates 01-04-2011 to 31-03-2018**

Lapsed?	Number of Sites	Number of Houses
No (implemented/in time)	434	639
Yes	50	67
Total	484	706
% Lapsed	10%	9%

### **Windfall allowance**

- 4.5 Paragraph 70 of the NPPF states that: *‘Where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area’.*
- 4.6 During the Hodgsons Gate appeal (APP/N2739/W/16/3144900) the appellant challenged the appropriateness of the Council including windfalls in the 5 year supply. The inspector stated in his decision notice for the appeal that; *‘the Core Strategy Inspector’s Report and the Core Strategy clearly set the District’s housing requirement at 450 dwellings per annum. Both clearly indicate, however, that windfall sites will be mostly additional to this figure rather than an integral part of the supply. Indeed, the Core Strategy is clear that ‘the Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments’ and, thus, that ‘windfalls are likely to add to the total delivery of homes, in excess of the planned-for target’.*
- 4.7 The inspector added that: *‘there is no policy preventing the Council from including windfalls in its five-year housing supply’.* However the Inspector tempered this by also stating that: *‘it seems to me that the Council’s inclusion of a substantial number of windfall dwellings in the five-year supply, while not precluded by policy, must be treated with some caution’.* This underlines the need for the Council to be accurate, realistic and cautious in its projection of potential windfall completions in the next 5 years.
- 4.8 More recent appeal decisions have supported the Council’s approach to windfalls. The Inspector into the appeal at West Farm, Ulleskelf<sup>4</sup> for example stated that *“I have had regard to the Hodgson’s Gate appeal decision, in which the Inspector voiced concern over the inclusion of windfalls, despite the fact that*

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<sup>4</sup> Ref. APP/N2739/W/17/3173108

*there is no policy basis to preclude them. However, I am satisfied that the Council has substantially reduced the figure, and so I include it in the supply". Furthermore, the Inspector who considered appeals at South Lane, Church Fenton<sup>5</sup> and Main Street, North Duffield<sup>6</sup> stated that "I find that the number of windfall sites that have come forward merely indicates that the Council was unable to demonstrate a deliverable housing land supply until relatively recently rather than a contrived reliance on such sites".*

4.9 The Council considers all sites not allocated for housing in the Local Plan to be windfall. Windfalls are expected to continue to be a reliable source of supply, but there are a number of factors which will occur over the next 5 years of the plan period which will influence the rate of their delivery.

- The natural churn of brownfield land which occurs within urban areas will continue, where businesses and non-housing uses relocate and free up land for housing. There may be a slight trend upwards as evolving national planning policy (such as the requirement for a brownfield register) continues to re-focus upon the effective regeneration of brownfield sites.
- The Site Allocations Local Plan document is due to be adopted in 2019 and will allocate enough housing land for the district to meet its housing needs up to the year 2027. It is considered that the Site Allocations plan will enable the Council to permit development on its allocated sites and resist inappropriate development on large unallocated greenfield sites. This will result in a lower number of windfall completions.
- Applications for housing will continue to be permitted in addition to sites allocated in the Local Plan, providing they are sustainable and following assessment against relevant policies in the Local Plan and other material considerations. This will continue to sustain and increase the number of windfall completions.
- The expansion of permitted development rights to enable farm buildings and offices to be converted to housing without planning permission will also boost windfall supply.
- Losses of dwellings inevitably occur year on year, this is due to a variety of reasons including, demolitions, mergers and change of use. This is a downward driver in the net number of windfalls that can come forward.

4.10 There are likely to be both upward and downward windfall trends and on balance the Council is continuing to support a modest windfall allowance in the

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<sup>5</sup> Ref. APP/N2739/W/17/3175463

<sup>6</sup> Ref. APP/N2739/W/17/3183958

5-year housing land supply. This is in line with policy SP4 of the Core Strategy (Management of Residential Development in Settlements).

4.11 Table 3 provides the historic data for gross completions on non-allocated sites (windfalls) in the district since 2005 (the start of the Selby District Local Plan Period). This shows that there has been a high level of completions on windfall sites, but in general less as a percentage in the Core Strategy plan period. Table 4 shows where in the settlement hierarchy these completions have been taking place in the Core Strategy plan period, it can be seen that the highest numbers have occurred in Designated Service Villages and in Secondary Villages.

**Table 3: Net completions on windfalls**

<b>Financial year</b>	<b>Net completions</b>	<b>Net completions on windfalls</b>	<b>% windfall completions</b>
2005-06	638	580	91
2006-07	874	687	79
2007-08	583	343	59
2008-09	226	163	72
2009-10	270	163	60
2010-11	366	211	58
2011-12	281	173	62
2012-13	179	46	25
2013-14	289	75	26
2014-15	436	147	34
2015-16	502	223	45
2016-17	568	161	29
2017-18	615	367	52
<b>Total 2005-2018</b>	<b>5827</b>	<b>3339</b>	<b>57%</b>
<b>Average 2005-2018 (13 years)</b>	<b>448</b>	<b>257</b>	<b>57%</b>
<b>Plan Period Total 2011-2018</b>	<b>2870</b>	<b>1192</b>	<b>42%</b>
<b>Average 2011-2018 (Plan Period, 7 years)</b>	<b>410</b>	<b>170</b>	<b>41%</b>
Units built on garden land during plan period 2011-2018	84	84	
<b>% built on garden land</b>	<b>3%</b>	<b>7%</b>	

**Table 4: Net windfall completions across the settlement hierarchy 2011-18**

Site Size Bracket	Selby	Sherburn	Tadcaster	DSV	SV	Countryside	Total
1 to 5	41	19	16	201	156	17	<b>450</b>
6 to 10	30	6	9	95	40	6	<b>186</b>
11 to 20	56	0	0	13	25	0	<b>94</b>
21 to 50	0	0	0	62	0	0	<b>62</b>
51 to 100	0	0	0	109	0	0	<b>109</b>
101+	0	0	0	163	128	0	<b>291</b>
<b>Grand Total</b>	<b>127</b>	<b>25</b>	<b>25</b>	<b>643</b>	<b>349</b>	<b>23</b>	<b>1192</b>

- 4.12 In order to forecast the windfall completions over the next 5 years, the average number of windfall houses completed per annum over the plan period (170) was taken as a starting point as this reflects recent trends in the local housing market. The expected completion figure over the next 5 years was reduced from this figure to 158, to take account of the number of dwellings completed on garden land (calculated to be 7%), which the NPPF states should not be accounted for.
- 4.13 The average of 158 completions was reduced further to better reflect the factors influencing the rate of delivery windfall described in paragraph 4.9 above. No trends are clear in the historical delivery of windfalls, however, it is considered that there will be an overall reduced rate of delivery on windfall sites, as large-scale unallocated sites outside of the development limits are resisted when the Site Allocations Local Plan is adopted in 2019.
- 4.14 Table 4 shows that windfall completions on sites of 50+ dwellings have mostly occurred in Designated Service Villages and Secondary Villages over the course of the plan period. It is not anticipated that, after the adoption of the Site Allocations Local Plan, such sites in these locations will continue to come forward over the remainder of the plan period. In total these sites have contributed 400 dwellings over the Core Strategy plan period so far, an average of 57 dwellings per year. Therefore 57 dwellings have been subtracted from the average of 158 to give a projected 101 dwellings per annum.
- 4.15 The projection for the predicted average rate of 101 completions per annum can be seen in table 5 below. This method prevents any double counting of windfall plots with existing permissions, as windfall plots are only projected as if they were first given planning permission in the year 2018-19. Lead-in times are also factored into the projection (as per the 2018 SHLAA) so no windfalls are provided in the first 2 years of the plan period. The total cumulative completions from windfalls over the first 5 years is **303**.



**Table 5: Windfall completion projection**

Financial year complete					
18/19	19/20	20/21	21/22	22/23	Total
0	0	101	101	101	<b>303</b>

**The Housing Delivery Test**

- 4.16 Paragraph 75 of the NPPF states that Local Authorities should monitor the progress in building out sites which have permission, to maintain the supply of housing. Where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirements over the previous three years, the authority should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years.
- 4.17 The NPPF confirms that the Housing Delivery Test will apply from the day following the publication of the Housing Delivery Test results in November 2018. Notwithstanding the above, Table 6 demonstrates that over the last 3 financial years, the number of net completions have exceeded the Council's housing target.

**Table 6: Housing requirement & annual completions**

Year	Plan period	Net completions	Target	Cumulative Net Provision
05-06	Selby District Local Plan Period	638	620	+18
06-07		874	575*	+299
07-08		583	440	+143
08-09		226	440	-214
09-10		270	440	-170
10-11		366	440	-74
Total net provision		<b>2957</b>	<b>2955</b>	<b>+2</b>
11-12	Core Strategy Plan Period	281	450	-167
12-13		179	450	-271
13-14		289	450	-161
14-15		436	450	-14
15-16		502	450	+52
16-17		568	450	+118
17-18	615	450	+165	
Total net provision		<b>2870</b>	<b>3150</b>	<b>-280</b>

\* Total annual dwelling requirement up to 31<sup>st</sup> December 2006 is 620 and 440 from 1 January 2007, providing a requirement of 575 dwellings between 1<sup>st</sup> April 2006 and 31<sup>st</sup> March 2007.

## **Applying the Buffer**

- 4.18 The NPPF (paragraph 47) requires that local planning authorities should have a 5-year housing land supply 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 significant under delivery of housing over the previous 3 years, Local Planning Authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply. Furthermore, where a local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement they should apply a 10% buffer.
- 4.19 Table 6 illustrates the completions for the past twelve years within the District. The average annual completion is 448 over the 13 years. The average number of completions over the Core Strategy plan period (from 2011 onwards) is 410. It can be seen that there was over-delivery in the years before the financial crash in 2008 and under-delivery after it, as a result of the slowdown in the housing market. For the past 3 financial years, there has been an upturn in the market, due to an improving economy, these trends are consistent with the picture of housing delivery at the national level.
- 4.20 When considering which buffer to apply (5%, 10% or 20%), the last 5YHLS report which had a 30<sup>th</sup> September 2017 base date applied a 5% buffer, as the Council considered that a 20% buffer was no longer necessary or justified. This approach was agreed by Inspectors at recent appeals who were satisfied that a 20% buffer was no longer required and that the Council's use of a 5% buffer in the September 2017 5YHLS is justified and consistent with the NPPF.
- 4.21 In the absence of further guidance on the contents and requirements of an Annual Position Statement, as per paragraph 73 of the NPPF, the Council intend to adopt a 5% buffer in this 5YHLS statement.

## **Dealing with the shortfall**

- 4.22 Table 6 shows that housing delivery has fallen short of the annual target between 1<sup>st</sup> April 2011 (the base date of the Core Strategy) and 31<sup>st</sup> March 2018 by 280 dwellings.
- 4.23 In dealing with under supply, the National Planning Practice Guidance states that: *'Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible'* (see paragraph: 035, reference ID: 3-035-20140306). The Council has dealt with undersupply by ensuring that the entirety of it is made up in the forthcoming 5 years of the *supply* period, thus aiming to comply with best practice.

4.24 In keeping with advice from the Planning Inspectorate and Planning Advisory Service, the buffer has been applied to both the plan requirement and the shortfall combined.

## 5 Five year housing supply calculation

5.1 Tables 7 and 8 show how the sites described in section 3 of the report and the methodology for calculating the supply in section 4 of the report come together to produce a 5 year housing supply figure.

**Table 7: Summary of net completions contributing to the 5 year supply**

Summary of sites contributing to 5 year supply		Dwellings
A	Planning permissions <ul style="list-style-type: none"> <li>• Dwellings on sites less than 5 units (with 10% non-implementation rate applied): <math>197 \times 0.9 = \underline{177}</math></li> <li>• Prior approval not required (with 10% non-implementation rate applied): <math>10 \times 0.9 = \underline{9}</math></li> <li>• Dwellings on sites of 5 or more units: <u>2665</u></li> </ul>	2851
B	Dwellings approved at committee subject to section 106 agreements	0
C	Deliverable SHLAA sites	200
D	Sum of permissions (A+B+C)	3051
E	Selby District Local Plan allocated housing sites: 106 Core Strategy allocation: 0	106
F	Windfall	303
<b>Total plots considered to contribute to 5 year supply (D+E+F)</b>		<b>3460</b>

**Table 8: Five year housing land supply calculations as at 31<sup>st</sup> March 2018**

A	Housing target for the plan period (2011-2027)	7,200
B	Annual housing target across plan period (A ÷ 16 years)	450
C	Five year target, no adjustment (B x 5)	2,250
D	Shortfall of housing provision from the plan period (requirement less completions)	280
E	Shortfall + target (C + D)	2530
F	<b>5% buffer applied (E x 1.05)</b>	<b>2657</b>
G	Annual target for next five years (F ÷ 5)	531
H	<b>Current expected deliverable supply: (1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2023)</b>	<b>3460</b>
I	Gap (F - H)	+803
J	<b>Council's housing land supply (H ÷ G)</b>	<b>6.5 years</b>

5.2 As at 31<sup>st</sup> March 2018, the district has a **6.5 year deliverable supply of housing**. This means that, in line with paragraph 11 of the new NPPF, relevant policies that relate to the supply of housing continue to be considered up-to-date.

5.3 Appendices 1, 2 and 3 provide a database of sites with maps, which contribute towards the 5-year housing land supply.

## Appendices

Appendix 1: Database of sites contributing to the 5YHLS

Appendix 2: Maps of sites contributing to the 5YHLS

Appendix 3: 5 year supply summary sheet.

For all of the above please visit: <http://www.selby.gov.uk/five-year-housing-land-supply-report>