

HAMBLETON DISTRICT COUNCIL

Report To: Cabinet
5 November 2013

Subject: REVIEW OF 5 YEAR HOUSING SUPPLY

Wards: All
Portofolio Holder for Housing, Planning and Waste Management: Councillor B Phillips

1.0 PURPOSE AND BACKGROUND:

- 1.1 At the Cabinet meeting on 8 October 2013 the scope, programme and resources for a partial review of the Hambleton Local Development Framework were agreed. A review of housing supply was also agreed to be the subject of a further Cabinet report.
- 1.2 The October report said that the supply of deliverable housing sites could fall short of the requirements in the National Planning Policy Framework, but the Council could help meet any potential shortfall by releasing sites allocated in Phases 2 and 3 early without the need for a change to the policy. The alternative of allocating new sites would be highly contentious and slow down the review.
- 1.3 The National Planning Policy Framework places great emphasis on maintaining a 5 year supply of deliverable housing. In particular paragraph 49 states that:

“Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.”
- 1.4 The onus is on the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against its housing requirements. An additional buffer of 20% is required where there has been a record of persistent under delivery of housing to ensure choice and competition in the market for land.
- 1.5 To be considered ‘deliverable’, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years and in particular that development of the site is viable.
- 1.6 At the Local Development Framework Workshop held with developers on 17 July they felt that the relaxation of phasing restrictions would be a quick fix to address the 5 year housing supply that the Council should quickly take on board.

2.0 DECISION SOUGHT:

- 2.1 Cabinet must decide how to achieve a rolling 5 year supply of deliverable housing so as to satisfy local housing requirements in accordance with Government policy.

3.0 THE ISSUES:

- 3.1 An audit has been undertaken of the supply of deliverable housing sites in the 5 years from 1 October 2013 (to 1 October 2018) by reviewing all planning permissions and housing allocations, including those identified for completion in Phase 2 (2016-21) and Phase 3 (2021-26).

3.2 The results of our assessment are set out at Annexes A and B, with a District wide analysis. The matter should be dealt with on a District basis as that is the approach being advocated elsewhere and is consistent with the Government's advice. It is however useful to also see the supply breakdown on a sub area basis to help understand spatial variations across the five sub areas defined in the Plan as each has its own defined housing requirements (See Annex C). It should be noted that the latter assessment shows no change in the Thirsk sub area and more importantly a significant shortfall in supply in the Northallerton sub area, due to the reliance mainly on one large site (North Northallerton) and several of the town's smaller brownfield sites not coming forward.

3.3 The assessment shows:
 A five year supply requirement for 2,098 dwellings - 420 pa
 (290 x 5 plus 20% = 1,740 plus 358 undersupply backlog)

An expected supply based on developer survey evidence:

- with Plan phasing : 1,756 dwellings (342 deficit) – See Annex A
- with Plan phasing relaxed : 2,267 dwellings (169 surplus) – See Annex B

This delivery deficit with current phasing restrictions clearly means that in order to prove a deliverable 5 year supply there is a need to remove the phasing restrictions on the release of sites and encourage applications now on Phases 2 and 3 sites in accordance with the developers' indicated expectations, so as to maintain a healthy surplus in supply and flexibility. This does not mean all Phase 2 and 3 sites will come forward now, but only those with developers ready to proceed.

3.4 Annex D sets out more details of the assessment and related considerations.

4.0 **LINK TO CORPORATE PRIORITIES:**

4.1 A review of housing supply is fundamental to helping meet the needs of communities, supporting sustainable economic growth and development and particularly in meeting housing needs, including affordable housing.

5.0 **RISK ASSESSMENT:**

5.1 **Risks in approving the recommendations as shown below:**

Risk	Implication	Prob*	Imp*	Total	Preventative action
Infrastructure delivery problems arise from early development in some areas	More S 106 developer contributions needed earlier. Shortage of funding from Community Infrastructure Levy.	3	4	12	Adopt CIL Charging Schedule. Alert infrastructure providers of proposed action and work with them to ensure infrastructure can be delivered. Seek other funding sources for major infrastructure.
Criticism of the Council as development is not in adopted Plan phase	Council loses credibility.	3	2	6	Issue press release to explain proposed action and reasons.

5.2 **The key risk is in not approving the recommendations as shown below:**

Risk	Implication	Prob*	Imp*	Total	Preventative action
A rolling 5 year housing supply is not available to meet local needs	Speculative planning applications will be submitted (for allocations sites or others). Planning permission will be granted or on appeal. Appeal costs will rise for the Council. Communities will be unhappy with decisions reached.	5	4	20	Approve the recommendation.

Prob = Probability, Imp = Impact, Score range is Low = 1, High = 5

5.3 Overall the risk of agreeing with the recommendations outweighs the risk of not agreeing them and is considered acceptable.

6.0 FINANCIAL IMPLICATIONS AND EFFICIENCIES:

6.1 None.

7.0 LEGAL IMPLICATIONS:

7.1 None.

8.0 EQUALITY/DIVERSITY ISSUES:

8.1 None.

9.0 RECOMMENDATIONS:

9.1 It is recommended that the Council:

- (1) removes Phases 2 and 3 as a means of addressing under supply of housing sites so as to maintain a continuous 5 year supply of deliverable sites in accordance with Government requirements; and
- (2) advises infrastructure providers of sites in Phases 2 and 3 coming forward earlier than anticipated and shares the latest housing delivery information with them.

MICK JEWITT

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Background Documents - National Planning Policy Framework (March 2012) and draft guidance (August 2013)
 - Letters, emails and notes re discussions with developers and landowners

DISTRICT Housing Supply

Past Delivery Rates:

PHASED

Annual Housing Target =											290
Years run from April to March											Period Total
2004 / 2005	2005 / 2006	2006 / 2007	2007 / 2008	2008 / 2009	2009 / 2010	2010 / 2011	2011 / 2012	2012 / 2013	2013 / 2014*		
Homes required =	330	330	330	330	290	290	290	290	290	145	2915
Homes delivered =	217	403	369	417	297	224	216	177	151	86	2557
Under/over supply =	-113	73	39	87	7	-66	-74	-113	-139	-59	-358

Expected Delivery Rates:

Settlement	Allocation Site	Application Number	Application Status	Plan Phase	Homes Built	Homes Started	Years run from October to September					5 Year Total	2018 / 2026	Total Yield
							2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017	2017 / 2018			
Bedale (with Aiskew)	BH1 - Masham Road, Bedale			1	0	0	0	25	25	5	0	55	0	55
Bedale (with Aiskew)	BH2 - Pig Farm, Aiskew			1	0	0	0	0	10	25	3	38	0	38
Bedale (with Aiskew)	BM1 - Bridge Street, Bedale	10/01895/FUL	COMPLETED	1	27	0	0	0	0	0	0	0	0	0
West Tanfield	BM3 - Station Yard, West Tanfield			1	0	0	0	20	20	0	0	40	0	40
Easingwold	EM1 - Stillington Road / York Road, Easingwold	11/01661/FUL	APPROVED	1	14	32	19	30	30	0	0	79	0	79
Brompton	NH3 - West of Danes Crest, Brompton			1	0	0	0	0	20	0	0	20	0	20
East Cowton	NH4 - Bungalow Farm, East Cowton	10/01716/FUL	APPROVED	1	0	0	0	20	25	0	0	45	0	45
Northallerton (with Romanby)	NH1 - York Trailers, Yafforth Road, Northallerton	13/01956/FUL	APPROVED†	1	0	0	0	40	40	40	40	160	84	244
Northallerton (with Romanby)	NH2 - Jewsons Builders' Yard, Swain Court, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0
Northallerton (with Romanby)	NM1 - Auction Mart, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0
Northallerton (with Romanby)	NM2 - Auction Mart Car Park, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0
Northallerton (with Romanby)	NM4 - Fire Station Headquarters, Crosby Road, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0
Great Broughton	SH3 - Broughton Grange Farm, Great Broughton	11/00816/FUL	DISPOSED	1	0	0	0	15	10	0	0	25	0	25
Thirsk (with Sowerby)	TH1 - Cherry Garth Care Home, Thirsk	12/02437/FUL	APPROVED	1	0	52	10	42	0	0	0	52	0	52
Thirsk (with Sowerby)	TH2 - Depots, Station Road, Thirsk	12/01556/FUL	REFUSED	1	0	0	0	0	0	20	20	40	0	40
Dalton	TH4 - Former Turkey Factory, Dalton	10/01428/FUL	APPROVED	1	28	3	3	0	0	0	0	3	0	3
Bedale (with Aiskew)	BH3 - South East of Aiskew	11/02543/FUL	APPROVED	1 & 2	0	0	0	20	25	14	0	59	144	203
Stokesley	SH1 - White House Farm and Crab Tree Farm, Stokesley	11/01300/OUT	REFUSED	1 & 2	0	0	0	0	25	25	25	75	125	200
Thirsk (with Sowerby)	TM2A - South West Thirsk Area, Westbourne Farm	10/02373/OUT	APPROVED	1, 2 & 3	0	4	20	50	50	50	50	220	705	925
Thirsk (with Sowerby)	TM2C South West Thirsk Area, Neighbourhood Centre (Extra Care)	10/02373/OUT	APPROVED	0	0	0	0	5	60	24	0	89	0	89
Bedale (with Aiskew)	BH4 - The Abattoir, Aiskew	12/00842/REM	APPROVED	2	13	25	12	25	25	15	0	77	0	77
Bedale (with Aiskew)	BM2 - North East of Aiskew Pig Farm, Aiskew			2	0	0	0	0	0	0	0	0	42	42
Crakehall	BH7 - East of Hackforth Road, Little Crakehall	10/01305/FUL	REFUSED	2	0	0	0	0	0	15	0	15	0	15
Leeming Bar	BM4 - Leeming Lane, Leeming Bar	12/01402/FUL	APPROVED	2	0	0	0	25	25	25	7	82	0	82
Snape	BH8 - Hares of Snape Works, Snape			2	0	0	0	0	0	10	10	20	0	20
Easingwold	EH1 - Ward Trailers, York Road, Easingwold	12/01209/FUL	APPROVED	2	0	0	0	10	20	18	0	48	0	48
Shipton	EH4 - Garage, Main Street, Shipton			2	0	0	0	0	0	8	8	16	0	16
Husthwaite	EH5 - South of Prospect Cottages, Husthwaite			2	0	0	0	0	0	20	0	20	0	20
Great Ayton	SH4 - Cleveland Lodge, Great Ayton	-	-	2	0	0	0	0	0	0	0	0	0	0
Hutton Rudby	SH5 - North of Garbutts Lane, Hutton Rudby			2	0	0	0	0	0	30	0	30	0	30
Thirsk (with Sowerby)	TH3 - Rybeck Farm, Thirsk			2	0	0	0	0	0	0	20	20	25	45
Easingwold	EH2 - Kellbalk Lane and East of Oxenby Place, Easingwold			2 & 3	0	0	0	0	0	10	20	30	130	160
Northallerton (with Romanby)	NM5 - North Northallerton Area, Northallerton			2 & 3	0	0	0	0	0	25	45	70	852	922
Carlton Miniott	TH5 - Ripon Way, Carlton Miniott	13/01770/FUL	PENDING	2 & 3	0	0	0	0	0	15	25	40	0	40
Bedale (with Aiskew)	BH5 - Wilberts Farm, Sandhill Lane, Aiskew			3	0	0	0	0	0	0	0	0	105	105
Bedale (with Aiskew)	BH6 - Lyngarth Farm, Bedale			3	0	0	0	0	0	0	0	0	75	75
Leeming Bar	BH9 - South of Northallerton Road, Leeming Bar			3	0	0	0	0	0	0	0	0	15	15
Brafferton & Helperby	EH7 - Back Lane, Helperby			3	0	0	0	0	0	0	0	0	15	15
Easingwold	EH3 - North of Meadow Spring Way, Easingwold			3	0	0	0	0	0	0	0	0	25	25
Stillington	EH6 - South Back Lane, Stillington			3	0	0	0	0	0	0	0	0	30	30
Morton-on-Swale	NH5 - North of A684			3	0	0	0	0	0	0	0	0	42	42
Stokesley	SH2 - North of Sowerby Crescent, Stokesley			3	0	0	0	0	0	0	0	0	101	101
Allocations Site Totals =					82	116	64	327	410	394	273	1468	2515	3983
Un-Allocated Permissions =					93		83	151	36	18	0	288	64	352
Projected Windfalls =					0		0	0	0	0	0	0	0	0
Expected Housing Supply =							147	478	446	412	273	1756	2579	4335

5 Year Supply:

†Revised yield based on most recent discussions (planning permission is for 283)

Homes	
5 year housing requirement (inc 20%) =	1740
Total under/over supply (from 2004 to 01/10/2013) =	-358
5 year requirement including undersupply =	2098
Total dwellings supply (as at 01/10/2013) =	1756
Residual supply =	-342

DISTRICT Housing Supply

Past Delivery Rates:

PHASING RELAXED

Annual Housing Target = 290										
Years run from April to March										
2004 / 2005	2005 / 2006	2006 / 2007	2007 / 2008	2008 / 2009	2009 / 2010	2010 / 2011	2011 / 2012	2012 / 2013	2013 / 2014*	Period Total
Homes required =	330	330	330	330	290	290	290	290	145	2915
Homes delivered =	217	403	369	417	297	224	216	177	86	2557
Under/over supply =	-113	73	39	87	7	-66	-74	-113	-139	-358

Six months to 01/10/2013*

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Bedale (with Aiskew)	BH2 - Pig Farm, Aiskew			1	0	0	0	0	10	25	3	38	0	38		
Bedale (with Aiskew)	BM1 - Bridge Street, Bedale	10/01895/FUL	COMPLETED	1	27	0	0	0	0	0	0	0	0	0		
West Tanfield	BM3 - Station Yard, West Tanfield			1	0	0	0	20	20	0	0	40	0	40		
Easingwold	EM1 - Stillington Road / York Road, Easingwold	11/01661/FUL	APPROVED	1	14	32	19	30	30	0	0	79	0	79		
Brompton	NH3 - West of Danes Crest, Brompton			1	0	0	0	0	20	0	0	20	0	20		
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Northallerton (with Romanby)	NH2 - Jewsons Builders' Yard, Swain Court, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0		
Northallerton (with Romanby)	NM1 - Auction Mart, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0		
Northallerton (with Romanby)	NM2 - Auction Mart Car Park, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0		
Northallerton (with Romanby)	NM4 - Fire Station Headquarters, Crosby Road, Northallerton	-	-	1	0	0	0	0	0	0	0	0	0	0		
Great Broughton	SH3 - Broughton Grange Farm, Great Broughton	11/00816/FUL	DISPOSED	1	0	0	0	15	10	0	0	25	0	25		
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Thirsk (with Sowerby)	TH2 - Depots, Station Road, Thirsk	12/01556/FUL	REFUSED	1	0	0	0	0	0	20	20	40	0	40		
Dalton	TH4 - Former Turkey Factory, Dalton	10/01428/FUL	APPROVED	1	28	3	3	0	0	0	0	3	0	3		
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Leeming Bar	BM4 - Leeming Lane, Leeming Bar	12/01402/FUL	APPROVED	2	0	0	0	25	25	25	7	82	0	82		
Snape	BH8 - Hares of Snape Works, Snape			2	0	0	0	0	0	10	10	20	0	20		
Easingwold	EH1 - Ward Trailers, York Road, Easingwold	12/01209/FUL	APPROVED	2	0	0	0	10	20	18	0	48	0	48		
Shipton	EH4 - Garage, Main Street, Shipton			2	0	0	0	8	8	0	0	16	0	16		
Husthwaite	EH5 - South of Prospect Cottages, Husthwaite			2	0	0	0	20	0	0	0	20	0	20		
Great Ayton	SH4 - Cleveland Lodge, Great Ayton			2	0	0	0	0	0	0	0	0	0	0		
Hutton Rudby	SH5 - North of Garbutts Lane, Hutton Rudby			2	0	0	0	0	30	0	0	30	0	30		
Thirsk (with Sowerby)	TH3 - Rybeck Farm, Thirsk			2	0	0	0	0	0	0	20	20	25	45		
Easingwold	EH2 - Kellbalk Lane and East of Oxenby Place, Easingwold			2 & 3	0	0	0	10	20	35	35	100	60	160		
Northallerton (with Romanby)	NM5 - North Northallerton Area, Northallerton			2 & 3	0	0	0	25	45	65	90	225	697	922		
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Bedale (with Aiskew)	BH5 - Wilberts Farm, Sandhill Lane, Aiskew			3	0	0	0	5	25	25	25	80	25	105		
Bedale (with Aiskew)	BH6 - Lyngarth Farm, Bedale			3	0	0	0	0	0	25	25	50	25	75		
Leeming Bar	BH9 - South of Northallerton Road, Leeming Bar			3	0	0	0	0	0	0	0	0	15	15		
Brafferton & Helperby	EH7 - Back Lane, Helperby			3	0	0	0	0	0	0	0	0	15	15		
Easingwold	EH3 - North of Meadow Spring Way, Easingwold			3	0	0	0	10	15	0	0	25	0	25		
Stillington	EH6 - South Back Lane, Stillington			3	0	0	0	20	10	0	0	30	0	30		
Morton-on-Swale	NH5 - North of A684			3	0	0	0	0	0	0	0	0	42	42		
Stokesley	SH2 - North of Sowerby Crescent, Stokesley			3	0	0	0	10	35	35	21	101	0	101		
Allocations Site Totals =							82	116	64	460	623	461	371	1979	2004	3983
Un-Allocated Permissions =							93		83	151	36	18	0	288	64	352
Projected Windfalls =							0		0	0	0	0	0	0	0	0
Expected Housing Supply =							147	611	659	479	371	2267	2068	4335		

5 Year Supply:

*Revised yield based on most recent discussions (planning permission is for 283)

Homes

5 year housing requirement (inc 20%) =	1740
Total under/over supply (from 2004 to 01/10/2013) =	-358
5 year requirement including undersupply =	2098
Total dwellings supply (as at 01/10/2013) =	2267
Residual supply =	169

5 YEAR HOUSING SUPPLY BY SUB AREAS

- as at 1/10/2013

Bedale

5 year requirement = 363

Supply with Plan phasing = 413 (51 surplus)

Supply with phasing relaxed = 543 (181 surplus)

Easingwold

5 year requirement = 230

Supply with Plan phasing = 223 (-7 deficit)

Supply with phasing relaxed = 348 (119 surplus)

Northallerton

5 year requirement = 741

Supply with Plan phasing = 364 (-377 deficit)

Supply with phasing relaxed = 519 (-222 deficit)

Stokesley

5 year requirement = 208

Supply with Plan phasing = 177 (-31 deficit)

Supply with phasing relaxed = 278 (70 surplus)

Thirsk

5 year requirement = 557

Supply with Plan phasing = 579 (22 surplus)

Supply with phasing relaxed = 579 (22 surplus)

HOUSING SUPPLY ADDITIONAL NOTES

1. The audit was undertaken by contacting all relevant developers and landowners about their delivery expectations and obtaining a response from them all. This provides good evidence on the prospect of delivery. This delivery is based on what they could realistically deliver subject to the granting of planning permission and therefore includes some sites for completion in Phases 2 and 3. The five years to October 2018 covers the early part of Phase 2 (from April 2016, i.e. 2½ years).
2. The likely site delivery figures obtained from developers/landowners have been compared with the housing requirement of 290 dwellings per annum as contained in the Plan. A 20% buffer has been added to the requirement as we cannot avoid claims that we have suffered 'persistent' under delivery in recent years. This term is not defined and we have not under delivered continuously and predominantly (meeting District-wide targets since 2004 in 4 out of 9½ years), but delivery overall has been well down over this period and with a significant downturn in the last few years.
3. A further addition to the requirement is a figure for backlog in supply from the previous years of the plan from April 2004 as this has been successfully argued in the majority of recent national appeal cases concerning housing supply. Furthermore, this backlog figure in the worst case scenario should be applied to our next 5 years' supply requirement, again based on recent appeal cases where this argument has been successfully made (known as the Sedgefield method as it originated in that District). An alternative, less demanding method (put forward at Liverpool) to make up for backlog over the entire plan period has been much less successful at appeal. It is therefore prudent to plan on the basis of the Sedgefield method.
4. It should be noted that there is further flexibility in housing supply as windfall (non-allocated) sites in conformity with the Plan will come forward and no allowance has been made for them at present. Proposed changes to the Permitted Development rights would also deliver more small scale housing conversion schemes in the towns and countryside.
5. Development policy DP11 governs the phasing of housing sites and provides for a control mechanism to ensure the maintenance of a 5 year rolling supply of deliverable sites. It refers to compensatory action being required if output deviates significantly from the targets. Although Phase 3 sites should generally follow Phase 2, given the scale of the deficit (-342) and the limitations on the deliverable supply from Phases 1 and 2 alone, deliverable Phase 3 sites (286) also need to be brought forward. With all phasing relaxed would only achieve a surplus of 169 dwellings.
6. One of the reasons for phasing supply was to ensure that the scale and timing of development is co-ordinated with the provision of new infrastructure and this remains an important consideration. As well as informing landowners and developers it will be important to make infrastructure providers aware of any changes to housing delivery proposals and to discuss and share our delivery information. Clearly if there are cases of specific significant infrastructure constraints development should not be allowed to proceed until the problems have been resolved. The timing of planning permissions being granted will have implications on the scale of Section 106 developer contributions for infrastructure provision. There will also be implications for the forthcoming Community Infrastructure Levy payments, given they are now unlikely to come into effect until the end of 2014 and many more developments could avoid paying this broader charge before the effective date, although they would pay for specific local infrastructure requirements under Section 106 agreements.

7. There may also be concerns about housing development proceeding too fast over the next 5 or more years and supply running out. Such a boom in local house building is not expected by the house builders and land owners as evidenced by their proposed delivery rates. The survey showed that many sites with planning permissions (64 dwellings) have been put back to after 2018 as applicants are unsure if/when development will take place.
8. The state of the housing market will largely dictate the rate of development and this still remains depressed although there are signs of recovery. Without a major economic upturn with major local job creation it seems unlikely there will be a local housing boom which would exhaust the supply. The Plan's housing allocation provision is up to 2026 and even with site phasing relaxed it is expected by developers and landowners that after 2018 over 2,000 dwellings would remain to be completed, which is equivalent to at least a further 5 years supply, without windfalls so District-wide supply should last until at least 2023. Housing delivery and supply will continue to be closely monitored and steps can be taken to ensure sites are made available through plan review and land allocation well before 2023.