
Chiltern District Council

Duty to Co-operate Request from
Aylesbury Vale District Council to identify
Chiltern District's Unplanned Housing
Need to 2031

Initial Assessment
September 2014

Version 0.1

Chiltern Context and Background

- 1.1 Chiltern is a highly constrained district due in large part to the Chilterns Area of Outstanding Natural Beauty (AONB) designation (affecting 72% of the District and 81% of the non-built up areas of the District) and Green Belt (88% of the District) but also due to other constraints such as areas at risk from flooding, areas of protected biodiversity and heritage assets (both built form and landscapes). In addition there are constraints on delivery of new levels of development due to varying infrastructure limitations and investment requirements.
- 1.2 There have been longstanding accepted planning principles where development need that cannot be met within Chiltern District, due to its constraints and planning policy, are planned for within Aylesbury Vale. For example;
 - a) included in the now revoked South East Plan sustainable growth strategy, for part of the current plan period for the Aylesbury Vale Local Plan (i.e. up to 2026);
 - b) was considered relevant in the recent Vale of Aylesbury Plan Examination (*plan now withdrawn and being replaced by the Vale of Aylesbury Local Plan*);

and;
 - c) can be supported by the National Planning Policy Framework (NPPF) in the delivery of growth in the most sustainable locations within a sub-regional context.
- 1.3 Therefore Chiltern District Council welcomes Aylesbury Vale's recognition of and intention to assist in meeting Chiltern District's development needs that cannot be met within the District as part of the Vale of Aylesbury Local Plan (AVDC's letter of 30th July 2014) through the Duty to Co-operate.

Introduction

- 2.1.1 This document is intended as the first of a series of documents (*that will build upon, refine and supersede each other*) in order to assist Aylesbury Vale in identifying the unplanned housing needs within Chiltern District to 2031 at key stages of the Vale of Aylesbury Local Plan preparation. Each document will use the most up to-date evidence base and data available in order to provide the most reliable position at the time.
- 2.2 Subsequent versions will take account of, for example, the 2012 DCLG Household Projections (anticipated to be published in autumn 2014), the outcome of a jointly commissioned study to establish the Strategic Housing Market Area(s) and Functional Economic Market Area(s) in and around Buckinghamshire (expected to be published in November 2014), a Green Belt Review in Chiltern District and other evidence base work to establish the capacity in Chiltern for new development over the plan period as part of the preparatory work for the Chiltern District Local Plan to 2036.
- 2.3 On 9th September Chiltern District Council is expected to approve its Local Development Scheme (August 2014) including a timetable for the Chiltern District Local Plan taking account, as far as possible, of the Vale of Aylesbury Local Plan Local Development Scheme (May 2014) so that the Chiltern plan preparation and evidence base can best inform duty to co-operate discussions and joint work with Aylesbury Vale.
- 2.4 This document also sets out a recommended draft Duty to Co-operate Memorandum of Understanding with Aylesbury Vale (not yet formally considered by Chiltern District Council) and suggested assumptions for this work.

Proposed Duty to Co-operate Memorandum of Understanding with Aylesbury Vale District Council

- 3.1 The following draft Memorandum of Understanding is suggested to assist with the preparation of both the Vale of Aylesbury Local Plan (to 2031) and the Chiltern District Local Plan (to 2036) and to establish a clear understanding on how both councils will seek to meet their Duty to Co-operate.
- 3.2 The Memorandum of Understanding compliments the Shared Framework for the Buckinghamshire Councils on Duty to Co-operate agreed in March 2014.

Draft Memorandum of Understanding

- A. **Chiltern District and Aylesbury Vale District councils** are committed to working together under the Duty to Co-operate to ensure that the growth needs of the two council areas are appropriately considered within the wider sub-regional context, against the National Planning Policy Framework (NPPF) and takes account of any other material considerations so that their collective development needs are planned for in the most sustainable ways.

For both councils this includes taking account of:

- The growth needs and development opportunities of local planning authorities in their Strategic Housing Market Area(s) and Functional Economic Market Area(s). These areas to be established through the jointly commissioned 2014 Buckinghamshire Study.
- Other adjoining/nearby local planning authorities growth needs and opportunities where relevant.
- The objectives of the local enterprise partnership(s) within their area.

- B. For **Chiltern District Council**, as part of its new Local Plan preparation and once needs assessment work has been undertaken, to:

- i) Undertake a Green Belt review to identify areas which no longer fulfil a Green Belt function and/or where exceptional circumstances exist to justify land that could potentially be removed from the Green Belt in order to contribute towards meeting development needs arising in Chiltern District and which are consistent with the NPPF as a whole. This review will be undertaken having already established the level of housing needs.
- ii) Undertake settlement capacity work to identify deliverable development opportunities both within the built-up areas and of land which could potentially be removed from the Green Belt that can contribute to sustainably meeting development needs arising within Chiltern District.
- iii) Determine infrastructure delivery needs / issues for different levels of growth for the main Chiltern settlements so that optimum levels of growth can be identified and infrastructure needs planned accordingly.
- iv) Analyse areas of development constraint within Chiltern other than the Green Belt (including but not limited to the Chilterns Area of Outstanding Natural Beauty) and where relevant explore with relevant stakeholders the potential and limitations for development opportunities within these areas.
- v) Through a combination of i) to iv) above, seek to maximise development potential within Chiltern District to meet needs arising in Chiltern whilst still meeting the policy objectives of the NPPF and in particular achievement of sustainable development within the sub-regional context.

C. For **Aylesbury Vale District Council**, as part of its Vale of Aylesbury Local Plan preparation, to:

- i) Include evidenced and likely unplanned housing and other development needs arising in Chiltern District in the scope of the Vale of Aylesbury Local Plan such that potential for meeting these needs (in full where possible, or in part) is considered in all relevant Aylesbury Vale evidence base studies / assessments, issues and options consultation(s) and draft plans
- ii) For those parts of Aylesbury Vale comparable to parts of Chiltern due to Green Belt/AONB designation(s) such as around Wendover, that Aylesbury Vale will undertake similar exercises to those to be carried out by Chiltern District Council within its District [identified under B i) to iv) above] in order to also similarly maximise development opportunities.

D. **Both councils** to work together on joint studies / evidence base documents where practicable and relevant. Outside of joint working, the councils agree as a minimum to consult each other on relevant study methodologies with a view to agreeing the methodology and to consult on the study outcome.

Assumptions

4.1 The following assumptions have been used in the preparation of this assessment:

- a) The base date for this assessment is 1st April 2011
- b) Housing need is to be calculated from 1st April 2011 to 31st March 2031 (i.e. Aylesbury Vale's chosen plan period) and should include an allowance for unmet housing need from 1st April 2006 to 1st April 2011
- c) Housing need should be established before consideration of constraints and opportunities however in order to meet Aylesbury Vales duty to co-operate request it is assumed housing need for this purpose can be prepared alongside an estimation of deliverable planned housing supply in Chiltern District
- d) Employment development needs will follow housing needs (so as to be sustainably located as far as possible) so that employment growth requirements will be commensurate with housing growth

4.2 Other more specific assumptions have been used and these are identified at relevant parts of this report.

Initial Assessment of Chiltern District Councils Unplanned Housing Need (September 2014)

- 5.1 Chiltern District Council is in the process of determining its objectively assessed housing need (OAHN) to 2036 as part of its evidence base for the Chiltern District Local Plan.
- 5.2 The starting point for this is a jointly commissioned study (including with Aylesbury Vale) to establish the Strategic Housing Market Area(s) (SHMA) and Functional Economic Market Area(s) (FEMA) in and around Buckinghamshire. Once these areas are established it is intended that Chiltern District Council will offer to undertake a joint OAHN with councils falling within the SHMA.
- 5.3 There is a functional market relationship between Chiltern and Aylesbury Vale. At this stage it is unclear whether the existing relationship is strong enough or will be practicable to group Chiltern and Aylesbury Vale together within the same SHMA and/or FEMA. However a functional relationship does exist and could potentially be strengthened through planning policies and infrastructure investment. As adjacent authorities there is considered to be sustainable development opportunities for part of Chiltern's development needs to be met within Aylesbury Vale (if they cannot be met within Chiltern and the SHMA and FEMA for which Chiltern will be part). Therefore even if Chiltern and Aylesbury Vale are not within the same SHMA or FEMA it remains relevant and possibly critical for the potential development needs of Chiltern to be planned for as part of the Vale of Aylesbury Local Plan.
- 5.4 This assessment is only considering housing need in Chiltern District to 2031 in advance of a full blown OAHN, in the context of the assumptions set out in Paragraph 4.1 and from available data sources.
- 5.5 The table below sets out available data sources and studies. Some of the data is *actual* (i.e. hard data) included as a comparator while the key data is *household projections*. Projected household data has been translated as *annual dwelling rates* which can be used to calculate housing need from a base date point (assumed to be 1st April 2011) to 2031.
- 5.6 Where relevant the table below also includes shortfalls in supply to the base date position.

Source	Period / Date	Actual Data	Est Dwelling : Household Ratio	Requirement / Projection	Annual Dwelling Rate ¹	Dwelling Shortfall at 1 st April 2011
2006 Council Tax Dwelling Stock ²	31/3/2006	37,587	1.044 : 1			
2006 ONS Household Projections³	2006 – 2031			36,000 – 41,000	206	-394 [636 delivered - 1030]
2007 Council Tax Dwelling Stock ²	31/3/2007	37,862	1.046 : 1			
2008 Council Tax Dwelling Stock ²	31/3/2008	38,040	1.045 : 1			
2008 ONS Household Projections⁴	2008 – 2031			36,000 – 43,000	278	-578 [256 delivered - 834]
Bucks SHMA (2008) – need	2006 - 2026			5,440	272	-724 [636 delivered – 1360]
2009 Council Tax Dwelling Stock ²	31/3/2009	38,139	1.036 : 1			
2010 Council Tax Dwelling Stock ²	31/3/2010	38,214	1.033 : 1			
Chiltern Core Strategy Evidence Base (CDN114 – February 2011)	2006 - 2026			Up to 7,260	363	-1,179 [636 - 1815]
2011 Census Households ⁵	2011	36,900				
2011 ONS Household Projections⁶	2011 – 2021			37,000 – 39,000	206	
2011 Census Dwelling Stock ⁷	2011	37,810	1.022 : 1			
2012 GLA Household Projections ⁸	2012 – 2031			37,164 – 41,751	248	
2013 Council Tax Dwelling Stock ²	31/3/2013	38,649	1.033 : 1			
2014 Council Tax Dwelling Stock ²	31/3/2014	38,846	1.033 : 1			
“How Many Homes” web site	2011 – 2031			5,691	285	
2012 DCLG Household Projections				Not yet available		

¹ For Household Projections, assumes a household to dwelling ratio of 1 : 1.03 following the Chelmer Model supported by Chiltern’s own Est Dwelling : Household Ratio analysis.

² CDC Council Tax actual – includes vacant and provisional dwellings.

³ Table 406 ONS 2006 based sub-regional household projections / not ‘National Statistics’ /not an assessment of housing need or future policies / continuation of demographic trends – rounded. The upper end of the projection has been adjusted to 2031 by extrapolating from the 2018 figure of 41,000.

⁴ Table 406 ONS 2008 based sub-regional household projections / not ‘National Statistics’ /not an assessment of housing need or future policies / continuation of demographic trends - rounded

⁵ Table H01 Number of households with at least one usual resident – Chiltern DC

⁶ Table 406 ONS 2011 based sub-regional household projections / not ‘National Statistics’ /not an assessment of housing need or future policies / continuation of demographic trends - rounded

⁷ Table 100 ONS Dwelling stock – number of dwellings by tenure & district: 2011

⁸ In advance of the official CLG 2012-based household projections expected later this year, the GLA has prepared district-level household projections for the wider SE. They have used their own model for projecting numbers of households based on the latest 2012-based sub-national population projections. The upper end of the projection has been adjusted to 2031 by deducting 6 years @ 241 households per year.

Conclusions (as at September 2014)

- 5.7 Need indicators show an annual dwelling range to 2031 for Chiltern District of between 206 and 363 dwellings. However projecting forward the 363 figure is the most unreliable being based on a non-NPPF compliant housing needs assessment and outdated household and population projections. In the absence of an up-to-date objectively assessed housing need the upper range is therefore assumed to be 285 dwellings a year (based on “How many Homes” website).
- 5.8 A range of 206 to 285 dwellings a year would lead to an estimated need of 4,120 to 5,700 dwellings in the period 2011 to 2031.
- 5.9 There has been a shortfall in housing supply from 2006 to 2011. Using household projection figures there has been a shortfall of between 394 to 584 dwellings in this period. However household projections are not unconstrained and so will be an under estimate. The most reliable current information is the housing needs data considered at the Core Strategy Examination which accepted an unconstrained housing need of between 5,000 to 7,260 dwellings. Therefore the shortfall between 2006 and 2011 is estimated to be between 614 to 1,179 dwellings.
- 5.10 Given that the above is not an objectively assessed housing need but an estimate to meet Aylesbury Vale duty to co-operate timetable the worst case scenario from the above should be considered.
- 5.11 The following table sets out the September 2014 estimated housing needs position from Chiltern District Council as far as possible at this stage and estimated planned level of housing within the District to arrive at an estimated housing need that cannot be met in Chiltern District.
- 5.12 It will be appreciated that this calculation is based on a number of assumptions and estimates and so until further work is carried out (*and carried out in the correct sequence of first establishing need*) there will be a margin for error, currently estimated as + or – 20%. However the calculation does provide Aylesbury Vale with a reasonable estimate at this early stage of plan making and will be refined as further work is carried out.

Chiltern Estimated Need for Initial Duty to Cooperate Discussions with Aylesbury Vale DC

		Need	Supply
1	Estimated Need 2011 to 2031	5,700 dwellings	
2	Estimated Shortfall Against Need from 2006 to 2011	1,179 dwellings	
3	<p>Concealed households / affordable housing need not counted in 1 or 2 above.</p> <p>Note: This will be considered as part of the objective assessment of housing need. As part of the Core Strategy evidence base this equated to 272 dwellings a year but now in part maybe double counted.</p>	To be determined	
4	Overall Need [i.e. 1 + 2 +3]	6,879 dwellings PLUS	
5	<p>Less:</p> <p>a) Housing completions 2011/12 to 2012/13</p> <p>b) Housing commitments as at 31/3/13</p> <p>c) Estimated Delivery DPD new housing supply 2012 to 2026</p> <p>d) Estimated Non-Green Belt Chiltern Housing Supply post 2026 (extrapolation of Delivery DPD housing sources rounded up)</p> <p>Total</p>		<p>119 dwellings</p> <p>1,285 dwellings</p> <p>566 dwellings</p> <p>100 dwellings</p> <p>2,070 dwellings</p>
6	Estimated unplanned housing need in Chiltern - assuming no Green Belt boundary change [i.e. 4 – 5]	4,809 dwellings PLUS	
7	Land release through a Green Belt review (assumption is that some land will be able to be released for housing)		To be determined
8	Estimated unplanned housing need in Chiltern - assuming Green Belt boundary changes to deliver new housing opportunities		To be determined
9	<p>Housing need conclusion at this stage – with a Green Belt review the estimated number of unplanned dwellings in Chiltern to 2031</p> <p>Assumptions:</p> <ol style="list-style-type: none"> 1. Concealed households/affordable housing will add to need 2. Green Belt review will provide some additional development opportunities 3. The numbers from 1. may be largely met from 2. (to be determined) 4. 4,809 dwellings rounded up 	At least 5,000 dwellings	
8	Estimated margin for error (+ or – 20%)	4,000 to 6,000	