



Housing Land Supply Monitor

April 2022 to March 2023



Contents

1. Introduction	4
2. Adopted Harlow Local Development Plan	5
Local Plan Five-year Supply	5
3. Housing Land Supply 2022 to 2023	7
Housing Delivery Test	7
Five-year Housing Land Supply 31 November 2023.....	9
Land Supply 31 November 2023	9
4. Conclusions	10
APPENDIX A.....	11

1. Introduction

1.1 The Government published its latest version of the National Planning Policy Framework (NPPF) in September 2023.

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 regarding 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 2022 to 31 March 2023 and recalculates the Five-Year land supply situation.

1.6. Since the publication of the Monitor for 2021- 2022 there have been several documents and policies produced that will have a bearing on the trajectory going forward. These documents have identified further land supply that have now been introduced into the Trajectory.

1.7. This housing monitor supplements the published Authority Monitoring Report for 2022-2023 which is published on the Council’s web site³, however it does not include the results from the latest Housing Delivery Test (2023) which has been delayed and 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 Sedgfield 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 Sedgefield 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 also be reassessed against the “Standard Method”.
- 2.8. The five-year supply calculation in the Local Plan on 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 monitor moves the land supply situation that was fixed in the Local Plan forward four years to November 2023.

3. Housing Land Supply 2022 to 2023

- 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 November 2023 with the development progress at that time including new completions up to 31 March 2023 and commitments up to publication of this monitor. then recalculates the five-year supply and sets out a detailed trajectory for the remainder of the Plan period.
- 3.2. There have been several documents and policies produced that have a bearing on the trajectory going forward. These documents have identified further land supply that has been introduced into the Trajectory. These documents include adopted Supplementary Planning Documents, and a Cabinet endorsed council house building program.
- 3.3. This approach is supported by both the NPPF and NPPG⁴ for both deliverable (0-5 years) and developable (6-10 years) sites.
- 3.4. 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 5 years. Deliverable sites which are not commitments or Local Plan allocations are set out in Appendix A with a description why these sites have been included.
- 3.5. To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged. Developable sites that contribute to the requirement up to the end of the Plan period which are not commitments or Local Plan allocations are set out in Appendix A with a description why these sites have been included.
- 3.6. This document sets out 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.
- 3.7. The information in this document will be used for decision-making purposes when determining planning applications or appeal inquiries for residential development.
- 3.8. 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

- 3.9. In February 2019 the Government published the 2018 results of the Housing Delivery Test as required by the NPPF 2018. 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.⁵

⁴ Paragraph: 020 Reference ID: 68-020-20190722 of National Planning Policy Guidance

⁵ <https://www.harlow.gov.uk/sites/default/files/documents/Housing%20Delivery%20Action%20Plan.pdf>

- 3.10. 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.
- 3.11. For the 2019-2020 Housing Delivery Test, homes delivered exceeded the test criteria by 34% and consequently no buffer was required.
- 3.12. The results were published for the 2020-2021 Housing Delivery Test⁶, where it indicated there were no consequences as the number of homes delivered is more than double test requirement.
- 3.13. At time of publication of this Monitor the Housing Delivery Test results for Harlow had not been published but is expected early in the new year (2024) and will cover the period up to 2022.

Baseline Data – Completions to 2023

- 3.14. 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 (stepped trajectory) into 361 dwellings per annum up to 2024 and 501 dwellings per annum or the remainder of the plan period.
- 3.15. Table 3 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 3 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
2022-2023	560	4,629	199	297

Table 3 – Housing completions and cumulative differences

- 3.16. As table 3 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.

⁶ <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>

3.17. 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. There has since been an increase in completions which is down to the build out of apartment blocks in both the town centre and Edinburgh Way and the steady completions at Newhall and Gilden Park.

Five-year Housing Land Supply 31 November 2023

3.18. The five-year supply calculation using the annual requirement set out in the adopted plan at 31 November 2023 is set out in table 4:

a	Requirement to be delivered in plan period	9200
b	Completions since start of plan	4629
c	Residual to be delivered over remaining plan period [a-b]	4571
d	Annual requirement over plan period [a/22]	418
e	Stepped Five-year requirement	2365
f	Under/Over Supply since start of plan 2011-2018	-297
g	Five-year requirement plus under supply [e+f]	2068
h	Annualised figure with under supply [g/5]	414
i	Buffer 5% [g*0.05]	103
j	Total 5-year requirement with buffers [g+i] [j/5] (annual)	2171
k	Proposed allocations & Other sites (23/24 to 27/28)	185
l	Commitments	1994
m	Total Five-Year Supply [k+l]	2179
n	Percentage Achievable [j/m*100]	100.35%
o	Years Supply [j/5=annual: m/annual]	5.02 years

Table 4 - Five-year supply calculation: November 2023

3.19. The calculation indicates that there is a 5.02-year supply of deliverable housing, incorporating a 5% buffer as required by the NPPF.

Land Supply 31 November 2023

3.20. 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 2023 and housing commitments to November 2033 and other development sites, the housing supply is 9,871 dwellings.

3.21. This means there is an oversupply on the Local Plan's requirement of 671 dwellings. This represents 107% of the requirement. A surplus on the requirement is something that will be closely monitored over the remainder of the Plan period through the Council's Authority Monitoring Reports. However, an oversupply against the requirement is a useful buffer should sites underperform over the remainder of the Plan period.

4. Conclusions

4.1. The total supply for housing delivery for the five-year period from 1 April 2023 to 31 March 2028 is 2,179 dwellings. The total land supply for the remainder of the Plan period is 5,242 dwellings. The Local Plan requirement embraces the objectively assessed housing need (7400 dwellings) and increases that with additional dwellings to help increase affordability and support the Council’s policy of regeneration. Table 5 shows the land supply situation at 31 November 2022 for the 5-year period. Table 6 shows the total number of developable sites to the end of the Plan period.

Total Number of Committed Deliverable Dwellings	1994
Total Number of Allocated and other Deliverable Dwellings (see appendix A Other development sites over plan period)	185
Total 5-year Supply	2,179

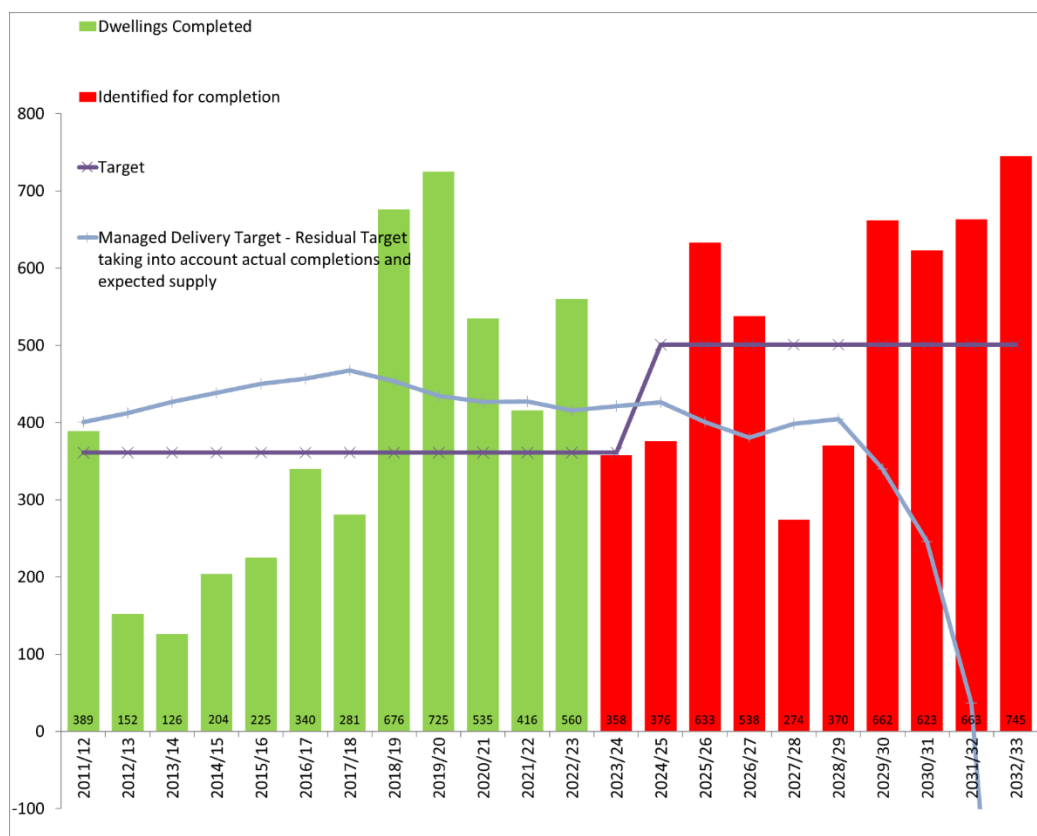
Table 5 - 5-year Land Supply

Total Number of Committed Developable Dwellings	2,662
Total Number of Allocated and other Developable Dwellings (see appendix A Other development sites over plan period)	2,580
Total New Supply to 2033	5,242

Table 6 – Total land supply over the remaining Plan period

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 likely be no requirement to increase the supply buffer to 20% and will be established at 5% as required by the NPPF.

4.3. The total deliverable supply means that the 5-year requirement will be met. The graph below summarises the current trajectory.



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

4.5. The 5-year requirement will be reviewed annually through the Authority Monitoring Report.

