



Hinckley & Bosworth
Borough Council

A Borough to be proud of

Residential Land Availability



**Monitoring Statement for
1 April 2016 – 31 March 2017**

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1.0 Introduction

- 1.1 The National Planning Policy Framework (NPPF) (March 2012) sets out the Government's overarching planning strategy. It contains the core planning principle that local planning authorities (LPAs) should identify and meet the need for housing in their area, with the Local Plan setting out their policies and strategies for the delivery of housing. LPAs are expected to boost significantly the supply of housing based on objectively assessed need. They are also required to identify and update annually a supply of deliverable sites to provide five years worth of land for housing against their housing requirements (with an additional buffer of 5% or 20% to be applied based on past delivery, brought forward from later in the plan period), in addition to identifying a supply of specific, developable sites or broad locations for growth for years 6-10 and where possible years 11-15. This expected rate of housing delivery should be illustrated through a housing trajectory.
- 1.2 Hinckley and Bosworth Borough Council produce a housing trajectory to monitor past housing completions and project future housing delivery against the housing requirement set out in the council's Core Strategy. The five-year supply of deliverable housing sites is then calculated from the housing trajectory which influences how planning applications for housing are determined. In particular, NPPF paragraph 49 states that "*housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites*".
- 1.3 The council has employed a positive methodology in calculating the five-year housing land supply position, following guidance provided by the NPPF, Planning Practice Guidance (PPG), and planning appeal decisions specific to the borough. An appropriate evidence base (the Strategic Housing and Economic Land Availability Assessment (SHELAA)), Site Allocations and Development Management Policies DPD, recent discussions with other local authorities, and correspondence with developers and landowners in regards to deliverability, are all used to develop a robust and transparent assessment of future housing supply that is in compliance with national policy and guidance.
- 1.4 This monitoring statement identifies the residential land supply within the borough as at 1 April 2017, including a housing trajectory and the five-year housing land supply position. Further details of housing commitments, completions and demolitions and information on a number of supplementary housing issues are also provided. The information in the monitoring statement provides a basis for monitoring Local Plan policies with regards to delivering housing within the borough.

2.0 The local context

- 2.1 The current Local Plan for Hinckley and Bosworth consists of the Core Strategy (adopted 2009) and the Site Allocations and Development Management Policies DPD (adopted 2016), as well as the Town Centre Area Action Plan and the Earl Shilton and Barwell Area Action Plan.
- 2.2 The Core Strategy provides the vision and spatial strategy for the borough. Spatial Objective 5 of the Core Strategy seeks to ensure sufficient housing is provided to enable all residents of the borough have access to a suitable home which they can afford in a range of sustainable locations, tenures and house types. The focus of development will be in and around the Hinckley urban area, with more limited development in the rural areas to meet local needs. All housing will be high quality, locally distinctive, sustainable developments.
- 2.3 The Site Allocations and Development Management Policies DPD was adopted in July 2016. It allocates land within the borough for housing, employment, cultural and tourism, community, open space and recreation purposes. In addition to land allocations, the document also contains planning policies.

Strategic Housing Land Availability Assessment (SHLAA)

- 2.4 The objective of the SHLAA is to identify future sources of land for housing within the borough and provide the evidence for future allocations documents. The Council published the initial SHLAA in October 2008, with reviews undertaken in 2009, 2010 and 2013. The most recently reviewed SHLAA was published in December 2014 and an updated version will be available soon.
- 2.5 The SHLAA has helped inform the Site Allocations and Development Management Policies DPD in identifying deliverable and developable pieces of land within the borough as required by paragraph 47 of the NPPF.

3.0 Housing trajectory and five-year housing land supply methodology

- 3.1 The following section outlines the main stages the council has used in producing a housing trajectory (and thus from which the five-year supply of housing land can be calculated). The methodology used to calculate the provision from each row of the housing trajectory is also provided.

Stage 1

Identify the level of housing provision to be delivered over years 0-5 (1 April 2017 to 31 March 2022), years 6-10 and 11 years plus (over the course of the Plan period up to 2026):

- 3.2 The Core Strategy specifies the requirement of 450 dwellings per annum over the period 2006-2026. However a revised Housing and Employment Development Needs Assessment (HEDNA) has been produced which updates the Core Strategy figure of 450 per annum to 454 dwellings per annum from 2011 onwards. Therefore the Core Strategy figure of 450 dwellings is used from 2006-2011 and the HEDNA figure is used from 2011 to 2026 giving an overall requirement for the Plan period of 9060 dwellings. This requirement is adjusted to reflect the level of housing that has already been delivered (within the lifetime of the current Plan) providing a starting point for identifying the number of dwellings required over the next five years and the remainder of the Plan period.

Row 1: Past completions

- 3.3 Row 1 of the housing trajectory contains the net annual housing completions per monitoring year since the start of the plan period of 2006. The annual completion figures are net of dwelling demolitions, summarised in Table 1. The completion and demolition figures are obtained from a combination of Building Control completion and demolition records, site visits carried out by Planning Policy officers, and information from Development Management officers and developers. A settlement specific breakdown of dwelling completions is provided in Appendix 1. All dwelling demolitions since 2006 are listed in Appendix 2.

Table 1
Borough housing completions net of demolitions
(2006 – 2017 (31 March))

Year	New Build	Conversions	Demolitions	Total
2006/07	401	45	-8	438
2007/08	391	19	-12	398
2008/09	457	24	-7	474
2009/10	330	28	-5	353
2010/11	229	11	-13	227
2011/12	368	19	-14	373
2012/13	214	31	-18	227
2013/14	487	7	-14	480
2014/15	742	18	-8	752
2015/16	563	37	-15	585

2016/17	544	20	-8	556
Total	4726	259	-122	4863

Dealing with the shortfall

- 3.4 The provision of housing delivered since the start of the plan period is assessed against the annual requirement to ascertain whether there has been a shortfall or overprovision (see Table 2). The current shortfall of 111 dwellings since the start of the plan period is spread over the next five years (known as the Sedgefield method). This approach equates to a revised annual requirement of 476 dwellings for the next five years.

The appropriate buffer

- 3.5 To boost significantly the supply of housing local planning authorities are required to provide an additional buffer of 5% against their housing supply requirements, increased to 20% where there has been a record of persistent under delivery of housing. The buffer is brought forward from later in the plan period so the overall housing requirement of 9,060 dwellings for 2006-2026 remains. It has been confirmed in recent appeals and at the Site Allocations Examination that the Council does not have a record of persistent under delivery of housing, and therefore a 5% buffer is appropriate.
- 3.6 The buffer is added to the annual housing requirement plus the shortfall (5% of $(454 \times 5) + 111$ dwellings), equating to an additional 24 dwellings per year. This 5% buffer, added to the annual requirement of 476 dwellings per year, equates to an annual requirement to supply land capable of delivering at least 500 dwellings per year for the next five years (totaling 2,500 dwellings over this period).

Stage 2

Identify sites that have the potential to deliver housing during years 0-5 (1 April 2017 to 31 March 2022), years 6-10 and 11 years plus (over the course of the Plan period up to 2026):

- 3.7 Sites that have the potential to deliver housing during years 0-5 need to be deliverable. Potential sites include those that are allocated for housing in the Site Allocations DPD, sites that have planning permission, and sites permitted pending the signing of a section 106 agreement. To be considered deliverable within five years, all sites need to meet the tests of deliverability identified in paragraphs 17-23 of the *Housing and economic land availability assessment* section of the PPG and paragraph 47 of the NPPF.
- 3.8 The sources of housing to meet the borough requirement of 9,060 dwellings are contained within the housing trajectory and listed below:
- Sites with planning permission
 - Sites with the resolution to grant planning permission pending the signing of a section 106 agreement
 - Barwell Sustainable Urban Extension
 - Earl Shilton Sustainable Urban Extension
 - Sites allocated within the Site Allocations and Development Management Policies DPD
- 3.9 The council does not include an allowance for windfall sites. No site size threshold has been applied in the SHLAA in order to identify as many potentially development sites as possible in the Local Plan process. This has then been applied to the Site Allocations and Development Management Policies DPD.

Stage 3

Assess the deliverability of the identified sites:

- 3.10 Paragraph 47 of the NPPF and paragraphs 17-23 of the *Housing and economic land availability assessment* section of the PPG provides further information on the assessment of deliverability, specifically that to be deliverable sites should:
- Be suitable - The site offers a suitable location for development now (taking into account the factors identified in paragraph 19 of the PPG)

- Be available – The site is available now. A site is considered available for development, when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell
 - Be achievable – There is a reasonable prospect that housing will be delivered on the site within five years and in particular that development of the site is viable
- 3.11 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. Paragraph 20 of the PPG elaborates by stating that *“because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions”*.
- 3.12 Further guidance on what constitutes a deliverable site is provided by paragraph 31 of the PPG, in that *“deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission 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. If there are no significant constraints (e.g. 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 five-year timeframe. The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first five years. Consideration is required of the time it will take to commence development on site and build out rates to ensure a robust five-year housing supply”*.
- 3.13 The sources of deliverable and developable housing within the borough are then projected onto the housing trajectory. The following section includes an explanation of how site deliverability has been assessed taking into account the principles of the NPPF and PPG described above.

Row 2: Large site commitments

- 3.14 Large site commitments include permissions for 10 dwellings or more. The status of large sites commitments within the borough at 1 April 2017 is contained within Appendix 3. Row 2 of the housing trajectory contains the projected net additional dwellings provided per annum from large site commitments at 1 April 2017 from the start of the current monitoring year. The breakdown of these projections is contained within Appendix 4. As these sites have planning permission they are considered deliverable unless clear evidence has been gathered or submitted illustrating that the site will not be delivered within five years. Judgements on deliverability made by the council are clearly and transparently set out.
- 3.15 The initial assumptions made regarding a site's projected time frame for delivery (lead-in times) are described below. If:
- The site is under construction (this also applies to the specific plots that are under construction) – there will be completions in the next monitoring year
 - The ground has been cleared but the site is not under construction (and where the site is under construction but a specific plot is not started:) – there will be completions in the second monitoring year; and
 - The site has outline or full planning permission but is not under construction or the ground has not been cleared – there will be completions in the third monitoring year.
- 3.16 The expiry date of all sites is also taken into account within the projected time frame for delivery, so where a site has not yet been started it has been assumed that a material start will take place on site within the last monitoring year before expiry with completions in the following year.
- 3.17 The estimated build rate per annum applied for each site is 40 dwellings as informed by the SHLAA Review 2014 and 2016 Developer Panel, as well as current market conditions. This build out rate has been amended on certain sites based upon information received or evidence provided.
- 3.18 These initial assumptions are then combined with any specific site knowledge from Development Management, in addition to a judgement on market conditions, the size of the site and recent build rates to establish the council's initial assessment of delivery for each site.
- 3.19 Each initial assessment is sent to the relevant developer/landowner to give them the opportunity to confirm their agreement of the initial assessment or amend accordingly. In this respect, all relevant developers/landowners are given the opportunity to agree/disagree with the initial assessment allowing an informed judgement to be made on a site-by-site basis. The council's initial assessment of delivery for each site is amended to reflect the responses received with any assumptions made noted.

3.20 Large sites permitted pending the signing of a Section 106 agreement are also included within Row 2 of the housing trajectory, with the same assumptions as above regarding achievability applied to each site. When resolution to grant permission was provided at planning committee a Section 106 agreement has always been resolved between the council and developer, therefore these sites are considered developable.

3.21 Sites with planning permission may expire if a material start is not made on site before the expiry date as set out in the decision notice. Table 2 displays that 3.8% of large site planning permissions have expired since the adoption of the Core Strategy, so this expiry rate has been applied to the projected delivery from large sites where the permission has not yet been implemented. Once the expiry rate has been applied a total provision per year from large site commitments can be provided, projected within Appendix 4.

Table 2
Annual expiry rates on large sites

Year	Dwellings Available (at end of each year)	Number of Dwellings Expired	Expiry Rate (%) (Dwellings Expired as a Percentage of Dwellings Available)	Number of Sites Expired
2009/10	1247	34	2.73	2
2010/11	1494	114	7.63	4
2011/12	2034	118	5.88	6
2012/13	2142	15	0.7	1
2013/14	1882	107	5.69	4
2014/15	1732	132	7.62	5
2015/16	1413	0	0	0
2016/17	2140	0	0	0
Total	14084	520	3.8	22

Row 3: Small site commitments

3.22 Small site commitments include permissions for 9 dwellings or fewer. Conversions and change of use applications are also included. The status of small sites commitments within the borough at 1 April 2017 is summarised for each settlement within Appendix 5. Row 3 of the housing trajectory contains the projected net additional dwellings provided per annum from small site commitments at 1 April 2017 from the start of the current monitoring period. The breakdown of these projections is contained within Appendix 6.

- 3.23 The approach used to assess small sites is similar to that for large sites above. The same assumptions regarding the projected time frame for development (lead-in times), the expiry date and estimated build rates are applied to each site for the initial assessment with the assessment then sent to the relevant developer/landowner to give them the opportunity to confirm their agreement of the initial assessment or amend accordingly. The council's initial assessment of delivery for each site is amended to reflect the responses received with any assumptions noted. Small sites permitted pending the signing of a Section 106 agreement are also included within Row 3 of the housing trajectory, with the same assumptions as above regarding achievability applied to each site.
- 3.24 Similar to large sites with planning permission, an expiry rate for small sites has again been applied. Table 3 displays that 8.9% of small site planning permissions have expired since the adoption of the Core Strategy, so this expiry rate has been applied to the projected delivery from small sites where the permission has not yet been implemented and where delivery from a landowner/developer has not been confirmed. Once the expiry rate has been applied a total provision per year from small site commitments can be provided, projected within Appendix 6.

Table 3
Annual expiry rates on small sites (2009 – 2017)

Year	Dwellings Available (at end of each year)	Number of Dwellings Expired	Expiry Rate (%) (Dwellings Expired as a Percentage Dwellings Available)	Number of Sites Expired
2009/10	413	31	7.51	23
2010/11	352	54	15.3	19
2011/12	340	25	7.35	9
2012/13	362	27	7.46	18
2013/14	281	48	17.1	13
2014/15	448	9	2.01	8
2015/16	444	35	8.03	15
2016/17	491	41	7.11	21
Total	3131	270	8.9	126

Row 4: Barwell Sustainable Urban Extension

- 3.25 Row 4 of the housing trajectory contains the SUE provision within Barwell with information on housing delivery and indicative phasing within the SUE obtained from the relevant landowners/developers. The early phases of the development are included in years 0-5 as delivery is progressing suitably and the deliverability tests have been met. The site is also guided by the adopted Earl Shilton and Barwell Area Action Plan.

Row 5: Earl Shilton Sustainable Urban Extension

- 3.26 Row 5 of the housing trajectory contains the SUE provision within Earl Shilton with information on housing delivery and indicative phasing within the SUE obtained from the relevant landowners/developers. The early phases of the development are included in the years 0-5 as delivery is progressing suitability and the deliverability tests have been met (the land is controlled by developers who have expressed an intention to develop). The site is also guided by the adopted Earl Shilton and Barwell Area Action Plan.

Row 6: Dwellings allocated

- 3.27 Row 6 includes the additional number of dwellings allocated where necessary to meet the minimum housing requirement specified in the Core Strategy in the urban areas of Hinckley, Barwell, Burbage and Earl Shilton and the Key Rural Centres and Rural Villages. Determining how much of the minimum housing requirement in the Core Strategy has been satisfied since its adoption is known as the residual housing requirement. This calculation (as at 31 March 2017) is summarised for each settlement in Appendix 8. The residual housing requirement is explained further in the Planning Policy Advice Note: Demonstrating Housing Need in the Rural Areas (April 2011), and the background papers to the Site Allocations and Development Management Policies DPD.
- 3.28 Sites that are identified in Row 6 that are in the Site Allocations and Development Management Policies DPD are based on information supplied by the relevant land owners / agents. The list of site allocations are provided in Appendix 7, however those sites that have already been granted planning permission have been accounted for in either Rows 2 or 3 of the housing trajectory.
- 3.29 Once the main stages have been followed the housing trajectory is complete and five-year housing land supply position may be calculated. The April 2017 housing trajectory is contained within Appendix 9. The council's five-year housing land supply position as at 1 April 2017 is displayed in Table 4.

Table 4
1 April 2017 five-year housing land supply position

		Dwellings
a	Borough Housing Requirement (2006-2011)	450 per annum 2250
	Borough Housing Requirement (2011-2026)	454 per annum 6810
	Total Required	9,060
b	Completions (1 April 2006 – 31 March 2017)	4863
c	Completions required since the start of the Plan Period	
	Period 2006 - 2011 (450 x 5)	2250
	Period 2011 - 2017 (454 x 6)	2724
	Total	4974
d	Shortfall for the period 1 April 2006 – 31 March 2017 (c – b)	- 111
e	Deliverable housing supply required over next 5 years (1 April 2017 – 31 March 2022) ((454 x 5) + 111)	2381 476 per annum
f	Deliverable housing supply required for 5 years with additional 5% buffer (5% of annual requirement of 476 dwellings = 24 dwellings) 476 + 24=500 500 x 5=2500	2500 500 per annum
g	Housing Supply (1 April 2017 – 31 March 2022)	2813
	Row 2. Large Site Commitments = 1309 dwellings	
	+	
	Row 3. Small Site Commitments = 489 dwellings	
	+	
	Row 4. Barwell Sustainable Urban Extension = 360 dwellings	
+		
Row 5. Earl Shilton Sustainable Urban Extension = 260 dwellings		
+		
Row 6. Dwellings allocated = 395 dwellings		
h	Overprovision/Shortfall (g - f)	+ 313
i	Number of years supply (g / 500 dwellings per annum)	5.63 years

4.0 Affordable housing

- 4.1 Advice on the provision of affordable housing in the borough is included in the Core Strategy and the Affordable Housing Supplementary Planning Document (SPD). Under this advice, Policy 15 of the Core Strategy seeks the provision of 20% affordable housing on all sites with 15 or more dwellings or sites of 0.5 hectares or more in urban areas and the Barwell and Earl Shilton Sustainable Urban Extensions, and the provision of 40% affordable housing on all sites of 4 or more dwellings or sites of 0.13 hectares or more in rural areas. The tenure split will be 75% social rented and 25% intermediate housing. These figures may be negotiated on a site by site basis taking into account identified local need, existing provision, characteristics of the site and viability. It should be noted that, as of May 2017, Planning Practice Guidance specifies that s106 contributions towards affordable housing should not in most cases be sought on sites of 10 dwellings or fewer.
- 4.2 Appendix 10 identifies that over the last monitoring period (1 April to 31 March 2017) 141 affordable dwellings have been built all of which were of varied tenures. Table 5 displays the number and type of affordable dwellings provided in the borough from 1 April 2006 to 31 March 2017. Since the start of the plan period (2006) there have been 954 affordable housing completions, so a considerable number of dwellings have been provided towards meeting the target set in the Core Strategy of 2090 affordable homes to be provided by 2026.

Table 5
Annual affordable housing completions

Year	Completions			Total
	Housing Association Rented	Housing Association Shared Equity	Affordable Rent	
2006/07	63	17	N/A	80
2007/08	37	7	N/A	44
2008/09	62	27	N/A	89
2009/10	68	39	N/A	107
2010/11	3	2	N/A	5
2011/12	112	22	0	134
2012/13	17	0	0	17
2013/14	54	18	25	103*
2014/15	81	23	38	154**
2015/16	30	15	8	80***
2016/17	45	25	20	141****
Total	572	195	91	954

- * The tenure of 6 affordable housing completions is to be confirmed
 ** The tenure of 12 affordable housing completions is to be confirmed
 *** The tenure of 27 remaining affordable housing completions is to be confirmed
 **** The tenure of additional 51 dwellings is to be confirmed.

5.0 Housing completions on previously developed/greenfield land

- 5.1 A target of 40% of dwellings on previously developed land (PDL) within the borough has been set through the Core Strategy. Monitoring the development of previously developed land is therefore important to determine whether this target is being met. The breakdown of completions on previously developed land (brownfield land) and greenfield land on large sites (10 dwellings and over) is provided in Table 6.

Table 6
Housing completions on previously developed land and greenfield land – large sites only

Year	Greenfield	%	PDL	%	Total
2009/10	148	54	127	46	275
2010/11	106	55	87	45	193
2011/12	165	50	166	50	331
2012/13	119	66	62	34	181
2013/14	294	72	113	28	407
2014/15	422	64	241	36	663
2015/16	303	66	189	34	492
2016/17	174	39	2277	61	451
Total	1733	58	1273	42	2993

- 5.2 Within the latest monitoring period of 1 April 2016 to 31 March 2017, of the 451 completions on all large sites, 174 (39%) were on greenfield land and 277 (61%) were on previously developed land.

6.0 Housing density

- 6.1 Policy 16 of the Core Strategy requires that proposals for new residential development in the borough meet a minimum net density of at least 40 dwellings per hectare within the urban areas of Hinckley, Burbage, Barwell and Earl Shilton, and a minimum of 30 dwellings per hectare in all other locations. These densities have been used in the SHLAA (with slight local variations where justified).
- 6.2 Information on housing density is only available for large sites. Appendix 11 identifies housing density for large sites (10 dwellings and over) completed between April 2006 and March 2017.
- 6.3 The completed urban sites comprise 3017 dwellings built on 84.49 hectares of land, giving an average net density of 35.71 dwellings per hectare. The rural sites comprise 897 dwellings built on 33.63 hectares of land giving an average net density of 25.93 dwellings per hectare. The urban and rural densities are slightly lower than Core Strategy Policy 16 targets.

7.0 Further data/contact details

- 7.1 To compliment the information provided in section 3, a schedule of all sites with planning permission as at 1 April 2017 is provided in Appendices 13 and 14. This is split into permissions for new dwellings, and conversions and change of use permissions, taken from the council's housing monitoring database.
- 7.2 Further data regarding housing can be provided if the request is relevant and reasonable.
- 7.3 For further information please contact the Planning Policy department on 01455 238141 or planningpolicy@hinckley-bosworth.gov.uk.