



# Housing Implementation Strategy **2023**

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### **Please Note:**

The Council has undertaken two Call for Sites public consultation exercises between Friday 25 September 2020 and Friday 20 November 2020 and alongside the Regulation 18A Public Consultation on the emerging new Local Plan Issues and Options Draft from Friday 3 September 2021 to midday Friday 29 October 2021. These exercises were undertaken to understand what land interests there are in the Borough for potential housing, employment, retail or other development uses from 2031 onwards.

For more information regarding the sites received, please visit the Council's Call for Sites website page (link below):

[https://www.oadby-wigston.gov.uk/pages/call\\_for\\_sites](https://www.oadby-wigston.gov.uk/pages/call_for_sites)

## 1. Introduction

- 1.1** The Housing Implementation Strategy for the Borough of Oadby and Wigston sets out the Council's approach to managing the delivery of new housing up to 2031, as set out within the Council's Local Plan that was adopted on 16<sup>th</sup> April 2019.
  
- 1.2** The National Planning Policy Framework states that *'Strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.'*
  
- 1.3** From information contained within the Council's adopted Local Plan, Strategic Housing and Economic Land Availability Assessment and the Residential Land Availability Assessment, this document will set out how the Council is to achieve the housing requirement set out within the Local Plan.
  
- 1.4** It is important to note that this document (Housing Implementation Strategy) should be read in conjunction with the Borough Council's Residential Land Availability Assessment report and the Strategic Housing and Economic Land Availability Assessment.

## 2. Overall Plan Period Targets

### Local Plan 2011 - 2031

- 2.1** As of the 16<sup>th</sup> of April 2019, the Borough Council’s adopted policy position is the Local Plan.
- 2.2** The Council’s requirement for new additional housing is 2,960 dwellings or 148 dwellings per annum for the Plan period 2011 - 2031, as set out in Policy 2 of the Local Plan.
- 2.3** Table 1 below illustrates net housing completions in the context of the Local Plan. Since 2011, the total number of new homes provided is 1,651, or 138 per annum.
- 2.4** The residual number of new homes required over the Plan period up to 2031 is 1,309 (2,960 – 1,651). This equates to a remaining average of 164 homes needed per annum.
- 2.5** It is important to note that although Table 1 below suggests that the Council has a deficit against its target from 2011, the Council has only been planning for 148 new homes per year since the adoption of the Local Plan in 2019. Prior to this, the Council’s planned provision was based on the Core Strategy target of 90 dwellings per year, which it was exceeding. Since the adoption of the Local Plan in 2019, an average of 218 new dwellings per year are being provided. This is above the target of 148 dwellings delivered per annum.

**Table 1. Net housing completions since 01/04/2011 in context of the Local Plan**

Year	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	Total over Local Plan period so far	Total requirement set out in the Local plan so far
Number of completions	79	44	47	116	117	175	107	93	170	215	153	335	1,651	1,776

### 3. Overall Supply up to 2031

- 3.1** To achieve the Local Plan requirement of 2,960 net additional homes over the Plan period, as of 1<sup>st</sup> April 2023, the Borough Council had a residual provision of 1,309 additional dwellings.
- 3.2** To achieve the Local Plan residual target, the Council has allocated land through the new Local Plan process and will continue to identify land through the Strategic Housing and Economic Land Availability Assessment. The Council will also consider residential dwellings that already have granted planning permission.
- 3.3** Table 2 below illustrates the number of dwellings likely to come forward over the new Local Plan period, through the processes outlined above.

**Table 2. Potential number of additional dwellings over Plan period, as of 31st March 2023**

Dwelling Source	Potential Number of Additional Dwellings
Current committed development (excludes Phase 1 and 2 Direction for Growth Areas with consent)	272
Identified deliverable SHELAA sites (0-5 year site only)	167
Current committed development on all DFG areas	1,121
New additional homes allocated on land within the town centre of Wigston and district centre of Oadby	205
Small sites allocated in the Local Plan	32
Windfall allowance	70
<b>TOTAL</b>	<b>1,867</b>

- 3.4** Summing the number of dwellings listed in the above table there are a potential 1,867 additional dwellings up to 2031.

- 3.5** The figure of 1,867 is 558 dwellings above the 1,309 residual requirement of the new Local Plan. Therefore, over the Plan period the Council is projected to provide 3,518 new homes against a target of 2,960.
- 3.6** It must be noted that only 0 – 5 year SHELAA sites are illustrated within the table above and trajectory below. Please see the Council’s Strategic Housing and Economic Land Availability Assessment 2023 for further information.
- 3.7** Table 3 shows the detailed delivery of housing sites through a housing trajectory. The trajectory is based upon the trajectory contained within the Borough’s Local Plan, however, has been updated to reflect the current situation in terms of actual housing delivery and projected housing delivery. It must be noted that the trajectory is an estimation of potential housing delivery for the remainder of the Plan period, which takes account of submitted developer information relating to build out rates and Officer knowledge and experience.

### **Windfalls**

- 3.8** Government guidance states that Local Planning Authorities may make an allowance for windfall sites in the five 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. It goes on to state that any allowance should be realistic having regard to the Strategic Housing and Economic Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential garden land.
- 3.9** From the 1<sup>st</sup> April 2008 until 31<sup>st</sup> March 2023, 675 (35%) of the total 1,922 additional dwellings would be defined as windfalls. Of the 675 additional dwellings, 387 have been provided on large sites of 10 units or more, and 288 have been provided on small sites of 9 and below.
- 3.10** Over the 15 years mentioned above, the average number of windfall units being delivered on both large and small sites is 45 dwellings per year, which is around 30% of the current annual target of 148 set out in the Local Plan. For the purposes of this report, it would not be prudent of the Council to include 45 dwellings a year into its five year supply; however evidence does suggest that an allowance should be included. It is also an approach that was concurred by the Planning Inspector for the Local Plan Examination in Public.
- 3.11** To ensure that the windfall allowance is realistic, the Council has been conservative in its approach and has decided to use only a proportion of the annual average. The amount used will be consistent with that set out in the Local Plan, which is 70 additional dwellings over a 5 year period.

**3.12** The approach of using a Windfall allowance within housing supply and a 5 year supply calculation will be kept under review through the Council's annual monitoring process.

**Table 3. Plan Period net housing trajectory relative to Local Plan requirement. Figured in blue font are actual completions. Boxes with a blue background refer to the relevant 5 year period.**

Year	2011/2012	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
New additional housing completions between 01/04/11 and 31/03/23	79	44	47	116	117	175	107	93	170	215	153	335									<b>1,651</b>
Current committed development (excludes Phase 1 and 2 Direction for Growth Areas with consent)													43	26	203	0	0				<b>272</b>
Identified deliverable SHELAA sites (0-5 year site only)													0	0	27	70	70				<b>167</b>
Current committed development on all DFG areas													192	200	210	171	128	110	110		<b>1121</b>
New additional homes allocated on land within the town centre of Wigston and district centre of Oadby													0	0	0	40	40	40	40	45	<b>205</b>
Small sites allocated in the Local Plan													0	0	15	17	0				<b>32</b>
Windfall allowance													14	14	14	14	14				<b>70</b>
Annual dwelling total	79	44	47	116	117	175	107	93	170	215	153	335	249	240	469	312	253	150	150	45	<b>3518</b>
Cumulative dwelling total since 2011	79	123	170	286	403	578	685	778	948	1163	1316	1651	1900	2140	2609	2921	3173	3323	3472	3518	<b>3518</b>
Local Plan target (2960) (148 per annum)	148	296	444	592	740	888	1036	1184	1332	1480	1628	1776	1924	2072	2220	2368	2516	2664	2812	2960	<b>2960</b>



## 4. Five Year Land Supply

- 4.1** The National Planning Policy Framework states that *‘Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The supply of specific deliverable sites should in addition include a buffer.’*
- 4.2** The current 5 year requirement for the Borough is made up of the following; adopted Local Plan target of 148 dwellings per year for a 5 year period (740), an existing backlog of 125 dwellings and a 5% buffer - totalling 909 net additional homes. As of the 31<sup>st</sup> March 2023 the Borough has a five year supply figure of 1,522 net additional homes which is 613 dwelling units above the requirement of 909. Taking account of the requirement and supply set out above, the Council has a 8.36 years supply of housing land.
- 4.3** The above five year supply figure is based on:
- **272** current committed development (those with extant planning permission, excluding Direction for Growth sites)
  - **167** identified additional homes on 0-5 year SHELAA sites
  - **901** current committed development on all Wigston Direction for Growth Areas
  - **80** new additional homes allocated on land within the town centre of Wigston and district centre of Oadby
  - **32** new additional homes on smaller allocation sites
  - **70** Windfall unit allowance (**14** per year)
- 4.4** Taking into account the recent adoption of the Council’s Local Plan a 10 per cent buffer could be applied for the purposes of calculating a 5 year land supply. Thus, the adopted Local Plan target of 148 dwellings per year for a 5 year period (740) plus the existing backlog of 125 dwellings, as well as a 10 per cent buffer would total 952 net additional homes. Taking account of the requirement and supply set out above the Council has a 7.99 year supply of housing land.
- 4.5** Although the Council would not promote the use of a 20 per cent buffer for the purposes of calculating 5 year land supply (for the reasons set out) there would be a 7.33 year supply if the 20 per cent buffer is applied to the calculation.

- 4.6** It should be noted that in calculating the supply of new homes within the 5 year period, the Council has taken a relatively conservative approach to build-out rates for the three allocated Direction for Growth Areas.
- 4.7** To ensure sustainable delivery of dwellings the Council will maintain a healthy 5 year supply of deliverable housing sites by:
- Updating data relating to identified sites and their progression
  - Monitoring dwelling delivery through the Council’s Residential Land Availability Assessment report, and
  - Considering potential contingency sites if the supply of sites ever was to drop below the five year supply requirement.
- 4.8** For more detailed information relating to SHELAA, completions and commitment figures please see the relevant monitoring documents (Residential Land Availability Assessment and Strategic Housing and Economic Land Availability Assessment).

## 5. Affordable Housing Target and Trajectory

- 5.1** Countywide evidence base has highlighted an affordable housing need within each Borough or District within the Leicester and Leicestershire area. Providing a healthy supply of affordable housing is a key objective for most local authorities.
- 5.2** As well as having an overall housing trajectory, the Council produces an affordable housing trajectory that illustrates expected rates and quantity of affordable delivery.
- 5.3** The Local Plan under Policy 13 Affordable Housing, sets out affordable housing percentage targets for each of the three settlements (and Kilby Bridge). The affordable housing targets (as displayed below) are only required on residential sites that trigger the threshold of major development.
- 5.4** The current targets are set out in the table below:

**Table 4. Target for affordable housing by settlement set out in Local Plan Policy 13 Affordable Housing**

Settlement set out in Local Plan Policy 13	Target of affordable housing
Oadby	30% of total site
Wigston and Kilby Bridge	20% of total site
South Wigston	10% of total site

- 5.5** Table 5 below illustrates the potential number of additional affordable dwellings over the Plan period. Estimates have been made using the Residential Land Availability Assessment report and the Strategic Housing and Economic Land Availability Assessment, as well as calculated from site figures expressed in the Local Plan.
- 5.6** For the purposes of the affordable housing trajectory in this document, the Local Plan percentage target has been used to forecast affordable housing delivery on a site, unless otherwise known.
- 5.7** Summing the number of affordable dwellings listed in the above table there is a potential 335 additional affordable dwellings up to 2031 (not including windfall sites).

**Table 5. Potential affordable homes to be delivered over Local Plan period**

Dwelling Source	Potential Number of Additional Affordable Dwellings
Current committed development (excludes Phase 1 and 2 Direction for Growth Areas with consent)	15
Identified deliverable SHELAA sites (0-5 year site only)	41
Current committed development on all DFG areas	240
New additional homes allocated on land within the town centre of Wigston and district centre of Oadby	49
Small sites allocated in the Local Plan	10
<b>Total</b>	<b>335</b>

**5.8** Table 6 below shows how figures in Table 5 have been calculated and details the expected affordable housing to be delivered over the next 5 years.

**Table 6. Affordable Housing trajectory forecast for the remainder of the Plan period**

Year	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Totals
Current committed development (excludes Phase 1 and 2 Direction for Growth Areas with consent)	0	0	15	0	0				<b>15</b>
Identified deliverable SHELAA sites (0-5 year site only)*	0	0	3	19	19				<b>41</b>
Current committed development on all DFG areas	29	49	49	41	26	22	24		<b>240</b>
New additional homes allocated on land within the town centre of Wigston and district centre of Oadby					5	15	15	14	<b>49</b>
Small sites allocated in the Local Plan			4	6					<b>10</b>
Dwelling total	29	49	71	66	50	37	39	14	<b>335</b>

## **6. Potential Risks to Housing Delivery**

- 6.1** The following Chapter outlines the potential risks and constraints that could undermine the delivery of the Borough Council's housing requirement.

### **Economic Climate**

- 6.2** Delivery of new homes is always susceptible to market and economic climate fluctuations (for example the market downturn in 2007/08). Delivery in the housing market is closely linked to the state of the economy and access to finance, for example, a period of decreased consumer demand due to unprecedented problems (like the UK experienced between 2007 and 2010). There is potential for further market fluctuations with the United Kingdom's exit from the European Union, rising inflation due to the effects of Brexit and the war on Ukraine. Furthermore, rising interest rates and the likely protracted recession that the country has just entered may dampen demand in the housing market and cause banks to withdraw mortgage products.

### **Political change or a new planning system**

- 6.3** Any change to the planning system as we currently know it, or further changes in government leadership could have impacts on the delivery of, and the supply of, new homes. Not only could the number of new homes being provided be impacted, but the quality could diminish also, for example, through the broadening of permitted development rights.

### **Global Pandemic**

- 6.4** In early 2020, Covid-19 was declared a global pandemic and slowed housing delivery due to a series of 'lock-downs'. The construction industry was unable to function at full capacity due to restrictions associated with social distancing and the closure of some businesses, delaying housebuilding and reducing housing delivery rates.
- 6.5** Covid-19 is still present, but in the event of a new pandemic, there would inevitably be an impact on the economic climate within the United Kingdom, causing housing delivery rates to slow, as they did at the height of the Covid-19 pandemic.
- 6.6** The local authority could potentially have a situation whereby there is insufficient deliverable housing land to deliver the Plan period requirement.

- 6.7** As the trajectories contained within this document illustrate, the Borough Council has a sufficient supply of deliverable sites to accommodate the Plan period requirement of 2,960 additional homes. The delivered and deliverable land identified provides a healthy surplus to the requirement.

### **Status in the planning system**

- 6.8** Sites that are identified and illustrated in the trajectory that do not have extant planning permission could be considered to have a higher degree of risk in terms of delivery than those with extant permission.
- 6.9** Although there could be a perceived greater risk to delivery for sites without an extant permission, most of the potential risk is expelled through the identifying of sites through the SHELAA and the allocations process. Having the Council identify the sites gives developers a greater level of certainty that the sites are achievable in planning terms. Also, the majority of (if not all) sites within the 0-5 year period of the SHELAA have had land owner or developer discussions of some form and the majority are located within the urban area on previously developed land or within areas identified for development.