



City of
Doncaster
Council

Doncaster 5-Year Deliverable Housing Land Supply Statement

Covering the Period: 1st April 2023 – 31st March 2028



1. Introduction

- 1.1. This statement sets out the Council's current five year deliverable housing land supply – it covers the period 1st April 2023 to 31st March 2028. It sets out how the Council determines what the housing requirement is for the relevant five year period and demonstrates how the supply of housing has been assessed to determine 'deliverability' as defined in the National Planning Policy Framework (NPPF 2023).
- 1.2. It should be noted that in line with National Planning Policy Guidance (December 2023), the Council is not required to set out its five year deliverable housing land supply as the adopted Local Plan is less than five years old. However the Council has taken the decision to do so as it considers it to be best practice and helps ensure that housing supply is a transparent process as well as assisting us with the ongoing monitoring of the Local Plan.
- 1.3. It shows that the **Council can demonstrate a 6.74 year supply of deliverable housing sites.**

2. National Policy

- 2.1. The NPPF¹ (paragraph 76) states that local planning authorities are not required to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing for decision making purposes if the following criteria are met:
 - a) their adopted plan is less than five years old: and
 - b) that adopted plan identified at least a five year supply of specific, deliverable sites at the time that its examination concluded.
- 2.2. In all other circumstances, local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide either a minimum of five years' worth of housing, or a minimum of four years' worth of housing if the provisions in paragraph 226 apply. The supply should be demonstrated against either the housing requirement set out in adopted strategic policies, or against the local housing need where strategic policies are more than five years old. Where there has been significant under delivery of housing over the previous three years, the supply of specific deliverable sites should in addition include a buffer of 20%.
- 2.3. The Glossary of the NPPF describes the definition of 'deliverable' as: "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:

¹ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk)

- 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;
- 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.”

3. The Doncaster Local Plan Housing Requirement

- 3.1. The Doncaster Local Plan was adopted in September 2021. Policy 2: ‘Level of Growth’ states that the strategic aim of the Local Plan is to facilitate the delivery of a minimum of 15,640 net homes in the remainder of the plan period 2018 – 2035 (920 per annum).
- 3.2. The Council monitors residential land availability (i.e. annual take up) which is then published on the Council’s website. This data is then used to inform decisions regarding housing supply. Table 1 below sets out housing completions per annum and is taken from the Residential Land Availability Report for 2022/23 (Figure 9: Completions per annum)².

Year	Gross	Net	Net including backdated completions
2018/19	1,228	1,189	1,189
2019/20	1,251	1,213	1,252
2020/21	799	767	789
2021/22	1,215	1,190	1,216
2022/23	1,325	1,295	1,295
Total	5,818	5,654	5,741

Table 1: Housing Completions per annum

- 3.3. Local Plan Policy 5 sets out the housing allocations to deliver the housing requirement, while the explanatory text (para 4.80) sets out how the five year requirement will be calculated including how the Council will deal with any shortfall or over supply. Table 2 below details how the five year requirement is calculated including the appropriate buffer.

² [Monitoring and Implementation - Doncaster Council](#)

Requirement	Dwellings (net new homes)
Plan period housing requirement from April 2018 to March 2035	15,640
Net housing completions from April 2018 to March 2023 (as set out in Table 1 above)	5,741
Residual plan period requirement i.e. 15,640 – 5,741	9,899
Years remaining in plan period (April 2023 – March 2035) = 12 years	
Residual plan period requirement = 9,899 ÷ 12 years	825
5 year requirement April 2023 – March 2028 = 825 x 5	4,125
Buffer of 5% for choice and competition	206
Total 5 year requirement = 4,125 + 206	4,331
Annual requirement = 4,331 ÷ 5	866

Table 2: Doncaster Five Year Housing Requirement Calculation

- 3.4. The section below sets out the anticipated supply of housing over the next five years and compares that to the five-year requirement.

4. Supply of Deliverable Sites

- 4.1. Both the NPPF and National Planning Policy Guidance³ set out that the deliverable supply of housing land is made up from sites with planning permission either full or outline, Local Plan allocations and sites with a grant of planning permission in principle. The NPPG also gives examples of the kind of evidence that can be used to demonstrate deliverability. The examples are
- Current plan status e.g. how much progress has been made towards approving reserved matters;
 - Firm progress being made toward the submission of an application;
 - Firm progress with site assessment work
 - Clear relevant information about site viability, ownership constraints or infrastructure provision.
- 4.2. In line with the NPPF, a windfall allowance can also be taken into account. It states in paragraph 71 that if an allowance is made for windfall in the anticipated supply there should be compelling evidence that they will provide a reliable source of supply. Any windfall allowance should be realistic and have regard to issues such as historical windfall delivery rates and future trends.
- 4.3. Doncaster's supply of deliverable sites has therefore been calculated using the above definitions and approach.

³ [Housing supply and delivery - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/662222/2021-07-27-nppg-2021.pdf)

- 4.4. The headings below breakdown and explain each category of deliverable site and a spreadsheet can also be downloaded to be read in conjunction with the Statement which sets out the categories on a site by site basis.

Sites with planning permission

- 4.5. There are three sources of sites that are used to make up this category. These are:
- Source a) sites of fewer than 10 dwellings with outline or full planning permission (see tab labelled 'source a' in MS Excel);
 - Source b) sites of 10 or more dwellings with detailed planning permission (see tab labelled 'source b' in MS Excel); and
 - Source c) sites of 10 or more dwellings with outline permission (see tab labelled 'source c' in MS Excel).
- 4.6. **Source a)** sites are by definition (as set out in the NPPF) deliverable. A 10% non-delivery rate has been applied reflecting that some small sites may lapse or may not come forward as envisaged by the permission and so forth.
- 4.7. **Source b)** sites are, again by definition, deliverable as they have planning permission. Site specific non-delivery discounting has been applied as large sites will still be building beyond the 5 year period of this Statement, or there maybe sites where detailed permission is known not to be coming forward.
- 4.8. The HELAA Stakeholder Group previously considered reasonable lead-in times and build out rates for both planning consents, depending on the type of permission being sought, and then for commencement on site and completions occurring. These have generally been followed, unless where site-specific evidence supports a different assumption, for example the use of average historic completions for larger sites that have been under construction for several years. Average build out rates for sites with a single developer (35pdh) have generally been followed, rising to 70dph for large sites with 2+ developers on site.
- 4.9. **Source c)** sites are only considered deliverable if there is clear evidence that completions will begin on site within five years. This evidence will include having reserved matters in place. Where relevant, further investigation was undertaken with Development Management Case Officers.

Sites with a grant of planning permission in principle

- 4.10. These sites are **source d)** and just like sites with outline permission, they are only considered deliverable if there is clear evidence to support that. The sites in this category have been discounted to only include those that have started

construction as of 1st April 2023 so to reflect perhaps the more speculative nature of Prior Approval/Permission in Principle applications compared to a full detailed planning application.

Local Plan allocations and Council House Phase 2 New Build Schemes where not allocated

- 4.11. **Source e)** sites, i.e. local plan allocations, are only considered deliverable if there is clear evidence to support that delivery. The evidence should demonstrate that the site is moving forward to securing planning permission i.e. the submission of outline or full permissions. In some cases, sites have been taken to Planning Committee/delegated powers or are to be taken to planning committee/delegated powers soon. Where necessary, up to date information was obtained from the relevant Development Management Case Officers or other relevant Council officers.

Windfall allowance

- 4.12. Windfalls make a significant contribution to five year deliverable supply. In this case the windfall supply has been discounted by 2 years to avoid double counting with planning permissions. The 5-year supply is therefore 3 x 200 units for years 3, 4 & 5 as per Local Plan explanatory text for policy 5: Housing Allocations.
- 4.13. The table below sets the summary of the five year housing supply based in the five categories discussed above.

Source of site	Total Supply (net)	Deliverable Supply (net) 0-5 years following discounting	Discounting comments
a) Sites of fewer than 10 dwellings with outline or full planning permission.	588	529	10% non-delivery rate has been applied reflecting that some sites may lapse/not come forward as envisaged
b) Sites of 10 or more dwellings with detailed planning permission.	4,635	2,839	Site specific non-delivery discounting applied for reasons such as building beyond the 5-year period, or where scheme known to be not coming forward as per the permission
c) Sites of 10 or more dwellings with outline planning permission.	5,471	883	Significant discounting with supply only for those sites where there is evidence of delivery, such as Reserved Matters in place/pending
d) Sites with a grant of planning permission in principle.	126	81	Discounting undertaken to remove any schemes that were not under construction as at 1st April 2022
e) Allocations without planning permission and Council House Phase 2 New Build Schemes where not allocated.	3,674	908	Significant discounting with supply only for those sites where clear evidence of delivery can be shown, such as detailed planning application now granted/pending.
Total Supply from Specific Sites	14,494	5,240	
Windfall Allowance	1,000	600	The windfall supply has been discounted by 2 years to avoid double counting with planning permissions
TOTAL SUPPLY/ DELIVERABLE SUPPLY	15,494	5,840	

Table 3: Five Year Housing Supply Summary

5. Calculating a Five Year Land Supply

5.1. Using the figures in Table 2 and Table 3, we can calculate the Five Year Housing Land Supply:

- Five year net housing requirement = $4,331 \div 5 = 866$
- Total supply/deliverable supply = **5,840**
- Five year housing land supply position = $5,840 \div 866 = 6.74$ years

5.2. In summary, Doncaster Council can demonstrate that it has **6.74** years' worth of supply of specific and deliverable housing sites for the period 1st April 2023 – 31st March 2028.