



Housing Land Supply Monitor

April 2020 to March 2021



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1. Introduction

1.1 The Government published its latest version of the National Planning Policy Framework (NPPF) in July 2021.

1.2 At paragraph 74 of the NPPF concerning maintaining supply and delivery requires local planning authorities 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 or against their local housing need where the strategic policies are more than five years old.

The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

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”.

1.3. This Five Year Housing Land Supply Update and trajectory has been produced to provide more detailed position statement with regard to Harlow’s housing land supply situation than is available in the published Authority Monitoring Reports.

1.4. The Harlow Local Development Plan¹ was adopted in December 2020. The Plan’s housing requirement is 9,200 homes from 2011 to 2033. At the time of adoption the housing land supply situation indicated that there was a 6.0 years supply of housing land for 2011 to 2033².

1.5. The monitor sets out in more detail the land supply situation for 1 April 2020 to 31 March 2021 and recalculates the 5 year land supply situation.

1.6. In addition this document will identify the housing need based on the “Standard Methodology” as set out in the NPPF.

1.7. This housing monitor supplements the published Authority Monitoring Report for 2020-2021 which is published on the Council’s web site³, however it does include the results from the latest Housing Delivery Test (2021) which were published shortly before the Monitor was completed.

¹ [Harlow Local Development Plan 2020](#)

² Based on a stepped trajectory – see Harlow Local Development Plan

³ <https://www.harlow.gov.uk/planning-and-building-control/planning-policy/authority-monitoring-reports>

2. Adopted Harlow Local Development Plan

- 2.1. The Harlow Local Development Plan (HLDP) was adopted in December 2020. The Plan set out a housing requirement of 9,200 over the Plan period from 2011 to 2033, a significant uplift on the objectively assessed housing need of 7,400 dwellings calculated in the Strategic Housing Market Assessment 2017. This uplift was to help achieve regeneration of the town and improve affordability of housing.
- 2.2. Following modifications agreed by the Inspector after the Examination in Public, a stepped trajectory requirement was established of 361 dwellings per annum completed between April 2011 and March 2024 and a requirement for 501 dwellings per annum from April 2024 to March 2033. The stepped trajectory acknowledged the contribution to land supply made by larger housing sites that would be delivered in the latter stage of the plan period because of the complexities associated with the size of the developments and level of infrastructure required to bring them forward.
- 2.3. The Inspector said in his report to the Examination:

The sites identified as suitable for housing within the district include a large strategic site east of Harlow, land at Princess Alexandra Hospital and further development at Newhall. However, the lead time to bring forward these sites, particularly the site east of Harlow, means a stepped requirement for the 9,200 dwellings is both necessary and justified. On this basis 361 dwellings should be provided each year in the period 2011-24 and 501 dpa between 2024-33.

- 2.4. The Local Plan identified a dwelling requirement of 9,200 during the Local Plan period. There were 2,463 dwellings completed during the period of 1 April 2011 to 31 March 2019 and an additional 4,723 dwellings had planning permission. This left a residual requirement of 2,014 dwellings to be provided.
- 2.5. The Strategic Housing Site East of Harlow (forming part one of the four new Garden Communities in the Harlow and Gilston Garden Town) will provide 2,600 dwellings in Harlow during the Local Plan period. A further 834 dwellings will also be provided through further site allocations identified in the Local Plan. This totals of 3,434 dwellings which is 1,420 dwellings more than the residual requirement of 2,014. This overage provides an element of flexibility should some sites not come forward or their capacity is less than expected. Table 1 below is an extract from the Local Plan which sets this out.

Completions at 31 March 2019	2,463
Commitments at 31 March 2019	4,723
Strategic Housing Site East of Harlow	2,600
Policy HS2 sites	834
TOTAL SUPPLY	10,620
Surplus over 9,200 requirement	1,420

Table 1 – Extract from Harlow Local Development Plan showing dwelling supply

Local Plan Five-year Supply

- 2.6. Following the Examination period for the Local Plan, the Inspector agreed that the Sedgefield approach was appropriate for Harlow. An extract from the Inspector’s report is below:

The five-year housing land supply position as at March 2019, using the Sedgfield method to deal with past under-delivery and taking account of the stepped requirement, is 6.0 years supply. With a persistent shortfall of 425 completions having built up over the plan period to 2019, the requirement for the 2019-24 period including a 20% buffer is 2,676 dwellings. The projected supply during the five-year period is 3,229 dwellings including 2,981 dwellings from 24 sites with planning permission and 248 dwellings from the new allocations made in this plan. As a planned new town relatively few windfall sites come forward so no allowance is made for these and with most of the committed sites already under construction there is no need to apply a lapse rate in this case.

- 2.7. The Adoption of the Local Plan “fixed” the housing requirement at 9,200 dwellings and the annual dwelling requirement at 361 and 501 dwellings over a five year period or 2085 dwellings overall. After October 2022 the housing need figure will need to be reassessed against the “Standard Method
- 2.8. The five year supply calculation in the Local Plan at 31 March 2019 is in table 2 below:

A. Requirement to be delivered in the plan period	9,200
B. Requirement to be delivered by 31 March 2019 (361 x 8)	2,888
C. Completions by 31 March 2019	2,463
D. Under supply since start of plan	425
E. Further requirement to 31 March 2024 (361 x 5)	1,805
F. Total requirement to 31 March 2024 (D + E)	2,230
G. Requirement including 20% buffer	2,676
H. Annualised requirement (G ÷ 5)	535
I. Supply from proposed allocations (19/20 to 23/24)	248
J. Commitments as at 31 March 2019	2,981
K. Total supply as at 31 March 2019	3,229
L. Years supply (K ÷ H)	6.0 Years

Table 2 – Five year supply calculation: Adopted Plan 2020

- 2.9. This document moves the land supply situation that was fixed in the Local Plan forward two years to 31st March 2021.

3. Housing Land Supply 2020 to 2021

- 3.1. The Housing land supply situation as set in the adopted Local Plan reflects the main modifications which were published for consultation March to May 2020. This document updates the land supply situation at end of March 2021 with the development progress at that time including new completions and commitments, then recalculates the five year supply and sets out a detailed trajectory for the remainder of the Plan period.
- 3.2. This document will explain how Harlow Council meets the requirements of NPPF paragraph 74 to provide a minimum of five years' worth of housing against the housing requirement adopted in the Local Plan. This uses NPPF Annex 2: Glossary's definition of 'deliverable' housing units, using the PPG's examples of evidence to demonstrate deliverability, where necessary.
- 3.3. The information in this document will be used for decision-making purposes when determining planning applications or appeal inquiries for residential development.
- 3.4. It should be noted that this update is not an Annual Position Statement (APS) as referred to in Paragraph 75 of the NPPF and therefore does not follow a notification of intention to submit an APS to the Planning Inspectorate (PINS).

Housing Delivery Test

- 3.5. In February 2019 the Government published the 2018 results of the Housing Delivery Test as required by the NPPF 2018 see table 3. This monitored the Local Planning Authority to ensure it is building new homes at a rate that will meet the identified housing need. The result of the monitoring indicated that there were insufficient new homes being delivered to meet the requirement, and as such an additional 20% buffer was required to meet the five year land supply, and as delivery was less than 95% of the requirement the Council had to prepare an action plan to address the shortfall. This action plan was published and is available on the Council's web site.⁴

Number of Homes Required			Total Number of Homes Required	Number of Homes Delivered			Total Number of Homes Delivered	Housing Delivery Test: 2018 measure	Housing Delivery Test: 2018 Consequence
2015/2016	2016/2017	2017/2018		2015/2016	2016/2017	2017/2018			
326	329	353	1008	225	340	281	84%	Buffer	

Table 3 – Government result for Housing Delivery Test for 2018

- 3.6. The 2018-2019 Housing Delivery Test Result for 2019, showed an improved situation. Homes delivered exceeded the test by 13%, which meant that on calculating the five year supply only a 5% buffer was required and an update to the action plan was not needed. Although the action plan remains as guidance for the Council.
- 3.7. For the 2019-2020 Housing Delivery Test, homes delivered exceeded the test criteria by 34% and consequently no buffer was required.
- 3.8. The results have been published for the 2020-2021 Housing Delivery Test⁵ set out below in Table 4, where it indicates there is no consequence as the number of homes delivered is more than double test requirement.

⁴ <https://www.harlow.gov.uk/sites/default/files/documents/Housing%20Delivery%20Action%20Plan.pdf>

⁵ <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>

Number of Homes Required			Total Number of Homes Required	Number of Homes Delivered			Total Number of Homes Delivered	Housing Delivery Test: 2021 measure	Housing Delivery Test: 2021 Consequence
2018/2019	2019/2020	2020/2021		2018/2019	2019/2020	2020/2021			
361	331	241	933	676	725	535	1936	208%	None

Table 4 - Government result for Housing Delivery Test for 2021

Baseline Data – Completions to 2021

3.9. The housing requirement of 9,200 remains as the baseline of the supply calculation until the Plan is reviewed. This is an annual requirement of 418 dwellings per annum, however as explained above this has been split into 361 dwellings per annum up to 2024 and 501 dwellings per annum or the remainder of the plan period.

3.10. Table 5 shows the cumulative total of net dwelling completions in Harlow from the beginning of the Plan period. National Guidance stipulates that any shortfall in the housing supply is calculated from the base date of the Plan. Table 2 also shows the cumulative shortfalls over this period.

Year	Completions	Cumulative Completions	Difference from requirement	Cumulative Difference
2011-2012	389	389	28	28
2012-2013	152	541	-209	-181
2013-2014	126	667	-235	-416
2014-2015	204	871	-157	-573
2015-2016	225	1,096	-136	-709
2016-2017	340	1,436	-21	-730
2017-2018	281	1,717	-80	-810
2018-2019	676	2,393	315	-495
2019-2020	725	3,118	364	-131
2020-2021	535	3,653	174	43

Table 5 – Housing completions and cumulative differences

3.11. As table 5 shows there had been a consistent shortfall in the number of completions against the Local Plan requirement up until 2018 when the shortfall was beginning to reduce as strategic sites (from the previous Harlow Local Plan 2006) had begun to build out.

Five-year Supply at 31 March 2021

3.12. The five year supply calculation in the adopted plan at 31 March 2021 is as follows in table 6:

A. Requirement to be delivered in the plan period	9,200
B. Requirement to be delivered by 31 March 2021 (361 x 10)	3610
C. Completions by 31 March 2021	3653
D. supply since start of plan (OVER SUPPLY)	-43
E. Further requirement to 31 March 2026 (361 x 3) + (501X2))	2085
F. Total requirement to 31 March 2026(D + E)	1763
G. Requirement including 5% buffer	2144
H. Annualised requirement (G ÷ 5)	429
I. Supply from proposed allocations (20/21 to 25/26)	158
J. Commitments as at 31 March 2021	2595
K. Total supply as at 31 March 201 (I+J)	2753
L. Years supply (K ÷ H)	6.4 Years

Table 6 - Five year supply calculation: March 2021

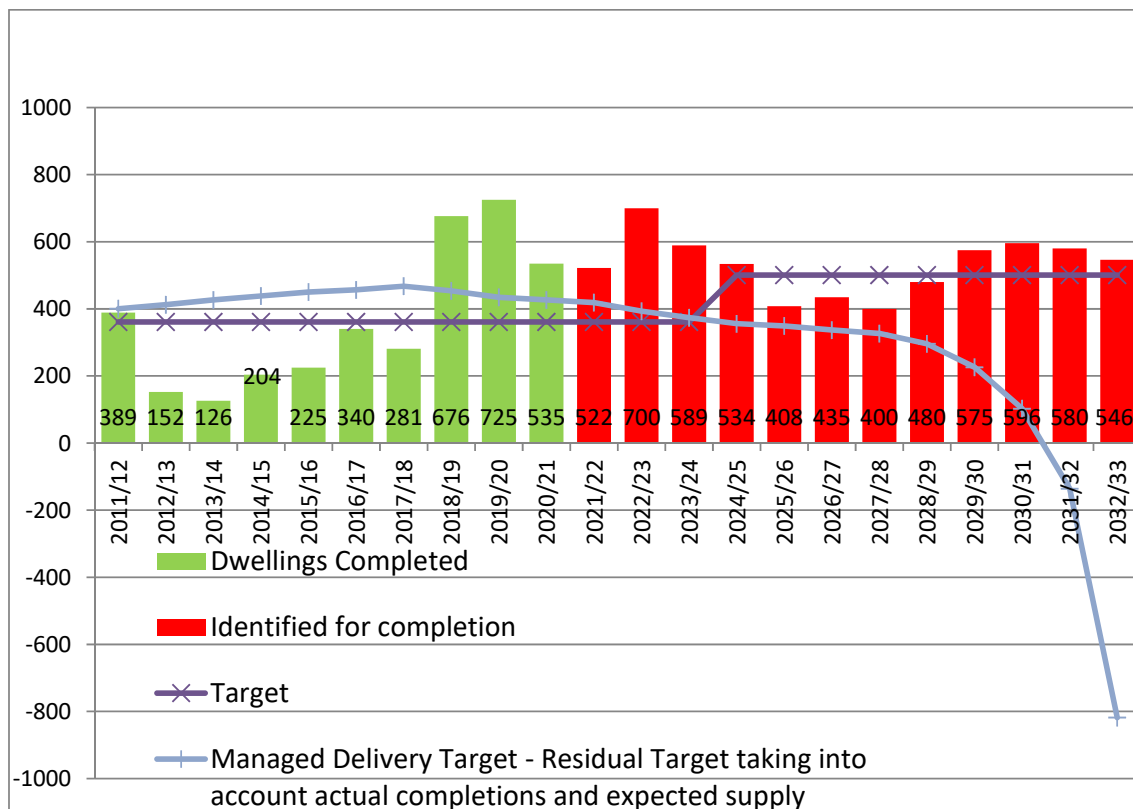
4. Conclusions

- 4.1. The total requirement for housing delivery for the five year period from 1 April 2021 to 31 March 2026 is 2144 dwellings. This has been established based on the Adopted Harlow Local Development Plan 2020 plus completions since 2011 and the required buffer of 5%. The Plan requirement incorporates the objectively assessed housing need and additional dwellings to help increase affordability and support the Council’s policy of regeneration.
- 4.2. At the time of writing the monitor the latest Housing Delivery Test had not been published. The Council’s assessment at this time is that there will be no requirement to increase the supply buffer to 20% and will be established at 5%.
- 4.3. Table 7 shows the land supply situation at 31 March 2021 for the 5 year period.

Total Number of Committed Deliverable Dwellings	2595
Total Number of Allocated Deliverable Dwellings	158
Total Supply	2753

Table 7 – Land Supply

- 4.4. The total supply means that there was a surplus of 609 dwellings over the requirement of 2042 equating to a 6.4 year supply, thus exceeding the required 5 year supply of deliverable dwellings. The graph below summarises the trajectory for the monitoring year.



- 4.5. A detailed breakdown on a site by site basis is set out in Appendix A.

Harlow District Council Housing Land Supply Monitor 2020-2021

APPENDIX A

HOUSING TRAJECTORY 2011 - 2033

AS AT 31/03/21

FIVE YEAR SUPPLY - 2021TO 2026 (1/4/21 - 31/3/26)

Grid Ref.	Planning Application Reference	COMMITMENTS	COMMENT	Completions	Total number of dwellings	Commitments	Deliverable dwellings	Completions Current Year actual 20/21	1	2	3	4	5	YR16	YR17	YR18	YR19	YR20	YR21	YR22	
									2021/22	2022/23	2023/24	2024/25	2025/26								
547548	210580	HW/PL/ 04/ 00302	Newhall Phase 2 & 3 (750 + 1550 includes 300 Hubbards Hall Land)	Under construction	791	2347	1556	650	114	130	130	130	130	130	130	130	130	130	130	130	126
548151	212265	HW/PL / 11 / 00055	Land North of Gilden Way (Phase 1 & 2 plus 144 additional)(Gilden park)	Under construction	701	1,055	354	354	235	150	150	54									
544495	210031	HW/PL / 17 / 00097	Harvey Centre, West Gate, Market Square, Broad Walk (ABC&D)	Demolition undertaken	0	468	468	468	0		100	200	168								
544889	211252	HW/PL / 18 / 00144	Edinburgh Gate Car Park	Under construction	0	361	361	361	0	100	100	100	61								
544332	211093	HW/PL / 17 / 00563	1-7 Burnt Mill (SUPERCEEDS 16/400)	Under construction but little progress	0	172	172	172	0		50	60	62								
543765	210902	HW/PL / 14 / 00361	Former Rugby Club Ram Gorse (Application Submitted with dwelling increase)	Under construction	115	125	10	10	25	10											
544309	210161	HW/PL / 19 / 00241	Wych Elm House, Wych Elm	Under construction	0	122	122	122	0		122										
544202	210053	HW/PL / 15 / 00193	The Angle	Not started	0	69	69	69	0		33	36									
544389	210089	HW/PL / 17 / 00482	Mitre Buildings Kitson Way (PD PrNotice)	Under construction	18	66	48	48	0	48											
544137	209374	HW/PL / 18 / 00309	Northbrooks House	Under construction	0	47	47	47	0	47											
544370	208162	HW/PL / 18 / 00298	Lister House Perry Road	Demolition - Not started	0	46	46	0	0					46							
544531	210155	HW/PL / 16 / 00126	1st, 2nd, 3rd Market House (Prior Notification) plus 8 new floor	Under construction	0	46	46	46	0		46										
545430	208954	HW/PL / 18 / 00189	Land South Of 43-56 Bushey Croft	Under Construction	0	16	16	16	0	16											
544503	210108	HW/PL / 17 / 00465	6 - 20 The Rows CM20 1BZ	Not started	0	13	13	13	0		13										
544624	210170	HW/PL / 18 / 00438	20-24 Adams House	Under construction	0	11	11	11	0	11											
546031	211508	HW/PL / 19 / 00047	5 West Road (Prior Notification)	Not started	0	11	11	11	0		11										
545876	210670	HW/PL / 19 / 00257	Service Bays rear of The Stow HS2-2	Not started	0	98	98	98	0		35	35	28								
544404	210145	HW/PL / 20 / 00161	North Of Aylmer House, Kitson Way	Not started	0	49	49	49	0			49									
			Small Sites 9 dwellings and below	Mixed	13	0	-13	50	13	10	10	10	10	10	4						
TOTAL									387	522	700	574	491	308	180	130	130	130	130	130	126

Grid Ref.	Local Plan Policy Ref.	STRATEGIC SITE ALLOCATION	Allocated Dwellings																		
548956	210978	HS3 - 3	East of Newhall,	2,050	100								100	200	250	300	300	300	300	300	
ALLOCATIONS																					
543989	209997	HS2 - 1	Princess Alexandra Hospital	550	0																
545871	210657	HS2 - 2	Service bays rear of The Stow															50	100	150	100
544395	208106	HS2 - 3	Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery	30	30							30									
546004	207492	HS2 - 4	* Riddings Lane	35	0									35							
545865	208619	HS2 - 5	The Evangelical Lutheran Church, Tawneys Road	35	0														35		
543635	208333	HS2 - 6	* Pollard Hatch plus garages and adjacent land	20	0													20			
544787	208693	HS2 - 7	* Coppice Hatch and garages	16	0															16	
543733	208644	HS2 - 8	* Sherards House	15	15							15									
545653	209297	HS2 - 9	* Elm Hatch and Public House 69 to 138	13	13							13									
545359	210130	HS2 - 10	* Fishers Hatch	10	0									10							
543913	209534	HS2 - 11	* Slacksbury Hatch and associated garages	10	0										10						
546494	209379	HS2 - 12	* Garage blocks adjacent to Nicholls Tower	10	0																10
545294	207721	HS2 - 13	* Stewards Farm	10	0															10	
545865	209910	HS2 - 14	* Pypers Hatch	10	0																10
* IN LOCAL AUTHORITY OWNERSHIP				2,814	158				0	0	15	43	100	255	270	350	445	466	450	420	