

# West of England Joint Spatial Plan-Towards the Emerging Spatial Strategy

## Housing Capacity Evidence Paper

### November 2016

#### 1.0 Introduction

- 1.1 This note describes in more detail the housing supply data used in the Towards the Emerging Spatial Strategy Consultation of the Joint Spatial Plan which was published on 7<sup>th</sup> November 2016. 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 four local authorities in the West of England – Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire.
- 1.2 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.
- 1.3 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 2016.

**Table 1: Dwelling completions 2006 to 2016**

	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16		2006- 2016
<b>B&amp;NES</b>	334	557	386	470	413	463	550	537	667	809		5,186
<b>BRISTOL</b>	2,052	2,428	2,574	2,189	1,739	1,746	878	1,287	1,454	1,539		17,886
<b>NSOM</b>	1,132	1,474	935	772	637	515	527	760	674	569		7,995
<b>SGLOS</b>	689	1,003	916	742	714	923	823	1,095	1,224	1,107		9,236
<b>WOE</b>	4,207	5,462	4,811	4,173	3,503	3,647	2,778	3,679	4,019	4,024		40,303

#### 3.0 Affordable housing completions

- 3.1 Table 2 shows the affordable housing completions for each of the local authorities between 2006 and 2016.

**Table 2: Affordable housing completions 2006 to 2016**

	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16		2006- 2016
<b>B&amp;NES</b>	106	80	65	93	-14	244	137	120	185	179		1,195
<b>BRISTOL</b>	358	443	583	553	402	365	290	102	240	180		3,516
<b>NSOM</b>	126	192	266	149	110	42	211	166	154	126		1,542
<b>SGLOS</b>	75	215	291	281	340	269	223	298	326	263		2,581
<b>WOE</b>	665	930	1,205	1,076	838	920	861	686	905	748		8,834

#### 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
B&NES	Planning permissions	4,713
B&NES	Allocations / S106	2,935
B&NES	Other identified sites	403
B&NES	Unidentified small sites	1,715
<b>B&amp;NES</b>	<b>SUBTOTAL</b>	<b>9,766</b>
BRISTOL	Planning permissions	6,735
BRISTOL	S106	320
BRISTOL	Allocations	8,464
BRISTOL	Unidentified small sites	4,800
<b>BRISTOL</b>	<b>SUBTOTAL</b>	<b>20,319</b>
NSOM	Planning permissions	5,849
NSOM	S106	84
NSOM	Allocations	3,837
NSOM	Other identified sites	1,660
NSOM	Unidentified small sites	2,611
<b>NSOM</b>	<b>SUBTOTAL</b>	<b>14,041</b>
SGLOS	Planning permissions	6,169
SGLOS	S106	7,315
SGLOS	Allocations	4,259
SGLOS	Other identified sites	480
SGLOS	Unidentified small sites	4,200
<b>SGLOS</b>	<b>SUBTOTAL</b>	<b>22,423</b>
WOE	Planning permissions	23,466

WOE	S106 / Allocations	27,214
WOE	Other identified sites	2,543
WOE	Unidentified small sites	13,326
<b>WOE</b>	<b>TOTAL</b>	<b>66,549</b>

\*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**

		<b>Expected delivery 2016 to 2036</b>
B&NES	Planning permissions/S106 - Developer Subsidy	1,355
B&NES	Funded AH programme/additional sites	103
B&NES	Allocations / S106	866
<b>B&amp;NES</b>	<b>SUBTOTAL</b>	<b>2,324</b>
BRISTOL	Planning permissions/S106 - Developer Subsidy	760
BRISTOL	Funded AH programme/additional sites	304
BRISTOL	Allocations	2,821
<b>BRISTOL</b>	<b>SUBTOTAL</b>	<b>3,886</b>
NSOM	Planning permissions/S106 - Developer Subsidy	1,269
NSOM	Funded AH programme/additional sites	229
NSOM	Allocations	315
<b>NSOM</b>	<b>SUBTOTAL</b>	<b>1,813</b>
SGLOS	Planning permissions/S106 - Developer Subsidy	1,725
SGLOS	Funded AH programme/additional sites	588
SGLOS	Allocations / S106	3,185
<b>SGLOS</b>	<b>SUBTOTAL</b>	<b>5,498</b>
<b>WOE</b>	<b>TOTAL</b>	<b>13,521</b>

## 6.0 Bath & North East Somerset

6.1 B&NES data is currently based on the position at 31st March 2016.

### *Planning permissions / S106*

6.2 Figures include all sites with planning permission and agreed subject to Section 106 Agreement. In the year 2015/16 809 dwellings were completed in B&NES; and between 2016 and 2029, 4,915 dwellings are expected to be completed. The

estimated timing of delivery has been informed through discussions with applicants and agents. 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 Core Strategy and the Placemaking Plan which as of September 2016 was at examination. 2,786 dwellings are expected to be completed in the period between 2016 and 2029.

*Unidentified small sites*

6.4 An assumption for small site windfalls has been made for sites of less than 10 dwellings. Based on past trends it is anticipated that 123 dwellings per year will be completed in the 9 year period between 2020 and 2029. An assumption of 1,715 dwellings has been made for the period 2016 to 2029.

6.5 Table 5 shows the gross completions on small sites in B&NES between 2001 and 2016. Between 2001 and 2016 there have been 2,022 completions on small sites, c.144 completions per annum. A conservative figure of 123 completions per year has been assumed which would also take into account some losses.

**Table 5: B&NES gross completions on sites under 10 dwellings**

	<b>B&amp;NES gross completions on sites under 10 dwellings</b>
<b>2001/02</b>	93
<b>2002/03</b>	98
<b>2003/04</b>	78
<b>2004/05</b>	88
<b>2005/06</b>	83
<b>2006/07</b>	266
<b>2007/08</b>	206
<b>2009/10</b>	180
<b>2010/11</b>	127
<b>2011/12</b>	158
<b>2012/13</b>	171
<b>2013/14</b>	120
<b>2014/15</b>	185
<b>2015/16</b>	169

*Affordable housing: Planning permissions / S106 – developer subsidy*

- 6.6 A total of 1,355 units are expected from this source between 2016 and 2029. This category comprises known individual sites that have planning consent and secured affordable housing.

*Affordable housing: Funded programme / additional sites*

- 6.7 103 units are expected from this category 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*

- 6.8 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 866, between 2016 and 2029.

**7.0 Bristol**

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

*Planning permissions / S106*

- 7.2 Figures include all sites with planning permission and agreed subject Section 106 Agreement. 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*

- 7.3 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.

*Unidentified small sites*

- 7.4 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.

7.5 Table 6 shows the gross completions on small sites in Bristol between 2006 and 2016 there has been an annual average completions on small sites of 487 between 1996 and 2016. A conservative figure of 300 per year has been assumed which would also take into account some losses.

**Table 6: Bristol gross completions on sites under 10 dwellings**

	<b>Bristol gross completions on sites under 10 dwellings</b>
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
2015/16	342

*Affordable housing: planning permissions / S106 - developer subsidy:*

7.6 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*

7.7 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*

- 7.8 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.

### **8.0 North Somerset**

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

#### *Planning permissions / S106*

- 8.2 Figures include all sites with planning permission or a resolution to approve subject to a legal agreement. There are 5,933 units expected to be delivered in the JSP plan period 2016-2036.

#### *Allocations*

- 8.3 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). 1,399 dwellings are expected from this source 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*

- 8.4 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 1,660 will contribute to the 2016-2036 plan period.

#### *Unidentified small sites*

- 8.5 North Somerset Council have produced a robust assessment of anticipated small site windfall completions based on past delivery rates. Table 7 below sets out the windfall completion figures on small sites over the plan period so far.

**Table 7: North Somerset windfall completion figures on small sites**

	<b>North Somerset Windfall completions on small sites</b>
2006/07	249
2007/08	292
2008/09	203
2009/10	168
2010/11	112
2011/12	122
2012/13	115
2013/14	137
2014/15	153
2015/16	126

8.6 The 1,677 windfall completions on small sites between 1st April 2006 and 31st March 2016 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. 2,611 units are expected from this source between 2016 and 2036.

*Affordable housing: Planning permissions / S106 – developer subsidy*

8.7 A total of 1,269 units are expected from this source between 2016 and 2026. This category comprises known individual sites that have planning consent and secured affordable housing.

*Affordable housing: Funded programme / additional sites*

8.8 229 units are expected from this category 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*

8.9 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 315 between 2016 and 2026.

## 9.0 South Gloucestershire

9.1 South Gloucestershire data is currently based on the position at 31<sup>st</sup> March 2015.

### *Planning permissions*

9.2 Planning permissions are large sites of 10 homes or more with outline, detailed, and/or reserved matters permission. 6,169 dwellings are expected to be completed between 2016 and 2036.

### *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. In the period 2016 to 2036, 11,574 dwellings are expected to be completed.

### *Other identified sites*

9.3 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*

9.4 Monitoring of past completions of small sites reveals an annual average of 189 dwellings for the period 1996 to 2016 and since the start of the SGC Core Strategy period in 2006 an annual average of 244 units (see Table 8). 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 8: South Gloucestershire completions on sites under 10 dwellings**

	<b>South Gloucestershire small site completions</b>
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
2015/16	275

*Affordable housing: planning permissions / S106 - developer subsidy:*

- 9.5 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. 1,725 units are expected from this category between 2016 and 2036.

*Affordable housing: funded programme / additional sites*

- 9.6 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. 588 are expected from this category between 2016 and 2036.

*Affordable housing: allocations*

- 9.7 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 application 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). 3,185 are expected from this category between 2016 and 2036.