

# South Oxfordshire Local Plan Housing Land Supply Update

## What's Changed

1. Officers have reviewed the housing land supply in order to provide Councillors with a better understanding of the potential impact in relation to the options set out in the scrutiny committee report dated 19 June 2019. In so doing, officers have considered the impact of the 5-year housing land supply position at the point of submission, referred to in the council report at paragraph 66. We have reflected on the approach that we take to oversupply to ensure that it is taken into account in an appropriate way, much like undersupply is taken into account. This results in a positive 5-year housing land supply position during the first 5 years of the emerging Local Plan and an improved 5-year position when applied to the standard method. This approach is reflected in the scenarios below.
2. It should be noted that for the 5-year housing supply projections where the housing need is based upon the standard method, the need has been treated as an adopted requirement. The difference being that if it were not to be treated as an adopted requirement there would not be an oversupply or shortfall at any point, as there would be no historical requirement to measure delivery against.

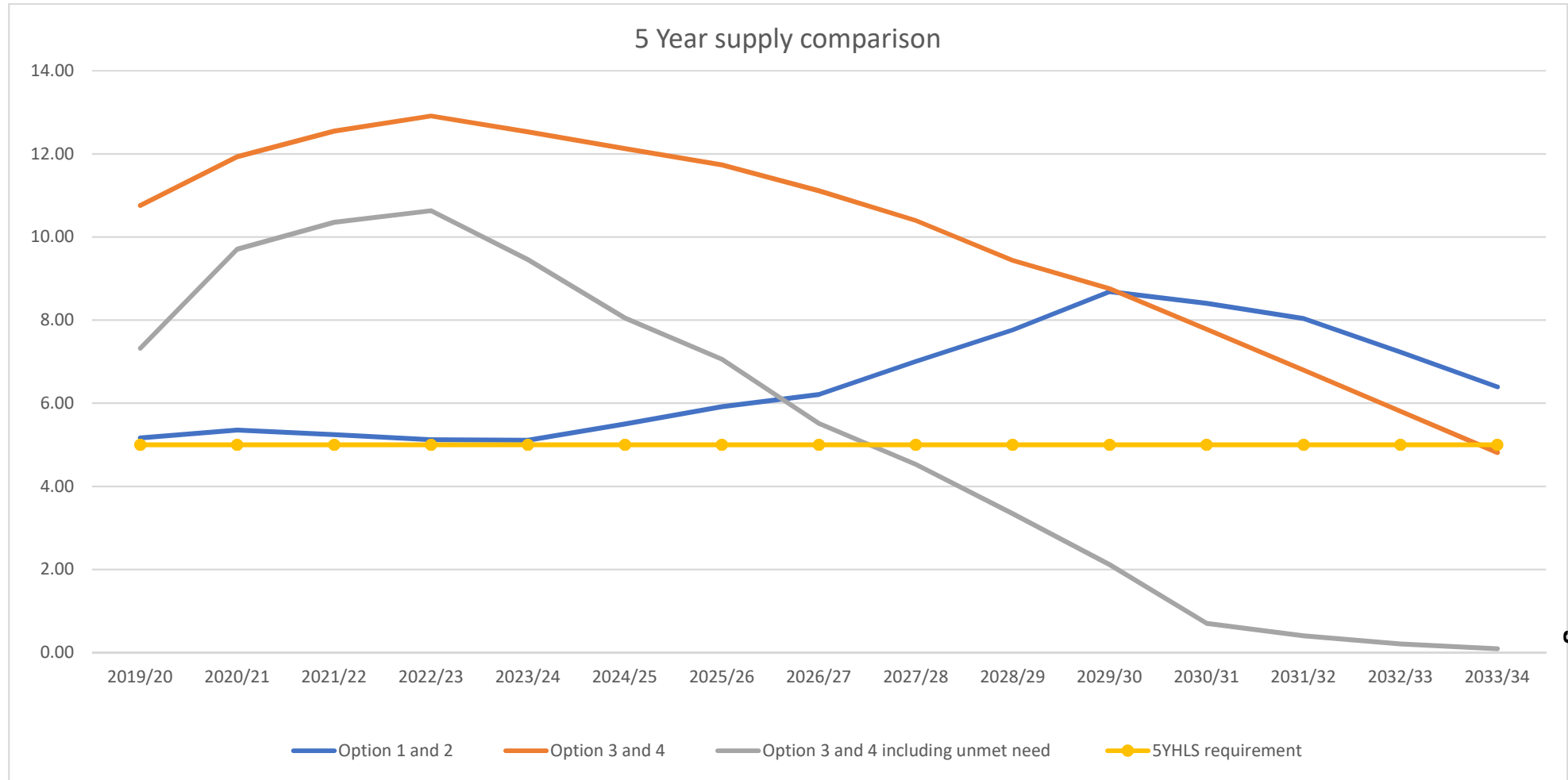
## Housing land supply projections

3. The four options put forward for the emerging South Oxfordshire Local Plan in the Scrutiny Committee report could result in different impacts on South Oxfordshire's housing land supply. This note sets out the effect these options may have on housing land supply over the emerging Local Plan period up to 2034.
4. It is important to note that whilst we can confidently provide the 5-year housing land position for the current year (2019-20), future projections should always be treated with caution by their very nature, but they are what we expect to happen.

### Scrutiny Committee report options- housing supply scenarios

5. The graph in figure 1 provides the projected housing land supply scenarios relating to the four options for the emerging Local Plan.

Figure1: 5-year supply comparison, Scrutiny Committee report options



- a. Options 1 and 2: the blue line on the graph relates to options 1 and 2, which is to allow the Local Plan to continue through its examination. Option 2 is to allow the Local Plan to continue through its examination but proactively recommend a series of main modifications to the plan. Whilst these options are broadly similar, the introduction of modifications through option 2 could introduce delays in the process which may delay the development of allocated sites. The requirement that these 5-year supply projections are based on is 775 homes per year, plus the additional 4950 homes from Oxford City's unmet housing need in the years 2021-2031. The housing supply in this scenario includes the emerging Local Plan allocations (in the submitted plan). This scenario shows a 5-year supply through the plan period, though there is a minimal buffer in the early plan years.
- b. Options 3 and 4: The orange line on the graph relates to options 3 and 4, in both of these options the plan would be withdrawn. In option 3 it would be withdrawn, and changes made within the remit of regulation 19 consultation. In option 4 it would be withdrawn with the intent to start afresh Local Plan. In both of these scenarios the housing requirement is based upon the standard method for assessing local housing need. It is important to note that the government's existing method for calculating local housing need produces a minimum figure and should be used as a starting point for the assessment of housing need, as set out in national guidance. The housing supply in this scenario does not include the emerging Local Plan allocations as submitted. Options 3 and 4 show there is a strong supply until later years in the plan period, however there are other factors to take into account as set out in the Scrutiny Committee report, such as those sites related to both the Housing and Infrastructure Fund (HIF) and Oxfordshire Housing and Growth Deal (Growth Deal) funding. Further land supply scenarios relating to the position on these two funding streams are provided later in the document.
- c. Options 3 and 4 including unmet housing need: The grey line on the graph relates to options 3 and 4. The difference from the other scenario that takes into account options 3 and 4 relates to the housing requirement. This scenario uses the standard method as the base housing requirement, but also includes 4950 homes of unmet housing need from Oxford City in the years 2021-2031. This scenario shows positive supply in the early years, but it falls significantly in the middle part of the plan period, with supply expected to drop below the required 5 years in 2027/28.

## Growth Deal and HIF land supply scenarios

6. The Oxfordshire Housing and Growth Deal and Housing and Infrastructure Fund are schemes which are in part designed to support and accelerate housing delivery in high demand areas. These schemes are reliant upon each other and inextricably linked to housing delivery in the district. This includes housing sites already with planning permission, but also sites identified in the emerging Local Plan. We have shown the sites dependent on the Growth Deal and HIF funded infrastructure on Table 1. Some or all housing on these sites is unlikely to come forward in the timescales currently envisaged if the Growth Deal and HIF funded infrastructure schemes are not delivered.
7. This could have a medium-term impact on the Council's ability to demonstrate a 5-year housing land supply, which in turn could lead to an increased risk of speculative development being permitted in the district. Figure 2 provides a number of projections for 5-year housing land supply, based on a number of scenarios if the infrastructure partly funded by the Growth Deal and HIF is not delivered. All of the scenarios are measured against the standard method for assessing Local Housing Need and do not include emerging Local Plan allocations. The scenarios are:
  - a. No Change: This is the housing trajectory if the infrastructure funded by HIF and the Growth Deal remains in place. It is expected that the Council will be unable to demonstrate a 5-year supply towards the end of the emerging Local Plan if housing delivery is as currently expected. This does not factor in the potential supply of sites allocated in the emerging Local Plan, including those sites in the plan that are dependent on HIF funded infrastructure (Berinsfield and Culham).
  - b. Slow or no delivery on highly dependent Growth Deal and HIF sites: This scenario provides the housing trajectory with the exclusion of land supply from sites considered to be at a high risk of slow or no delivery if infrastructure funding is withdrawn. These are sites that are dependent on infrastructure that is 50% or more funded by the Growth Deal or HIF, and where planning permissions are not in place. This means that Oxfordshire County Council, in their role as the Highways Authority, could object to those sites coming forward on highway grounds due to a lack of capacity and appropriate mitigation on the road network, and therefore the delivery of the housing sites would be questionable. This scenario shows that the Council will be unable to demonstrate a 5-year supply from 2031/32.

- c. Slow or no delivery on high and moderate degree of dependency Growth Deal and HIF sites: - This scenario provides the housing trajectory with the exclusion of high and moderate dependency sites. This scenario includes the sites identified below in table 1, but also sites where there is a reliance on any Growth Deal or HIF funding to deliver infrastructure necessary to make the site deliverable, **and** where no planning permission is in place. This scenario shows that the Council will be unable to demonstrate a 5-year supply from 2030/31.
- d. Slow or no delivery on all Growth Deal and HIF sites- This scenario provides the housing trajectory if all sites related to the Growth Deal or HIF are considered to be no longer deliverable, unless they currently have full planning permission (this assumes no revocations of planning permissions). It may be possible that some of these sites would still be delivered as they may have only a minor connection to the HIF or Growth Deal infrastructure schemes and could rely on Section 106 and 278 contributions together with CIL to deliver the required infrastructure. This scenario shows the Council will be unable to demonstrate a 5-year supply from 2028/29.
- e. Slow or no delivery on all Deal and HIF sites and current highway refusals on developments in and around Sutton Courtenay - This scenario provides the same scenario as that at point d, but with the removal of all expected growth at Didcot that does not currently have full permission (This includes land at NE Didcot where full permission has not been given). Currently, OCC is objecting to single house developments in Sutton Courtenay due to the cumulative severe impact on the highway network as per paragraph 109 of NPPF (2019). These objections and subsequent refusals on highway grounds have been upheld by PINS on three separate occasions. OCC is likely to object to further developments that attract trips through sensitive parts of the network without the prospect of HIF. This scenario shows that the Council will be unable to demonstrate a 5-year supply from 2024/25.

Figure 2: Growth Deal and HIF related housing land supply scenarios

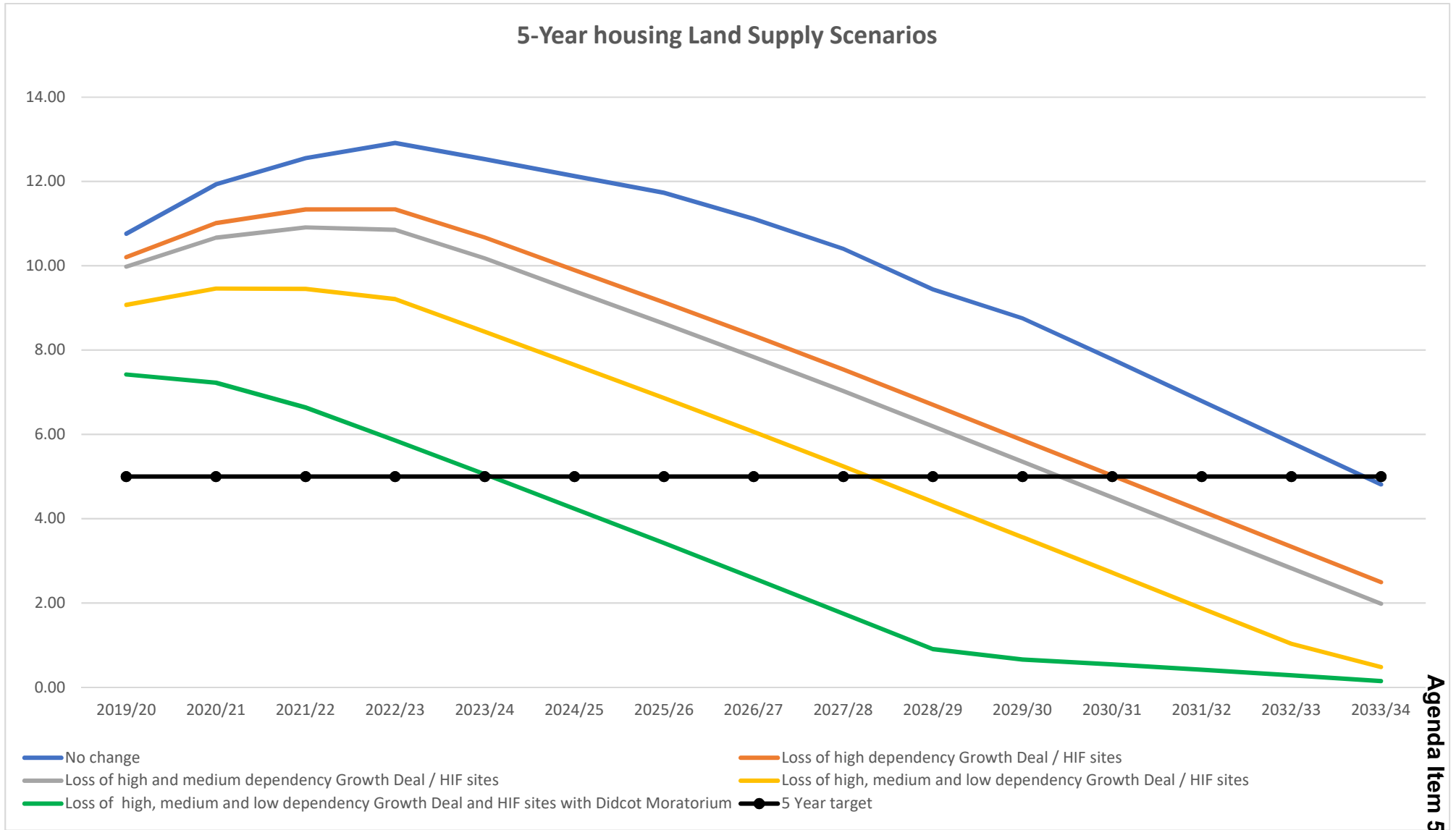


Table 1: HIF and Housing and Growth Deal linked housing sites – risk to delivery

| Site name      | Link rating | Linked infrastructure         | HIF or Deal | Percentage of infrastructure funded by Deal / HIF | Planning Status   | Year homes are expected |
|----------------|-------------|-------------------------------|-------------|---|---|-------------------------|
| Berinsfield    | <b>High</b> | Clifton Hampden Bypass        | HIF         | 93% with remainder from developer obligations.    | Proposed allocation in emerging Local Plan  | 2027/28                 |
|                |             | Culham River Crossing         | HIF         |   |   |                         |
|                |             | A4130 Dual Carriageway to A34 | HIF         |   |   |                         |
|                |             | Science Bridge                | HIF         |   |   |                         |
| Culham         | <b>High</b> | Clifton Hampden Bypass        | HIF         | 93% with remainder from developer obligations.    | Proposed allocation in emerging Local Plan  | 2027/28                 |
|                |             | Culham River Crossing         | HIF         |   |   |                         |
|                |             | A4130 Dual Carriageway to A34 | HIF         |   |   |                         |
|                |             | Science Bridge                | HIF         |   |   |                         |
| Didcot Gateway | <b>High</b> | A4130 Dual Carriageway to A34 | HIF         | 93% with remainder from developer obligations.    | Aspiration to deliver in the Didcot Garden Town Vision Document and Core Strategy; although the site is not | 2024/25                 |
|                |             | Clifton Hampden Bypass        | HIF         |   |   |                         |

|                                 |             |                               |     |  |  |         |
|---------------------------------|-------------|-------------------------------|-----|--|--|---------|
|                                 |             | Culham River Crossing         | HIF |  | allocated for development. Outline planning application under consideration (P15/S2159/O). |         |
|                                 |             | Science Bridge                | HIF |  |  |         |
| Ladygrove East, Didcot          | <b>High</b> | A4130 Dual Carriageway to A34 | HIF | 93% with remainder from developer obligations. | Allocation in South Oxfordshire Local Plan 2011  | 2022/23 |
|                                 |             | Clifton Hampden Bypass        | HIF |  |  |         |
|                                 |             | Culham River Crossing         | HIF |  |  |         |
|                                 |             | Science Bridge                | HIF |  |  |         |
| Orchard Centre Phase 2b, Didcot | <b>High</b> | A4130 Dual Carriageway to A34 | HIF | 93% with remainder from developer obligations. | Allocation in the South Oxfordshire Core Strategy  | 2026/27 |
|                                 |             | Clifton Hampden Bypass        | HIF |  |  |         |
|                                 |             | Culham River Crossing         | HIF |  |  |         |
|                                 |             | Science Bridge                | HIF |  |  |         |
| Vauxhall Barracks               | <b>High</b> | A4130 Dual Carriageway to A34 | HIF | 93% with remainder from developer obligations. | Allocation in the South Oxfordshire Core Strategy  | 2028/29 |
|                                 |             | Clifton Hampden Bypass        | HIF |  |  |         |



|  |      |                        |      |     |  |         |
|--|------|------------------------|------|-----|--|---------|
|  |      | Culham River Crossing  | HIF  |     |  |         |
|  |      | Science Bridge         | HIF  |     |  |         |
| Land between Britwell Road and Cuxham Road, Watlington | High | Watlington Bypass      | Deal | 50% | Allocation in Watlington Neighbourhood Plan (Site Watlington A) – outline planning application at appeal P19/S0818/O | 2020/21 |
|  |      | Benson Bypass          | Deal | 10% |  |         |
|  |      | Clifton Hampden Bypass | HIF  | 93% |  |         |
| Land Off Cuxham Road and Willow Close, Watlington      | High | Watlington Bypass      | Deal | 50% | Allocation in Watlington Neighbourhood Plan (Site Watlington B) – outline planning application at appeal P19/S0818/O | 2023/24 |
|  |      | Benson Bypass          | Deal | 10% |  |         |
|  |      | Clifton Hampden Bypass | HIF  | 93% |  |         |
| Land off Pyrton Lane, Watlington                       | High | Watlington Bypass      | Deal | 50% | Allocation in Watlington Neighbourhood Plan (Site Watlington B) – outline planning application at appeal P19/S0818/O | 2023/24 |
|  |      | Benson Bypass          | Deal | 10% |  |         |
|  |      | Clifton Hampden Bypass | HIF  | 93% |  |         |
| Hale Road, Benson                                      | High | Benson Bypass          | Deal | 10% | Allocation in Benson Neighbourhood Plan  | 2023/24 |

|                                   |             |                                      |      |     |  |         |
|-----------------------------------|-------------|--------------------------------------|------|-----|--|---------|
|                                   |             | Golden Balls Roundabout Improvements | Deal | TBC | (BEN 2). Resolution to Grant subject to S106<br>P17/S3952/O  |         |
|                                   |             | Watlington Bypass                    | Deal | 50% |  |         |
|                                   |             | Clifton Hampden Bypass               | HIF  | 93% |  |         |
|                                   |             | Science Bridge                       | HIF  | 93% |  |         |
| North of The Sands, Benson        | <b>High</b> | Benson Bypass                        | Deal | 10% | Allocation in Benson Neighbourhood Plan (BEN 3 / 4). Resolution to Grant subject to S106.<br>P17/S1964/O | 2023/24 |
|                                   |             | Golden Balls Roundabout Improvements | Deal | TBC |  |         |
|                                   |             | Watlington Bypass                    | Deal | 50% |  |         |
|                                   |             | Clifton Hampden Bypass               | HIF  | 93% |  |         |
|                                   |             | Science Bridge                       | HIF  | 93% |  |         |
| Littleworth Road Benson (Phase 2) | <b>Low</b>  | Benson Bypass                        | Deal | 10% | Full permission in place<br>P18/S2262/RM   | 2020/21 |
|                                   |             | Golden Balls Roundabout Improvements | Deal | TBC |  |         |
|                                   |             | Watlington Bypass                    | Deal | 50% |  |         |

|                             |     |                                      |      |     |   |         |
|-----------------------------|-----|--------------------------------------|------|-----|---|---------|
|                             |     | Clifton Hampden Bypass               | HIF  | 93% |   |         |
|                             |     | Science Bridge                       | HIF  | 93% |   |         |
| Marley Lane, Chalgrove      | Low | Benson Bypass                        | Deal | 10% | Outline permission in place<br>P17/S0094/O                          | 2020/21 |
|                             |     | Golden Balls Roundabout Improvements | Deal | TBC |   |         |
|                             |     | Watlington Bypass                    | Deal | 50% |   |         |
|                             |     | Clifton Hampden Bypass               | HIF  | 93% |   |         |
| East of Chalgrove           | Low | Benson Bypass                        | Deal | 10% | Full permission in place<br>P18/S1853/RM                            | 2019/20 |
|                             |     | Golden Balls Roundabout Improvements | Deal | TBC |   |         |
|                             |     | Watlington Bypass                    | Deal | 50% |   |         |
|                             |     | Clifton Hampden Bypass               | HIF  | 93% |   |         |
| Newington Road, Stadhampton | Low | Golden Balls Roundabout Improvements | Deal | TBC | Full permission in place, construction has started.<br>P17/S1726/RM | 2018/19 |
|                             |     | Watlington Bypass                    | Deal | 50% |   |         |

|                                   |     |  |      |      |   |         |
|-----------------------------------|-----|--|------|------|---|---------|
|                                   |     | Clifton Hampden Bypass                         | HIF  | 93%  |   |         |
|                                   |     | Culham River Crossing                          | HIF  | 93%  |   |         |
| Lord Williams School, Thame*      | Low | Thame to Haddenham Cycle Route                 | Deal | 80%  | Allocation in the Thame Neighbourhood Plan.   | 2024/25 |
| West of Wallingford (Site B)      | Low | Golden Balls Roundabout Improvements           | Deal | TBC  | Allocation in the South Oxfordshire Core Strategy with detailed planning permission in place. P14/S2860/O | 2020/21 |
|                                   |     | Jubilee Way Roundabout Improvements            | Deal | 100% |   |         |
|                                   |     | Didcot Central Transport Corridor Improvements | Deal | 3.5% |   |         |
|                                   |     | Benson Bypass                                  | Deal | 10%  |   |         |
|                                   |     | Watlington Bypass                              | Deal | 50%  |   |         |
|                                   |     | Clifton Hampden Bypass                         | HIF  | 93%  |   |         |
|                                   |     | Culham River Crossing                          | HIF  | 93%  |   |         |
|                                   |     | Science Bridge                                 | HIF  | 93%  |   |         |
| West of Reading Road, Wallingford | Low | Golden Balls Roundabout Improvements           | Deal | TBC  | Detailed planning permission in place. Under construction   | 2017/18 |

|                             |  |  |      |      |   |         |
|-----------------------------|--|--|------|------|---|---------|
|                             |  | Jubilee Way Roundabout Improvements            | Deal | 100% | P15/S0191/FUL                                       |         |
|                             |  | Didcot Central Transport Corridor Improvements | Deal | 3.5% |   |         |
|                             |  | Benson Bypass                                  | Deal | 10%  |   |         |
|                             |  | Watlington Bypass                              | Deal | 50%  |   |         |
|                             |  | Clifton Hampden Bypass                         | HIF  | 93%  |   |         |
|                             |  | Culham River Crossing                          | HIF  | 93%  |   |         |
|                             |  | Science Bridge                                 | HIF  | 93%  |   |         |
| Land South of A4130, Didcot |  | A4130 Dual Carriageway to A34                  | HIF  | 93%  | Detailed planning permission in place. P18/S0719/RM | 2019/20 |
|                             |  | Clifton Hampden Bypass                         | HIF  |      |   |         |
|                             |  | Culham River Crossing                          | HIF  |      |   |         |
|                             |  | Science Bridge                                 | HIF  |      |   |         |