



# **Kirklees Publication Draft Local Plan**

## **Technical Paper: Housing**

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## **1. Introduction**

- 1.1 National planning policy requires local planning authorities to identify sufficient land to ensure their local plan meets the full, objectively assessed needs for market and affordable housing in the housing market area. The Kirklees Publication Draft Local Plan housing requirement has been identified following analysis of demographic and economic scenarios for Kirklees, set in the Leeds City Region context. There has been a further update of this information since the Draft Local Plan was produced to take account of the 2014-based CLG household projections and revised economic information. The calculation of the housing requirement in the Publication Draft Local Plan is therefore based on the most up to date information available.
- 1.2 Sites will be allocated to ensure the Local Plan housing requirement can be met. The calculation of the amount of land required for housing takes account of factors such as completions since the Local Plan base date (1<sup>st</sup> April 2013), existing planning permissions, a windfall allowance and consideration of potential losses. A significant number of potential housing sites submitted to the council have been assessed through the Local Plan process. The accepted development options are set out in the Publication Draft Local Plan Allocations and Designations document and on the Policies Map. Rejected options are shown on a rejected options plan and associated document.
- 1.3 This technical paper provides the context relating to the housing elements of the Publication Draft Local Plan. It provides background information relating to national planning policy, local context, the housing requirement, land supply, site assessment assumptions and the housing trajectory.

## **2. National planning context**

- 2.1 The following section sets out key points from the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) relating to housing.

### **Housing requirement and affordable housing needs and supply**

#### Sustainable development

- 2.2 NPPF paragraph 14 sets out the presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For plan-making this includes positively seeking opportunities to meet the development needs of the area. Local Plans should meet objectively assessed needs unless the impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole or specific policies in the NPPF indicate development should be restricted.

#### Housing needs

- 2.3 NPPF (paragraph 47) identifies measures for local planning authorities to boost significantly the supply of housing including ensuring their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area. NPPF (paragraph 159) requires the preparation of a Strategic Housing Market Assessment (SHMA) to assess the full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should also identify the scale and mix of housing and the range of tenures the local population is likely to need over the plan period, with consideration of household and population projections. This should enable the Local Plan to:

- meet household and population projections, taking account of migration and demographic change;
- address the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
- cater for housing demand and the scale of housing supply necessary to meet this demand.

- 2.4 NPPF (paragraph 50) sets out measures to deliver a wide choice of high quality homes, widen home ownership opportunities and create sustainable, inclusive and mixed communities including:

- Planning for a mix of housing based on current and future demographic trends;
- Identifying the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- Setting out policies for how affordable housing is delivered, including meeting needs on site unless off-site provision or a financial contribution of broadly equivalent value can be justified.

- 2.5 National Planning Practice Guidance provides more clarity and defines need as “the scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period”. It clarifies that this includes catering for the housing demand of the area and identifying the scale of housing supply necessary to meet that demand. NPPG requires assessments of need to be based on facts and unbiased evidence, though local planning authorities may take constraints into account when bringing the evidence base together to identify specific policies within development plans.
- 2.6 NPPG states that in line with the duty to cooperate, local authorities should work with neighbouring authorities to assess their housing needs, although it acknowledges that within a larger housing market area, there may be sub-markets with specific features. NPPG does not set out a specific methodology to be followed in identifying housing market areas, but it refers to three information sources that can be used to broadly define them:
- House prices and house price trends;
  - Household migration and search patterns; and
  - Contextual data, for example travel to work, retail and school catchment areas.
- 2.7 In terms of establishing housing need, household projections published by the government are recognised as the starting point, but these are trend based so do not predict the impact of future government policies, changing economic circumstances or other factors. The guidance requires an assessment of whether housing projections need to be adjusted to reflect relevant market signals such as land prices, house prices, rents, affordability, rate of development and overcrowding.
- 2.8 NPPG requires Local Plans to consider future and current housing trends including the age profile of the population, household composition (e.g. single people, couples, families), existing house sizes (no. of bedrooms) and tenure. Specific types of housing / groups of people that require consideration in needs assessments include the private rented sector, people wishing to build their own homes, family housing, housing for older people, households with specific needs and student housing.
- 2.9 National guidance states that households considered to be in affordable housing need include those with insecure tenures, those in overcrowded households or in unsuitable or unfit housing and people with particular social needs. When calculating the need for affordable housing a number of factors are to be considered. These include the number of homeless households, those in priority need housed in temporary accommodation, those in overcrowded households or unsuitable dwellings, households from other tenures in need and those that cannot afford their own homes. Newly arising affordable housing need is defined as the number of newly forming households multiplied by the proportion unable to afford market housing. The total need for affordable housing should consider the newly arising need against the total available stock.

2.10 Within this affordable housing need, ‘starter homes’ have been introduced as a form of affordable housing. These are homes for sale at a minimum of 20% below the open market value of the property. After the discount, they are not expected to be priced significantly more than the average price paid by a first time buyer. The Publication Draft Local Plan housing mix and affordable housing policy and justification text provides more detail in relation to starter homes.

#### Housing supply

2.11 NPPF states that local planning authorities should prepare a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period (paragraph 159). NPPG sets out how local authorities should approach the assessment of land availability for housing by:

- identifying sites and broad locations with potential for development;
- assessing their development potential; and
- assessing their suitability for development and the likelihood of development coming forward (the availability and achievability).

2.12 In considering the deliverability of sites, paragraph 173 considers plan viability and requires local planning authorities to consider how development will provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

2.13 Paragraph 52 states that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns. Local planning authorities should work with the support of their communities to consider whether such opportunities provide the best way of achieving sustainable development.

2.14 To maintain the supply of deliverable sites local authorities should (paragraph 47):

- identify and update annually a supply of specific deliverable sites sufficient to providing five years’ worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition in the market for land, or 20% where authorities have a record of persistent under-delivery;
- Identify a supply of specific and developable sites / broad locations for growth for years 6-10 and, where possible, for years 11-15;
- Set out a housing trajectory to illustrate expected rate of housing delivery;
- Set out a housing implementation strategy describing how they will maintain delivery of a five-year supply of housing land; and
- Set their own approach to housing density to reflect local circumstances.

2.15 Paragraph 49 states that if an authority is unable to demonstrate a five year supply of deliverable housing land, policies relating to the supply of housing are considered to be out of date and planning applications would be considered “in the context of the presumption in favour of sustainable development”.

- 2.16 NPPF (paragraph 48) states that an allowance for windfall sites can be included in the five year supply calculation when it can be demonstrated that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. The allowance must be realistic and have regard to the SHLAA and historic windfall delivery rates and exclude residential gardens. NPPG adds that broad locations can be identified in years 6-15, which could include a windfall allowance based on a geographical area but this must follow the same criteria as paragraph 48.
- 2.17 NPPF (paragraph 111) sets out that planning policies should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. NPPF (paragraph 51) also sets out that local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers.
- 2.18 Paragraph 85 refers to the necessity to also identify areas of safeguarded land in order to meet longer-term development needs stretching well beyond the plan period. This land is not allocated for development at the present time and planning permission for the permanent development of safeguarded land should only be granted following a local plan review which proposes the development.

#### **Gypsy and Travellers and Travelling Showpeople needs and supply**

- 2.19 Planning policy for traveller sites (August 2015), which should be read in conjunction with NPPF and NPPG, sets out specific guidance relating to Travellers. It states that local authorities should assess needs for the purposes of planning and develop fair and effective strategies to meet needs through the identification of land. It encourages local authorities to plan for sites over a reasonable timescale whilst recognising that the green belt should be protected from inappropriate development and that travellers may own sites.
- 2.20 Planning policy for Traveller sites states that local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
- 2.21 The policy also states that local planning authorities should, in producing their Local Plan:
- Identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against locally set targets;
  - Identify a supply of specific developable sites, or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
  - consider production of joint development plans that set targets on a cross-authority basis to provide more flexibility in identifying sites, particularly if a

local planning authority has special or strict planning constraints across its area;

- relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and
- protect local amenity and the environment.

**Other relevant national policies and strategies**

2.22 Other relevant government policies and strategies linked to the housing element of the Local Plan include:

- Housing and Planning Act - this sets out provision for the consideration of starter homes as a type of affordable housing, 'permission in principle' to be granted on allocated land by development orders or through Local Plans, Neighbourhood Plans or the Brownfield Register, the extension of Right to Buy to Housing Associations and provisions requiring councils to consider the sale of vacant council housing.
- Laying the Foundations: A Housing Strategy for England - this document sets out details in relation to home ownership, social housing and the role of the private sector.
- Fixing the Foundations Productivity Plan - includes measures to ensure Local Plans are in place, strengthens guidance on Duty to Cooperate, promotes high density housing around commuter hubs, sets out the government's commitment to starter homes and promotes a 'zonal' planning system to promote brownfield sites.

### **3. Local context**

3.1 A number of local strategy and evidence documents provide relevant context, including:

- Kirklees Economic Strategy - recognises the role of housing growth “to support economic development and quality of life, through delivery of more, better and affordable housing; including in town centres and through currently underused assets”.
- The Kirklees Empty Homes Strategy - sets out a range of measures to reduce the number of empty homes in Kirklees, set out in a three tiers:
  - Advice and Guidance: Providing basic advice to property owners to alert them of the options available to them;
  - Assessment and Support: Properties that have been empty for a longer period of time may require assessment, taking into account the level of housing need, the length of time vacant, property condition, social impact and number of complaints. Options available to property owners may be financial incentives, assistance from the Homes and Communities Agency and Kirklees Private Letting Service; and
  - Problem Properties: For properties suffering from blight due to being empty. Measures include provision for the Council to take over the management of the dwelling, demolition orders and enforcement notices.
- A Place to Live Life to the Full - Accommodation Strategy for Older People in Kirklees – sets out demographic changes leading to greater needs for accommodation for older people in the next 20 years. It states that without social care arrangement changes it will become increasingly difficult to support older people to live independently. The strategy seeks to increase housing choices for older people, bearing in mind the need, lifestyles, and historic barriers for owner occupiers.
- “A Place to Live”. This is a joint commissioning strategy for accommodation for people who experience mental health problems in Kirklees and is based on three principles:
  - individuals who experience mental health problems should not have to undergo a change in accommodation to receive the level of care that they need at any particular time, and that a range of options are available with regards to having a place to live;
  - focus on independence and autonomy should not be lost for individuals who do require periods of support within specialist accommodation services; and
  - support solutions should be co-produced.

- “A Place to Live. An Accommodation Strategy for adults with learning disabilities living in Kirklees” - seeks to create ordinary housing options and improve access for people with learning disabilities to community housing provision, creating more choice and control over where people choose to live. The strategy seeks to meet these objectives by building effective partnerships with accommodation providers, using person centred approaches to meet people’s needs and developing a greater diversity of housing and support options within Kirklees.
- Housing Commissioning Strategy - developed in consultation with the council’s key partners and stakeholders, in the context of council strategies and evidence. The strategy sets out the national and local housing context, identifies the current housing challenges faced in Kirklees and details the actions that the council and its partners will take to address the challenges. The Housing Commissioning Strategy is underpinned by, and contributes to, the council’s wider priorities for tackling poverty, stimulating economic growth and inward investment and improving the health and wellbeing of all residents in Kirklees.
- Kirklees Joint Health and Wellbeing Strategy - recognises safe, affordable, warm housing as a determinant of health in the district.

## **4. Evidence base – objectively assessed housing needs for Kirklees**

- 4.1 The Kirklees Strategic Housing Market Assessment (SHMA)<sup>1</sup> has been updated in 2016 to take account of the 2014-based CLG household projections, updated contextual information and updated economic assumptions in accordance with the delivery of the objectives of the Kirklees Economic Strategy. The SHMA identifies the district's objectively assessed housing needs by determining the housing market area and the need within that area, taking a range of factors into account.

### **Identifying the housing market area**

- 4.2 In determining the housing needs of Kirklees it is important to consider the extent of the housing market area and whether the district can be considered to be self-contained in planning policy terms. The SHMA considers previous analysis undertaken at sub-regional level of housing market areas, which showed that the housing market geography of Kirklees is complex and linked to the wider Leeds City Region.
- 4.3 In 2010, the government published the Geography of Housing Market Areas (National Housing and Planning Advice Unit) which sought to construct a consistent geography of housing market areas for England. The research examined different levels of housing market areas based on a consideration of commuting, migration patterns and house price data. The analysis suggested Kirklees is located within a wider functional 'Leeds' strategic framework housing market area which includes Barnsley, Leeds, Wakefield and Harrogate.
- 4.4 In 2014 work was undertaken within the Leeds City Region to bring together earlier evidence to identify factors to be considered in an updated analysis of the housing market relationships between district areas<sup>2</sup>. This work considered existing reports and more recent evidence as well as the circumstances and potential actions where cross boundary relationships raise matters of strategic significance. It concluded that there are several cross-boundary housing market links in the city region.
- 4.5 The 2016 revision to the SHMA brings together such evidence, taking account of the Leeds City Region context and exploring further issues to provide analysis of the Kirklees housing market area. This includes consideration of land prices, house prices and rates of change, household migration and search patterns, and other contextual data in accordance with planning guidance.
- 4.6 Three localised housing market areas were identified in the Kirklees SHMA, including:
- Huddersfield (extending to the north into part of Calderdale);
  - Dewsbury and Mirfield (extending into South Leeds); and

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<sup>1</sup> Kirklees Strategic Housing Market Assessment (SHMA) (Arc4, 2016)

<sup>2</sup> Leeds City Region Partnership: Understanding the cross boundary impacts of housing markets and jointly planning housing provision in these areas (Andy Haigh Associates, May 2014)

- Batley & Spen (extending north into Bradford).

4.7 Despite the existence of these localised housing market areas, the SHMA analysis indicates that the cross-boundary linkages are not considered to be of sufficient significance in planning policy terms. The analysis supporting this conclusion is set out in the SHMA. The analysis of evidence in SHMA suggests Kirklees is considered to be a self-contained housing market area for local planning policy purposes. It is therefore important to assess the housing needs of Kirklees on that basis.

#### **Assessing housing needs and setting the Local Plan housing requirement**

4.8 National planning practice guidance recognises that household projections published by the Department of Communities and Local Government should provide a starting point when estimating overall housing need. These trend-based household projections are produced every two years by the government, based on population projections from the Office for National Statistics. For Kirklees, these projections were used as a starting point in the generation of demographic and economic scenario analysis carried out through work within the Leeds City Region and through the Strategic Housing Market Assessment (SHMA).

4.9 Taking account of these factors, work was undertaken within the Leeds City Region in 2013 to establish a common methodological approach to calculating objectively assessment of housing requirements.<sup>3</sup> This was to ensure a consistent approach to determining housing requirements across the City Region.

4.10 Following on from this, the Leeds City Region Demographic Forecasts<sup>4</sup> work (March 2014) considered a range of different assumptions relating to economic forecasts, migration trends and headship rates of households. The analysis forecast the number of additional dwellings to be delivered on an annual basis in the Leeds City Region between 2012 and 2031. This information provided the context for each local authority to undertake specific analysis for their district.

4.11 Taking account of this Leeds City Region analysis, in September 2014, demographic analysis was undertaken with a specific focus on Kirklees<sup>5</sup>. This provided Kirklees-specific demographic forecast analysis for the period to 2031 resulting in potential housing need scenarios. These included demographic scenarios and jobs-led scenarios (including trend based information and outcomes reflecting the Kirklees Economic Strategy). Following the publication of 2012-based household projections, the analysis was refined further and an addendum to the final report was published in March 2015<sup>6</sup>. The results were analysed in the SHMA (2015) which provided evidence to inform the draft Local Plan in 2015.

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<sup>3</sup> The objective assessment of housing requirements: Establishing a common methodological approach (Edge Analytics, November 2013)

<sup>4</sup> Leeds City Region: Demographic Forecasts 2012-31 (Phase 1 Report) (Edge Analytics, March 2014)

<sup>5</sup> Kirklees Demographic Analysis & Forecasts: Assumptions, Methodology & Scenario results (September 2014)

<sup>6</sup> Kirklees Demographic Analysis & Forecasts: Evaluating the impact of the 2012-based DCLG household projections: Addendum to September 2014 report (March 2015)

- 4.12 The Kirklees SHMA (2015) set out a series of potential housing requirement scenarios for Kirklees using the 2012-based CLG household projections as a starting point and considering economic assumptions. The SHMA (2015) identified a housing requirement of 1,630 per annum based on the average of jobs-led scenarios.
- 4.13 Following the publication of the 2014-based national household projections, updated analysis has been undertaken by Edge Analytics<sup>7</sup> to ensure the latest household projections have been considered as a starting point, in accordance with NPPG. The SHMA (2016) has used the latest Edge Analytics analysis and revised economic information as set out in the Publication Draft Local Plan Employment Technical Paper to update the calculation of the objectively assessed housing needs.
- 4.14 The SHMA (2016) also concludes that no changes to the housing requirement are required due to market signals because the housing market in Kirklees is relatively stable and that market signal trends have generally been in line with regional and national trends. The SHMA (2016) sets out the methodology used to reach the Publication Draft Local Plan housing requirement. The SHMA (2016) recommends a housing requirement of **1,730 per annum**. The Sustainability Appraisal has considered different levels of housing growth and full details are provided in Sustainability Appraisal report.

Previous housing delivery and consideration of backlog

- 4.15 The latest examined housing requirement for Kirklees was set out in the Yorkshire and Humber Regional Spatial Strategy (RSS). This set out a requirement for 1,060 new homes from 2004-2008 followed by a requirement for 1,700 new homes from 2008-2026. The RSS was revoked by the government in 2013. Table 1 sets out the number of annual net housing completions compared to RSS since 2004.

Table 1 - Net annual housing completions prior to the Local Plan base date (2013)

Year	Net annual housing completions	RSS requirement	Completions compared to RSS requirement
2004/5	1,349	1,060	289
2005/6	1,074	1,060	14
2006/7	2,261	1,060	1,201
2007/8	2,281	1,060	1,221
2008/9	1,098	1,700	-602
2009/10	692	1,700	-1,008
2010/11	974	1,700	-726
2011/12	873	1,700	-827
2012/13	753	1,700	-947
Total	11,355	12,740	-1,385

- 4.16 As the SHMA (2016) is based on up to date demographic information relating to the need for housing at the Local Plan base date (1<sup>st</sup> April 2013), there is no requirement to provide new homes as a result for past under-delivery against the Regional Spatial

<sup>7</sup> Edge Analytics Demographic Scenario Analysis for Kirklees Council (July 2016 and October 2016)

Strategy prior to the base date. This approach is consistent with Planning Advisory Service ‘Objectively Assessed Need and Housing Targets Technical Advice Note’ which states that *“in assessing future need plan-makers should not add any ‘backlog’, where past housing development under delivered against earlier plans”*. This accords with the case of Zurich Assurance Limited v Winchester City Council (EWHC 758 (Admin) 18th March 2014).

- 4.17 Housing completions since the Local Plan base date (1<sup>st</sup> April 2013) represent a shortfall in delivery. This shortfall has been taken into account in the calculation of the amount of land to be allocated in the Local Plan (see table 2).

#### **Requirement for housing allocations**

- 4.18 Although the housing requirement for the Local Plan period has been identified through the SHMA (2016) as 1,730 dwellings per annum, a number of factors have been considered in calculating the number of new homes to be accommodated on Local Plan housing allocations. These include factors such as completions to date, existing planning permissions, a windfall allowance and an allowance for losses as set out in table 2 followed by explanation text below the table.
- 4.19 There is no longer an overall flexibility allowance because the sites have been assessed using the robust Local Plan methodology which has given full consideration to the deliverability and developability of sites. However, as not all planning permissions have been fully assessed using the Local Plan methodology, the table below sets out a 10% contingency on top of the planning permission capacity where sites are not also subject to Local Plan options. This takes into account the potential scenario where some approved capacity may not be delivered as anticipated.

**Table 2 – Housing requirement and sources of housing supply in the Publication Draft Local Plan:**

	Housing supply sources / allowances	Summary explanation	Amount to be added / subtracted to reach the requirement for new housing allocations
A	Housing requirement (from the Strategic Housing Market Assessment)	Housing required over the plan period (1,730 x 18 years within the period 2013-31)	31,140
B	Net housing completions (2013/14 – 2014/15)	Net new homes built in the first two years of the Local Plan period	-1,706
C1	Sites with planning permission at 01/04/2015 (that are not proposed as allocations in the Local Plan)	The total capacity of sites with planning permission is 7,135 homes but to avoid double counting with allocations, this table only shows the capacity with planning permissions for new	-5,111

		homes where sites are not proposed as allocations in Local Plan.	
C2	10% lapse rate on planning permissions not allocated in the Local Plan	To provide contingency where some planning permissions may not be delivered	511
D	Windfall allowance	An Allowance of 450 per annum (2020-31 only)	-4,950
E	Allowance for homes lost through demolition / change of use / conversion	90 per annum, projecting forward the trend from the last five years (2014-2031)	+1,440
F	Sub-total of land to be allocated in the Local Plan	Total derived from above rows	21,324

#### A. Housing requirement

- 4.20 The SHMA identifies a Kirklees housing requirement of 1,730 dwellings per annum for the period 2013-31 which equates to 31,140 dwellings.

#### B. Net housing completions (since Local Plan base date)

- 4.21 1,706 new homes have been built (net) in the period 2013/14 – 2014/15 (table 3) which have met some of the identified need during the Local Plan period (2013-31).

Table 3 - Net annual housing completions since 1<sup>st</sup> April 2013:

Year	Net annual housing completions	Local Plan requirement	Completions compared to Local Plan requirement
2013/14	1,036	1,730	-694
2014/15	670	1,730	-1060
Total	1,706	3,460	-1,754

#### C1. Sites with planning permission

- 4.22 At 31<sup>st</sup> March 2015, 7,135 homes have yet to be built on sites with existing planning permissions in Kirklees. However, 2,024 of these approved houses are within sites that are allocated for housing in the Local Plan, therefore 5,111 is the additional capacity derived from these sites. These will contribute to meeting needs, particularly in the earlier part of the plan period. As the Local Plan progresses this figure will be monitored and adjusted to reflect the latest available information.

#### C2. Deduction from planning permission capacity

- 4.23 Sites accepted as housing allocations in the Publication Draft Local Plan, including sites that already have planning permission, have been assessed using the robust Local Plan methodology and therefore there is confidence that they will deliver the expected number of homes during the plan period. Where sites with planning permission for housing have not been tested through the Local Plan site allocations

methodology a 10% allowance for under-delivery has been applied to the overall planning permission capacity for these sites. The inclusion of an allowance for sites with existing permission was discussed in the 2014 High Court Decision (Bloor Homes East Midlands Ltd v SoS and Hinckley and Bosworth BC 2014] EWHC 754 (Admin)) and provides more certainty that the Local Plan will be able to deliver the required number of homes over the plan period.

#### D. Windfall allowance

4.24 The total number of new homes built on windfall sites since 1999/2000 (excluding those built on residential gardens consistent with national planning policy) was 14,162 (an average of 885 per annum) (see Appendix 1). The de-industrialisation of many parts of the district and high level of housing delivery on brownfield sites has contributed to a high percentage of housing on windfall sites. In addition, the “brownfield first” approach in previous national planning policy during much of this period led to higher delivery on brownfield windfall sites. The past rate of delivery on windfall sites demonstrates that this has been a reliable source of supply over the past 15 years, accounting for approximately three-quarters of all completions in the Kirklees. It is therefore appropriate to include a windfall allowance in the Local Plan calculations.

4.25 The rate of windfalls coming forward in the plan period is likely to be fewer than previously as the council will have an up-to-date development plan in place that allocates land for over 20,000 new homes. Despite the amount of land that will be allocated for housing in the Local Plan, windfall sites are still expected to come forward from the following main sources:

- Land previously used / currently in use for industry  
Section 150 of the 2016 Housing and Planning Act requires local authorities to maintain brownfield registers of sites, which could lead to sites gaining permission in principle. This is likely to support development coming forward on brownfield sites, i.e. former industrial sites.

The Publication Draft Local Plan seeks to safeguard areas in established business and industrial use through the identification of Priority Employment Areas (PEAs). The Local Plan has not sought to protect employment land that may not meet the needs of modern business operations, increasing the potential for such land to be developed for housing. Whilst some industrial sites have been submitted to the council as potential Local Plan housing allocations, many of the sites are currently in operational use.

- Sites below the 0.4 hectare site allocation threshold  
Since 2006/7, approximately one third of all completions, an average of 424 per year, have been on sites of less than 0.4 hectares (excluding residential gardens). This level of completions demonstrates that small sites make a valuable contribution to the delivery of housing in Kirklees.
- Permitted development rights

The Town and Country Planning (General Permitted Development) Order 2015 allows agricultural buildings, retail and commercial premises to be converted to residential uses without planning permission, subject to thresholds, limitations and size conditions.

- 4.26 It has been assumed that most of the housing requirement for the early years of the Local Plan will be delivered from housing allocations and sites which already have planning permission. As such, the Publication Draft Local Plan only includes a windfall allowance for the final 11 years of the plan.
- 4.27 It is anticipated that the adoption of the Local Plan will result in a reduction in the rate at which windfall sites come forward, as the new housing allocations become available. As a result, a windfall allowance of 450 per annum is therefore proposed for the final 11 years of the plan period (2020-2031) and has been included in the land requirement calculations. This represents half of the past delivery on windfall sites to reflect the impact of new allocations of land in the Local Plan but also to recognising that sites less than 0.4ha will continue to deliver housing as well as larger sites where circumstances change over the plan period. The total amount of housing anticipated on windfall sites during the plan period (applied only to the final 11 years of the plan) is therefore 4,950.

E. Allowance for losses

- 4.28 Allowance needs to be made for dwellings lost to the total stock of houses. Dwellings can be lost for a number of reasons, including demolition, the conversion of dwellings into fewer units (two dwellings into one for example), or through change of use to alternative uses (change of use of dwelling to office for example). Table 4 shows losses through conversion, change of use or demolition over the past five years.

Table 4 - Dwelling losses through conversion, change of use and demolition

Losses	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/15	Average
Conversions	22	29	21	45	22	27
Change of use	27	28	19	10	26	22
Demolitions	83	35	29	31	13	38
Total losses	132	92	69	86	61	88

- 4.29 Table 4 shows that there has been an average loss of approximately 90 dwellings per annum over the past five years. An allowance has therefore been added to the requirement for the remaining 16 years of the plan period (2015-2031), equating to an additional requirement for 1,440 dwellings over the plan period.

F. Total number of homes to be allocated in the Publication Draft Local Plan

- 4.30 As shown in table 2, there is the need to allocate land in the Publication Draft Local Plan to accommodate an additional 21,324 new homes.

### Empty homes

- 4.31 Consideration has been given to whether empty homes can be brought back into use to contribute to future needs through the Local Plan period. Homes which are empty for short period of time are often as a result of the normal operation of the housing market such as where people buying and selling their homes resolve legal and financial issues. However, the proportion of long-term vacancies can indicate that action is required.
- 4.32 The council has an Empty Homes Strategy which has helped to reduce the number of empty homes, including long-term vacancies, in the district through a variety of methods. The Strategic Housing Market Assessment (SHMA) sets out the latest information relating to empty homes. The Publication Draft Local Plan does not rely on new housing capacity from this source as there would need to be robust evidence that the supply of empty homes brought back into use would occur consistently and with certainty over the plan period.
- 4.33 Additional housing capacity made available through bringing empty homes back into use will provide further flexibility in meeting the housing requirement. The number of empty homes will continue to be monitored to establish whether there is any significant change in vacancy.

### Safeguarded land

- 4.34 NPPF paragraph 85 sets out that, where necessary, safeguarded land should be identified in the Local Plan to meet longer term development needs beyond the end of the Local Plan period (i.e. from 2031 onwards in Kirklees). Paragraph 6.10 of this technical paper sets out how the Publication Draft Local Plan has identified such sites.

### Housing tenure and mix

- 4.35 The Kirklees SHMA provides an overview of the housing market characteristics in the district based on price, tenure and type of housing stock. For this purpose the district is divided into six areas for analysis purposes, based on some sub-division of the four Local Plan sub areas as set out in table 5.

Table 5 - SHMA sub-areas

SHMA sub-area	Wards	Local Plan sub-area
Batley and Spennings	<ul style="list-style-type: none"> <li>• Batley East</li> <li>• Batley West</li> <li>• Birstall &amp; Birkenhead</li> </ul>	Batley and Spennings
Dewsbury and Mirfield	<ul style="list-style-type: none"> <li>• Dewsbury East</li> <li>• Dewsbury South</li> <li>• Dewsbury West</li> <li>• Mirfield</li> </ul>	Dewsbury and Mirfield
Huddersfield North	<ul style="list-style-type: none"> <li>• Ashbrow</li> <li>• Golcar</li> <li>• Greenhead</li> </ul>	Huddersfield

	<ul style="list-style-type: none"> <li>• Lindley</li> </ul>	
Huddersfield South	<ul style="list-style-type: none"> <li>• Almondbury</li> <li>• Crosland Moor &amp; Netherton</li> <li>• Dalton</li> <li>• Newsome</li> </ul>	Huddersfield
Kirklees Rural East	<ul style="list-style-type: none"> <li>• Denby Dale</li> <li>• Kirkburton</li> </ul>	Kirklees Rural
Kirklees Rural West	<ul style="list-style-type: none"> <li>• Colne Valley</li> <li>• Holme Valley North</li> <li>• Holme Valley South</li> </ul>	Kirklees Rural

- 4.36 The SHMA uses a variety of methods to analyse issues relating to housing mix and affordability including secondary information from housing lists and existing evidence documents as well as primary information from household surveys, interviews with estate agents and council officers. This evidence base provides detailed analysis of the housing market in terms of the supply and the demand for specific housing types. This information will be used to inform the application of the Local Plan housing mix policy.
- 4.37 In terms of house prices there is significant variation around the district with the highest prices in Kirklees Rural East and the lowest in Huddersfield and Batley and Spenningsdale. However there are pockets of high and low prices across all of the sub-areas.
- 4.38 Affordable housing is defined in NPPG as “Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.”
- 4.39 The SHMA calculated the affordable housing annual shortfall figure using an assessment of:
- Households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market (backlog need);
  - New households forming who cannot afford to buy or rent in the market;
  - Existing households expected to fall into need; and
  - The supply of affordable housing through social renting and intermediate tenure stock.
- 4.40 The Housing and Planning Act 2016 put in place the legislative structure for the provision of Starter Homes. Whilst it is subject to further consultation and secondary legislation, the principle is clearly established that forthcoming housing developments will be expected to provide a proportion of Starter Homes, made available to eligible households at a 20% discount from market price up to a maximum house price of £250,000 outside of London. The Kirklees SHMA recommends that the Council monitors the delivery of Starter Homes within the

district in order to evaluate the success of the scheme and the relevance of providing them within the Kirklees market.

- 4.41 The Kirklees SHMA sets out the shortfall in affordable housing on an annual basis. The affordable housing shortfall of 1,049 homes per annum provides evidence in support of the inclusion of the Local Plan affordable housing policy. The Planning Advisory Service<sup>8</sup> set out guidance on interpreting affordable housing need in the context of objectively assessed need, stating that there is no arithmetical way of combining the two calculations (objectively assessed need and affordable housing shortfall) to produce a joined-up assessment of overall housing need
- 4.42 The Kirklees SHMA states that the affordable housing shortfall is not a target and is expressed in the housing register and current supply of affordable housing. Table 6 below shows the past delivery of affordable housing in Kirklees and shows relatively high levels of delivery in relation to the proportion of market homes built. Section 5 sets out the policy approach to ensuring continuing delivery of affordable housing, both through the consideration of planning applications and through other available funding sources.

Table 6 - Affordable housing completions compared to market housing delivery

Year	Market (Gross)	Affordable (Gross)	Total (Gross)	Total (Net)
2004/05	1263	93	1356	1349
2005/06	1073	69	1142	1074
2006/07	2509	122	2631	2261
2007/08	2345	83	2428	2281
2008/09	1013	204	1217	1098
2009/10	566	215	781	692
2010/11	914	192	1106	974
2011/12	751	214	965	873
2012/13	554	268	822	753
2013/14	824	320	1144	1036
2014/15	551	180	731	670

#### **Gypsy and Travellers and Travelling Showpeople needs**

- 4.43 The council has commissioned a Gypsies and Travellers and Travelling Showperson Accommodation Assessment<sup>9</sup> to set out the objectively assessed accommodation needs which forms part of the Local Plan evidence base. This report includes a requirement for 12 Gypsy and Travellers pitches, 4 Travelling Showperson plots and 8 transit pitches. A detailed explanation can be found in the Gypsies and Travellers and Travelling Showperson Accommodation Assessment.

<sup>8</sup> Planning Advisory Service – [Five Year Land Supply FAQ](#)

<sup>9</sup> Kirklees Gypsy and Traveller and Travelling Showperson Accommodation Assessment Arc4 August 2015

## 5. Assessment of potential housing sites

5.1 The Local Plan must identify housing capacity to meet the housing requirement. As table 2 illustrated, the Publication Draft Local Plan needs to allocate sites for housing to accommodate 21,324 new homes.

### Sources of potential housing sites

5.2 Potential housing sites assessed through the Local Plan process have a number of sources. There has been the opportunity for anyone to submit sites to be considered for development or protection since the adoption of the Unitary Development Plan (UDP) in 1999. It is, however, important to note that the Local Plan process requires housing allocations to be available for development during the Local Plan period therefore evidence of a willing landowner is required. The council recently wrote to site promoters to ask them to confirm their continued interest in developing their land. Other housing site options have emerged from a council review of its own assets and assessment of existing UDP housing allocations and Provisional Open Land.

### Land type

5.3 Table 7 shows the number of housing completions on brownfield and greenfield land from 2004 – 2015 which shows that a significant proportion of new homes have been delivered on brownfield sites within this period. This reflects the availability of brownfield sites for re-development, the “brownfield first” policy in previous national planning guidance and the council’s approach to greenfield development during much of this period.

Table 7 - Housing completions by land type 2004 – 2015

Year	Gross completions	Brownfield completions	Brownfield percentage
Kirklees Unitary Development Plan period:			
2004/5	1,356	1,253	92.40%
2005/6	1,142	1,000	87.57%
2006/7	2,631	2,388	90.76%
2007/8	2,428	2,223	91.56%
2008/9	1,217	1,087	89.31%
2009/10	781	694	88.86%
2010/11	1,106	913	82.55%
2011/12	965	726	75.23%
2012/13	822	579	70.44%
Local Plan period:			
2013/14	1,144	806	70.45%
2014/15	731	456	62.38%

- 5.4 Brownfield land is a finite resource, and as table 7 shows there has been a decreasing trend in brownfield completions. This reflects the reduction in supply of brownfield sites as suitable and available sites have been redeveloped, as well as less restrictive national planning policies in relation to the development of greenfield land.
- 5.5 Taking account of the housing completions in 2013-15, remaining housing capacity on sites with planning permission and land allocated as part of the Local Plan process, these equate to 30% of homes built on brownfield land during the Local Plan period. It can be assumed that the majority of completions from the windfall allowance will also be built on brownfield land. This means that the actual percentage of housing delivered on brownfield land over the course of the plan period is likely to be higher than this initial estimate.
- 5.6 Although the Publication Draft Local Plan does not set a brownfield development target, the council are committed to the efficient use of brownfield land as part of the Local Plan development strategy; however this is not the same as a brownfield only approach. Landowners have submitted sites to the council for consideration as housing allocations in the Local Plan process and these sites have been assessed using the local plan allocations methodology to determine whether they should be allocated for housing. It should be recognised that not all landowners of brownfield sites wish to put their land forward and brownfield land is often still in an operational use. The Local Plan must demonstrate the availability of accepted development options and therefore that a willing landowner supports the development.

#### **Assessment of sites**

- 5.7 The council have published a methodology paper setting out the process for the allocation of sites for development and open land uses. This includes the methodology for assessing sites for housing, mixed use and Gypsy, Traveller and Travelling Showpeople sites. The sites accepted for new housing are shown on the Publication Draft Local Plan Policies Map and details set out in the Publication Draft Local Plan Allocations and Designations document. Rejected options for housing have been published on a rejected site options map with an associated rejected site options report outlining the reasons for rejection of the option.
- 5.8 An important information source in relation to site assessments is the Kirklees Local Plan and Community Infrastructure Levy Viability Study (Cushman & Wakefield) (October 2015). This was produced to test the viability of a range of development types across the district, considering matters including build costs, land values, abnormal costs, professional and planning fees, section 106 planning obligations, and the impact of national and emerging local planning policies including affordable housing rates set out in the draft Local Plan. The report used evidence based on recent land transactions and house sales within the district.
- 5.9 A developer engagement workshop with local house builders, developers, planning agents and architects was held in June 2015 to provide local evidence, and refine the

viability assumptions which Cushman & Wakefield have used to assess viability across the district. The workshop was followed by a questionnaire which was used to further test and refine the assumptions evidence base.

- 5.10 The Kirklees Local Plan Viability Addendum (September 2016) provides an update of the October 2015 Study considering the representations that were made to the draft Local Plan and CIL consultation (9th November 2015 to 1st February 2016). The addendum also provides further analysis and iteration of the viability evidence based on recent land transactions and house sales within the district. The contents of this study have been used within the consideration of site assessment assumptions.

**Indicative capacity of sites**

- 5.11 The standard density used to derive indicative site capacities is 35 dwellings per hectare. This is based on the previous densities delivered on sites of 0.4ha and above (the Publication Draft Local Plan site allocation threshold) across Kirklees as set out in table 8. This includes a comparison removing developments solely containing flats to ensure that the analysis takes account of the likely housing mix of houses and flats on sites.

Table 8 - Density comparison for sites with housing completions (2006-2015) (site above 0.4ha)

	Mean density	Median density
All sites	42	37
All new build sites (excluding flat only developments)	37	35

- 5.12 In addition to the evidence in table 8, since 2006/7 on sites with housing completions (excluding flat only developments) (0.4 hectares or larger) 64% of the capacity has been on those with densities of 35 dwellings per hectare or higher.
- 5.13 The density of previously completed sites is based on the number of homes divided by the whole red line planning application area with some exceptions. As the number of dwellings is divided by the whole area, these density calculations include areas of public open space and estate roads. The exception to this is where sites such as barn conversions are accessible using long access roads or where the red line boundary for a barn conversion includes the whole farm. The developable area is reduced in these cases and the revised area has been used to calculate the site capacity.
- 5.14 As the site density calculations used in the calculation of the average density for Kirklees generally take account of open space areas and estate roads within sites, a standard reduction to the developable area of all Local Plan housing sites in addition to this would not be justified. The developable area of sites has been reduced in some cases in accordance with the site allocations methodology to take account of factors which may reduce the capacity of a site. Such constraints may include factors such as high flood risk areas, habitats of principal importance, the presence of protected trees, or existing dwellings within the site. The resulting developable area is multiplied by 35 (dwellings per hectare) to calculate the indicative site capacity.

- 5.15 Sites proposed as housing allocations in the Publication Draft Local Plan may have recently received planning permission. The housing capacity of the planning application has been used as the indicative site capacity where planning permission has been granted. Such a capacity represents a realistic assessment of the amount of housing a site is likely to deliver if the planning permission is implemented.
- 5.16 Some sites may be subject to a current planning application or the site promoter may have provided a masterplan showing an indicative capacity. Where this is the case, the housing capacity from the planning application or masterplan has been considered to determine whether it represents a realistic housing capacity for the relevant Local Plan allocation.

#### **Site phasing**

- 5.17 Once the indicative capacity of a site has been established, the anticipated timescale for the delivery of housing on the site must be considered to allow a housing trajectory to be produced. Assumptions which affect phasing include lead-in time, build rates, proximity of other sites and site constraints to determine when the indicative capacity for sites is likely to be delivered.

#### Lead-in times

- 5.18 Lead-in times are applied to site phasing calculations to take account of the time it takes for planning permission to be granted and for development to start on sites. The lead-in times set out support the assumptions set out in the Kirklees Local Plan and Community Infrastructure Levy Viability Study (Cushman & Wakefield). A developer engagement workshop with local house builders, developers, planning agents and architects was held in June 2015 to provide local evidence, and refine the viability assumptions which Cushman & Wakefield have used to assess viability across the district. The workshop was followed by a questionnaire which was used to further test and refines the assumptions evidence base. The lead-in times set out in Table 9 on the next page are considered to continue to represent a reasonable assumption in calculating site delivery and have been used in the Local Plan phasing table and housing trajectory.
- 5.19 As the actual completions for the first two years of the Local Plan (2013/14-2014/15) have already been monitored, the lead-in times in table 9 take effect from 2015/16. The lead-in time recognises which stage of the planning process the site has reached and this approach enables the determination of likely timescale for delivery. There will be cases where sites are submitted as a full planning application without a previous outline application which means that these sites would come forward earlier than anticipated in table 9.

Table 9 - Assumed lead-in times on housing sites

Type of site	To achieve outline planning permission	To achieve reserved matters permission	Time for development to start on site	Total lead-in time
<b>Full planning permission where development has started</b>	-	-	-	-
<b>Full or reserved matters planning permission where development has not yet started</b>	-	-	0.5 years	<b>0.5 years</b>
<b>Outline planning permission</b>	-	0.5 years	0.5 years	<b>1 year</b>
<b>Sites without planning permission</b>	0.5 years	0.5 years	0.5 years	<b>1.5 years</b>

- 5.20 The timescales in the phasing table have considered the lead-in times but also whether development has started on site and whether the site is currently in the green belt until the Local Plan is adopted. The largest sites have been phased based on information in the site masterplans such as strategic sites in South Dewsbury (H2089), Bradley (H1747/H351) and Chidswell (MX1905). The allocations at South Dewsbury and Bradley include some land already allocated for housing in the Unitary Development Plan and therefore some delivery could be achieved prior to the adoption of the Local Plan.

#### Build Rates

- 5.21 Build rates indicate the number of dwellings expected to be built on each site per annum following the lead-in period. Sites with less than 200 dwellings have been phased with the expectation that there would be one developer on the site. It is anticipated that larger development sites would have a higher rate of delivery each year because their size would allow more than one developer to deliver the site and offer a greater range of products at different prices. The assumptions set out in table 10 align with those set out in the Local Plan and Community Infrastructure Levy Viability Study and the developer-led masterplans for larger sites.

Table 10 - Build Rates

Overall dwelling capacity	Build rate
Less than 200	30 dwellings per year
200 - 500	50 dwellings per year
500+	Bespoke figure assumed for each site

#### Proximity of other sites

- 5.22 In some circumstances sites have been phased together where they are adjacent to each other to provide a more realistic estimate of delivery. Where sites are phased together, the build rate for the capacity of the combined sites has been applied.

Site constraints

- 5.23 Site constraints have been assessed through the site allocations process including input from technical consultees as set out in the site allocations methodology. Where sites have been proposed as housing allocations in the Publication Draft Local Plan, an assessment has been made that constraints will be overcome but this may mean delivery later in the plan period. For example, sites currently in operational use for industry or specified by the land owner as unavailable until a later phase of the Local Plan have been phased accordingly. Each accepted development option for new housing has a site details box within the Publication Draft Local Plan which sets out potential constraints.

## 6. Implementation Strategy – Delivering a wide choice of high quality homes

### Anticipated housing delivery during the plan period

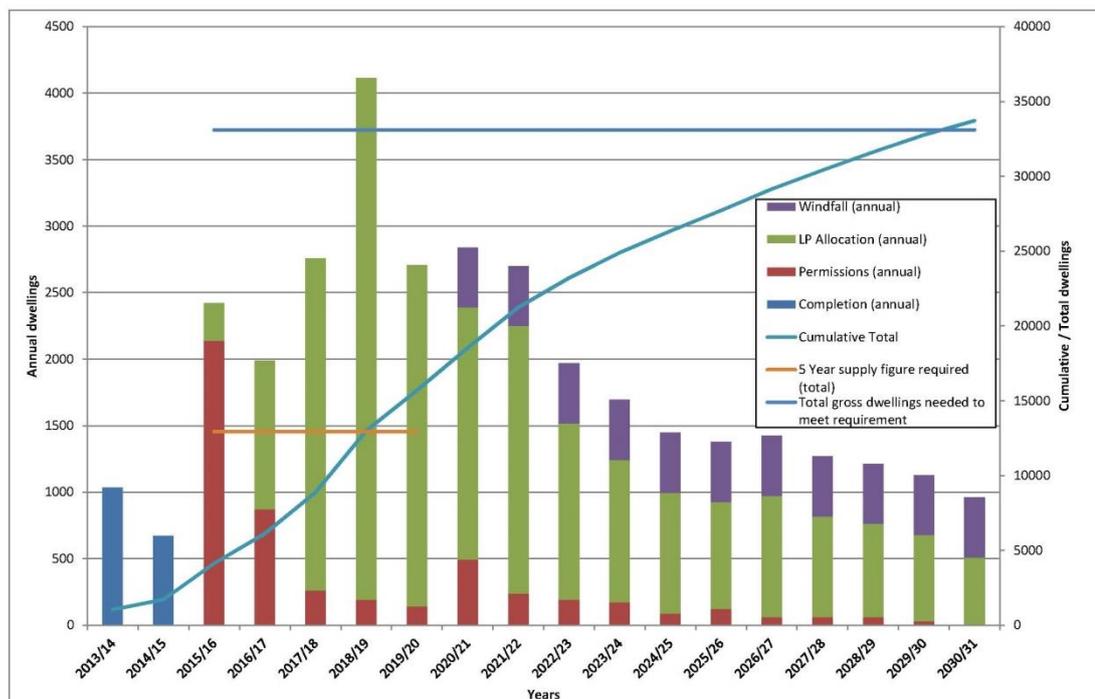
6.1 The Publication Draft Local Plan does not include a specific housing allocations phasing policy as this approach could place an unnecessary constraint on housing delivery. Larger sites should be brought forward with a masterplan including a phasing and implementation plan, in accordance with Local Plan policies. The Publication Draft Local Plan acknowledges that essential infrastructure to support the development must be operational at the appropriate phase of development for which it is needed.

### Phasing table and housing trajectory

6.2 The Publication Draft Local Plan sets out a phasing table and housing trajectory to demonstrate that allocated sites will come forward at the anticipated time to ensure the Local Plan housing requirement can be met. The phasing is indicative and does not prescribe when sites should come forward. The approach to phasing uses the assumptions set out in section 5 of this paper.

6.3 Figure 1 below illustrates the expected rate of housing delivery throughout the plan period on a cumulative basis. As set out section 4, the trajectory does not include a windfall allowance until the final 11 years of the plan period.

Figure 1 - Local Plan housing trajectory



6.4 The Local Plan trajectory and phasing table demonstrate that the local plan housing requirement will be met during the plan period. The Publication Draft Local Plan identifies housing allocations with a capacity of 21,919 compared to the housing

requirement of 21,324. As the supply exceeds the requirement there will be scope for some flexibility in delivery. Appendix 2 sets out the location of the allocations by Local Plan settlement.

- 6.5 The Local Plan also seeks to meet the needs of Gypsies and Travellers and Travelling Showpeople in accordance with the evidence base by allocating sufficient suitable sites. Potential sites were assessed in accordance with the Local Plan methodology. Accepted Publication Draft Local Plan options are shown on the Policies Map and site details are set out in the Publication Draft Local Plan Allocations and Designations document. Rejected site options have been published on a rejected site options map with an associated rejected site options report outlining the reasons for rejection of the options.

#### Five year housing land supply

- 6.6 The housing phasing table set out in the Local Plan document demonstrates that the council can demonstrate a five year supply of deliverable housing sites in the early years of the plan. Table 11 sets out this calculation.

Table 11 - Five Year Housing Land Supply

	Explanation	Number of homes
<b>Requirement</b>		
a) Five year housing requirement	Local Plan target of 1,730 per annum x 5	8,650
b) Shortfall	Shortfall in completions since the start of the Local Plan period (2013/14 – 2014/15)	1,754
c) 20% buffer	As required by paragraph 47 of NPPF if there has been persistent under-delivery	2,081
<b>d) Total five year requirement</b>		<b>12,485</b>
<b>Supply</b>		
e) Planning permissions	Capacity expected to be delivered from planning permissions (not allocated within the Local Plan) within the next five years	3,599
f) Publication Draft Local Plan Allocations	Expected delivery from Local Plan housing allocations (from the phasing table)	10,367
<b>g) Sub-total of deliverable housing supply</b>		<b>13,966</b>
h) Demolitions allowance	90 per annum, projecting forward the trend from the last five years (2014-31)	-450
i) 10% lapse rate	10% discount applied to planning permissions to recognise that some sites may not come forward as expected	-360
<b>j) Total deliverable housing capacity</b>		<b>13,156</b>
<b>k) Supply of deliverable housing capacity</b>	Years of deliverable housing supply compared to the requirement in row d.	<b>5.27</b>

- 6.7 At present, as there has been persistent under-delivery, the five year supply calculation includes a buffer of 20% to provide a realistic prospect of achieving the planned supply, in accordance with NPPF paragraph 47. When comparing the net completions from 2013/14 (1,036 dwellings) and 2014/15 (670 dwellings) against the annual target of 1,730, this equates to a shortfall of 1,754 since the start of the Local Plan period. As table 11 shows, the five year requirement, taking account of shortfall since the Local Plan base date and inclusion of the required 20% buffer is **12,485 dwellings**.
- 6.8 The capacity in the Publication Draft Local Plan phasing table sets out that 13,966 dwellings will be delivered in the next five years. A 10% lapse rate to planning permissions which are not proposed as housing allocations in the Publication Draft Local Plan has been included and a demolitions allowance. These reduce the capacity to **13,156** dwellings. Table 11 demonstrates that the local plan meets the five year supply of deliverable housing capacity.
- 6.9 The Local Plan also seeks to meet the five year housing requirement for Gypsies, Travellers and Travelling Showpeople, in accordance with paragraph 10 of Planning Policy for Traveller Sites.

#### **Safeguarded land**

- 6.10 The Publication Draft Local Plan policies map shows sites proposed as safeguarded land to meet longer-term development needs stretching well beyond the plan period in accordance with NPPF. These are generally sites where constraints are such that the site would not be appropriate to accommodate development within the Local Plan period but with a realistic prospect that these constraints can be overcome to accommodate development in the longer term.
- 6.11 The Publication Draft Local Plan has identified approximately 115 hectares of safeguarded land. If the same indicative housing densities (35 dwellings per hectare) which are assumed in the plan are assigned to these sites this equates to approximately 4,000 dwellings. There are also approximately 2,000 dwellings to be delivered on accepted Publication Draft Local Plan housing allocations which will continue to deliver homes post the plan due to the size of the allocation or because constraints indicate development will not start until later in the plan period. These sources of housing capacity beyond the end of the plan period equate to a total of approximately 6,000 dwellings of safeguarded land, equivalent to 28% of the housing capacity identified on housing allocations or almost 20% of the overall objectively assessed need for homes.

#### **Housing tenure and mix**

- 6.15 Policy PLP11 of the Local Plan seeks to deliver a housing mix to reflect the evidence base set out in the Strategic Housing Market Assessment (SHMA) whilst considering viability issues particularly on smaller sites in relation to NPPF paragraph 173. The affordable housing shortfall is outlined in the SHMA and provides justification for the Local Plan policy to seek to secure the delivery of affordable housing. This shortfall has been considered alongside viability evidence to set the affordable housing

requirement at 20% of the total units on market schemes of more than 10 homes. Other delivery mechanisms such as the use of grant funding will also continue to be explored during the plan period.

### **Monitoring**

- 6.16 The council will continue to monitor housing completions and planning permissions capacity for housing through the Strategic Housing Land Availability Assessment (SHLAA). The completions (including affordable housing completions) and remaining housing capacity will be reported in the Annual Monitoring Report. Such monitoring will allow an assessment of the progress towards meeting the Local Plan housing requirement including whether the council can demonstrate a five year supply of deliverable housing sites at a point in time. Such monitoring would identify delivery issues and allow actions to be implemented as set out in the Local Plan Strategies and Policies document.
- 6.17 The council will also monitor the provision of Gypsy and Traveller pitches and Travelling Showpeople plots through the Annual Monitoring Report including demonstrating whether a five year supply of Gypsy and Traveller and Travelling Showpeople sites can be demonstrated.
- 6.18 Where there is under-performance against the housing trajectory, the council have identified a series of actions in the Publication Draft Local Plan as set out below. It is acknowledged that some of these actions form part of normal council business but the following provides a list of the actions to be taken in the event of under-delivery over a number of years:
- discussions with the development industry to explore barriers to delivery;
  - exploring opportunities to secure investment in infrastructure to 'unlock' potential housing allocations earlier in the plan period;
  - considering renegotiation of Section 106 requirements (a legal agreement which imposes planning obligations) on stalled sites where market conditions have affected viability since planning permission was granted;
  - preparation of development briefs and masterplans for larger sites;
  - undertaking a review of housing allocations to look for further opportunities and joint working with adjacent local planning authorities, particularly if housing completions are failing to meet need across the city-region;
  - potential to assist in the delivery of sites through the use of compulsory purchase orders where ownership issues represent barriers to delivery or consideration of local development orders.

## 7. Conclusion

- 7.1 There is a requirement for the Local Plan to meet the full, objectively assessed needs for market and affordable housing in the housing market area. The Kirklees SHMA (2016) sets out that Kirklees can be considered as a self-contained housing market area for the purposes of plan making. It also provides analysis to show that the Kirklees Local Plan housing requirement is 31,140 dwellings from 2013-2031 which equates to 1,730 dwellings per annum. The Gypsy, Traveller and Travelling Showperson assessment also sets out a requirement for 12 Gypsy and Traveller pitches, 4 Travelling Showperson plots and 8 transit plots.
- 7.2 The Publication Draft Local Plan seeks to meet this housing requirement of 31,140 homes during the plan period from 2013-31. This paper has explained the factors considered when calculating the housing capacity required from housing allocations in the Local Plan. Consideration of such factors includes the completions since the Local Plan base date (1<sup>st</sup> April 2013), taking account of planning permissions, an allowance for windfall and a demolition allowance. This results in a requirement for 21,324 dwellings to be provided on Local Plan housing allocations.
- 7.3 The assessment of the capacity from accepted housing allocations in the Publication Draft Local Plan has considered density, lead-in times, build rates, proximity of other allocated sites and site-specific constraints. The consideration of these factors has ensured that a realistic housing capacity has been assigned to Draft Local Plan allocations.
- 7.4 The Publication Draft Local Plan phasing table and trajectory demonstrate that sufficient housing capacity has been allocated to meet the Publication Draft Local Plan housing requirement during the plan period. The information in Table 11 of this technical paper and the Publication Draft Local Plan phasing table also demonstrate that plan meets the requirement for a five year housing land supply of deliverable housing capacity.

## **Appendices**

### **Appendix 1 - Past delivery on windfall sites**

Housing completions on windfall sites 1999-2015:

Year	Gross completions	Windfall completions (not on residential gardens)	Windfall percentage
1999/00	1,171	408	34.8%
2000/01	1,045	513	49.1%
2001/02	897	493	55.0%
2002/03	979	638	65.2%
2003/04	1,126	782	69.4%
2004/05	1,356	957	70.6%
2005/06	1,142	923	80.8%
2006/07	2,631	2,043	77.7%
2007/08	2,428	2,054	84.6%
2008/09	1,217	1,080	88.7%
2009/10	781	697	89.2%
2010/11	1,106	906	81.9%
2011/12	965	763	79.1%
2012/13	822	558	67.9%
2013/14	1,144	818	71.5%
2014/15	731	529	72.4%
Total	18,810	13,633	72.5%

## Appendix 2 – Housing Allocation Capacity by Local Plan Settlement

This table shows housing capacity proposed as accepted allocations in the Publication Draft Local Plan within a settlement or on land that adjoins a settlement. Settlements refer to urban areas surrounded by green belt but in some cases settlements may form part of a coterminous urban area. Where proposed allocations overlap with two or more settlements, the housing capacity has been assigned to the settlement where the greatest overlap occurs. It is therefore important to examine the Publication Draft Local Plan Policies Map to determine the exact location and extent of proposed allocations. The methodology for identifying settlements is explained in the Settlement Appraisal Technical Paper. The 505 homes identified outside of a settlement are at Storthes Hall (Allocation Ref MDGB2134).

Local Plan Settlement	Housing capacity allocated in the Publication Draft Local Plan
Armitage Bridge	0
Batley	725
Birkenshaw	360
Birstall	394
Clayton West/Scissett	402
Cleckheaton	1291
Denby Dale	268
Dewsbury	4952
East Bierley	59
Emley	44
Farnley Tyas	23
Flockton	158
Gomersal	271
Grange Moor	64
Hade Edge	66
Hartshead	15
Heckmondwike	306
Hepworth	60
Holmbridge	42
Holmfirth	216
Honley/Brockholes	343
Huddersfield	6861
Kirkburton/Highburton	138
Kirkheaton	298
Lepton	819
Linthwaite	354
Lower Cumberworth	0
Marsden	102

Meltham	327
Mirfield	402
Netherthong	96
Netherton	410
New Mill	0
Oakenshaw	0
Outlane	29
Ravensthorpe	26
Roberttown	272
Scapegoat Hill	0
Scholes (Cleckheaton)	51
Scholes (Holmfirth)	188
Shelley	0
Shepley	119
Skelmanthorpe	402
Slaithwaite	100
Stocksmoor	42
Thongsbridge	173
Thornhill	77
Thurstonland	42
Upper Cumberworth	0
Upper Denby	0
Upper Hopton	0
Upperthong	27
Wellhouse	0
Not in settlement (land at Storthes Hall)	505