

Housing Land Supply Statement

2020

Contents

Introduction and Summary	3
National and Local Planning Policy	4
Calculation of Housing Requirement.....	5
Basic requirement	5
Addressing past shortfall	5
Application of buffer based on Housing Delivery Test result	5
Calculation of Housing Supply	7
Identifying deliverable sites.....	7
Communal accommodation	10
Calculation of windfall allowance	10
Summary of contribution to five year housing supply by source	12

Introduction and Summary

This Housing Land Supply Statement sets out Mid Devon District Council's five year housing land supply position as of 31 March 2020, covering the period 1 April 2020 to 31 March 2025. The statement details the Council's approach to calculating the five year housing land supply in accordance with the National Planning Policy Framework (NPPF) published February 2019 and associated national planning practice guidance (NPPG). The five year housing land supply position takes account the most recently available monitoring data (for the period March 2019 – April 2020), the adoption of the Mid Devon Local Plan in July 2020 and the latest results of the Housing Delivery Test published in January 2021. This statement supersedes all previous statements relating to Mid Devon's five year housing land supply.

The five year housing land supply position is as follows:

6.27 years for the period 1 April 2020 to 31 March 2025. This is based on a five year supply of 2802 dwellings (at 31 March 2020) against a 5 year requirement based on the adopted Local Plan requirement of 2235 (incorporating past shortfall and the application of a 5% buffer in accordance with the NPPF). A breakdown of the elements that make up the five year housing requirement and supply is provided below in tables 1 and 2.

TABLE 1: Five year housing requirement 2020-2025

A	Local Plan Review annual housing requirement	393
B	Total requirement over plan period to date 2013-2019 (A x 7)	2751
C	Completions over plan period to date 2013-2019	2587
D	Shortfall over plan period to date 2013-2019 (B - C)	164
E	Basic 5 year requirement 2020-2025 (A x 5)	1965
F	5 year requirement with shortfall 2020-2025 (E + D)	2129
G	5 year requirement with shortfall applying 5% buffer (F x 1.05)	2235

NB Requirement figure shown here is rounded to the nearest whole number

TABLE 2: Five year housing supply 2020-2025

A	Unconsented allocations	975
B	Consented allocations	763
C	Consented windfalls	796
D	Communal accommodation with planning consent [^]	6
E	Windfall allowance	262
F	Total five year supply (A + B + C + D + E)	2802

[^] Individual residential unit equivalent released by provision of bed spaces in communal establishments (see below for further details)

Five year housing land supply figure: $(2802/2235) \times 5 = 6.27$

Please note, unconsented allocations and sites with outline permission will only contribute to the five year supply where evidence indicates these sites are deliverable in accordance with the NPPF and NPPG. Further explanation on how the housing requirement and supply have been determined in line with national and local planning policy is provided below.

National and Local Planning Policy

The National Planning Policy Framework (NPPF) requires local planning 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’ (paragraph 73).

The Mid Devon Local Plan was adopted in July 2020; therefore in accordance with the NPPF, Mid Devon’s housing supply is assessed against the housing requirement set out in the adopted Local Plan.

As part of the Local Plan Examination the Council presented a housing trajectory and calculations based on a range of scenarios to demonstrate that the plan was capable of delivering a five year housing land supply over the lifetime of the plan (to 2033). Having examined this evidence, the Inspector’s report¹ concludes that ‘the Plan provides for a rolling five-year supply of housing, in accord with national policy, with a significant surplus in later years’. The examination and subsequent adoption of the Local Plan therefore confirmed a five year housing land supply for plan making purposes.

It should be noted that the examination of the Local Plan took place under ‘transitional arrangements’ whereby the plan was examined against the previous NPPF (2012) rather than the more recent 2019 NPPF. In addition, NPPG makes clear that for decision making purposes, an authority will need to be able to demonstrate a 5 year housing land supply when dealing with applications and appeals. This can be done using the latest available evidence or by confirming the five year land supply through a recently adopted plan or annual position statement considered by the Secretary of State (NPPG ref 68-004-20190722). Given that the recently adopted plan was examined under the previous NPPF and at this stage the Council is not intending to submit a formal annual position statement to the Secretary of State, there is a need to demonstrate an updated five year housing land supply based on the most recently available evidence which complies with the requirements of the 2019 NPPF.

¹ <https://www.middevon.gov.uk/media/349506/local-plan-report-mdlpr-final.pdf>

Calculation of Housing Requirement

Basic requirement

In accordance with the NPPF, Mid Devon's housing supply is assessed against the housing requirement in the Local Plan of 393 dwellings per year. The basic requirement for the next five year period (2020 - 2025) is therefore $5 \times 393 = 1965$.

Addressing past shortfall

NPPG requires the local authority to consider past shortfalls in housing completions against planned requirements. The level of shortfall will need to be calculated from the base date of the adopted plan and should be added to the plan requirements for the next five year period (the 'Sedgefield' approach) (NPPG ref 68-031-20190722). In Mid Devon's case, the plan was adopted part way through the proposed plan period which began in 2013. Table 3 below compares annual completions since 2013 against the 393 annual target.

TABLE 3: Annual completions over plan period to date against plan requirement (2013 – 2020)

Monitoring Year	Net Completions	Local Plan Requirement
2013/14	320	393
2014/15	316	393
2015/16	288	393
2016/17	304	393
2017/18	502	393
2018/19	432	393
2019/20	425	393
Total	2587	2751

Table 3 above shows that total completions over the plan period to date (2013 – 2020) were 2587. Against a total requirement of 2751 over the same period, this represents a shortfall of 164 which will need to be added to the basic requirement for the next five year period (as set out in table 1 above).

Application of buffer based on Housing Delivery Test result

Paragraph 73 of the NPPF makes provision for an appropriate buffer to be applied to the housing requirement to ensure there is a realistic prospect of achieving the planned level of housing supply:

- 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

'Significant under delivery' is to be determined on the basis of the Housing Delivery Test: where this test indicates that delivery was below 85% of the housing requirement over the previous three years,

a 20% buffer will apply. The latest Housing Delivery Test results released in January 2021 demonstrate that Mid Devon's housing delivery over the past three years was 139% of the housing requirement². A 20% buffer is therefore not applicable for the purposes of demonstrating Mid Devon's housing land supply position.

The Council is not intending to produce a formal annual position statement at this stage; in line with the above NPPF requirements, a 5% buffer should therefore be applied to the housing requirement in setting out its current five year housing land supply position.

² <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement>

Calculation of Housing Supply

Identifying deliverable sites

As set out above, the NPPF requires local planning authorities to identify 'deliverable' sites sufficient to provide at least five years' worth of housing supply. The NPPF defines 'deliverable' in this context as follows (Annex 2):

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.

The NPPF defines 'major development' for housing sites where 10 or more homes will be provided or the site has an area of 0.5 hectares or more (Annex 2).

NPPG sets out examples of the kind of the evidence that can be used to demonstrate the deliverability of a site. This includes:

- Current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- Firm progress being made toward the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;
- Firm progress with site assessment work; or
- Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

(NPPG ref 68-007-20190722)

The Council has assessed sites for inclusion in the five year housing land supply in accordance with the definition of 'deliverable' and evidence requirements set out above. This assessment has considered the potential deliverability of all housing sites with planning permission or allocated for development in the Local Plan based on the evidence available. The assessment of this evidence in light of the NPPF and NPPG requirements has informed the delivery timescales and projected site build-out set out in the housing trajectory in Appendix A. The trajectory sets out the evidence used to inform the delivery

projections for each site. The housing trajectory provides the basis from which the overall contribution of all deliverable sites to the five year housing supply is determined.

Evidence has been gathered from developers, site promoters or landowners in relation to the anticipated timescales and build out rates for their sites. Where applicable, this has directly informed the delivery projections set out in the housing trajectory. Relevant parties were contacted by the Council over the period August – September 2020. This provided the opportunity for the potential impact of Covid-19 on development timescales to be considered in the responses provided to the Council. Further details of the information request sent out to developers, site promoters and landowners, including the letter template and survey pro-forma are provided in Appendix B.

Other evidence considered in the assessment of deliverability includes the current planning status, historic delivery rates and other site data gathered through the Council’s monitoring records. Information from Development Management Case Officers has also helped inform the evidence for certain sites.

In cases where there is evidence to indicate a site is deliverable within five years but there is some uncertainty as to exactly how the site will build out within the five year period, the trajectory may be guided by the HELAA methodology (2017)³. This provides ‘baseline’ assumptions for the expected build out of sites according to size and planning status. This approach is based on historical evidence of delivery in the Local Housing Market Area (Exeter HMA) and is endorsed by representatives from the housebuilding industry who sit on the independent HELAA panel. Where additional evidence is available, such as past delivery rates or developers’ anticipated delivery trajectories, this will supersede the HELAA build out assumptions.

Under the NPPF/NPPG requirements certain sites are considered deliverable in principle (those with detailed permission or non-major development); however, where evidence has emerged that indicates these sites are not deliverable, they are excluded from the initial five year period in the housing trajectory (or excluded from the trajectory altogether).

To aid understanding of how the deliverability of sites have been assessed in accordance with the NPPF/NPPG requirements, sites in the housing trajectory (Appendix A) have been assigned one of the categories set out in Table 4 below. For each category, this table sets out the basis on which the deliverability of sites has been assessed and the sources of evidence used to inform delivery timescales.

TABLE 4: Housing supply categories assigned to sites in the housing trajectory

Category	Type	Basis for assessment of site deliverability and sources of evidence for projected delivery timescales and build out rates*
1	Allocations unconsented at 31/3/20	Site allocated in recently adopted Local Plan (29/7/20) but did not have planning permission or had permissions pending as of 31/3/20. Only included in initial five years of trajectory where evidence indicates site is deliverable in accordance with NPPF/NPPG. Delivery timescales and projected build out provided by developers or site promoters where applicable. Approvals which are subject to a Section 106 agreement are included in this category until the formal

³ <https://www.middevon.gov.uk/media/345690/helaa-methodology-april-2017.pdf>

		decision notice is issued. Figures provided may be based on applications approved since 31/3/20. Refer to notes in trajectory for the evidence and assumptions applicable to each site.
2a	Allocations with Full or RM approval at 31/3/20	These allocated sites have full/reserved matters approval (as of 31/3/20) and in a number of cases development has commenced. These sites are deliverable in accordance with the NPPF/NPPG requirements, except in a small number of cases where more recent evidence indicates the schemes will not progress as proposed (see trajectory for further details). Evidence from developers (and other sources where appropriate) used to inform delivery timescales and projected build out.
2b	Allocations with outline approval at 31/3/20 (major sites)	Major allocated sites (10 or more dwellings) with outline planning permission as of 31/3/20. Only included in initial five years of trajectory where evidence indicates site is deliverable in accordance with NPPF/NPPG. Delivery timescales and projected build out provided by developers or site promoters where applicable. Figures provided may be based on applications approved since 31/3/20. Refer to notes in trajectory for the evidence and assumptions applicable to each site.
3a	Windfall sites with full approval at 31/3/20 (major sites)	Major windfall site development with full or reserved matters approval (as of 31/3/20). These sites are considered deliverable in accordance with the NPPF/PPG unless evidence indicates otherwise. Evidence from developers (and other sources where appropriate) used to inform delivery timescales and projected build out.
3b	Windfall sites with outline approval at 31/3/20 (major sites)	Major windfall sites (10 or more dwellings) with outline planning permission as of 31/3/20. The sites in this category are only included in the initial five years of the trajectory where evidence indicates site is deliverable in accordance with NPPF/NPPG. Delivery timescales and projected build out provided by developers or site promoters where applicable. Figures provided may be based on RM applications approved since 31/3/20. Refer to notes in trajectory for the evidence and assumptions applicable to each site.
3c	Non major windfall sites with full or outline approval	Non major windfall development with full or outline permission. These sites are deliverable within 5 years in accordance with the NPPF/PPG, unless evidence indicates otherwise (e.g. sites under construction for > 5 years excluded unless evidence of recent progress or indication of intention to progress with development). Assumed year of first completions shown in trajectory as follows: Outline only - year 3; Full/RM PP only - year 2; Full/RM PP and under construction - year 1

*Please see notes in the 'Deliverability Evidence/ Other Comments' column in Appendix A for a full explanation of the evidence and assumptions applicable to each site.

In addition to deliverable sites identified in the housing trajectory (Appendix A), there are other sources that contribute to the five year housing land supply. These additional sources are:

- Proposed new communal accommodation in residential institutions with planning consent;

- An 'allowance' for future completions on windfall sites (excluding sites with existing planning consent).

These two additional elements of the housing supply are discussed in further detail below.

Communal accommodation

The NPPG indicates that local planning authorities should count housing provided for older people, including residential institutions in use class C2, as part of their housing land supply (68-035-20190722). Where there is planning consent for self-contained residential accommodation for older people (e.g. flats that form part of a care complex), this would be assessed in terms of its deliverability as part of the regular housing supply and included in the housing trajectory as applicable. However the housing trajectory does not account for planned provision of new residential accommodation for older people in communal settings such as care homes and other residential institutions in use class C2. There are a number of proposed developments in Mid Devon that will result in new residential accommodation within communal establishments such as these.

Student accommodation in communal establishments can also contribute to the housing supply (68-034-20190722), however there is no proposed accommodation of this type in Mid Devon.

Therefore, in assessing the current housing supply, there is a need to take account of any proposed developments which will provide additional accommodation (in the form of new bed spaces) for older people in communal establishments such as care homes. Appendix A(4) identifies proposed developments of this type in Mid Devon which have full planning permission and are expected to be completed within the next five year period, therefore contributing to the five year housing land supply. In accordance with the NPPG, an appropriate ratio⁴ is applied to the proposed number of new bed spaces to establish the amount of accommodation released in the housing market (i.e. the equivalent number of new residential units). As set out in Appendix A(4), it is expected that the proposed new developments of communal accommodation for older people would result in the release of the equivalent of 6 new dwellings into the housing market which contribute to the housing supply in the next five years.

Calculation of windfall allowance

In addition to the elements of the housing supply identified above, in accordance with the NPPF, an additional windfall allowance is included to account for the future delivery of currently unconsented windfall developments.

Paragraph 70 of the NPPF states that:

Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate

⁴ Ratio based on the average number of adults in households according to published census data (in accordance with guidance on housing for older and disabled people ref 63-016a-20190626). For Mid Devon this figure is 1.906 (<https://www.nomisweb.co.uk/reports/localarea?compare=1946157360>)

development of residential gardens, for example where development would cause harm to the local area.

It is anticipated that historic trends in windfall development across Mid Devon will continue. The authority’s monitoring data demonstrates that windfall sites have consistently formed a significant element of housing completions within the district even through periods of economic recession and therefore there is every reason to expect that they will continue to provide a reliable source of supply.

Appendix 4 of the Housing and Economic Land Availability Assessment (HELAA) methodology³ provides the windfall allowance calculation methodology currently used across the Exeter Housing Market Area (HMA) and incorporated within the five year land supply calculations of each Local Planning Authority within the HMA. This methodology identifies mean net dwelling completions on windfall sites over the previous five year period, disregarding completions on garden land and sites of more than 20 dwellings. The projected windfall allowance for each year of the housing trajectory is then based on this average annual figure, ensuring that windfalls already counted in the supply (with permission or under construction) are not double counted.

The table below sets the latest HELAA windfall allowance calculation for Mid Devon based on windfall completions within the district over the past five years (as per monitoring data set out in annual Housing Land Availability Summaries).

TABLE 5: Mid Devon windfall allowance calculation in accordance with HELAA methodology

Monitoring Year	(A) Total Windfall completions	(B) Windfall completions on garden land	(C) Windfall completions on sites >20 dwellings	Net windfalls for 5 year land supply calculations = (A) – (B) – (C)
2015/16	165	11	31	123
2016/17	192	10	71	111
2017/18	262	22	95	145
2018/19	199	9	3	187
2019/20	159	13	59	87
5 Year Mean (total 2015 > 2020) / 5 :				131

The table above demonstrates a projected windfall allowance for Mid Devon of 131 dwellings per year. Dwellings from consented windfall sites already recorded by the monitoring data are projected to be delivered over the first three years of the next five year period (see Appendix A-3). In each of these three years, the delivery of consented windfalls is expected to exceed the annual windfall allowance of 131. Therefore to avoid double counting of consented windfalls, the windfall allowance (which allows for future consented windfalls) will only be included in the trajectory in years four and five of the next five year period. Applying the annual windfall allowance for these two years adds 262 dwellings to the five year housing supply (2 x 131 = 262).

Summary of contribution to five year housing supply by source

Table 6 below sets out the contribution made by each of the sources of housing supply identified in this statement to the housing supply over the next five year period based on the housing trajectory. For full detail on the sites that make up each element of the housing supply in categories 1-4 and the evidence used to assess the deliverability of each site, please see the housing trajectory set out in Appendix A.

TABLE 6: Summary of five year housing land supply by source of supply

Housing Supply Source (status as of 31/3/20) & Category (see table 4)		Units expected delivery years 1-5	2020/21	2021/22	2022/23	2023/24	2024/25
Allocations in adopted Local Plan without planning consent *	1	975	0	48	177	344	406
Allocations with full or reserved matters approval**	2a	493	184	199	101	9	0
Allocations with outline approval*	2b	270	0	25	95	100	50
Windfall sites of 10 or more dwellings with full or reserved matters approval**	3a	150	11	31	108	0	0
Windfall sites of 10 or more dwellings with outline approval*	3b	86	0	61	25	0	0
Consented windfall sites of fewer than 10 dwellings**	3c	560	217	306	37	0	0
Communal accommodation with planning consent (individual residential unit equivalent)^	4	6	0	6	0	0	0
Windfall allowance (unconsented)~	n/a	262	0	0	0	131	131
Total Housing Supply (all categories)		2802	412	676	543	584	587

* Only included in initial five years of trajectory where evidence indicates site is deliverable in accordance with NPPF/NPPG.

** Included in initial five years of trajectory unless evidence indicates site is not deliverable

^ Individual residential unit equivalent released by provision of bed spaces in communal establishments

~ Additional allowance included in years where expected delivery of committed windfalls falls below minimum level indicated by annual windfall allowance (131 units per year)

APPENDICES

A Housing Trajectory & Deliverability Evidence

A (1) Unconsented allocations

A (2) Consented allocations

A (3) Windfall sites

A (4) Communal Accommodation

B Information request to developers, site promoters and landowners

B (1) Template letter

B (2) Template survey form

For Appendices A(1) -A(4) please see Excel spreadsheets



**Forward Planning
Planning Services**

Phoenix House
Phoenix Lane
Tiverton
Devon
EX16 6PP
Tel: 01884 234334

e-mail: fplan@middevon.gov.uk

Date: 10 August 2020

Contact: Mr Ben Lucas

Dear Sir/Madam,

Housing Land in Mid Devon – Request for Information.

As part of our ongoing monitoring of housing development in the district, Mid Devon District Council is contacting land owners, site promoters, agents and developers who hold an interest in sites allocated for development in the recently adopted Local Plan and other large sites (10 dwellings or more).

We are keen to work positively and proactively with the development industry so that land identified for new homes can come forward for development. We would therefore like your help to collect information on development intentions for key sites including timescales, likely commencement dates, build out rates and any challenges you envisage that might affect sites coming forward. This information will assist the Council in building a clear picture of the sites expected to come forward for new homes across the district to help inform our annual monitoring reports.

We understand from our records that you have an interest in the site xxx, xxx. If this is incorrect and you no longer have an interest in the site, please let us know and if possible provide updated contact details.

We would be grateful if you could check (and if necessary amend) the information on the enclosed form, complete the remaining sections and return it to us (via post or email) by **1st September**. If you have any questions regarding this request for information, please do not hesitate to contact the Forward Planning team at fplan@middevon.gov.uk.

We look forward to hearing from you.

Tristan Peat
Forward Planning Team Leader

HOUSING LAND SUPPLY INFORMATION REQUEST FORM



Site name and location											
Local Plan Review reference						Planning application reference (if applicable)					
Your contact details (please update if applicable)											
Please indicate your interest in the site (e.g. landowner/ agent/site promoter/developer)						Please advise if you no longer hold an interest in the site (if possible please provide details of those with a known interest in the site)					
Is the site still available for development? (Please confirm ownership, whether site is being actively marketed etc.)											
Progress towards submission of planning application (outline/reserved matters as applicable) (e.g. site assessment, discussions with developers etc.)											
Please indicate when you would anticipate the submission of a planning application (outline/reserved matters as applicable)						Anticipated commencement of development					
Anticipated completed number of dwellings by March 2024						Anticipated completion of development					
Projected site build out (dwellings completed annually) <i>N.B. Please indicate completions in the period 1st April – 31st March each year</i>	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	
Are there any current barriers delaying or preventing development coming forward on this site?											
Any other comments/useful information?											