

Tewkesbury Borough Five Year Housing Land Supply Statement August 2019

1. Introduction

- 1.1. Under Paragraph 73 of the National Planning Policy Framework (NPPF) Local Planning Authorities are required to 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. This statement sets out the position on the five year housing land supply for Tewkesbury Borough as of 1st April 2019.
- 1.2. Figure 1 of the statement below sets out that Tewkesbury can demonstrate a 4.33 years supply of housing land.

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

- 2.1. The three authorities of Cheltenham Borough, Gloucester City and Tewkesbury Borough have jointly prepared a JCS as part of the development plan for the area which 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.

3. Tewkesbury's Full Objectively Assessed Need

- 3.1. The JCS sets out a total housing requirement for the borough of Tewkesbury of 9,899 dwellings from 2011-2031 through Policy SP1: The Need for New Development. 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 495 dwellings per year. Tewkesbury Borough Council consider this housing requirement to be the most up to date and robust figure on which to base the five year housing land supply calculation.

4. Previous Delivery

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

Table 1 - Previous Housing Completions

| Year | JCS Requirement | Annual Completions | Delivery against requirement |
|-------------|------------------------|---------------------------|-------------------------------------|
| 2011/12 | 495 | 318 | -177 |
| 2012/13 | 495 | 462 | -33 |
| 2013/14 | 495 | 512 | +17 |
| 2014/15 | 495 | 572 | +76 |
| 2015/16 | 495 | 628 | +133 |

| | | | |
|--------------|--------------|--------------|---------------|
| 2016/17 | 495 | 728 | +233 |
| 2017/18 | 495 | 934 | +439 |
| 2018/19 | 495 | 907 | +412 |
| Total | 3,960 | 5,061 | +1,101 |

4.2. Housing completions in Tewkesbury Borough have totalled 5,061 over the plan period so far (to 31st March 2019) and have exceeded the JCS annual requirement for the last six monitoring years. Furthermore, there is a 1,101 dwelling surplus against the total requirements over the 8 years of the plan period so far.

5. Five Year Housing Land Supply – Requirement

5.1. The housing requirement for any given five year period would be 2,475 dwellings. This figure is the 495 annual requirement multiplied by five.

5.2. Tewkesbury Borough, however, has experienced significant housing delivery over the JCS plan period so far, equating to 1,101 dwellings over the cumulative annual requirements since 2011. To ensure that this advanced delivery of housing is taken into account, the approach of the Council is to use this past supply it to discount from the subsequent five year requirement.

5.3. The housing requirement for 2019/20 to 2023/24 would therefore be 1,374 dwellings.

6. High Court Challenge – Past ‘oversupply’ and the housing requirement

6.1. In December 2018 the Council received an appeal decision, recovered for the Secretary of State’s determination, regarding a proposed housing development at Land South of Oakridge, Highnam (Appeal Ref: APP/G1630/W/3184272). Although the appeal was dismissed, the Council challenged the Secretary of State’s assertion in the decision in respect of five year supply where he followed the Inspector’s advice in relation to discounting advance delivery, which the Council believes to be a legally flawed interpretation of national planning policy.

6.2. The Court, confirming that no conclusions as to the interpretation of planning policy in an appeal decision is binding, declined to make any ruling on the matter of advance delivery and instead concluded that any challenge to such conclusions would have to wait an appeal in they result in an appeal decision adverse to the Council.

6.3. In light of this outcome it remains the position of the Council that its method for calculating the five year supply is correct, including the use of the advanced delivery of housing set out in section 5.

7. Housing Land Requirement with NPPF Buffers

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

- 5% - to ensure choice and completion in the market; or

- 10% - where the local planning authority wishes to demonstrate a five year supply through an annual position statement or recently adopted plan ; or
 - 20% - where there has been significant under delivery of housing over the previous three years.
- 7.2. Housing completions in the Borough have exceeded the JCS annual requirement for the last 6 years, and the cumulative requirement over the 8 years of the plan period so far. Footnote 39 of the NPPF provides that as from November 2018 significant under delivery of housing will be measured against the Housing Delivery Test (HDT), where this indicates that delivery was below 85% of the housing requirement. The HDT results for Tewkesbury Borough, as set out further at section 12 below, is 181%. Therefore the consideration of a 20% buffer is not relevant.
- 7.3. At this time the Borough Council has not sought to progress an annual position statement as described under NPPF Paragraph 74 and thus seek to apply a 10% buffer.
- 7.4. Using a 5% buffer the five year requirement would be 1,442 dwellings.

8. Deliverable Housing Supply

- 8.1. The glossary to the NPPF sets out the definition of what is considered to be a deliverable housing site. It states that:

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 five years. In particular:

- 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 five 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).
 - 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 five years.
- 8.2. An assessment of the Council's housing supply has been undertaken to determine compliance against the NPPF definition. The Deliverability Schedule at Appendix 1 shows the results of this assessment.

9. Housing Supply Sources

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

A - Major Sites (10+) with a detailed planning permission

Larger sites where a reserved matters or full permission has been granted.

B – Non-major sites (5-9) with outline or detailed planning permission

Sites between 5 and 9 dwellings where any planning permission has been granted.

C – Major Sites (10+) with an outline planning permission

Larger sites where an outline permission has been granted and there is clear evidence that housing completions will begin on site within five years.

D - Smaller sites (1-4 dwellings) with extant Planning Permission

Smaller sites where planning permission has been granted but the site is not yet under construction. For these sites a lapse rate of 22% has been calculated and total delivery from these sites has been discounted accordingly. This approach to lapse rates of small sites has been established through the JCS examination and is noted in the Inspector's Interim Report.

E - Windfall Allowance

A small site windfall allowance has been included within the supply and is based on an analysis of historic windfall delivery since 2003. This has produced an average annual windfall delivery of 46 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.

- 9.2. Anticipated delivery from these sources of supply over the five year period from 2019/20 to 2023/24 is 1,248.

10. Housing Delivery

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

Lead-in times

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

Build-out rates

- 10.3. 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 to be made: 25 dwellings in the first year and 50 dwellings per annum per developer. On sites which constitute parcels of larger developments already under construction (e.g Coopers Edge, Brockworth and Homelands, Bishop's Cleeve) a delivery rate of 50 dwellings in the first year has been assumed.

- 10.4. This approach to lead-in times and build-out rates has been established through the Assessment of Land Availability (ALA) process and has been subject to review by the independent ALA sites assessment panel. Through the annual monitoring of planning consents and the ALA process further information on site delivery, particularly for larger sites, may be obtained which provides additional detail and greater certainty.
- 10.5. A Housing Supply Deliverability Schedule is provided, at Appendix 1 to this statement which sets out the housing trajectory for each site which contributes towards the five year land supply. This is accompanied by delivery commentary to provide any updates on progress on the site. An individual breakdown of smaller sites (1-4 dwellings) has not been presented as they consist of the delivery of 134 dwellings (inclusive of a 22% lapse rate) from sites largely of 1 to 2 dwellings and is not considered necessary.

11. Five Year Land Supply Calculation

- 11.1. The five year land supply calculations have been provided at Figure 1. This demonstrates that Tewkesbury Borough Council can demonstrate 4.33 years supply of housing land, equating to an undersupply of 194 dwellings.

12. Housing Delivery Test

- 12.1. The NPPF has introduced a Housing Delivery Test (HDT) to measure each local authority's performance in delivering new homes. The HDT will result in a figure expressed as a percentage of the total homes delivered against the total number of homes required over the previous three years.
- 12.2. The Government published the 2018 HDT results on 19th February 2019. It provides a HDT measurement for Tewkesbury of 181% meaning that the Council satisfies the test. The full results are available here: <https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

Figure 1 – Five Year Land Supply Calculation (2019/20 to 2023/24)

| | DWELLINGS | TOTALS |
|--|--------------------------|--------------|
| 1. Previous Delivery (2011/12 to 2018/19) | | |
| JCS Requirement = 495 dwellings x 8 years | 3,960 | |
| Actual Delivery | 5,061 | |
| Surplus | | 1,101 |
| 2. Requirement (2019/20 to 2023/24) | | |
| JCS Requirement = 495 dwellings per annum x 5 years | 2,475 | |
| Total Requirement (minus previous surplus – 1,101) | 1,374 | |
| Total Including 5% NPPF Buffer | | 1,442 |
| 3. Deliverable Supply (2019/20 to 2023/24) | | |
| A - Major Sites with (10+) with a detailed planning permission | 723 | |
| B - Non-major sites (5-9) with outline or detailed planning permission | 154 | |
| C - Major Sites (10+) with an outline planning permission | 75 | |
| C - Dwellings on small sites (0-4) with permission (extant permission incl. 78% implementation rate) | 145 | |
| D - Small site windfall allowance | 151 | |
| Total Deliverable Supply | | 1,248 |
| 4. 5 Year Supply Calculation | | |
| (Deliverable Supply/Total Requirement) x 5 Years | | |
| <u>0% Buffer</u> | <u>5% Buffer</u> | |
| 90% Supply | 86% Supply | |
| 4.54 Years Supply | 4.33 Years Supply | |
| -126 dwellings | -194 dwellings | |

APPENDIX 1 – Housing Supply Deliverability Schedule

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|--|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| B | Permission | 17/00855/FUL | Part Parcel 1228 Main Road, Minsterworth | Minsterworth | 8 | 8 | 8 | 8 | | | | |
| A | Permission | 17/00179/FUL | Parcel 5736, New Town, Toddington | Toddington | 39 | 26 | 39 | 25 | 1 | | | |
| A | Permission | 15/01274/APP | Coopers Edge - Parcels 25A, 25B, 26A, 26B, 27A, 27B | Brockworth | 214 | 64 | 214 | 50 | 14 | | | |
| A | Permission | 16/00853/FUL | Horsebere Mews Phase 2 | Longford | 197 | 24 | 197 | 24 | | | | |
| B | Permission | 18/01094/APP | Land at Hayfield Way, Bishop's Cleeve | Bishop's Cleeve | 5 | 5 | 5 | 5 | | | | |
| B | Permission | 18/00914/FUL | Castle Lodge Green Street | Brockworth | 6 | 6 | 6 | 6 | | | | |
| B | Permission | 17/00104/OUT | Land adjacent to Rosedale House, Main Road, Minsterworth | Minsterworth | 5 | 5 | 5 | | 5 | | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|--|---------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| B | Permission | 17/00889/OUT | Land at Appithorne, Main Road, Minsterworth, GL2 8JG | Minsterworth | 5 | 5 | 5 | 0 | 5 | | | |
| A | Permission | 16/01172/FUL | Part Parcel 3100, Wainlode Lane | Norton | 22 | 19 | 22 | 19 | | | | |
| B | Permission | 17/00235/FUL | Norton Fruit Farm, Tewkesbury Road, Norton, GL2 9LH | Norton | 9 | 9 | 9 | 9 | | | | |
| B | Permission | 16/00191/FUL | Walnut Farm, Tewkesbury Road, Norton, GL2 9LG | Norton | 5 | 5 | 5 | 5 | | | | |
| B | Permission | 17/00711/FUL | Brookelands, Tewkesbury Road, Norton, GL2 9LG | Norton | 5 | 5 | 5 | 5 | | | | |
| B | Permission | 17/00678/FUL | Land off Banady Lane | Stoke Orchard | 5 | 3 | 5 | 3 | | | | |
| B | Permission | 17/00263/FUL | Stoke Orchard Garage Stoke Road GL52 7RY | Stoke Orchard | 6 | 5 | 5 | 5 | | | | |
| B | Permission | 16/01209/OUT | Vine House, Tewkesbury Road, Twigworth, GL2 9PX | Twigworth | 5 | 5 | 5 | | 5 | | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|---|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| A | Permission | 15/01002/APP | Land Parcels 4331 4619 And 583, Pamington Lane | Ashchurch Rural | 150 | 143 | 150 | 50 | 50 | 43 | | |
| A | Permission | 17/00783/APP | Land Off Nup End Ashleworth | Ashleworth | 35 | 25 | 35 | 25 | | | | |
| A | Permission | 08/01461/FUL | Brockworth District Centre - Whittle Square, Plot 5030 | Brockworth | 52 | 27 | 27 | 27 | | | | |
| B | Permission | 14/00949/FUL | Bat and Ball Inn | Churchdown | 5 | 5 | 5 | 5 | | | | |
| A | Permission | 15/00841/FUL | Land Rear Of Church Row Church Row Gretton Cheltenham Gloucestershire | Gretton | 23 | 12 | 23 | 12 | | | | |
| B | Permission | 93/01010/FUL | 105/105A Tewkesbury Road | Longford | 8 | 2 | 2 | 2 | | | | |
| A | Permission | 16/00739/APP | Homelands 2 Phase 3c | Bishop's Cleeve | 113 | 20 | 113 | 20 | | | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|---|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| A | Permission | 16/00227/APP | Cleavelands Phase 4 and 5 | Bishop's Cleeve | 228 | 34 | 228 | 34 | | | | |
| A | Permission | 16/00177/FUL | Part Parcel 3400, Columbine Road | Walton Cardiff | 261 | 93 | 261 | 93 | | | | |
| C | Permission | 14/00343/OUT | Land east railway, Ashchurch | Ashchurch Rural | 45 | 45 | 45 | 0 | 25 | 20 | | |
| A | Permission | 16/00379/APP | Cleavelands Phase 3A | Bishop's Cleeve | 126 | 126 | 126 | | 25 | 60 | 41 | |
| A | Permission | 17/00922/APP | Land Adjoining 59 Gretton Road Gotherington | Gotherington | 10 | 10 | 10 | 10 | | | | |
| A | Permission | 17/01162/APP | Parcel 7561 Malleson Road | Gotherington | 50 | 40 | 50 | 25 | 15 | | | |
| B | Permission | 16/01293/OUT | Pound Cottage Main Road | Minsterworth | 7 | 7 | 7 | | 7 | | | |
| B | Permission | 16/00670/OUT | Land At Hector Farm Hygrove Lane Minsterworth | Minsterworth | 9 | 9 | 9 | 0 | | 9 | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|--|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| | | | Gloucester Gloucestershire | | | | | | | | | |
| A | Permission | 12/00866/FUL | Former Magistrates Court | Tewkesbury | 19 | 7 | 13 | 7 | | | | |
| B | Permission | 16/00324/FUL | 1 Swilgate Road Tewkesbury Gloucestershire GL20 5PQ | Tewkesbury | 8 | 8 | 8 | 8 | | | | |
| B | Permission | 15/01091/FUL | Land To The Rear 125/126 High Street Tewkesbury GL20 5JU | Tewkesbury | 6 | 6 | 6 | 6 | | | | |
| A | Permission | 14/01233/FUL | Part Parcel 7346 Evesham Road Bishops Cleeve Cheltenham Gloucestershire | Bishop's Cleeve | 26 | 26 | 26 | 25 | 1 | | | |
| C | Permission | 17/00449/OUT | Local Centre Plots 7 And 8 Cleevelands Bishops Cleeve | Bishop's Cleeve | 30 | 30 | 30 | 0 | | 25 | 5 | |
| B | Permission | 17/00983/FUL | Land At Apple Tree Inn Main Road Minsterworth Gloucestershire GL2 8JQ | Minsterworth | 5 | 5 | 5 | 5 | | | | |
| A | Permission | 17/01041/FUL | Parcel 5736 Land South Of B4077 Newtown | Toddington | 39 | 27 | 27 | 25 | 2 | | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|------------|----------------------|---|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| | | | Toddington Cheltenham Gloucestershire | | | | | | | | | |
| B | Permission | 17/01078/FUL | Land Off Broadway Road Part Parcel 9070 Toddington Cheltenham GL54 5DT | Stanway | 6 | 6 | 6 | 6 | | | | |
| B | Permission | 18/00073/FUL | Walnut Farm Tewkesbury Road Norton Gloucester Gloucestershire GL2 9LG | Norton | 5 | 5 | 5 | 5 | | | | |
| B | Permission | 18/00115/OUT | Land To The South Of Winchcombe School Off Pennylands Way Winchcombe Cheltenham Gloucestershire | Winchcombe | 5 | 5 | 5 | | 5 | | | |
| B | Permission | 18/00549/OUT | Racecourse Garage Evesham Road Bishops Cleeve Cheltenham Gloucestershire GL52 8LZ | Bishop's Cleeve | 6 | 6 | 6 | 0 | | 6 | | |
| B | Permission | 18/00661/FUL | Land Off Banady Lane Stoke Orchard Cheltenham Gloucestershire | Stoke Orchard | 5 | 3 | 3 | 1 | | | | |
| B | Permission | 18/00914/FUL | Castle Lodge Green Street Brockworth Gloucester Gloucestershire GL3 4RR | Brockworth | 6 | 6 | 6 | 6 | | | | |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|-----------------------------------|----------------------|--|-----------------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| B | Permission | 18/01125/FUL | Land Adjacent To 4 St Clair Cottages Staverton Cheltenham Gloucestershire | Staverton | 7 | 7 | 7 | 7 | | | | |
| B | Permission | 18/01292/FUL | Former Churchdown Surgery St Johns Avenue Churchdown Gloucester Gloucestershire GL3 2DB | Churchdown | 5 | 5 | 5 | 5 | | | | |
| B | Permission | 18/00025/APP | Land Rear Of Lidl Uk Evesham Road Bishops Cleeve Cheltenham Gloucestershire | Bishop's Cleeve | 9 | 4 | 4 | 4 | | | | |
| B | Permission | 17/01078/FUL | Land Off Broadway Road Part Parcel 9070 Toddington Cheltenham GL54 5DT | Stanway | 6 | 6 | 6 | 6 | | | | |
| D | New Small Site Extant Permissions | | 186 Net reduced to 145 to include 78% implementation rate. This is the contribution extant permissions on sites of 0 to 4 dwellings are expected to make to the five year supply. The implementation rate is based on the lapse rate analysis undertaken for the JCS examination as shown in Exam 226. | | | | | 112 | 26 | 7 | 0 | 0 |

| Delivery Category | Source | Permission Reference | Site Name | Location | Net Site Capacity | Outstanding Dwellings (Net) | JCS Period Net Delivery | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 |
|-------------------|----------|----------------------|---|----------|-------------------|-----------------------------|-------------------------|---------|---------|---------|---------|---------|
| E | Windfall | | This is the contribution windfall development on sites of 0 to 4 units are expected to make to the five year supply based on the delivery rate from 2003 to 2013. The delivery rate is likely to be underestimated due to the removal of garden land the analysis. To avoid double counting the annual rate of 46 units per annum has been reduced by the number of extant dwellings expected to be delivered in that year. | | | | | | 20 | 39 | 46 | 46 |
| | | | | | | | | 695 | 206 | 209 | 92 | 46 |