

Gloucester City Council
Five Year Housing Land Supply Statement
June 2019

1. Introduction

- 1.1. Under Paragraph 73 of the National Planning Policy Framework (NPPF 2019) Local Planning Authorities are required to identify and annually update a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies. This statement sets out Gloucester City Council's position on the five-year housing land supply as of the end April 2019 (following completion of the annual monitoring).
- 1.2. Figure 1. of this statement (on page 5) provides evidence that Gloucester City can demonstrate a five-year supply of housing land.

2. Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS)

- 2.1. Gloucester City, Cheltenham Borough, and Tewkesbury Borough have jointly prepared a JCS as part of the development plan for the area and this was adopted in December 2017. The JCS, which covers the period from 2011 to 2031, is the strategic-level plan and sets out the identified needs for housing and economic growth and the spatial strategy for delivery. The JCS is currently being reviewed and an Issues & Options consultation was undertaken between 12th November and 11th January 2019.

3. Gloucester's Objectively Assessed Need

- 3.1. Through Policy SP1: *The Need for New Development* the JCS sets out a total housing requirement for Gloucester City of 14,359 dwellings from 2011-2031. The requirement consists of the demographic objectively assessed need, plus an uplift for economic growth and a further 5% uplift to boost the supply of housing. Over the 20-year plan period this housing requirement equates to the need for 718 dwellings per year. Gloucester City Council considers this housing requirement to be the most up to date and robust figure on which to base the five-year housing land supply calculation.
- 3.2. The housing requirement for the five-year period from 2019/20 to 2023/24 is 3,590 dwellings. This requirement is the 718 annual requirement multiplied by 5.

4. Previous Delivery

- 4.1. Table 1. below shows Gloucester City Council's previous net housing completions over the JCS plan period, from 2011/12, set against the annual requirement identified in para. 3.2 above:

Table 1. Net Completions in Gloucester since 2011/12.

Year	JCS Requirement	Annual Completions	Delivery against requirement
2011/12	718	593	-125
2012/13	718	430	-288
2013/14	718	476	-242
2014/15	718	554	-164
2015/16	718	470	-248
2016/17	718	439	-279
2017/18	718	487	- 231

2018/19	718	544	-174
Total	5,744	3,993	-1751

4.2. Housing completions in Gloucester City have totalled 3,993 over the plan period so far (to 31st March 2019) failing to meet the annual requirements over the 8 years of the plan period so far. However, from 2019/20 to and inclusive of 2024/25 there is expected to be an annual oversupply which will help to make up the shortfall.

5. Housing Requirement with NPPF Buffers

5.1. Paragraph 73 of the NPPF (2019) also requires that the five-year requirement includes an additional buffer moved forward from later in the plan period. This buffer should be either be:

- a) 5% to ensure choice and competition in the market for land; or
- b) 10% where the local planning authority wishes to demonstrate a five-year supply of deliverable sites through an annual position statement or recently adopted plan³⁸, to account for any fluctuations in the market during that year; or
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

A footnote to point c. states that from November 2018, under supply will be measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement. The Housing Delivery Test results for 2018 (issued by MHCLG) indicated that Gloucester City was on 143% delivery and thus the use of a 5% buffer is suitable in terms of the 5 Year Housing Land Supply calculation.

5.2 Using the Liverpool Method with a 5% buffer, the five-year requirement is 4,534 dwellings. The five-year supply calculations are shown in Figure 1. and the results show that a five-year supply can be demonstrated.

6. Housing Supply Sources

6.1. The following sources of supply have been included within the five-year housing land supply calculation in Figure 1:

- Small sites (1-4 dwellings) – those completed and still under construction.
- Small sites (1-4 dwellings) with extant permissions but which have not started.
- Small sites windfall allowance based on an analysis of historic windfall delivery since 2003. This has produced an average annual windfall delivery of 64 dwellings. However, the windfall supply does not make a contribution in the trajectory until 2020/21 and has been discounted by the number of extant dwellings from small sites. This approach to windfall has been established through the JCS examination.
- Large sites (5 dwellings and more) – those completed and still under construction.
- Large sites (5 dwellings and more) with extant permissions but which have not started.
- City Plan Potential i.e. proposed housing allocations.
- Strategic Allocations in Tewkesbury Borough but attributed to Gloucester.

(Note: As per The Housing Delivery Test 2018 Measurement Technical Note (19th Feb 2019) student dwellings are calculated at a 2.5:1 ratio; meaning that for every 2.5 student bedrooms, 1 dwelling is counted towards housing supply. The ratio for Communal bed spaces is 1.8:1).

- 6.2. Anticipated delivery from these sources of supply over the five year period from 2019/2019 to 2023/24 is 4,997.

7. Housing Delivery

- 7.1. Where no site-specific information is present, the following assumptions are made for the delivery of sites and their anticipated trajectory:

Lead-in times

- 7.2. Deliverable sites without planning permission and under 100 dwellings will have a 1-year lead-in from planning consent to first house being completed. For sites over 100+ there will be an 18-month lead-in period from planning consent to the first house being delivered.

Build-out rates

- 7.3. The build-out rates used are based on local circumstances and evidence including that provided by developers. Where no delivery trajectory developer update has been provided the following assumptions are made: 25 dwellings in the first year and 50 dwellings per annum per developer. In Gloucester, with the development of relatively high-density schemes including flats, in some cases it is assumed that more than 50 dwellings per annum can be achieved.
- 7.4. This approach to lead-in times and build-out rates has been established through the Strategic Assessment of Land Availability (SALA) process and has been subject to review by the independent SALA sites assessment panel. Through the annual monitoring of planning consents and the SALA process further information on site delivery, particularly for larger sites, may be obtained which provides additional detail and greater certainty.
- 7.5. A Housing Supply Deliverability Schedule is provided at Appendix 1. This sets out the housing trajectory and commentary for each of the larger sites which contribute towards the five-year land supply.
- 7.6. The current City Plan sites trajectory is provided at Appendix 2.

8. Five Year Land Supply Calculation

- 8.1. Figure 1. below shows the five-year supply for Gloucester for 2019/20 to 2023/24. Based on the Liverpool Method with a 5% buffer, Gloucester's supply is 5.4 years.

Figure 1. Five Year Land Supply Calculation

Delivery		5% Buffer	5% Buffer
GCC Annual Housing Requirement	a	718	718
Number of years into the plan period	b	8	8
Requirement 31st March 2018	c	5744	5744
Actual Delivery 2011-2017	d	3993	3993
Shortfall	$e = c - d$	1751	1751
5YHLS		Sedgefield	Liverpool
5 Year Requirement	$f = a \times 5$	3590	3590
Remainder of plan period	g	12	12
Plan Period Shortfall to be met within the five-year period	$h, \text{Sedge} = e, \text{Liv} = (e/g) \times 5$	1751	729
NPPF Buffer	$i = 5\% \text{ of } (f + h)$	267	215
Total no. of dwellings required	$j = f + h + i$	5608	4534
Total anticipated supply 2019/20 to 2023/24	k	4967	4967
Percentage of total requirement met	$l = k/j \times 100$	88.5%	109.5%
Supply in Years	$m = k/j \times 5$	4.4	5.4

APPENDIX 1 – Housing Supply Deliverability Schedule

(Extant or Under Construction Sites: 5 dwellings and over 2019/20 to 2023/24 as of April 2019)

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2019-20	2020-21	2021-21	2022-23	2023-24	Post 5 Year Period	Deliverability Commentary
07/00472/OUT & 15/00286/REM	Site A - Former St Gobain/Wellman Graham Site Bristol Road	Podsmead	172	130	40	40	10				Large site (5+) under construction
07/00474/OUT & 15/00287/REM	Site B - Former Contract Chemicals Site Bristol Road	Podsmead	86	61	30	31					Large site (5+) under construction
10/00467/REM	Kingsway - Framework 4 Area 4A2	Quedgeley Fieldcourt	133	87	50	37					Large site (5+) under construction
15/01144/FUL	Land at Bakers Quay	Westgate	166	115	0	25	50	40			Large site (5+) under construction
15/00356/FUL	Former RAF Club 6 Spa Road	Westgate	14	14	14						Large site (5+) under construction
16/00142/FUL	Former Kwik Save, 103 Northgate Street	Westgate	95	56	56						Large site (5+) under construction
16/00815/FUL	Norville factory site, Paul Street	Barton & Tredworth	63	22	22						Large site (5+) under construction
15/01567/FUL	216 - 218 Barton Street	Barton & Tredworth	6	6	6						Large site (5+) not started

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2019-20	2020-21	2021-21	2022-23	2023-24	Post 5 Year Period	Deliverability Commentary
16/00631/OUT & 18/00347/REM	Former Bishops College	Longlevens	90	87	25	50	12				Large site (5+) under construction
15/01190/OUT & 17/00224/REM	Business School & Student accommodation - University - Oxstalls Lane	Longlevens	80	80	0	40	40				Large site (5+) not started
16/00518/FUL	7 Podsmead Road	Podsmead	6	6	6						Large site (5+) under construction
15/00169/FUL	Land Rear of 66 - 72 Tuffley Crescent	Podsmead	7	7	7						Large site (5+) not started
16/00165/OUT	Land south of Grange Road	Tuffley	250	250	0	25	50	50	50	75	Large site (5+) not started
14/00891/JPA	9 - 13 St Johns Lane	Westgate	11	11	5	6					Large site (5+) not started
14/00709/FUL	Monk Meadow	Westgate	411	411	137	137	137				Large site (5+) not started
15/01400/FUL	The Lodge 19 Brunswick Square	Westgate	10	10	0	0	10				Large site (5+) not started
15/01494/FUL	Land adjacent to Newark Farm	Westgate	44	43	25	18					Large site (5+) under construction
16/00626/JPA	Beatrice Webb House, 75 - 81 Eastgate Street	Westgate	27	27	15	12					Large site (5+) not started

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2019-20	2020-21	2021-21	2022-23	2023-24	Post 5 Year Period	Deliverability Commentary
15/01524/OUT 16/01516/REM 17/00582/REM	PATA Centre, Grange Road	Tuffley	10	10	0	10					Large site (5+) not started
12/00725/OUT	Old Hempsted Fuel Depot	Westgate	85	85	0	0	25	30	30		Large site (5+) not started
13/01032/OUT	Land East of Hempsted Lane	Westgate	50	50	25	25					Large site (5+) not started
16/00811/FUL	Land adjacent to St James Close	Quedgeley Fieldcourt	11	11	2						Large site (5+) under construction
17/00123/FUL	106-108 Finlay Road	Matson & Robinswood	1	1	1						Large site (5+) not started
16/00960/FUL	Friary House, 46 - 50 Southgate Street	Westgate	33	33	25	8					Large site (5+) under construction
17/00975/FUL	47 London Road, St Nicholas House	Kingsholm & Wotton	9	9	0	9					Large site (5+) not started
16/00948/OUT	Allstone site, off Myers Road	Elmbridge	0	0							Large site (5+) not started
18/00336/JPA	Former Royal Mail Sorting Office	Barnwood	48	48	48						Large site (5+) under construction
18/00981/FUL	Extension to Former Royal Mail Sorting Office	Barnwood	9	9	9						Large site (5+) not started

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2019-20	2020-21	2021-21	2022-23	2023-24	Post 5 Year Period	Deliverability Commentary
17/01379/FUL	96 Barnwood Road - The Coach House	Barnwood	9	9	0	9					Large site (5+) not started
17/00586/COU	64-68 High Street	Barton & Tredworth	5	5	5						Large site (5+) not started
18/00297/FUL	York House Pub, London Road	Kingsholm & Wotton	5	5	5						Large site (5+) not started
18/00487/FUL	49 Sherborne Street	Kingsholm & Wotton	8	8	0	8					Large site (5+) under construction
17/00304/FUL	97 London Road	Kingsholm & Wotton	12	12	0	12					Large site (5+) not started
17/00597/FUL	98 Eastgate Street	Westgate	8	8	8						Large site (5+) not started
18/00133/JPA	Lister House, Station Road	Westgate	6	6	6						Large site (5+) under construction
18/00620/JPA	33 Southgate Street	Westgate	10	10	5	5					Large site (5+) not started
17/01351/FUL	Land Adj Tall Ships, The Docks	Westgate	14	14	14						Large site (5+) under construction
17/00659/FUL	Former Gloucester Prison, Barrack Square	Westgate	202	202	0	25	75	75	27		Large site (5+) not started

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2019-20	2020-21	2021-21	2022-23	2023-24	Post 5 Year Period	Deliverability Commentary
17/01201/FUL	18 Brunswick Square	Westgate	7	7	7						Large site (5+) not started
18/00641/FUL	12-16 Quay Street	Westgate	46	46	0	0	25	21			Large site (5+) not started
18/01395/FUL & 18/01397/LBC	37 - 39 Worcester Street	Westgate	24	24	0	24					Large site (5+) not started
17/00245/COU	Rikenel Day Centre, Montpellier	Westgate	0	8	8						Large site (5+) not started
17/00852/FUL	The Famous Pint Pot, 74 Bruton Way	Westgate	23	23	0	23					Large site (5+) not started
18/00144/FUL	Old School at PATA Centre	Tuffley	7	7	0	7					Large site (5+) not started
18/00156/FUL	Barbican Car Park, Blackfriars (Phase 2)	Westgate	74	74	0	37	37				Large site (5+) not started
16/00634/FUL	McCarthy & Stone, Land at Bakers Quay	Westgate	50	50	0	25	25				Large site (5+) under construction
18/00306/FUL	Former Civil Service Club, Estcourt Road	Kingsholm & Wotton	100	100	0	0	25	50	25		Large site (5+) not started

APPENDIX 2 – City Plan Sites – Indicative Trajectory (as of June 2019)

Ref	Site Name / Location	Gross ha	Indicative Dwellings Capacity	Ward	2018/19	5 Year Supply Period					2024/25	2025/26
						2019/20	2020/21	2021/22	2022/23	2023/24		
SA01	Land at the Wheatridge	2.28	10	Abbeydale					10			
SA02	Land at Barnwood Manor	1.95	26	Barnwood			13	13				
SA03	Former Prospect House, 67-69 London Road	0.35	30	Kingsholm & Wotton				30				
SA04	Wessex House, Great Western Road	0.3	0	Kingsholm & Wotton				0				
SA05	Land at Great Western Road Sidings	4.3	200	Kingsholm & Wotton				25	75	100		
SA06	Blackbridge Sports & Community Hub	9.69	0	Podsmead				0				
SA07	Lynton Fields - part of Land East of Waterwells	2	0	Quedgeley Fieldcourt				0				
SA08	King's Quarter	4.5	156	Westgate			25	50	50	31		
SA09	Former Quayside House - Greater Blackfriars	1.58	50	Westgate						25	25	
SA10	Former Fleece Hotel and Longsmith Street Carpark	0.46	25	Westgate					25			
SA11	Land at St Oswalds	6.44	300	Westgate				25	75	100	100	
SA12	Land at Rea Lane	1.2	30	Westgate			15	15				
SA13	Former Colwell Youth & Community Centre	0.18	20	Barton & Tredworth				20				
SA14	Land Adjacent to Blackbridge Sports & Community Hub	0.8	30	Podsmead				15	15			
SA15	Land East of Sneedhams Road	0.86	30	Matson & Robinswood				15	15			
SA16	Land off Eastgate Street	0.13	15	Westgate				15				
SA17	Southern Railway Triangle	4.22	0	Barton & Tredworth								0
SA18	Jordan's Brook House	0.85	20	Barnwood						10	10	
SA19	Land off Myers Road	0.36	10	Elmbridge						10		
SA20	White City Replacement Community Facility	0.42	0	Matson & Robinswood				0				

SA21	Part of West Quay, the Docks	0.8	20	Westgate					20			
SA22	Land adjacent to Secunda Way Industrial Estate	0.7	0	Westgate			0					
Total = 972 in total / 837 in 5-year period							53	223	285	276	135	0

