

## **FIVE YEAR HOUSING LAND SUPPLY (HLS) AS AT 1<sup>ST</sup> APRIL 2016 (updated June 2016)**

1. The Council is currently unable to demonstrate a 5 year HLS. At present the HLS is 3.57 years. (See **Table 4**).

### Housing Requirement

2. A Berkshire (including South Bucks) Strategic Housing Market Assessment (dated February 2016, published March 2016)<sup>1</sup> (SHMA) has been undertaken by G L Hearn on behalf the Thames Valley Berkshire Local Enterprise Partnership, and all six Local Authorities within Berkshire (Bracknell Forest, Reading Borough, Royal Borough of Windsor and Maidenhead, Slough Borough, West Berkshire and Wokingham Borough). The results of the analysis conclude that Bracknell Forest operates within a Western Berkshire Housing Market Area (with Wokingham Borough, West Berkshire and Reading Borough) and that over the period 2013 to 2036:
  - 635 new homes per year are required in Bracknell Forest, and,
  - 2,855 new homes per year are required across the Western Berkshire Housing Market Area
3. The objective assessment of housing need (OAN) has been derived by using the Government's population and household projections as a starting point (2012-based household projections, re-based to take account of 2013 mid-year population estimates) over the period 2013-2036, which have been tested against economic (job growth) forecasts, market signals and affordable housing needs evidence. This will form part of the evidence base in developing a housing requirement as part of the Comprehensive Local Plan which will cover the plan period up to 2036<sup>2</sup>.
4. The SHMA represents the most up to date figure of housing need for the Borough, and will be used as a starting point in formulating the future housing target in the Comprehensive Local Plan, and will now be used for the purposes of calculating the HLS, instead of the housing requirement set out in the adopted Core Strategy.
5. In relation to how the shortfall in the current plan period (2006-2026) is taken into account, the OAN takes account of the backlog accrued prior to 2013<sup>3</sup>, therefore for the purposes of HLS (as at 1 April 2016), shortfall is only included for the period 2013/14 - 2015/16.

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<sup>1</sup> Berkshire SHMA, 2016 (see document CLP/Ev/2c):

<http://www.bracknell-forest.gov.uk/evidencebaseforcomprehensivelocalplan>

<sup>2</sup> The timetable for the Comprehensive Local Plan is set out in the Local Development Scheme (June 2015): <http://www.bracknell-forest.gov.uk/local-development-scheme.pdf>

<sup>3</sup> For example see para. 7.82: *This SHMA report considers housing need for the period 2013-36. Any shortfall in housing delivery prior to the 2013 starting point has been considered and taken into account in the adjustments to the OAN to reflect market signals.*

## NPPF Buffer

6. Para. 47 of the National Planning Policy Framework (NPPF) requires Local Planning Authorities (LPAs) to identify a supply of specific deliverable sites. Whilst the need for five years worth of housing against the requirement is mentioned, it also states that an additional buffer of 5% is required to ensure choice and competition in the market for land. In cases where there has been a record of persistent under delivery of housing, LPAs are required to provide a buffer of 20%.
7. A review of annual completions achieved in Bracknell Forest over the current plan period, shows that since 2013, the OAN of 635 has not been achieved (completions since the start of the Core Strategy period (2006), are shown for completeness) (see **Table 1**).
8. Whilst the designation of the Thames Basin Heaths as a Special Protection Area in 2005<sup>4</sup> and adverse economic conditions have undoubtedly had an impact, it is accepted that there was an issue with the supply of land, which led to the Council producing the Site Allocations Local Plan (SALP). Therefore, the relevant buffer to be applied is 20%<sup>5</sup>.

**Table 1: Net completions during Plan period**

<b>Monitoring period</b>	<b>No. of dwellings (net)</b>
Completions 2006/07	131
Completions 2007/08	501
Completions 2008/09	467
Completions 2009/10	325
Completions 2010/11	410
Completions 2011/12	264
Completions 2012/13	390
Completions 2013/14	314
Completions 2014/15	376
Completions 2015/16	336
<b>Total completions to date</b>	<b>3,514</b>
<b>Completions since 2013/14</b>	<b>1,026</b>

## Deliverable Supply

9. Sites forming part of the supply of land over the plan period 2006-2026 are set out in the Housing Trajectory. This includes the following sites: hard commitments (those with planning permission); and two types of soft commitments (sites with a resolution to grant planning permission, subject to the completion of a s.106 agreement and sites which have been allocated in the SALP). A schedule has been prepared based on the housing commitments exercise<sup>6</sup>. This takes account of whether the sites are suitable, available and achievable. Further information on the progress of sites contained within the trajectory is contained in the 'Housing Implementation Strategy'<sup>7</sup>.
10. **Table 2** sets out the individual sites and number of completions (taken from the Housing Trajectory) which are projected to contribute towards the next 5 year period (2016/17-2020/21):

<sup>4</sup> Avoidance and Mitigation Strategy agreed in 2007

<sup>5</sup> Land at Tilehurst Lane (Planning Application: 13/00746/OUT. Appeal Ref APP/R0335/A/14/2219888). Appeal dismissed February 2015. The Inspector concluded (para. 93) that there was no dispute that the buffer should be 20%, but that 'buffer' should be applied to both the housing requirement, plus the deficit/shortfall.

<sup>6</sup> The 2016/17 Housing Trajectory and Housing Commitments (as at 30 March 2016) are available to view at: <http://www.bracknell-forest.gov.uk/planningpolicymonitoringhousing>

<sup>7</sup> The Housing Implementation Strategy is available to view at: <http://www.bracknell-forest.gov.uk/planningpolicymonitoringhousing>

**Table 2: Sites forming part of deliverable supply 2016/17 to 2020/21**

Site	Projected Net Completions (April-March)					Site total
	2016/17	2017/18	2018/19	2019/20	2020/21	
<b>HARD COMMITMENTS</b>						
<b>Large Sites (site of 1ha or more)</b>						
Land at Foxley Lane and East of Murrell Hill Lane, Binfield. (Hazelwood) (SALP SA3) (Applications 11/00682/OUT & 13/00784/REM)	43	0	0	0	0	43
Farley Hall, London Road, Binfield (Imperial Square) (SALP SA1) (Applications: 13/01072/OUT & 1401010/REM)	73	0	0	0	0	73
Amen Corner North, Binfield (SALP SA6) (Application: 14/00315/OUT, relates to part of SALP allocation)	0	50	75	75	75	275
Binfield Nursery, Terrace Road North, Binfield (SALP SA1) (Application 13/00966/FUL)	0	12	12	0	0	24
Jennetts Park (formerly Peacock Farm), Peacock Lane, Bracknell (Application: 98/00288/OUT)	28	22	0	0	0	50
Ramslade House, The Parks, Bracknell (Application: 15/00312/FUL)	12	0	0	0	0	12
Land within Bracknell Town Centre (Winchester House) (12/00476/OUT & 13/01068/REM)	0	100	100	111	0	311
Land At Former Garth Hill College Site, Sandy Lane. (Clement House) (Part of SALP SA1) (Application: 13/00074/FUL)	-1	0	0	0	0	-1
Jubilee Court, Hazell Hill (United House) (Application: 14/00713/CLPUD)	-17	0	0	0	0	-17
Land at former TRL Site, Nine Mile Ride, Crowthorne. (SALP SA5) (Application: 13/00575/OUT)	0	0	10	150	150	310
Land North Of Harvest Ride and South Of Forest Road and East Of West End Lane, Warfield. (SALP SA9, Part of Area 2) (Applications: 13/01007/OUT Phase 1, 87 units: 13/01007/OUT; Phase 3, 94 units: 15/00163/REM; Phase 4a, 65 senior living units: 15/00163/REM; Phase 4a, 58 units: 15/00647/REM)	75	75	75	75	75	375
Cranbourne Corner, Forest Road, Winkfield (09/00605/FUL)	1	0	0	0	0	1
Orchard Lea, Winkfield Lane, Winkfield (Application: 15/00547/FUL)	0	0	14	0	0	14
HFC Bank, North Street, Winkfield (Montague Park) (Application: 12/00434/FUL)	5	0	0	0	0	5
Kingswood, Kings Ride, Ascot (Application: 13/00858/FUL)	0	12	13	13	0	38
<b>Total Large Sites</b>	<b>219</b>	<b>271</b>	<b>299</b>	<b>424</b>	<b>300</b>	<b>1513</b>
<b>Medium Sites (sites less than 1ha with 10+ dwellings)</b>						
Popeswood Garage and Hillcrest, London Road, Binfield (Laureates Place) (Part of SALP SA2) (Application: 14/00858/FUL)	11	0	0	0	0	11
Land Between St Marks Road and London Road (Waiben, The Laurels, The Firs and Crossways) (Application: 14/01204/FUL)	22	0	0	0	0	22
Parkham, St Marks Road, Binfield (Application: 15/00464/FUL)	13	0	0	0	0	13

Adastron House & Byways, Crowthorne Road, Bracknell (Application: 14/00437/FUL) (Adastron House is SALP SA1)	37	0	0	0	0	37
Avoncrop, Eastern Road, Bracknell. (SALP, SA1, part of Eastern Rd). (Application: 12/00483/FUL)	0	14	0	0	0	14
Foundation House, London Road, Bracknell (The Quarters) (SALP SA1, part of Eastern Rd) (Application: 13/00441/OUT & 14/00933/FUL)	82	41	0	0	0	123
Eagle House, The Ring, Bracknell (Application: 15/00212/FUL)	0	92	0	0	0	92
Barnett Court, Larges Lane, Bracknell (Application: 15/00284/FUL)	0	28	0	0	0	28
Bridgewell Centre, 10A Ladybank, Bracknell (Application: 15/00618/FUL)	0	0	20	0	0	20
Photon House/Blueprint House, Old Bracknell Lane West, Bracknell (SALP SA1, part of Eastern Rd). (Applications: 14/01095/FUL & 15/001273/FUL)	65	0	0	0	0	65
Guildgate House, 176-184 High Street, Crowthorne (Application: 14/01168/PAC)	16	0	0	0	0	16
152 New Road, Winkfield (SALP, SA2). (Application: 12/00593/FUL)	-1	14	0	0	0	13
<b>Total Medium Sites</b>	<b>245</b>	<b>189</b>	<b>20</b>	<b>0</b>	<b>0</b>	<b>454</b>
<b>Small Sites Completions/Allowance (net)</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>100</b>
<b>TOTAL HARD COMMITMENTS (Large, Medium &amp; Small)</b>	<b>484</b>	<b>480</b>	<b>339</b>	<b>444</b>	<b>320</b>	<b>2067</b>
<b>SOFT COMMITMENTS</b>						
<b>Large Sites subject to s.106</b>						
Land at Amen Corner South, Binfield (SALP SA8). (Application 12/00993/OUT, relates to part of SALP allocation)	0	0	50	75	75	200
Land at Bowmans Court, Dukes Ride, Crowthorne (SALP SA3) (Application 15/00366/FUL)	0	0	18	18	0	36
The Brackens, London Road, Winkfield (Application: 16/00171/PAC)	0	0	32	0	0	
<b>Total large sites subject to s.106</b>	<b>0</b>	<b>0</b>	<b>100</b>	<b>93</b>	<b>75</b>	<b>268</b>
<b>Medium Sites subject to s.106</b>						
Thomas Ross Ltd, St Marks Road, Binfield (Application: 15/01130/FUL)	0	0	12	0	0	12
Apex House, London Road, Bracknell (SALP SA1, part of Eastern Rd). (Application: 13/01054/PAC)	39	0	0	0	0	39
Hayley House, London Road, Bracknell (SALP SA1, part of Eastern Rd) (Application: 16/00079/PAC)	0	19	0	0	0	19
Station House Market Street Bracknell (Application 14/00684/PAC)	88	0	0	0	0	88
Post Office, 6 High Street, Bracknell (Application: 15/00536/FUL)	0	0	14	0	0	14
Edenfield, Larges Lane, Bracknell (Application 15/00004/FUL)	0	0	7	41	0	48
<b>Total Medium sites subject to s.106</b>	<b>127</b>	<b>19</b>	<b>33</b>	<b>41</b>	<b>0</b>	<b>220</b>
<b>Total sites subject to active S106 Agreements</b>	<b>127</b>	<b>19</b>	<b>133</b>	<b>134</b>	<b>75</b>	<b>488</b>
<b>Site Allocations Local Plan Sites (Residual balance, where applicable)</b>						

<b>SALP Large Sites</b>						
Land North of Peacock Lane, Binfield (SALP SA2)	0	0	50	50	50	<b>150</b>
Blue Mountain, Binfield (SALP SA7)	0	0	50	75	75	<b>200</b>
Garth Hill School, Sandy Lane, Bracknell (SALP SA1) (residual balance)	0	0	0	36	0	<b>36</b>
Commercial Centre (The Depot) Bracknell Lane West, Bracknell (SALP SA1)	0	0	0	0	50	<b>50</b>
Land North of Eastern Road, Bracknell (residual balance) (SALP SA1)	0	0	0	0	45	<b>45</b>
Land West of Alford Close, Sandhurst (SALP SA3)	0	0	0	20	50	<b>70</b>
Land at Warfield Area 1 (SALP SA9)	0	0	50	107	150	<b>307</b>
Sandbanks, Longhill Road, and Dolyhir, Fern Bungalow and Palm Hills Estate, London Rd, Winkfield (SALP SA3)	0	0	0	0	25	<b>25</b>
<b>Total SALP (large)</b>	<b>0</b>	<b>0</b>	<b>150</b>	<b>288</b>	<b>445</b>	<b>883</b>
<b>SALP Medium Sites</b>						
Chiltern House and the Redwood Building, Broad Lane, Bracknell (SALP SA1)	0	0	0	0	21	<b>21</b>
Land at Battle Bridge House, Warfield House and Garage, Forest Road, Warfield (SALP SA1)	0	0	0	10	0	<b>10</b>
<b>Total SALP (medium)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>10</b>	<b>21</b>	<b>31</b>
<b>TOTAL SALP Sites</b>	<b>0</b>	<b>0</b>	<b>150</b>	<b>298</b>	<b>466</b>	<b>914</b>
<b>GRAND TOTAL - Completions (Large, Medium and Small Sites) Projections, Small Sites Allowance &amp; SALP Sites</b>	<b>611</b>	<b>499</b>	<b>622</b>	<b>876</b>	<b>861</b>	
<b>TOTAL PROJECTED COMPLETIONS OVER PERIOD 2016/17 - 2020/21</b>						<b>3469</b>

11. As at 31 March 2016, the following units were under construction, therefore the projected completion rates are considered to be robust:

**Table 3 – Number of units under construction (as at 31 March 2016)**

<b>Site type</b>	<b>Number of units (net)</b>
Large (hard commitments)	191
Medium (hard commitments)	379
Medium (soft commitment, subject to s.106)	88
Small (hard commitments)	62
Small (soft commitment, subject to s.106)	2
<b>Total</b>	<b>722</b>

## Build Out Rates

12. Unless information is provided through evidence such as planning application information, Developer responses to the Council's site availability requests, and other intelligence, the following assumptions have been made in relation to build out rates for developments:
- Sites less than 300 units. In the main these are projected on a case by case basis (as in some cases proposals relate to flatted schemes, therefore a standardised rate cannot be applied). However, where a site is likely to involve a mix of flats and housing, a rate of 50 dwellings per annum has been used, on the assumption one house builder is involved (this is based on the average/rounded achieved at Wykery Copse<sup>8</sup>).
  - Sites over 300 units/where more than two house builders are involved: a rate of 150 dwellings per annum is used (this is based on the average/rounded achieved to date on Jennetts Park<sup>9</sup>), unless information indicates otherwise.
  - Sites over 300 units/where one house builder is involved: a rate of 75 dwellings per annum has been used (this is based on the average achieved to date on The Parks<sup>10</sup>, and build out rates for Warfield Area 2<sup>11</sup>). This is robust, being half the build out rate for two house builders, unless information indicates otherwise.
  - Sites over 300 units/where number of house builder not known (but could be one or more): a rate of 100 dwellings per annum has been used.

## Windfall Allowance

13. Windfall sites are those that unexpectedly become available and have not been allocated through the Local Plan process. Para. 48 of the NPPF says that LPAs may make an allowance for windfall sites in the 5 year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.....and should not include residential gardens.
14. The Council's trajectory does not include a windfall allowance for large and medium sites. Therefore, if such sites become available, they provide an element of flexibility. Examples include sites coming forward as prior approvals for changes of use from offices to residential. These are only included within the five year supply where they represent a soft or hard commitment.
15. Small sites are included within the trajectory as actual net completions. An analysis of historic data supports inclusion of a windfall allowance at a rate of 20dpa (net), which is included for projected completions<sup>12</sup>. This was endorsed by the SALP Inspector<sup>13</sup>.

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<sup>8</sup> Wykery Copse (a scheme of 149 units), single house builder (Bloor): over the three main completion years, completions averaged 49 dwellings per annum.

<sup>9</sup> Jennetts Park/Peacock Farm (a scheme of 1,350 units), two house builders (Persimmon & Redrow): achieved an average of 144 dwellings per annum over the past 9 years (development tailed off last year as the overall site nears completions, the first 8 years of completions averaged 159 per annum).

<sup>10</sup> Staff College/The Parks (a scheme of 730 units/603 net), a single house builder (Taylor Wimpey): achieved an average of 77 units per year over the past 9 years.

<sup>11</sup> Warfield Area 2 (a scheme of up to 750 units), a single house builder (Berkeley): has advised a build out rate of 4-8 per month (equating to 48-96 per annum).

<sup>12</sup> The rationale for 20dpa is set out in the Strategic Housing Land Availability Assessment Monitoring Report, March 2013 (pages 22-14): <http://www.bracknell-forest.gov.uk/shlaa-monitoring-report-31-march-2013.pdf>

<sup>13</sup> See para. 18/footnote 14 of SALP Inspector's report: <http://www.bracknell-forest.gov.uk/salp-inspectors-report.pdf>

Housing Land Supply (HLS) calculation

16. Taking account of the above, **Table 4** sets out the 5 year HLS calculation. Based on the findings of the Tilehurst Lane and Limes appeal decisions, the calculation is based on the ‘Sedgefield’ method<sup>14</sup>, it also takes account of the objective assessment of housing need (OAN), and the position on shortfall, as contained in the SHMA. This indicates that the Council is currently unable to demonstrate a 5 year HLS.

**Table 4: Five year supply calculation**

<b>SHMA OAN = 635dpa</b> <b>SHMA relates to period 2013-2036. Therefore, HLS calculation relates to period 2013 onwards.</b>		
SHMA incorporates shortfall up to 2013. Therefore, shortfall for purposes of calculation only relates to the period 2013/14 - 2014/15		
Requirement over period 2013/14 - 2015/16 (based on OAN figure within 2016 SHMA of 635 pa)	1,905	(635 x 3)
Total completions (2013/14 - 2015/16) <sup>15</sup>	1,026	2013/14 = 314 2014/15 = 376 2015/16 = 336
<b>Shortfall</b> (from 2013 onwards)	<b>879</b>	(1,905 – 1,026)
Housing requirement over next 5 years (based on OAN figure within 2016 SHMA of 635 pa)	3,175	635 x 5
<b>TOTAL Requirement over next 5 years</b> (OAN requirement & shortfall (2013/14 – 2015/16), plus NPPF 20% buffer)	<b>4,865</b>	(3,175 + 879) plus 20%
<i>(Annual Requirement over next 5 years)</i>	<i>(973)</i>	
<b>Deliverable supply</b> <sup>16</sup> (Projected completions 2016/17 to 2020/21)	<b>3,469</b>	
<b>5 year Housing Land Supply</b>	<b>3.57</b>	(3,469/973)

<sup>14</sup> The ‘Sedgefield’ method applies all of the shortfall (to date) within the supply to the first 5 years. (Compared to other methods such as ‘Liverpool’ (or residual), which distributes any shortfall across the remaining plan period).

<sup>15</sup> See: Table 1.

<sup>16</sup> See: Table 2.

## Glossary of Terms

<b>Term</b>	<b>Acronym</b>	<b>Definition</b>
Core Strategy	CSDPD	The CSDPD was adopted in February 2008. It is a high level document containing the Council's long-term aspirations for the Borough, and policies to guide and manage development in Bracknell Forest until 2026.
Deliverable Sites		Those sites which are: <ul style="list-style-type: none"> <li>• Available – site is available now</li> <li>• Suitable – site offers a suitable location for development and contributes to the creation of sustainable, mixed communities</li> <li>• Achievable – there is reasonable prospect that housing will be delivered on the site.</li> </ul>
Housing Commitment		Land which is in some way committed for housing development. For Bracknell Forest, the following definitions are used: <ul style="list-style-type: none"> <li>• Hard Commitment - a site which has planning permission for 1 or more dwelling.</li> <li>• Soft Commitment - land which has no formal planning permission, but which has been identified in principle as suitable for housing (either as a resolution to grant permission subject to a s.106 agreement, or an allocated site).</li> <li>• Large site: sites of 1ha or more</li> <li>• Medium site: sites less than 1ha with 10+ dwellings</li> <li>• Small site: sites less than 1ha with under 10 dwellings</li> </ul>
Housing Implementation Strategy	HIS	Provides information on the (progress of) delivery of housing sites which form part of the housing trajectory. It is a requirement of the NPPF.
Housing Land Supply	HLS	For planning purposes, this is the five year housing land supply. This relates to the number of dwellings considered capable of being delivered within a five-year time framework (as set out in the housing trajectory), when compared to the housing requirement.
Housing Trajectory		Includes completions to date and projected completions for large and medium hard and soft commitments (see housing commitments section above), across the plan period (2006-2026).
National Planning Policy Framework	NPPF	The NPPF is a single document that sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development. The NPPF prioritises the role of planning in supporting economic growth. It was



Term	Acronym	Definition
		published March 2012.
National Planning Practice Guide	NPPG	The NPPG is a web based resource which contains guidance to supplement the NPPF. It was first published March 2014, and is regularly updated.
Objective Assessment of (housing) Need	OAN	This takes account of a number of factors through the 'SHMA' process. It is a 'policy off' position (whereby policy constraints are not taken into consideration). The Local Plan process then translates the OAN into a local housing requirement.
Site Allocations Local Plan	SALP	The SALP was adopted in July 2013. It helps implement the adopted Core Strategy. It identifies sites for future housing development, ensures that appropriate infrastructure is identified and delivered alongside new development and also revises some designations on the Policies Map.
Strategic Housing Market Assessment	SHMA	A study which looks as how the characteristics of households and dwellings across the HMA, and sets out the OAN for the study area. It considers needs for all types of housing (including affordable) and the needs of different groups (older people, students etc).
Windfall Sites		Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.