

Planning policy

Housing Monitoring Update

Up to 31 March 2020



September 2020

East Devon – an outstanding place

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n.b. The appendix to this year's Housing Monitoring Update has been published as a separate document

1 Introduction

- 1.1 This document provides a housing monitoring update for East Devon District Council to a base date of **31 March 2020**. The report considers the following:
- Housing completions over a 12 month period (1 April 2019 – 31 March 2020) including:
 - Total net completions district wide (including by parish, settlement and Built-up Area Boundary),
 - Breakdown of completions on brownfield and greenfield sites, and
 - Affordable housing;
 - Housing projections and housing trajectory for the Local Plan period;
 - Five year land supply calculations for the period 1 April 2020 to 31 March 2025.
- 1.2 Section 113 of the Localism Act (2011) removed the requirement for 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.”*

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 – see paragraphs 1.7 to 1.11 below.*

1.5 This report considers the extent to which extant permissions (**including sites currently under construction or ‘sleeping’**) and future additional windfalls contribute towards meeting the five year requirement.

- 1.6 The Ministry of Housing, Communities & Local Government's National Planning Policy Framework (NPPF) can be found at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

Housing Delivery Test

- 1.7 Since November 2018, councils have also had to pass the new Housing Delivery Test (HDT). Rather than simply looking at what *can* be achieved over the following five years, the HDT checks what *has* been achieved over the previous three.
- 1.8 The HDT compares the delivery of housing over the past three years against the required amount, with delivery of the full amount resulting in a score of 100%.

$$\text{Housing Delivery Test (\%)} = \frac{\text{Total net homes delivered over three year period}}{\text{Total number of homes required over three year period}}$$

- 1.9 The number of net homes delivered is the national statistic for net additional dwellings over a rolling three year period, with adjustments for net student / other communal accommodation.

Net homes delivered in a year

= Net Additional Dwellings National Statistic

PLUS

net increase in bedrooms in student communal accommodation in local authority
average number of students in student only households in England

PLUS

net increase in bedrooms in other communal accommodation in local authority
average number of adults in households in England

- 1.10 Where the latest adopted housing requirement figure is less than five years old, or has been reviewed and does not need updating, the figure used will be the lower of either the latest adopted figure or the minimum annual local housing need figure.
- 1.11 Where the latest adopted housing requirement figure is over five years old, unless the strategic policies have been reviewed and found not to require updating, the figure used for areas with a Local Plan: the minimum annual local housing need figure.

1.12 For more information on the calculations, the Ministry of Housing, Communities & Local Government's HDT Measurement Rule Book can be found at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf

1.13 The HDT comprises three elements:

- i) If delivery has been less than 95%, the council should prepare an Action Plan to address the reason for the shortfall;
- ii) If delivery has been less than 85%, the council should also include a 20% buffer in calculating its Five Year Land Supply (rather than 5% or 10%);
- iii) If delivery has been less than 75%, the presumption in favour of sustainable development would then apply.

1.14 The results of the second HDT (covering 2016/17 to 2018/19) were released in February 2020. East Devon District Council passed the test with a score of 121% (down from 149% in the first test). The list of results can be found at:

<https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement>

1.15 Although unverified, in-house calculations suggest EDDC will pass the third HDT (covering 2017/18 to 2019/20) with a score of around 118%. These results should be released towards the end of 2020 / beginning of 2021.

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. This includes new builds, change of uses and conversions.
- 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) April 2017 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.
- 2.7 A full and comprehensive survey of care homes and nursing homes to ascertain net additional bedspace across the district during the Local Plan period so far was scheduled for spring 2020. Unfortunately this has had to be postponed until 2021 due to the current COVID-19 pandemic.

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

- 2.8 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 2019 to 31 March 2020, a net total of 1,065 dwellings have been completed in East Devon.** This includes 560 at the district's "West End" (land to the east of Exeter including the new town of Cranbrook) and 505 in the Rest of East Devon. The gross figure is 1,077.

	Apr 13 to Mar 14	Apr 14 to Mar 15	Apr 15 to Mar 16	Apr 16 to Mar 17	Apr 17 to Mar 18	Apr 18 to Mar 19	Apr 19 to Mar 20
West End	486	531	403	335	326	392	560
Rest of East Devon	344	498	624	389	540	537	505
Annual TOTAL	830	1,029	1,027	724	866	929	1,065

- 2.9 **The number of completions in 2019/20 is the highest during a 12 month period in the duration of the current Local Plan so far**, with an increase of 136 on the 2018/19 monitoring period and 199 on 2017/18. But with an average level of completions of 922.2 over the last five years, the actual supply is currently falling below annual average projected needs.
- 2.10 Fifty-three per cent of the dwellings built in 2019/20 were in the West End, compared with 47% in the Rest of East Devon; **this is the first time the West End has outperformed the Rest of East Devon since 2014-15.**
- 2.11 As the Cranbrook expansion zone sites at Bluehayes, Treasbeare, Cobdens and Grange see completions over the next few years, it is anticipated the share of completions in the West End compared to the Rest of East Devon will become even greater.

Completions by parish

2.12 The table below shows gross completions during the 2019/20 monitoring period by parish. Parishes where there were no 2019/20 completions are not listed. Town councils are highlighted in yellow.

Parish	Total	Parish	Total
All Saints	2	Lympstone	12
Axminster	42	Membury	1
Aylesbeare	1	Musbury	2
Beer	1	Newton Poppleford and Harpford	43
Broadclyst	315		
Broadhembury	5	Offwell	1
Buckerell	1	Otterton	1
Budleigh Salterton	15	Ottery St Mary	62
Chardstock	2	Payhembury	8
Clyst Honiton	3	Plymtree	2
Clyst Hydon	2	Poltimore	2
Clyst St George	2	Rockbeare	1
Clyst St Mary	1	Seaton	56
Colaton Raleigh	1	Shute	1
Colyton	5	Sidmouth	17
Cranbrook	248	Sowton	4
Dunkeswell	6	Stockland	2
Exmouth	115	Stoke Canon	6
Feniton	8	Uplyme	1
Gittisham	52	West Hill	4
Hawkchurch	2	Whimble	3
Honiton	12	Widworthy	1
Luppitt	1	Woodbury	5

Completions by settlement

2.13 The table below shows gross completions during the 2019/20 monitoring period by settlement. Settlements where there were no 2019/20 completions are not listed.

Settlement	Total	Settlement	Total
Axminster	40	Lympstone	12
Aylesbeare	2	Musbury	1
Beer	1	Newton Poppleford	43
Budleigh Salterton	15	North of Blackhorse	160
Chardstock	2	Otterton	1
Clyst Honiton	2	Ottery St Mary	57
Clyst St Mary	5	Raymond's Hill	2
Colyford	1	rural areas	44
Colyton	3	Salcombe Regis	1
Cranbrook	250	Seaton	56
Dulford	1	Seaton Junction	1
Dunkeswell	2	Sidmouth	14
Dunkeswell (Highfield)	4	Smallridge	2
Ebford	2	Stockland	1
Exmouth	114	Stoke Canon	6
Exton	2	Tipton St John	1
Feniton	7	Uplyme	1
Honiton	64	West Clyst	150
Kerswell	2	West Hill	4
		Wilmington	1

Completions by Built-up Area Boundary (BuAB)

2.14 The table below shows gross completions during the 2019/20 monitoring period by BuAB. BuABs where there were no 2019/20 completions are not listed.

BuAB	Total	BuAB	Total
Axminster	40	Lympstone	12
Beer	1	Newton Poppleford	39
Budleigh Salterton	15	North of Blackhorse	160
Clyst St Mary	4	open countryside	146
Colyton	3	Ottery St Mary	57
Cranbrook	247	Seaton	56
Exmouth	114	Sidmouth	14
Feniton	7	Uplyme	1
Honiton	11	West Clyst	148
		West Hill	2

Greenfield / brownfield split

2.15 The table below shows the breakdown of gross completions between greenfield and brownfield sites during the 2019/20 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	872	81%
	Agricultural / Forestry Building Conversion	39	4%
	Garden Sites	53	5%
	TOTAL	964	90%
Brownfield	Redevelopment	89	8%
	Conversions / COUs	24	2%
	TOTAL	113	10%
	GRAND TOTAL	1,077	100%

2.16 The table above shows that 90% of completions in the district during the 2019/20 monitoring period were on greenfield sites, which is 10% more than during the 2018/19 monitoring period. This can be accounted for by the large increase of completions on previously undeveloped land in the West End.

Affordable completions

2.17 The Housing Needs and Strategy team report a total of **320 affordable units** having being delivered during 2019/20, including 17 properties that have been purchased from the open market.

Key facts for the year:

- Fifty-eight affordable units delivered at Cranbrook;
- EDDC bought 17 properties from the open market using right to buy receipts and HRA funding including 18 St Andrews Road – a block of 12 x bedsits, 1 and 2 bedroom flats;

- Seventeen social rented units, 140 affordable rented and 163 shared ownership units delivered;
- Site completions (for AH) at Ottery St Mary (Bovis), Newton Poppleford and Seaton; three phases at Cranbrook complete;
- One hundred and twenty-five units delivered in strategic growth areas (including Cranbrook) accounting for circa 40 per cent of delivery;
- Forty-seven non-S106 units bought from open market at Cloakham Lawn in Axminster and turned to either shared ownership or rented using Home England grant funding.

Windfall completions

2.18 Windfalls refer to sites built-out which are the result of speculative planning applications. They have not been allocated by the current, previously adopted or any emerging Draft Plans.

2.19 The table below shows that over the past 12 months 391 of the 1,065 net completions have been windfalls. This equates to 36.7% of net completions in the last year. However, of these 391 net windfall completions, 69 were in the West End (64 at Old Park Farm II, two at Moonhill Copse and one at each of the following three sites: Shermoor Farm, Station Road, Broadclyst; Clooneen, Southbrook Lane, Cranbrook; and Tinklers, Blackhorse Lane, Blackhorse) and the remaining 322 were in the Rest of East Devon. This means that of the 505 net completions in the Rest of East Devon, 63.8% were windfalls.

Gross site capacity	1-2 dwellings	3-5 dwellings	6-9 dwellings	10-20 dwellings	21+ dwellings	TOTAL
RoED	113	31	21	18	139	322
West End	2	1	0	0	66	69
TOTAL	115	32	21	18	205	391
Percentage	29.4%	8.2%	5.4%	4.6%	52.4%	100%

2.20 In addition to the headline totals, the above table shows how many windfalls have been delivered on sites of different sizes. The gross site capacity refers to the gross number of dwellings due to be delivered on a site as a whole. As an example, if two windfall dwellings were completed in the last 12 months on a site due to take a total of five gross new dwellings, they would be listed in the 3-5 dwellings column.

2.21 In terms of calculating five year land supply, paragraph 70 of the NPPF allows for future windfalls to be counted towards supply, however the figure should not include residential gardens:

“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.”

2.22 This being the case, the assessment on the facing page shows the number of net windfall completions in the last year on sites other than back gardens. Further analysis of windfalls for the purposes of projections can be found in section 3.

Gross site capacity	1-2 dwellings (excluding garden-greenfield sites)	3-5 dwellings (excluding garden-greenfield sites)	6-9 dwellings (excluding garden-greenfield sites)	10-20 dwellings (excluding garden-greenfield sites)	21+ dwellings (excluding garden-greenfield sites)	TOTAL
RoED	69	28	17	18	139	271
West End	0	1	0	0	66	67
TOTAL	69	29	17	18	205	338
Percentage	20.4%	8.6%	5.0%	5.3%	60.7%	100%

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 can be 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 / sleeping) that 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;
 - Axminster Masterplan -
 - These are predicted completions at the Axminster Masterplan site, with applications 19/0108/MOUT, 19/1074/MOUT and 19/0150/MFUL currently pending consideration;
 - Cranbrook expansion zones -
 - These are predicted completions on the four Cranbrook expansion zones – Treasbeare, Bluehayes, Cobdens and Grange.
- 3.3 The latest edition of the National Planning Policy Framework (NPPF) includes an updated definition of a “deliverable” site:
- To be considered deliverable, 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. In particular:*
- a) sites which do not involve major development and have planning permission, and all 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 (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*
- 3.4 This means, unlike in previous Housing Monitoring Updates (i.e. prior to the last edition, 2018/19), some allocated sites and sites with acknowledged development potential have not been included in projections for the council’s updated Five Year Land Supply.
- 3.5 Projections are based on the status of sites and extant planning permissions at 01 April 2020. However, it must be said, with the COVID-19 global pandemic ongoing, it is impossible at this point in time to accurately predict trajectories for build-out rates. But, nevertheless, we have an obligation to at least attempt to calculate said projections.

- 3.6 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

Windfall projections

- 3.7 As mentioned, paragraph 70 of the NPPF allows for future additional windfall completions to be taken into account so long as historic windfall delivery is considered and with the implication that sites on gardens are not counted.
- 3.8 The Exeter HMA HELAA methodology sets out a clear process by which windfalls will be calculated assessing delivery of windfalls (excluding gardens and sites of more than 20 gross dwellings) over the last five full years. That being the case, the assessment below shows net windfall completions (excluding gardens) over the last five full years (1 April 2015 to 31 March 2020).
- 3.9 Net completed windfall dwellings are split into the gross capacity of the site on which they came forward in order to be able to analyse the types of windfalls that might come through in the future:

Gross site capacity	Apr 2015 to Mar 2016	Apr 2016 to Mar 2017	Apr 2017 to Mar 2018	Apr 2018 to Mar 2019	Apr 2019 to Mar 2020	Average per year
1-2 dwgs	70	56	75	68	69	67.6
3-5 dwgs	53	49	58	45	29	46.8
6-9 dwgs	37	6	31	28	17	23.8
10-20 dwgs	50	54	56	34	18	42.4
Totals	210	165	220	175	133	181

3.10 The table in 3.9 identifies a basic net average windfall projection of 181 dwellings. The methodology then requires this figure to be tempered by projected windfall completions on sites with planning permission or resolution to grant permission subject to S106. The table below shows how this figure is tempered accordingly:

Final projected windfall allowance	2020 to 2021	2021 to 2022	2022 to 2023	2023 to 2024	2024 to 2025
Total windfalls with permission	720	458	207	338	237
<i>Of which that are on sites of 20 or less dwgs and not on garden-greenfield land</i>	393	189	59	109	0
Basic windfall projection (A)	181	181	181	181	181
Total eligible net windfalls (B)	393	189	58	109	0
Adjusted windfall projection (A-B)	0	0	123	72	181

3.11 Because there are more permissions (total eligible net windfalls) than the basic windfall projection in 2020/2021 and 2021/22, we cannot increase our predicted number of completions for these two monitoring periods. In both 2022/23 and 2023/24, the basic windfall projection is more than the total number of permissions – so we can add the difference to these two sets of figures (adjusted windfall projection) to our predictions for both of these monitoring periods. Finally, in the 2024/25 monitoring period, there are currently zero eligible net windfalls, so we can add the full 181 basic windfall projection to our prediction for that monitoring period; we can do the same for the respective monitoring periods up until the end of the Local Plan period (2030/31). Of course, this is still a conservative estimate (in reality larger windfall sites will on occasion come forward for development; as will garden sites) but using the Exeter HMA HELAA methodology we can add an extra 376 windfalls to our projections for the next five years.

Overall projections and trajectory

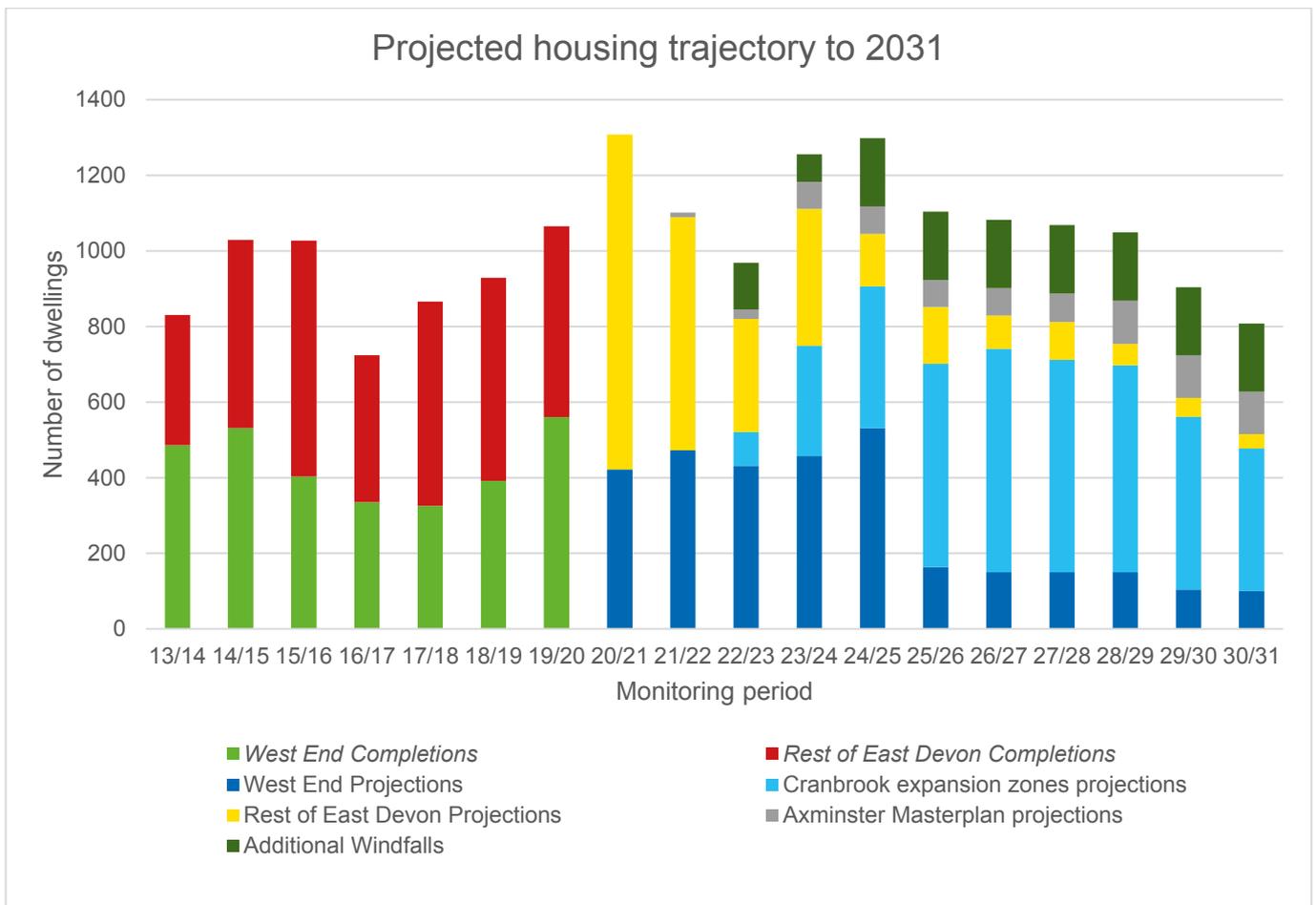
3.12 Having gone through the various elements of supply above, the tables below set out the projected development for the plan period to 31 March 2031:

Tables of projected housing completions for 2020/21 to 2030/31

Year	Extant permissions	Axminster Masterplan projections	Cranbrook expansion zones projections	Exeter HMA HELAA calculated additional predicted windfalls	Total projections	Year	Extant permissions	Axminster Masterplan projections	Cranbrook expansion zones projections	Exeter HMA HELAA calculated additional predicted windfalls	Total projections
2020/21	1,308	0	0	0	1,308	2026/27	238	72	591	181	1,082
2021/22	1,089	12	0	0	1,101	2027/28	250	75	562	181	1,068
2022/23	730	25	90	123	968	2028/29	207	114	547	181	1,049
2023/24	819	72	292	72	1,255	2029/30	154	112	457	181	904
2024/25	670	72	375	181	1,298	2030/31	138	112	377	181	808
2025/26	314	72	537	181	1,104						

Year	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	2028 to 2029	2030 to 2031	
Totals	1,308	1,101	968	1,255	1,298	1,104	1,082	1,068	1,049	904	808	
	5,930 ←					Projected five year housing delivery for 2020/21 to 2024/25						

3.13 The graph below shows the breakdown of different sites making up the housing trajectory projected to 2031. This is not intended to give a precise year-on-year prediction of how many new homes will be built each year, but is output from applying the methodology for calculating development and gives an overview of the potential future pattern of development.



3.14 The table on the following page shows all the data used for the various components of supply and projections in the graph above.

Data for overall housing trajectory graph

Period	West End Completions	Rest of East Devon Completions	West End Projections	Cranbrook expansion zones projections	Rest of East Devon Projections	Axminster Masterplan projections	Additional Windfalls	Total Comp/Pro
13/14	486	344						830
14/15	531	498						1,029
15/16	403	624						1,027
16/17	335	389						724
17/18	326	540						866
18/19	392	537						929
19/20	560	505						1,065
20/21			422	0	886	0	0	1,308
21/22			472	0	617	12	0	1,101
22/23			431	90	299	25	123	968
23/24			457	292	362	72	72	1,255
24/25			531	375	139	72	181	1,298
25/26			164	537	150	72	181	1,104
26/27			150	591	88	72	181	1,082
27/28			150	562	100	75	181	1,068
28/29			150	547	57	114	181	1,049
29/30			104	457	50	112	181	904
30/31			100	377	38	112	181	808

4 Five Year Land Supply Calculations

- 4.1 The aim of demonstrating a five year land supply is to prove 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, increasing to 20% in places where delivery has persistently been below requirements.
- 4.2 This council does not have a pattern of persistently delivering below housing requirements (when measured against Local Plan targets or, more so, Government Housing Delivery Test numbers) and therefore it is appropriate to apply a 5% buffer.
- 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	1,815	2,935	4,750	Basic five year requirement
D	Bx7	2,541	4,109	6,650	Requirement to have been delivered by 31 March 2020
E		3,437	3,033	6,470	Completions from 01 April 2013 to 31 March 2020
F	D-E	-896 SURPLUS	1,076 SHORTFALL	180 SHORTFALL	Difference between shortfall and surplus
G	C+F	919	4,011	4,930	Five year requirement (excluding 5% buffer)
H	Gx1.05	965	4,212	5,177	Five year target (including 5% buffer)
I	H/5	193	842	1,035	Annual target (assuming 5% buffer)

Supply element at 31 March 2020 expected to deliver 01 April 2020- 31 March 2025					
	Calculation	RoED	West End	Combined	Total
J		2,303	2,313	4,616	Extant permissions
K		181	N/A	181	Axminster Masterplan projections
L		N/A	757	757	Cranbrook expansion zones projections
M		372	4	376	Future windfalls
N	J+K+L+M	2,856	3,074	5,930	Total deliverable supply
O	H-N	-1,891 SURPLUS	1,138 SHORTFALL	-753 SURPLUS	Surplus / Deficit (assuming 5% buffer)
P	N/I	14.80	3.65	5.73	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 5.73 years of land supply.
- 4.6 According to the above calculation, there is a surplus (number of dwellings above the required supply for the next five years) of 753 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 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 (3.65) has a big impact on the overall combined supply for the district as a whole (the Rest of East Devon has a supply of 14.80 years when the West End is excluded).
- 4.8 The increase in the YLS from 5.50 at the end of 2018/19 to 5.73 can be explained by two factors: the improvement in the overall number of annual completions (from 929 in the last monitoring period to 1,065 in 2019/20) and the contribution the Cranbrook expansion zones are expected to make between 2020/21 and 2024/25 (757) compared to 2019/20 to 2023/24 (687).

ADDENDUM: COVID-19 implications

- 4.9 Although it is perhaps still too early to know the full implications COVID-19 will have on the housing market, if not the economy as a whole, rudimentary calculations tell us that if the pandemic / lockdown causes a three month delay in completions (25% of the annual projection) the council could demonstrate 5.41 years of land supply, whilst a six month delay (50%) would still give 5.10 years of land supply; only a nine month delay (75%) would give a figure of below a 5YLS – 4.79. To date lockdown restrictions have only led to sites being closed for a few weeks, however social distancing and other restrictions have meant that progress on sites has been slower than would usually be the case over the last 6 months.

