

Basildon Borough Housing Trajectory and 5 Year Land Supply

April 2013



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Introduction

1. The National Planning Policy Framework¹ (NPPF) stipulates that Local Planning Authorities (LPAs) should identify and update annually a supply of specific deliverable sites sufficient to provide at least five years supply of housing against their housing requirements.
2. This document represents an annual housing trajectory listing the source and progress of the Borough's housing land supply and anticipates the quantum and timing of future housing delivery.

Background

3. Paragraph 47 of the NPPF requires LPAs to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.
4. Where there has been a record of persistent under delivery of housing, the NPPF expects such LPAs to increase this buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and ensure further choice and competition in the market for land.
5. Paragraph 49 establishes that in the absence of a five year housing land supply, relevant policies for the supply of housing are not considered to be up-to-date. Therefore, in accordance with paragraph 14, decision-takers should, where the Development Plan is absent, silent or relevant policies are out of date, **grant permission** unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole, or where specific policies in the NPPF indicate development should be restricted².
6. Paragraph 159 requires LPAs to have a clear understanding of housing needs in their area. This includes preparing a Strategic Housing Market Assessment (SHMA) and a Strategic Housing Land Availability Assessment³ (SHLAA) to establish realistic assumptions about the availability, suitability and the economic viability of land to meet the identified need for housing over the plan period. The SHLAA does not however represent Council policy and does not determine whether a site should be allocated or granted planning permission.
7. The Basildon Borough SHLAA was first prepared in 2011-2012 and is subject to an annual review to ensure the evidence base for the Council's emerging Local Plan including the Core Strategy, Site Allocations and Gypsy and Travellers Development Plan Documents is up to date.

What is the Local Housing Target?

8. Until January 2013, the housing target for the Basildon Borough was set by the East of England Regional Spatial Strategy (RSS). It stipulated that the LPA would need to allocate land sufficient to build up to 10,700 dwellings between 2001 and 2021, equivalent to 535 units per annum.
9. The Secretary of State for Communities and Local Government formally revoked the RSS by Order of Parliament on 3 January 2013.
10. The revoked target however remains the last known objectively assessed target from which to measure the progress of housing delivery, therefore until the Council has a Core Strategy Local Plan in place to define other targets, it will be used to illustrate the Borough's future land supply and housing trajectory.

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

² Includes locations such as Sites of Special Scientific Interest (SSSI), land designated as Green Belt, Local Green Space, designated heritage assets and locations at risk from flooding or coastal erosion.

³ <http://www.basildon.gov.uk/index.aspx?articleid=2702>

What has been used to calculate the Housing Land Supply 2011-2013?

11. There are three primary sources to calculate the Borough's land supply:

- The Basildon Borough Residential Land Availability Survey 2012
- Development Control Records 2012-2013
- Strategic Housing Land Availability Assessment 2011-2012

Basildon Borough Residential Land Availability Survey (RLA) 2012

12. The RLA is an annually prepared schedule of developments granted planning consent by the LPA or allowed on appeal by the Planning Inspectorate. It is completed to reflect the performance in the preceding monitoring period of 1st April to 31st March.
13. The RLA includes information on the number of units completed in the previous monitoring year, how many units are left to complete and using previous likely phasing of delivery.
14. The RLA is completed each year by the Council's Development Monitoring partner Essex County Council (ECC) giving independent oversight, site surveys and data analysis to residential monitoring.

Development Control (DC) Records from 2012-2013

15. As the RLA only accounts for a period ending on 31st March each year, it is necessary to reflect any planning consents issued by the LPA following the grant of planning permission or the success of a planning appeal in any time remaining for completeness. This is to ensure any supply of housing through new builds, conversions, as well as losses to supply expected via demolitions are accounted for in the supply period.
16. Any consents issued between 1st April 2012 to 31st March 2013 have therefore been extracted from the LPA's data management system, accounting for all residential, mixed use or non residential permissions or appeals.
17. Whilst this will not be verified until the RLA 2013 is completed, it has been subject to substantial review by BBC officers.

Strategic Housing Land Availability Assessment (SHLAA)

18. A SHLAA was prepared by the Council in 2011-2012 and sites found to be deliverable (passing the NPPF tests of being suitable, available and achievable) were subject to an independent economic viability assessment by Baker Associates in January 2012.
19. The SHLAA also provides a view on the realistic timescale for the development of each site, should it be granted planning consent.
20. Any SHLAA sites currently located within the Green Belt cannot be accounted for in the Borough's land supply, unless they have planning consent or have been allocated for development through the Local Plan.
21. In the event of planning permission being granted on full or partial SHLAA sites, the total units switch from the SHLAA supply to the RLA/ DC records, thus removing the chance for any double counting.
22. The development phasing for SHLAA sites was based on assumptions by Bakers Associates that the Core Strategy would be more advanced at the time of calculating the current 5 year land supply position (March 2013). As a result of this, all units anticipated from being delivered from SHLAA sites have been re-phased by setting their projected development back two years from Baker's estimates to account for the passage of time.

How have these sources been verified for accuracy?

23. All housing land supply data sources need to be checked and analysed before they are considered consistent to include in the Housing Land Supply analysis.

24. The RLA survey is performed annually by our monitoring partners at ECC. The RLA Survey data is used to populate the annual DCLG Housing Flow Reconciliation (HFR) process, as well as local plan monitoring.
25. The most up to date survey relates to development and extant permissions up to 31st March 2012. The new RLA data is collected by ECC over the course of the previous year through the Weekly Decision Lists. All sites are surveyed as close to the monitoring year's end as possible and analysed by ECC against the previous year's RLA to update each site's position. It is then issued to Basildon Council to cross-check against its own data and pose queries of any noticeable anomalies. These in turn are cross checked by ECC and issued to Basildon Council in a spreadsheet format.
26. The SHLAA is a key part of the Local Plan evidence base and is prepared in accordance with an adopted methodology⁴ and Government guidance. The SHLAAs preparation stages are carried out by the Council, with the exception of the Economic Viability Assessment, which is independent.
27. The review of Development Control (DC) records has only occurred for the year 1st April 2012- 31st March 2013. This attempts to fill in the performance gap present in the absence of the RLA data for the 2012-2013 monitoring period, which at the of publication would not be released until Summer 2013.
28. The records were extracted from the LPAs DC data management system and checked for errors and general consistency by tabularising planning permissions and any permitted appeals for housing and:
 - Comparing them against the RLA to check whether they superseded any permissions already accounted for (reducing the risk of any double counting);
 - Geo-coding them against known SHLAA sites (identifying whether the permission has led to delivery of any supply from the SHLAA);
 - Geo-coding all the Council's Building Control commencements and completions against the list (assessing whether any site had been started or finished within 2012-2013);
 - Cross referencing them against Council Tax data to show whether a new property had been registered at the address for tax purposes, implying units have been completed; and
 - Checking any Major Sites with the responsible Development Control Case Officer to check their build status through site visits and local knowledge.

PLEASE NOTE: Despite the cross checks, the evidence presented as DC Records should be treated as an estimate of the number of commencements and completions within the 2012-13 monitoring period. It does not replace the RLA 2013.

Calculating the Five Year Land Supply

Using the format used by ECC Council for its RLA calculations, Basildon Council compiled onto one spreadsheet:

- a. All SHLAA non green belt deliverable sites;
 - b. All RLA extant sites; and
 - c. All DC permissions and appeals issued 1st April 2012-31st March 2013.
29. These sources were tested to verify their likelihood of coming forward for development. The units from each site were then phased to attribute them to a likely completion year based on the best information available about each development. The following principles were followed:
 - a. If a development had not started, units were assumed to be completed three years post the decision date (representing development prior to the expiry of permission).
 - b. If development had started, Case Officers were asked to identify how many units had been completed in the period 1st April 2012- 31st March 2013 and estimates were made as to how many further units per annum would be delivered beyond that point.
 - c. If a permission had expired with no development started, the site was listed as such

⁴

http://www.basildonmeetings.info/documents/s50611/Enc.%202%20CAB_130220_SHLAA%20Meth%20Review%20FINAL%20V3.pdf

- d. If the units were from a SHLAA non-green belt site, the phasing was taken from the independent SHLAA Viability Assessment 2011 and set back by two years to make an adjustment for any inactivity on the site since the SHLAA Assessment was completed.

30. Using the above, the Borough's land supply can be calculated from:

- a. Past completions – confirmed by ECC and the annual RLA process:
- 2,839 net units completed between 2001-2011 [A] (AMR 2011)
 - 700 net units completed between 2011-2012 [B] (RLA 2012)

TOTAL A+B = 3,539 units completed

- b. Estimated build in year 2012-13 - 937 [C]

TOTAL A+B+C= 4,476 units completed in the Borough prior to the start of the 2013/2014 trajectory

- c. Future probable delivery of land supply over five years:
- Years 1 to 5 total - 3,173 dwellings

		2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Past Completions (AMR 2011)	2839 [A]						
Dwelling delivery between 2011-2012 (RLA 2012)	700 [B]						
Estimated RLA 2013 (April 2013)		922	329	444	77	36	37
SHLAA Sites (Feb 2013)		0	0	0	953	532	350
Development Control/ Appeals approved 2012-13 (March 2013)		15	156	128	-4	135	0
Total land supply identified:		[C] 937	485	572	1026	703	387
			[1]	[2]	[3]	[4]	[5]

31. Accounting for the former RSS target of 10,700 dwellings identified for delivery by 2021:

- a. There are eight years between the start of the 2013-14 period to the end of the 2020-2021 to identify outstanding supply (2013-2014, 2014-15, 2015-16, 2016-17, 2017-18, 2018-2019, 2019-2020, and 2020-2021)
- b. The target, accounting for previous delivery, results in a shortfall of 6,224 units which remains to be identified (10,700-(2,839+700+937))
- c. This means that the LPA would need to have land identified an average of 778 units a year to meet the former RSS target by 2021 (6,224 shortfall / 8 years)

Period of plan requirement:	2001-2021
Amount of land supply to be identified at end of period:	10,700
Remaining delivery years remaining within plan requirement:	8 years
Delivery to date (est 1st April 2013) [A+B+C]	4,476
Shortfall on plan requirement target (est 1st April 2013)	6,224
Shortfall / remaining delivery years (shortfall / 7 years) =	778

32. Determining whether the LPA has identified sufficient supply of housing land:

- a. Accounting for the delivery predicted to be achieved in Years 1-5 presents a total of 3,173 units having been identified as suitable, available and achievable (485, 572, 1026, 703, 387)
- b. Accounting for the averaged annual delivery rate needed over this period (778x5) results in land for 3,890 units which need to be identified in the period to avoid a shortfall in land supply
- c. Basildon Borough therefore has an undersupply of land to meet the 5 year housing requirement by a **shortfall of land for 717 units**.
- d. In percentage and calendar terms, the five year land supply stands at 82% or 4 years 2 months worth of land identified.

Annual delivery requirement	779 [x]
Five years delivery requirement ([x]*5)	3,890 [y]
Identified delivery from trajectory ([1]+[2]+[3]+[4]+[5])	3,173 [z]
Baseline Shortfall March 2013 ([y]-[z])	717

Accounting for the Shortfall and Under-Delivery

33. The NPPF expects LPAs to have a surplus of land supply after years 1-5 that can be 'pulled forward' into the deliverable period.
34. For LPAs where performance has been consistently strong, the NPPF expects there to be a +5% tolerance in land supply of the 5 Year Delivery Requirement (3,890 x 5% = 194.5 units)
35. Where LPAs have consistently failed to meet housing targets, the target is expected to be an +20% tolerance in land supply of the 5 Year Delivery Requirement (3,890*20% = 778 units)
36. As reported in previous Basildon Borough Annual Monitoring Reports, Basildon Borough has not met averaged annual housing land supply targets and therefore would be expected to respect a +20% tolerance of deliverable land, in addition to a 5 year land supply.

	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031	Totals
Units from RLA Sites (April 2012)	34	17	16	15	15	15	15	15	16	6	6	6	0	176
Units from SHLAA Sites (Feb 2013)	300	168	100	84	0	0	0	0	0	0	0	0	0	652
Development Control/ Appeals 2012 -2013	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total land supply identified:	334	185	116	99	15	15	15	15	16	6	6	6	0	828
	[6]	[7]	[8]	[9]	[10]	[11]	[12]	[13]	[14]	[15]	[16]	[17]	[18]	

37. If the baseline shortfall on the five year trajectory (717) is therefore included, the Borough requires land to be identified for 1,495 units for the next five year period (778+717).
38. Accounting for the identified urban SHLAA sites and known 'slow paced' RLA sites, the authority can identify land for 828 dwellings. Of the slow paced RLA sites, none are likely to come forward any faster than they are currently phased based on their development progress history.
39. Of the units of the SHLAA sites that could be delivered earlier (652), including sites within the Borough's town centres, it is unlikely that there would be brought forward any sooner without intervention or an improvement of the market/economy. This is lower than the 20% target required by the NPPF [797], and substantially lower than the shortfall on the 5 year supply plus the NPPF requirement [1,495]

Housing Land Supply Methodology 2011-13

Appendix 1: Housing Trajectory

Basildon Borough Housing Trajectory

Land supply target (identified as relating to East of England RSS - 10,700 dwellings between 2001-2021 [a 20 year period, averaging a need to find land for 535 dwellings/ annum])

	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031	Totals
Identified supply defined by trajectory - projected land supply delivered between the 1st April - 31st March of a given year identified within the RLA, DC data, and SHLAA.																				
Year of Trajectory																				
Past Completions (AMR 2011)	2839 [A]																			
Dwelling delivery between 2011-2012 (RLA 2012)	700 [B]																			
RLA Sites (April 2012)	922	329	444	77	36	37	34	17	16	15	15	15	15	15	16	6	6	6	0	2465
SHLAA Sites (Feb 2013)	0	0	0	953	532	350	300	168	100	84	0	0	0	0	0	0	0	0	0	2487
Development Control 2012-13 (Feb 2013)	15	156	128	-4	135	0	0	0	0	0	0	0	0	0	0	0	0	0	0	430
Total land supply identified:	937	485	572	1026	703	387	334	185	116	99	15	15	15	15	16	6	6	6	0	5382
	[C]	[1]	[2]	[3]	[4]	[5]	[6]	[7]	[8]	[9]	[10]	[11]	[12]	[13]	[14]	[15]	[16]	[17]	[18]	

Calculating the Annual Land Supply need at the 31st March (of a given year), accounting for projected deliveries, the shortfall is spread over the years remaining within the requirement.

Period of plan requirement:	2001-2012																			
Amount of land supply to be identified at end of period:	10,700																			
Remaining delivery years remaining within plan requirement:	8 years	8	7	6	5	4	3	2	1	20	19	18	17	16	15	14	13	12	11	
Delivery to date (est 1st April 2013) [A+B+C]	4,476	4961	5533	6559	7262	7649	7983	8168	8284	99	114	129	144	159	175	181	187	193	193	
Shortfall on plan requirement target (est 1st April 2013)	6,224	5,739	5,167	4,141	3,438	3,051	2,717	2,532	2,416	10,700	10,601	10,586	10,571	10,556	10,541	10,525	10,519	10,513	10,507	
Shortfall / remaining delivery years (shortfall/ 8 years) =	778	820	861	828	860	1017	1359	2532	2416	535	589	623	661	704	753	810	877	956	1051	

Land supply needs to identify 778 areas of dwelling land/ year to meet RSS requirement of 10,700 dwellings for 2021

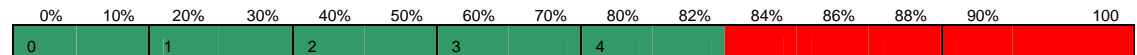
Housing Land Supply Methodology 2011-13

Five year housing supply -

Annual delivery requirement	778 [x]
Five years delivery requirement ((x)*5)	3890 [y]
Identified delivery from trajectory (([1]+[2]+[3]+[4]+[5]))	3173 [z]
Shortfall (([y]-[z]))	717

Basildon Council is **not** providing a five year land supply (a supply shortfall of 717 is present).

5 Year Supply Summary (([z]/[y])*100)	%	82%
	Period	4 years and two months



The shortfall on the Five year Housing Supply, and estimating undersupply requirements

Undersupply on the 5 year housing trajectory	717 [m]
Annual delivery requirement	778 [^]
20% of Annual Delivery requirement (^* 20%)	155
NPPF undersupply over 5 years - 5*(^* 5)	778 [n]
Total undersupply identified [m]+[n] at 31st March 2013	1495

Identified land in years [6] to [18]	SHLAA	RLA	DC 2012-13	5yr undersupply	NPPF requirement
Land identified after 5 year trajectory	652	176	0		
Target NPPF +20% to bring forward, and 5 year shortfall				717	778

Appendix 2: Chart of Trajectory

Supply Defined by Trajectory 2012/13-2030/31

