****

***Gloucester City Council***

***Five Year Housing Land Supply Statement***

***June 2019***

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1. **Introduction**
	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).
	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)**
	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**
	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.
	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**
	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** |

* 1. 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.
1. **Housing Requirement with NPPF Buffers**
	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.

1. **Housing Supply Sources**
	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).

* 1. Anticipated delivery from these sources of supply over the five year period from 2019/2019 to 2023/24 is 4,997.
1. **Housing Delivery**
	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

* 1. 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

* 1. 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.
	2. 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.
	3. 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.
	4. The current City Plan sites trajectory is provided at Appendix 2.
1. **Five Year Land Supply Calculation**
	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 x 5 | 3590 | 3590 |
| Remainder of plan period | g | 12 | 12 |
| Plan Period Shortfall to be met within the five-year period | h, Sedge = e, Liv = (e/g) x 5 | 1751 | 729 |
| NPPF Buffer | i = 5% 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 x 100 | **88.5%** | **109.5%** |
| Supply in Years | m = k/j x 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 |
| 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 |
| 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 |
| 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 |
| 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)**

|  |  |  |
| --- | --- | --- |
|  | **5 Year Supply Period** |  |
| **Ref** | **Site Name / Location** | **Gross ha** | **Indicative Dwellings Capacity** | **Ward** | **2018/19** | **2019/20** | **2020/21** | **2021/22** | **2022/23** | **2023/24** | **2024/25** | **2025/26** |
| 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** |

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