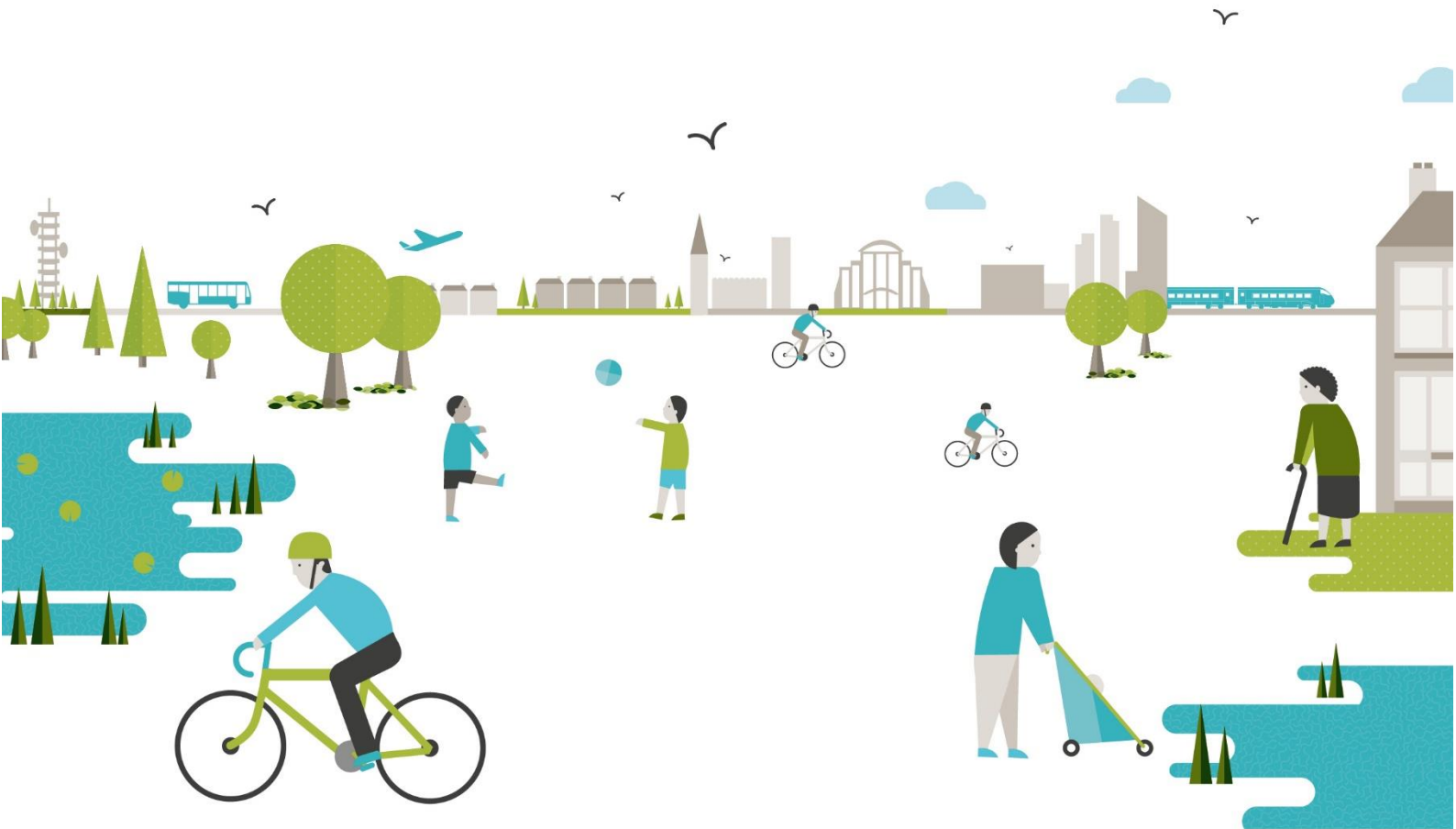


Joint Spatial Plan

Housing Capacity Evidence Paper

November 2015



West of England Joint Spatial Plan – Issues and Options

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1.0 Introduction

- 1.1 This note describes in more detail the housing supply data used in the Joint Spatial Plan Issues and Options document which was published for consultation on the 9th November 2015. The note is part of the evidence base which supports the preparation of the West of England Joint Spatial Plan. The data has been provided for the three local authorities identified within the Wider Bristol Housing Market Area (HMA) – Bristol, North Somerset and South Gloucestershire. There is a separate Bath Housing Market Area and data for Bath and North East Somerset has therefore not been included.
- 1.2 The Issues and Options document sets out that there are about 56,000 homes already planned for or forecast to be delivered between 2016 and 2036 of which 11,200 affordable homes planned for between 2016 and 2036.
- 1.3 It should be noted that housing supply data is regularly reviewed and updated following local authority land-use monitoring and gathering evidence on future housing land supply. Please refer to individual local authority websites for further details.
- 1.4 The West of England local authorities have a long established and consistent approach to land-use monitoring. Each local authority has provided assumptions on future housing supply based on their latest Local Plans and estimates of housing delivery.

2.0 Housing completions

- 2.1 Table 1 shows the housing completions for each of the local authorities between 2006 and 2015.

Table 1: Dwelling completions 2006 to 2015

	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2006- 15
BRISTOL	2,052	2,428	2,574	2,189	1,739	1,746	878	1,287	1,454	16,347
NSOM	1,132	1,474	935	772	637	515	527	760	674	7,426
SGLOS	689	1,003	916	742	714	923	823	1,095	1,224	8,129
HMA	3,873	4,905	4,425	3,703	3,090	3,184	2,228	3,142	3,352	31,902

3.0 Affordable housing completions

3.1 Table 2 shows the affordable housing completions for each of the local authorities between 2006 and 2015.

Table 2: Affordable housing completions 2006 to 2015

	2006/ 07	2007/ 08	2008 /09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2006- 15
BRISTOL	358	443	583	553	402	365	290	102	240	3,336
NSOM	126	192	266	149	110	42	211	166	154	1,416
SGLOS	75	215	291	281	340	269	223	298	326	2,318
HMA	559	850	1,140	983	852	676	724	566	720	7,070

4.0 Overall future trajectory

4.1 Table 3 shows the breakdown of expected housing delivery between 2016 and 2036 by source. The sources for each local authority are described in more detail below.

Table 3: Expected housing delivery between 2016 and 2036

UA	Delivery category*	Expected delivery 2016 to 2036
BRISTOL	Planning permissions / S106	7,055
BRISTOL	Allocations	8,464
BRISTOL	Unidentified small sites	4,800
BRISTOL	SUBTOTAL	20,319
NSOM	Planning permissions / S106	5,933
NSOM	Allocations	3,837
NSOM	Other identified sites	1,660
NSOM	Unidentified small sites	2,611
NSOM	SUBTOTAL	14,041
SGLOS	Planning permissions	6,169
SGLOS	Allocations	11,574
SGLOS	Other identified sites	480
SGLOS	Unidentified small sites	4,200
SGLOS	SUBTOTAL	22,423
HMA	Planning permissions / S106 / Allocations	40,594
HMA	Additional allocations to be made	2,438
HMA	Other Identified Sites	2,140
HMA	Unidentified small sites	11,611
HMA	TOTAL	56,783

*See relevant UA sections for explanation of delivery categories

5.0 Affordable housing future trajectory

5.1 Table 4 shows the breakdown of expected affordable housing delivery between 2016 and 2036 by source. The sources for each local authority are described in more detail below.

Table 4: Expected affordable housing delivery between 2016 and 2036

		Expected delivery 2016 to 2036
BRISTOL	Planning permissions/S106 - Developer Subsidy	760
BRISTOL	Funded AH programme/additional sites	304
BRISTOL	Allocations	2,821
BRISTOL	SUBTOTAL	3,886
NSOM	Planning permissions/S106 - Developer Subsidy	1,269
NSOM	Funded AH programme/additional sites	229
NSOM	Allocations	315
NSOM	SUBTOTAL	1,813
SGLOS	Planning permissions/S106 - Developer Subsidy	1,725
SGLOS	Funded AH programme/additional sites	588
SGLOS	Allocations / S106	3,185
SGLOS	SUBTOTAL	5,498
HMA	TOTAL	11,197

6.0 Bristol

6.1 Bristol data is currently based on the position at 31st March 2015.

Planning permissions / S106

6.2 Figures include all sites with planning permission and agreed subject Section 106 Agreement. In the year 2015/16 1,997 dwellings are expected to be completed; and between 2016 and 2036, 7,055 dwellings are expected to be completed. The estimated timing of delivery has been informed by the five-year deliverable housing supply survey. This is an annual survey of applicants and agents for sites of ten or more dwellings.

Allocations

6.3 Housing capacity estimates have been made on sites which have been allocated for development in the adopted Local Plan: Site Allocations and Development Management Policies (July 2014); and Bristol Central Area Plan (March 2015). 8,464 dwellings are expected to be completed in the period between 2016 and 2036.

6.4

Unidentified small sites

- 6.5 An assumption for small site windfalls has been made for sites of less than 10 dwellings. Based on past trends it is anticipated that 300 dwellings per year will be completed in the 16 year period between 2020 and 2036. An assumption of 4,800 dwellings has been made for the period 2016 to 2036.
- 6.6 Table 5 shows the gross completions on small sites in Bristol between 2006 and 2015 there has been an annual average completions on small sites of 495 between 1996 and 2015. A conservative figure of 300 per year has been assumed which would also take into account some losses.

Table 5: Bristol gross completions on sites under 10 dwellings

	Bristol gross completions on sites under 10 dwellings
1996/97	166
1997/98	159
1998/99	383
1999/00	362
2000/01	416
2001/02	472
2002/03	403
2003/04	555
2004/05	564
2005/06	666
2006/07	749
2007/08	921
2008/09	909
2009/10	598
2010/11	527
2011/12	337
2012/13	287
2013/14	400
2014/15	524

Affordable housing: planning permissions / S106 - developer subsidy:

- 6.7 Affordable housing numbers have been included for sites with planning permission and agreed subject Section 106 Agreement. The timing of delivery has been based on the five-year deliverable housing supply survey. The number of affordable homes expected to be delivered between 2016 and 2036 from this category is 760.

Affordable housing: funded programme / additional sites

- 6.8 A number of additional affordable homes have been identified on sites which may or may not currently have planning permission and which are secured with an allocation of public subsidy. These projections are additional to any schemes projected to deliver with developer subsidy, or are additional affordable housing projected where part of the scheme is developer subsidised. The number of additional affordable homes expected to be delivered between 2016 and 2036 from this category is 304.

Affordable housing: allocations

- 6.9 Projections of affordable housing delivery on allocated sites have been made based on the relevant affordable housing policy in the adopted Local Plan. The number of additional affordable homes expected to be delivered between 2016 and 2036 from this category is 2,821.

7.0 North Somerset

- 7.1 North Somerset data is based on the position at 31st March 2015.

Planning permissions / S106

- 7.2 Figures include all sites with planning permission or a resolution to approve subject to a legal agreement. 503 units from this source are attributed to the 2015/16 monitoring year and 5,933 units in the JSP plan period 2016-2036.

Allocations

- 7.3 There is a current capacity of 1,473 units remaining on sites allocated for development in the previous North Somerset Replacement Local Plan (2007) and Core Strategy (2012). 74 dwellings are expected from this source in 2015/16, and 1,399 between 2016 and 2036. Following confirmation of the Core Strategy housing requirement figure as 20,985 dwellings for the plan period 2006 to 2026, a further quantum of housing will need to be allocated to deliver this target. Work is ongoing to allocate sufficient sites to cover the residual requirement in the North Somerset Sites and Policies Plan Part 2: Site Allocations.

Other identified sites

- 7.4 Work is currently progressing on the North Somerset Sites and Policies Plan. The 1,826 units identified within this category reflect the quantum proposed to be allocated in the Sites and Policies Plan Consultation Draft (February 2013) as all of these sites are expected to be taken forward. It is the council's assessment that 166 of these dwellings will come forward in 2015/16 and the remaining 1,660 will contribute to the 2016-2036 plan period.

Unidentified small sites

- 7.5 North Somerset Council have produced a robust assessment of anticipated small site windfall completions based on past delivery rates. Table 6 below sets out the windfall completion figures on small sites over the plan period so far.

Table 6: North Somerset windfall completion figures on small sites

	North Somerset Windfall completions on small sites
2014/15	153
2013/14	137
2012/13	115
2011/12	122
2010/11	112
2009/10	168
2008/09	203
2007/08	292
2006/07	249

The 1,551 windfall completions on small sites between 1st April 2006 and 31st March 2015 have been delivered despite challenging economic circumstances and a previous restrictive policy approach to rural development. Overall it is the council's assessment that windfalls will continue at a similar rate to that of previous years. As per NPPG guidance a discount has been made to allow for completions that were on gardens, at a rate of 17%, therefore 143 dwellings per annum are expected. A further discount of 312 units has been applied, to account for small sites that already have consent, to eradicate double counting. 80 units are expected from this source in 2015/16 and 2,611 between 2016 and 2036.

Affordable housing: Planning permissions / S106 – developer subsidy

- 7.7 A total of 1,372 units are expected from this source, 103 in 2015/16 and a further 1,269 between 2016 and 2026. This category comprises known individual sites that have planning consent and secured affordable housing.

Affordable housing: Funded programme / additional sites

- 7.8 258 units are expected from this category, 29 units in 2015/16 and a further 229 between 2016 and 2020. This source is a projection of affordable housing delivery on known sites which may or may not currently have planning permission and which are secured with public subsidy. This category is additional to schemes projected to

deliver with developer subsidy, or are additional affordable housing projected where part of the scheme is developer subsidised (counted separately above).

Affordable housing: Allocations

- 7.9 Projections of affordable housing delivery on allocated sites have been made based on the relevant affordable housing policy in the adopted Local Plan. The number of additional affordable homes expected to be delivered from this source in total is 346, 31 in 2015/16 and 315 between 2016 and 2026.

8.0 South Gloucestershire

- 8.1 South Gloucestershire data is currently based on the position at 31st March 2015.

Planning permissions

- 8.2 Planning permissions are large sites of 10 homes or more with outline, detailed, and/or reserved matters permission. In the year 2015/16, 898 dwellings are expected to be completed; and between 2016 and 2036, 6,169 dwellings are expected to be completed.

Allocations

Allocations are dwelling capacity estimates for sites that could be constructed on land which does not have planning permission/planning permission is currently being sought, and which has been identified for residential development through an allocation in the South Gloucestershire Local Plan, an allocation in the South Gloucestershire Core Strategy, or a proposed allocation in the Proposed Submission: Policies, Sites and Places Plan. No dwellings are expected to be completed in the year 2015/16 from this source, in the period 2016 to 2036, 11,574 dwellings are expected to be completed.

Other identified sites

- 8.3 Other identified sites are large sites of 10 homes or more which have been submitted for planning permission and which are progressing through the development management process. In the period 2016 to 2036, 480 dwellings are expected to be completed.

Unidentified small sites

- 8.4 Monitoring of past completions of small sites reveals an annual average of 185 dwellings for the period 1996 to 2015 and since the start of the SGC Core Strategy period in 2006 an annual average of 241 units (see Table 7). To reflect these averages a conservative allowance of 210 dwellings per annum, falling between the two figures, has been assumed. This allowance (210 dwellings per annum) equates to 4,200 units over the period 2016-2036.

Table 7: South Gloucestershire completions on sites under 10 dwellings

	South Gloucestershire small site completions
1996/97	98
1997/98	95
1998/99	84
1999/00	138
2000/01	84
2001/02	111
2002/03	147
2003/04	203
2004/05	166
2005/06	212
2006/07	220
2007/08	348
2008/09	332
2009/10	267
2010/11	198
2011/12	169
2012/13	205
2013/14	202
2014/15	227

Affordable housing: planning permissions / S106 - developer subsidy:

- 8.5 Projections have been made of affordable housing delivery on sites with outline, detailed, and/or reserved matters permission which have affordable housing secured through planning permission/S106. These projections are for the projected delivery of affordable housing at nil public subsidy/with developer subsidy. 273 units are expected from this category in 2015/16 and a further 1,725 between 2016 and 2036.

Affordable housing: funded programme / additional sites

- 8.6 Projections of affordable housing delivery on known sites which may or may not currently have planning permission and which are secured with an allocation of public subsidy. These projections are additional to any schemes projected to deliver with developer subsidy, or are additional affordable housing projected where part of the scheme is developer subsidised (counted separately above). It includes the Homes and Communities Agency (HCA) Affordable Housing Programme 2015-18 and other funded programmes/local authority funded schemes and additional sites outside of S106 provision. 25 units are expected from this category in 2015/16 and a further 588 between 2016 and 2036.

Affordable housing: allocations

- 8.7 Estimated projections have been made of the number of affordable homes on land which does not currently have planning permission, but which has been identified

for residential development either through a Committee resolution to grant planning permission subject to the completion of a Section 106 Agreement, an allocation in the South Gloucestershire Local Plan, an allocation in the South Gloucestershire Core Strategy, or a proposed allocation in the Proposed Submission: Policies, Sites and Places Plan. Affordable housing delivery has been forecast using either a known % related to total expected dwelling numbers (e.g. where planning applications have been progressed) or where a % of total expected dwelling numbers has been taken relative to the maximum % affordable housing sought through affordable planning policies and where believed viable or where there is a scheme on Council owned land projected for delivery within the Core Strategy period (e.g. where up to 100% affordable housing may be expected). 0 units are expected from this category in 2015/16 and a further 3,185 between 2016 and 2036.

9.0 Urban areas

- 9.1 In addition to the 56,000 homes already planned for or forecast to be delivered between 2016 and 2036, the Issues and Options document suggests there could be up to 12,000 dwellings arising from redevelopment and brownfield land within urban areas. This figure is based on past overall completion rates in Bristol and the urban parts of the Housing Market Area. Further work is being carried out to verify and refine the likely capacity of urban areas and their likely contribution to future housing delivery. Part of this work will be to understand whether policy and/or resource interventions could sustainably increase the delivery within urban areas. The results of this work will inform the preparation of the Draft Joint Spatial Plan.