



Housing Land Supply Monitor

April 2021 to March 2022



Harlow Local Development Plan

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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 a 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 Plan ¹was 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 year supply of housing land for 2011 to 2033².

1.5. The Monitor sets out in more detail the land supply situation for 1 April 2021 to 31 March 2022 and recalculates the Five 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 2021-2022 which is published on the Council’s web site³, however it does not include the results from the latest Housing Delivery Test (2022) which will be published on the Council’s web site as soon as it is received.

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 sets 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 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 2,085 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 of 31 March 2019	2,981
K. Total supply as of 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 three years to 31st March 2022.

3. Housing Land Supply 2021 to 2022

- 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 monitor updates the land supply situation to the end of March 2022 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 monitors 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>

3.9. At time of publication of this Monitor the Housing Delivery Test results for Harlow had not been published.

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 2022

3.10. 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.

3.11. 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
2021-2022	416	4,069	55	98

Table 5 – Housing completions and cumulative differences

3.12. 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.

3.13. Whilst there was a peak of completions in the 2019-2020 period this has slowed down, probably due to the impact of Covid on the development sector.

Five-year Supply on 31 March 2022

3.14. The five-year supply calculation using the annual requirement set out in the adopted plan at 31 March 2022 is set out in table 6:

A. Requirement to be delivered in the plan period	9,200
B. Requirement to be delivered by 31 March 2022 (361 x 11)	3,971
C. Completions as of 31 March 2022	4,069
D. Supply since start of plan (OVER SUPPLY)	-98
E. Requirement to 31 March 2027 (361 x 2) + (501X3))	2,225
F. Total requirement to 31 March 2027(D + E)	2,127
G. Requirement including 5% buffer	2,233
H. Annualised requirement (G ÷ 5)	447
I. Supply from proposed allocations (20/22 to 25/27)	113
J. Commitments as at 31 March 2022	2,555
K. Total supply as at 31 March 2022 (I+J)	2,668
L. Years supply (K ÷ H)	6.0 Years

Table 6 - Five-year supply calculation: March 2022

3.15. The calculation indicates that there is a 6 year supply of deliverable housing, incorporating a 5% buffer as required by NPPF.

Land Supply on 31 March 2022

3.16. As set out in the Harlow Local Development Plan the overall housing requirement over the plan period 2011 to 2033 is 9,200 dwellings. The Housing Trajectory set out in Appendix A indicates that with housing completions from 2011 to 2022 and housing commitments to 2033, the housing supply is 8,756.

3.17. This means there is a shortfall on the Local Plan's requirement of 444 dwellings. This represents 95% of the requirement. Whilst not a significant shortfall it is something that will be closely monitored over the remainder of the Plan period through the Council's Authority Monitoring Reports.

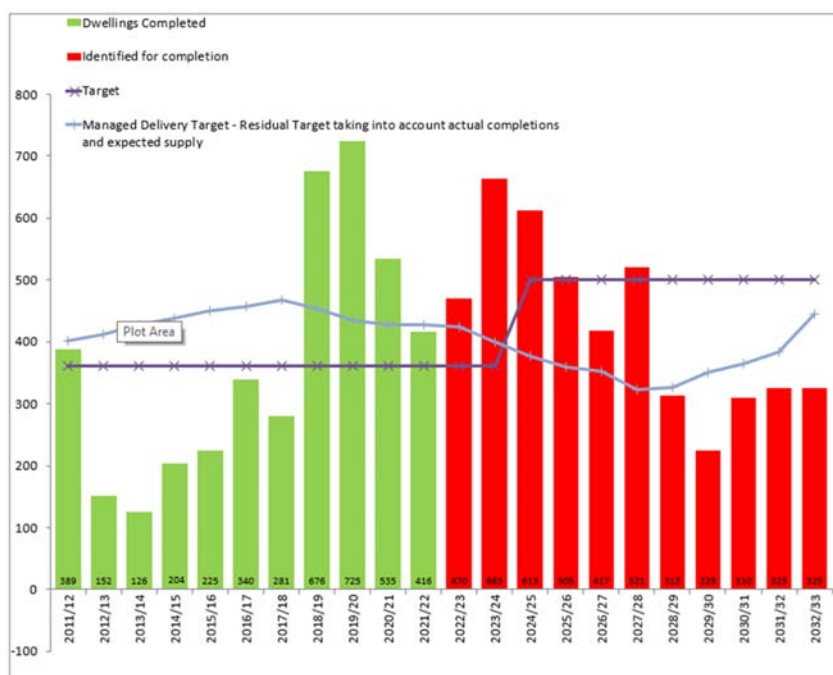
4. Conclusions

- 4.1. The total requirement for housing delivery for the five-year period from 1 April 2022 to 31 March 2027 is 2,668 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 producing the monitor the latest Housing Delivery Test results have 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% as required by the NPPF.
- 4.3. Table 7 shows the land supply situation at 31 March 2022 for the 5 year period.

Total Number of Committed Deliverable Dwellings	2,555
Total Number of Allocated Deliverable Dwellings	113
Total Supply	2,668

Table 7 – Land Supply

- 4.4. The total supply means that there was a surplus of 435 dwellings over the requirement of 2,233 equating to a 6-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.
- 4.6. The shortfall of 444 dwellings over the totality of the Plan period, will be reviewed annually through the Authority Monitoring Report.
- 4.7. Projected residential development in the Town Centre within the Plan period supported by the Harlow Town Centre Masterplan Framework Supplementary Planning Document sets out additional residential development areas in the Town Centre which should cover any shortfall.

Harlow District Council Housing Land Supply Monitor 2021-2022

APPENDIX A

HOUSING TRAJECTORY 2011 - 2033 AS AT 31/03/22

FIVE YEAR SUPPLY - 2022 TO 2027 (1/4/22 - 31/3/27)

Grid Ref.	Planning Application Reference Number	Commitments	Comment	Completions	Total number of dwellings (NET)	Commitments	Deliverable dwellings	Completions Current Year 21/22 (NET)	1	2	3	4	5	YR17	YR18	YR19	YR20	YR21	YR22	YR23	YR24	YR25	YR26	2037/38
									2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	
547548	210980	HW/PL / 04 / 00302	Newhall Phase 2 & 3 (Now excludes Hubbards Hall Land)	Under construction	819	1,727	908	650	87	130	130	130	130	130	130	128								
548151	212925	HW/PL / 11 / 00055	Land North of Gliden Way (Phase 1 & 2 plus 144 additional)(Gilden park)	Under construction	691	1,055	364	364	225	150	150	64												
544466	210031	HW/PL / 17 / 00097	Harvey Centre West Gate, Market Square, Broad Walk (ABC&D)	Some demolition of part D	0	631	631	431	0			81	150	200	200									
544889	211252	HW/PL / 18 / 00144	Edinburgh Gate Car Park	Under construction	157	363	206	206	57	74	132													
544332	211085	HW/PL / 17 / 00563	1-7 Burn Mill (SUPERCEEDS 161400)	Under construction	0	172	172	172	0		172													
543762	210092	HW/PL / 14 / 00361	Former Rugby Club Ram Gorse (Application Submitted with dwelling increase)	Complete	125	125	0	0	10															
544300	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 (site cleared)	0	69	69	69	0		33	36												
544380	210989	HW/PL / 17 / 00482	Mitre Buildings Kitson Way (PD P/Notice)	Under construction	46	66	20	20	28	20														
544137	200374	HW/PL / 18 / 00009	Northbrook 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	210156	HW/PL / 16 / 00126	1st, 2nd, 3rd Market House (Prior Notification) plus 8 new floor	Initial work started	0	46	46	46	0			46												
545430	208854	HW/PL / 18 / 00189	Land South Of 43-56 Bushay Croft	Under Construction	0	16	16	16	0	16														
544053	210168	HW/PL / 17 / 00466	6 - 20 The Rows CM20 1B2	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 The Stow HS2-2	Not started (part of site cleared)	0	88	88	88	0		35	35	18											
544404	210145	HW/PL / 20 / 00161	North Of Aylmer House, Kitson Way	Not started	0	49	49	49	0			49												
545090	200962	HW/PL / 20 / 00509	Former Purford Green Junior School	Not started	0	35	35	35	0			35	150											
544776	209963	HW/PL / 19 / 00200	Part Of Terminus Street Car Park And Land South Of The Car Park, Velvy Avenue	Not started	0	150	150	150	0															
			Small Sites 10 dwellings and below	Mixed	6																			
			TOTAL		71	65	55	9	11	11	11	11	11	10	10	128	0	0	0	0	0	0	0	0

Harlow Local Development Plan Policy Number		STRATEGIC SITE ALLOCATION	ALLOCATED DWELLINGS	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38
548890	210978	HS3 East of Harlow	975	0						100	175	175	175	175	175	175	175	175	175
543989	209997	HS2-1 Princess Alexandra Hospital	450	0							50	100	150	150	100				
545871	210657	HS2-2 Service bays rear of The Stow	0	0															
544395	208106	HS2-3 Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery	9	9		9													
545094	201492	HS2-4 * Ridings Lane	35	0					35										
545965	208119	HS2-5 The Evangelical Lutheran Church, Tawneys Road	35	0								35							
543630	208333	HS2-6 * Pollard Hatch plus garages and adjacent land	20	20				20											
544787	208693	HS2-7 * Coppice Hatch and garages	16	16				16											
543733	208844	HS2-8 * Shearards House	16	16				16											
545020	200297	HS2-9 * Elm Hatch and Public House 69 to 133	12	12				12											
545059	210130	HS2-10 * Fishers Hatch	10	0						10									
543913	209534	HS2-11 * Slacksbury Hatch and associated garages	10	10				10											
545494	209379	HS2-12 * Garage blocks adjacent to Nicholls Tower	10	10				10											
545294	201721	HS2-13 * Stewards Farm	10	10				10											
545965	209910	HS2-14 * Pyrens Hatch	10	10				10											
		TOTAL	1,618	113	0	0	37	0	76	135	185	225	310	325	325	275	175	175	175

4,687	Total Supply	9200
4069	Past Completions	444
8,756	TOTAL DWELLINGS	

Plan Requirement 9200
Shortfall on requirement 444