

Interim Assessment of the 5 year Supply of Deliverable Sites in South Oxfordshire – as at December 2010

1 Background

- 1.1 PPS3 requires Local Planning Authorities from 1 April 2007 to assess and demonstrate the extent to which existing plans already fulfil the requirement to identify and maintain a rolling 5-year supply of deliverable land for housing (paragraph 7) as this influences how planning applications are determined (PPS3 68-73).
- 1.2 In April 2010 we prepared and published an assessment of our 5 year land supply of deliverable sites. Since this time, our Proposed Submission Core Strategy has been approved by our Cabinet and Full Council in November 2010 and this document contains strategic housing allocations. This interim paper provides an update to our 5 year land supply of deliverable sites to take account of these housing allocations. A further report will be prepared in April 2011.
- 1.3 This assessment uses the same housing supply figures as contained in the April 2010 report i.e. the same number of outstanding permissions and the same number of projected completions. These are shown in Appendix 2 of this report. The additional supply is from the strategic housing allocations at Didcot, Thame and Wallingford as contained in our Proposed Submission Core Strategy, December 2010. The annual delivery rates for these sites have been provided by the respective developers and agents representing these sites. These annual delivery rates are shown in the housing trajectory contained at Appendix 3 to this report.

2 Identify level of provision to be delivered

- 2.1 Our Proposed Submission Core Strategy has carried forward the housing figures contained within the South East Plan. To comply with government guidance of ensuring at least a 15 year supply of housing from adoption of the core strategy, we need to plan for housing to 2027. We therefore need to plan for 10,940 houses to 2026 plus an additional 547 dwellings for the period 2026 to 2027, making a total of 11,487 houses.
- 2.2 Our Proposed Submission Core Strategy removes the Central Oxfordshire sub-region and has a two-way split for the district, consisting of Didcot and the rest of the district. The housing figure for the Rest of the district is derived by adding together the housing figures for Central Oxfordshire and the Remainder of the District, as contained in the South East Plan.
- 2.3 The housing figures for South Oxfordshire and the 5 year requirement for deliverable sites are shown in table 1.

Table 1. 5 year Housing Requirement

	April 2010 to March 2011	Didcot	Rest of District	Total	
A	Requirement 2006 to 2027	6300	5187	11487	
B	Completions 2006/07 - 2011/12	136	988	1124	
C	Balance required to 2027	6164	4199	10363	A - B
D	Number of years left to 2027	17	17	17	
E	Average annual requirement from now to 2027	363	247	610	C/D
F	5 year land supply requirement	1813	1235	3048	Ex5

3 Identifying sites and assessing deliverability

3.1 We must identify sites that have the potential to deliver housing during the next 5 years and make an assessment regarding their deliverability.

3.2 To be deliverable, sites should be:

Available – the site is available now

Suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities

Achievable – there is a reasonable prospect that housing will be delivered on the site within five years.

3.3 More detailed guidance on how to assess sites is contained in Appendix 1.

3.4 In April 2010 we carried out a thorough assessment of all our existing allocations, planning permissions and deliverable sites in accordance with the advice produced by Communities and Local Government (updated March 2010). As explained in paragraph 1.3, this assessment has also been used for this interim report. The assessment is contained in Appendix 2.

3.5 The core strategy allocations are considered to be deliverable, as set out in Table 2 below.

Table 2 Analysis of strategic allocations in the Proposed Submission core Strategy

Core Strategy allocation	Available	Suitable	Achievable
Didcot greenfield neighbourhood	Yes. The site includes 3 landowners. All have confirmed that the land is available for development. The site has been submitted to	Yes, is an allocation in the Proposed submission Core Strategy (Policy CSDID3)	Yes, planning agents have advised that housing could be delivered on the site from 2013/2014.

	the council to be considered as a development site.		
Wallingford greenfield neighbourhood	Yes, site owned by Prupim. The site has been submitted to the council to be considered as a development site.	Yes, is an allocation in the Proposed submission Core Strategy (Policy CSWAL2)	Yes, planning agent has advised that housing could be delivered on the site from 2013/2014 onwards.
Thame greenfield neighbourhood	Yes, site in one ownership and has been submitted to the council to be considered as a development site.	Yes, is an allocation in the Proposed submission Core Strategy (Policy CSTHA2)	Yes, planning agent has advised that housing could be delivered on the site from 2012/2013 onwards.

3.6 **Existing allocations** – The assessment considers all outstanding allocations in the South Oxfordshire Local Plan 2011 for housing. Allocations which have already been completed are not considered as they are already in the completion figures. These include:

- Station Road Industrial Estate, Wallingford – 84 units completed in 07/08
- Rycotewood College, Thame – 98 units completed in 07/08 and 08/09
- Blue Mountains & Sinodun Centre, Wallingford – 79 units completed in 08/09
- Land at Lamb garage, Wallingford – 13 completed in 08/09 and 09/10.

3.7 **Planning Permissions** – All relevant planning permissions are tracked on our Planning Policy Monitoring System. The assessment breaks the permissions into less than 5 units, where an individual assessment has not been carried out, and into units of 5 or more, which have each been assessed for suitability, availability and achievability.

3.8 **Deliverable sites** - The guidance states that unallocated brownfield sites may be included in the 5 year land supply, but only where the Local Planning Authority is satisfied, having considered the particular circumstances of the specific site, that the site will meet all the tests of deliverability in paragraph 54 of PPS3 and will make a significant contribution to the delivery of housing during the relevant 5 year period.

3.9 We have carried out a Strategic Housing Land Availability Assessment which identifies possible sites for housing. We have identified some brownfield sites that we have assessed as deliverable and making a significant contribution to the delivery of housing. For further information please see www.southoxon.gov.uk/evidence and select Strategic Housing Land Availability Assessment. This assessment includes two deliverable sites at Thame, one which has a resolution to grant planning permission and one where planning permission has been granted, and a site in Didcot for which planning permission is expected shortly.

4 Level of Supply

Summary of level of supply

- 4.1 A detailed schedule of all the components included and discounted from our housing land supply are included in Appendix 2. The housing supply from the Proposed Submission Core Strategy housing allocations is shown in the housing trajectory in Appendix 3.
- 4.2 Table 3 below summarises the housing supply position against the requirement for each part of the district. It shows a surplus for the 'Rest of the district' of 170 houses. For Didcot, there is a shortfall of 571 houses. The overall district figure is a land supply of 87% against the requirement. The majority of this shortfall is due to delays in the development planned at Didcot, which was affected by the market downturn. However, work has now commenced on site for the Great Western Park scheme, a development of 2,700 houses within South Oxfordshire.

Table 3 Summary of requirement against supply, April 2010 to March 2011

	5 year requirement	Supply including Core Strategy projected supply	Surplus / shortfall
Didcot	1813	1242	-571
Rest of district	1235	1405	170
Total	3048	2647	-401

5 Actions to address shortfall at Didcot

- 5.1 Our Proposed Submission Core Strategy allocates strategic sites at Didcot to meet the housing requirements to 2027. This includes an allocation of 2,030 houses to the north east of Didcot and an allocation of 300 houses as part of the Orchard Centre Phase 2 extension. It is expected that these allocations, in combination with delivery of the Great Western Park development, will address the shortfall of supply at Didcot within the first few years following adoption of the core strategy i.e. by 2012 / 2013.
- 5.2 Following the submission of the core strategy to the Secretary of State, we will continue with the preparation of our site allocations DPD. This will allocate further land for housing in the larger villages within the district and this will add further to our land supply.

Appendix 1 – Guidance on assessing sites

Be available – the site is available now

- A site is considered available for development, when, on the best information available, there is confidence that there are no legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners. This means that it is controlled by a housing developer who has expressed an intention to develop, or the landowner has expressed an intention to sell. Because planning applications can be made by persons who do not need to have an interest in the land, the existence of a planning permission does not necessarily mean that the site is available. Where problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome.

Be suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities

- Sites allocated in existing plans for housing or with planning permission for housing will generally be suitable, although it may be necessary to assess whether circumstances have changed which would alter their suitability. For other sites, the following factors should be considered to assess a site's suitability for housing, now or in the future:
 - policy restrictions – such as designations, protected areas, existing planning policy and corporate, or community strategy policy
 - physical problems or limitations – such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
 - potential impacts – including effect upon landscape features and conservation; and the environmental conditions – which would be experienced by prospective residents.

Be achievable – there is a reasonable prospect that housing will be delivered on the site within five years.

- A site is considered achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and sell the housing over a certain period. It will be affected by:
 - market factors – such as adjacent uses, economic viability of existing, proposed and alternative uses in terms of land values, attractiveness of the locality, level of potential market demand and projected rate of sales (particularly important for larger sites);
 - cost factors – including site preparation costs relating to any physical constraints, any exceptional works necessary, relevant planning standards or obligations, prospect of funding or investment to address identified constraints or assist development; and
 - delivery factors – including the developer's own phasing, the realistic build-out rates on larger sites (including likely earliest and latest start and

completion dates), whether there is a single developer or several developers offering different housing products, and the size and capacity of the developer.

- There are a number of residual valuation models available to help determine whether housing is an economically viable prospect for a particular site. In addition, the views of house builders and local property agents for example will also be useful where a more scientific approach is not considered necessary.

Appendix 2

Schedule of sites (not updated since April 2010)

Area of district	Site name/location	No. of dwells	Available	Suitable	Achievable	10/11	11/12	12/13	13/14	14/15	Total for 5 year period	beyond 14/15	Comments
Didcot	Outstanding Allocations in Local Plan												
Didcot	Great Western Park - 2,700 dwellings	2,700	Yes, site controlled by Taylor Wimpey	Allocated in Local Plan DID2 and granted planning permission (P02/W0848/O) in July 2008.	Liaison with Case Officer and Housing and Regeneration Manager for delivery estimates. 300 to be provided in first 3 years. 400 in the last 2 years on the assumption that there would be 4 partners each delivering 50 dwellings a year.	100	100	100	200	200	700	2000	The market downturn affected Taylor Wimpey, but things are now progressing well. A number of submissions for the discharge of conditions have been received (e.g. A4130 access, drainage, species surveys, framework plans). The Council is now dealing with P10/W0372/RM for phase 1a which relates to access for the construction of the site and initial infrastructure. A pre application is expected shortly on the first phase of housing (1b) in advance of a reserved matter application.
Didcot	Ladygrove East, Didcot 642-700 dwellings		Yes, site is all under the ownership of one landowner and is available for development.	Allocated in Local Plan DID3 and resolution to grant planning permission (P00/W0826) in June 2006.	The section 106 has not yet been signed, but progress has been made and agreement sought on affordable housing which had previously been a sticking point. Only 200 units can be built prior to the completion of a northern perimeter road. Oxfordshire County Council has recently had meetings with the agent to establish a way forward for the completion of the northern perimeter road. The landowner has agreed to fund the building of this road, but the matter has become tied up with EU regulations which require a tendering process to be completed for works in excess of £3 million. If the road issue is resolved shortly there is no reason why the whole development could not be built within the 5 year time period but we have used a conservative estimate.				150	150	300	342	
					Total allocations						1000		
Sites with planning permission													
Didcot	Net outstanding permissions on sites of less than 5 dwellings		Yes	Yes given they have all been granted permission recently.	A very small % of sites granted planning permission expire. To factor in an allowance for a small number of sites that may not come forward, we have assumed a very conservative figure that 90% of outstanding planning permissions will come forward.	11	11	10			32		
Didcot	27 Manor Road	5	Yes	Yes, as has been granted planning permission recently.	Applicant is planning in starting work shortly and complete by the end of the year.	5					5		P09/W0595
Didcot	101-105 Station Road	14	Yes	Yes, as has been granted planning permission recently.	SOHA advise site complete in 2011/12 or 2012/13.		14				14		P08/W0985
Didcot	Land at Station Road	6	Yes	Yes, as has been granted planning permission recently.	Applicant planning to develop within 2 years.		6				6		P09/W1165/EX
Didcot	Land adjacent to Marsh Bridge Cottages	14	Yes	Yes, as has been granted planning permission recently.	Site planned to start soon and should all be complete by May 2011		14				14		P09/W0956
Didcot	2 Coldborne Road	5	Yes	Yes, as has been granted planning permission recently.	Applicant plans to build site within 2 years.		5				5		P08/W0821/RM

Area of district	Site name/location	No. of dwells	Available	Suitable	Achievable	10/11	11/12	12/13	13/14	14/15	Total for 5 year period	beyond 14/15	Comments
Didcot	9 Park Road	8	Yes	Yes, as has been granted planning permission recently.	Applicant unsure of delivery.				8		8		P09/W0954
Didcot	The former Great Western	72	Yes	Yes, as has been granted planning permission recently.	Agent advised that earliest site will be developed is in next 18 months.		36	36			72		P07/W0472
Didcot	Royal Berkshire Court	29	Yes	Yes, as has been granted planning permission recently.	Site under construction and due to complete in June.	29					29		P08/W0251, P09/W0011, P09/W0013
					Total with permission						185		
Other deliverable sites													
Didcot	The Oval	7	Yes, site owned by SOHA	Yes	SOHA planning on completion in March 2011	7					7		P10/W0217 - due to be determined by end of April/May
					Total other deliverable sites						7		
					Total supply Didcot						1192		
					Requirement for Didcot						1833		
					Supply for Didcot						1192		
					Land supply %						65		
					Shortfall/surplus						-641		
Rest of Central Oxfordshire													
Outstanding Allocations in Local Plan													
Rest of Central Ox	Fair Mile Hospital	353	Yes, site owned by Homes and Communities Agency	Allocated in Local Plan RUR10. Planning application P09/W1313 registered in January 2010. Due to be determined in July 2010. HCA grant funding secured.	Liaison with Case Officer and Housing and Regeneration Manager for delivery estimates. 353 units to be complete within 5 years		83	90	123	57	353		
Rest of Central Ox	Wilder's site and adjoining land, Crowmarsh	42	Croudace have purchased the site.	Permission granted for 32 houses and 10 flats (P04/W0733). A planning application for the relocation of the business has now been approved.	Site acquired by private developer with view to early development. 12 months needs to be allowed for relocation of current business.		20	22			42		
					Total allocations						395		
Sites with planning permission													
Rest of Central Ox	Net outstanding permissions on sites of less than 5 dwellings		Yes		A very small % of sites granted planning permission expire. To factor in an allowance for a small number of sites that may not come forward, we have assumed a very conservative figure that 90% of outstanding planning permissions will come forward.	26	26	26			78		
Rest of Central Ox	Cholsey, The Meadow, Land off Papist Way & Reading Road	13	Yes, site in the process of being sold.	Yes, as has been granted planning permission recently.	Agent is preparing to discharge conditions but not sure exactly when development will come forward.			13			13		P07/W0875
Rest of Central Ox	Dorchester, Land between 32 & 36 High St and the Site of 1 Crown Lane	5	Yes	Yes, as has been granted planning permission recently.	Applicant planning to start development this year with completion next year.	5					5		P09/W1029
Rest of Central Ox	Wallingford, St Johns Garage, St Johns Road	5	Yes, site being marketed by Carter Jonas	Yes, as has been granted planning permission recently.	Discharge of conditions in progress although unsure of development timings.			5			5		P07/W0534
Rest of Central Ox	Wallingford, Meriden Court	9	Yes	Yes, as has been granted planning permission recently.	Applicant aiming to start within next couple of months and complete within 12-18 months		9				9		P08/W0526
Rest of Central Ox	Wallingford, Land and Garages at Croft Villas	6	Yes	Yes, as has been granted planning permission recently.	Planning permission for 14 units, but later application for 6 units which is likely to be implemented.			6			6		P09/W1089, P10/W0420

Area of district	Site name/location	No. of dwells	Available	Suitable	Achievable	10/11	11/12	12/13	13/14	14/15	Total for 5 year period	beyond 14/15	Comments
					Total with permission						116		
					Total supply rest of central Ox						511		
					Requirement						583		
					Supply for Rest of Central Ox						511		
					Land supply %						88		
					Shortfall/surplus						-72		
Remainder of the district													
Outstanding Allocations in Local Plan													
		No. of dwells											
Remainder of the district	Chinnor Cement Works		Yes, site owned by Taylor Wimpey	Allocated in Local Plan RUR11. Planning application P09/E0145/0 now approved and HCA grant funding secured.	Liaison with Case Officer and Housing and Regeneration Manager for delivery estimates.	78	50	50			178		P09/E0796
											178		
					Total allocations						178		
Sites with planning permission													
Remainder	Net outstanding permissions on sites of less than 5 dwellings		Yes	Yes as has been granted permission recently.	A very small % of sites granted planning permission expire. To factor in an allowance for a small number of sites that may not come forward, we have assumed a very conservative figure that 90% of outstanding planning permissions will come forward.	44	44	43			131		
Remainder	Chinnor, Land at St Andrews C of E school, Station Road	11	Site on the market	Yes as has been granted permission recently.	Agent unsure when development is to start			11			11		P08/E0302/O
Remainder	Chinnor, Slareys Yard, Station Road	13	Yes, site already under construction	Yes as has been granted permission recently.	Yes site due to complete in June 2010.	13					13		P07/E1616
Remainder	Henley, Market Place Mews	14	Yes	Yes as has been granted permission recently.	Development due to start this year	14					14		P07/E1029
Remainder	Henley, 22 Reading road	6	Yes	Yes as has been granted permission recently.	Applicant advised that site should be complete by end of the year	6					6		P07/E1461
Remainder	Henley, 347-351 Reading Road	9	Yes	Yes as has been granted permission recently.	Applicant unsure of timings			9			9		P08/E0825
Remainder	Henley, 2 Walton Avenue & 4 Harpsden Road	5	Yes	Yes as has been granted permission recently.	Site under construction and due to be completed by end of Dec 2010			5			5		P08/E0985
Remainder	Henley, Perpetual House	43	Yes	Yes as has been granted permission recently.	Site under construction and due to be completed by end of Dec 2010	43					43		P09/E0992
Remainder	Nettlebed, Former County primary school, High Street	11	Yes	Yes as has been granted permission recently.	Site under construction and due to be completed by end of Dec 2010	11					11		P07/E1350
Remainder	Thame, Whitehound, Upper High Street	6	Yes	Yes as has been granted permission recently.	Applicant advises that site should be finished within 15-18 months time		6				6		P09/E0927
Remainder	Thame, 1 Chinnor Road	6	Yes	Yes as has been granted permission recently.	Applicant not sure of when development will go ahead			6			6		P09/E0292
Remainder	Thame, 12/12A Cornmarket	5	Yes	Yes as has been granted permission recently.	Site under construction and due to be completed by July 2010	5					5		P08/E1037
Remainder	Former Thame United Football Club, Thame	100	Yes, site owned by Wates and David Wilson Homes.	Yes as has been granted permission recently.	Reserved matters application expected shortly.		40	60			100		P08/E0324/O
					Total permissions						360		
Other deliverable sites													

Area of district	Site name/location	No. of dwells	Available	Suitable	Achievable	10/11	11/12	12/13	13/14	14/15	Total for 5 year period	beyond 14/15	Comments
Remainder of the district	17 Thame Park Road	40	Yes, site owned by Rectory Homes	Yes, Council resolved to grant planning permission on 17 March 2010 subject to the completion of a legal agreement.	Yes		40				40		
Remainder of the district	Corporation Yard, Thame	6	Yes	Yes, Council resolved to grant planning permission. Legal agreement in process of being finalised.	Yes		6				6		P09/E0846
					Total other deliverable sites						46		
					Total supply remainder of district						584		
					Requirement						652		
					Supply in remainder of district						584		
					Land supply %						90		
					Shortfall/surplus						-68		
				District total									
					District Requirement						3068		
					District supply						2287		
					District land supply %						75		
					Shortfall/surplus						-781		
Sites not included in 5 year land supply													
Didcot	Didcot Town Centre	22	Site owned by SODC	Yes, planning permission for non residential element of the development has already been completed.	No progress has been made and unsure as to when/if dwellings will be built								P01/W0126
Didcot	Haydon Road, Didcot	22	Unknown	Allocated in Local Plan DID5. Planning permission granted in 1998 for 22 dwellings - now expired.	No immediate prospect of site coming forward								
Didcot	Vauxhall Barracks Didcot	300	No, Defence estates have programmed the retention of the site until at least 2016.	Allocated in Local Plan DID4	Not until post 2016							300	
Remainder of the district	Townlands Hospital, Henley	?	Oxfordshire Primary Care Trust has announced that Townlands hospital will remain open, but there may still be some spare capacity on the site which could be used for housing. Work ongoing with the PCT and they have advertised for expressions of interest on the site.	Allocated in Local Plan HEN1.	Unknown at this stage								

Appendix 3 South Oxfordshire housing trajectory 2010 / 2011

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	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
Didcot																					
Past Completions	18	56	26	36																	
OS permissions <5					11	11	10														
OS permissions >5					34	75	36	8													
Projected completions - allocations																					
Ladygrove									150	150	150	150	42								
Great Western Park					100	100	100	200	200	300	400	400	400	300	200						
Vauxhall Barracks													100	100	100						
Other identified sites:																					
Deliverable sites					7																
New allocations																					
urban extension								50	150	200	200	200	200	200	200	200	200	150	80		
Orchard centre phase 2										100	100	100									
Didcot total past completions	18	56	26	36	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Didcot total projected completions					152	186	146	258	500	750	850	850	742	600	500	200	200	150	80	0	0
Didcot annualised delivery target	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300
Didcot Cumulative Completions	18	74	100	136	288	474	620	878	1378	2128	2978	3828	4570	5170	5670	5870	6070	6220	6300	6300	6300
Difference between cumulative housing delivery target and cumulative completions	-282	-526	-800	-1064	-1212	-1326	-1480	-1372	-1122	-672	-140	354	870	1170	1370	1270	1020	770	520	270	0
Actual Didcot annual requirement taking into account past/projected completions	314	328	344	363	376	388	406	417	410	379	332	275	216	161	105	86	58	27	0	0	

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	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
Rest of the district																					
Past Completions	150	456	227	155																	
outstanding permissions <5					70	70	69														
OS permissions >5					97	55	115														
Projected completions - allocations																					
Fairmile						83	90	123	57												
Wilders						20	22														
Chinnor Cement Works					78	50	50														
Other identified sites:																					
Memec						40															
Corporation yard						6															
New allocations																					
Wallingford								40	70	70	70	70	70	10							
Henley												40	40	40	40	40	40	40	40	40	40
Thame							25	75	100	125	110	75	20								
larger villages												74	74	74	74	74	74	74	74	74	74
Unallocated sites																					
towns												56	56	56	56	56	56	56	56	56	56
villages												50	50	50	50	50	50	50	50	50	50
Rest of the district past completions	150	456	227	155	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rest of the district projected completions					245	324	371	238	227	195	180	365	310	230	220	220	220	220	220	220	220
Rest of District Cumulative Completions	150	606	833	988	1233	1557	1928	2166	2393	2588	2768	3133	3443	3673	3893	4113	4333	4553	4773	4993	5213
Rest of the district target	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247	247
Rest of the district - difference between cumulative housing delivery target and cumulative completions	-97	112	92	0	-2	75	199	190	170	118	51	169	232	215	188	161	134	107	80	53	26
Rest of the district annual requirement taking account of past/projected completions	252	241	242	247	247	242	233	232	233	236	242	228	218	216	216	215	214	211	207	194	