CHAPTER 3: Housing

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Chapter 3: Housing

1.0 Introduction

1.1 Section 38 (6) of the Planning and Compulsory Purchase Act (2004) requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan Context

1.2 The Development Plan for Horsham comprises the "Horsham District Planning Framework" (adopted November 2015).

1.3 Policy 15 ("Housing Provision") of the Horsham District Planning Framework, adopted on the 27 November 2015, sets a housing target of at least 16,000 homes to be delivered over a twenty year Plan period, running from 1 April 2011 to 31 March 2031. This equates to an average of 800 dwellings per annum.

1.4 The housing requirement set out in Policy 15 of the HDPF is more than five years old. Therefore, in accordance with paragraph 74 of the NPPF, the housing land supply should be measured against the local housing need calculated using the standard method set out in national planning guidance.

1.5 Paragraph 33 of the National Planning Policy Framework 2021 (NPPF) states that policies in local plans should be reviewed every five years to assess whether they need updating. Horsham District Council is currently in the process of reviewing its development plan. Horsham Council published a Regulation 18 document for public consultation between 17 February 2020 and 30 March 2020. A draft regulation 19 Plan was presented to Cabinet on 15 July 2021. It was agreed to take this document to a meeting of the Full Council, programmed to be held on 28 July 2021 for approval for public consultation in September 2021. However, following the publication of the revised NPPF 2021 on 21 July 2021 and the new requirements, particularly in paragraph 22 for strategic allocations to consider a 30 year vision, the Council sought legal advice on how to proceed. The legal advice given to the Council was that it was necessary to carry out further work on the draft Local Plan to meet the new requirements of the NPPF 2021.

Natural England Position Statement 14th September 2021

1.6 In September 2021, Natural England sent a "Position Statement" to Horsham District Council (as well as Chichester District, Crawley Borough, the South Downs National Park and West Sussex County Council) setting out concerns that new development in North West Sussex is increasing the demand for water, which is thought to be harming internationally protected species in the Arun Valley, with the potential threat of extinction of some species.

1.7 The advice from Natural England is that in order for development to proceed, it must be "water neutral". i.e. new development should not increase the rate of water abstraction from the water supply site in Pulborough above existing levels.

1.8 The outcome of this "Position Statement" is that Horsham Council is unable to determine current planning applications unless it can be shown that they are water neutral. While this will not normally impact the majority of smaller scale household applications, all other proposals must be able to demonstrate "water neutrality" in order to allow the Council to comply with its legal duties. This has delayed the preparation of the Local Plan to enable a water neutrality mitigation strategy to be prepared.

1.9 This AMR is based on the position of development being able to demonstrate "water neutrality". This issue will however need to be kept under review in future monitoring reports in light of the eventual solutions that are found. **Appendices 1-4** are produced on this basis.

National Planning Policy and Guidance

i) The National Planning Policy Framework ("the Framework")[1]

1.10 The National Planning Policy Framework (NPPF) was first published in March 2012. It has been revised on a number of occasions, most recently in July 2021. In relation to housing land supply, Section 5 "Delivering a sufficient supply of homes" and the definition of "deliverable" in Annex 2 Glossary are relevant to this AMR.

ii) Planning Practice Guidance

1.11 There are two parts of the Planning Practice Guidance that are relevant to the AMR: "Housing and Economic Needs Assessment"[2], first published on 20 March 2015 and last updated 16 December 2020; and "Housing Supply and Delivery"[3], published on 22 July 2019.

iii) Other Material Considerations

"Horsham District Council- Local Plan Site Assessment Work/ Strategic Housing and Economic Land Availability Study"

1.12 This AMR chapter should be read in conjunction with the Local Plan Site Assessment Work. This information was published as part of the Horsham District Local Plan Regulation 18 consultation held between 17 February 2020 and 30 March 2020. It provides an assessment of housing and employment sites that have been proposed for development by land owners and updates the Council's latest "Strategic Housing and Economic Land Availability Study (SHELAA)" from January 2019.

[2] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
[3] https://www.gov.uk/guidance/housing-supply-and-delivery

2.0 Executive Summary

Previous Position

2.1 Horsham Council took part in three appeals in spring/summer 2021, where its 5 Year Supply position was examined in detail by planning inspectors:

- New House Farm, Horsham (Inquiry)– Appeal decision published 30 July 2021 4.3 years' supply;
- Rascals Farm, Southwater (Hearing) – Appeal decision published 2 August 2021 4.2 years' supply;
- Sandy Lane, Henfield (Hearing) Appeal decision published 19 August 2021 4.4 years' supply

Current Position

2.2 The Council considers it has a supply of 3.0 years, based on the following:

- A base date of 1st April 2022 and a five year period to 31st March 2027;
- A five year housing requirement of 4,740 homes, based on the current Standard Method housing requirement figure of 948 dwellings per annum;
- The application of a 5% buffer, meaning that the total requirement over the 5 year period is 4,977 dwellings;
- A deliverable supply of 2,990 dwellings (see full list of sites in **Appendix 1**).

2.3 The position is summarised in Table 1:

Table 1 Horsham District Council Five Year Land Supply at 1st April 2022

	Requirement	
A	Annual housing requirement as per Standard Method	948
B	Five year requirement	4,740
C	5% buffer	237
D	Total requirement to be demonstrated (B+C)	4,977
E	Annual requirement plus buffer (D/5 years)	995
	Supply	
F	Five year supply 1st April 2021 – 31st March 2026	2,990
G	Supply in years (F/D*5)	**3.0**

2.4 Horsham Council is therefore unable to demonstrate a five year supply of housing as at 1st April 2022.

3.0 Housing Delivery Test

3.1 The definition of the Housing Delivery Test (HDT) is provided in the Glossary to the NPPF (July 2021): "*Measures net homes delivered in a local authority area against the homes required, using national statistics and local authority data. The Secretary of State will publish the Housing Delivery Test results for each local authority area every November*".

3.2 The latest HDT results for Horsham Council were published on 14 January 2022. The Government reduced the "homes required" within the 2019 to 2020 year by a month and within the 2020 and 2021 year by four months. This was to take into account the impact of the Covid-19 pandemic and the effects that the associated lockdown and social distancing arrangements had on build rates in that year. The 2021 result for Horsham is summarised in Table 2 below:

Table 2 Summary of the 2021 Housing Delivery Test result for Horsham

	2018-19	**2019-20**	**2020-2021**	**Total**
Number of homes required	800	732	625	2157
Number of homes delivered	1,382	1,013	770	3165
HDT Measurement				**147%**

3.3 As can be seen from Table 2, Horsham delivered 2,344 new homes between 2018-19 and 2020-2021 against a requirement of 2,157 dwellings. This results in a HDT measurement of 147% and means that the Council has passed the HDT test. Accordingly, and in line with paragraph 74 of the Framework, Horsham Council uses a buffer of 5% in its 5 year supply calculations.

3.4 The Horsham plan is now more than five years old, so the HDT will be measured against the current local housing need figure of 948 dwellings per annum.

4.0 Analysis of Horsham Council's Supply History & Issue of Oversupply

4.1 Before looking at the Council's sources of housing supply, the Council has undertaken an analysis of previous delivery against targets. This analysis is considered to provide a helpful indicator as to the relative level of optimism the Council has in relation to its supply in the future.

4.2 Table 3 below sets out the net completion totals delivered by Horsham District Council between the start of the HDPF Plan period (2011) and the most up-to-date assessment for 2021/22.

Table 3 Net Housing Completions in Horsham District 2011-2022

Year	**Target**	**Net Completions**	**No. above/below target**	**Cumulative Delivery**
2011/12	800	261	-539	-539
2012/13	800	479	-321	-860
2013/14	800	824	+24	-836
2014/15	800	855	+55	-781
2015/16	800	1201	+401	-380
2016/17	800	795	-5	-385
2017/18	800	1125	+325	-60
2018/19	800	1369	+569	+509
2019/20	800	955	+155	+664
2020/21	902	769	- 133	+531
2021/2022	**948**	**654**	**-294**	**+ 237**
Cumulative Target (2011/12-2021/22)	**9,050**	**9,287**	**+237**	

4.3 Table 3 shows that, over a 11 year period (2011-2022), Horsham Council over-delivered by a cumulative total of 237 dwellings.

Undersupply/Oversupply

4.4 Paragraph 68-032 of the Planning Practice Guidance "Housing Supply and Delivery" deals with how an authority addresses previous over supply: "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from previous years*".

4.5 While Horsham District Council, has oversupplied since the start of the current Plan period by **237** dwellings, paragraph 68-032 of the Planning Practice Guidance "Housing Supply and Delivery" does not credit an authority for this because the offsetting only applies to requirements from previous years, not future years. At an appeal decision in Tewkesbury, this issue was challenged by the local authority. In this case, Tewkesbury Borough Council claimed a housing land supply of 4.37 years on the basis that it had over-delivered housing against its requirement in previous years of the Plan period. However, the inspector disagreed and not including the previous years' over-supply, estimated the Council only had sufficient deliverable housing land for 1.82 years. Tewkesbury Council challenged this decision in the High Court[4]. In this case, the Judge agreed with the Inspector and said "I am unable to accept the primary submission made by the claimant (Tewkesbury Council) that the provisions of the Framework require any oversupply prior to the period for which a five year housing land supply is being calculated to be taken into account. Firstly the text of the Framework does not include any such suggestion. The claimant's argument depends upon this conclusion being a necessary inference from the way in which the Framework has been drafted. It is not an inference, which, in my opinion, can properly be drawn". Horsham District Council will however continue to keep this matter under review in light of any changing advice or guidance on this matter.

4.6 The Government published a "Written Ministerial Statement" on the "Levelling Up and Regeneration Bill" on 6 December 2022. In relation to past "over-supply", it states:
"In addition, I want to recognise that some areas have historically overdelivered on housing - but they are not rewarded for this. My plan will therefore allow local planning authorities to take this into account when preparing a new local plan, lowering the number of houses they need to plan for". We await further details to this Statement from the Secretary of State for Levelling Up. In the event that changes are made to the NPPF or NPPG this will be taken into account by this Council in any future calculations.

[4] https://www.bailii.org/cgi-bin/format.cgi?doc=/ew/cases/EWHC/Admin/2021/2782.html&query=(CO/639/2021)

5.0 Assessment of Horsham Council's 5 Year Housing Land Supply

a) Agreeing the Base Date and Five Year Period

5.1 The base date is the start date for the five year period for which both the requirement and supply should relate.

5.2 This AMR has a base date of 1st April 2022 and a five year period of 1st April 2022 to 31st March 2027.

b) Identifying the housing requirement

National Planning Policy and Guidance

5.3 The NPPF (2021) sets out advice in respect of maintaining the delivery and supply of housing at paragraphs 74-77. In terms of demonstrating a five year supply, paragraph 74 of the NPPF (2021) states:

> *"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".*

5.4 Footnote 39 of the Framework explains that unless the housing requirement set out in the strategic policy has been "reviewed and found not to require updating", local housing need will be used for assessing whether a five-year supply of specific deliverable sites exists, using the standard method set out in national planning guidance once the strategic policy is more than 5 years old.

5.5 "Local housing need" is defined as:
"The number of homes identified as being needed through the application of the standard number set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 61 of the Framework).

5.6 Planning Practice Guidance "Housing Supply and Delivery"[5] (Paragraph 68-002) states: "*A 5 year land supply is a supply of specific deliverable sites sufficient to provide 5 years' worth of housing (and appropriate buffer) against a housing requirement set out in adopted strategic policies, or against a local housing need figure, using the standard method, as appropriate, in accordance with paragraph 74 of the National Planning Policy Framework".*

5.7 Paragraph 68-003 of the PPG[6] explains:

"The purpose of the 5 year housing land supply is to provide an indication of whether there are sufficient sites available to meet the housing requirement set out in adopted strategic policies for the next 5 years. Where strategic policies are more than 5 years old, or have been reviewed and found in need of updating, local housing need calculated using the standard method should be used in place of the housing requirement".

5.8 Paragraph 68-005 of the PPG[7] states:

"Housing requirement figures identified in adopted strategic housing policies should be used for calculating the 5 year land supply figure where:

- *The Plan was adopted in the last 5 years; or*
- *The strategic housing policies have been reviewed within the last 5 years and found not to need updating*
- *In other circumstances, the 5 year housing land supply will be measured against the area's local housing need calculated using the standard method".*

5.9 The Horsham District Planning Framework (adopted November 2015) is more than five years old. The adopted housing requirement has not been reviewed. In accordance with paragraph 74 of the Framework, the five year housing land supply should be measured against the local housing need, calculated using the standard method set out in national planning guidance.

[5] Planning Practice Guidance "Housing Supply and Delivery"
[6] Planning Practice Guidance "Housing Supply and Delivery"
[7] Ibid.

5.10 The guidance on calculating local housing need through the Standard Method is set out in "Housing and Economic Needs Assessment" Planning Practice Guidance. Paragraph 2a-004 of the PPG[8] explains how local housing need is calculated. There are four steps.

- The first step is setting the baseline. This involves calculating the projected average annual household growth over a 10 year period (this is 10 consecutive years, with the current year being Year 1). These are currently calculated using the 2014- based household projections.
- The second step involves making an adjustment to take account of affordability. The most recent median workplace-based affordability ratios from the Office for National Statistics at a local authority area are used for this calculation.
- The third step involves capping the level of any increase at 40% above whichever is higher of the projected household growth in step 1, or the latest annual requirement figure.
- The fourth step then applies an uplift to the 20 largest cities and urban centres. This step does not apply to Horsham District.

5.11 The standard method results in a local housing need figure of **948** dwellings per annum in Horsham, as set out in Table 4:

Table 4 – Standard Method Calculation for Horsham District Council

	Step 1	Step 2	Step 3	Step 4	
	Projected annual average household growth 2021-2031	Adjustment factor	Should the cap be applied?	Should the city uplift be applied?	Local Housing Need
Horsham	**584.7**	**1.62**	**No**	**No**	**948**

[8] Planning Practice Guidance "Housing and Economic Needs Assessment"

5.12 To summarise, the five year housing land supply calculation should be measured against a local housing requirement of 948 dwellings per annum, using the standard method. The five year requirement is therefore 4,740 dwellings (i.e. 948 x 5 years).

c) Applying the appropriate buffer

5.13 The latest Housing Delivery Test result applicable to the calculation of the 5 year housing land supply is the 2021 HDT published on 14th January 2022, which equates to 147%[9].

5.14 The buffer is calculated by reference to this measurement published by Government. Paragraph 74 of the NPPF states that where the HDT measurement is greater than 85%, a 5% buffer should be added to the housing requirement figure to ensure choice and competition in the market for land (see Table 5). However, where delivery was below 85% of the housing requirement, paragraph 74 of the NPPF states that a 20% buffer should be used.

Table 5 Summary in relation to the 5 year supply to be demonstrated at 1st April 2022

	Requirement	
A	Annual Local Housing Need	948
B	Five year requirement (A x 5 years)	4,740
C	5% buffer (5% of B)	237
D	Total requirement (B + C)	4,977
E	Annual requirement plus buffer (D/ 5 years)	995

d) Identifying a realistic and deliverable supply

5.15 The Council's position at 1st April 2022 is that it has a deliverable supply of **2,990** dwellings (see Section 6.0).

[9] https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement

What constitutes a deliverable site?

National Planning Policy and Guidance

5.16 The definition of deliverable is set out in Annex 2 of the NPPF. This Guidance splits sites into 'Category A' and 'Category B' sites as follows: "***Deliverable****: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:*

A) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans);

B) where a site has outline planning permission for major development , has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years".

5.17 The PPG "Housing Supply and Delivery" was most recently updated on 22 July 2019. Paragraph 68-007 of the PPG[10] provides some examples of the types of evidence, which could be provided to support the inclusion of sites with outline planning permission for major development and allocated sites without planning permission. Although these types of evidence are not definitive, it states:

"In order to demonstrate 5 years' worth of deliverable housing sites, robust, up to date evidence needs to be available to support the preparation of strategic policies and planning decisions. Annex 2 of the Framework defines a deliverable site. As well as sites which are considered to be deliverable in principle, this definition also sets out the sites which would require further evidence to be considered deliverable, namely those which:

- *Have outline permission for major development;*
- *Are allocated in a development plan;*

[10] Paragraph 007 Reference ID: 68-007-20190722 "What constitutes a 'deliverable' housing site in the context of plan making and decision taking?"

- *Have a grant of permission in principle; or*
- *Are identified on a brownfield register*

Such evidence, to demonstrate deliverability, may include:

- *Current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for the approval of reserved matters applications and discharge of conditions;*
- *Firm progress being made towards the submission of an application- for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;*
- *Firm progress with site assessment work; or*
- *Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.*

Plan makers can use the Housing and Economic Land Availability Assessments in demonstrating deliverability of sites".

6.0 Sources of Horsham Council's 5 Year Housing Land Supply

6.1 This section of the AMR reviews the Council's sources of supply for the 5 year period 1st April 2022-31st March 2027.

6.2 The Council seeks to rely on the following categories of supply for the 5 year period:

- Delivery from site allocations (strategic sites)
- Delivery from committed large sites (5+ dwellings)
- Delivery from small sites (1-4 dwellings)
- Neighbourhood Planning allocations
- Windfall Development

6.3 As set out above in paragraph 5.13, the definition of deliverable sites set out in the Framework divides sources into two Categories A and B.

Category A Sites

6.4 For the purposes of establishing those sites within Category A, the Council's assessment draws a different distinction between major and minor development to the nationally accepted definition set out in Annex 2 of the Framework 2019 i.e. 10 or more dwellings. The Council uses the figure of 5+ dwellings for major development. This is the figure which West Sussex County Council have used since with all West Sussex local authorities in the monitoring of housing starts and completions.

6.5 The sites falling within Category A here include:

- Delivery from small sites (1-4 dwellings);
- Delivery from committed large sites (5+ dwellings)
- Delivery from site allocations in neighbourhood plans or Local Plan strategic sites with detailed permission

Category B Sites

6.6 The remainder of the Council's sources of supply fall within Category B:

- Delivery from site allocations in neighbourhood plans or Local Plan strategic sites where there is no consent /or outline consent in place; and
- Windfall development

6.7 The Council's latest supply position, as at 1 April 2022, is set out in full in Table 6. It can be split into five main sources:

Table 6: Breakdown of projected 5 year HDC Housing Land Supply (1st April 2022 – 31st March 2027) vs 5 Year Housing Requirement

	Horsham District 5 Year Housing Land Supply 2022-2027
1. Delivery from Site Allocations (Strategic Sites)	**1,955**
2. Delivery from Committed Large Sites (5+ dwellings)	**330**
3. Delivery from Small Sites (1-4 dwellings)	**262**
4. Neighbourhood Planning	**201**
5. Windfall Development	**242**
5 Year Supply	**2,990 dwellings**
5 Year Housing Requirement	**4,977 dwellings**
5 Year Supply Vs 5 Year requirement = 3,764/4,709* 5	**60% or 3.0 years' supply**

1) Supply From Strategic Site Allocations

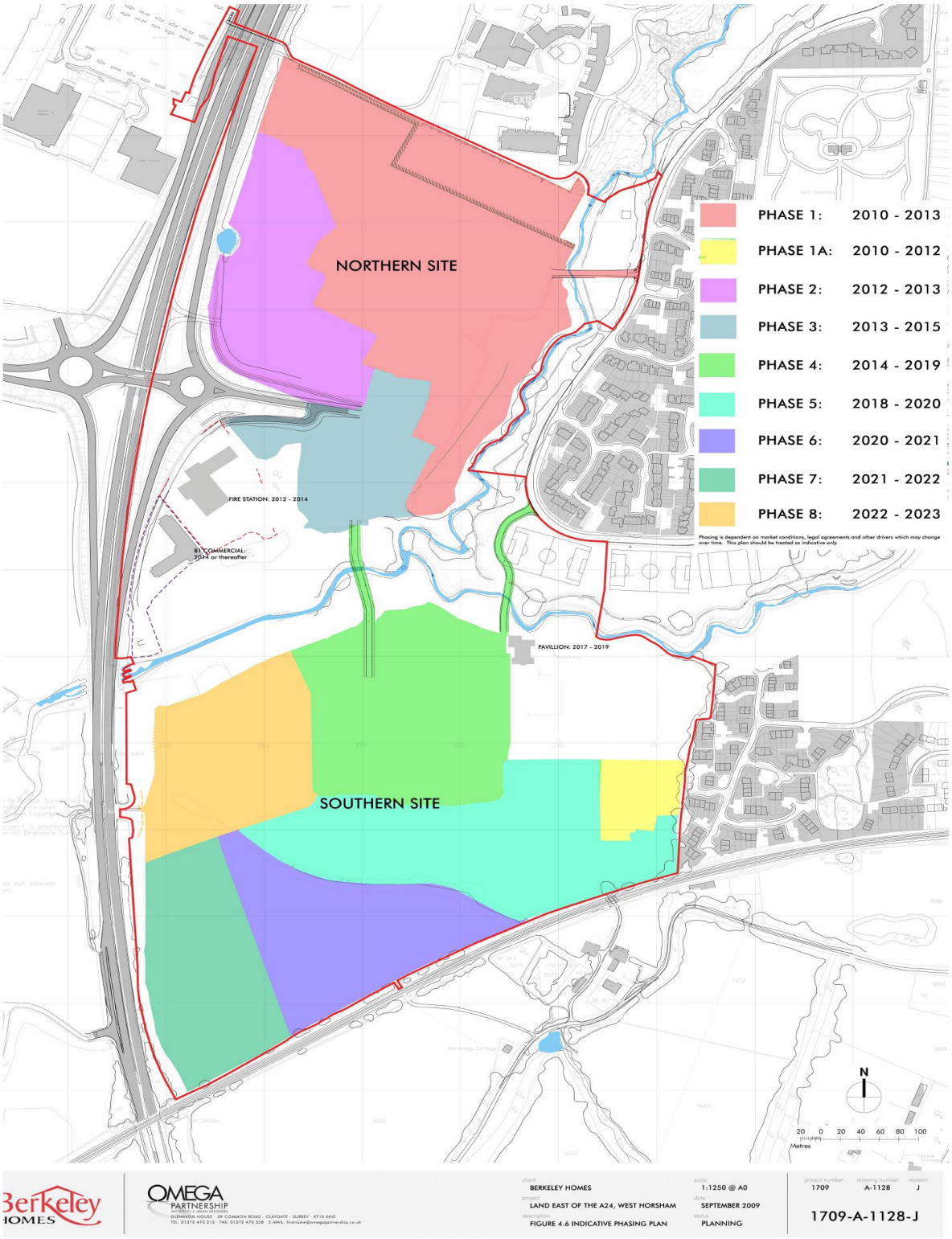
6.8 The supply from strategic sites set out in Table 6 above amounts to 1,955 dwellings. Details of all strategic sites' delivery are included at **Appendix 1**. There are 5 strategic sites within **Appendix 1**. Here are further details on each:

1. Highwood, west of Horsham Town Centre (Site S1 in Appendix 1)

6.9 This site is under construction and is known as "Highwood". Berkeley Homes is the developer. To date, the northern part of the site has been completed and the remaining phases to be completed are those south of the River Arun. In total,

1,090 dwellings have been permitted and, of these, at 1 April 2022 701 have been built, with 389 left to complete.

<u>Figure 1 Highwood – West of Horsham Town Centre, Red Line Phasing Plan From Application DC/09/2138/OUT</u>



6.10 Table 7 below shows how many units (net) have been completed to date:

Table 7 Net Completions at Highwood, west of Horsham Town centre

Year	Net Completions
2012/13	61
2013/14	36
2014/15	103
2015/16	76
2016/17	96
2017/18	39
2018/19	74
2019/20	43
2020/21	1
2021/22	**172**
Total	**701**
Average	**70 YY**

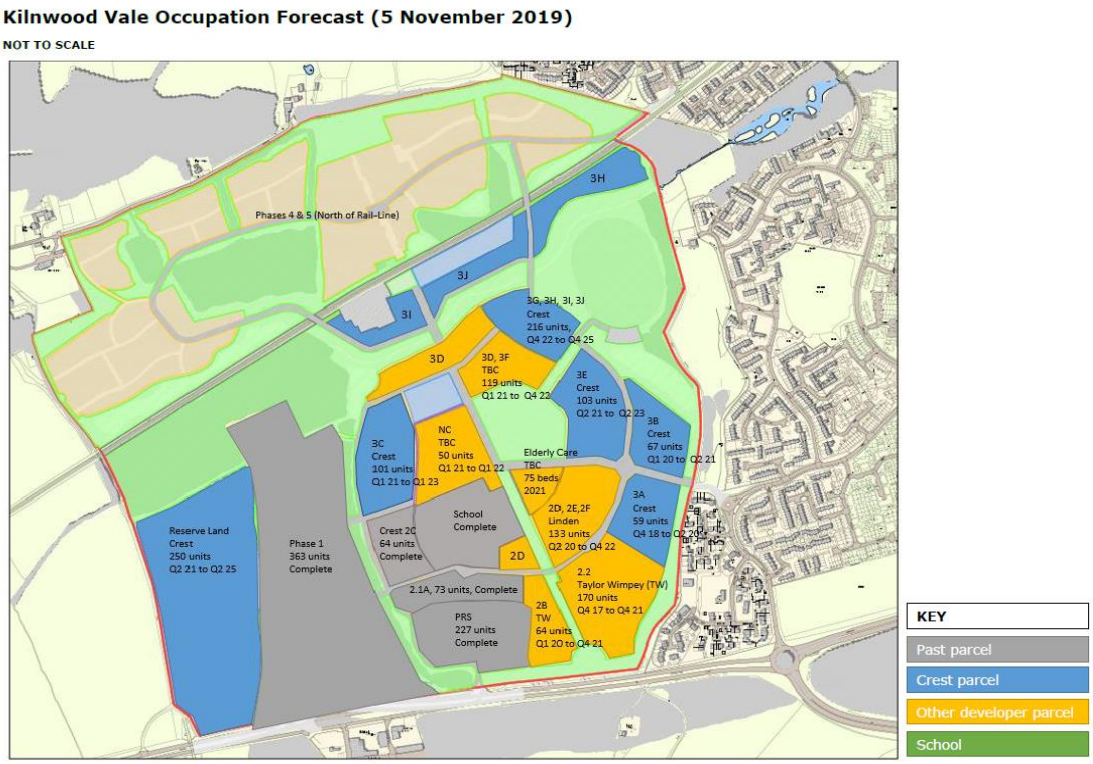
6.11 In terms of projecting forward, the average annual completion figure of –70 dwellings (701 dwellings completed in 10 years) has been included in the housing trajectory in **Appendix 1**, which between 1 April 2022 and 2027 gives a total projected completion number of **350 dwellings** (5x 70 dwellings).

6.12 It should be noted that the completion figure for Highwood for 2021/2022 is abnormally high- at 172 dwellings. This is because the 167 “communal bedrooms” approved under DC/12/2298 were incorrectly reported by HDC in 2017/18 as being built out as communal bedrooms. They were actually independent dwellings, so should have been built out as Main Dwelling Stock in 2017/18. These 105 units are included in the 21/22 completions with the 167 communal bedroom loss reported to DHULC as part of the 2021/2022 Housing Delivery Test returns to reconcile.

2. Kilnwood Vale (Sites S3, S3A and S3B in Appendix 1)

6.13 This 132 hectare site is located on the north eastern edge of Horsham District, adjacent to the border with Crawley Borough Council. It is under construction and the homes are being delivered by Taylor Wimpey, Crest Nicholson, Linden Homes and Bovis Homes. A figure of the site (**Figure 2**) is provided below, which identifies the different parcels that are being developed. Outline planning permission (DC/10/1612/OUT) was granted for the development of approximately 2,500 dwellings on 17 October 2011. In addition, the legal agreement provided for the development of an additional 250 dwellings in the event that the western relief road was not forthcoming within 5 years. The road was not built and outline permission was granted for a further 250 dwellings to the west of the site (Phase 6) (DC/17/2481/OUT) on 4 October 2018.

Figure 2 Kilnwood Vale Development Phases



6.14 The site is divided in two by the Arun Valley Railway line, and has 3 distinct development parcels:

a) Kilnwood Vale – Colgate – (Phases 1, 2 and 3) Land to the South

b) Kilnwood Vale – Colgate – Reserved Land (Phase 6) Land to the South West

c) Kilnwood Vale – Rusper (Phases 4 and 5) Land to the North

6.15 Phases 1, 2, 3 and 6 are located to the south of the railway line and are within Colgate Parish - hence this part of the site is referred to as "Kilnwood Vale – Colgate". Phase 6 is known as the "Kilnwood Vale – Colgate- Reserved Land" site and constitutes the additional permissions that were granted for 250 dwellings, once West Sussex County Council confirmed that it did not require this piece of land to provide for a Western Relief Road to the development. Phases 4 and 5 are located to the north of the Arun Valley Railway Line. These two phases are within Rusper parish and the site is referred to as "Kilnwood Vale – Rusper".

Site S2"Kilnwood Vale – Colgate" (Phases 1,2 and 3)

6.16 The net completions to date for "Kilnwood Vale – Colgate" are set out in Table 8:

Table 8 Net Completions for Kilnwood Vale – Colgate

Year	Net Completions
2013/14	75
2014/15	76
2015/16	131
2016/17	51
2017/18	353
2018/19	196
2019/20	74
2020/21	199
2021/22	**83**
Total	**1,238 dwellings**
Average	**138**

6.17 In terms of projecting forward, there are still 80 dwellings with detailed permission in Phase 3 to be built out, with a further 414 in Phase 3 are included in Category B (3 x average of 138 dwellings) for years 3, 4 and 5 of the 5 year trajectory.

Site S2A "Kilnwood Vale –Colgate – Reserved Land" (Phase 6)

6.18 "Kilnwood Vale – Colgate – Reserved Land" (Site S2A in Appendix 1) has a reserved matters permission for 168 dwellings (DC/20/2223/REM) for Phase 6, which was granted on 25 May 2021. A further full application for Phase 6A for 116

dwellings (DC/21/2246/FUL) was validated on 30 September 2021 and remains undetermined. Of the 168 dwellings granted detailed permission for Phase 6, development commenced late in the 21/22 monitoring year with the completion of 12 units. It is expected that the remaining 156 will be completed within the 5 year period.

Site S3B Kilnwood Vale - Rusper

6.19 The third part of the Kilnwood Vale site is "Kilnwood Vale- Rusper" i.e. the part to the north of the Arun Valley railway line. In total, there is permission for 595 dwellings on these 2 phases from the outline permission (DC/10/1612/OUT). No detailed applications have yet been submitted for this part of the site and none of the dwellings are included in the 5 year supply.

3. Land West of Southwater (Site S3 in Appendix 1)

6.20 This development site (Site S3 in Appendix 1) lies to the west of Southwater, and adjoins the built-up area boundary of Southwater along Worthing Road, Woodfield, College Road, Ash Road and Woodlands Way and straddles Church Lane. Outline planning permission (DC/14/0590/OUT) was granted for "Residential development of up to 540 dwellings and 54 retirement living apartments, associated vehicular, cycle and pedestrian access, drainage and landscape works" on 25 June 2015.

- DC/15/2064/REM Erection of 244 dwellings permitted 12/2/2016
- DC/17/2319/REM Erection of 68 dwellings permitted 23/1/2018
- DC/18/1246/REM Erection of 202 dwellings permitted 12/6/2018
- DC/19/2464/FUL Erection of 80 dwellings phase 5 permitted 20 October 2022, subject to the signing of a legal agreement.

6.21 A site plan below indicates the red line boundary of the site at Figure 3.

Figure 3 "Land West of Southwater" Illustrative Masterplan 2014 (DC/14/0590/OUT)

6.22 The net completion figures for “Land West of Southwater” are as follows:

Table 9 Net Completions for “Land West of Southwater”

Year	Net Completions
2017/18	56
2018/19	128
2019/20	43

2020/21	20
2021/2022	**54**
Total	**301 dwellings**
Average	**60 dwellings**

6.23 Of the 594 dwellings that were granted outline permission on 25 June 2015, 301 have been built, meaning there are still 293 left to build. Using the average annual completion figure of 60 dwellings, the 5 Year Trajectory for 1 April 2022- 31st March 2027 includes all 293 dwellings at **Appendix 1**.

4. Land North of Horsham (Sites S5 and S5A in Appendix 1)

6.24 A site location plan of this large strategic site is provided at **Figure 4**.

6.25 Policies 2 and 15 of the Horsham Planning District Framework (adopted 27 November 2015) "Strategic Development" state that at least 2,500 dwellings are to be delivered to the north of Horsham town. Policies SD1 to SD9 set out detailed policy requirements for this development including the provision of a high quality business park, local centre and open space, education, transport infrastructure, landscape, design and housing needs.

6.26 An "Outline planning application with all matters reserved except access for a mixed use strategic development to include housing (up to 2,750 dwellings), business park (up to 46,450 m2), retail, community centre, leisure facilities, education facilities, public open space, landscaping and related infrastructure"(DC/16/1677/OUT) was granted on 1st March 2018

6.27 In terms of the progress of residential planning applications, one reserved matters application (DC/20/2047/REM) (Reserved Matter Area 1) for 193 dwellings was approved on 29 January 2021. A second reserved matters application (for Reserved Matters Area 2) for 197 dwellings (DC/21/0066/REM) was granted on 22 September 2021. A third residential application for reserved matters Areas 6 and 7 for 221 dwellings (modular and affordable) (DC/21/1427/REM) was validated on 17 June 2021 and has yet to be determined (as a consequence of the requirement for water neutrality).

Figure 4 “Land North of Horsham” Illustrative Masterplan

6.28 These three reserved matters applications are going to be built out by four different developers:

- Reserved Matter Area 1 will be developed by Cala Homes (193 units);
- Reserved Matters Area 2 will be developed by Legal and General Homes (197 units);
- Reserved Matters Area 6 will be developed by Legal and General Suburban Build to Rent (121 units) and
- Reserved Matters Area 7 will be developed by Legal and General Affordable Homes (100 units).

6.29 In addition to the residential applications, a large number of non-residential permissions have also been granted on site to enable the critical infrastructure to be put in place in advance of the housing. Table 10 below summarises the key outline, reserved matters, and non-material amendment applications related to this site (a total of 10 applications). A total of 42 applications relating to the site have been determined. The remaining 32 applications are a mixture of approval of details and non-material amendments.

6.30 In terms of non-housing applications that have been permitted on site, a reserved matters application for a school (DC/19/1730/REM) was approved on 12 June 2019. The school and footbridge serving the site are now in operation.

6.31 This evidence for "Land North of Horsham" was presented to the 3 appeals at Rascals Farm, Southwater, Land at New House Farm, Horsham and Sandy Lane, Henfield in summer 2021. Sandy Lane, Henfield was the most recent of these appeals and the Inspector agreed that the evidence demonstrated by Horsham Council for this site persuaded him that there was "clear evidence to demonstrate that 611 dwellings will be delivered in the five year period"[11] i.e. both reserved matters applications that have been permitted (a total of 390 dwellings) and also the 221 dwellings from planning application DC/21/1427/REM, which has been validated. This is the number included within the 5 year supply for this year's AMR, split between 390 dwellings under Site S4 in Category A and 221 dwellings in Category B under Site S4A.

[11] Appeal decision, Sandy Lane Henfield, paragraph 24 19th August 2021

Table 10 – Land North of Horsham – Update on Key Planning Applications Received and Decided/ Under Consideration

Application Reference	Application Details	Decision
DC/16/1677/OUT	Outline application with all matters reserved except access for a mixed use strategic development to include housing (up to 2,750 dwellings), business park (up to 46,450 sqm) , retail, community centre, leisure facilities, education facilities, public open space, landscaping and related infrastructure	Application permitted on 1st March 2018
DC/19/0984/NMA	Non material amendments to approved application DC/16/1677 (the North Horsham Development site) for amendments to the wording of conditions 5,7,8,9,11,12,13,14,16,17,18,19,22,28, 31 & 54 and the introduction of a new condition to enable the Principal Access Works to come forward	Application validated 8 May 2019 Application Permitted 12th June 2019
DC/19/0984/NMA	Non-material amendment to approved application DC/16/1677 for amendments to the wording of conditions 5,7,8,9,11, 12,13,14,16,17,18,19,22,28,31 and 54 and the introduction of a new condition to enable the Principal Access Works to come forward	Application permitted on 12th June 2019
DC/19/1730/REM	Application for Reserved Matters relating to appearance, landscaping, layout and scale for new school at Land North of Horsham in accordance with application DC/16/1677	Application validated 22 August 2019 Application permitted 28th November 2019

Application Reference	Application Details	Decision
DC/20/1441/NMA	Non-material amendment to previously approved application DC/16/1677 (Outline planning application with all matters reserved except access for a mixed use strategic development to include housing (up to 2,750 dwellings), business park (up to 46,450 m2), retail, community centre, leisure facilities, education facilities, public open space, landscaping and related infrastructure). Amendments to Condition 3 relating to time of the proposal.	Application validated 31 July 2020 Application permitted 1 September 2020
DC/20/1829/REM	Reserved matters application. Provision of the earthwork bund, revised SUDs basin and footbridge landing area, associated landscaping and dormouse compensation area, together with the required foul drainage infrastructure to serve the new School.	Application validated 22 September 2020 Application permitted 22 January 2021
DC/20/1779/REM	Reserved matters application following outline application DC/16/1677 provision of an access road, foot and cycle ways and temporary turning circle. As well as provision of underground utilities and swale.	Application validated 25th September 2020 Not yet decided
DC/20/2265/REM	Application for approval of Reserved Matters pursuant to Condition 5 of Outline permission DC/16/1677 for an acoustic bund and associated landscaping	Application validated 17th November 2020 Not yet decided
DC/20/2047REM	Reserved Matters Application for Phase 1A for the erection of 193 residential dwellings with associated parking, landscaping, and open spaces following approval of outline application DC/16/1677, relating to layout, scale, appearance and landscaping	Application validated 28th October 2020. Application permitted on 29th January 2021.

DC/20/2509/REM	Reserved matters application for the provision of foot/cycle bridge across the A264 pursuant to approved outline application DC/16/1677	Application validated 15th December 2020 Application permitted 5th February 2021
DC/21/0066/REM	Reserved matters application for the erection of 197 dwellings with associated parking, landscaping and open space, following approval of outline application DC/16/1677	Application Validated 12th January 2021 Application permitted 22nd September 2021

5. Land South of Marringdean Acres, Billingshurst (Site S6 in Appendix 1)

6.32 Planning permission was granted on 30 March 2017 (DC/16/0274/FUL) for "development of the land to the south of Marringdean Acres so as to accommodate 51 dwellings together with associated access road, car parking, landscaping and open space".

6.33 Figure 5 below shows a red line outline of the site:

Figure 5 "Land South of Marringdean Acres, Billingshurst" Site Location Plan (DC/16/0274/FUL)

6.34 The developer is A2 Dominion Developments. While no dwellings have yet been completed, building works have commenced on site. Two "Discharge of Conditions" applications (DISC/21/0045 and DISC/21/0188) have been permitted

(28/10/2021 and 24/11/2021 respectively). Also, 9 pre-commencement conditions have been discharged: these include moving reptiles; landscaping; trenching requirements; floor levels; drainage strategy; and SuDs.

6.35 **Appendix 1** predicts the first completions will occur on site in 2022/23 (25 completions) and the remaining 26 will be completed in 2023/24.

b) Supply From Committed Large Sites

6.36 The AMR splits sites into "large" (5+ dwellings) and "small" (1-4 dwellings) sites. **Appendix 1** of the AMR includes details of all commitments in Category A for the sites labelled C01-C36 (shown in pink). Category A "Committed Large Sites" includes all detailed permissions for 5+ dwellings and all outline permissions for up to 9 dwellings.

6.37 Within Category A, there is a total of **330** projected completed dwellings within the Five Year Supply period.

6.38 **Appendix 1** does not include any projected completions for outline permissions of 10+ dwellings within the 5 year supply period of 2022/2023 to 2026/27 in Category B.

c) Small Sites Supply (1-4 dwellings)

6.39 Historically, Horsham District Council (and other West Sussex authorities) have used a "completion co-efficient rate" from West Sussex County Council (WSCC) to estimate the percentage of HDC planning permissions of between 1 and 4 dwellings that are completed. A review of this figure will be undertaken during 2023, however, historically this figure has been in the region of 60% i.e. of all applications for 1-4 dwellings that are granted planning permission by HDC, about 60% are completed, while 40%, for a number of different reasons, are not completed.

6.40 Using a base date of 1 April 2022, WSCC estimates that of the 437 dwellings (of 1-4 units) that have an extant permission, **~~332~~ 262 dwellings** will be completed between 22/23 and 26/27. i.e. it is estimated that 60.0% of small sites granted permission will be completed over the next five years from 1st April 2022. These figures are included at **Appendix 2**.

d) Supply From Neighbourhood Plan Sites

6.41 The latest position with regards to the progress of Neighbourhood Plans in Horsham Council is set out at **Appendix 3**. There are 19 "made" Neighbourhood Plans, with 4 paused as a result of the requirement for them to demonstrate Water Neutrality and are awaiting a referendum date. (Cowfold; Itchingfield; Lower Beeding; Pulborough). The referendums will not progress with those Neighbourhood Plans that include housing allocations until the Council has a resolution to the "water neutrality" issue. There is a cumulative total of 1,909 homes included within all these neighbourhood plans.

6.42 There are 8 Neighbourhood Plan sites (NP1- NP8) included within the 5 year supply in Category A in **Appendix 1**, providing a total of 139 units in the five year period. All 8 of these sites have a detailed planning permission. In terms of Category B Neighbourhood Plan sites in Appendix 1, there is a total of 19 sites (NP9- NP27). The only site of the 14 where the Council considers there is "clear evidence" to demonstrate that completions will occur within the 5 year period is "Land North of Downsview Avenue, Storrington" (NP20), where a reserved matters application has been validated by Horsham Council (DC/21/0749/REM), validated 24 May 2021). It is expected that 62 dwellings will be completed at this site within the 5 year period. No dwellings from the other 13 Category B neighbourhood plan sites are expected to be completed in the 5 year period.

6.43 Taken together, these sites provide a supply of **201 dwellings** from Category A and B Neighbourhood Plan sites in the 5 year period.

e) Supply From Windfall Development

6.44 Windfall sites are defined as follows (on p.73 of the Framework):
"*Sites not specifically identified in the development plan*".

6.45 Paragraph 71 of the NPPF states:
"Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist

inappropriate development of residential gardens, for example, where development would cause harm to the local area."

6.46 Paragraph 23 of the PPG "Housing and Economic Land Availability Assessment" (3-023-20190722) deals with windfall allowances: "*a windfall allowance may be justified in the anticipated supply if a local planning authority has compelling evidence as set out in paragraph 70 of the NPPF".*

6.47 The Council has carried out an analysis of historic trends going back to 2012 on sites of 5+ units. The Council's windfall assessment has analysed all sites of 5+ units for 6 years between 2012/13 – 2018/19, plus small sites (1-4 dwellings) for five years (1-4 dwellings between 2015-16 and 2019-2020). The windfall calculation in **Appendix 4** estimates a total of **605** windfalls being completed over the five year period 2020-2025.

6.48 This windfall evidence was presented at the most recent appeal into the Council's 5 Year Supply at Sandy Lane Henfield, held on 30 June 2021 and 1 July 2021. The Inspector produced his report on 19th August 2021[12], and agreed that a figure of **605 dwellings** was an appropriate windfall allowance.

6.49 It remains the case that "water neutrality" is still an issue preventing a great deal of residential development from occurring in Horsham District. Whilst progress has been made in terms of developing a Water Neutrality mitigation strategy, further work is required on an implementation scheme. Therefore, in terms of a windfall allowance for the 2022 AMR, it is only considered appropriate to include 2 years' worth of average windfall, rather than 5. The windfall allowance figure contained in Appendix 1 is therefore 2x121 = 242 dwellings. The windfall figure will be reviewed as the implementation strategy for water neutrality is progressed.

[12] Appeal Decision, Sandy Lane, Henfield 19 August 2021 APP/Z3825/W/20/3261401

7.0 Housing Trajectory

7.1 **Figure 6** indicates past completions (red bars) between 2011/12 and 2021/22 and future projected completions (green bars) (2022/23-2030/31). The blue line on **Figure** 6 indicates the annual target. The orange line indicates the extent to which the Council is above/below the cumulative target since the start of the Plan period in 2011.

7.2 **Figure 6** shows that supply is expected to tail off post- 2022/23. This, however, is being addressed through the review of the Horsham District Planning Framework. The Regulation 19 proposed submission version of the Horsham District Local Plan will be published in 2023. The Local Plan will identify a sufficient range of sites to meet the Council's identified housing need from the Government's Standard Housing Methodology, taking into account the constraints posed within the North West Sussex Water Zone by the issue of "water neutrality". It should be noted that the outcome from the Water Neutrality mitigation strategy may impact on the level of housing that the Council can deliver, particularly in the short to medium term.

Previously Developed Land (PDL)

7.3 Table 11 shows the gross numbers and percentage of new and converted dwellings on Greenfield and on previously developed, or 'Brownfield' land. It shows that over the previous eleven years 9,220 gross dwellings have been built, of which 5,839 have been on greenfield sites and 3,381 on brownfield sites. This means that approximately 63% of building has occurred on greenfield land, with 37% on brownfield over that period. *Note: These figures are up to 2020/21 as the 2021/22 figures are not available at time of publication.*

Figure 6: Housing Trajectory Graph for Horsham District Council 2011-2031

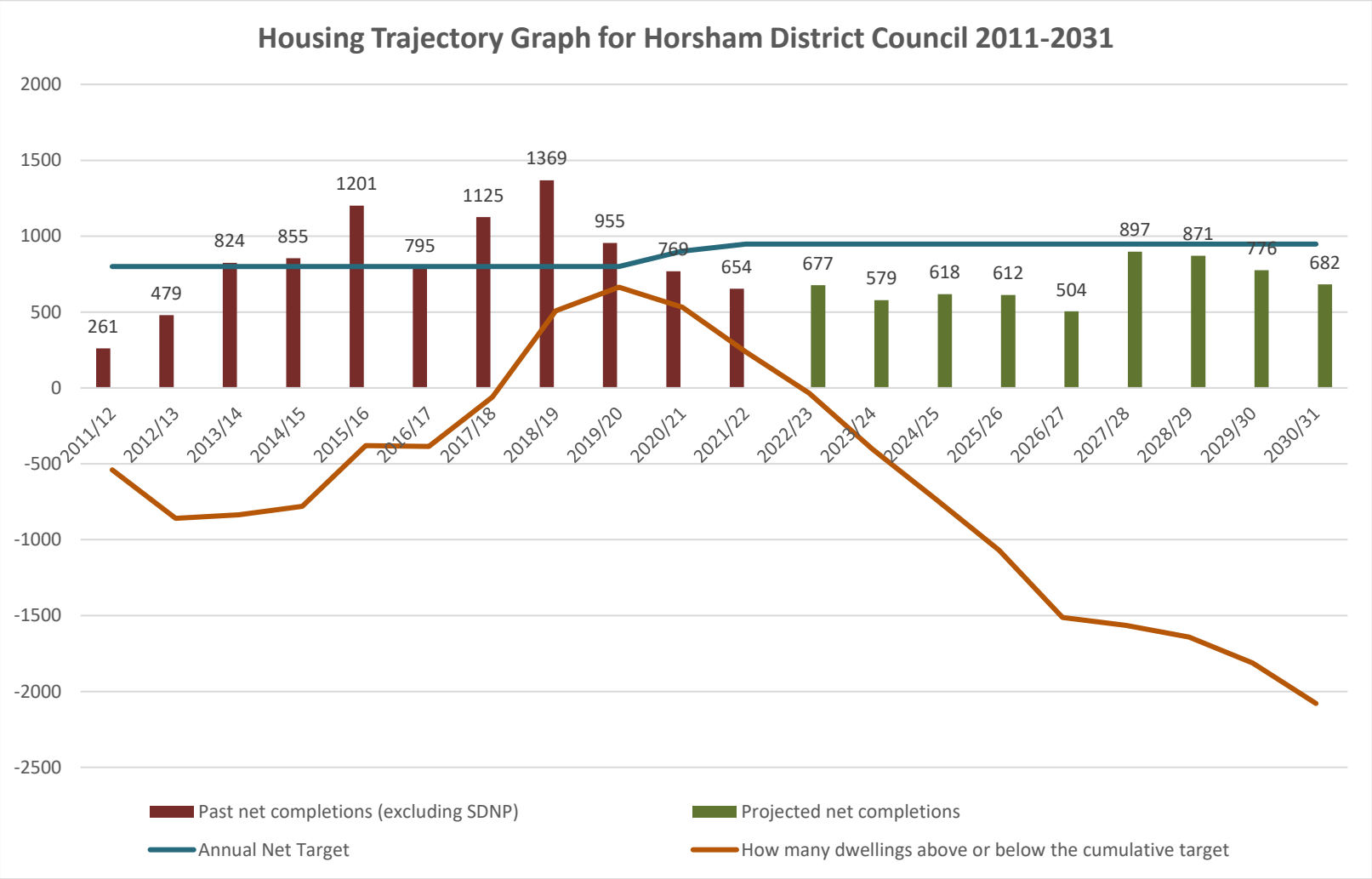


Table 11: Numbers and proportions of gross completions on previously developed land

	Greenfield	PDL	Total
2010/11	33	179	212
	16%	*84%*	*100%*
2011/12	37	248	285
	13%	*87%*	*100%*
2012/13	278	235	513
	54%	*46%*	*100%*
2013/14	559	317	876
	63.8%	*36.2%*	*100%*
2014/15	556	342	898
	61.9%	*38.1%*	*100%*
2015/16	843	387	1230
	68.5%	*31.5%*	*100%*
2016/17	566	242	808
	70%	*30%*	*100%*
2017/18	771	402	1173
	65.7%	*34.3%*	*100%*
2018/19	*830*	*568*	*1398*
	59.4%	*40.6%*	*100%*
2019/20	*661*	*321*	*982*
	67.3%	*32.7%*	*100%*
2020/21	*705*	*140*	*845*
	83.4%	*16.6%*	*100%*
2021/22	*TBC*	*TBC*	*TBC*
11-Year Average	*531*	*307*	*838*
11-Year Average %	*63.3%*	*36.7%*	*100%*

Affordable Housing- Gross affordable housing completions

7.4 Table 12 below sets out the gross affordable housing completions for the District between 2016/17 and 2021/22. The Council has delivered a gross total of 1,320 affordable dwellings in this 5 year period, which is an average of 220 dwellings per annum. A total of 5,971 dwellings (gross) have been completed in this 5 year period (an average of 995 dwellings per annum), which means that the average level of affordable housing provision over this period has been 21.7%.

7.5 Table 13 below sets out details of the affordable housing completions for 2021/22. It shows details of all affordable housing completions for 2021/22 for sites in the District where at least 10 affordable units were completed.

Table 12: Gross Affordable housing completions in Horsham District in last five years

	2016/17 Gross	**2017/18 Gross**	**2018/19 Gross**	**2019/20 Gross**	**2020/21 Gross**	**2021/22 Gross**
Affordable Rent	154	159	297	*	*	*
Shared Ownership	70	90	22	*	*	*
Sub-total affordable	224	249	319	222	226	80
Private Housing	682	924	1079	760	619	587
Gross Total	**906**	**1173**	**1398**	**982**	**845**	**667**
% affordable housing	24.7%	21.2%	22.8%	22.6%	26.7%	12.0%

** Split between affordable rent and shared ownership for 2019/20, 2020/21 and 2021/22 to be confirmed.*

Table 13: Site Specific Affordable Housing Net Completions 2021/22 – provision of 10 units or more

Scheme	Planning Ref	Total Affordable Completions
1. Land East of Billingshurst	Various parcels (DC/18/2509; DC/18/0831; DC/19/0839; DC/18/1190; DC/16/0388; DC/17/0079)	29
2. Land at Bennetts Road, Horsham	DC/19/0153	21

7.6 Table 14 below sets out details of the Council's waiting list and updates the figures to 1st April 2022. On the 1st April 2022, there were 714 household on the Council's housing register. This number was slightly down from a figure of 778 households from 1st April 2021

Table 14: HDC Housing Waiting List 2015-2022

Date	Number of households on housing register	Increase/decrease
1 April 2015	508	
1 April 2016	520	+8
1 April 2017	656	+136
1 April 2018	592	-64
1 April 2019	582	-10
1 April 2020	675	+93
1 April 2021	778	+103
1 April 2022	714	-64

7.7 Tables 15 and 16 below update details of house prices and house sales in Horsham District. Table 15 shows that for 2021/22, the median house price in Horsham District was £415,000. This figure is 5.1% higher than that for 2020/21. Table 16 shows there were 2126 house sales in 2021/22 which is 23.2% down on 2020/21.

Table 15: House Prices in Horsham District 2011/12-2021/22

AMR Year	Median House Price	Percent Change
2021/22	£415,000	5.1%
2020/21	£395,000	2.6%
2019/20	£385,000	1.4%
2018/19	£379,725	1.3%
2017/18	£375,000	3.6%
2016/17	£362,000	3.4%
2015/16	£350,000	7.7%
2014/15	£324,950	12.1%
2013/14	£289,950	3.6%
2012/13	£280,000	5.7%
2011/12	£265,000	-

Table 16: House Sales in Horsham District 2011/2012-2021/22

AMR Year	House Sales	Percent Change
2021/22	2126	-23.1%
2020/21	2765	10.9%
2019/20	2493	-5.0%
2018/19	2625	2.3%
2017/18	2567	-4.4%
2016/17	2685	-12.4%
2015/16	3066	3.7%
2014/15	2957	6.6%
2013/14	2773	39.0%
2012/13	1995	0.4%
2011/12	1988	-

7.8 Table 17 below set out details of the "Gypsy & Traveller Caravan Count", with the latest assessment having taken place in July 2022. That survey shows a total of 105 authorised pitches and 68 unauthorised pitches.

Table 17: Gypsy & Traveller Caravan Count July 2010-2022

	Authorised Sites (i.e. those sites with planning permission)			Unauthorised Sites (without planning permission)			Overall Total
Count Date	Socially Rented	Private Caravans	Total	Caravans on land owned by GTTS	Caravans on land not owned by GTTS	Total	
Jul-11	34	21	55	28	0	28	**83**
Jul-12	42	18	60	25	24	49	**109**
Jul-13	37	32	69	29	1	30	**99**
Jul-14	33	31	64	28	3	31	**95**
Jul-15	44	36	80	31	13	44	**124**
Jul-16	40	65	105	30	20	50	**155**
Jul-17	48	39	87	58	10	68	**155**
Jul-18	47	35	82	63	0	63	**145**
Jul-19	40	32	72	44	0	44	**116**
Jul-21	41	47	88	49	0	49	**137**
Jul-22	46	59	105	68	0	68	**173**

** July 2020 figures not available due to Covid 19 restrictions*

7.9 Details of all applications for Gypsy & Traveller pitches submitted/refused/permitted between 1 April 2021 and 16 December 2022 are included in Table 18 below:

Table 18: Gypsy & Traveller Applications Submitted/Allowed/Refused between 1 April 2021 and 16 December 2022

No	Site	App Ref	Validated	Status	Decision Date	Net Pitches
1	Land at Oakhurst Centre, West Chiltington Lane, Coneyhurst	DC/22/1999/FUL	25/11/2022	Pending	N/A	12
2	Land West of the Deck House, Farm Lane, Codmore Hill, RH20 1BJ	DC/22/1922/FUL	3/11/2022	Pending	N/A	4
3	Sussex Topiary, Rudgwick	DC/19/2309/FUL	12/11/2019	Appeal dismissed	7/11/2022	4
4	Valewood Farmhouse, Mobile Home, Valewood Lane, Barns Green	DC/20/1488/FUL	28/09/2020	Appeal Dismissed	18/07/2022	3
5	Hillybarn Farmhouse, The Mount, Ifield, Crawley, RH11 0LF	DC/20/1993/FUL	19/10/2020	Appeal Dismissed	30/05/2022	3
6	Redgates, Burnthouse Lane, Lower Beeding	DC/21/1233/FUL	20/7/2021	Refused	17/12/2021	1
7	Land North of Junipers, Harbolets Road,	EN/20/0471	N/A	Dismissed	24/5/2022	2
8	Northside Farm, Rusper Road, Ifield, Crawley	DC/21/2043/FUL	26/11/2021	Pending	N/A	1
9	Pear Tree Farm, Furners Lane, Woodmancote Henfield, BN5 9HX	DC/21/1796/FUL	23/08/2021	Refused	31/05/2022	5
10	Kingfisher Farm, West Chiltington Lane	DC/21/1141/FUL	25/05/2021	Pending	N/A	11
11	Whiteoaks, Shoreham Road, Small Dole, Henfield, BN5 9SD	DC/21/0753/FUL	31/03/2021	Permitted	02/08/2021	2
12	Lane Top, Nutbourne Road, Pulborough, RH20 2HA	DC/20/2497/FUL	14/12/2020	Refused	29/04/2021	2
13	Land at Junction of Hill Farm Lane and Stane Street Codmore Hill RH20 1BW	DC/20/0636/FUL	30/03/2020	Appeal Quashed	13/07/2022	4
14	Fryern Park Farm Fryern Park Fryern Road Storrington RH20 4FF	DC/20/0600/FUL	26/03/2020	Appeal Quashed	13/07/2022	2

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