

Kirklees Council – Local Plan Examination: Information for 26th April hearing

Phasing and delivery options paper (April 2018)

1. Introduction

- 1.1 This options paper has been produced to assist the discussions at the Local Plan Examination hearing on 26th April 2018.
- 1.2 The information provides updates to parts of the Housing Supply Topic Paper (EX30.2) to reflect that time has elapsed since EX30.2 was published and to reflect the site specific phasing discussions which took place in the Stage 4 hearings. It then presents a series of trajectory options and five year land supply options to aid discussions at the 26th April hearing.
- 1.3 Any modifications to site capacities and phasing resulting from the Stage 4 hearings included in this document have been provided to assist with the discussions at the hearings for this matter and have not been subject to sustainability appraisal testing or public consultation. Should it be necessary to make any modifications these will be added to the full schedule of modifications to the Local Plan which will be made available for comment and subject to sustainability appraisal at a later stage of the Examination in Public, subject to the delegated powers agreed by the council's Cabinet.

2. Housing supply over the plan period

- 2.1 Table 1 provides a revision to EX30.2 (Table 1) to update the housing capacity following the Stage 4 hearings including revised delivery information for strategic sites, amendments to council owned sites phasing, consideration of capacity changes to due heritage issues or other constraints and also amendments to reflect other site phasing changes discussed. This revised information demonstrates that the housing requirement can still be met during the plan period and that there is remaining capacity which provides flexibility in meeting this target.

Table 1 - Revision to EX30.2 Table 1 – Housing requirement and sources of housing supply in the Local Plan

| | Housing supply sources / allowances | Summary explanation | Amount to be added / subtracted to determine the requirement for Local Plan housing allocations |
|----|--|---|---|
| A | Housing requirement | Housing required over the plan period (1,730 x 18 years within the period 2013-31) | 31,140 |
| E | Allowance for homes lost through demolition / change of use / conversion | 90 per annum (2017-2031), projecting forward the past trends | + 1,260 |
| C2 | 10% lapse rate on planning permissions not allocated in the Local Plan | To provide contingency where some planning permissions (column C1 below) may not be delivered | +467 |

| | | | |
|----------|---|---|---------------|
| | Housing capacity required | Housing capacity required taking into account an allowance for losses and lapse rate on planning permissions. | 32,867 |
| B1 | Net housing completions (2013/14) | New homes built (net) | -1,036 |
| B2 | Net housing completions (2014/15) | New homes built (net) | -666 |
| B3 | Net housing completions (2015/16) | New homes built (net) | -1,143 |
| B4 | Net housing completions (2016/17) | New homes built (net) | -983 |
| C1 | Sites with planning permission at 01/04/2017 (that are not proposed as allocations in the Local Plan) | The total capacity of sites with planning permission is 8,410 homes but to avoid double counting with allocations, this table only shows those that are not also proposed as allocations in Local Plan. | -4,671 |
| D | Windfall allowance | An allowance of 450 per annum (2021-31 only) | -4500 |
| | Total existing supply | Existing supply including completions to date (2013/14 – 2016/17), sites with planning permission which are not proposed Local Plan allocations and a windfall allowance. | 12,999 |
| F | Homes required as allocations in the Local Plan | Capacity required minus total existing supply | 19,868 |
| | Capacity from allocations (taking account of completions to date) | Allocations capacity (21,236) minus completions on allocations to date (327) = 20,909 | 20,909 |
| | Difference between required allocations and allocated capacity | Capacity from allocations taking account of completions to date (20,909) minus homes required as allocations in the Local Plan (19,868) = 1,041 | 1,041 |

Site phasing approach

2.2 EX30.2 (Table 5) set out the approach to lead-in times on sites and considered the stage each site had reached in the planning process to determine when delivery is likely to occur at that point. As time has elapsed since the table was produced the Inspector requested that all of the timescales are moved on by 6 months. Table 2 below shows such a change which affects all sites which have yet to start. This revised approach informs the updated phasing table within this options paper and the associated five year land supply calculations.

Table 2 – Revision to EX30.2 Table 5 (Local Plan lead-in times)

| Site status at update year (01/04/2017). The updated status since 01/04/2017 is referred to in brackets | Period | 17/18 | 18/19 | 19/20 | 20/21 |
|--|----------|------------------|--------------------------------------|-----------------------|------------------|
| Full planning permission where development has started (at 01/04/2017) | 6 months | Delivery on site | | | |
| | 6 months | | | | |
| Full or reserved matters planning permission where development had not started at 01/04/2017 | 6 months | | Site preparation | | |
| | 6 months | | Delivery on site | | |
| Outline planning permission (reserved matters approved since 01/04/2017) | 6 months | | Site preparation | | |
| | 6 months | | Delivery on site | | |
| Outline planning permission (reserved matters application undetermined since 01/04/2017) | 6 months | | To achieve RM | Delivery on site | |
| | 6 months | | Site preparation | | |
| Outline planning permission (no reserved matters submitted since 01/04/2017) | 6 months | | | Site preparation | |
| | 6 months | | To achieve RM | Delivery on site | |
| Non-green belt sites without planning permission (full application approved since 01/04/2017) | 6 months | | Site preparation | | |
| | 6 months | | Delivery on site | | |
| Non-green belt sites without planning permission (full application undetermined since 01/04/2017) | 6 months | | To achieve full pp | Delivery on site | |
| | 6 months | | Site preparation | | |
| Non-green belt sites without planning permission (outline application approved since 01/04/2017) | 6 months | | | Site preparation | |
| | 6 months | | To achieve RM | Delivery on site | |
| Non-green belt sites without planning permission (outline application undetermined since 01/04/2017) | 6 months | | To achieve outline pp | Site preparation | |
| | 6 months | | To achieve RM | Delivery on site | |
| Non-green belt sites without planning permission (no planning application since 01/04/2017) | 6 months | | Preparation of application | To achieve RM | Delivery on site |
| | 6 months | | To achieve outline pp | Site preparation | |
| Local Plan allocations on existing green belt sites (without planning permission at 01/04/2017) | 6 months | | Pre-adoption (green belt constraint) | To achieve outline pp | Site Preparation |
| | | | Preparation of application | To achieve RM | Delivery on site |

3. Five year housing land supply

- 3.1 EX30.2 (Table 8) set out the five year housing land supply calculations taking account of the information in the phasing table at that point. Changes in the phasing and capacity of some sites has occurred following the site-specific discussions at the Stage 4 hearings. The main changes are explained on site specific basis in the revised phasing table at the end of this note. Such changes have resulted in the need to update Table 8 of EX30.2.
- 3.2 In updating this information, a number of options have been considered for the approach to calculating the five year housing land supply. The following section sets out different assumptions in relation to the housing requirement.
- 3.3 The baseline position for the calculation of the five year supply must be established by considering the completions since the Local Plan base date (2013). This includes actual completions (2013/14 – 2016/17) plus estimating the 2017/18 completions using the housing trajectory as set out in Table 3. The estimated 2017/18 completions have changed since EX30.2 as this reflects the trajectory changes following the Stage 4 hearings. The information in Table 3 enables the five year supply to be calculated from 2018/19 onwards.

Table 3 - Revised EX30.2 Table 7 – Actual and estimated completions (2013/14 – 2017/18)

| | Actual / estimated | Net completions |
|---------|---|-----------------|
| 2013/14 | Actual | 1036 |
| 2014/15 | Actual | 666 |
| 2015/16 | Actual | 1143 |
| 2016/17 | Actual | 983 |
| 2017/18 | Estimated from trajectory as revised following the Stage 4 hearings | 898 |
| Total | | 4,726 |

- 3.4 For each of the five year supply options considered, the council have also set out different approaches to meeting the shortfall since the start of the plan period. The potential approaches include the “Sedgefield” method (overcoming the shortfall since the Local Plan base date within the first five years) or the “Liverpool” method (overcoming the shortfall since the Local Plan base date over the remainder of the plan period).
- 3.5 It is important to note that these five year supply options do not affect the timing of site delivery or the overall housing requirement but they do affect the five year supply housing requirement. The housing capacity set out in Table 4 below shows the housing capacity which remains the same for each of the scenarios.

Table 4 – Housing capacity in the 5 year supply calculation

| Supply | | Number of homes |
|--|---|-----------------|
| Planning permissions | Capacity expected to be delivered from planning permissions (not allocated within the Local Plan) within the five years from 2018/19 – 2022/23) | 3,201 |
| Local Plan Allocations | Expected delivery from Local Plan housing allocations (from the revised phasing table following the Stage 4 hearings) | 11,468 |
| Windfall allowance | 2 years of windfalls capacity to reflect planning permissions granted which are not currently in the supply | 900 |
| Sub-total of deliverable housing capacity | | 15,569 |
| Demolitions allowance | 90 per annum (2018/19 – 2022/23), projecting forward the trend | -450 |
| 10% lapse rate | 10% discount applied to planning permissions to recognise that some sites may not come forward as expected | -320 |
| Total deliverable housing capacity | Deliverable housing capacity minus demolitions and lapse rate | 14,799 |

3.6 Using the housing capacity information in Table 4, two options are set out in the remainder of this note each of which also consider the “Sedgefield” and “Liverpool” methods of overcoming the shortfall in completions between 2013/14 and 2017/18:

- Option A (31,140 dwellings delivered equally over 2013-2031 = 1,730 per annum):
 - “Sedgefield”
 - “Liverpool”
- Option B (stepped delivery which includes a lower housing requirement in the earlier part of the plan period):
 - “Sedgefield”
 - “Liverpool”

3.7 The outcomes and explanations for each option are set out below followed by a summary table allowing comparison of all of the five year supply scenarios.

Option A – requirement for 1,730 homes per annum

3.8 Option A maintains the approach taken in EX30.2 (but with updated capacity information) which meets the housing requirement by dividing the requirement (31,140) by the number of years in the Local Plan period (18) which results in a requirement of 1,730 dwellings per annum (Table 5).

Table 5 – Annual requirement (Option A)

| | |
|-------------------|--------------------|
| Year | Annual requirement |
| 2013/14 – 2030/31 | 1,730 |
| Plan period | 31,140 |

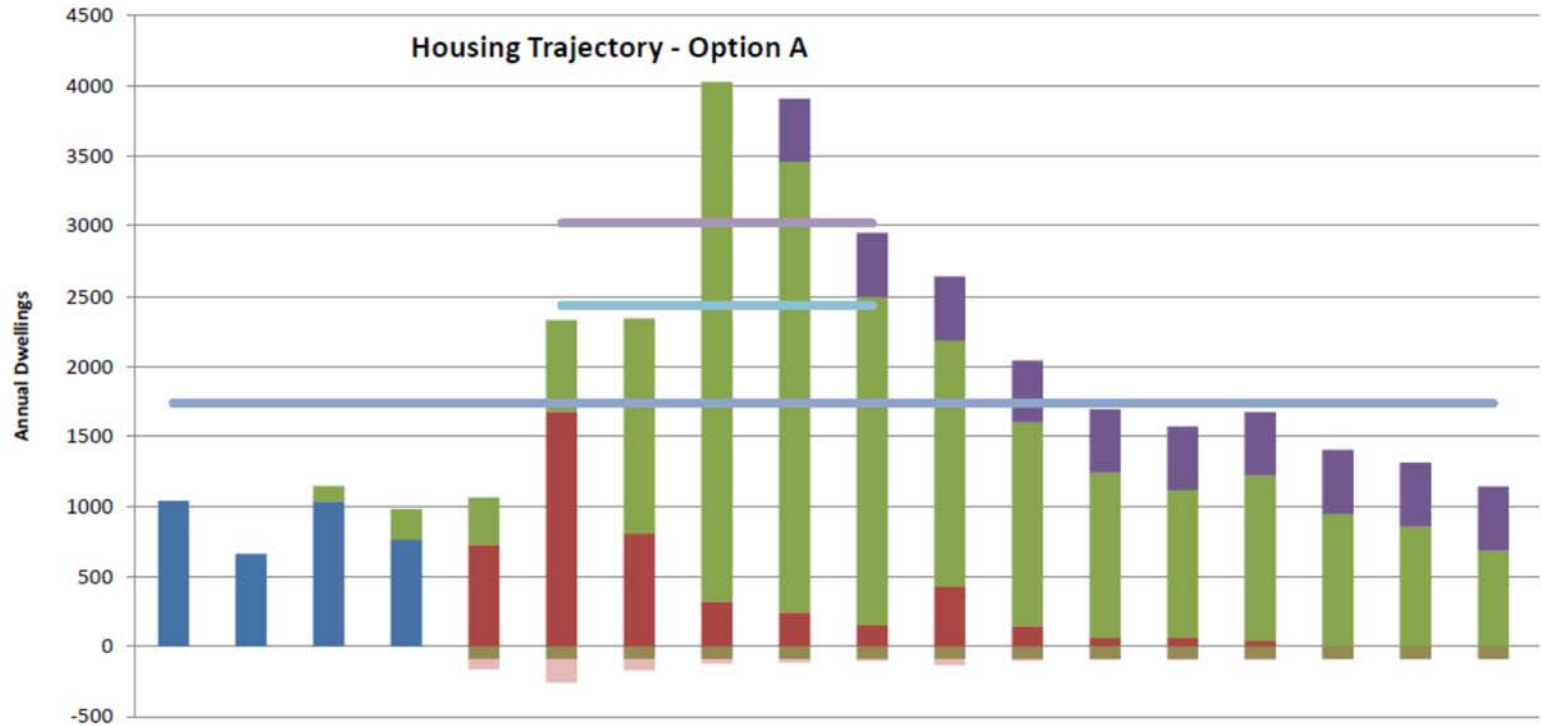
3.9 The calculations for Option A are set out in Table 6 including the “Sedgefield” and “Liverpool” approaches to overcoming the shortfall since the start of the plan period. The shortfall under Option A is 3,924 dwellings which consists of 1,730 multiplied by 5 minus 4,726 (Table 3). Two options for calculating the five year housing land supply have then been set out in Table 6 below including explanations of the options.

Table 6 – Option A (1,730 per annum) (Revision to EX30.2 Table 8 - Five Year Housing Land Supply)

| | Sedgefield | | Liverpool | |
|---|---|-----------------|--|-----------------|
| | Explanation | Number of homes | Explanation | Number of homes |
| Requirement | | | | |
| Five year housing requirement | Local Plan target of 1,730 per annum x 5 | 8,650 | Local Plan target of 1,730 per annum x 5 | 8,650 |
| Shortfall | Shortfall in completions since the start of the Local Plan period under Option A (2013/14 – 2017/18) met in full within the 5 years | 3,924 | Shortfall in completions since the start of the Local Plan period under Option A (2013/14 – 2017/18) divided by the remainder of the plan period (13 years) then multiplied by 5 | 1,509 |
| 20% buffer | Additional 20% added to the housing requirement and shortfall | 2,515 | Additional 20% added to the housing requirement and shortfall | 2,032 |
| Total five year requirement | Taking into account the factors above | 15,089 | Taking into account the factors above | 12,191 |
| Total deliverable housing capacity | Capacity from Table 4 | 14,799 | Capacity from Table 4 | 14,799 |
| Difference between requirement and supply | Total deliverable housing supply minus total five year requirement | -290 | Total deliverable housing supply minus total five year requirement | 2,608 |
| Supply of deliverable housing capacity | Years of deliverable housing supply compared to the total five year requirement | 4.90 | Years of deliverable housing supply compared to the total five year requirement | 6.07 |

3.10 The following trajectory shows the housing requirement under Option A (darker blue line) compared to the anticipated housing delivery based on the revised phasing table following the Stage 4 hearings. The “Sedgefield” five year requirement is shown in purple line and the “Liverpool” five year requirement is shown as a light blue line.

Figure 1 – Housing trajectory showing the Option A housing requirement



| | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 | 2030/31 |
|-------------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Net Completion (annual) | 1036 | 666 | 1034 | 765 | | | | | | | | | | | | | | |
| Permissions (annual) | | | | | 731 | 1670 | 810 | 327 | 244 | 150 | 432 | 146 | 60 | 60 | 41 | 0 | 0 | 0 |
| Local Plan Allocations | 0 | 0 | 109 | 218 | 330 | 663 | 1533 | 3705 | 3219 | 2348 | 1755 | 1448 | 1178 | 1055 | 1177 | 950 | 859 | 689 |
| Windfall (annual) | | | | | | | | | 450 | 450 | 450 | 450 | 450 | 450 | 450 | 450 | 450 | 450 |
| Losses from demolition / conversion | | | | | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 | -90 |
| Planning permission lapse rate | 0 | 0 | 0 | 0 | -73 | -167 | -81 | -33 | -24 | -15 | -43 | -15 | -6 | -6 | -4 | 0 | 0 | 0 |
| Annual housing requirement | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 | 1730 |
| Annual Sedgefield approach 5 YHLS | | | | | | 3018 | 3018 | 3018 | 3018 | 3018 | | | | | | | | |
| Annual Liverpool approach 5 YHLS | | | | | | 2438 | 2438 | 2438 | 2438 | 2438 | | | | | | | | |

Option B – stepped trajectory

3.11 Option B applies a stepped housing requirement within the plan period which shows a lower housing requirement in the early years of the plan.

3.12 The lower housing requirement in the early years of the plan is based on an average of the completions, permissions and allocations in the phasing table for the period from 2013/14 – 2019/20 (1,366 rounded to 1,400). The housing requirement then steps up from 2020/21 as delivery begins on strategic sites and green belt releases (Table 7).

Table 7 – Annual requirement (Option B)

| Year | Annual requirement |
|-------------------|--------------------|
| 2013/14 – 2019/20 | 1,400 |
| 2020/21 – 2030/31 | 1,940 |
| Plan period | 31,140 |

3.13 The housing requirement is still met during the plan period. The calculations for Option B are set out in Table 8 including the “Sedgefield” and “Liverpool” approaches to overcoming the shortfall since the start of the plan period. The shortfall under Option B is 2,274 dwellings which consists of 1,400 multiplied by 5 minus 4,726 (Table 3). Two options for calculating the five year housing land supply have then been set out in Table 6 below including explanations of the options.

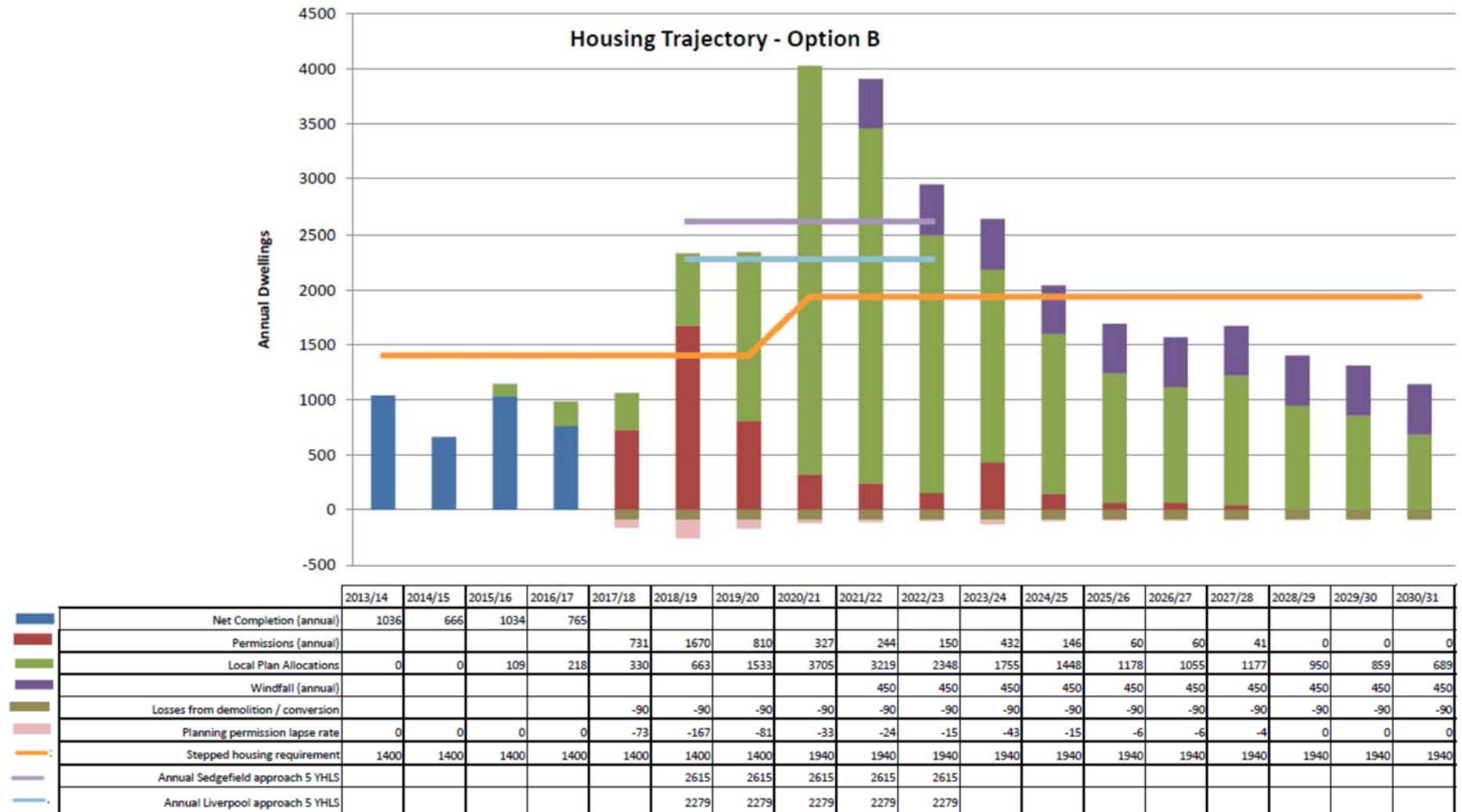
Table 8 – Option B (stepped trajectory) (Revision to EX30.2 Table 8 - Five Year Housing Land Supply)

| | Sedgefield | | Liverpool | |
|------------------------------------|--|-----------------|--|-----------------|
| | Explanation | Number of homes | Explanation | Number of homes |
| Requirement | | | | |
| Five year housing requirement | Stepped delivery approach used (1,400 dwellings per annum from 2018/19 to 2019/20 x 2 plus 1,940 dwellings per annum for 2020/21 to 2022/23 x 3) | 8,620 | Stepped delivery approach used (1,400 dwellings per annum from 2018/19 to 2019/20 x 2 plus 1,940 dwellings per annum for 2020/21 to 2022/23 x 3) | 8,620 |
| Shortfall | Shortfall in completions since the start of the Local Plan period under Option B (2013/14 – 2017/18) met in full within the 5 years | 2,274 | Shortfall in completions since the start of the Local Plan period under Option B (2013/14 – 2017/18) divided by the remainder of the plan period (13 years) then multiplied by 5 | 875 |
| 20% buffer | Additional 20% added to the housing requirement and shortfall | 2,179 | Additional 20% added to the housing requirement and shortfall | 1,899 |
| Total five year requirement | Taking into account the factors above | 13,073 | Taking into account the factors above | 11,394 |

| | | | | |
|---|---|---------------|---|---------------|
| Total deliverable housing capacity | Capacity from Table 4 | 14,799 | Capacity from Table 4 | 14,799 |
| Difference between requirement and supply | Total deliverable housing supply minus total five year requirement | 1,726 | Total deliverable housing supply minus total five year requirement | 3,405 |
| Supply of deliverable housing capacity | Years of deliverable housing supply compared to the total five year requirement | 5.66 | Years of deliverable housing supply compared to the total five year requirement | 6.49 |

3.14 The trajectory on the next page shows the housing requirement under Option B (orange line) compared to the anticipated housing delivery based on the revised phasing table following the Stage 4 hearings. The “Sedgefield” five year requirement is shown in purple line and the “Liverpool” five year requirement is shown as a light blue line.

Figure 2 – Housing trajectory showing the Option B housing requirement



3.15 Table 9 summarises the five year housing land supply options considered in this note to assist with discussions at the hearing session.

Table 9 – Summary of the five year supply options considered

| Requirement | Number of homes | | | |
|--|---|---------------|---------------------------------|---------------|
| | Option A: Flat requirement (1,730 per annum) | | Option B: Stepped trajectory | |
| | SEDFIELD | LIVERPOOL | SEDFIELD | LIVERPOOL |
| Five year housing requirement | 8,650 | 8,650 | 8,620 | 8,620 |
| Five year supply shortfall | 3,924 | 1,509 | 2,274 | 875 |
| 20% buffer | 2,515 | 2,032 | 2,179 | 1,899 |
| Total five year requirement | 15,089 | 12,191 | 13,073 | 11,394 |
| Supply | | | | |
| Planning permissions | 3,201 | 3201 | 3201 | 3201 |
| Local Plan Allocations | 11,468 | 11,468 | 11,468 | 11,468 |
| Windfall allowance | 900 | 900 | 900 | 900 |
| Sub-total of deliverable housing capacity | 15,569 | 15,569 | 15,569 | 15,569 |
| Demolitions allowance | -450 | -450 | -450 | -450 |
| 10% lapse rate | -320 | -320 | -320 | -320 |
| Total deliverable housing capacity | 14,799 | 14,799 | 14,799 | 14,799 |
| Difference between requirement and supply | -290 | 2,608 | 1,726 | 3,405 |
| Supply of deliverable housing capacity | 4.90 | 6.07 | 5.66 | 6.49 |

4. Phasing table

- 4.1 The following phasing tables has been amended to take into account site-specific housing discussions at the Stage 4 hearings. This includes the revised delivery information for strategic sites, amendments to council owned sites phasing, consideration of capacity changes to due heritage issues and amendments to reflect other site phasing changes discussed at the Stage 4 hearings. The revised phasing table shows the Local Plan allocations and reflects the Inspector's request to move all phasing on by 6 months to reflect the passage of time since the production of Appendix 4 of EX30.2. Explanatory text has been added (highlighted in yellow) to explain the main site-specific changes.

Batley Spen Local Plan Site Allocations - Post Stage 4 (April 2018)

| Site Reference | Address | Plan period site capacity (updated) | Capacity and phasing changes commentary | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 | 2030/31 | Post Plan |
|----------------|--|-------------------------------------|--|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|-----------|
| MX1905 | Land east of, Leeds Road, Chidswell, Dewsbury | 1,535 | Delivery rate amended to reflect information from site promoter. | | | | | | | | 37 | 90 | 159 | 154 | 175 | 180 | 186 | 155 | 154 | 160 | 85 | |
| MX1907 | Moorlands Business Centre, Balme Road, , Cleckheaton | 8 | Delivery amended to come forward in 2020/21. | | | | | | | | 8 | | | | | | | | | | | |
| MX3349 | Land Adjacent , Westgate, , Cleckheaton | 223 | Delivery amended to come forward in 2020/21. | | | | | | | | 25 | 50 | 50 | 50 | 48 | | | | | | | |

