# <u>Milton Keynes Council – interim assessment of five year land supply</u> (November 2015)

## 1. Introduction and background

- 1.1. Paragraph 47 of the NPPF requires authorities to identify and publish annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing. Milton Keynes Council normally publishes its annual assessment of this in June using monitoring information from the previous financial year.
- 1.2. This interim statement has been prepared to revise the Council's position <u>as published in June 2015</u> to take into account changes in land supply and requirement. This updated position is important as it will support the Site Allocations Plan, which is being prepared specifically to boost housing land supply. The methodological differences between this interim statement and the June 2015 assessment are twofold:
  - On the supply side, an allowance is now made for slippage or non-implementation. Supply forecasts are discounted by 10% each year accordingly.
  - On the requirement side, the Council has always applied a 20% buffer to its basic requirement as prescribed by the NPPF. However, this buffer is now also applied to our backlog to reflect best practice and guidance. The backlog continues to be spread over the plan period (the Liverpool method) as this reflects local circumstances in Milton Keynes (see section 2).
- 1.3. These changes in methodology, combined with general amendments to forecasts made to reflect the latest context (see section 3), mean that Council can currently demonstrate a housing land supply of **4.44 years.** This calculation is disaggregated below:

Total 5-year supply (Appendix 1)	11,497
Total 5-year supply with 10% discount	10,347
Requirement (Section 2)	11,664
Supply as % of requirement	88.7% (4.44 years)

## 2. The Five-Year Land Supply Requirement

## **Basic requirement**

- 2.1. In accordance with paragraph 029 of the PPG, the starting point for establishing the five year land supply requirement is the housing target set out in the Council's Core Strategy, which was subject to examination in 2012, adopted in 2013 and is NPPF compliant.
- 2.2. The housing target in the Core Strategy is to deliver an average of 1,750 homes across the Borough. This figure remains a robust basis for calculating the five year land supply requirement but will be reviewed in the next full-year assessment to take into account any revised national projections or updated local evidence.
- 2.3. This starting point gives a basic five year requirement for 8,750 homes across the Borough:

$$1,750 \times 5 = 8750$$

#### **Shortfall**

2.4. In the 5 years since the start of the Core Strategy Plan period (1 April 2010), there have been 6,617 net completions. Against the average requirements of the Core Strategy this means there has been a shortfall of 2,133 homes across the Borough in the first 5 years of the plan period:

$$(5 \times 1750) - 6617 = 2133$$

- 2.5. The Council favours the Liverpool method of accommodating shortfall, which means spreading this backlog over the remaining plan period rather than within the next 5 years (the Sedgefield method). The specific circumstances of Milton Keynes mean that most new housing is delivered in a number of large strategic sites (see Appendix 1), which take many years to build-out. This was acknowledged by the Core Strategy inspector in paragraphs 84 to 96 of her report.
- 2.6. Splitting the shortfall over the remaining 11 years of the plan period gives an additional 194 homes per year and 970 homes in total over the next 5 years:

2.7. Although this is a mid-year assessment, full financial years are used for completions and forecasts. Naturally in the first half of the 2015/16 financial year there have been additional completions but any shortfall from this period has not been included in the calculation above. This is because the corresponding forecasts for later years are not split into 6 month periods, which would be particularly difficult to do accurately for years 4 and 5. For the same reason, the supply outlined in Appendix 1 includes dwellings that have actually already been delivered in the first half of this year.

#### **Buffer**

2.8. The NPPF (paragraph 49) requires a 5%'buffer' to be added to the basic requirement with the objective of bringing sites forward from later in the plan period to ensure choice and

competition in the market for land. Where there has been a persistent record of under delivery of housing this buffer should be increased to 20% to boost the prospect of achieving planned supply.

- 2.9. In recent years despite delivering a significant number of homes relative to other areas, the planned Borough housing target has not been achieved. The PPG (paragraph 035) states that where this is the case, it is a matter of judgement by the decision maker as to whether a particular degree of under delivery of housing triggers the need to bring forward additional supply (i.e. add a 20% buffer).
- 2.10. Given performance has been below the target requirement for the last 5 years, and because there has been no specific impediment to the deliverability of housing (other than the basic lack of finance and realisable demand), such as a housing moratorium mentioned in the NPPF, it is considered necessary to add a 20% buffer. For clarity, despite adding the 20% buffer to the requirement, the Council does not consider that it has failed to make enough housing land available for development it is a result of market failings and viability issues that homes have not been delivered, not housing land supply.
- 2.11. In previous assessments, the Council added the 20% buffer only to the basic requirement. However, to reflect best practice and guidance, in this assessment the 20% buffer is added to the shortfall as well, which establishes a requirement of 11,664:

 $(8750+970) \times 1.2 = 11,664$ 

# 3. Quarterly amendments to Housing Trajectory

- 3.1. The housing trajectory in Appendix 1 is updated every quarter. It is reviewed by the Council's Joint Housing Monitoring Team who consider the latest intelligence and completion figures to identify any changes that should be applied to forecasts. The majority of these quarterly changes simply reprofile delivery within the 5-year period and therefore do not affect land supply. However, below are the most significant changes to the trajectory that have occurred since the June 2015 statement was published. Along with other minor changes, these have resulted in a slight decrease in supply since June (-24). However, the impact this has had on 5-year supply is negligible compared to the methodological changes outlined in section 2.
  - Following applications submitted in Area 10 of the WEA, new parcels have been added to the 5-year supply. However, the delivery of the remainder of the outline permission in Area 10 of the WEA has been pushed back.
  - Delivery on the majority of parcels in the SLA has been reprofiled with losses from the 5-year period. This reflects in particular an appeal at Church Farm that is likely to delay delivery there.
  - The National Badminton Centre has been removed from supply after indications its development will not go ahead.

- Parklands Care Home has been removed from supply to reflect the Core Strategy's housing evidence regarding extra-care requirement.
- New sites have been added to the supply at Wain Close (Woburn Sands) following an upheld appeal and the Lakes Estate (Bletchley) where a Neighbourhood Plan has been made that allocates various parcels of deliverable land, making them available in planning terms.

#### Risk assessment

- 3.2. The Council's annual land supply statements are accompanied by a site-specific and general risk assessment justifying the assumed delivery rate as well as covering issues like the proportion of sites that have planning permission, market constraints, and forthcoming plans and programs that are likely to influence land supply but cannot be quantified.
- 3.3. This interim statement predominantly relates to changes in methodology and as such the risk assessment outlined in the June 2015 assessment generally remains current. In terms of site-specific deliverability, the amendments outlined above note the most significant changes in circumstances of sites in the housing trajectory. New and detailed commentary on the deliverability of all other sites will be outlined in the June 2016 assessment.

#### 4. Windfall

4.1. The Council currently proposes no changes to the windfall allowance within its 5-year supply. Appendix 2 of the June 2015 report provides an analysis of this and remains current until reviewed again in the June 2016 assessment.

## 5. Market Signals

5.1. Similarly, Appendix 3 of the June 2015 report concerning market signals remains current until reviewed again in the June 2016 assessment.

Appendix 1: Site-specific forecast of land supply

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OXLEY PARK	OXLEY PARK SITE 6	0	0	1	0	21	21	0	0	0	0	0	0	0	0 0	0	0	0	0	0 0	0	0	<b>o</b> c	0	0	0	0	0	0	0 0	0	0	0	0	21	06/00070	0/MKPCR
OXLEY PARK SUMMARY		131			0	71	59	0	50	67		11	26	0	0 0	0	0	0	0	0 0	0	0	<b>o</b> 0	0	0	0	0	0	0	0 0	0	0	0	131		153	
HENLEY BROOK END	SBE FORMER FIRST SCHOOL SITE	0	0	14	0	0	0	0	0	0	0	0	0	0	0 0	0	0	0	0	0 0	0	0	<b>0</b> 0	0	0	0	0	0	0	0 0	0	0		0		14 13/01619	3/FUL
NEWPORT PAGNELL	TICKFORD FIELDS	0	0	o	0	0	O	600	0	0	0	100	50	0 10	0 100	600	100	100	0	100 100	0	100	<b>00</b> 0	100	100	0	100	100	0 10	0 100	0	400		1200	1200 1:	200	
OTAL FOR NON TARIFF PROJEC		210	187	417	872	391	454	600	492	517	225	361	462 3	00 45	0 350	1200	700	350	500	700 700	600	700	00 600		700	80		550	0 20	0 530				5187	5611 6	180	
ARTNER NON TARIFF																Ī																		0	76	133	
LETCHLEY	LEISURE CENTRE PHASE 2	0	58	60	0	18	48	0	0	25	0	0	0	0	0 0	0	0	0	0	0 0	0	0	0 0	0	0	0	0	0	0	0 0	0	0	0			14/00152	2/FUL
LETCHLEY	WATER HALL SCHOOL LAND TO REAR	0	0	0	0	0	0	61	30	20	0	31	41	0	0 0	0	0	0	0	0 0	0	0	<b>0</b> 0	0	0	0	0	0	0	0 0	0	0	0	61	61	10/00550	D/MKCOD
																																		39	39	39	
BLETCHLEY	OFF PENN ROAD	39	0	0	0	20	20	0	19	19	0	0	0	0	0 0	0	0	0	0	0 0	0	0	0 0	0	0	0	0	0	0	0 0	0	0	0			Allocation	л
BLETCHLEY	LATHAMS BUILDBASE	0	0	0	75	0	0	0	75	25	0	0	50	0	0 0	0	0	0	0	0 0	0	0	<b>o</b> c	0	0	0	0	0	0	0 0	0	0	0	75		75 Allocation	
	NEWTON LEYS NEWTON LEYS PHASE 2 B/C/D	150 0			150 0	75 0	75	201	100	100	0	140	0	0 13	6 120 0 0		0 0	56 0	0	0 0	0	0	0 0 0 0	0	0	0	0	0	0	0 0	0	0	0	501 0	501	501 02/01337/ 5 08/00233	3/REM
ELETCHLEY ELETCHLEY																						OI		0		ΛI	O.	- 0								2 08/00233	3/REM
BLETCHLEY BLETCHLEY BLETCHLEY BLETCHLEY	NEWTON LEYS PHASE 2 F2 NEWTON LEYS PHASE 2 F3	0			0	0 24	24	0	0	0	0	0	0	0	0 0	0	0	0	0	0 0	0	0	0 0	0	0	0	0	0	0	0 0	0	-	0	0		48 08/00233	3/REM
LETCHLEY LETCHLEY LETCHLEY	NEWTON LEYS PHASE 2 F2	0	75 50	75 50	0	75 50 224	75 50	0 0 0	0 0 0 50	0 30 50 180	0	0 0 33 173	0 0 44	0 0 0 0	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	0	-	0 0 0	-	0 0 0	0 0	0 0	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	0	0	0	0 0	0	0 0	0 0 0	0	0		0 0 0 0 <b>501</b>	150	48 08/00233 180 12/02515 194	3/REM

		1	2015/16	ı	1	2016/17		2017	/18	1	2018/19		2019/2	n	2020	/2021	1	2021/22		2022/23		20	123/24		2024/25		202	5/26		Future Years		Totals		
Area	Site	Starts Commision	Physical Starts	Physical Completions	Starts Commision	Physical Starts	Physical Completions	Physical Starts Starts Commission	Physical Completions	Starts Commision	Completions  Physical Starts	Starts Commision Physical	Physical Starts	Physical Completions	Physical Starts Starts Commission	Physical Completions	Starts Commision	Completions  Physical Starts	Starts Commision	Physical Starts	Starts Commision Physical Completions	Physical Starts	Physical Completions	Starts Commision	Physical Starts	Physical Completions	Physical Starts Starts Commision	Physical Completions	Starts Commision	Completions  Physical Starts	Starts Commision	Physical Starts	Physical Completions	Planning Reference
CALDECOTTE	5 AND 6 COPPERHOUSE COURT	<u>a</u> (	) 11	11	<u>8</u>	0	0	0	0	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	<u>0</u> (	0 0	0	0	0	0	0 0	0	0 11	11 13	3/01649/FUL
																															3	7 37	37	
NEW BRADWELL	82 TO 84 NEWPORT ROAD	(	0	0	37	12	12	0	15 <b>1</b>	0	10	10	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0		13	3/02153/OUT
NEWPORT PAGNELL	POLICE STATION HOUSES, HIGH STREET	14	1 14	14	С	0	0	0	0 (	0	0	0	0	0 <b>0</b>	0	0	<b>0</b> 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	1: 0	4 14	14 All	llocation
OLNEY	FORMER EMPLOYMENT ALLOCATION	33	3 33	15	С	0	18	0	0 (	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 3	3 33	33	3/02130/OUT
STONY STRATFORD	STRATFORD HOUSE		) 6	6		) 6	6	0	0	0	0	0	0	0	0	0	0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0	0 12	12	1/02761/FUL
WALTON	INTERVET SITE WALTON	Ì	, ,	17		, ,	0	0	0	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0		0 0	17 08	8/00126/REM
WOBURN SANDS WOBURN SANDS	NAMPAK PHASE 1 AND 2 NAMPAK PHASES 4	(		0 40			11 36	0	0 (	0 0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0		0	0	0	0 0		0 11 63		5/01139/FUL 3/00005/FUL
WOBURN SANDS WOBURN SANDS	NAMPAK PHASES 5	30		0	0	) 0	0	0	30 30	0 0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 0	0 0	0	0	0	0	0 0	0 3		30	/00005/FUL
												_						_	_				_					_			3	0 104	117	
NAMPAK SUMMARY		30	45	40	C	29	47	0	30 30	0	0	0	0	U <b>0</b>	0	0	0 0	0	0	0 0	0	0	0	0 (	0	0	0	0	0	0 0	0	0 35	25	
WOBURN SANDS	GREENS HOTEL	(	15	15	С	20	20	0	0 (	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0		13	3/01117/FUL
WOBURN SANDS	FROSTS GARDEN CENTRE, WAIN CLOSE	53	3 0	0	С	28	15	0	25 34	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 5	-	130	
BLETCHLEY TOTAL PARTNER NON TARIFF	LAKES ESTATE NEIGHBOURHOOD PLAN SITES	240	0 0	0 334	45	20 401	0 420	.0	40 45 384 41°		40 <b>254</b>	45 340	0 3	30 40 36 160	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0	7 1586		
TOTAL PARTNER NON TARIFF		318	381	334	331	401	420	307	004 41	40	234	340	0 16	160	0	0 5	0	U	U	0 0	U	U	U	0 (	U U	U	0	U	Ů,	0 0	0 99	7 1366	1/21	
MIDDLETON	PHEONIX LODGE	(	0	0	40	0	0	0	40 40	0	0	0	0	0 11	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 4		51	
MEDBOURNE	SITE 4, VERNIER CRESESNT	(	0	0	C	0	0	49	20 10	0	29	39	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 4	9 49	49	
BROUGHTON WESTCROFT	BROUGHTON ATTERBURY RESERVE SITE 3	130	_	0	63	50	40 10	0	50 <b>4</b> 0	0	10	40 13	0	0 10	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 13	0 130 3 63		
WALNUT TREE	LAND ADJ HIGHGATE OVER	(		0	0		0		10	0	21	31	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0		1 31		SU
BRADVILLE	NE SIDE OF WYLIE END	(		0	0	0	0	0	0 0	30	30	30	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0		0 30		ocati
CROWNHILL EMERSON VALLEY	RESERVE SITE OFF HENDRIX DRIVE RESERVE SITE 2		-	0	0	0 0	0	26	0 0	22	22	22	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0		6 26 2 22		¥
GRANGE FARM	RESERVE SITE	(	0	0	C	0	0	48	20 10	0	28	38	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 4	8 48	48	
	XMC PHASE 2	(	, ,	0	0	, ,	0	0	0 0		21	21	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 2			
WALNUT TREE MONKSTON	LAND ADJ LITCHFIELD DOWN MONKSTON WEST RESERVE SITE	(	0 0	0	0	0 0	0		31 <b>3</b> °		30	40	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 0	0 0	0	0	0	0	0 0	0 3 0 6	1 31 0 60		
WALNUT TREE	RESERVE SITES A & D HINDHEAD KNOLL	(		0	42		42	0	0	0	0	0	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0		2 42	42	
TOTAL OTHER MKDP HOUSING SIT OTHER LARGE (OVER 10 UNITS) DE		130	20	0	145	115	92	245	267 217	7 73	191	274	0	0 21	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 59	3 593	604	
WOLVERTON	AGORA REDEVELOPMENT	100	0	0	С	0	0	0	100 50	0	0	50	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	<b>0</b> 10	0 100	100 15	5/00913/FUL
BLETCHLEY	SHERWOOD DRIVE DEPOT	56	5 0	0	c	56	56	0	0	0	0	0	0	0 0	0	0	<b>0</b> 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	<b>0</b> 5	6 56	56 14	4/01550/OUT
NEWPORT PAGNELL	NETWORK HOUSE	80	0	0	C	40	40	0	40 20	0	0	20	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0	0 0	0	0	0	0	0 0	0 8	0 80	80 14	4/02799/FUL
TOTAL DELIVERABLE BROWNFIEL SUMMATION OF EACH TARIFF TYP	LD SITES	236	6 0	0	0	96	96	0	140 70	0	0	70	0	0 0	0	0	0 0	0	0	0 0	0	0	0	0 (	0 0	0	0	0	0	0 0	0 23	6 236	236	
TOTAL HOUSING COMMITMENTS -		2576	1332	1284	3674	2540	2200	3282 2	969 261:	2 2283	2606	2764	1725 235	2162	2184 2	2239 201	8 1204	1721 1	938 9	920 1505	1806	900	1160 16	<b>613</b> 380	0 900	1123	300	416	860	62 1352	<b>1582</b> 1949	0 21092	21962	
URBAN WINDFALL ALLOWANCE*		60							60 60			60		60 60	60		60 60	60		60 60		60		<b>60</b> 60					60	0 0	0 66		660	
RURAL WINDFALL ALLOWANCE*		35	35	35	35	35	35	35	35 <b>3</b> :	35	35	35	35 3	35	35	35	35	35	35	35 35	35	35	35	<b>35</b> 38	5 35	35	35	35	35	0 0	0 38	5 385	385	
	- INCLUDING WINDFALL ALLOWANCE							3377 3															1255 17			1218			955	62 1352				
TOTAL URBAN COMMITMENTS TOTAL RURAL COMMITMENTS			142	119	59	176	185	2742 29 635	130 137	7 35	135	105	35 13	135	635	135 13	35 35	135	135	980 1465 <b>35 135</b>	1766 135		1120 15 135 1		0 860 5 135				135	62 952 0 400	1132 1871 450 181			
5 YEAR LAND SUPPLY POSITIONS	G (AS AT START OF EACH YEAR)- URBAN G (AS AT START OF EACH YEAR)- RURAL		2015-20	10816 681		2016-21	697	2017-	64	7	2018-23	10518 645	2019-24	675		)-25 <u>82</u>	75		7140 675															
	G (AS AT START OF EACH YEAR)- TOTAL			11497			12231		1196			11163		10012		89	73		7815													1		
End of year shortfall	_	ı	1	2504	1	ı	1959	1	100	2		0	1	0	1		0		0		1	1	1	1	, ,		1	I	1	1 1	1	1 1	1	
5 YEAR LAND SUPPLY -10% DISCO	OUNT FOR NON-IMPLEMENTATION	1	1	10347			11008		1077	2		10047		9011		80	76		7034	1 1	1	1	1	1	1 1		1	1	1	1 1	1	1 1	1	
Completions 2010/11 to 2014/15 Requirement 2010/11 to 2014/15	661																																	
Requirement 2010/11 to 2014/15	875 213	3	-																													1		
Shortfall against target																																		
Shortfall against target  Requirement - Liverpool			2015-20	11663		2016-21	12002	2017-	22 1180	6	2018-23	11252	2019-24	10500	2020	)-25 105	00 2	021-26 1	0500															