



Gloucester City Council

Five Year Housing Land Supply Statement

October 2023
(Reporting on the year 2022/23)

1. Introduction

1.1. Paragraph 74 of the National Planning Policy Framework (NPPF 2023) states: *“Local planning authorities should identify and update annually 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, or against their local housing need where the strategic policies are more than five years old*.”*

*Unless these strategic policies have been reviewed and found not to require updating. Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance.

1.2. This Statement sets out Gloucester City Council’s position on its five-year housing land supply as of the end of March 2023 following completion of the annual housing monitoring.

1.3. Figure 1. on pages 5 and 6 of this statement, indicates that Gloucester City can demonstrate 5.2 years supply of housing land as of the end of the monitoring year 2022/23.

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

2.1. The JCS was adopted in December 2017. It covers the period from 2011 to 2031 and it is the strategic-level plan which from 2011/12 set out the identified needs for housing and economic growth in the area as well as the spatial strategy for delivery. In December 2022 the JCS was 5 years old, and this had implications for the way in which housing need for the area was factored into supply calculations – see section 3 below.

2.2. Recently the JCS councils conducted a review into the plan making approach, and this has led to an agreement to embark on the preparation of the Cheltenham, Gloucester & Tewkesbury Strategic and Local Plan (CGTSLP). Once adopted, the CGTSLP will replace the JCS and Gloucester City Plan (GCP) in their entirety, together with any saved policies from the 1983 Local Plan. The SLP councils in preparing the CGTSLP will include a review of the approach to distributing housing to meet local needs. An updated Local Development Scheme was agreed by all three local authorities in July 2023 and sets out the programme for preparation. This committed to a Regulation 18 consultation being undertaken in late 2023.

3. Gloucester’s Local Housing Need and the Standard Method

3.1. As mentioned, in December 2022, 5 years passed since the adoption of the JCS, and this meant that from 2022/23 Gloucester’s need figure was based on the Government’s ‘standard method’ approach.

3.2. The ‘standard method’, as detailed in Planning Practice Guidance (PPG) ‘Housing and economic needs assessment’ including Paragraph 004 Reference ID: 2a-004-20201216 uses a formula to identify the minimum number of houses expected to be planned for by a local authority (annual local housing need or ‘LHN’). This figure is calculated using household growth projections and is adjusted to account for local affordability. This adjustment means that past undersupply is accounted for.

3.3. The ‘standard method’ sets out that the current minimum LHN for Gloucester City is **681** dwellings per annum. Gloucester City Council regard this figure to be the most accurate and up to date on which to base the five-year housing land supply calculation.

3.4. The various steps in calculating the LHN can be seen in Appendix 8. The housing requirement for the five-year period from 2023/24 to 2027/28 is 3,405 dwellings. This is the 681 annual need figure multiplied by 5. However, when a 5% buffer is applied (as required by the Housing Deliver Test) this figure is 3,575 dwellings over the 5 years.

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.

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

Year	Requirement	Annual Completions in Gloucester	Annual Completions in Tewkesbury meeting Gloucester’s Need	Total Completions	Delivery against requirement
2011/12	718	593	/	593	-125
2012/13	718	430	/	430	-288
2013/14	718	476	/	476	-242
2014/15	718	554	/	554	-164
2015/16	718	470	/	470	-248
2016/17	718	439	/	439	-279
2017/18	718	487	/	487	- 231
2018/19	718	544	/	544	-174
2019/20	718	467	21	488	-230
2020/21	718	610	114	724	+6
2021/22	718	420	529	949	+279
2022/23	670	534	820	1,354	+684
Total	8,568	6,159	1,484	7,508	-1060

4.2. Housing completions in Gloucester City Council’s administrative area total 6,159 over the plan period so far (to end March 2023). Additionally, from 2019/20 JCS Strategic Allocations in Tewkesbury Borough Council’s administrative area, that meet Gloucester’s housing need as per the adopted JCS (Innsworth, Twigworth, South Churchdown and North Brockworth) have delivered completions, with a total of 1,484 at the end of March 2023. As these strategic allocations progress, from 2023/24 to 2027/28 there is expected to be significant oversupply against the 681 annual need figure.

4.3. The overall number of dwellings allocated at JCS Strategic Allocations located in Tewkesbury Borough is 4,895. As of the end of March 2023, 3,496 of a potential 4,895 dwellings (c.71%) have the benefit of full permission or reserved matters. This represents a good level of remaining supply that will likely deliver within the plan-period, even though it is not factored in here. Furthermore, this does not include the Winnycroft Strategic Allocation, located in Gloucester City, which will also likely deliver within the plan period up to 2031.

5. Housing Requirement with NPPF Buffers

5.1. Paragraph 74 of the NPPF (2021) requires that the five-year requirement include a buffer:

- 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 plan, 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.

5.2. A footnote to point c. states that 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 2021 (issued by MHCLG) indicated that Gloucester City was on 164% delivery and thus the use of a 5% buffer is suitable in terms of the 5 Year Housing Land Supply calculation. This is the latest Housing Delivery Test figure available.

5.3. Using the calculation of housing need as per the Government’s ‘standard method’ with a 5% buffer, the five-year requirement is 3,575 dwellings. The five-year supply calculations are shown in Figure 1. and the results show that a housing land supply of **5.2 years** can currently be demonstrated.

6. Housing Supply Sources

6.1. 7,508 dwellings have already been delivered from 2011/12 to end March 2023. In terms of supply over the next 5 years the following sources of supply have been factored in within the five-year housing land supply calculation in Figure 1:

Component of Supply	Dwellings
Small sites (1-4 dwellings)	a. 26
a. those under construction	
b. those with permissions but which have not started	b. 40
c. the windfall allowance of 42 per annum for the later 3 of the 5 years (See Appendix 1 and 2)	126
	Total 177 (Adjusted down from 192 by the 23% small sites lapse rate)
Large sites (5 dwellings and more)	a. 1,014
a. those under construction	
b. those with permission but which have not started (See Appendix 3)	b. 283
	Total 1,297
Large deliverable sites on the Council’s Brownfield Land Register (See Appendix 4)	70
City Plan Allocations – not yet permitted (See Appendix 5)	685
Strategic Allocations in Tewkesbury Borough/Gloucester City attributed to Gloucester and meeting its housing need (Not including the Winneycroft sites the larger of which has permission and is counted in Commitments) (See Appendix 6)	1,498
	TOTAL 3,727
Note: Student accommodation figures are included in the ‘Large sites’ figures and an explanation of the ratio used is given in Appendix 7.	

6.2. Factoring the windfall allowance and lapse rate, the anticipated delivery from these sources of supply over the five year period from 2023/24 to 2027/28 is 3,727 dwellings.

7. Housing Delivery

7.1. In many cases information on the delivery of dwellings has been sought from developers, but where no site-specific information is available, 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 thereafter. 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 this has periodically been subject to review by an independent SALA sites assessment panel. This was the approach used when housing supply was discussed at the Gloucester City Plan examination in 2021 and it was accepted by the plan Inspector.

7.5. Details of projected future housing delivery from all sources are provided in the appendices:

- Appendix 1 and appendix 2 show the contributions from small sites and windfall and how the lapse rate for small sites is factored in.
- Appendix 3 sets out the housing trajectory and commentary for each of the larger sites which contribute towards the five-year housing land supply.
- Appendix 4 shows the anticipated trajectory of a large site currently on the Council's Brownfield Land Register.
- Appendix 5 shows the trajectory of proposed City Plan allocations.
- Appendix 6 provides the trajectory for JCS Strategic Allocations attributed to Gloucester.
- Appendix 7 outlines how student accommodation has been factored into supply and provides information on the particular ratio used as per Planning Practice Guidance.
- Appendix 8 outlines the calculation of housing need using the Government's standard method.

8. Five Year Housing Land Supply Calculation

8.1. Figure 1. below shows the five-year supply for Gloucester for 2023/24 to 2027/28. Based on the standard method with a 5% buffer, Gloucester's supply is 5.2 years (104 %).

Figure 1. Five Year Housing Land Supply Calculation (based on 2022/23 monitoring)

Requirement ~			
		Calc	Dwellings
A	Standard Method Figure		681
B	Need or Requirement over 5 years (A x 5)	A x 5	3405
C	NPPF 5% buffer following Housing Delivery Test	B / 100 x 5	170
D	Standard Method Figure over 5 years plus 5% NPPF buffer	B + C	3,575
Supply ~			
E	Supply from large sites (5+)		1297
F	Supply from small sites (1 to 4)		66
G	Supply from small sites windfall (3 years)		126
H	Small sites lapse rate (23% of small sites in years 1 and 2 lapsing)		-15
I	Supply from City Plan Allocations		685
J	Supply from BLR		70
K	Supply from Tewkesbury Allocations		1498

L	Total anticipated supply over the 5 years	$E+F+G-H+I+J+K$	3727
M	Percentage of total requirement met	$L / D \times 100$	104 %
N	Number of Years Supply	$L / D \times 5$	5.2

APPENDICES

Appendix 1: Small sites (1-4 dwellings) – those completed, under construction and extant but yet to start

Completed

2011-12 Net Delivery	2012-13 Net Delivery	2013-14 Net Delivery	2014-15 Net Delivery	2015-16 Net Delivery	2016-17 Net Delivery	2017-18 Net Delivery	2018-19 Net Delivery	2019-20 Net Delivery	2020-21 Net Delivery	2021-22 Net Delivery	2022-23 Net Delivery	TOTAL
20	31	34	37	39	77	55	36	43	22	39	37	470

Further details are in annual Housing Monitoring Reports.

Under Construction

Reference	Site	Outstanding dwellings due in 2023/24 or 2024/25
15/00397/FUL	141 Southgate Street	3
17/01146/FUL	120 Stroud Road - Coral	2
17/01385/FUL	61 Southgate Street	3
18/00842/FUL	53 Wellington Street	1
19/00340/FUL	110 Hempsted Lane	4
19/00242/FUL	Land adj 73 Falkner Street	1
19/00074/FUL	2A Cecil Road	3
20/00769/FUL	113 Rosebery Avenue	1
19/00941/FUL	Rear of 161 Cheltenham Road	1
21/00327/FUL	106 Stroud Road	1
21/00494/FUL	55 Badmington Road	1
21/00759/FUL	52 The Wheatridge	2
22/00113/FUL	121 Elmleaze	1
22/00534/FUL	47 Tuffley Crescent	1
22/00584/FUL	Side of 69 Elmleaze	1
		TOTAL = 26

Extant but yet to start

Reference	Site	Outstanding dwellings due in 2023/24 or 2024/25
20/01117/FUL	47 High Street	1
20/00226/REM	12 Sandyleaze	1
20/01267/FUL	1 St Michaels Square	1
20/01056/FUL	Winget House, Spa Road	2
19/01282/FUL	49-51 Northgate Street	1
19/01280/FUL	49-51 Northgate Street	1

20/00550/PRIOR	1 St Aldwyn Road	1
20/00815/FUL	76 Church Road	1
21/00706/FUL	7 Worcester Street	4
20/00899/FUL	6 Prinknash Close	1
21/00067/FUL	Snow Capel Farm, Sneedhams Green	1
21/00626/FUL	32 Curtis Hayward Drive	1
21/00518/FUL	20 Chatcombe Road	1
21/00695/FUL	Land Adj 37 Upton Street	1
20/01113/FUL	182 Southgate Street	3
21/00833/JPA	55 Northgate Street	4
21/00844/FUL	5 Harness Close	1
20/01124/FUL	The Famous Pint Pot, 74 Bruton Way	2
22/01066/LAW	28 Northgate Street	2
22/01222/LAW	12 St Michaels Square	-1
22/01029/FUL	39 Alexandra Road	-1
14/00401/FUL	258 Cheltenham Road	1
21/01246/FUL	10 Milton Avenue	1
21/00787/FUL	Land at Redcliffe Court	1
22/00288/FUL	15 Green Lane	0
22/00309/FUL	10 Highliffe Road	1
22/00332/FUL	Paget Cottage, the Wheatridge	1
22/00375/FUL	13 Cleeve Road	1
22/00428/FUL	The Manorhouse, 162 Barnwood Road	4
22/00566/FUL	1 Woods Orchard Road	1
20/00784/OUT / 21/01033/REM	51 Myrtle Close	1
		TOTAL = 40

Appendix 2: Small sites Windfall and Lapse rate

Windfall Allowance

The windfall allowance is based on an average over a 10 year period of small sites completed. So the average small site completions over 10 years is 41.9. Rounded up this is 42. This is the windfall allowance for the 5YHLS Calculation for 2022/23 and it will change every year because every year a new 10 year average will be calculated.

Small sites (1-4 dwellings) Actual completions in a given year (10 year range)										
	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Total Net Completions	476	554	470	439	487	544	467	610	420	534
Small Site Net Completions	34	37	39	77	55	36	43	22	39	37

Lapse rate for small sites

Gloucester's lapse rate for small sites is 23% as per the JCS evidence base. This means that only 77% of small site commitments in the 5 year period can be counted. The small sites commitments = 66 dwellings. This 66 is reduced by 23% (by 15) and so 51 dwellings is the extant small sites figure used in the 5YHLS calculation for 2022/23.

	5 Year Supply				
	2023-24	2024-25	2025-26	2026-27	2027-28
Small sites (0-4) Under construction	23	3			
Small sites (0-4 Extant but yet to start	10	30			
Windfall allowance			42	42	42

Appendix 3: Large sites (5+ dwellings) – those completed, still under construction and extant but yet to start

Completed

2011-12 Net Delivery	2012-13 Net Delivery	2013-14 Net Delivery	2014-15 Net Delivery	2015-16 Net Delivery	2016-17 Net Delivery	2017-18 Net Delivery	2018-19 Net Delivery	2019-20 Net Delivery	2020-21 Net Delivery	2021-22 Net Delivery	2022-23 Net Delivery	TOTAL
573	399	442	517	431	362	432	508	424	588	381	497	5,554

Under construction or extant but yet to start

Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	5 Year Supply Period					Post 5 Year Period	Deliverability Commentary
					2023-24	2024-25	2025-26	2026-27	2027-28		
(Site A) 07/00472/OUT 15/00286/REM (Site B) 07/00474/OUT 15/00287/REM	St Gobain/Wellman Graham/Contract Chemicals - Bristol Road	Podsmead	258	26	26	0	0	0	0	0	Large site (5+) under construction and almost complete. Figures provided by Matthew Homes in May 2023.
15/01190/OUT & 17/00224/REM	Business School & Student accommodation - University - Oxstalls Lane	Longlevens	80	80	0	0	0	0	25	55	Large site (5+) under construction, but only a technical start with no building going on. Email with University of Gloucestershire 06/22 stating that there will be no return to the site until beyond 2024 as the focus will be on the city centre campus (the former Debenhams building).
16/00518/FUL	7 Podsmead Road	Podsmead	6	6	6	0	0	0	0	0	Large site (5+) under construction. Site visit in summer 2023.
16/00165/OUT & 18/00511/REM	Land south of Grange Road	Tuffley	250	4	4	0	0	0	0	0	Large site (5+) under construction. Officer site visit in May 2023. Likely completion by July/August 2023.

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2023-24	2024-25	2025-26	2026-27	2027-28	Post 5 Year Period	Deliverability Commentary
18/00685/FUL 18/00680/REM	Monk Meadow	Westgate	409	80	80	0	0	0	0	0	Large site (5+) under construction. Very rapid progress. Figures from Build Manager – May 2023.
13/01032/OUT 20/00600/REM	Land East of Hempsted Lane	Westgate	50	7	7	0	0	0	0	0	Large site (5+) under construction. Officer site visit May 2023. Likely completion by July/August 2023.
18/00013/FUL 21/01278/JPA	Friary House, 46 - 50 Southgate Street	Westgate	33	33	15	18	0	0	0	0	Large site (5+) progressing and email from owner on 04.04.23 stating trajectory.
17/01379/FUL	96 Barnwood Road - The Coach House	Barnwood	9	9	9	0	0	0	0	0	Large site (5+) under construction. Site visit in May 2023. Very well progressed and would expect that it would be complete by December 2023 or January 2024.
18/01279/FUL	The Trust Centre, Conduit Street	Barton & Tredworth	6	6	0	6	0	0	0	0	Large site (5+) started but owner has stated that progress is limited.
17/00659/FUL	Former Gloucester Prison	Westgate	202	202	0	0	25	50	50	77	Large site (5+) not started. Only a technical start, but indications from the developers that building will start in the new year 2024.
18/00306/FUL	Former Civil Service Club, Estcourt Road	Kingsholm & Wotton	100	12	12	0	0	0	0	0	Large site (5+) under construction. Site visit in May 2023. Very well progressed will be complete by early spring 2024.
18/01141/REM	South of Winneycroft Farm	Matson & Robinswood	420	420	50	100	100	100	70	0	Large site (5+) under construction. Site visit in May 2023 which indicated no

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2023-24	2024-25	2025-26	2026-27	2027-28	Post 5 Year Period	Deliverability Commentary
											completions yet but lots of units started.
18/01454/FUL	Kings Quarter	Westgate	91	72	50	22	0	0	0	0	Large site (5+) under construction. Site visit in May 2023 which indicated that progress is rapid, and this is anticipated because these are relatively small flats on a small site.
19/00672/FUL	Manor Gardens, Barnwood Road	Barnwood	23	23	0	0	23	0	0	0	Large site (5+) under construction. Site visit in May 2023 which indicated that ground works has started with diggers on site.
20/00300/FUL	18 Denmark Road	Kingsholm & Wotton	20	20	0	20	0	0	0	0	Large site (5+) under construction. Site visit in May 2023 which indicated that there is good progress on the old building and ground works on the new one.
20/00359/REM	Land south of Rudlow Drive	Quedgeley Fieldcourt	80	7	7	0	0	0	0	0	Large site (5+) under construction. Site visit in May 2023. Very well progressed and would expect that it would be complete by January or February 2024.
19/00464/FUL	Café Nero, Southgate Street	Westgate	5	5	0	5	0	0	0	0	Large site (5+) not started.
21/01069/FUL	111 Eastgate Street	Westgate	13	13	13	0	0	0	0	0	Large site (5+) under construction but seems to have stalled with about 80% of works complete.

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2023-24	2024-25	2025-26	2026-27	2027-28	Post 5 Year Period	Deliverability Commentary
22/00239/FUL	Land Adjacent To Site B Former Contract Chemicals Site, Bristol Road	Podsmead	43	43	0	25	18	0	0	0	Large site (5+) under construction.
16/01558/OUT 22/00204/REM	Land rear of 3-29 Paygrove Lane	Longlevens	10	10	5	5	0	0	0	0	Large site (5+) under construction. Site visit in May 2023. Good progress and a busy site.
22/00258/FUL	35 Worcester Street	Westgate	5	5	0	5	0	0	0	0	Large site (5+) Not started. Site visit in May 2023.
22/00278/REM	Robinswood Inn, Matson Avenue	Matson & Robinswood	10	10	10	0	0	0	0	0	Large site (5+) Under construction. Site visit in May 2023.
22/00553/REM	Land North of Rudloe Drive	Kingsway	150	150	0	25	50	50	25	0	Large site (5+) under construction. Site visit in May 2023 which indicated that ground works have started with diggers on site.
21/00615/JPA	Britannia Warehouse, the Docks	Westgate	38	38	0	38	0	0	0	0	Large site (5+) under construction. Rapid progress, site visit in May 2023. Likely to finish ahead of trajectory.
22/00755/FUL	Land adj / rear of 19-21 Brunswick Road	Westgate	9	9	0	0	9	0	0	0	Large site (5+) Not started. Site visit in May 2023.
22/00333/COU	44-50 Eastgate Street	Westgate	20	20	0	20	0	0	0	0	Large site (5+) Not started. All flats in one block and so when building starts progress is likely to be relatively rapid. Site visit in May 2023.

					5 Year Supply Period						
Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2023-24	2024-25	2025-26	2026-27	2027-28	Post 5 Year Period	Deliverability Commentary
18/01228/OUT 22/00355/REM	Land at Naas Lane	Quedgeley Fieldcourt	97	97	0	0	25	50	22	0	Large site (5+) not started.
18/00852/FUL	Kingsway Local Centre	Kingsway	22	22	0	22	0	0	0	0	Large site (5+) not started.
				TOTAL OUTSTANDING DWELLINGS IN 5 YEAR PERIOD = 1,297							

Appendix 4: Deliverable Brownfield Land Register sites

Permission Reference	Site Name	Ward	Net Site Capacity	Outstanding Dwellings	2023-24	2024-25	2025-26	2026-27	2027-28	Post 5 Year Period	Deliverability Commentary
GLOSBR023	Former MoD Storage Site, Hempsted	Westgate	70	70	0	0	25	50	17	0	Large site (5+) not started. On BLR and expected to be submitted shortly for planning. Email confirmation of developer intentions and trajectory.

Appendix 5: City Plan Sites – Indicative Trajectory (as of 31st March 2023)

City Plan Reference	Site Name	Indicative Capacity	Gloucester Ward	2022-23	5 Year Supply					2028-29	2029-30	2030-31
					2023-24	2024-25	2025-26	2026-27	2027-28			
SA01	Land at the Wheatridge	10	Abbeydale						10			
SA02	Land at Barnwood Manor	/	Barnwood		0	0	0	0	0			
SA03	Former Prospect House, 67-69 London Road	60	Kingsholm & Wotton					30	30			
SA04	Wessex House, Great Western Road	40	Kingsholm & Wotton				20	20				
SA05	Land at Great Western Road Sidings	300	Kingsholm & Wotton			25	50	75	75	75		
SA06	Blackbridge Sports & Community Hub	/	Podsmead		0	0	0	0	0			
SA07	Former Quayside House - Greater Blackfriars	50	Westgate				25	25				
SA08	Former Fleece Hotel and Longsmith Street Carpark	25	Westgate				25					
SA09	Land at St Oswalds	300	Westgate				25	50	75	75	75	
SA10	Former Colwell Youth & Community Centre	20	Barton & Tredworth			20						
SA11	Land off New Dawn View	30	Podsmead				30					
SA12	Land south of Winneycroft Allocation	30	Matson & Robinswood				30					
SA13	Land off Lower Eastgate Street	15	Westgate					15				
SA14	Land south of Triangle Park (Southern Railway Triangle)	/	Barton & Tredworth		0	0	0	0	0			
SA15	Jordan's Brook House	10	Barnwood			0	10					
SA16	Land off Myers Road	10	Elmbridge							10		
SA17	White City Replacement Community Facility	/	Matson & Robinswood		0	0	0	0	0			
SA18	Part of West Quay, the Docks	20	Westgate					20				
					0	45	215	235	190	160	75	0

Appendix 6: JCS Strategic Allocations attributed to Gloucester – Indicative Trajectory (as of 31st March 2021)

	2019/20 Net Delivery	2020/21 Net Delivery	2021/22 Net Delivery	2022/23 Net Delivery	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	Total Delivery
Innsworth	0	14	105	179	275	231	88	50	50	32	0	0	0	0	1024
Twigworth	0	23	121	256	84	50	50	50	50	50	50	15	0	0	799
S. Churchdown	0	16	118	173	100	58	0	0	0	0	0	0	0	0	465
N. Brockworth	21	61	185	212	137	75	50	50	50	50	50	50	50	10	1051
Winneycroft (Incl. in Commitments)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/
TOTAL	21	114	529	820	596	414	188	150	150	132	100	65	50	10	3339

Appendix 7: Student Accommodation

Paragraph 34* of National Planning Practice Guidance on Housing Supply and Delivery states:

“All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority’s housing land supply based on: the amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and / or the extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.”

The Guidance indicates that plan-making authorities will need to base their calculations on the average number of students living in student only accommodation, using the published census data. The calculations should indicate an appropriate ratio based on the number of students in student only households. Using the census data for Gloucester the table below confirms that, on average, 2.5 students live in student only households in Gloucester. This aligns with the national average of 2.5 which is the ratio used in the Housing Delivery Test.

* Paragraph: 034 / Reference ID: 68-034-20190722 / Revision date: 22 July 2019

Gloucester CT0773 figures from 2011 Census		
Household Size	No. of households	Total students
1 student in household	117	117
2 students in household	76	152
3 students in household	64	192
4 students in household	47	188
5 students in household	37	185
6 students in household	5	30
7 students in household	2	14
8 students in household	0	0
9 students in household	0	0
10 students in household	0	0
10+ students in household	0	0
TOTAL	348	878
Average Student Household Size in Gloucester	(878/348 = 2.52) So 2.5 to 1 is the ratio for Gloucester from the above Census figures (CT0773) and it also happens to align with the ratio used in the Housing Delivery Test which reflects the national average student only household size. Thus for example, a development of 200 student rooms (divided by the 2.5 ratio) will equate to 80 ‘dwellings’ to be counted in housing supply.	

The Purpose-Built Student Accommodation sites in Gloucester where the 2.5 ratio has been applied are as follows:

Reference	Site	Permitted students rooms in Purpose Build Student Accommodation (PBSA)	Equivalent dwellings after ration applied
15/01190/OUT & 17/00224/REM	Student accommodation at Oxstalls Campus	200	80
16/01525/FUL	Barbican Phase 1	295	118
18/00156/FUL	Barbican Phase 2	186	74
18/00641/FUL	12-16 Quay Street	115	46

Appendix 8: Calculation of Housing Need as per the Government's 'Standard Method'

Minimum Annual Housing Need Figure for Gloucester – Based on Government's 'Standard Method' Housing and economic needs assessment - GOV.UK (www.gov.uk)	
Step 1: Setting the baseline	
Average annual household growth in Gloucester 2023 to 2033 ¹	552.7
57,634 households in 2023 63,161 households in 2033 <i>Household growth over this period = 5,527</i> <i>Divide by 10 for average annual = 552.7</i>	
Step 2: Adjust for affordability	
2022 (latest) median workplace-based affordability ratio for Gloucester ²	7.70
$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 + 1$	1.231
Adjustment factor = (7.70 – 4) / 4 = 0.925 0.925 x 0.25 +1 = 1.231	
The minimum annual local housing need figure for Gloucester (adjustment factor) x projected household growth 1.231 x 552.7 = The resulting figure is 680.51 (rounded to 681)	681
Step 3: Capping the level of any increase	
<p>Where the relevant strategic policies for housing were adopted more than 5 years ago (at the point of making the calculation), the local housing need figure is capped at 40% above whichever is the higher of:</p> <p>a. the projected household growth for the area over the 10 year period identified in step 1; or</p> <p>b. the average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists).</p> <ul style="list-style-type: none"> • 552.7 is the average annual household growth 2023 -2032 (as per step 1). • 718 dwellings per annum is Gloucester's annual housing requirement figure as set out in the adopted Joint Core Strategy. • 718 is the higher figure and a 40% addition to this is 1005.2. • The capped figure is greater than the minimum annual local housing need figure and therefore does not limit the increase to the local authority's minimum annual housing need figure. The minimum annual local housing need figure is therefore 681. 	

¹ Table 406 of 2014 Household projections [Live tables on household projections - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/live-tables-on-household-projections)

² Table 5c House price to workplace based earnings ratio [House price to workplace-based earnings ratio - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/people-in-work/household-income-and-wealth/tables/house-price-to-workplace-based-earnings-ratio)

