

Planning policy

Housing Monitoring Update

Up to 31 March 2018



November 2018

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1 Introduction

- 1.1 This document provides a housing monitoring update for East Devon District Council to a base date of **31 March 2018**. The report considers the following:
- Housing completions over a 12 month period (1 April 2017 – 31 March 2018) including:
 - Total completions district wide (including by parish),
 - Breakdown of completions on brownfield and greenfield sites, and
 - Breakdown of completions of affordable housing;
 - Housing projections and housing trajectory for the plan period;
 - Five year land supply calculations for the period 1 April 2018 to 31 March 2023.
- 1.2 Section 113 of the Localism Act (2011) removed the requirement of Councils to submit an Annual Monitoring Report (AMR) to the Secretary of State, but allowed monitoring reports to be produced covering individual indicators which must be published at least once a year. This housing monitoring update complies with that requirement.
- 1.3 The National Planning Policy Framework (NPPF) requires Councils to be able to demonstrate a five year supply of land for housing plus either a 5%, 10% or 20% buffer requirement depending on such factors as demonstrating a supply through an annual position statement or recently adopted plan, or past performance. Paragraph 73 of the NPPF states that local planning authorities should:
- “include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) 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.” (From November 2018, this will be measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement).*

1.4 In addition to this, paragraph 11 of the NPPF states:

“Plans and decisions should apply a presumption in favour of sustainable development.

For **plan-making** this means that:

- a) *plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b) *strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
 - i. *the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

For **decision-taking** this means:

- c) *approving development proposals that accord with an up-to-date development plan without delay; or*
- d) *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date*, granting permission unless:*
 - i. *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

**This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer); 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.*

Transitional arrangements for the Housing Delivery Test

Delivery of housing which was substantially below the housing requirement means where the Housing Delivery Test results published in:

- a) *November 2018 indicate that delivery was below 25% of housing required over the previous three years;*

b) November 2019 indicate that delivery was below 45% of housing required over the previous three years;

c) November 2020 and in subsequent years indicate that delivery was below 75% of housing required over the previous three years.

- 1.5 This report considers the extent to which extant permissions, sites with a resolution to grant permission or acknowledged development potential, proposed allocations and future windfalls contribute towards meeting the five year requirement.

2 Completions

How do we know if a house has been completed?

- 2.1 Housing completions are monitored throughout the year using the Housing Monitoring database (which uses the Microsoft Access platform), which is linked to the main EDDC Uniform database.
- 2.2 When the Basic Land and Property Unit (BLPU) state of any given dwelling's Unique Property Reference Number (UPRN) changes (to BLPU State 2 – 'In Use' and a Primary Classification of 'Residential') within Uniform (i.e. a property is Council Tax banded), this will feed through to the appropriate planning record on the Housing Monitoring database.

How is a "dwelling" defined?

- 2.3 For the purposes of housing monitoring, generally, a dwelling is defined as being a separately Council Tax banded property. As an example, this would mean that if a house that had previously been a single Council Tax banded dwelling were to be split into four flats, each being separately Council Tax banded, then there would be an assumed three net new dwellings on the site upon completion.
- 2.4 The above definition means that annexes are not counted as a dwelling unless they become separately Council Tax banded. By becoming Council Tax banded, the annexe is recognised as a self-contained dwelling. Despite the fact that it may still be tied conditionally to be used ancillary to the main dwelling, it is serving the purpose of a self-contained dwelling and therefore should still be counted as such for the purposes of monitoring.
- 2.5 In addition to this, the Housing and Economic Land Availability Assessment (HELAA) methodology for the Exeter Housing Market Area (HMA) 2016 states that care and extra-care homes should contribute towards dwelling numbers despite units not being separately Council Tax banded. The reasoning for this is that as elderly people move into care / extra-care homes they "free up" open market dwellings for others to move into.
- 2.6 The methodology conservatively assumes that one dwelling is freed up by every two nursing or care home beds created. This is based on primary research conducted within the HMA whereby existing care homes were contacted to find out numbers of residents, the proportion that were permanent and the proportion that had previously lived alone. This research suggested that on average 50% of residents were permanent and had previously lived alone which suggests that when they permanently moved to the care home they were leaving an empty house.

n.b. New care/nursing home places in the October 2013-March 2014 monitoring period assumed 1.4:1 as a ratio, whilst from April 2014 to September 2014 1.67:1 was the assumed ratio. The Government's new Housing Delivery Test uses a ratio of 1.8:1.

Total completions

- 2.7 A full schedule of completions and projections with planning permission by site from the start of the local plan period can be found in the appendix to this report. As shown in the table below, over the 12 month period 1 April 2017 to 31 March 2018, a total of 866 dwellings have been completed in East Devon. This includes 326 at the district's "West End" and 540 in the Rest of East Devon.

	Apr 2013 – Sept 2013	Oct 2013 – Mar 2014	Apr 2014 – Sept 2014	Oct 2014 – Mar 2015	April 2015 – Sept 2015	Oct 2015 – Mar 2016	Apr 2016 – Mar 2017	Apr 2017 – Mar 2018
West End	184	302	225	306	223	180	335	326
Rest of East Devon	202	142	235	263	289	335	389	540
East Devon TOTAL	386	444	460	569	512	515	724	866
Annual TOTAL	830		1,029		1,027		724	866

- 2.8 The number of completions in 2017/18 is significantly less than what was achieved in 2014/15 and 2015/16 but far more than the 724 dwellings built in the previous monitoring period (2016/17).
- 2.9 Sixty-two per cent of the dwellings built were in the Rest of East Devon (i.e. not in the West End), which is the largest RoED share of new builds out of the five monitoring periods going back to 2013/14.
- 2.10 But with Cranbrook expansion sites at Bluehayes, Treasbeare, Cobdens and Grange expected to see completions over the next few years, it is anticipated the share of new builds in the West End compared to the Rest of East Devon will become greater again.

Completions by parish

- 2.11 The table below shows completions during the 2017/18 monitoring period by parish. Town councils are highlighted in yellow.

Parish	Total
All Saints	2
Awliscombe	0
Axminster	65
Axmouth	1
Aylesbeare	4

Beer	0
Bicton	0
Brampford Speke	0
Branscombe	2
Broadclyst	81
Broadhembury	5
Buckerell	0
Budleigh Salterton	8
Chardstock	1
Clyst Honiton	1
Clyst Hydon	0
Clyst St George	28
Clyst St Mary	0
Colaton Raleigh	2
Colyton	4
Combe Raleigh	1
Combpyne / Rousdon	1
Cotleigh	1
Cranbrook	248
Dalwood	0
Dunkeswell	4
East Budleigh	1
Exmouth	59
Farringdon	0
Feniton	4
Gittisham	0
Hawkchurch	2
Honiton	23
Huxham	1
Kilmington	4
Luppitt	0
Lympstone	4
Membury	0
Monkton	0
Musbury	1
Newton Poppleford and Harpford	11
Northleigh	0
Offwell	1
Otterton	0
Ottery St Mary	121
Payhembury	3
Plymtree	1

Poltimore	4
Rewe	0
Rockbeare	9
Seaton	54
Sheldon	0
Shute	0
Sidmouth	19
Southleigh	1
Sowton	29
Stockland	0
Stoke Canon	1
Talaton	1
Uplyme	5
Upottery	0
Upton Pyne	3
West Hill	28
Whimble	4
Widworthy	0
Woodbury	9
Yarcombe	4

866

Greenfield / brownfield split

2.12 The table below shows the breakdown of completions between greenfield and brownfield sites during the 2017/18 monitoring period. Greenfield describes any site on land which has not previously been developed. Brownfield therefore describes sites of previously developed land, the definition of which can be found within the glossary of the NPPF but is reproduced below for ease of reference:

“Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.”

		Dwgs	%
Greenfield	General	637	74%
	Agricultural / Forestry Building Conversion	20	2%
	Garden Sites	40	5%
	TOTAL	697	81%
Brownfield	Redevelopment	107	12%
	Conversions / COUs	62	7%
	TOTAL	169	19%
GRAND TOTAL		866	100%

2.13 The table above shows that 81% of completions in the district during the 2017/18 monitoring period were on greenfield sites, which is 3% less than at the last full HMU report check covering April 2016-September 2016.

Affordable completions

2.14 The table below shows the number of affordable homes completed across East Devon over the last year. Affordable homes are those completed as “affordable rented”, “social rented”, “shared ownership”, “intermediate” or “other affordable”.

RoED	67
West End	53
Total	120

2.15 The Housing Monitoring database records a total of 120 affordable homes completed during the 2017/18 monitoring period. However, the Housing Needs and Strategy team report a total of 233 affordable units having being delivered during the same period; this difference of 113 can be accounted for by a combination of dwellings being built in the final quarter of 2017/18 but not actually being Council Tax banded until 2018/19 (and, therefore, being pulled into the database) and the Council buying properties from the open market using Right To Buy receipts and HRA funding (i.e. the properties were not originally built as affordable).

3 Projections

- 3.1 This section is an assessment of projected completions for the remainder of the plan period. The adopted Local Plan runs from 2013 to 2031.
- 3.2 Projections are broken down into:
- Extant permissions
 - These are sites that already have planning permission (either in full or outline and including sites that are already under construction) and are expected to be built out;
 - Future windfalls
 - These are an allowance for completions on windfall sites that do not yet have permission, based on historic windfall completions;
 - Acknowledged development potential
 - These are sites which either have gained a resolution to grant planning permission subject to a S106 being signed, or sites which are known to be available and which are policy compliant but which do not yet have planning permission;
 - Allocations
 - These are sites allocated by the adopted East Devon Local Plan or Neighbourhood Plans which do not yet have planning permission, these include the Cranbrook expansion zones.
- 3.3 Projections are based on the status of sites and extant planning permissions at 01 April 2018 unless pertinent additional information has arisen since that date to aid understanding of delivery (e.g. commencement information).
- 3.4 Projected build out rates for sites generally follow the approach advocated by the Exeter Housing Market Area (HMA) Housing and Economic Land Availability Assessment (HELAA) methodology market conditions model, unless we are aware of an alternative build out rate:

Size of site (no. of dwellings)	Commencement of sites			Build out rate	
	Sites where dwellings are under construction	Sites where dwellings have planning permission	Suitable sites without planning permission	Years 1-5	Years 6+
1-15 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 1	Commence in Year 3	1st year - 12 dwellings maximum 2nd year onward - 25 dwellings per year maximum	1st year - 25 dwellings maximum 2nd year onward - 50 dwellings per year maximum
16-500 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 2	Commence in Year 3	1st year - 12 dwellings maximum 2nd year onward - 25 dwellings per year maximum	1st year - 25 dwellings maximum 2nd year onward - 50 dwellings per year maximum
501-1,000 dwellings (assumes two developers)	Commence in Year 1	Commence in Year 3	Commence in Year 4	1st year - 12 dwellings maximum 2nd year onward - 50 dwellings per year maximum	1st year - 25 dwellings maximum 2nd year onward - 100 dwellings per year maximum
1001+ dwellings (assumes three developers)	Commence in Year 1	Commence in Year 3	Commence in Year 4	1st year - 12 dwellings maximum 2nd year onward - 75 dwellings per year	1st year - 25 dwellings maximum 2nd year onward - 150 dwellings per year

Sites with acknowledged development potential

- 3.5 Sites with acknowledged development potential are sites that did not have planning permission at 31 March 2018, however, they are expected to gain permission in the future. These are mainly sites that at 31 March had been to Development Management Committee and gained a resolution to grant permission subject to signing a Section 106 Agreement, however there are also sites that are known to be available for development and which are considered to be in principle policy compliant.
- 3.6 These sites are: Webster’s Garage, Axminster (25 dwgs with zero expected to be delivered in the 5YLS period of 2018-2023) and The Fountain Head, Branscombe (10 dwgs with zero expected to be delivered in the 5YLS period of 2018-2023). Since the last check, sites previously with acknowledged development potential at Withycombe Brook, Plumb Park and Exebank & Danby House (all Exmouth) have gained permissions.

Allocations

- 3.7 The list below shows the allocations in the rest of East Devon which have not yet gained planning permission or a resolution to grant permission: Land North and East of Axminster (650 dwgs with 181 expected to be delivered in the 5YLS period of 2018-2023); Winslade Park, Clyst St Mary (150 dwgs with 125 expected to be delivered in the 5YLS period of 2018-2023); Port Royal, Sidmouth (30 dwgs with 30 expected to be delivered in the 5YLS period of 2018-2023); Lympstone Nurseries (6 dwgs with zero expected to be delivered in the 5YLS period of 2018-2023); Goodmores Farm, Exmouth (350 dwgs with 62 expected to be delivered in the 5YLS of 2018-2023).
- 3.8 The list below shows the allocations at the West End – the Cranbrook expansion zones – that have not yet gained planning permission or a resolution to grant permission and their projected build out rate: Bluehayes (975 dwgs with zero expected to be delivered in the

5YLS period of 2018-2023); Treasbeare (910 dwgs with 262 expected to be delivered in the 5YLS period of 2018-2023); Cobdens (1,490 dwgs with 225 expected to be delivered in the 5YLS period of 2018-2023); Grange (780 dwgs with 62 expected to be delivered in the 5YLS period of 2018-2023).

Overall projections and trajectory

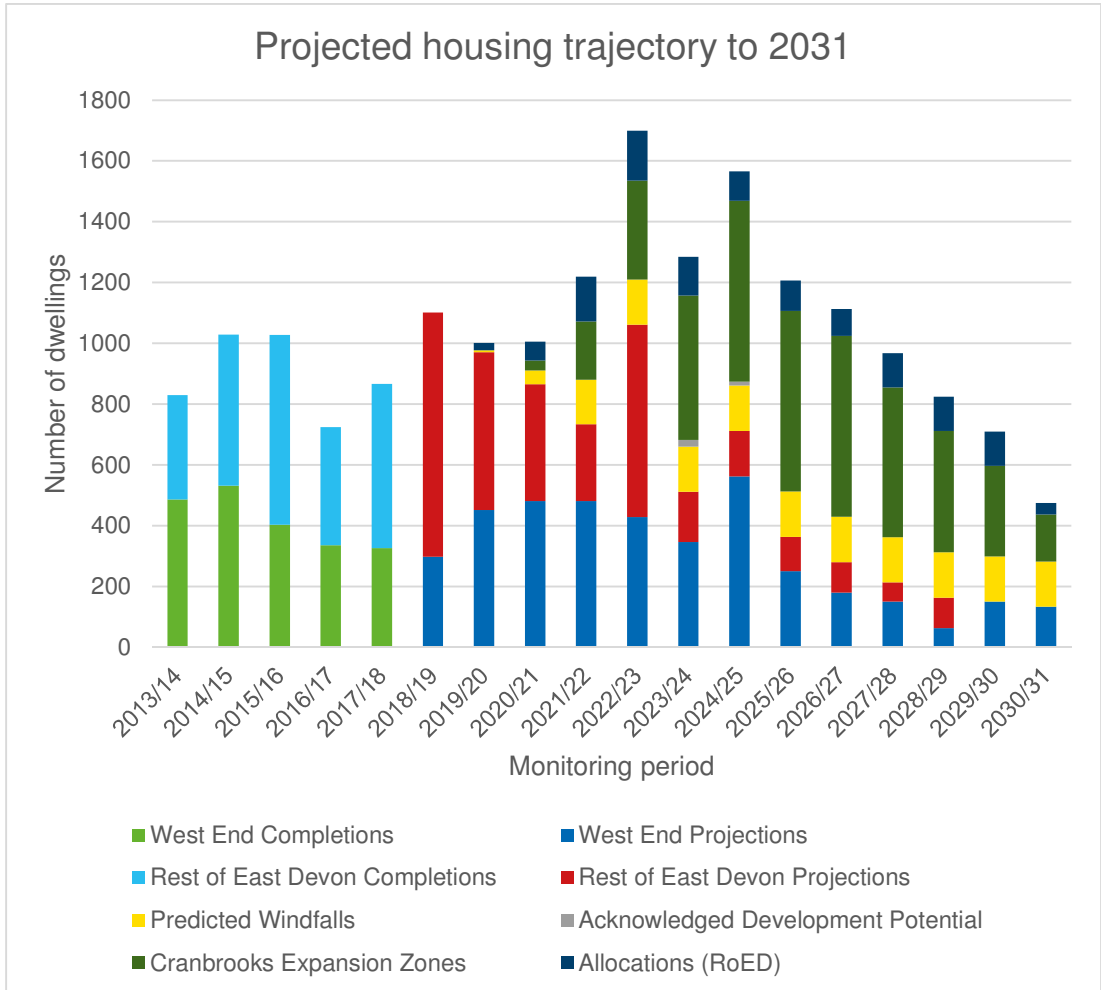
3.9 Having gone through the various elements of supply above, the tables below set out the projected development for the plan period to 31 March 2031.

Tables of projected housing completions for 2018/19 to 2030/31

Year	2018 to 2019	2019 to 2020	2020 to 2021	2021 to 2022	2022 to 2023	2023 to 2024	2024 to 2025	2025 to 2026	2026 to 2027	2027 to 2028	2028 to 2029	2029 to 2030	2030 to 2031
Totals	1,101	1,001	1,005	1,219	1,700	1,285	1,566	1,207	1,113	967	824	709	475
	6,026 ←					Projected five year housing delivery for 2018/19 to 2022/23							

Year	Extant permissions	Predicted windfalls	Acknowledged development potential	Allocations (Rest of East Devon)	Cranbrook expansion zones	Total projections
2018/19	1,101	0	0	0	0	1,101
2019/20	971	6	0	24	0	1,001
2020/21	865	46	0	62	32	1,005
2021/22	734	146	0	147	192	1,219
2022/23	1,061	149	0	165	325	1,700
2023/24	511	149	22	128	475	1,285
2024/25	712	149	13	97	595	1,566
2025/26	363	149	0	100	595	1,207
2026/27	280	149	0	89	595	1,113
2027/28	213	149	0	112	493	967
2028/29	163	149	0	112	400	824
2029/30	150	149	0	112	298	709
2030/31	133	149	0	38	155	475
	7,257	1,539	35	1,186	4,155	14,172

3.10 The graph below shows the breakdown of different sites making up the housing trajectory projected to 2031:



3.11 It should be noted that projected completions are based on an assessment of available sites and a HELAA panel/developer assessment of what can and is available to build on. Whether house builders choose to build at these levels will be informed by market demand and commercial attractiveness to build.

4 Five Year Land Supply Calculations

- 4.1 Paragraph 73 of the NPPF requires Councils to *“identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) 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.”*
- 4.2 The point of demonstrating a five year land supply is to ensure that there is enough housing coming forward to meet requirements. On top of this, the current Government is seeking to increase housing delivery in the immediate future by requiring Councils to demonstrate a minimum of 5% extra provision but in places where delivery has been persistently below requirements 20% extra. There is no adopted Government guidance on how or when to apply which percentage buffer or what constitutes “persistent under delivery”, which is left to local authorities to determine. The Council has in recent years applied the 20% buffer as a conservative approach, recognising that there was under delivery in the years prior to the current plan period. However, it is now reasonable for the Council to say that it is clearly delivering at around or above requirements and so the 5% buffer should apply.
- 4.3 The NPPF explains that to be considered deliverable in the context of the requirement to demonstrate a five year land supply, *“sites for housing 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 that housing completions will begin on site within five years.”*
- 4.4 The adopted Local Plan has a housing requirement of 17,100 new homes for the 2013-2031 plan period, equivalent to an average of 950 dwellings per annum.

Five year land supply calculations

	Calculation	RoED	West End	Combined	Item
A		6,537	10,563	17,100	Requirement (from Strategy 1 of the adopted Local Plan 2013-31)
B	A/18	363	587	950	Annual basic requirement for each of the 18 years covered by the Local Plan
C	Bx5	1,816	2,934	4,750	Basic five year requirement
D	<i>as above</i>	<i>as above</i>	<i>as above</i>	<i>as above</i>	Requirement to have been delivered by 31 March 2018
E		2,395	2,081	4,476	Completions from 01 April 2013 to 31 March 2018
F	D-E	579	-853	-274	Difference between shortfall and surplus
G	C+F	1,237	3,787	5,024	Five year requirement (excluding 5% buffer)
H	Gx1.05	1,299	3,976	5,275	Five year target (including 5% buffer)
I	H/5	260	795	1,055	Annual target (assuming 5% buffer)
Supply element at 31 March 2018 expected to deliver 01 April 2018 - 31 March 2023					
J		2,593	2,139	4,732	Extant permissions (including under construction)
K		0	0	0	Sites with resolution to grant permission or acknowledged development potential
L		398	549	947	Strategic allocations (including Cranbrook expansion sites x 4)
M		347	0	347	Future windfalls (as per predicted calculation of April 2016)
N	J+K+L+M	3,338	2,688	6,026	Total deliverable supply
O	H-N	2,040	-1,288	751	Surplus / Deficit (assuming 5% buffer)
P	N/I	12.85	3.38	5.71	Years of land supply (assuming 5% buffer)

- 4.5 Row P in the above assessment shows that taking into account all deliverable sites across the district as a whole, the Council is able to demonstrate 5.71 years of land supply. This has decreased by 0.42 years since the last check (there were 6.13 years as of September 2016).
- 4.6 According to the above calculation, there is a surplus (number of dwellings above the required supply for the next five years) of 751 dwellings (row O) which is a significant buffer (in addition to the 5% buffer) capable of allowing for non-implementation or reduced build out rates of a number of sites if necessary. This averages out at just over 150 dwellings per year surplus over the five year period.
- 4.7 The calculation also demonstrates the impact that West End sites have on the Five Year Land Supply. Clearly, due to the scale of development at the West End, a lower than five year supply (3.38) has a big impact on the overall combined supply for the district as a whole (the Rest of East Devon has a supply of 12.85 years when the West End is excluded).

5 Appendix

The attached appendix lists all sites currently on the Housing Monitoring database where there have been completions and/or where there are projections during the Local Plan period of 2013-2031. Completions are listed together with projections broken down into forthcoming monitoring periods for the remainder of the Local Plan.
