

HOUSING TOPIC PAPER

June 2017



COTSWOLD
DISTRICT COUNCIL

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Executive Summary

- i. This housing topic paper explains the background, summarises and pulls together the main evidence supporting the policies in the emerging Cotswold District Local Plan relating to the District's 'Objectively Assessed Need' for housing and its housing provision target. It sets out the national policy context for planning residential development at a strategic level, and the detailed evidence, justification and analysis that informed the preparation the emerging Local Plan policies.
- ii. This paper and its supporting evidence have been prepared in accordance with the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG). It has also taken consideration of the PAS technical advice note *Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition* (July 2015) (the PAS technical advice note).
- iii. In determining which Housing Market Area Cotswold District sits within, the report *The Objectively Assessed Housing Needs of Cotswold District* considers the self-containment levels in relation to moves within and into Cotswold District and commuter flows between Cotswold and its neighbouring authorities. This report is referred to within this report as the 'NMSS report (December 2016)' or the 'OAN assessment'. The overall conclusion is that Cotswold is appropriately located within the Gloucestershire Housing Market Area rather than as part of any other Housing Market Area. This is consistent with the Inspector's comments at the Stroud District Local Plan Examination hearings in April 2014.
- iv. The NMSS report (December 2016) uses the Communities and Local Government (CLG) 2014-based household projections (CLG 2014) which were released in July 2016. These derived from ONS's 2014-based Sub-national Population Projections (2014 SNPP) which were published in May 2016. However, more recent evidence on how the population has changed since 2014 is available from the 2015 Mid-Year Estimates (2015 MYE), which were issued in June 2016, and the international migration statistics for the year to March 2015, which were released in August 2015. The report takes this additional evidence into account to provide the most up to date view possible. In factoring in the population projections, migration, unaccounted population change, and household formation rates, the demographic estimate of housing need is calculated to be 6,600 homes for the Local Plan period from 2011-31.
- v. The NMSS report (December 2016) also considers past provision, market signals and other local circumstances. Land prices, house and rental prices, overcrowding and affordability are not considered to be issues that justify uplifting the 'Objectively Assessed Need' for housing in the District (the OAN). However, when comparing past completions with the trend for England as a whole, the NMSS report finds that the net migration flow pattern, in common with the rest of the Gloucestershire Housing Market Area (HMA) has small annual variations up to 2006-07. After 2006-07, the

reduction in the net flow has been deeper and more sustained than for the rest of the HMA and the increase in the net flow after 2012-13 has been proportionately less.

- vi. To account for this issue, a historic adjusted projection is used to increase the inflows from the rest UK to provide the necessary extra net migration. This has enabled an estimate of the population projection based on migration flows in the trend period in line with the rest of the HMA. The adjustment equates to an increase in OAN from 6,600 to 7,900 homes.
- vii. The NMSS report (December 2016) also makes an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate, which also has regard to the growth of the working age population in the Housing Market Area. The report uses the CLG's 2014-based household formation rates, as published, to convert the population needed to provide the workforce that is required to support economic growth into a number households and homes. The assessment calculates that a reasonable estimate of the number of homes needed to accommodate the necessary workforce is 8,100 homes for the Local Plan period.
- viii. As recommended by the PAS advisory note, several factors have been considered in deciding whether to uplift the OAN when setting the Local Plan's housing provision target. There is no additional unmet need from surrounding local planning authorities to be provided for in Cotswold District.
- ix. The Cotswold District Council SHMA, Further Update, Affordable Housing (HDH Planning and Development, April 2016) calculates the District's annual total annual affordable housing need to be 144 households per year. This represents 35.1% of the annual projected household growth within the District between 2015 and 2031 (411 households per year as identified within the full OAN calculations).
- x. The SHMA compares the District's affordable housing need, including for the range of housing types and tenures that are needed, with the affordable supply. It concludes that the proportion of new housing as affordable appears difficult to deliver. It is therefore suggested that the Council may wish to uplift the OAN to help provide more affordable housing. In deciding whether to uplift the OAN to take account of the District's affordable housing need, the Council has taken consideration of a number of important issues.
- xi. Consideration has been given to whether the District has supply capacity to accommodate uplifting the OAN. The Council has actively and positively sought to boost the supply of housing in the early part of the Local Plan period and to address the District's affordable housing need. Indeed, the District has delivered 285 dwellings more than its 2,100 dwelling housing requirement for this period, which has provided 728 completed affordable homes. Furthermore, 3,362 dwellings (989 affordable houses) have planning permission at 1 April 2016. The Local Plan also

allocates a further 3,110 dwellings, which it is estimated will provide 1,203 further affordable homes.

- xii. All 'Reserve Sites' not allocated within the Local Plan Site Allocations Reg. 18 (January 2015) have since been allocated within the Local Plan Submission Draft Reg. 19 (June 2016). Uplifting the OAN to boost the supply of affordable housing would require the identification and allocation of further development sites.
- xiii. The need for affordable housing has been weighed against the impact to the District's historic and natural environment in accommodating this need. Cotswold District is a predominantly rural area internationally renowned for its natural beauty. Approximately 80% of the District lies within the Cotswolds Area of Outstanding Natural Beauty (AONB). The settlements within District have an exceptionally high quality built and natural environment. Consideration has been given to whether any of the District's settlements could accommodate further development and it is probable that uplifting the OAN would be highly undesirable and potentially damaging to the AONB. An uplift may also require a change to the District's Development Strategy.
- xiv. The emerging Local Plan also contains a suite of policies that will further boost the supply of affordable housing and supply the required mix of quality housing of appropriate types and tenures. This is complemented by other Council policy initiatives that will also provide further affordable housing. Moreover, two recently granted planning permissions will provide a further 63 affordable homes, which were not expected. This windfall will further address the District's affordable housing needs.
- xv. The Council has also taken a positive step to boost the supply of affordable housing by maintaining an OAN of 8,400 dwellings, rather than accepting the 8,100 dwellings concluded in the NMSS report (December 2016). By retaining the higher housing requirement of 8,400 dwellings, the Council has already ensured that its OAN is within the upper limit of the error margins for this kind of analysis.
- xvi. In conclusion, paragraph 47 of the NPPF sets out that Local Planning Authorities should deliver a wide choice of high quality homes. To boost significantly the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework. However, paragraph 14 of the NPPF makes clear that this can only be achieved if "*any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.*"

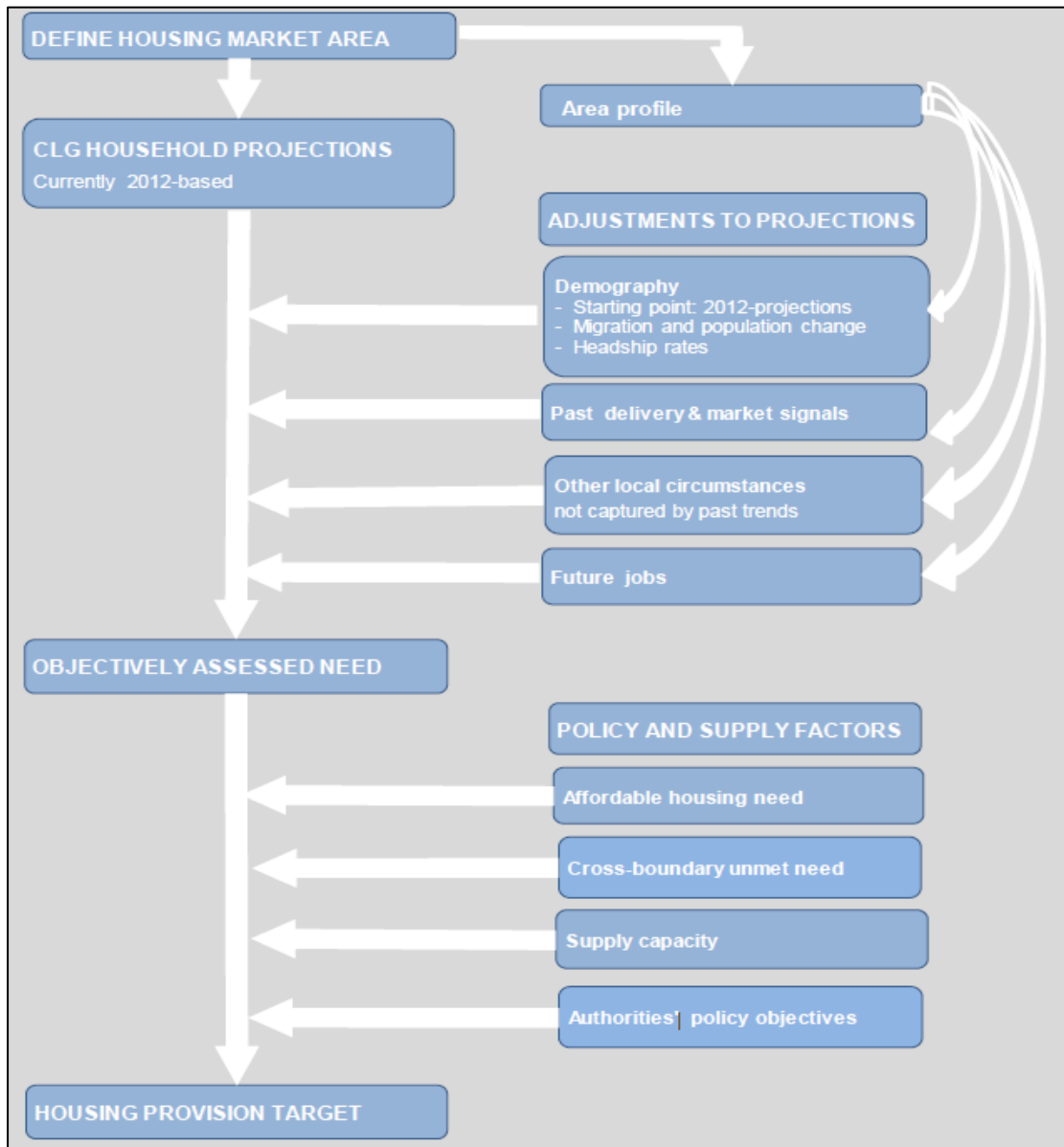
- xvii. At April 2016 Cotswold District had seen 5,747 dwellings completed or with planning permission; this is 68.4% of the OAN for the entire Local Plan period. The housing trajectory estimates that a further 4,031 dwellings will be delivered by 2031. Overall, it is estimated that the District could deliver more than 9,750 dwellings between 2011-31, which is over 16% higher than the District's OAN. This will provide sufficient flexibility to adapt to unforeseen change.

- xviii. The level at which the OAN is set successfully strikes a balance between meeting the needs for new market and affordable housing while choosing not to put too great a burden on the District's unique environment, landscape and economy. Furthermore, the Local Plan and other Council initiatives provide a suite of alternative measures that will help to boost the supply of affordable housing in the parts of the District where it is most needed. In so doing, the Local Plan policies will enable a realistic and deliverable rate of new homes within the District. For the reasons set out above, it is recommended that the emerging Local Plan housing provision target be set at **8,400** for the period 2011-31.

1 Introduction

- 1.1 This housing topic paper explains the background, summarises and pulls together the main evidence supporting the policies in the emerging Cotswold District Local Plan (the emerging Local Plan) that relate to the overall 'Objectively Assessed Need' for housing in the District (the OAN) and the District's housing provision target. It sets out the national policy context for planning residential development at a strategic level, and the detailed evidence, justification and analysis that has informed the emerging Local Plan policies.
- 1.2 This paper and its supporting evidence have been prepared in accordance with the NPPF and the PPG. It has also taken into account the Planning Advisory Service (PAS) technical advice note *Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition* (July 2015) (the PAS technical advice note).
- 1.3 The PAS technical advice note suggests four main steps that should be followed in calculating the housing provision target:
- define the Housing Market Area;
 - use the CLG household and population projections as a base;
 - calculate the OAN by making adjustments to the projections to take account of objective evidence; and
 - apply policy and supply factors to calculate the housing provision target.
- 1.4 The structure of this report mirrors these steps. Further details of the methodology are set out in Figure 1.1.

Figure 1.1 – Assessing needs and setting targets



Source: PAS technical advice note - Figure 4.1: Assessing needs and setting targets

National Policy and Guidance

- 1.5 The NPPF introduced a presumption in favour of sustainable development. Local planning authorities are required to prepare Local Plans on the basis that objectively assessed development needs should be met, with sufficient flexibility to respond to rapid shifts in demand or other economic changes.
- 1.6 The NPPF's objectives in relation to housing are to:
- increase the supply of housing;
 - deliver a wide choice of high quality homes that people want and need;
 - widen opportunities for home ownership; and
 - create sustainable, inclusive and mixed communities.

- 1.7 To boost significantly the supply of housing, the NPPF states that local planning authorities should, amongst other things, use their evidence base to ensure that their local plan meets the full objectively assessed needs for market and affordable housing in the HMA. The NPPF is supported by the PPG which outlines the primary objective of an assessment of housing development need is to:
- identify the future quantity of housing needed, including a breakdown by type, tenure and size;
 - identify the future quantity of land or floorspace required for economic development uses including both the quantitative and qualitative needs for new development; and
 - provide a breakdown of that analysis in terms of quality and location, and to provide an indication of gaps in current land supply.
- 1.8 The NPPF does not offer a definition of 'housing need'. The PPG outlines that need for housing refers to the scale and mix of housing and the range of tenure that is likely to be needed in the HMA over the plan period – and should cater for the housing demand of the area and identify the scale of housing supply necessary to meet that demand.
- 1.9 The PAS technical advice note seeks to provide further clarity by outlining a pragmatic definition of total OAN as 'the housing that households are willing and able to buy or rent, either from their own resources or with assistance from the state.'¹
- 1.10 In this definition, 'need' is synonymous with 'demand', covering the affordable sector as well as market housing. Total need, or demand, equals the total housing that would be provided across both sectors, if land was not constrained by planning.
- 1.11 The NPPF requires a local evidence base to establish objectively assessed needs for market and affordable housing. The assessment is an objective assessment of need based on facts and unbiased evidence. Guidance outlines that plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans.
- 1.12 The NPPF requires local planning authorities to identify and maintain a rolling five year supply of deliverable housing sites and a longer term supply of developable sites. Housing trajectories within monitoring reports will continue to be a key part of the local planning authority's evidence base. Authorities may make an allowance for windfall housing development in their 5 year housing supply if there is reliable evidence that windfall delivery has and will consistently come forward.

¹ *Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition* (PAS, July 2015)

- 1.13 PAS guidance outlines that the NPPF requires that local planning authorities identify the objectively assessed need for housing in their areas, and that Local Plans translate those needs into land provision targets. Like all parts of the plan, such housing targets should be informed by robust and proportionate evidence. The starting point is national policy, with its key objective to 'boost significantly the supply of housing'. To that end, local planning authorities should make objective assessments of housing need, working jointly with neighbouring authorities who share the same HMA. Local Plans should provide land to meet those needs in full, insofar as their areas have the sustainable capacity to do so, as defined by other policies in the Framework.²

Historic Housing Requirements in Cotswold District

- 1.14 The housing requirement in Cotswold District has changed significantly in the recent past. The District's OAN derives from analysis of objective evidence, which has excluded any policy objectives and value judgments. For example, consideration has been given to future jobs, population projections and migration patterns. In determining the emerging Local Plan housing provision target, other factors have been considered including the supply of housing, physical and environmental constraints, policy designations, affordable housing need, cross-boundary unmet need and any adverse impacts of development.
- 1.15 The following provides a brief summary of why and when the housing requirement has changed. This provides the context for the setting of the Local Plan's future housing provision target.
- 1.16 The Gloucestershire Structure Plan 1991-2011 included a requirement for 50,000 homes across the county with 6,150 of those being delivered in Cotswold District (307.5 per annum). Gloucestershire County Council sought to update the Structure Plan and commenced work on the third alteration. The Plan progressed through consultation and Examination in Public was held between November and December 2003. The third Alteration Proposed Modification identified a housing requirement figure for Cotswold District of 4,200 over a 15 year period 2001-16 (280 per annum).
- 1.17 The Draft Regional Spatial Strategy (the Draft RSS) for the South West presented an overall annual average net dwellings requirement of 300 over the 20 year period 2006-26. The Draft RSS had been the subject of examination by an independent Panel in 2007 which led to the Secretary of State's changes the following year. These figures were all prepared and updated on the basis of evidence on housing need at the time.
- 1.18 The Secretary of State's Proposed Changes to the RSS increased the Cotswold housing requirement figure from 6,000 to 6,900 over the 20 year period 2006-26 (345 per annum). The reasons for the changes to the distribution of housing were

² *Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition* (PAS, July 2015)

stated to take better account of the guidance in PPS3 which required a strategic evidence-based approach in setting out the appropriate level of housing provision and in maintaining supply.

- 1.19 The Regional Strategy housing targets were not an acceptable measure of housing need, partly because they took account of supply constraints and also because the evidence that underpinned the strategies was generally out of date.
- 1.20 Following the publication of the NPPF in March 2012 the Council commissioned a report that suggested an OAN of between 6,800 and 7,100 dwellings for the period 2011-31³. This provided an annualised requirement of 345 dwellings per annum, which coincidentally was the same as the figure in the RSS.
- 1.21 The Local Plan Examination Stage 1 hearing for Stroud District Council concluded that it was necessary to commission further work to establish the OAN for the housing market area (HMA) with a consistent methodology. The resultant report *Objectively Assessed Housing Needs of Stroud, Forest of Dean and Cotswold* (NMSS, October 2014) set the OAN for Cotswold District at 7,600 dwellings over the 20 year period 2011-2031 (380 per annum).
- 1.22 The OAN was updated in March 2016 by NMSS⁴. This report considered updated available evidence as of February 2016, including the 2012-based household projections (DCLG, February 2015), the 2012-based Sub-national Population Projections (ONS, May 2014), the 2014 Mid-Year Estimates (June 2015) and the international migration statistics up to March 2015 (released in August 2015). In light of this new evidence, the District's OAN increased to 8,400 dwellings for the period 2011-31 (420 per annum).
- 1.23 The OAN was again reviewed in December 2016 by the report *The Objectively Assessed Housing Needs of Cotswold District* (NMSS, December 2016). This report considered the latest available evidence as of September 2016 and is discussed in more detail in the following sections.

³ *A review of future housing requirements for Cotswold District* (Keith Woodhead, Updated March 2014)

⁴ *An Updated Estimate of the Objectively Assessed Housing Needs of Cotswold District* (Neil McDonald, March 2016)

2 Housing Market Area (HMA)

- 2.1 The HMA is a geographic area in which the typical household looks for a home, reflecting the key links between places where people live and work. In deciding where they want to live, households are generally indifferent to local authority boundaries; their choices are driven by access to jobs, schools, friends and family.
- 2.2 The Gloucestershire HMA has been recognised as an established HMA for some time. Indeed, the government has established the Gloucestershire Local Enterprise Partnership (LEP) to guide economic development in the county. The six district authorities within the county have worked together on two Strategic Housing Market Assessments; the first produced in 2009 and an update produced in 2014.
- 2.3 The Gloucestershire SHMA 2014 outlines that previous work has broadly identified the County of Gloucestershire as constituting a HMA. The HMA was reviewed as part of the SHMA and found to still be appropriate.
- 2.4 The NMSS report (December 2016) also looks at the extent of the HMA that should be used to calculate the OAN. The report assesses self-containment levels in relation to moves within and into Cotswold District and commuter flows between Cotswold and its neighbouring authorities. The report reconfirms that Cotswold District is appropriately located within the Gloucestershire HMA rather than as part of any other HMA.

3 Demographic Projections

- 3.1 The PPG advises that household projections published by the Department for Communities and Local Government should provide the starting point to estimate overall housing need. The household projections are produced by applying projected household representative rates (HRRs) to the population projections published by the Office for National Statistics. The PAS technical advice note adds that these numbers of households, with a small adjustment for vacant and second homes, are used as a measure of housing demand or need.
- 3.2 The household projections are trend-based. They roll forward rates of birth, death, migration and household formation from the past period into the future. They also provide the household levels and structures that would result if the assumptions based on previous demographic trends in the population and rates of household formation were to be realised in practice.
- 3.3 The NMSS report (December 2016) incorporates the CLG's 2014-based household projections⁵. However, more recent evidence on how the population has changed since 2014 is available from the 2015 Mid-Year Estimates (June 2016) and the international migration statistics for the year to March 2015 (August 2015). The report also takes this additional evidence into account to provide the most up to date view possible. The ONS 2014 Sub-national Population Projections (May 2016) establishes an increase of 10,200 in the District's population for the period 2011-31.

Adjustments to the ONS 2014-based Sub-national Population Projections for Cotswold District

- 3.4 The NMSS report (December 2016) makes three adjustments to the ONS 2014-based Sub-national Population Projections to take account of weaknesses in the data and the latest evidence available from the 2015 Mid-Year Estimates and the most recent international migration statistics.
- 3.5 An adjustment has been made to take account of the trend period for projecting flows to and from the rest of the UK. Account has been taken of the economic downturn where atypical flows occurred during the recession, which is balanced by the higher flows in earlier years. Greater weight is given to flows since the downturn. The projections were also re-based to take account of the ONS's estimate of the actual population in 2015 rather than the projection made for that year in the 2014 SNPP.
- 3.6 Another factor affecting the population projections is that of net national migration into the UK. The most recent figures differed from those used in the 2014 SNPP. The international flows have therefore been adjusted to reflect average flows over the latest 10-year period for which data exists i.e. 2005-15.

⁵ The CLG 2014-based household projections (July 2016) and were based on ONS 2014-based Sub-national Population Projections (May 2016)

- 3.7 The PAS technical advice note outlines an assumption that may be used with the official projections: that of unattributable population change (UPC). Alongside natural change and migration, the ONS data on the components of population change in 2001-11 includes an element of UPC. However, the ONS 2014 Sub-national Population Projections ignore the UPC.
- 3.8 The OAN report takes account of UPC and makes adjustments accordingly. An allowance for 50% of UPC having affected the projections is made and then sensitivity analysis has been undertaken to test the implications of the position being either 0% or 100% UPC.
- 3.9 Taking the three adjustments into account, the OAN report reduces the 2014 SNPP's projection for the increase in the population of Cotswold District for the period 2011-31 from 10,199 to 9,861.

Household Size and Projections for Cotswold District

- 3.10 Household representative rates (HRRs) also known as headship rates or household formation rates, are the factor that translates population into households. The NMSS report (December 2016) sets out that the most recent official view of HRRs is from CLG household projections (CLG 2014). The report outlines that these projections represent a realistic view of likely trends in household formation patterns and that no adjustments are required. The household formation rates in Cotswold have departed from the trajectories envisaged in the pre-recession 2008-based projections by less than any other Gloucestershire authority. This gives even greater weight to the argument to use the 2014-based household formation rates without adjustment. Notwithstanding this, an allowance is made for empty and second homes, which is based on council tax data.
- 3.11 The report combines population projections, migration, UPC, and household formation rates to produce a demographic estimate of housing need of 6,600 homes.

4 Past Provision, Market Signals and Other Local Circumstances

- 4.1 The PPG states that the housing need number suggested by household projections is a starting point and should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings.
- 4.2 In line with Guidance, the official housing projections should be adjusted to reflect any past under-provision of housing land. Where planning has under-provided land against demand or need, past development (and hence past population and household growth) will also have fallen short of that demand or need. Since projections roll forward that past growth into the future, they could understate future demand or need and therefore may need to be adjusted upwards.

Market Signals, Land, House, Rent Prices and Affordability

- 4.3 In determining whether a market signals adjustment should be made to the Cotswold District OAN, the NMSS report (December 2016) considers the rate of increase in house prices and rents; the deterioration in the affordability ratio; and the suggestion that there may have been under supply in the years before the economic downturn.
- 4.4 The report finds that, in the case of Cotswold District, high house prices/ rents and poor affordability are not factors that should require a market signals adjustment to the OAN. This is because, as far as market signals are concerned, Cotswold District is an area with high house prices/ rents and poor affordability. This reflects the attractiveness of the area and is not necessarily a basis on which to apply a 'market signals adjustment'.
- 4.5 The data behind rental values is also considered to have limited value in providing trend based data given that the Valuation Office Agency data only extends back to June 2011. This is supported by the comments of the Inspector regarding a S78 appeal in the District on a site in Mickleton⁶:

"A house in the Cotswolds costs more than other places at least partly because it offers attractions that do not exist elsewhere. The same applies to the Chilterns (also offering swathes of AONB landscape and where similar differentials exist) and to Kensington and Chelsea (currently the place where the ratio of lower quartile prices to incomes is the highest in the land). Because location is an integral characteristic of any dwelling, there are numerous geographical discontinuities in housing markets.....It follows that a significant increase in the stock of houses in Cotswold would be likely to result, not in a noticeable decrease in house prices or improvement in affordability, but in new residents with the wherewithal to pay the prices

⁶ Appeal Decision: Land to the east of Broad Marston Road, Mickleton, GL55 6R9. Decision date: 23/09/2015 (Planning Application Ref: 14/02365/OUT, PINS Ref: APP/R3650/A/14/2223115, 23/09/2015)

sought.....In my view the evidence adduced does not demonstrate that market signals warrant an increase in the objectively assessed need for housing in the District of Cotswold."

- 4.6 Overall, the evidence from the data on house prices, rents and affordability in Cotswold District is inconclusive. However, there is some evidence that indicates a past issue of undersupply, particularly as it correlates with the net migration evidence since 2006-07.

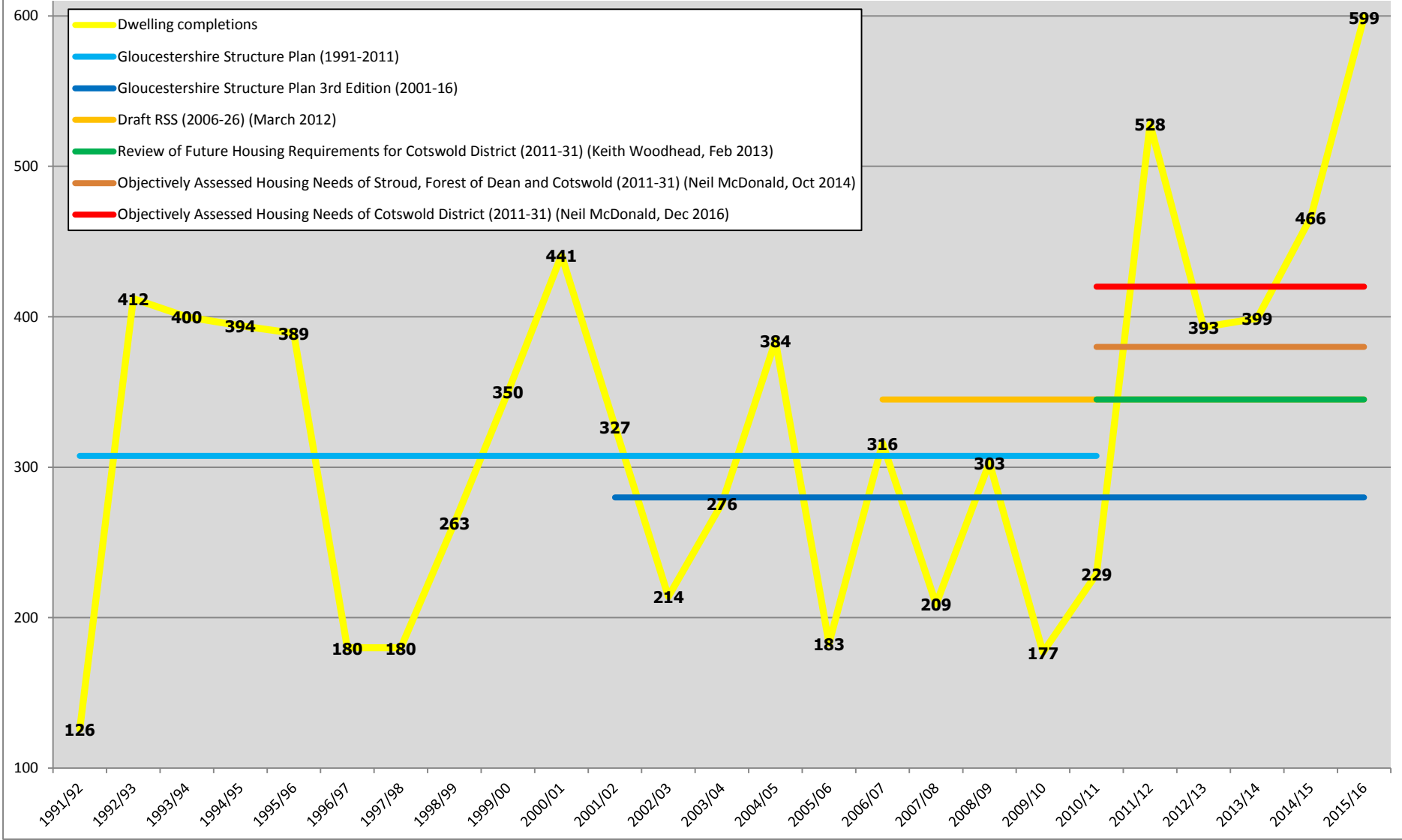
Overcrowding

- 4.7 The PPG states that indicators on overcrowding, concealed and sharing households, homelessness and the numbers in temporary accommodation demonstrate unmet need for housing. A longer term increase in such households may be a signal that more homes are needed.
- 4.8 The NMSS report (December 2016) analyses census 2011 data for households which have either one bedroom too few or two or more too few. On both measures Cotswold District compares favourably with the rest of Gloucestershire and England. The report concludes that there are no grounds for concern on this measure.

Rate of Development

- 4.9 The PAS technical advice note outlines that the level of housing completions is a good indicator of the severity of planning constraints – not considered by itself, but against wider benchmarks and past planning policy. The Council monitor and report on the housing stock, flows of land allocated and completions of new dwellings. The PPG states that supply indicators may include the flow of new permissions expressed as a number of units per year relative to the planned number and the flow of actual completions per year relative the planned number. A meaningful period should be used to measure supply.
- 4.10 The completions per year from 1991 are shown in the Figure 4.1. These are compared with the planned number of houses.

Figure 4.1: Dwelling completions against requirements



- 4.11 From the completion data it can be seen that delivery rates range from 126 to 599 net dwellings per year over the period 1991-2015/16. Over the period 1991-2015/16 a total of 8,138 dwellings have been delivered; an average of 326 per year over the 25 year period. Figure 4.1 plots the annual completions against housing requirements in recent years, which are as follows:
- Structure Plan requirement of 307 per year from 1991 to 2011;
 - Proposed changed RSS requirement of 345 per year from 1991 to 2011;
 - Review of Future Housing Requirements for Cotswold District (Woodhead, February 2013), which was also 345 dwellings per year but over the period 2011-31;
 - The Objectively Assessed Housing Needs of Stroud, Forest of Dean and Cotswold (NMSS, October 2014) target of 380 dwellings per year in Cotswold District from 2011-31; and
 - The Objectively Assessed Housing Needs of Cotswold District (NMSS, December 2016) target of 420 dwellings per annum from 2011 to 2031.
- 4.12 The PAS technical note recommends the comparison of past completions with the trend in completion in England as a whole. A local trend that is clearly at variance with the national trend might indicate that planning constraints or other local factors were affecting housing supply and that, as a consequence of past household formation rates or migration flow, might not be a reliable basis on which to assess an OAN.
- 4.13 The NMSS report concludes that Cotswold follows a similar net migration flow pattern to the rest of the Gloucestershire HMA up to 2006-07 and has only small annual variations. After 2006-07, the reduction in the net flow has been deeper and more sustained in Cotswold District than for the rest of the HMA, and the increase in the net flow after 2012-13 has been proportionately less.
- 4.14 To account for this, a historic adjusted projection is used to increase the inflows from the rest UK to provide for the necessary extra net migration. This has enabled an estimate of the population projection based on migration flows over the trend period in line with the rest of the HMA. The adjustment equates to an increase in OAN from 6,600 to 7,900 homes over the period 2011-31.

5 Future Employment

- 5.1 The NMSS report (December 2016) takes full account of the PAS technical advice note about how future employment affects the need for housing in Cotswold District. The report states that Local Plans should be consistent with the economic prospects of an area and that it is not acceptable simply to assume that commuting patterns will change to cover any shortfall between the resident labour force and what is needed to support the economic growth of the area.
- 5.2 Two approaches are considered to calculate the number of additional homes that are required to meet future employment patterns.
- Standalone analysis of Cotswold District. This approach is in line with the comments of the Inspector examining the Stroud District Local Plan.
 - Analysis based on the Gloucestershire HMA. This approach requires any additional homes that might be needed above the demographic OAN to be allocated between the six districts in Gloucestershire. This approach is encouraged by the PPG.
- 5.3 The standalone analysis recommends two ranges for new the number of households needed to support economic growth in Cotswold District. The mid-points of the two ranges are very similar (8,000 home and 8,100 homes). The ranges are:
- 7,300-8,900 homes (2011-31) based on unadjusted Oxford Economic and Cambridge Economics jobs forecasts; and
 - 7,500-8,600 homes (2011-31) based on the Nupremis alternative scenario⁷.
- 5.4 The HMA-wide analysis suggests that, across Gloucestershire as a whole, there is no need to increase the number of homes above the demographic OAN. This would imply the full OAN is the demographic OAN (i.e. it is 6,600 homes for the period 2011-31).
- 5.5 The OAN assessment weighs the pros and cons of using the range for the full OAN from 6,600 to 8,900 homes for the period 2011-31. It also outlines concerns about the HMA-wide analysis, which suggests that it would be prudent to give more weight to the standalone analysis in setting the OAN.
- 5.6 In light of the poor and deteriorating house price/earnings affordability in Cotswold District, it is suggested that there is a case for erring in the direction of higher figures. This is consistent with adopting the top of the range figure of 8,100 homes for the period 2011-2031 as the full OAN.
- 5.7 The OAN assessment goes on to outline that its calculations assume that:

⁷ From Nupremis report, *Review of Economic Forecasts Cotswold, 29th February 2016*

"All of the calculations in this section of the report have assumed that the CLG 2014-based household formation rates should be used 'as published' to convert the population needed to provide the workforce that is required to support economic growth into a number households and homes. That involves planning on the assumption that household formation rates of some younger adult groups will continue to fall, which could be argued to be inconsistent with the need to retain and grow the resident workforce. On that basis there could be an argument for planning on the basis that the CLG household formation rates should be adjusted so that no group has a household formation rate in 2031 that is lower than its rate in 2011 – the 'no one worse off' or '2011 floor' scenario."

- 5.8 In light of this, the report considers it reasonable that the number of homes needed to accommodate the necessary workforce is 8,100 homes for the period 2011-31. This figure was only 300 dwellings below the figure of 8,400 estimated in the March 2014 OAN calculation, a difference of 3.6%. By retaining the higher housing requirement of 8,400 dwellings, the Council has already ensured that its OAN is within the upper limit of the error margins for this kind of analysis.

6 From OAN to Housing Provision Target

- 6.1 This section covers the third part of the PAS technical advice note methodology, and considers whether the OAN should be uplifted to take account of any policy and supply factors.
- 6.2 The NPPF and PPG explain that an authority's housing provision target, or requirement, does not necessarily have to be the same as the OAN. An authority's objectives cannot normally justify undersupplying the OAN, but there is no reason why an authority cannot provide for housing development over and above the assessed need. Furthermore, local plans should have sufficient flexibility to adapt to rapid change. However, this must be balanced against whether any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or whether specific policies in the NPPF indicate that development should be restricted. The PAS technical advice note clarifies that it goes without saying that, in setting targets, the authority should also have regard to the impact of housing development on its wider policy objectives and priorities.
- 6.3 The PAS technical advice note comments that it is evident that housing has an impact on community well-being. Too much housing in certain places can harm the environment and place undue pressure on infrastructure. Too little housing can cause harm, for example, from excessively ageing communities, rural depopulation, loss of critical mass to support town centres, vacant shops and under-used schools.
- 6.4 At the outset of assessing future need, the PAS technical advice note makes clear that authorities should not add any 'backlog' where past housing development under-delivered targets. Thus a recent High Court judgment⁸ noted:
- '...There was no methodological error in the way these competing estimates for the period 2011-2031 were drawn up by reason of the notional "shortfall" in housing delivery between 2006 and 2011 by comparison with the average annual figure for additional housing indicated in the South East Plan... There was no reason whatever for a person in 2011 seeking to draw up a current estimate of population growth and housing requirements looking into the future from that date to 2031 and using up-to-date evidence to do so, to add onto the estimated figures any shortfall against what had been estimated to be needed in the first phase of the previously modelled period included in the South East Plan...'*
- 6.5 The PAS technical advice note recommends that four policy and supply factors should be considered in deciding whether to uplift the OAN:
- cross boundary and unmet need, which the authority should accept if that is possible, sustainable and reasonable;

⁸ Zurich Assurance Limited v Winchester City Council and South Downs National Park Authority, [2014] EWHC 758 (Admin) 18 March 2014

- supply capacity, defined with reference to constraints recognised in the NPPF;
- affordable housing need; and
- the authorities' policy objectives.

Cross Boundary and Unmet Need

- 6.6 The Council has worked with surrounding authorities through the Duty to Cooperate. All surrounding authorities have stated they intend to meet their own housing needs. The Gloucestershire local authorities have agreed a Memorandum of Understanding and a Duty to Cooperate schedule, both of which were reviewed and reconfirmed in July 2017. The purpose of these documents is to identify the strategic issues that extend beyond the administrative boundaries. Where co-operation is needed, the agreement defines the processes for taking issues forward and to document outcomes delivered.
- 6.7 Given the circumstances of the surrounding authorities, there is no additional unmet need from surrounding authorities that needs to be provided within Cotswold District.

Supply Capacity

- 6.8 In this regard, the Council has already sought to 'boost significantly the supply of housing' and address the District's market and affordable housing needs in the early years of the Local Plan. Indeed, 2,385 dwellings have already been completed in the first quarter of the Plan period, 728 of which were affordable homes. This is 285 dwellings above the required 2,100 dwellings for this period.
- 6.9 Through its Local Plan, the Council is also seeking to boost the future supply of housing. The District has 3,362 dwellings with extant planning permission at 1 April 2016, which will provide 989 additional affordable homes. The Local Plan also seeks to positively address market and affordable housing needs by allocating sufficient land to accommodate a further 3,110 dwellings. The Housing Implementation Strategy estimates that the site allocations will deliver 1,203 affordable homes. Table 6.1 shows the estimated level of housing delivery over the Local Plan period on a settlement level. Table 6.1 does not take account of additional affordable housing policies within the emerging Local Plan that are expected to provide additional affordable housing.

Table 6.1: Housing Trajectory Data by Settlement

Settlements	Completed dwellings between 01/04/2011 and 31/03/2016	Committed dwellings at 01/04/2016	Site Allocations and Windfalls at June 2016	Total expected delivery between 01/04/2011 to 31/03/2031
Cirencester [excl. Chesterton]	710	302	31	1,043
Land south of Chesterton	0	0	2,350	2,350
Andoversford	63	9	25	97
Blockley	10	31	29	70
Bourton-on-the-Water	89	268	32	389
Chipping Campden	40	76	120	236
Down Ampney	1	44	28	73
Fairford	195	277	77	549
Kemble	7	56	36	99
Lechlade	18	85	18	121
Mickleton	7	257	0	264
Moreton-in-Marsh	447	438	208	1,093
Northleach	32	51	22	105
South Cerney	116	62	0	178
Stow-on-the-Wold	35	186	10	231
Tetbury	111	689	70	870
Upper Rissington	284	81	0	365
Willersey	2	75	54	131
Outside Principal Settlements	218	380	0	598
Windfalls in other locations	0	0	960	960
Expected lapsed planning permissions	0	-48	0	-48
TOTALS	2,385	3,319	4,070	9,774

6.10 Appendix A provides a housing trajectory for the plan period 2011-31, and a site-by-site analysis of the sites within the housing trajectory. This is set against the annualised OAN requirement of 420 dwellings per annum to illustrate anticipated performance throughout the plan period. Overall, the housing trajectory indicates that 7,389 dwellings will be delivered between 1 April 2016 and 31 March 2031. When combined the 2,385 dwellings already delivered between 1 April 2011 and 31 March 2016, the total expected delivery over the Local Plan period is estimated to be **9,778 dwellings**. This is 1,378 dwellings above the OAN of 8,400 dwellings. As noted at paragraph 5.8, the Council has also taken a positive step to boost the supply of market and affordable housing by maintaining an OAN of 8,400 dwellings rather than the 8,100 dwellings calculated by the NMSS report (December 2016).

Affordable Housing Need

- 6.11 The PPG recommends that *“the total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes”*.
- 6.12 The PAS technical advice note explains that the amount of affordable housing to be included in the OAN should reflect what can be delivered in practice, as a function of market delivery. Based on this, Inspectors’ advice and existing good practice, the PAS technical advice note suggests the following six-step approach:
- i. Assess total housing need or demand (the OAN) following 14-21 of the PPG⁹.
 - ii. Estimate how much of that total need could be delivered as new affordable housing, given the affordable housing contribution that can be viably generated from market housing developments.
 - iii. Assess affordable housing need, as shown in paras 022-029 of the PPG (discussed in Chapter 2 above)¹⁰.
 - iv. Compare this affordable need with the potential affordable supply at stage ii
 - v. Consider if the resulting scenario would meet a reasonable proportion of the affordable need.
 - vi. If not, consider raising the need figure to include more affordable housing.
- 6.13 *The Cotswold District Council SHMA, Further Update, Affordable Housing* (HDH Planning and Development, April 2016) considers the stages above. The SHMA calculates the District’s annual total annual affordable housing need to be 144 households per year. This represents 35.1% of the annual projected household growth within the District between 2015 and 2031 (411 households per year as identified within the full OAN calculations).
- 6.14 The affordable housing need is not a target as such¹¹. It will always be greater than what can be delivered. The SHMA compares the District’s affordable housing need with the affordable supply, including for the range of housing types and tenures that are needed in the District, and concludes that the required proportion of new housing as affordable appears difficult to deliver. The SHMA therefore suggests that the Council may wish to uplift the OAN to help provide more affordable housing. In considering this, the Council has had regard to a number of issues.

⁹ PPG Refs: Paragraph: 014 Reference ID: 2a-014-20140306; Paragraph: 015 Reference ID: 2a-015-20140306; Paragraph: 016 Reference ID: 2a-016-20150227; Paragraph: 017 Reference ID: 2a-017-20140306; Paragraph: 018 Reference ID: 2a-018-20140306; Paragraph: 019 Reference ID: 2a-019-20140306; Paragraph: 020 Reference ID: 2a-020-20140306; and Paragraph: 021 Reference ID: 2a-021-20160401

¹⁰ PPG Refs: Paragraph: 022 Reference ID: 2a-022-20140306; Paragraph: 023 Reference ID: 2a-023-20140306; Paragraph: 024 Reference ID: 2a-024-20140306; Paragraph: 025 Reference ID: 2a-025-20140306; Paragraph: 026 Reference ID: 2a-026-20140306; Paragraph: 027 Reference ID: 2a-027-20140306; Paragraph: 028 Reference ID: 2a-028-20140306; and Paragraph: 029 Reference ID: 2a-029-20140306

¹¹ *Satnam Millennium v Warrington BC* Judgement [2015] EWHC 370 (Admin); *Oadby and Wigston v Bloor Homes* [2015] EWHC 1879 (Admin); *Borough Council of Kings Lynn and West Norfolk v Elm Park Holdings Ltd* [2015] EWHC 2464 (Admin); *Jelson Ltd v Hinckley and Bosworth BC* : [2016] EWHC 2979 (Admin)

- 6.15 Cotswold District is a predominantly rural area, internationally renowned for its natural beauty. Approximately 80% of the District lies within the Cotswolds Area of Outstanding Natural Beauty (AONB). The settlements within District have an exceptionally high quality built and natural environment, which includes 144 Conservation Areas (more than any other District in England) and 4,991 entries on the statutory list of buildings of special architectural and historic interest (second after City of Westminster). The District also has 239 Scheduled Ancient Monuments, many of which are within or adjacent to the Principal Settlements where the District's proposed housing growth is focussed. The District's unique character makes it a major tourist destination and tourism is integral to the District's economy.
- 6.16 In the south of the District, beyond the AONB, the Cotswold Water Park (CWP) is the largest area of man-made lakes in the UK, covering an area of 40 sq. miles (33 sq. miles in Cotswold District). CWP has great biological value, as is demonstrated by its ongoing renotification as a Site of Special Scientific Interest. The area is also a major resource for tourism, notably water recreation. CWP impacts the potential development sites within several of the District's Principal Settlements.
- 6.17 At the early stages of the Local Plan's development, the sustainability appraisal process assessed the option to prioritise development to areas outside the AONB. This option was not deemed reasonable as it would not bring any benefits to several market towns located within the AONB, providing services and facilities to the communities and those of the surrounding areas. Whilst it is accepted that development will have to occur in the AONB to support existing communities and fulfil all criteria of sustainable development, the presence of the AONB and the unique historic and natural environment of the Cotswolds severely constrain where further residential development could be accommodated. Indeed, AONBs and SSSIs are two specific NPPF policies where development should be restricted¹².
- 6.18 In this respect, it should be noted that all 'Reserve Sites' not allocated within the Local Plan Site Allocations Reg. 18 (January 2015) have now been allocated in the Local Plan Submission Draft Reg. 19 (June 2016). Uplifting the OAN to provide more affordable housing would require the identification and allocation of further development sites. It could be argued that if, over the plan period, total affordable housing need is to be met through a calibrated increase in the level of market housing, it will probably be necessary to make significant incursions into very sensitive parts of the District. Moreover, the likely consequence is that far more market housing would be provided than is objectively assessed as being needed to service demand from that sector during the plan period. Apart from environmental impacts, the consequential effects of potential exponential growth on local infrastructure, demographic and employment profile and other key matters are plainly material planning considerations.

¹² National Planning Policy Framework, paragraphs 115-116 and 118

- 6.19 The Inspector's conclusions on the Stroud Local Plan suggest that, in deciding whether to uplift the OAN, consideration should be taken of deliverable and realistic rates of housing development:

"The need for affordable housing is certainly a policy consideration that could influence housing targets, particularly in view of affordability issues, but it is distinct from the overall objective assessment of housing need, since the methodology and numbers are not compatible. Although a modest increase in the overall housing requirement could be considered, to seek to deliver all the affordable housing needed through the provision of market housing would result in unrealistic and undeliverable rates of housing development."

- 6.20 The OAN sets an annual housing requirement of 420 dwellings. As outlined in Figure 5.1, the District has only delivered more than 420 dwellings three times in the past 25 years. This was in 2011/12, 2014/15 and 2015/16. The Council has been proactive in boosting the supply of housing early in the plan period and maintaining a housing land supply in excess of five years. The District's supply of committed residential developments account for the projected rate of delivery over the next four years also being greater than 420 dwellings per annum. However, the latter years of the plan period show the projected annual completion rate to be closer to or lower than the 420 target. Increasing the OAN to boost the supply of affordable housing would therefore set a target that could not realistically be delivered having regard to the historic performance of the District in housing supply and delivery; the dispersed, rural nature of the District; and to the significant and nationally acknowledged environmental constraints noted above and discussed further below. This position is supported by the Inspector's report on the Torbay Local Plan examination¹³.

"I have considered the question of whether the plan is unsound because it has not taken into account whether the market housing provision should be increased to allow a higher amount of affordable housing to be provided in accordance with paragraph 54 of the NPPF. The updated Exeter and Torbay Housing Market Assessment 2011 identifies a need for 820 dwellings a year in Torbay, 60% of which would need to be affordable dwellings. Increasing the market sector housing to get more affordable housing would be inappropriate in Torbay for several reasons. First, paragraph 54 of the NPPF suggests that the intention is that the policy applies to rural areas and most of the proposed housing in Torbay will be in or immediately adjacent to urban areas. Second, the quantum of development that would be needed to provide for an appropriate level of affordable housing would be wholly unrealistic in an environmentally sensitive area such as Torbay."

- 6.21 The following is a worked example demonstrating the quantum of new site allocations that would be required to boost the supply of affordable housing.

¹³ Report on the Examination Into Torbay Local Plan, Keith Holland, 12 October 2015 (PINS Ref: PINS/X1165/429/5)

- 6.22 Policy H2 of the emerging Local Plan sets out that 'qualifying developments'¹⁴ must provide up to 30% affordable housing on brownfield sites and 40% on greenfield sites. For the purpose of this exercise, we look to measure the scale of residential development that would be required to deliver an additional 100 affordable homes. Subject to viability, by applying Policy H2, the Council would need to identify qualifying sites capable of delivering a further 240 additional dwellings on greenfield sites (240 x 40% = 100 affordable homes) or 333 if they were brownfield sites (333 x 30% = 100 affordable homes).
- 6.23 In producing a deliverable Development Strategy for Cotswold District, consideration has been given to a number of constraining factors. For example, parts of the District, such as Chipping Campden and Stow-on-the-Wold, have particularly high landscape value when further development would have "significant adverse impact on the character and appearance of the AONB" and the setting of these towns. This is supported by a recent appeal decision¹⁵. Furthermore, the geography and landscape of some settlements naturally sets their capacity. Northleach and Blockley are good examples of where this has occurred.
- 6.24 The scale of development planned over the Local Plan period in some other settlements also makes allocating further residential development highly undesirable. In many cases, this is linked to inadequacies in the social and physical infrastructure that is needed to support further development. Cirencester, Fairford, Mickleton, Moreton-in-Marsh and Upper Rissington are good examples of this situation.
- 6.25 Significant parts of the District are also vulnerable to the impacts of climate change, including flooding. The areas at greatest flood risk include parts of Bourton-on-the-Water, Cirencester, Fairford and Moreton-in-Marsh. This again influences where development can occur.
- 6.26 The Strategic Housing and Economic Land Availability Assessment (SHELAA) has informed the Local Plan by indicating which sites are 'deliverable' and 'developable', in accordance with footnote 11 of the NPPF. This has been built upon by further, more detailed, work and public consultations undertaken through the Local Plan site allocation process. Many of the District's settlements have already allocated all potential deliverable and developable sites. Bourton-on-the-Water, Kemble, Lechlade-on-Thames, Mickleton, Northleach and Tetbury are examples.
- 6.27 The Council is in the process of reviewing the SHELAA and has undertaken a 'Call for Potential Sites'. Early indications show that the capacities of newly identified sites would be unable to accommodate a significant uplift in the OAN. Uplifting the OAN would more likely require a substantial and fundamental re-evaluation of the

¹⁴ Policy H2 of the emerging Local Plan - Affordable housing will be provided on developments of 11 or more new dwellings or those that have a combined gross floorspace of over 1,000 square metres. Within the Area of Outstanding Natural Beauty (AONB), all housing developments that provide six or more new dwellings will make a financial contribution by way of a commuted sum towards the District's affordable housing need

¹⁵ Dismissed appeal at Land at Oddington Road, Stow-on-the-Wold. Decision date: 27/03/2015 (Planning Application Ref: 13/01856/OUT, Appeal Ref: APP/F1610/A/13/2203411)

Development Strategy to accommodate any further growth. This would effectively mean “back to the drawing board” for a Local Plan process that has already taken a significant length of time to reach its current stage. In any event, there is no certainty that sufficient deliverable development sites would come forward.

- 6.28 A re-evaluation of the Development Strategy would also bring its sustainability into question. Major development in locations outside the 17 Principal Settlements is likely to have major infrastructural impacts arising from limited access to services and facilities and result in unsustainable travel patterns.
- 6.29 When considering whether the emerging Local Plan policies will deliver a reasonable proportion of the affordable need, there are several additional factors that should be taken into account.
- 6.30 Firstly, the Local Plan’s policies, including those covering affordable housing, are underpinned by viability assessments¹⁶. The viability assessments take account of the SHMA’s findings that the District’s supply of affordable housing falls short of its need. However, there is a clear shortage of suitable additional deliverable sites that are needed to further boost the supply of affordable housing. Moreover, the required proportion of affordable housing within the emerging Local Plan’s policies cannot be viably increased.
- 6.31 Secondly, the indicative number of dwellings provided within the Local Plan site allocations derive from the SHELAA Consolidation Report (January 2016). When estimating site capacities, the SHELAA takes a conservative and cautious approach to avoid artificially inflating the housing trajectory and to provide robust estimates of the minimum number of dwellings that can be delivered. In reality, however, the actual number of dwellings likely to be developed on many of the site allocations may be higher, which is likely to provide additional affordable housing.
- 6.32 Thirdly, there are several other policies within the emerging Local Plan that will help to boost the supply of affordable housing. These policies do not specifically allocate sites and the number of affordable houses that they will deliver is not shown in the affordable housing trajectory shown in the Housing Implementation Strategy. For example, Policy DS3 permits small-scale residential development in locations outside the Principal Settlements. The District has approximately 160 towns and villages and, given that 80% of the District is within the AONB and that sites of six or more dwellings in the AONB will be required to make a contribution towards affordable housing, it is expected that this policy will provide some additional affordable housing.
- 6.33 Policy H3 (part 1) enables affordable housing developments outside Principal Settlements on rural exception sites. These will normally be expected to provide

¹⁶ Whole Plan and Community Infrastructure Levy (CIL) Viability Assessment (HDH Planning & Development, April 2016)

100% affordable housing for local needs. Furthermore, Policy H3 (part 2) enables single self-build plots to be brought forward as rural exception schemes for Starter Homes.

- 6.34 Policy H2 enables developers to provide a financial contribution towards off-site affordable housing delivery in exceptional circumstances where affordable housing cannot be provided on-site. The commuted sums will also be used to facilitate affordable housing delivery in the parts of the District where it is most needed. Similarly, Policy H3 will enable the delivery of affordable housing and will further help to address the affordable housing need.
- 6.35 As with Policy DS3, no sites are allocated in the emerging Local Plan for these policies and their contribution towards addressing affordable housing need is not shown in the affordable housing trajectory.
- 6.36 The Housing Implementation Strategy provides details on further policy initiatives that will boost the delivery of affordable housing across the District. For example, the Council is in the process of preparing a Brownfield Register, which will give 'Permission in Principle' to suitable development sites. The Council will also maintain a list of self-build plots within the District, as well as a list of people and groups who are interested in building their own home. Furthermore, the Council is in the process of delivering the objectives of the Community Housing Fund provided through a grant to the Council, which will be used to provide new affordable housing primarily for local first time buyers. The District also has several Neighbourhood Plans that are in the process of being made, which may also deliver further affordable housing. Again, the supply of affordable housing resulting from these initiatives is not accounted for in the affordable housing trajectory.
- 6.37 Although this report has been prepared using residential monitoring data at 1st April 2016, the Council note that two significant sites have gained planning permission that further contribute to meeting the District's affordable housing need. Both sites were not previously identified in the SHELAA as being deliverable, nor were they allocated in the emerging Local Plan. The resulting 63 affordable homes are therefore an unexpected windfall. The two sites are:
- 39 dwellings (19 affordable dwellings) from Land at Cirencester Road, Tetbury (Planning Application Ref: 15/04291/OUT); and
 - 88 dwellings (44 affordable dwellings) from Land south of Love Lane, Cirencester (Planning Application Ref: 15/05165/OUT).
- 6.38 An application for 92 dwellings (46 affordable homes) at Land off Berkeley Close, South Cerney is also the subject of an appeal at the time of writing (Planning Application Ref: 16/02598/OUT, Appeal Ref: APP/F1610/W/17/3167827). This application had an Officer recommendation for approval. However, it was refused by the Council because the number of dwellings proposed was considered to be

excessive for the size of the application site and because the proposed development would exacerbate the existing foul drainage problems and surface water flooding experienced at the site and the surrounding locality. The Environment Agency and Thames Water no longer have an objection to the site's development. Given that this site does not feature in the housing trajectory, if the appeal is upheld it would provide a further additional windfall of 46 affordable homes. If the appeal is dismissed, evidence from the SHELAA finds the site to be suitable for a smaller scale development of 64 dwellings, which would provide 32 additional affordable homes. In either scenario, it is evident that this site is likely to make an additional contribution to the District's affordable housing need.

- 6.39 The level at which the OAN is set successfully strikes a balance between meeting the needs for new market and affordable housing while seeking to avoid putting an undue burden on the District's unique environment, landscape and economy. Furthermore, the Local Plan and other Council initiatives provide a suite of alternative measures that will help to boost the supply of affordable housing in the parts of the District where it is most needed. The Council will employ its best endeavours to meet affordable housing need whilst having due regard to the context within which the growth of the District must take place and the overarching need to strike a planning balance between competing objectives and requirements. In so doing, the Local Plan policies will enable a realistic and deliverable rate of new market and affordable housing within the District. For the reasons set out above, it is recommended that the emerging Local Plan housing provision target be set at **8,400** for the period 2011-31.

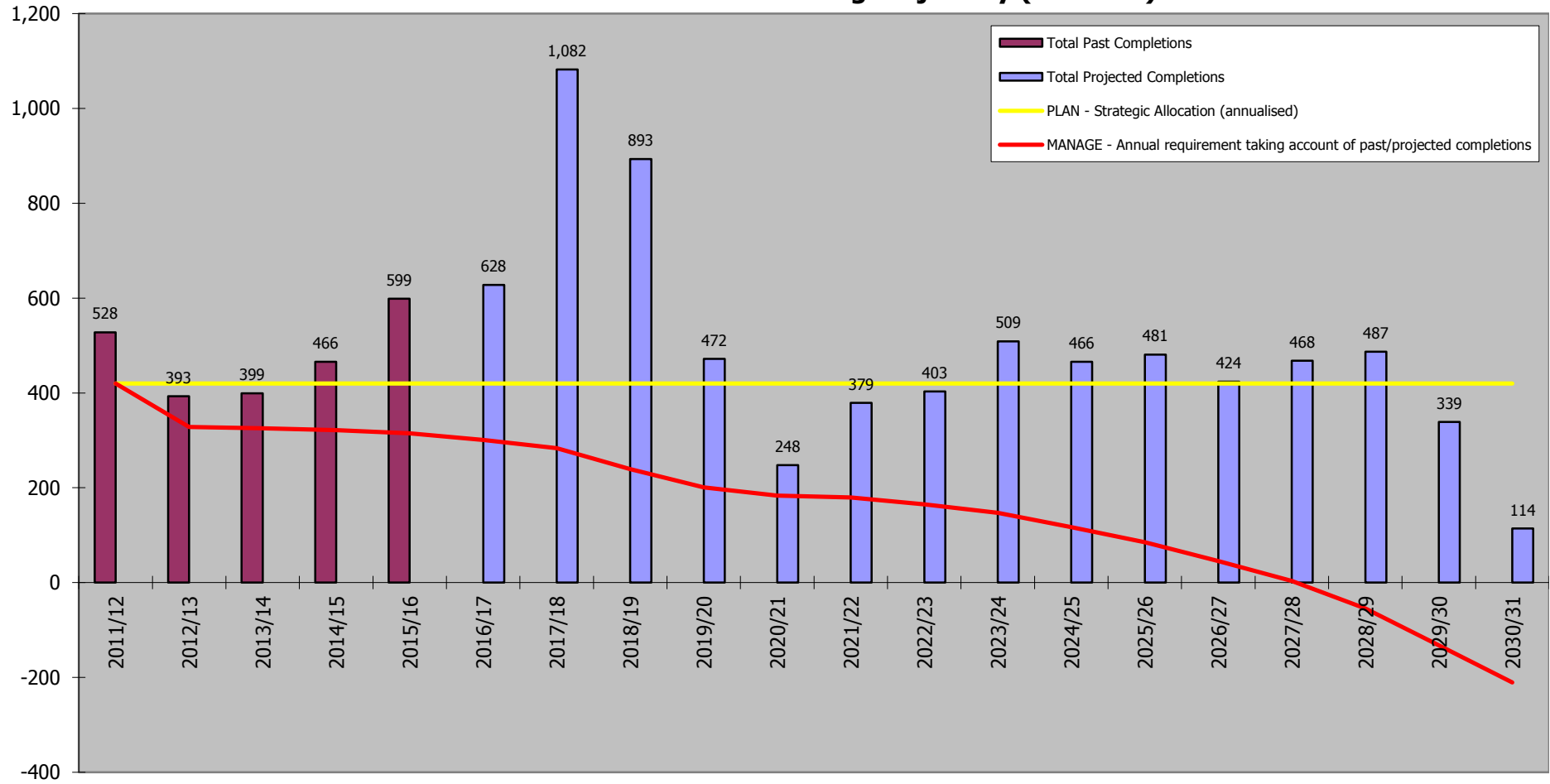
Appendix A

Housing Trajectory

Cotswold District Housing Trajectory 2011-2031

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
Total Past Completions	528	393	399	466	599																2,385
Total Projected Completions						628	1,082	893	472	248	379	403	509	466	481	424	468	487	339	114	7,393
Cumulative Completions	528	921	1,320	1,786	2,385	3,013	4,095	4,988	5,460	5,708	6,087	6,490	6,999	7,465	7,946	8,370	8,838	9,325	9,664	9,778	
PLAN - Strategic Allocation (annualised)	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	420	8,400
MONITOR - Number of dwellings above or below cumulative allocation	108	81	60	106	285	493	1,155	1,628	1,680	1,508	1,467	1,450	1,539	1,585	1,646	1,650	1,698	1,765	1,684	1,378	
MANAGE - Annual requirement taking account of past/projected completions	420	328	325	322	315	301	284	239	201	184	179	165	147	117	85	45	3	-55	-132	-211	

Cotswold District Housing Trajectory (2011-31)



Housing Trajectory – Background site information

Parish	Site Ref	Planning Application Number	Site Name	0-5 Years					6-10 Years	11-15 Years	Total
				16/17	17/18	18/19	19/20	20/21	2021-2026	2026-2031	2016-2031
COMMITMENTS AT 31 MARCH 2016											
Ampney St Mary	4837.1	15/00558/FUL	Hill Oak Farm, GL7 5SW		1						1
Ampney St Mary	7375	15/02761/FUL	Manor Farmyard		3						3
Andoversford	1216	14/03514/OUT	30 Templefields		2						2
Andoversford	2381	13/03775/FUL	Former Cattle Market, Station Road	7							7
Ashley	3670.1	11/02839/FUL	Culkerton Station, (Former Goods Building), Tetbury Road	1							1
Avening	0525	15/05604/FUL	The Homestead, 2 Lawrence Road		1						1
Avening	1806	15/03717/FUL	Wingfield, 11 Hampton Hill, GL8 8NS		1						1
Avening	2767	13/03106/FUL	Land adjacent to 11 High Street, GL8 8LU		1						1
Avening	2831.1	14/02675/FUL	Land parcel at the Sunground						11		11
Avening	3190	14/02252/FUL	Land adjacent 9 Pound Hill		1						1
Bagendon	2339	15/01047/FUL	Lyncroft Farm Workshops, Perrotts Brook		2						2
Barnsley	3575	14/04384/FUL	Mower Shed and Wood Store, Barnsley Park Estate		3						3
Barrington	0054	12/04562/FUL	Inn For All Seasons		1						1
Batsford	4047.1	15/02701/OUT	Land adjacent to Fosse Lodge, Stratford Road		2						2
Batsford	4047.2	15/05550/OUT	Land adjacent to Fosse Lodge, Stratford Road, GL56 9NQ		1						1
Baunton	0351	13/05262/OUT	Green Sleeves		1						1
Baunton	1440	14/02055/FUL	Windrush House, The Whiteway	-1	2						1
Beverstone	3058.1	14/02756/FUL	The Red Barn, Babdown Farm, Babdown	1							1
Bibury	1336	14/05653/FUL	Four Winds, Ablington	-1	1						
Bibury	3472	14/05224/FUL	Bibury Court Hotel, Church Road		1						1
Bibury	3950	15/04489/FUL	The Old Coachouse, 5A The Old Quarry, Arlington, GL7 5ND		1						1

Bibury	8338.2	14/01342/FUL	Land adjacent to Barn House, Hawkers Hill	1							1
Bibury	9443	14/03014/FUL	Pudding Hill Farm, Arlington Pike, Arlington, GL7 5DN		1						1
Bibury	9452	14/03724/FUL	The Piggeries, land parcel east of B4425, Kilkenny Farm Lane		1						1
Bledington	1070.2	15/04092/FUL	Pebbly Hill Farm	1							1
Bledington	3350	13/04552/FUL	The Old Forge adjacent to Jasmine Cottage		1						1
Bledington	6600	14/00344/FUL	Green Lane, Main Street	-1	1						
Bledington	6907	15/02068/FUL	Bledington Grounds Bungalow, Stow Road	1							1
Blockley	1513	13/00615/FUL	Oddity House, Bell Lane		1						1
Blockley	2210.1	16/00479/FUL	Brown House, Station Road		1						1
Blockley	2395	14/05276/FUL	Land off School Lane, Lower Farm House		1						1
Blockley	2581	15/01020/OUT	Land off Draycott Road		11	12					23
Blockley	4446	14/02977/FUL	Lower Brook House, Lower Street	1							1
Blockley	6409	14/01454/FUL	Land parcel opposite Cornerstone Cottage, Draycott	1							1
Blockley	6599	14/04655/FUL	Northwick Mill Farm, Station Road		1						1
Blockley	6678	14/05625/FUL	Land at the Brambles, Pasture Lane		1						1
Blockley	9430	14/01707/OPANOT	Lower Ditchford Barn, Ditchford Road, Todenham		1						1
Bourton-on-the-Hill	2253	15/04637/FUL	The Forge, Rectory Lane, GL56 9AF		1						1
Bourton-on-the-Hill	3871	14/05480/OUT	Maple Bank		1						1
Bourton-on-the-Water	0068	15/03446/FUL	Kevincot, High Street, GL54 2AP		1						1
Bourton-on-the-Water	0515	13/05036/FUL	Bourton-on-the-Water Library	5							5
Bourton-on-the-Water	1347.1	14/05620/FUL	Land at Moors Farm, Moor Lane		1						1
Bourton-on-the-Water	1472	14/05693/FUL	The Piece House, Moore Road	2							2
Bourton-on-the-Water	1898	14/05215/FUL	8 Victoria Street, GL54 2BT		1						1
Bourton-on-the-Water	2230	14/05229/FUL	Tagmoor Barn	1							1
Bourton-on-the-Water	2729	14/00654/FUL	Salmonsbury House, Station Road	-1							-1
Bourton-on-the-Water	2729.1	15/02071/FUL	The Rookery, Station Road, GL54 2EP	-1							-1
Bourton-on-the-Water	3544	14/03208/FUL	Formerly Pulhams Coaches, Station Road	20							20
Bourton-on-the-Water	3646	14/02923/REM	Land parcel off Station Road	31	31	31					93
Bourton-on-the-Water	5101	13/01708/FUL	Ebley Tyre and Auto Services, Lansdowne		5						5

Bourton-on-the-Water	5848	15/01175/FUL	Combe House, Rissington Road, GL54 2DT		1					1
Bourton-on-the-Water	6513	15/03130/FUL	Gazeley, Moore Road, GL54 2AZ		1					1
Bourton-on-the-Water	9334	13/00291/OUT	Land to the north of Roman Way and to the east of Bourton Industrial Park		42	50	13			105
Bourton-on-the-Water	9334.1	15/00818/REM	Land adjacent to Roman Way	25	8					33
Bourton-on-the-Water	9455	15/00889/FUL	32 Springvale, GL54 2ES	1						1
Brimpsfield	0921	15/01717/FUL	Yorke Building Services Ltd, Ermin Way Works, Cirencester Road, Birdlip	3						3
Brimpsfield	1464	15/04218/FUL	Spring Cottage, Caudle Green	-1	3					2
Broadwell	1362	15/04792/FUL	Vintners Cottage, GL56 0UF	-2	1					-1
Chedworth	3266.1	15/02761/FUL	Land at Greenhill Farm, Greenhill Lane	-2	1					-1
Chedworth	3670	14/05373/FUL	Buttres House, Queen Street, GL54 4AG		1					1
Chedworth	9269	15/04011/FUL	Highfield, Fields Road	2						2
Chedworth	9478	15/00900/FUL	Newport Farm, The Airfield		1					1
Cherington	0496	15/00071/FUL	5 Aston Farm Cottages	1						1
Cherington	0841	12/03802/FUL	The Gastons	1						1
Chipping Campden	0220	15/00201/FUL	The Retreat, Conduit Hill	1						1
Chipping Campden	0516	15/03590/FUL	Orchard House, Calf Lane,		1					1
Chipping Campden	1466.2	13/05276/FUL	The Granary, Blind Lane		1					1
Chipping Campden	1560.1	14/02422/OUT	Chipping Campden School, Cider Mill Lane, GL55 6HU	-14	9	25				20
Chipping Campden	2917.1	14/05178/REM	Land at Berrington Mill Nurseries, Station Road	13	13					26
Chipping Campden	4192	16/00049/OUT	Barrels Pitch, Aston Road, GL55 6HR		1					1
Chipping Campden	4462	15/02187/OUT	Land parcel at the Hoo, Backends		5					5
Chipping Campden	6836	15/00748/FUL	The Paddocks, Backends, GL55 6AU		1					1
Chipping Campden	6894	14/04728/REM	Land adjacent to Badgers Field, George Lane	8	8					16
Chipping Campden	7449	15/04211/FUL	Churchill, Aston Road, GL55 6HR	1						1
Chipping Campden	7736	15/03296/FUL	Little Hay, Westington, GL55 6EG		1					1
Chipping Campden	8497.1	14/05582/FUL	Land at The Leasows, The Leasows		1					1
Chipping Campden	9044	15/00221/OUT	Cherry Trees, Aston Road, GL55 6HR		1					1
Cirencester	0190	15/02761/FUL	Gloucester House, 60 Dyer Street		5					5
Cirencester	0241	15/01329/OUT	Chesterton Halt Adult Training Centre, Meadow Road, GL7 1YA			24				24
Cirencester	0489	15/01012/OPANOT	Longwood House, Claverton House & Unit 3, Love Lane, GL7 1YG	17	6					23

Cirencester	0588	15/03910/FUL	30-32 Dollar Street		3						3
Cirencester	0927.1	12/05201/FUL	Land adjacent to 45 Bowling Green Road		2						2
Cirencester	0927.2	15/00559/FUL	Land adjacent to 47 Bowling Green Road (Site 2)	1							1
Cirencester	1021	15/00254/FUL	4-6 Black Jack Street		7						7
Cirencester	1247	14/01436/FUL	Land at the Folly, Gallows Pound Lane, Stratton		1						1
Cirencester	1382	13/05371/FUL	Land adjacent to 32 Cotswold Avenue,		1						1
Cirencester	1787	14/05222/FUL	T H White Ltd, Tetbury Road		34						34
Cirencester	2028	14/04600/FUL	Fosseway Housing Association Ltd, 13 Fosse Close		1						1
Cirencester	2654	12/02905/FUL	Land adjacent to Stratton Wold	1							1
Cirencester	2673	15/00154/FUL	6-8 Park Street	2							2
Cirencester	2698	14/03155/FUL	Shepherd Smail & Co, North Way House, North Way		2						2
Cirencester	2859	13/02500/FUL	Land at West Way	9							9
Cirencester	2999	14/04599/FUL	43 St Michaels Road	1							1
Cirencester	3565	14/02115/FUL	47 Dyer Street		1						1
Cirencester	3651	15/03620/FUL	Powells C of E School, Gloucester Street, GL7 2DJ		2						2
Cirencester	3955.2	13/02942/OUT	Kingshill Development, London Road	22	44	34					100
Cirencester	4203.1	15/03052/FUL	Le Spa, 42 Gloucester Road, Stratton, GL7 2LA		35						35
Cirencester	4372	13/04843/OPANOT	Carpenters Buildings, The Avenue, GL7 1EJ		3						3
Cirencester	4489	13/01043/OUT	Earle & Ludlow Ltd, 77 Victoria Road		4						4
Cirencester	5127	13/03752/FUL	54 Somerford Road		1						1
Cirencester	5208	15/04050/FUL	Womens Farm & Garden Association, 175 Gloucester Street		1						1
Cirencester	6841	12/05656/FUL	24 Queen Street	2							2
Cirencester	8843	14/02871/REM	Land west of Siddington Road and south of North Hill Road	22	13						35
Cirencester	9035	14/00730/FUL	26 Weavers Road		1						1
Cirencester	9098	14/05604/FUL	2 Weavers Road		1						1
Coates	6040	15/00860/FUL	Land adjacent Glebe House, Trewsbury Road		1						1
Coberley	6916.2	14/01134/OUT	Honeyacre, Ullenwood Manor Road	-1	2						1
Coberley	6968	15/04556/FUL	New Farm Bungalow, Upper Coberley	-1	1						
Coberley	6991	14/05225/OUT	Ullenwood Court, Ullenwood	-4		10	10				16

Coberley	7059	13/04272/OPANOT	The Forge, Seven Springs Cottages, Seven Springs, GL53 9NG		1					1
Coberley	7088	15/00949/FUL	Close Farm Barns, Close Farm Lane		1					1
Cold Aston	5458	14/03012/FUL	The Ridge Fosseyway	-1	5					4
Colesbourne	0406	14/02393/FUL	Land at the Walled Garden, Colesbourne Park	1						1
Coln St Aldwyn	7479	15/00544/FUL	Johnmans Barn, Moors Farm Lane		1					1
Coln St Dennis	0613	14/05485/FUL	Grubbed Wood Cottage	1						1
Coln St Dennis	1299	13/05269/FUL	Glebe Farm, GL54 3JX		1					1
Coln St Dennis	7108	15/03349/FUL	Barn off Fossecross Lane, Coln Rogers, GL54 3LA		1					1
Coln St Dennis	9237	14/05626/REM	Black Barns, Fosscross Lane, Winson		1					1
Compton Abdale	5176	14/03089/FUL	Manor Farm		1					1
Compton Abdale	6049	13/03681/FUL	Beechwood Farm		1					1
Cowley	6902.1	14/01714/FUL	Old Neuk, Birdlip		1					1
Cowley	6902.2	15/05479/FUL	Applegarth, Birdlip, GL4 8JH		1					1
Cowley	7071	14/03269/FUL	Barn at Ivy Lodge, Stroud Road	1						1
Cowley	7077	13/00738/FUL	Barn adjacent to Royal George Hotel, Cirencester Road	1						1
Daglingworth	6139.2	15/02876/FUL	Manor Farm Barn, Lower End		1					1
Didmarton	1489	15/03489/FUL	Park Wood Farm, Saddlewood, GL8 8UQ		1					1
Donnington	5165	15/03268/FUL	Waterhead Barn, Upper Swell	-1						-1
Dowdeswell	3065.2	13/02729/FUL	Dowdeswell Court		1					1
Dowdeswell	3065.3	12/05152/FUL	Dowdeswell Court	1						1
Down Ampney	6470	15/01567/OUT	Land at Broadway Farm					44		44
Driffield	4417	14/05648/FUL	Watershard		1					1
Duntisbourne Abbots	0085	09/04265/FUL	Homefield	1						1
Duntisbourne Abbots	1145	15/04450/FUL	Five Mile House		1					1
Eastleach	4509	06/03029/FUL	16 Eastleach	-1	2					1
Ebrington	0060.1	15/05572/OUT	Land parcel at Elm Grove, Elm Grove			8	8			16
Ebrington	2012	13/01665/FUL	Orchard Cottage, Charingworth Grange		1					1
Ebrington	3171	15/02514/FUL	Oakham Lodge Nashs Lane, GL55 6NL		1					1
Ebrington	5591	13/01168/FUL	The Barn, Hidcote Boyce, GL55 6LX	-1	2					1
Ebrington	9163	14/05646/FUL	Stow Hill Barn Farm, Dog Lane, Charingworth	1						1
Ebrington	9277	14/00553/FUL	Oakham Farm, Nashs Lane		1					1
Ebrington	9447	14/03210/FUL	Field Barn, Hodcote Boyce		1					1

Elkstone	6303	15/01168/FUL	Elkstone Farm		8					8
Evenlode	6009.1	14/03015/FUL	Grange Farm Barn, Horn Lane		2					2
Evenlode	9234	15/02516/OPANOT	Agricultural Building, Pebbly Brook Farm		1					1
Fairford	0260	15/01938/FUL	Police Station, London Street, GL7 4AQ	1						1
Fairford	0311	15/04461/REM	Land at London Road	25	50	45				120
Fairford	0772	14/04847/REM	Land parcel to the south-west of Saxon Way	15	7					22
Fairford	2181.1	15/02496/FUL	Wayside, Totterdown Lane, GL7 4DF		1					1
Fairford	2181.2	15/04568/FUL	Wayside, Totterdown Lane, GL7 4DF		1					1
Fairford	2605.2	12/02133/FUL	Land west of Pips Field, Cirencester Road	6						6
Fairford	2636	14/04179/FUL	The Midcounties Co-Operative, Convenience Store		1					1
Fairford	3246	14/01221/OUT	Land at Waiten Hill Farm, Coronation Street		4					4
Fairford	8091	14/05584/OUT	Terminus Cottage, London Road, GL7 4DS		1					1
Fairford	8988	15/02707/REM	Land parcel south of Home Farm	20	50	46				116
Fairford	9067	14/04583/FUL	Fayrecourt, Milton Street		3					3
Fairford	9106	15/01441/FUL	Tallet Barn, Waiten Hill Farm, Coronation Street		1					1
Farmington	0339	12/01998/FUL	Hill House	1						1
Farmington	0355	13/05254/FUL	Foxbury Cottage	-1	1					
Farmington	1355.2	14/03667/FUL	Farmington Lodge, GL54 3ND	1						1
Farmington	7380	13/05198/FUL	Furzehill Farm	1						1
Great Rissington	6578	15/05360/FUL	Ashspring House, Lane End, GL54 2LH		1					1
Hazelton	8227	12/03153/FUL	Red House, Salperton	1						1
Hazelton	9485	15/01115/FUL	Barns to the north-east of War Memorial, Salperton Park Estate, Salperton Park, GL54 4EE		1					1
Icomb	8752.2	15/00638/FUL	Lower Farm, GL54 1JG		2					2
Icomb	9494	15/01442/FUL	Booths Barn		1					1
Kemble	4060	14/03638/REM	Land at Top Farm, West Lane	15	22	13				50
Kemble	5055	15/00790/FUL	161 Church Road, GL7 6AA	-2	1					-1
Kemble	5939	13/03599/FUL	Bradley Cottage, Windmill Road		1					1
Kemble	6843	15/04055/FUL	Kemble Wick Farm, Kemble Wick		1					1
Kemble	8545	13/01372/FUL	Stanmore House, Main Street, Ewen	-1	1					
Kemble	8877	11/01062/FUL	Morning Dew, Kemble Road	1						1

Kemble	9015	14/05111/FUL	Land west of 188 Station Road, Station Road		1					1
Kemble	9051	14/02519/FUL	Land south of Washpool House, Washpool Lane		1					1
Kemble	9065	14/05277/FUL	10 Windmill Road		1					1
Kemble	9094	15/00825/FUL	Land north of 190 Windmill Road, GL7 6AL		1					1
Kempsford	3308	12/01469/FUL	Land between the High Street and Top Road	11						11
Kingscote	2450	15/01302/FUL	Calcot Manor, Calcot, GL8 8YJ	-1						-1
Kingscote	5318	12/03387/FUL	St Bartholomews Church		1					1
Lechlade	1535	15/00087/OPANOT	Thornhill Farm, London Road, GL7 3DX		1					1
Lechlade	2830	15/05248/FUL	Land to rear of The Three Horse Shoes, Fairford Road, Downington		1					1
Lechlade	4582	15/03760/FUL	16 Thames Street, GL7 3AG		1					1
Lechlade	7552	14/04409/FUL	Manor Farm, Burford Road		2					2
Lechlade	7615	14/04198/REM	Old Station Site	40	21					61
Lechlade	7857	14/05501/REM	Land off Moorgate, Downington	13	6					19
Little Rissington	6181	15/01024/FUL	Hunters Mead, GL54 2ND		1					1
Long Newton	3347.1	15/04673/FUL	Larkhill Bungalow	1						1
Long Newton	5240	15/05016/FUL	Nursery Farm	1						1
Maugersbury	2673	14/00017/FUL	Crescent Hill, The Crescent	-1	1					
Maugersbury	5286	15/02931/FUL	Land parcel easting 420750 northing 225583, Oddington		1					1
Mickleton	0479	14/03884/FUL	Granbrook Garage, 78 Granbrook Lane, GL55 6TF		8					8
Mickleton	1810	14/01578/REM	Former Meon Hill Nurseries, Canada Lane	29	41					70
Mickleton	1810.1	15/01357/FUL	Meon Hill Nurseries, Canada Lane		5					5
Mickleton	1810.2	15/01359/FUL	Meon Hill Nurseries, Canada Lane	2						2
Mickleton	2209.1	14/02685/OUT	Cotsvale, Broadway Road		2					2
Mickleton	2288.1	14/04050/OUT	Arbour House, Broadway Road		1					1
Mickleton	2288.2	15/02137/FUL	Arbour House, Broadway Road		1					1
Mickleton	2288.3	15/02143/FUL	Tops Nursery, Broadway Road, GL55 6PT		1					1
Mickleton	2288.4	15/03926/FUL	Harbourlow, Broadway Road, GL55 6PT		1					1
Mickleton	2999	14/03019/REM	Land adjacent to Arbour Close and Cotswold Edge	45	22					67
Mickleton	4524	15/00815/FUL	Granbrook Farm, High Street, GL55 6SL		1					1

Mickleton	5306	15/02416/FUL	Land to the Rear of Willan, High Street		2						2
Mickleton	5599	14/04972/FUL	Maple House, Broadway Road		1						1
Mickleton	5903.1	15/04931/REM	Birchfield, Broad Marston Road, GL55 6SF		1						1
Mickleton	5903.2	15/04930/REM	Land adjacent to Birchfield, Broad Marston Road		1						1
Mickleton	6110.1	15/04975/FUL	Finches Meadow Farm, Stratford Road		1						1
Mickleton	9429	14/01708/OPANOT	Agricultural Building, Broad Marston Road		2						2
Mickleton	9438	14/02365/OUT	Land parcel off Broad Marston Road			41	49				90
Moreton-in-Marsh	0231	15/03516/FUL	White House Surgery, High Street, GL56 0AT	4							4
Moreton-in-Marsh	1324	14/04552/FUL	Sunlock, Evenlode Road		3						3
Moreton-in-Marsh	1565	15/00784/FUL	White House, Stow Road		1						1
Moreton-in-Marsh	2178	15/03036/FUL	Blue Cedar House, Stow Road	-1	5						4
Moreton-in-Marsh	2313	13/01379/FUL	Stoneleigh, Todenham Road		1						1
Moreton-in-Marsh	2574.3	15/01153/FUL	Mann Cottage, Oxford Street, GL56 0LD	-1	1						
Moreton-in-Marsh	2662	13/02901/FUL	White Roses, Hospital Road		1						1
Moreton-in-Marsh	3255	15/01917/FUL	10 London Road, GL56 3DR		1						1
Moreton-in-Marsh	4858	12/02678/FUL	Former Moreton Bowls Club, Hospital Road	34							34
Moreton-in-Marsh	5410	14/03778/FUL	6 and 7 Davies Road	3							3
Moreton-in-Marsh	5410.3	14/00169/FUL	6 Errington Road	1							1
Moreton-in-Marsh	5410.4	14/01483/OUT	The Fire Service College, London Road		42	50	50	50	58		250
Moreton-in-Marsh	5410.5	15/01381/FUL	6 Errington Road, GL56 0HW	-1	2						1
Moreton-in-Marsh	5410.6	15/03612/FUL	5 Mosedale		1						1
Moreton-in-Marsh	5926.1	14/01492/FUL	The Old Curiosity Shop, The Workshop, Corders Lane		1						1
Moreton-in-Marsh	7579	14/02528/FUL	Flower House, Hospital Road		1						1
Moreton-in-Marsh	9227.1	14/03814/REM	Land off Todenham Road		25						25
Moreton-in-Marsh	9227.2	14/04503/REM	Land off Todenham Road		15	40	40	10			105
Moreton-in-Marsh	9463	14/05210/FUL	3 Mosedale	1							1
Naunton	4734.2	14/03133/FUL	Summerhill Barn		1						1
Naunton	9305	15/04214/FUL	Lavender Hill Farm, Lower Swell Road, GL54 3AZ		1						1
North Cerney	1969	13/04199/FUL	Scrubditch Farm		1						1
North Cerney	9136	16/00169/FUL	The Methodist Chapel		1						1

Northleach with Eastington	0757	14/03381/REM	Chequers, West End		9					9
Northleach with Eastington	1092	14/05583/FUL	Foss Lodge, Fosseway		1					1
Northleach with Eastington	1889	14/04274/OUT	Land parcel off Bassett Road and East End Road, Bassett Road			25	15			40
Northleach with Eastington	2676	13/05292/FUL	Cotteswold House and Cottage, Market Place	-1						-1
Northleach with Eastington	5820	14/03364/FUL	Red Lion Inn, Market Place, GL54 3EJ		1					1
Northleach with Eastington	7735.1	13/02225/FUL	Outbuilding 1 To Rear Of Tudor House, The Green	1						1
Oddington	4561.2	15/04464/FUL	Banks Farm, Upper Oddington, GL56 0XG		1					1
Pool Keynes	8772	16/00435/FUL	Mary's Cottage, 100 Poole Keynes	-1	1					
Poulton	0936	13/04550/FUL	Bell Lane Farm	1						1
Poulton	1321	15/02895/FUL	Land adjacent to Alberta, Bell Lane, GL7 5JF		1					1
Poulton	4661	15/02897/FUL	Land adjacent Bluebell Cottage, Bell Lane		1					1
Preston	1031.1	14/04516/OUT	Land at Preston Mill Barn, Swindon Road, GL7 6ET		6					6
Preston	1031.2	14/01606/OPANOT	Preston Mill Barn, Swindon Road, GL7 6ET		1					1
Preston	2189.1	14/05481/REM	Land at Siddington Park Farm, GL7 6ET			119				119
Preston	2189.2	15/02532/OUT	Land at Siddington Park Farm, GL7 6ET				16	17		33
Rendcomb	6156	14/05208/FUL	Old House, GL7 7EY	1						1
Rodmarton	7153	15/00178/FUL	Rodmarton Manor, GL7 6PF	-3	1					-2
Rodmarton	7234	12/01150/FUL	Jackaments Bottom Farm, Tetbury Road	1						1
Sapperton	3366	13/02357/FUL	The White Horse Inn, Stroud Road, Frampton Mansell		4					4
Sapperton	5238	14/01048/FUL	Puck Mill Barn, Frampton Mansell	1						1
Sapperton	5238.1	15/03656/FUL	Viaduct Barn, Frampton Mansell		1					1
Sapperton	8197.1	15/04237/FUL	Beacon Farm, Stroud Road, Frampton Mansell		4					4
Sevenhampton	0609	14/02105/FUL	Craven Arms Inn, Brockhampton, GL54 5XQ		1					1
Sevenhampton	5105	15/05290/FUL	Puckham Farmhouse	-1	1					
Sevenhampton	7691.1	15/00329/FUL	Land at Benshill		1					1
Sherborne	6469	13/02222/FUL	The Oranges	-1	1					

Shipton	2261	14/02138/FUL	Birchwood (Formerley Eilian) Shipton Oliffe	1							1
Shipton	3935	16/00251/FUL	The Old School Room, Shipton Oliffe, GL54 4JB		1						1
Shipton Moynes	8149	14/03184/FUL	Fossway Complex, Estcourt		1						1
Siddington	2068.1	15/00058/OUT	Land parcel behind Nursery View - Plot 2		1						1
Siddington	2068.2	14/03036/FUL	Land parcel behind Nursery View - Plot 1		1						1
Siddington	3452	15/04480/OUT	7 Empire Villas, Ashton Road, GL7 6HB		1						1
Siddington	4868	13/02803/FUL	3 Nursery View	-1	2						1
Somerford Keynes	9043	14/04347/FUL	Land parcel off Mill Lane		1						1
South Cerney	0006.1	12/01556/REM	Land at former Aggregate Industries Site, The Mallards	28	7						35
South Cerney	0006.2	13/05325/REM	Land at former Aggregate Industries Site, The Mallards	5	3						8
South Cerney	0807	14//02161/FUL	Carted Barn, High Street		2						2
South Cerney	1454.1	14/04636/FUL	Land at Lake 7, Spine Road East	1							1
South Cerney	2360	15/00504/FUL	Land parcel to the South of Ammonites, Silver Street	1							1
South Cerney	2443.1	14/02281/FUL	45 Berkeley Close		1						1
South Cerney	2509.1	14/01449/FUL	Land to the rear of 22 School Lane		1						1
South Cerney	2797.1	15/05149/FUL	Haydonstone House, Silver Street	-1	1						
South Cerney	3925	10/01319/FUL	Fosse Barn, Cricklade Road	3							3
South Cerney	4065.1	14/05338/FUL	Old Farm House, Butts Farm		1						1
South Cerney	4454	15/01415/FUL	Quarry Farm, Cricklade Road, GL7 5QE	-1	2						1
South Cerney	4630	15/01207/FUL	Challow School Lane, GL7 5TZ	1							1
South Cerney	4894	13/04831/FUL	Barnside	1							1
South Cerney	5748.3	06/01201/FUL	Revised scheme The Ferns, Clarks Hay	1							1
South Cerney	8262	14/01910/FUL	Dunromin and the adjoining Coal Yard	1							1
South Cerney	8262.1	14/05513/FUL	Land to the north of Merlins, Silver Street		1						1
South Cerney	8631	15/03967/FUL	Westdown Farm Buildings, Cirencester Road	1							1
South Cerney	8950	15/00655/FUL	Clay Meadow, Cirencester Road, GL7 6HU		1						1
South Cerney	9059	15/05025/FUL	Sisters Barn, Sisters Farm		1						1
Southrop	0544	15/05517/FUL	1 Council House, Lechlade Road, GL7 3PQ		1						1
Southrop	2078.2	15/03330/OPANOT	Cotten Corner, GL7 3PJ		1						1

Southrop	3176.2	14/04688/FUL	Fraser Anderson & Partners Ltd, Fraser House, Wadham Close		1						1
Southrop	7510	14/01579/FUL	Bee Furlong Barn, Saltway		1						1
Stow-on-the-Wold	0070	13/05360/OUT	Land north of Tesco			44		1			45
Stow-on-the-Wold	0427	15/00741/FUL	Y Bryn, The Square, GL54 1AF		2						2
Stow-on-the-Wold	1206	13/05018/FUL	North Cotswold Bookmakers, Well Lane		1						1
Stow-on-the-Wold	1320.1	14/02444/FUL	Ashton House, Union Street	20							20
Stow-on-the-Wold	1543.3	15/02361/FUL	Brocks Menswear, The Old Forge, Church Street, GL54 1BE		2						2
Stow-on-the-Wold	1725	14/00763/FUL	84 King Georges Field	-1	2						1
Stow-on-the-Wold	2195.2	14/03649/FUL	Land at White Hart Lane		7						7
Stow-on-the-Wold	2306	14/01809/FUL	The Cottage Tea Rooms, 7 Sheep Street	1							1
Stow-on-the-Wold	3617	14/03235/FUL	The Green, Talbot Square	-1	1						
Stow-on-the-Wold	3769	14/02777/FUL	Manor House, The Square		3						3
Stow-on-the-Wold	3888	13/04911/FUL	2 Beech Croft, Oddington Road	1							1
Stow-on-the-Wold	3888.1	15/03438/FUL	Land adjacent, 2 Beech Croft, Oddington Road	1							1
Stow-on-the-Wold	4228	13/05031/OUT	Land adjacent to Bretton House, Station Road			40	40	13			93
Stow-on-the-Wold	4550	15/04968/FUL	Camp Gardens, GL54 1DQ		5						5
Stow-on-the-Wold	4583.1	15/00239/FUL	Land to the rear of Barclays bank House, The Square		1						1
Stow-on-the-Wold	5287	15/00220/FUL	Garwick 13 Park Street		1						1
Stow-on-the-Wold	6246.1	14/01987/FUL	Hartwells, Cottage, Digbeth Street		1						1
Stow-on-the-Wold	8955	15/04940/FUL	Windy Ridge, Station Road, GL54 1JU		1						1
Swell	2519	13/05316/FUL	Pipers Hill, Moreton Road		1						1
Swell	7163	15/05013/FUL	Flagstone Farm, Upper Swell, GL54 1ER		1						1
Temple Guiting	9496	15/01527/FUL	Lotts Barn		1						1
Tetbury	0811	14/05511/FUL	Williams Textiles Ltd, Chavenage Lane	1	4						5
Tetbury	1057.1	15/00922/REM	The Dormers, Cirencester Road	20	5						25
Tetbury	1057.2	15/03547/FUL	The Dormers, Cirencester Road	1							1
Tetbury	1057.3	15/05487/FUL	The Dormers, Dormers Close, GL8 8HJ	-1	2						1
Tetbury	1191	14/04195/FUL	The Barn, The Chipping		3						3
Tetbury	1197	15/03450/FUL	2 Longfurlong Lane		1						1
Tetbury	1264	12/00219/OUT	Land parcel south of Berrells Road and west of Bath Road			20	19				39
Tetbury	1998.1	13/03688/FUL	Garden adjoining Lyndhurst, Bath Road		1						1

Tetbury	1998.2	13/00282/FUL	Garden adjoining Lyndhurst, Bath Road		1						1
Tetbury	2111	15/04317/FUL	67 Northfield Close		1						1
Tetbury	2363	12/05030/OUT	Wells Masonry Group Ltd., Ilsom Farm, Cirencester Road			18					18
Tetbury	3256	13/05306/FUL	Land north of Cirencester Road		40	40	34				114
Tetbury	3526	15/05319/FUL	6 Hampton Street		1						1
Tetbury	3543	13/01494/FUL	25 Long Street		1						1
Tetbury	3548	14/02418/OUT	Southfield Farm, Bath Road		1						1
Tetbury	3562	15/05319/FUL	Thomas Panton Wine Merchants Ltd, The Wine Warehouse, 4-6 Hampton Street		1						1
Tetbury	5698	14/05226/FUL	Land to the rear of 36, 38 & 40 London Road	1							1
Tetbury	5864	14/03567/REM	Land parcel at Quercus Park	37	4						41
Tetbury	6631	15/02235/OUT	Old Forge, Wisteria Farm, Hampton Street		1						1
Tetbury	7499	12/00180/FUL	Tetbury Youth and Community Centre, Chipping Street	6							6
Tetbury	7540	13/02391/OUT	Highfield Farm	20	52	52	52	52	22		250
Tetbury	7558	12/01792/OUT	Land parcel south of Quercus Road, Quercus Road (Matbro SIAC)					26	26		52
Tetbury	7558.2	15/03479/REM	Land parcel south of Quercus Road, Quercus Road	8	48	48	19				123
Tetbury	9025	15/00525/FUL	Garage off Fox Hill		1						1
Tetbury Upton	2039	02/02877/FUL	Manor Farm, Doughton		2						2
Upper Rissington	0787	14/01418/FUL	The Firs, Avro Road	1							1
Upper Rissington	1564.1	15/05053/FUL	Glebe Cottage, GL54 2NX	-1	2						1
Upper Rissington	1580	12/03810/REM	Land parcel at Upper Rissington	48							48
Upper Rissington	8820	14/02582/FUL	The Village Hall, Hawkers Square		4						4
Upper Rissington	8828	14/02786/FUL	Land off Smith Barry Circus, Barry Smith Circus	1							1
Upper Rissington	9431	14/01403/OUT	Land parcel between Sandy Lane Court and Southgate Court		6	20					26
Upper Slaughter	4258.1	13/01610/FUL	Fir Farm, GL54 2JR		1						1
Westcote	4564	15/05283/OUT	Church Farm Buildings, Nether Westcote, OX7 6SD		1						1
Weston Subedge	0028	15/03297/FUL	Hirons Piece, Top Farm Road, GL55 6QU	-1	2						1
Weston Subedge	2595	15/02695/OUT	Brymbo, Honeybourne Lane	-1	2						1
Weston Subedge	3410	14/03466/FUL	Manor Farm, Church Street,	1							1
Whittington	9498	15/02117/FUL	29 Whittington, GL54 4HD		1						1

Willersey	2043	14/01739/OUT	Land parcel west of Field House, Broadway Road			20					20
Willersey	2517	14/05636/OUT	Land north of Collin Lane, WR12 7PE			25	25				50
Willersey	4392	15/01732/FUL	Rose Villa, Main Street, WR12 7PJ			1					1
Willersey	5093	15/02392/FUL	Rex House, Main Street			1					1
Willersey	5602	13/05112/FUL	1 The Long House, Main Street			1					1
Willersey	5797	13/03975/FUL	Willersey Stores, Main Street			1					1
Willersey	6281	14/05592/FUL	Homeleigh, Main Street, WR12 7PJ			1					1
Windrush	0832.1	13/02463/OUT	Filling Station on the A40, A40 Windrush Section			16					16
Windrush	0832.2	14/05122/FUL	Former filling station on the A40 (Windrush section)			4					4
Withington	6069	14/03951/FUL	Silverdale	1							1
Total Commitments				644	1,098	900	374	168	178		3,362
				3,184							

– Sourced from the Five Year Housing Land Supply (May 2016) with trajectory amended for 'Land north of Cirencester Road', Tetbury (Ref: 13/05306/FUL) and 'Land off Todenham Road', Moreton-in-Marsh (Ref: 14/04503/REM)

COTSWOLD DISTRICT LOCAL PLAN SUBMISSION DRAFT REG.19 (JUNE 2016) RESIDENTIAL ALLOCATED SITES												
*Cirencester	C_75	16/00054/OUT (pending consideration)	Strategic Site South of Chesterton							1,190	1,160	2,350
Cirencester	C_17	N/A	42-54 Querns Lane								6	6
Cirencester	C_39	N/A	Austin Road Flats								9	9
Cirencester	C_97	N/A	Memorial Hospital								11	11
Cirencester	C_101A	N/A	Magistrates Court							5		5
Andoversford	A_2	N/A	Land to rear of Templefields and Crossfields							25		25
Blockley	BK_8	N/A	Land at Sheafhouse Farm							13		13
Blockley	BK_14A	16/03027/FUL (single dwelling permitted on part of the site)	The Limes, Station Road							16		16
Bourton-on-the-Water	B_32	N/A	Countrywide Stores								32	32
Chipping Campden	CC 23B	16/00937/OUT (pending consideration)	Land at Aston Road							34		34

Chipping Campden	CC_23C	16/00937/OUT (pending consideration)	Land at Aston Road						80		80
Chipping Campden	CC_40A	16/02687/OUT (single dwelling permitted on part of the site)	Barrells Pitch and Land north of Cherry Trees, Aston Road						6		6
Down Ampney	DA_2	N/A	Dukes Field						10		10
Down Ampney	DA_5A	N/A	Buildings at Rooktree Farm						8		8
Down Ampney	DA_8	N/A	Land at Broadleaze							10	10
Fairford	F_35B	N/A	Land behind Milton Farm and Bettertons Close							49	49
Fairford	F_44	N/A	Land to rear of Faulkner Close, Horcott							28	28
Kemble	K_1B	N/A	Land between Windmill Road and A429						13		13
Kemble	K_2	N/A	Land at Station Road							12	12
Kemble	K_5	N/A	Land to North West of Kemble Primary School						11		11
Lechlade	L_18B	N/A	Land west of Orchard Close, Downington						9		9
Lechlade	L_19	N/A	Land south of Butler's Court							9	9
Moreton-in-Marsh	M_12A	N/A	Land at Evenlode Road							68	68
Moreton-in-Marsh	M_19A	N/A	Land south east of Fosseway Avenue						91		91
Moreton-in-Marsh	M_19B	N/A	Land south east of Fosseway Avenue							28	28
Moreton-in-Marsh	M_60	N/A	Former Hospital site						21		21
Northleach	N_13B	N/A	Land north west of Hammond Drive and Midwinter Road							5	5
Northleach	N_14B	N/A	Land adjoining East End and Nostle Road						17		17
Stow-on-the-Wold	S_8A	14/00188/FUL (granted permission for 13 dwellings)	Stow Agricultural Services, Lower Swell Road						10		10
Tetbury	T_24B	N/A	Former Matbro Site						9		9
Tetbury	T_31B	N/A	Land adjacent to Blind Lane						43		43
Tetbury	T_51	N/A	Northfield Garage			9	9				18
Willesley	W_1A and W_1B	N/A	Garage Workshop and Garden behind the Nook, Main Street							5	5
Willesley	W_7A	N/A	Land north of B4632 and east of employment estate						49		49
Local Plan Site Allocation Total						9	9		1,660	1,432	3,110
				18							

– Timescales take consideration of the SHELAA Consolidation Report (Jan 2016)

– Timescale for Chesterton Strategic site taken from the planning application that is currently being determined (planning application ref: 16/00054/OUT)

STRATEGIC HOUSING & ECONOMIC LAND AVAILABILITY ASSESSMENT CONSOLIDATION REPORT (JANUARY 2016) SITES INCLUDED IN 5 YEAR HOUSING LAND SUPPLY (MAY 2016)										
Cirencester	C_52	N/A	27/27A Dyer Street				9			9
SHELAA Total							9			9
							9			9

– Sourced from the SHELAA Consolidation Report (January 2016)

WINDFALL ALLOWANCE										
				80		80		400	400	960
Windfall Total				160				400	400	960

– Sourced from the Five Year Housing Land Supply (May 2016)

LAPSE RATE										
				16	16	16				48
Lapse Rate Total				48						48

– Sourced from the Five Year Housing Land Supply (May 2016)

TOTAL DWELLINGS				628	1,082	893	472	248	2,238	1,832	7,393
				3,323							