

Update April 2024







Supporting document

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1. Executive Summary

1.1 This report is based on annual housing data from the 1st April 2022 to 31st March 2023. It supersedes the report published in <u>October 2023</u> and has been updated in March 2024 to reflect:

- the 2023/2024 revisions to the NPPF and PPG in relation to housing land supply requirements, including demonstrating a 4-year supply in certain circumstances and removal of 5% requirement buffer; and
- the most recent published Housing Delivery Test results of December 2023.
- 1.2 For the purposes of this five-year housing land supply position, the Council has a Local Housing Need of 609 dwellings per annum, which equates to a requirement of 3,045 dwellings over the five-year period (2023-2028).
- 1.3 There **are 3,438 dwellings** within the Councils housing land supply that are deliverable within the five year requirement period (equating to 5.65 Years of supply).
- 1.4 The latest confirmed Housing Delivery Test (HDT) result is **106%** for the reporting year 2019-20, 2020-21 and 2021-22 as confirmed by the Dept for Levelling Up and Communities (DLUCH) publication in December 2023.

2. Introduction

- 2.1 This document sets out Dover Districts Council's assessment of its housing land supply from 1 April 2023 to 31 March 2028. It is an update to the previous report published in October 2023 to reflect changes in national policy, explained below and the published Housing Delivery Test (HDT) results in 2024.
- 2.2 On 19 December 2023 a revised version of the National Planning Policy Framework (NPPF)¹ was published and this includes new guidance in respect of the housing land supply. It also meant paragraph numbering has altered for the whole NPPF. This document has been fully updated to reflect the 2023 NPPF.
- 2.3 The previous NPPF required all Local Planning Authorities (LPAs) to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of 5 years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where strategic policies are more than five years old.
- 2.4 Under the revised NPPF, paragraph 76 sets out the circumstances when an LPA does not need to demonstrate a five-year housing land supply:
 - it has an adopted plan which is less than five years old; and
 - the adopted plan identifies at least a five-year supply of specific, deliverable sites at the time the examination is concluded.

However, these do not apply to Dover District at present.

- 2.5 In addition, paragraph 77 of the revised NPPF now allows LPAs to demonstrate a minimum of **four years' supply** against their housing requirement if the provisions in new paragraph 226 apply². Paragraph 226 sets out that for the purposes of decision making this will apply if an emerging local plan has been submitted for independent examination or has reached Regulation 18 or Regulation 19³ stage, including both a policies map and proposed allocations towards meeting housing need.
- 2.6 The Dover Local Plan to 2040 was submitted for independent examination in March 2023 and hearing sessions were held in November and December 2023. The Council therefore meets the criteria to only identify a four-year housing land supply, with effect from 19 December 2023.
- 2.7 If DDC Council was unable to demonstrate a four-year housing land supply, the presumption in favour of sustainable development would apply, as set out in

¹ National Planning Policy Framework - Guidance - GOV.UK (www.gov.uk)

² NPPF Annex 1 Implementation section

³ Town and Country Planning (Local Planning) (England) Regulations 2012

paragraph 11d of the NPPF and the corresponding footnote 8. This is to enable the development of alternative sites to meet the policy requirements. This requirement remains unchanged in the revised NPPF.

2.8 For the purposes of decision-making, the changes detailed above to paragraphs 76, 77 and 226 of the NPPF came into effect the day the revised NPPF was published (19 December 2023), however there are some transitional provisions which include that the change applies for a 2-year period only.

3. Housing Requirement

- 3.1 Paragraph 61 of the NPPF states that to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the 'standard method' in national planning guidance unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. As Dover District Council's Core Strategy 2010 is more than five years old, the Council now relies on the Government's standard method for assessing local housing need as the starting point for the housing supply calculation.
- 3.2 The Department for Levelling Up, Housing and Communities (DLUHC) have made it clear that at present^{1,} the baseline of 2014-based Household Projections should be used for calculating local housing need for Dover District.
- 3.3 A worked example of how this calculation applies to the District is provided at <u>Appendix 1</u>. This shows that using household growth projections of 2014 and affordability ratio⁵ of 9.57 released 23rd March 2022, the Local Housing Need figure for the five-year period this report covers is 609 dwellings per annum which equates to 3,045 dwellings over the five-year period 2022/23-2027/28.

4. Methodology

4.1 National Planning Guidance requires the Council's annual assessment of housing land supply to be carried out robustly and based on up-to-date and sound evidence. This section sets out the methodology applied to the calculation of Dover District's housing supply.

Past under-delivery

- 4.2 As identified in Chapter 3, the Council is currently required to use the 'standard method' for assessing local housing need as the starting point for the housing supply calculation.
- 4.3 How past under-delivery is accounted for when applying the standard local housing need figure is detailed within the Planning Practice Guidance⁶. This states that *"Where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately when establishing the minimum annual local housing need figure."*

⁴ Government statement 1 April 2021 in response to Changes to the current planning system consultation August 2020 <u>Government response to the local housing need proposals in "Changes to the current planning system" - GOV.UK (www.gov.uk)</u>

⁵ The affordability ratio for the District is calculated by dividing the median house prices by median gross annual workplace-based earnings. Note – New data has subsequently been published by ONS and the affordability ratio will be reflected in the next land supply update for 2024.

⁶ <u>DLUHC Planning Practice Guidance Paragraph: 031 Reference ID: 68-031-20190722</u>

Appropriate buffer

- 4.4 A minimum of 5% buffer in addition to the housing requirement is no longer required as set out in the 2023 NPPF. Paragraph 77 and 79 of the NPPF requires a buffer of 20% where the Housing Delivery Test (HDT) indicates that delivery has fallen below 85% of the LPA's housing requirement over the previous three years, which does not apply to Dover District Council.
- 4.6 The Housing Delivery Test (HDT) is an annual measurement of housing delivery in the area of relevant plan-making authorities. The HDT is a percentage measurement of the number of net homes delivered against the number of homes required over a rolling three-year period. Detailed guidance of how the test is applied is set out within the <u>Housing Delivery Test Measurement Rule Book</u>.
- 4.7 There were 556 new dwellings (net) completed during the monitoring year 2022/23. The number of household completions⁷ over the last three-year period, applied against homes required under the Local Housing Need requirements for each year (note these are based on calculations at the time) are set out below.

HDT	2020/21	2021/22	2022/23	Total
Total Completions	494	683	556	1,675
Housing Requirement	397*	557	611	1,565
Percentage	124%	112%	91%	106%

Table 4.1 Housing Delivery Test Result for 22/23

*The HDT published in January 2022 took account of the impact the COVID-19 pandemic had on house building and removed four months from 2021's housing delivery requirements – reducing it from 557 dwellings to 397.

4.9 For the current HDT, the Council has a **result of 106% for the reporting year**, **2019-20, 2020-21 and 2021-22**, as confirmed by DLUHC publication in December 2023 <u>Housing Delivery Test: 2020 measurement-GOV.UK</u> (www.gov.uk).

⁷ As reported as part of the Housing Flow Reconciliation and adjusted in line with the rule book-<u>https://www.gov.uk/government/ collections/net-supply-of-housing</u>

5. Components of the Housing Supply

- 5.1 The Council's housing supply figure is comprised of the following factors: extant planning permissions (sites with planning consent but yet to be completed), site allocations as set out in the Core Strategy (2010) and Land Allocations Local Plan (2015) (the current Development Plan) and a small sites 'windfall' non-allocated sites) allowance based on historically evidenced completion rates. For the purposes of this report the sites and units within the supply are broken down into the following components, which can be found in Appendix 2-6:
 - Non-Major sites <10 dwellings
 - Major sites 10> dwellings with detailed consent
 - Major sites 10> dwellings without detailed consent
 - Major sites 10> dwellings Whitfield Urban Expansion
 - Windfall (Years 4 & 5 only)
 - Existing development plan allocations

Deliverability

5.3 What constitutes a "deliverable site" is defined within the Glossary of the NPPF and Planning Practice Guidance. The definition now places an onus on LPAs to demonstrate the deliverability of any identified major sites (10> dwellings) without detailed consent. Minor sites (<10 dwellings) and major sites with detailed consent or prior notification are to be considered deliverable unless there is clear evidence that they will not be delivered within four years. The definition reads as:</p>

Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within four years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within four years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within four years.
- 5.4 National Planning guidance provides more detail on how deliverability can be evidenced and includes:

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

Common considerations and assumptions

- 5.5 To ensure all information regarding the deliverability of sites included within the housing supply is as accurate as possible; all sites with extant planning permission are subject to an annual site survey.
- 5.6 Regular contact is maintained with representatives of major sites with extant planning permission and that have been allocated within the development plan. As a minimum, the Council seeks comments regarding the anticipated phasing from these representatives at least once every 12 months.
- 5.7 Engagement with site representatives is in the form of invitation to respond to either a paper or electronic questionnaire. The questionnaire is designed to identify a site's progress towards being built out, with detail requested on anticipated stages of planning consent, development lead-in time and build out rates. Responses are captured and dated in either paper or electronic format.
- 5.8 The phasing of all sites will be dependent upon factors including where that site is in the planning process, date of any planning approval, the number and status of any pre-commencement conditions, remediation/contamination, upfront infrastructure, and other significant external factors. An officer assessment and conclusion is made by giving consideration to the planning status of the site, evidence of deliverability obtained, the evidence reviewed against historical average lead-in times and build out rates of sites.
- 5.9 In some circumstances, the phasing of very large for sites extends beyond the four (or five-year) trajectory and remaining development plan period. To ensure transparency, it is made clear in this document and appendices, how much of the total extant units are considered deliverable within the supply period out of the total amount.

Historical Lead-in Times and Build Out Rates

- 5.10 Lead-in times and build out rates from the last 10 years have been analysed to provide a consistent base line and methodology for reviewing obtained evidence of site deliverability. This process allows for sites to be robustly reviewed where there has been limited to no evidence submitted after requests have been made to site promoters and developers and where the evidence presented by them may appear to be too optimistic or skeptical.
- 5.11 Tables 5.1 and 5.2 below outline the evidence accumulated from historical leadin times and build out rates up to 2019. This evidence has been used to inform a phasing and delivery methodology (Figure 5.1 below). The methodology has been used as base line for reviewing site contributions to the supply calculation. The evidence and methodology were presented in May 2020 to a forum of planning agents and developers who had no comment on the approach. The forum also sought to facilitate discussions on the Councils Housing Delivery Action Plan and the types of evidence being sought by the Council to demonstrate deliverability of major sites without detail consent.

		Outline	Full Plans	Reserved Matters
Averag	Average Years		2.0	2.1
Averag	je Days	807	742	770
	2018/2019	*	408	770
	2017/2018	*	527	610
	2016/2017	*	555	440
	2015/2016	734	614	571
Year of Decision	2014/2015	761	503	909
	2013/2014	*	776	474
	2012/2013	822	551	*
	2011/2012	813	1553	*
	2010/2011	*	1192	1616
*No data				

Table 5.1 Average Lead-in Times

Table 5.2 Average Build Out Rates

Site Size	1 to 4	5 to 9	10 to 24	25 to 49	50 to 99	100 to 199	200 +
Overall Average	1	6	10	22	30	52	53
2022/2023	1	7	17	29	53	*	*
2021/2022	1	6	8	17	39	26	18
2020/2021	1	5	10	13	51	40	8
2019/2021	1	6	7	17	10	49	24
2018/2019	1	6	8	7	33	96	104
2017/2018	1	7	8	7	31	*	72
2016/2017	1	6	10	*	25	*	51
2015/2016	2	5	11	13	42	91	77
2014/2015	1	6	5	25	17	15	57
2013/2014	1	5	10	24	16	*	63
2012/2013	1	4	13	70	6	56	*
2011/2012	1	5	12	*	38	*	*
2010/2011	1	6	10	*	*	44	*
* No Data							

Figure 5.1 Phasing Methodology

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Minor sites up to 9 dwellings										
Full plans/ Reserved matters/ Prior										
Notifications under construction										
Full plans/ Reserved matters/ Prior										
Notifications: Not started - greenfield										
Full plans/ Reserved matters/ Prior		1								
Notifications: Not started - Brownfield										
Outline permissions										
Allocations - Deliverability Evidence										
Allocations - No Deliverability Evidence										
Major sites 10 dwellings or more										
Full plans/ Reserved matters/ Prior										
Notifications under construction										
Full plans/ Reserved matters/ Prior										
Notifications not started										
Full plans awaiting \$106										
Outline permissions - Deliverability Evidenced										
Outline permissions - No Deliverability Evidenced										
Outline permissions awaiting \$106 - Deliverability Evidenced						-				
Outline permissions awaiting \$106 - No		-							-	
Deliverability Evidenced										
Allocation - Deliverability Evidenced										
Allocation - No Deliverability Evidenced,										
Strong intent to develop										
Allocation - No Deliverability Evidenced, Intent to develop										
Allocation - no short term intent to develop										

first year of phased delivery

Non-major sites with planning permission

- 5.12 In accordance with the NPPF definition of deliverability, non-major sites (sites of less than 10 dwellings) that have detailed consent, outline planning permission or prior notification are considered deliverable during the period of their permission, unless there is clear evidence that the site will not be implemented or begin to deliver within the period set out.
- 5.13 There is no reason to apply any lapse rate to the deliverability of these sites as the presumption in the definition of deliverable in the NPPF is that these sites will be delivered unless there is clear evidence to the contrary. These sites will therefore be phased for completion within the land supply period using the methodology outlined above.
- 5.14 In total, there are 562 dwellings on non-major sites considered deliverable over the five-year requirement period, and therefore included within the housing supply calculation. The details of all sites included within this component of the supply and phased trajectory for each are set out within Appendix 2.

Major sites with detailed planning consent

- 5.15 Major sites with detailed planning consent, reserved matters and prior approval will be considered to be deliverable in accordance with the NPPF unless there is clear evidence that homes will not be delivered within five years. These sites will be phased as starting within the four-year period, informed by site promoter evidence and reviewed against the phasing methodology and historical average delivery rates.
- 5.16 In total, there are 2,338 dwellings from these types of sites which are considered deliverable within the five-year requirement period. This includes the 500 extant from the Whitfield Urban Expansion, and due to the scale and number of applications extant for this strategic site, the details are reported in their own singular row. The details of all sites included within this component of the supply, phased trajectory, and commentary regarding deliverability for each are set out within Appendix 3.

Major sites without detailed planning consent

- 5.17 Major sites with outline planning permission will only be considered to be deliverable in accordance with the NPPF if there is clear evidence that the housing completions will begin on site within four years.
- 5.18 A very cautious approach has been taken when including major sites with outline planning permission within the housing land supply. And only those sites where there is detailed planning consent activity are included. This may include the submission of a reserved matters application, and/or detailed evidence on lead-in times and delivery rates.
- 5.19 In total, there are 323 dwellings on major sites with outline planning permission considered deliverable within the five-year requirement period. The details of all sites included within this component of the supply and phased trajectory for each are set out within Appendix 4.

Allocations

- 5.20 Extant site allocations set out in the Core Strategy (2010) and Land Allocations Local Plan (2015) will only be considered to be deliverable in accordance with the NPPF if there is clear evidence that the housing completions will begin on site within four years.
- 5.21 As with major sites with outline planning permission, a very cautious approach has been taken with respect to including allocations within the housing supply. Only those sites where there is current planning activity including detailed evidence of developer lead-in times and delivery rates are included.
- 5.22 In total, there are 75 dwellings on allocated sites considered deliverable within the five-year requirement period. The details of all sites included within this component of the supply and phased trajectory for each are set out within Appendix 5.

Other sites

5.23 The NPPF glossary offers examples of sites without detailed planning consent that could be included in the housing supply, providing there is clear evidence that housing completions will begin within four-years. Examples include outline planning permissions, permissions in principle, identified on a brownfield register.

5.24 Although there are some other sites which could fall into this category, for the purposes of this year's report, the council has applied an overly cautious approach and has not included sites with consent subject to S106 agreement as it has in previous years.

Windfalls

- 5.26 The NPPF defines windfalls as sites not specifically identified in the development plan. The Council therefore considers all sites not allocated for housing in the Adopted Development Plans (2010 Core Strategy, 2015 Land Allocations Local Plan and saved policies from the 2002 Dover District Local Plan) to be windfall.
- 5.27 Paragraph 72 of the NPPF (2023) states that local planning authorities can make an allowance for windfall development in their housing land supply if there is compelling evidence that they will provide a reliable source. And that, any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.
- 5.28 A continual review is taken by DDC of the average number of windfall dwellings completed per annum since the adoption of the Core Strategy in 2010. Windfall sites have been identified using the NPPF definition that includes all sites not identified through a development plan. This approach identifies an overall historic average windfall delivery rate of 192 dwellings per annum. A summary of the sites and number of homes delivered on windfall completions can be provided on request.

		Completions						
Year	Windfalls on sites of 5 or more units	Windfalls on sites of less than 5 units	Total Windfalls					
Average	120	70	192					
2022/2023	136	61	197					
2021/2022	311	77	388					
2020/2021	113	92	205					
2019/2020	133	84	217					
2018/2019	50	62	112					

Table 5.3 Historic Windfall Completions

2017/2018	58	99	157
2016/2017	89	60	149
2015/2016	116	87	203
2014/2015	94	83	177
2013/2014	112	27	139
2012/2013	99	66	165
2011/2023	179	61	240
2010/2011	74	74	148

- 5.29 As required by the NPPF, in applying a windfall allowance within the housing supply, there needs to be consideration of both future trends as well as historic windfall delivery rates. The most significant impact is likely to be the adoption of the new Local Plan, however the likely implications arising from this on the windfall allowance cannot be known until the plan is adopted.
- 5.30 In view of this, and in taking an extremely cautious approach, the Council will only be applying a windfall allowance in the housing supply from sites of less than five dwellings. This takes into account the DDC Strategic Housing and Employment Land Availability Assessment (HELAA) methodology of site selection for the new local plan in that only sites above this size are to be considered as potential new allocations. Historically sites of less than five dwellings have contributed significantly to new housing in the District and we anticipate that they will continue to do so.
- 5.31 It is recognised that windfall sites of five dwellings or more will continue to make a significant contribution to the Council's housing supply up to the adoption of a new Local Plan. Not taking this source of supply into account as part of the calculation may be viewed as overly pessimistic. However, it is considered that by taking such an approach, a significant buffer is built into the calculation, making it as robust as possible.
- 5.32 The average windfall contribution from small sites of less than five new dwellings to the overall supply of housing is **70 dwellings per annum** based on the annual average of past trends from this source since adoption of the Core Strategy in 2010. The contribution from small windfall sites is considered appropriate for years 4 and 5 years of housing supply (from 2024/25 to 2025/26) to avoid any double counting from windfall sites that have already received planning permission and are counted within the extant permissions within the first 3 years. Therefore, applying 70 dwellings per annum in year 4 and year 5 is considered justified as deliverable.

5.33 Itemised details on the sites that contribute to the windfall allowance can be provided on request by emailing <u>planningpolicy@dover.gov.uk.</u>

Summary of supply assessment

- 5.34 A robust and cautious approach has been taken in identifying and evidencing of sites that contribute to the Councils housing land supply calculation. The approach included:
 - All extant sites with detailed planning consent having been subjected to a site visit to determine status of housing units- as completed, under construction and not started; Review of Building Control commencement and completion records and Council Tax records to determine the status of units on sites.
 - Survey questionnaires sent to all major sites for updates on phasing and delivery rates, requests for evidence of deliverability from major sites without detailed planning consent.
 - Review and engagement with the Councils Development Management team on sites progresses towards gaining detailed planning consent: and,
 - Consideration of all available evidence on the sites progress, with review against the historically evidence phasing and deliverability methodology.

5.35 As a result of the work undertaken, the Council has a strong enough set of sites for housing to demonstrate over a four-year (and five-year) supply as required by the NPPF. As such, this indicates that the Council is in a position to ensure that there is a good prospect of needed supply being delivered. Table 5.1 below sets out the information above in a summary for each year of the requirement.

								Land Supply
			2023/24 Year 1	2024/25 Year 2	2025/26 Year 3	2026/27 Year 4	2027/28 Year 5	Total - 1 April 2023 - 31 March 2028
Housing Requirement	А	Housing target per year	609	609	609	609	609	3,045
	В	Non-Major sites <10 dwellings	101	282	179	0	0	562
	с	Major sites 10> dwellings with detailed consent	420	729	464	159	66	1,838
	D	Major sites 10> dwellings without detailed consent	0	96	89	57	81	323
Housing Supply	E	Major sites 10> dwellings Whitfield Urban Expansion	100	100	100	100	100	500
	F	Windfall	0	0	0	70	70	140
	G	Existing development plan allocations	0	0	0	18	57	75
	н	Total Housing Supply (B + C + D + + E + F +G)	621	1207	832	404	374	3,438
Total	J	Total Land Supply = Total Housing Supply (H / A X 5)						5.65

6. Housing Supply Conclusion

- 6.1 Table 5.1 above provides an overview of the Council's deliverable housing supply.
- 6.2 As of mid-March 2024, there is 5.65 years of housing supply in Dover District. Accordingly, it is considered that the above assessment demonstrates that the Council can demonstrate a 4-year housing land supply for the purposes of the updated NPPF 2023.



Figure 6.1 - Housing Land Supply Components

6.3 Figure 6.1 below illustrates that nearly 60% of the sites contributing towards the land supply calculation are major sites with detailed consent, and this will provide a strong prospect of housing delivery. For additional information purposes, sites with consent (full and outline) which have been phased outside of the 5 year land requirement period (fully or in part) are shown in Appendix 6.

7. Future Actions

7.1 Future actions are outlined below to help support the Council in producing the subsequent housing land supply calculations.

Housing delivery action plan

7.2 The continuing production of housing delivery action plans that review the progress and completions of initiatives from the first action plan and that also consider additional actions that can be taken to accelerate the supply of new homes within the District. The action plans are published as a separate document, to this paper and provide detail on the Councils Local Plan, housing delivery, external factors effecting it and the performance of processing planning applications.

Updating the phasing and deliverability methodology

7.3 Update the phasing and deliverability methodology to include completion and extant planning application housing data from the monitoring year 2023/24 when it is available (expected summer 2024).

Emerging policies within the new Local Plan

7.4 As the Council progresses towards adoption of the new Local Plan to 2040 (currently at Examination stage), future housing supply calculations will include site allocations within that plan which will become the main Development Plan for the district upon adoption (anticipated in Autumn 2024). To view the emerging Local Plan 5 year land supply information, please view the <u>Main Modifications Schedule</u> (April 2024) – Pages 8 and 9.

Interactive Supply Map

7.5 An interactive map is intended to be produced for future years that will show the location and details of all the sites that inform the Councils housing land supply. Once produced (expected in Autumn 2024) the map will be updated annually to show the latest sites that inform the supply.

All Appendices to this document, which detail specific sites included in this report and correlates with Table 5.1 above, can be found separately on the following page: <u>Dover District Council Website.</u>