

**APPEAL ON BEHALF OF REDCLIFFE HOMES LTD,
AGAINST THE REFUSAL OF PLANNING PERMISSION BY
SOUTH GLOUCESTERSHIRE COUNCIL FOR:**

**ERECTION OF 35 NO. DWELLINGS WITH GARAGES
AND ASSOCIATED WORKS**

LAND SOUTH OF BADMINTON ROAD, OLD SODBURY

Appeal Ref: APP/P0119/W/22/3303905

LPA Ref: P21/03344/F

**Five-Year Housing Land Supply & Delivery Proof of
Evidence by Miss Coral Curtis (MRTPI) (MPlan)**

October 2022

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1.0 INTRODUCTION

Qualifications, Experience & Declaration

- 1.1 My name is Coral Lee Curtis. I am a member of the Royal Town Planning Institute (MRTPI) and have over 8 years' experience as a planning consultant working in England and Wales as an employee of Grass Roots Planning Ltd. I have a Masters in Planning (MPlan) (Property Development) degree from the University of the West of England (UWE), Bristol, from which I secured the RTPI South West Prize for Outstanding Contribution to the MPlan Programme. Prior to this, I worked within the Economic & Regeneration department at Teignbridge District Council.
- 1.2 I can confirm that this evidence, which I have prepared and provided in support of appeal ref: APP/P0119/W/22/3303905, is true and has been given in accordance with the guidelines of the Royal Town Planning Institute. I can also confirm that the opinions expressed are my true professional opinion on the various matters discussed.

Scope of Evidence

- 1.3 On behalf of Redcliffe Homes Ltd (the appellant), I have prepared the following evidence to support an appeal being made against the refusal of planning permission by South Gloucestershire Council (SGC) for a development of 35 dwellings and ancillary works, at land south of Badminton Road, Old Sodbury (LPA Application Ref: P21/03344/F, Appeal Ref: APP/P0119/W/22/3303905).
- 1.4 This proof of evidence specifically relates to five-year housing land supply only, and should be read alongside the proof of evidence prepared by Mr Kendrick in relation to all other planning matters.
- 1.5 Given there is a Statement of Common Ground (SoCG) in respect to five-year housing land supply (5YHLS), this evidence does not cover the following matters in detail as these are already agreed with the Council:
- Planning Policy Context
 - The 5YHLS Requirement in South Gloucestershire
- 1.6 As per the requests of the Case Management Conference (CMC) notes, I provided the Council with a draft Statement of Common Ground (SoCG) and list of disputed sites on the 4th October 2022. I provided a revised list on the 13th October and received a revised draft back on the

17th October 2022, which was agreed and signed on the 18th October 2022 and issued to PINs.

2.0 RELEVANT GUIDANCE & APPEAL DECISIONS

The ‘two categories’ of site

- 2.1 In order to demonstrate deliverability of sites within the five-year housing land supply, one must first consider Annex 2 of the NPPF which sets out the following:

‘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:

- a) 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).*
- b) 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.’*

- 2.2 Category A sites can therefore be interpreted as follows:

- Minor sites with planning permission
- Major sites with detailed planning permission

- 2.3 These sites should be considered deliverable unless there is clear evidence that homes will not be delivered within five years.

- 2.4 Category B sites are identified as those which have outline planning permission for major development, allocations, permission in principle, or sites contained in a brownfield register. In the case of Category B sites, the onus is upon the planning authority to demonstrate clear evidence that the site will deliver homes within five years. How the authority can demonstrate ‘clear evidence’ to support a site’s inclusion in the 5YHLS is discussed further below.

- 2.5 Whilst a site will fall into Category A or B, the first part of the definition of ‘deliverability’ must also be considered – that sites should be available now, offer a suitable location for development, and be achievable with a realistic prospect that housing will be delivered on the

site within five years. It should therefore not be assumed that all sites falling within Category A will be automatically deliverable once this analysis is undertaken.

The Base Date, Cut-Off Date & Five-Year Period

- 2.6 The base date is the one in which both the five-year requirement and the supply relate, and forms the 'start date' for the five year period. The LPA's most recent Annual Monitoring Report (AMR) has a base date of 1st April 2021, which means the five-year period is between 1st April 2021 to 31st March 2026. I have therefore assessed the land supply position in SGC on this basis.
- 2.7 Several Inspectors have commented on the appropriateness of including sites within the 5YHLS trajectory after the cut off period, or new sites which have been granted permission after the AMR has been published.
- 2.8 Inspector Harold Stephens within the land at Green Road, Woolpit decision **(CD6.4)** commented in paragraph 67:

"In my view the definition of 'deliverable' in the Glossary to the NPPF 2018 does not relate to or include sites that were not the subject of an allocation but had a resolution to grant within the period assessed within the AMR. The relevant period is 1 April 2017 to 31 March 2018. There is therefore a clear cut-off date within the AMR, which is 31 March 2018. The Council's supply of deliverable sites should only include sites that fall within the definition of deliverable at the end of the period of assessment i.e. 31 March 2018. Sites that have received planning permission after the cut-off date but prior to the publication of the AMR have therefore been erroneously included within the Council's supply. The inclusion of sites beyond the cut-off date skews the data by overinflating the supply without a corresponding adjustment of need. Indeed that is why there is a clear cut-off date set out in the AMR."

- 2.9 Inspector Middleton, and later the Secretary of State, agreed that new sites included after the base date should not be incorporated into the five-year housing land supply, with an appeal decision for land off Darnhall School Lane, Winsford **(CD6.5)**, commenting in paragraph 344:

"There is a dispute about the introduction of post-base date information by the Council in its review of the April 2018 assessment for the purpose of this Inquiry. Whilst I agree that it is not appropriate to introduce new sites at this stage, their insertion should await the next full review, it is nevertheless appropriate to take into account information received after 1st April 2018 if it affects sites that were in the last full assessment. Subsequent information that supports a pre-base date judgement should not normally be ignored"

- 2.10 As such, the Council should not be including new sites which are not already within the published trajectory. There is also some debate regarding the inclusion of sites which did not have planning permission at the cut-off date, however if they have a pending reserved matters application (for example), a reasonable judgement should be made as to whether they should or should not be included within the trajectory.

What constitutes 'clear evidence'?

- 2.11 On sites where there is outline planning permission only, or the site is allocated in a development plan, the onus is upon the authority to provide 'clear evidence' that the site will deliver dwellings over five years. I would rely on the decision of the Inspector for land at Sonning Common, Oxfordshire (Core Document **CD6.1**) in respect to the interpretation of this matter, of which the following paragraphs are of relevance:

"19... I have assessed these disputed sites in the context of the test of deliverability set out in Annex 2 of the NPPF. This specific guidance indicates which sites should be included within the five-year supply.

20. I have also had regard to the PPG advice published on 22 July 2019 on 'Housing supply and delivery' including the section that provides guidance on 'What constitutes a 'deliverable' housing site in the context of plan-making and decision-taking.' The PPG is clear on what is required:

"In order to demonstrate 5 years' worth of deliverable housing sites, robust, up to date evidence needs to be available to support the preparation of strategic policies and planning decisions."

This advice indicates to me the expectation that 'clear evidence' must be something cogent, as opposed to simply mere assertions. There must be strong evidence that a given site will in reality deliver housing in the timescale and in the numbers contended by the party concerned.

21. Clear evidence requires more than just being informed by landowners, agents or developers that sites will come forward, rather, that a realistic assessment of the factors concerning the delivery has been considered. This means not only are there planning matters that need to be considered but also the technical, legal and commercial/financial aspects of delivery assessed. Securing an email or completed pro-forma from a developer or agent does not in itself constitute 'clear evidence'. Developers are financially incentivised to reduce competition (supply), and this can be achieved by optimistically

forecasting delivery of housing from their own site and consequentially remove the need for other sites to come forward.”

- 2.12 It is therefore not enough to simply rely on housebuilder evidence and a detailed analysis should be undertaken of individual sites which identifies whether there are factors which may delay the delivery of homes.
- 2.13 Other appeal decisions where Councils have failed to provide evidence or sufficient evidence for sites within their land supply and which have subsequently been discounted by Inspectors include the following.
- 2.14 In an appeal decision for land south of Cox Green Road, Surrey (**CD6.6**), Waverley Council had failed to provide any evidence for certain sites’ inclusion within the trajectory. The Inspector comments the following in paragraph 23:

“None of these circumstances make it impossible that these sites could contribute to the housing land supply, but that is not the test of deliverability. To justify including sites of these types, it would be necessary to produce clear and specific evidence, in sufficient detail, to show that the sites were available, suitable, and achievable, with a realistic prospect of delivery within the required timescale... On the evidence before me now, none of the sites in the second section of the schedule can currently justify being included in the 5-year supply.”

- 2.15 Inspector Felgate then proceeded to remove 563 units from the Council’s land supply on the lack of evidence presented.
- 2.16 Within another decision at Manor Farm, Combe Hill, Templecombe (**CD6.3**), the Inspector discounted five sites within the trajectory, all of which had outline planning permission and some with pending RM applications. The Inspector considered that these should be removed due to the lack of clear evidence to suggest that homes would be delivered within five years, commenting at paragraph 40 that:

“40. In all of these cases, the evidence before me is very limited and largely based on anticipated trajectories assuming reserved matters will be approved in the very near future. There is no certainty before me that this will occur. I must therefore conclude that these sites are not deliverable in the terms of the Framework.”

- 2.17 However, evidence may post-date the base date identified, largely due to the fact that many authorities publish their evidence afterwards – in the case of South Gloucestershire, this was 9 months after the 1st April 2021. This means that sites that did not have clear evidence of

deliverability at the time of the base date have become so, and have been included. It also means that where sites that have not progressed as anticipated, these can also be discounted. The latest position will be taken into account either way.

Lead-In Times

- 2.18 I am not aware of any evidence prepared by the Council which considers the lead-in times of individual applications – from the submission of an outline application and its approval, the sale of a site, application and approval of reserved matters, the discharge of conditions and the implementation of infrastructure, before homes are delivered and completed.
- 2.19 Lichfields is a national planning consultancy that undertakes significant levels of research into the house building industry. Their original seminal paper published in 2016 ‘Start to Finish’ was updated in 2020 (Core Document **CD8.1**) and assessed 180 sites to establish the key factors that affect the build-out rates of large scale housing sites.
- 2.20 The updated paper identified that the average ‘planning to delivery’ period (i.e. the period between when a site has approval of the first detailed planning application to the first completion of dwellings) as the following:
- For sites of 50 – 99 dwellings, an average of 2 years
 - For sites of 100 – 499 dwellings, an average of 1.9 years
 - For sites of 500 – 999 dwellings, an average of 1.7 years
 - For sites of 1,000 – 1,499 dwellings, an average of 2.3 years
 - For sites of 1,500 – 1,999 dwellings, an average of 1.7 years, and
 - For sites of over 2,000 homes, an average of 2.3 years.
- 2.21 Based on this robust evidence, it suggests that there is an average lead-in time of circa 2 years from the date of approval of RM to completion of the first dwellings on site.

Build Rates

- 2.22 In previous years, South Gloucestershire Council have opted to include forms from developers which set out their anticipated build-out rates, as evidence within the 5YHLS trajectory. Within the most recent AMR (December 2021, **CD1.9**) however, they have chosen not to do this. It is therefore unclear how build-out rates have been assessed or analysed.
- 2.23 With respect to the Sonning Common, Oxfordshire decision (**CD6.1**), the Inspector in that case determined the following:

“Developers are financially incentivised to reduce competition (supply), and this can be achieved by optimistically forecasting delivery of housing from their own site and consequentially remove the need for other sites to come forward.”

[Paragraph 21]

- 2.24 Accordingly, whilst proformas can be useful sources of information (albeit the authority has not provided these in any case), there needs to be an analysis of the information put forward and an assessment of whether the anticipated delivery rates are realistic, based on national sources or previous completion rates.
- 2.25 In light of the above, I have opted to refer to two national sources of information available to us which provides information relating to build-out rates, in the absence of local analysis provided by SGC. However, I have also considered historic completion rates on individual sites (where necessary) within SGC which can provide useful information in respect to the local context and delivery rates. The two sources of national information that have been considered are set out below.

Lichfield's 'Start to Finish' (Second Edition)

- 2.26 Their analysis has determined the following in respect to build-out rates of sites within the UK:
- 68 dwellings are the average annual build rate of a scheme of 500-999 dwellings;
 - 61 is the average number of completions per outlet on sites with one outlet (i.e. an active site from which homes are completed);
 - 51 dwellings per outlet for sites of two outlets; and
 - 45 dwellings per outlet for sites with three outlets.

National Delivery Rates

- 2.27 A further useful evidence base which can be used to establish realistic average annual delivery rates is to consider the average delivery rates of the main national housebuilding companies. These builders are all active in South Gloucestershire.
- 2.28 I have reviewed the relevant housebuilder's Annual Reports published to establish an average number of unit completions per site. Table 1 below provides a summary of the information found and confirms that the average number of completions (including both market and affordable housing) equates to 50 units per sales outlet per annum, over broadly the last two years.

Housebuilder	Source of Information	Number of Completions	Number of Sites (Sales Outlets)	Average no. of Completions
Redrow	Annual Report 2021 ¹	5,620	117	48
Barratt / David Wilson Homes	Annual Report ²	17,243	338	51
Persimmon	Full Year Results ³	14,551	290	50
Taylor Wimpey	Annual Report & Accounts ⁴	14,087	225	62
Bellway Homes	Annual Report 2021 ⁵	10,138	270	38
Crest Nicholson	Annual Report 2021 ⁶	2,407	59	41
Vistry Group (Bovis Homes, Linden Homes)	Annual Report 2021 ⁷	8,639	143	60
Total		72,685	1,442	50

Table 1. Average number of completions on sites across the UK by major PLC housebuilders

- 2.29 Accordingly, given these housebuilders all operate within South Gloucestershire, unless there is clear evidence that indicates a different delivery rate should be used, an average rate of 50 dwellings per annum would be an appropriate figure to apply to sites.

¹<https://financialreports.redrowplc.co.uk/annualreport2021/strategic-report/operating-review/#10843>

²<https://www.barrattdevelopments.co.uk/~media/Files/B/Barratt-Developments/press-release/2021/barratt-2021-agm-trading-update-final.pdf>

³ <https://www.persimmonhomes.com/corporate/media/news/2022/full-year-results-2021/>

⁴ <https://www.taylorwimpey.co.uk/corporate/investors/results-and-reports>

⁵ <https://www.bellwayplc.co.uk/media/1867/annual-report-2021-v2.pdf>

⁶ <https://www.crestnicholson.com/pdf/media/reports/financial/2021/120-reports-media-item.pdf>

⁷<https://www.vistrygroup.co.uk/sites/vistrygroup/files/Vistry/annual-report-new/annual-report-2021year.pdf>

3.0 CALCULATING THE 5YHLS REQUIREMENT

- 3.1 Whilst the below table is already agreed within the Statement of Common Ground on 5YHLS, for completeness, I have set out the five-year requirement below:

Element	Calculation
Annual Housing Need (based on the standard method for calculating housing need)	1,388
Over 5 years (*5)	6,940
+ 5% buffer (*1.05)	7,287
Annual requirement for 5YHLS	1,457

Table 2. Calculating the 5YHLS Requirement

- 3.2 Accordingly, it needs to be demonstrated, with clear evidence, that there is a realistic prospect of **7,287 dwellings** being delivered in the next five years within South Gloucestershire.

- 3.3 As set out in the Annual Monitoring Report (December 2021), the Local Planning Authority (LPA) anticipate delivering 8,724 dwellings over the next five years:

2021/22	2022/23	2023/24	2024/25	2025/26	Total
1,491	1,775	2,160	1,570	1,728	8,724

Table 3. SGC's Anticipated Housing Delivery over next five years

- 3.4 As such, based on the identified deliverable supply between 2021/22 – 2025/26 of 8,724 dwellings within the AMR, SGC considered that they could demonstrate a 5YHLS figure of **5.99 years**.

4.0 IDENTIFYING A REALISTIC AND DELIVERABLE SUPPLY

4.1 Within the agreed SoCG on 5YHLS and within this proof of evidence I have set out the definition of ‘deliverable’ within the NPPF, as well as referring to several appeal decisions where Inspectors, and in some cases the Secretary of State, have considered this issue in detail and set out what they constitute represents ‘clear evidence’ to support sites that fall within ‘Category B’ and whether or not they are deliverable.

4.2 With respect to the level of evidence presented by the Council as part of the AMR, it is noted that only the following evidence is provided in respect to Category A sites:

“As outlined in Annex 2 of the 2019 National Planning Policy Framework, all sites that have detailed planning permission should be considered deliverable until permission expires. As there are no known constraints impacting delivery on this site it is considered to be deliverable within the next five year period.”

4.3 However, it is not clear how SGC have analysed lead-in times or build out rates to ensure that the site is achievable and has a realistic prospect of delivering homes within five years.

4.4 Category B sites have a similar level of information available to support its inclusion in the trajectory, with the link for each site stating the following:

“As outlined in Paragraph 7, Reference ID: 68-007-20190722 of the 2019 National Planning Policy Guidance major sites which have made clear progress towards or gained outline, full, or reserved matters planning status, can be considered as having evidence to demonstrate deliverability.”

4.5 Given the evidence I have presented on deliverability and the various appeal decisions outlined, in my view the above information does not constitute the ‘clear evidence’ that is required to include these sites within the five-year housing land supply. It is of note that SGC published their AMR 9 months after the base date of the 1st April 2021 without this evidence presented. Should the Council chose to present evidence on these sites which has so far not been made public, almost a year after the AMR was published and 18 months after the base date, I respectfully request the opportunity to examine and provide further commentary on this evidence, if required.

1. Land at Harry Stoke

- 4.6 Land at Harry Stoke is a site allocation originally designated within the South Gloucestershire Local Plan 2006 and was carried forward through the Policies, Sites and Places Plan (2017). A map of the site is shown below in figure 1:



Figure 1. Aerial Imagery of site allocation 'Land east of Harry Stoke'

- 4.7 Parcel 0021a is not included within the current 5YHLS trajectory as it was completed in 2017. This land which formed part of the site allocation and lies to the east of parcels 0021b and 0021c, delivered the following number of dwellings over a 4-year period⁸:

2013/14	2014/15	2015/16	2016/17	Total	Average
54	68	35	9	166	52.3

Table 4. Number of Homes Delivered per year on 0021a

- 4.8 Crest Nicholson were the developers for this part of the allocation.
- 4.9 As such, the up-to-date 5YHLS trajectory comprises parcels 0021b and 0021c. Outline planning permission was granted on appeal in 2007 (Application Ref: 06/1001/O), and a reserved matters application for 763 dwellings was approved in October 2019. The site therefore falls under Category A of deliverability and can be included, subject to a reasonable analysis of lead-in times and build out rates.

⁸<https://beta.southglos.gov.uk/wp-content/uploads/2018AnnualMonitoringReportPlanning.pdf> - page 76

4.10 The LPA considers the following number of dwellings will be delivered over the next five years:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0021b	PT17/5810/ RM	Land at Harry Stoke, Stoke Gifford - Crest, Linden & Sovereign				10	150	120	120	120	95	605
0021c	PT17/5847/ RM	Land at Harry Stoke, Stoke Gifford - Crest							25	50	50	125

Figure 2. LPA's Trajectory – Land at Harry Stoke

4.11 The evidence to support the LPA's view that both of these sites are deliverable and will contribute the number of dwellings set out in figure 2 are as follows:

'As outlined in Annex 2 of the 2019 National Planning Policy Framework, all sites that have detailed planning permission should be considered deliverable until permission expires. As there are no known constraints impacting delivery on this site it is considered to be deliverable within the next five year period'.

4.12 I am not aware of any other evidence being presented by the Council which provides an analysis of build out rates.

4.13 As can be seen from the image in figure 1, parts of the site are under construction and can be considered deliverable. However, in my view, the projected build-out rates are unrealistic given the evidence available. I discuss this below.

Parcel 0021b

4.14 This site was granted reserved matters planning permission in October 2019 for 763 dwellings (Application Ref: PT17/5810/RM). The site is currently under control of Crest Nicholson and Linden Homes.

4.15 It should be noted that the Council first included homes within the trajectory under this parcel in the 2016 AMR. It was considered that 50 homes would be delivered in the year 19/20 with a further 100 in year 20/21. Going forward, a similar number of homes have been predicted year on year within the various AMRs published.

4.16 To date, 10 dwellings have been recorded in the period 2020-21 under parcel 0021b. Whilst the majority of the site will be built out by Crest Nicholson, the development plan available on

their website shows that Linden Homes is also anticipating building out part of the scheme – having reviewed their website, there are 112 plots that will be delivered by them.

- 4.17 Crest Nicholson are advertising this site as ‘Brooklands Park’ which covers the entirety of 0021b and are therefore operating from one outlet. Based on historic delivery rates for parcel 0021a (table 4) and Lichfield’s paper ‘Start to Finish’ therefore, a more reasonable build out rate would be 52 dwellings per annum for this outlet.
- 4.18 I have therefore revised the trajectory to an appropriate delivery rate for Crest Nicholson and included the 112 units for Linden Homes. This results in **233 dwellings** being removed from the supply.

Parcel 0021c

- 4.19 This reserved matters application was submitted in December 2017 for 263 dwellings (Application Ref: PT17/5847/RM), did not have planning permission at the base date and is still pending determination at the time of writing. The developer is Crest Nicholson.
- 4.20 The site therefore does not have detailed planning permission and the authority is required to provide clear evidence that the site will deliver homes within the next five years. The Council have incorporated this site into the AMR since 2018 and simply continued to move the number of homes back every year.
- 4.21 Whilst there is an RM application pending, there are significant issues relating to the site’s delivery. There are severe physical constraints, including the removal of power lines – it is understood that discussions with Western Power Distribution are still ongoing and these issues were referred to within an appeal decision for land south of Gloucester Road, Thornbury back in 2019 (**CD6.11**).
- 4.22 Having reviewed the application online, it is noted that there has been no update on the Council’s website since December 2019 – the last available information refers to a number of trees due for removal in order to facilitate the undergrounding of the pylons. As such, there is no evidence of progression of the application, nor a date agreed for when the RM application may be approved.
- 4.23 Finally, Crest Nicholson are advertising the site as ‘Phases 6 & 7’ of Brooklands Park, anticipated to be the last phases of development following the completion of Phases 1 – 5 of the site.

- 4.24 In summary, when assessing the land as a Category B site, and against relevant planning practice guidance, the following considerations have been taken into account:

Current planning status?

- The site does not have detailed planning permission.

Firm progress being made towards the submission of an application?

- The site has a pending reserved matters application (Application Ref: PT17/5847/RM) which was submitted in December 2017.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.

Firm progress with site assessment work?

- Given there is a pending reserved matters application, site assessment work has been undertaken by the developer.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.
- During a previous appeal for land south of Gloucester Road, Thornbury, evidence was given in relation to 'severe' physical constraints, including the removal of power lines. As such, the Inspector removed the site from the 5YHLS. It is understood that the applicants are still in discussion regarding this issue.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **125 dwellings being removed from the supply.**

Conclusion on land at Harry Stoke

- 4.25 Accordingly, I do not consider that the LPA has provided clear evidence to demonstrate that land at Harry Stoke will deliver the number of dwellings currently envisaged in the next five years. As such, I suggest that the trajectory be revised to the following:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0021b	PT17/5810/ RM	Land at Harry Stoke, Stoke Gifford - Crest, Linden & Sovereign				10	60	104	104	52	52	372
0021c	PT17/5847/ RM	Land at Harry Stoke, Stoke Gifford - Crest										0

Figure 3. Appellant's trajectory – Land at Harry Stoke

4.26 Overall, the number of dwellings to be removed from the supply equates to **358 dwellings**.

2. Land east of Harry Stoke

4.27 Land east of Harry Stoke was identified as an allocation for a 'New Neighbourhood' within the South Gloucestershire Core Strategy (2006 – 2027) under policy CS27. Provision would be made overall for approximately 2,000 new homes as part of a mixed-use community. A site aerial is provided below showing the allocation:



Figure 4. Aerial Imagery of site allocation 'Land east of Harry Stoke'

4.28 There are three main outline applications on this site, some of which have reserved matters approved or pending detailed planning permission as I will go onto discuss:

- PT16/4782/O – Outline planning permission for mixed use development comprising up to 1,290 dwellings including an extra care facility, approved in March 2020.
- PT16/4928/O – Hybrid planning permission for 327 dwellings (150 dwellings were for detailed planning permission, with 177 applied for in outline), primary school and nursery, approved in October 2019.
- PT17/5873/O – Erection of up to 158 dwellings with associated infrastructure, approved in October 2020.

4.29 The LPA's estimates of housing delivery for this site are as follows:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0135a	PT16/4782/O	New Neighbourhood - East of Harry Stoke - Crest [South of railway]									55	55
0135aa	P20/17975/RM	New Neighbourhood - East of Harry Stoke - Crest [South of railway] (PT16/4782/O)						16	65	56	5	142
0135b	PT16/4928/O	New Neighbourhood - East of Harry Stoke - Council Land [North of railway] Crest								50	50	100
SGC ESTIMATES OF CREST DELIVERY			0	0	0	0	0	16	65	106	110	297
0135c	PT16/6182/F	New Neighbourhood - East of Harry Stoke - Engle formerly Keepmoat [Hambrook Ln/Curtis Ln]				23	12	34				46
0135da	PT17/5873/O	New Neighbourhood - East of Harry Stoke [Land off Old Gloucester Road, Hambrook] - Castel Ltd								50	50	100
0135ba	P20/03681/F	New Neighbourhood - East of Harry Stoke - Wain Homes [North of railway]						36	36	36	42	150
0135d	PT17/5873/O	New Neighbourhood - East of Harry Stoke [Residual Land]									53	53
0256	P21/05128/F	The Hoodlands, Hambrook Lane, Hambrook							25	25		50
SGC ESTIMATES EAST OF HARRY STOKE			0	0	0	23	12	86	126	217	255	696

Figure 5. SGC's estimates of delivery at land east of Harry Stoke

4.30 I discuss the deliverability of each parcel below.

Parcel 0135a

- 4.31 At the base date and at the time of publication of the Annual Monitoring Report in December 2021, the only evidence provided by the Council was the following:

‘As outlined in Paragraph 7, Reference ID: 68-007-20190722 of the 2019 National Planning Policy Guidance major sites which have made clear progress towards or gained outline, full, or reserved matters planning status, can be considered as having evidence to demonstrate deliverability’.

- 4.32 No evidence was presented to justify the inclusion of the land within the trajectory.
- 4.33 However, since this time, an application for reserved matters (Application Ref: P22/01501/RM) for 137 dwellings was submitted in April 2022. This is pending determination at the time of writing and accordingly the site should be assessed in respect to the following:

Current planning status?

- The site does not have detailed planning permission.

Firm progress being made towards the submission of an application?

- The site has a pending reserved matters application (Application Ref: P22/01501/RM) which was submitted in April 2022.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.
- However, it is noted that there are outstanding comments from the transport and landscape officers which will affect the detailed layout of the scheme, as well as an objection from the Council’s urban design officer, who has commented:

‘The scheme does not yet meet the requirements of the Design Code nor is considered ‘well designed’, in accordance with the NPPF. I also note and agree with much of what the landscape architect has stated. Substantive amendments are required in accordance with the comments above’.

- It would therefore be reasonable to assume that the application requires significant amendment to make it acceptable in planning terms and there is no agreement between officers and the applicants to confirm that this is being addressed.

Firm progress with site assessment work?

- Given there is a pending reserved matters application, site assessment work has been undertaken by the developer.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.
- However, evidence has been put forward by a third party, BoKlok in respect to the site which outlines that the proposals are *'contrary to Policy CS27 of the South Gloucestershire Core Strategy in that it undermines the requirement for the East of Harry Stoke New Neighbourhood allocated to be comprehensively planned and phased'*. This is due to the fact that the detailed design for the scheme does not provide sufficient access links into the 'Hoodlands land' (discussed further below) as agreed as part of the phasing conditions for the permission.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years and there are significant issues with the RM application as it currently stands.
- This results in **55 dwellings being removed from the supply**.

Parcel 0135aa

- 4.34 This application was approved for 144 dwellings in September 2021 (Application Ref: P20/17975/RM). The developer is Crest Nicholson.
- 4.35 Crest Nicholson are advertising this development on their website as 'Highbrook View Phase 1', according to a development plan, with a show home being delivered soon and properties available to purchase off plan. It is clear that this site will be operating from a different outlet to Brooklands Park (discussed above). DOC applications were approved in January 2022 relating to DPC level. As such, **the trajectory should be updated to incorporate the 2 units** missing from the LPA's 5YHLS paper. The Council agrees with this position as set out in the SoCG.

Parcel 0135b

- 4.36 The site formed part of a hybrid application for 327 dwellings (Application Ref: PT16/4928/O). 150 of those units were for detailed planning permission and these are set out in the trajectory under Parcel 0135ba and are in the control of a developer (originally Crest Nicholson, now Wain Homes) – we do not contest their deliverability. However, the remaining 177 units were for outline planning permission only.

- 4.37 Accordingly, the site falls within Category B and clear evidence is required to demonstrate that the site should be included within the 5YHLS trajectory. My assessment is set out as follows:

Current planning status?

- The site does not have detailed planning permission at the base date, nor at the publication of the AMR, nor at the time of writing.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards an application for reserved matters.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.

Firm progress with site assessment work?

- There is no evidence of firm progress with site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **100 dwellings being removed from the supply.**

Parcel 0135d

- 4.38 This site was granted outline planning permission (Application Ref: PT17/5873/O) in October 2020 for 158 dwellings. The applicant was Castel Ltd – it is unclear whether they are a developer. At the base date, time of publication of the AMR, nor at the time of writing, does the site have detailed planning permission or a pending RM application.

- 4.39 The LPA have included 53 dwellings within the supply. My assessment is set out as follows:

Current planning status?

- The site does not have detailed planning permission at the base date, nor at the publication of the AMR, nor at the time of writing.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards an application for reserved matters.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.

Firm progress with site assessment work?

- There is no evidence of firm progress with site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **53 dwellings being removed from the supply.**

Parcel 0135da

4.40 Within previous AMRs the above site was coded as 0135da, but this has now been given the reference 0135d and refers to the outline permission above. Parcel 0135da now refers to residual land East of Harry Stoke which does not have any form of permission on the site, however 100 dwellings have been included in the supply. I have been unable to locate parcel 0135da.

4.41 My assessment is as follows:

Current planning status?

- The site does not have any form of planning permission.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards an application for reserved matters.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates.

Firm progress with site assessment work?

- There is no evidence of firm progress with site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **100 dwellings being removed from the supply.**

Parcel 0256

4.42 This parcel of land, known as the ‘Hoodlands’ was refused planning permission on the 29th April 2022 (Application Ref: P21/05128/F). Therefore, my assessment is as follows:

Current planning status?

- The site does not have any form of planning permission.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards a revised application.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates.

Firm progress with site assessment work?

- There is no evidence of firm progress with site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **50 dwellings being removed from the supply.**

4.43 The Council agrees with the removal of this site from the trajectory within the SoCG.

Conclusion on land east of Harry Stoke

4.44 For the reasons set out above, I do not consider that the LPA has put forward clear evidence that the sites included within the trajectory are deliverable within the meaning of NPPG. Accordingly, I consider that a more appropriate and reasonable trajectory is as follows:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0135a	PT16/4782/O	New Neighbourhood - East of Harry Stoke - Crest [South of railway]										0
0135aa	P20/17975/RM	New Neighbourhood - East of Harry Stoke - Crest [South of railway] (PT16/4782/O)						16	65	56	7	144
0135b	PT16/4928/O	New Neighbourhood - East of Harry Stoke - Council Land [North of railway] Crest										0
APPELLANT'S ESTIMATES OF CREST DELIVERY			0	0	0	0	0	16	65	56	7	144
0135c	PT16/6182/F	New Neighbourhood - East of Harry Stoke - Engle formerly Keepmoat [Hambrook Ln/Curtis Ln]				23	12	34				46
0135da	PT17/5873/O	New Neighbourhood - East of Harry Stoke [Land off Old Gloucester Road, Hambrook] - Castel Ltd										0
0135ba	P20/03681/F	New Neighbourhood - East of Harry Stoke - Wain Homes [North of railway]						36	36	36	42	150
0135d	PT17/5873/O	New Neighbourhood - East of Harry Stoke [Residual Land]										0
0256	P21/05128/F	The Hoodlands, Hambrook Lane, Hambrook										0
APPELLANT'S ESTIMATES EAST OF HARRY STOKE			0	0	0	23	12	86	101	92	49	340

Figure 6. Appellant's Estimates of Delivery at East of Harry Stoke New Neighbourhood

4.45 Overall, the number of dwellings to be removed from the supply equates to **356 dwellings**.

3. Lyde Green

Parcel 0036az

4.46 This site was granted detailed planning permission in May 2022 (Application Ref: P21/06187/RM). However, the overall permission was for 63 units, not 68 – therefore **5 dwellings** have been removed from the supply. The Council agrees with this position as set out in the SoCG.

Parcel 0036ca

4.47 This site forms part of a wider strategic allocation at Lyde Green which was brought forward under the previous Local Plan. At the base date, this site did not have planning permission and accordingly falls under Category B and the Council must demonstrate there is 'clear evidence' that the site will deliver homes in the next five years. My assessment of this is set out below:

Current planning status?

- The site does not have any form of planning permission.
- A detailed planning application was sought for 298 dwellings (Application Ref: P19/1275/F) but this was quashed in the High Court in March 2021. As such it has been referred back to the Council for determination.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards the approval of the application and no updates have occurred on the Council's website since March 2021.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer (Edward Ware) confirming build out rates.

Firm progress with site assessment work?

- There is no evidence of firm progress with revised site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **50 dwellings being removed from the supply.**

4. North Yate

4.48 The North Yate New Neighbourhood (NYNN) was put forward as an allocation within the Core Strategy under policy CS31, anticipated to deliver up to 3,000 dwellings as part of a mixed-use development. Outline planning permission was granted in July 2015 (Application Ref: PK12/1913/O) for a mixed-use development, including 2,450 homes.

4.49 A map of the site is shown below in figure 7:

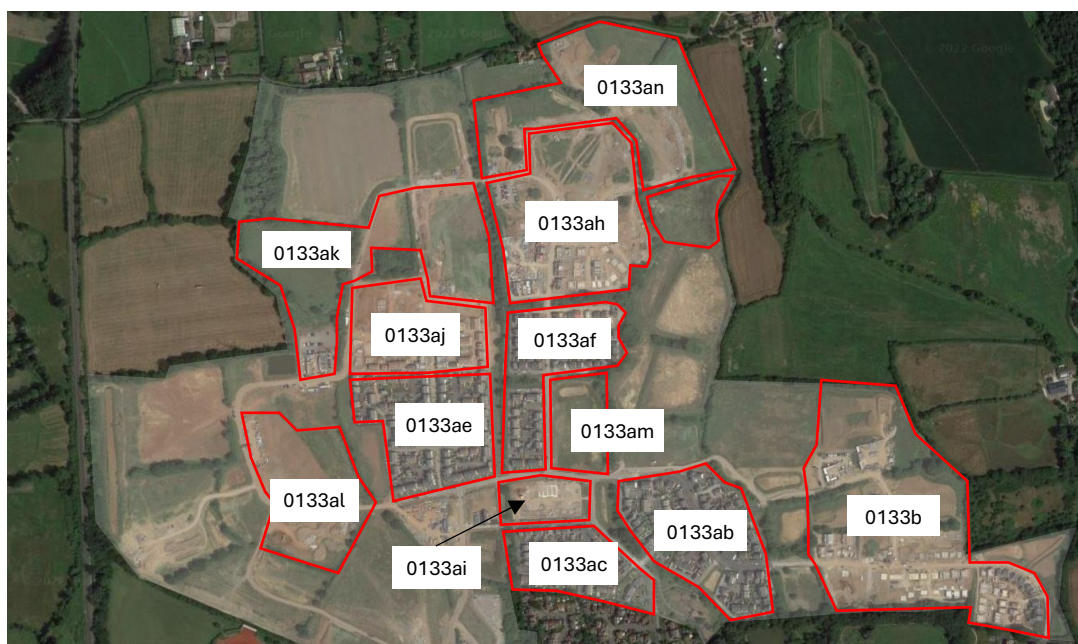


Figure 7. Aerial Imagery of Site Allocation 'North Yate New Neighbourhood'

4.50 There are four developers involved in this site: Barratt Homes who will deliver the majority of the dwellings here, David Wilson Homes, Bellway Homes, and Taylor Wimpey.

4.51 The LPA anticipate the following delivery rates for the NYNN, with nearly 1,500 homes in the next five years:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0133	PK12/1913/O	Land at North Yate (PK12/1913/O) Barratt/DWH								100	100	200
0133ab	PK17/5388/RM	Land at North Yate - Barratt PL23a, PL23c		14	46	8	9					9
0133ae	PK18/1723/RM	Land at North Yate - Barratt PL12b, PL13b			73	119	34					34
0133ai	P19/14361/RM	Land at North Yate - Barratt PL14e						48				48
0133aj	P19/12246/RM	Land at North Yate - Barratt PL12a, PL13a					60	71	24			155
0133ak	P20/16804/RM	Land at North Yate - PL7, 8, 9 & 11					23	40	40	40	40	183
0133am	P21/04892/RM	North Yate - Land at Ladden Garden Village (75 C2 bed)								9		9
0133an	P21/03161/RM	North Yate - PL19, 20, 28 and 29								50	50	100
SGC ESTIMATES OF BARRATT DELIVERY - NYNN				14	119	127	126	159	64	199	190	738
0133ac	PK17/5389/RM	Land at North Yate - DWH PL14d,		25	41	7	10					10
0133af	PK18/3185/RM	Land at North Yate - DWH PL15a, 16a, 16b					31	25	25	25		106
0133ah	P19/2525/RM	Land at North Yate - DWH PL17a, 17b, 18a, 18b & 21					29	100	50	50		229
0133al	P21/02473/RM	Land at North Yate - PL15c and PL16					17	35	35	35	35	157
SGC ESTIMATES OF DWH DELIVERY - NYNN				25	41	7	87	160	110	110	35	502
0133b	P19/11377/RM	Land at North Yate - Bellway PL24, 25, 26 & 27					58	87	102			247
SGC ESTIMATES NYNN			0	39	160	134	271	406	276	309	225	1,487

Figure 8. LPA's Estimates of Delivery in NYNN

Parcel 0133

- 4.52 This parcel of land refers to the remaining balance of the outline permission on the site and therefore falls within Category B. 200 dwellings are included within the supply. My assessment is below:

Current planning status?

- The site does not have detailed planning permission at the base date, nor at the publication of the AMR, nor at the time of writing.

Firm progress being made towards the submission of an application?

- Two recent applications have been submitted (Ref: P22/03612/RM for 47 dwellings, and P22/04365/RM for 147 dwellings) in July 2022 and August 2022 respectively.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.
- It should also be noted that for both RM applications the applicant is Barratt/David Wilson who already control a significant proportion of the site and are building out existing parcels. Lead-in times and delivery rates across the whole site should be taken into consideration.

Firm progress with site assessment work?

- Given there are two pending RM applications on this site, site assessment work has clearly been undertaken. However, on both applications there are outstanding consultee comments which require addressing through the submission of revised plans.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **200 dwellings being removed from the supply.**

Parcels 0133ah, 0133al

- 4.53 Both of these parcels (and others controlled by DWH, including parcels 0133ac and 0133af), have detailed planning permission (Application Refs: P19/2525/RM and P21/02473/RM). As

such these sites fall within Category A and evidence must be presented to demonstrate why the site is not considered deliverable.

- 4.54 To confirm, I do not consider that these sites are undeliverable in their entirety; however I do have concerns over the anticipated build-out rates proposed. Having reviewed the LPA's trajectory for these parcels which is replicated in figure 8 above, they anticipate that an average of 100 dwellings per year will be delivered by DWH alone over the next five years. Given that currently, DWH have only delivered a maximum of 41 units in any one year (with only 7 delivered in 2020/21), a more reasonable approach would be to apply the rates set out in Lichfield's Start to Finish / average house builder delivery rates of 50 units per annum, which also corresponds better with historic delivery rates.
- 4.55 Accordingly, I consider that **252 dwellings** should be removed from the supply.

Conclusion on North Yate New Neighbourhood

- 4.56 Whilst there are a number of detailed planning permissions on this allocation, consideration must be given to the number of outlets operating on the site and the previous figures achieved by various developers. I have revised the trajectory to which I consider to be a reasonable anticipated level of delivery over the next five years:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0133	PK12/1913/O	Land at North Yate (PK12/1913/O) Barratt/DWH										0
0133ab	PK17/5388/RM	Land at North Yate - Barratt PL23a, PL23c		14	46	8	9					9
0133ae	PK18/1723/RM	Land at North Yate - Barratt PL12b, PL13b			73	119	34					34
0133ai	P19/14361/RM	Land at North Yate - Barratt PL14a						48				48
0133aj	P19/12246/RM	Land at North Yate - Barratt PL12a, PL13a					60	71	24			155
0133ak	P20/16804/RM	Land at North Yate - PL7, 8, 9 & 11					23	40	40	40	40	183
0133am	P21/04892/RM	North Yate - Land at Ladden Garden Village (75 C2 bed)								9		9
0133an	P21/03161/RM	North Yate - PL19, 20, 28 and 29								50	50	100
APPELLANT'S ESTIMATES OF BARRATT DELIVERY - NYNN				14	119	127	126	159	64	99	90	538
0133ac	PK17/5389/RM	Land at North Yate - DWH		25	41	7	10					10
0133af	PK18/3185/RM	Land at North Yate - DWH PL15a, 16a, 16b					31	25	25	25		106
0133ah	P19/2525/RM	Land at North Yate - DWH PL17a, 17b, 18a, 18b & 21					9	25	25	25	45	129
0133al	P21/02473/RM	Land at North Yate - PL15c and PL16									5	5
APPELLANT'S ESTIMATES OF DWH DELIVERY - NYNN				25	41	7	50	50	50	50	50	250
0133b	P19/11377/RM	Land at North Yate - Bellway PL24, 25, 26 & 27					85	90	72			247
APPELLANT'S ESTIMATES NYNN			0	39	160	134	261	299	186	149	140	1,035

Figure 9. Appellant's Estimates of Delivery – NYNN

4.57 Accordingly, **452 dwellings** have been removed from the supply.

5. Cribbs / Patchway New Neighbourhood (CPNN)

4.58 The Cribbs / Patchway New Neighbourhood was identified as a mixed-use allocation with South Gloucestershire's Core Strategy. 480 hectares of land were identified for 5,700 dwellings as part of a mixed-use development – this includes land at the Former Filton Airfield. There are three main outline planning applications relating to this site:

- PT14/0565/O – Mixed used development including 1,000 homes was granted permission in January 2021. This outline permission covers parcels 0134a, 0134aa and 0134ab.
- PT12/1930/O – Mixed use development including 1,100 new dwellings; this was granted July 2020. This covers parcels 0134b, 0134b and 0134bb.
- PT14/3867/O – Mixed use development on Filton Airfield, including 2,675 dwellings; this application was approved in March 2018 and covers parcels 0134c and 0134ca.

4.59 A site aerial is shown below in figure 10:



Figure 10. Site Aerial of Cribbs / Patchway NN

4.60 The LPA anticipate the following delivery rates as set out below:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
0134a	PT14/0565/O	Cribbs/Patchway NN - West of A4018 Haw Wood								16	45	61
0134aa	P21/04349/RM	Land at Cribbs Causeway (Berwick Green / Haw Wood) - Bellway Homes						37	46	42	37	162
0134ab	P21/04748/RM	Parcels 14-19 Land at Cribbs Causeway (Berwick Green / Haw Wood) - Taylor Wimpey						74	93	68	9	244
0134b	PT12/1930/O	Cribbs/Patchway NN - Wyke Beck Rd/Fishpool Hill									100	100
0134ba	P21/05421/RM	Land at Wyck Beck Road and Fishpool Hill						30	72	72	61	235
0134bb	PT15/4165/F	Cribbs/Patchway NN - Charlton Common							20	30	30	80
0134c	PT14/3867/O	Cribbs/Patchway - Former Filton Airfield YTL (PT14/3867/O)								70	230	300
0134ca	PT18/5892/RM	Parcels RO3 and RO4 - Former Filton Airfield YTL					45	95	162			302
SGC ESTIMATES CRIBBS / PATCHWAY NN			0	0	0	0	45	236	393	298	512	1,484

Figure 11. LPA's anticipated rates for Cribbs / Patchway NN

4.61 However, I consider that the trajectory is unrealistic for the reasons I will go onto describe.

Parcel 0134a

4.62 At the base date of 1st April 2021 and at the time of producing the AMR, this site had outline planning permission but no application for reserved matters had been made. The units included within the supply related to an outline balance of land. However, since this time two reserved matters applications have been submitted:

- Application Ref: P22/01200/RM – Erection of 130 dwellings, approved 30th September 2022.
- Application Ref: P22/04774/RM – Erection of 153 dwellings, awaiting decision (at time of writing).

4.63 In respect to the first application for 130 dwellings, this was submitted in April 2022 (one year after the base date) and approved in September 2022. In line with Inspector Harold Stephen's approach in the Woolpit decision (**CD5.4**), his approach would be to remove these units from the supply as the application and approval for this site was far beyond the cut-off date of the AMR.

4.64 However, in light of the fact that the most up-to-date evidence should be taken into account, I acknowledge that there is now an approved RM which relates to parcel 0134a and accordingly I accept that 61 dwellings can be included within the supply.

4.65 With respect to the second application for 153 dwellings, this was submitted in August 2022 and is pending determination. There is no corresponding parcel or potential units included within the trajectory and accordingly I have not included these dwellings within the supply. I anticipate this would be included within the next AMR, provided there is clear evidence for its inclusion.

Parcel 0134aa

4.66 This application (Ref: P21/04349/RM) for 256 dwellings was approved on the 22nd April 2022, one year after the base date of the 1st April 2021. The developer is Bellway Homes.

4.67 In light of the evidence presented on lead-in times for developments and the scale of the overall site, it is anticipated that the first completions will occur in year 2023/24. Accordingly, in order to allow for the discharging of conditions, start of works and site on site, in my view the trajectory should shift back by one year. As such, **37 homes** are removed from the supply.

Parcel 0134ab

4.68 At the base date, the site did not have planning permission. Accordingly, the site falls within Category B and clear evidence is required to demonstrate that the development will deliver homes within the next five years.

4.69 I have set out my assessment below:

Current planning status?

- The site does not have detailed planning permission at the base date, nor at the publication of the AMR, nor at the time of writing.

Firm progress being made towards the submission of an application?

- There is a pending RM application which was submitted in July 2021 (Application Ref: P21/04748/RM) and is still pending permission. Whilst there was a hiatus and it appeared that no progress was made on the proposals, more recently a suite of revised plans have been submitted to address officer concerns. Revised comments from the LPA appear to relate to points of clarity and detail.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.
- The site is controlled by Taylor Wimpey.
- In light of this, empirical evidence should be used and a more appropriate rate of 50 dwellings per annum could be included within the five year supply.

Firm progress with site assessment work?

- Given the latest set of comments on the application, it is clear that progress is being made with the application.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that all homes will be delivered on this site within five years.
- However, in light of recent progress on the reserved matters application, it is considered that some dwellings could be included within the 5YHLS, at a reasonable delivery rate in line with empirical evidence (i.e. 50 dwellings per year).
- This results in **144 dwellings being removed from the supply.**

Parcel 0134b

- 4.70 The dwellings included within the trajectory in relation to this site are related to the residual balance of homes on the outline planning permission (Ref: PT12/1930/O). As such, the site falls within Category B and I have provided my assessment below:

Current planning status?

- The site does not have detailed planning permission at the base date, nor at the publication of the AMR, nor at the time of writing.

Firm progress being made towards the submission of an application?

- There is no evidence of progress being made towards an application for reserved matters.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and a developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.

Firm progress with site assessment work?

- There is no evidence of firm progress with site assessment work.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that homes will be delivered on this site within five years.
- This results in **100 dwellings being removed from the supply**.

Parcel 0134ba

- 4.71 A RM application (Ref: P21/05421/RM) was submitted in August 2021 for 235 dwellings. The site is controlled by Persimmon Homes. 14 months on, the application has still not been approved and revised plans to address consultee comments have only just been submitted. It is therefore unclear whether the proposals are acceptable in their current format, however there is evidence to suggest that the parties are working together to obtain approval for the scheme. In light of the delays, I suggest that the trajectory is shifted forward by two years to allow for permission to be secured, conditions to be discharged and works to start on site. As such, **105 dwellings** are removed from the supply.

Parcel 0134c

- 4.72 At the base date and at the time of publication of the AMR, the site did not have detailed planning permission, nor was there a pending reserved matters application. The information presented by the Council is not considered to constitute 'clear evidence', in the context of the NPPF/NPPG.
- 4.73 The site falls within Category B and my assessment is set out below:

Current planning status?

- The site does not have detailed planning permission.

Firm progress being made towards the submission of an application?

- There is a pending RM application which was submitted in September 2022 (Application Ref: P22/05223/RM) for 339 dwellings. This is currently pending determination.

Written agreement between the LPA and the developer confirming build out rates?

- There is no written agreement between the LPA and the developer confirming build out rates, nor any evidence presented regarding timeframes for the permission of the RM application.
- The site is controlled by YTL Developments.

Firm progress with site assessment work?

- Given the latest set of comments on the application, it is clear that progress is being made with the application.

Clear relevant information about viability, ownership constraints or infrastructure provision?

- There is no evidence put forward about viability, ownership constraints or infrastructure provision.

Summary

- The LPA has not provided clear evidence that all homes will be delivered on this site within five years.
- However, in light of recent progress on the reserved matters application, it is considered that some dwellings could be included within the 5YHLS, at a reasonable delivery rate in line with empirical evidence.
- This results in **300 dwellings being removed from the supply.**

Conclusions on Cribbs / Patchway NN

- 4.74 From my review of the trajectory, the LPA have included sites that are clearly not deliverable given they have outline planning permission only, with no evidence to demonstrate that homes will be completed in the next five years. Some of the rates are also optimistic given that RM applications are yet to be approved. I have therefore revised the trajectory to the following:

RLS Ref.	Planning Application Number	Address	Past Completions				Years 1 to 5					Total
			2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
34a	PT14/0565/O	Cribbs/Patchway NN - West of A4018 Haw Wood								16	45	61
34aa	P21/04349/RM	Land at Cribbs Causeway (Berwick Green / Haw Wood) - Bellway Homes							37	46	42	125
34ab	P21/04748/RM	Parcels 14-19 Land at Cribbs Causeway (Berwick Green / Haw Wood) - Taylor Wimpey								50	50	100
34b	PT12/1930/O	Cribbs/Patchway NN - Wyke Beck Rd/Fishpool Hill										0
34ba	P21/05421/RM	Land at Wyck Beck Road and Fishpool Hill - Persimmon Homes							30	50	50	130
34bb	PT15/4165/F	Cribbs/Patchway NN - Charlton Common - Redrow Homes							20	30	30	80
34c	PT14/3867/O	Cribbs/Patchway - Former Filton Airfield YTL (PT14/3867/O)										0
34ca	PT18/5892/RM	Parcelss RO3 and RO4 - Former Filton Airfield YTL					45	95	162			302
APPELLANT'S ESTIMATES CRIBBS / PATCHWAY NN			0	0	0	0	45	95	249	192	217	798

Figure 12. Appellant's Estimates of Delivery at Cribbs / Patchway NN

4.75 As such, **686 dwellings** have been removed from the supply.

Other Sites

4.76 Having reviewed the remaining list of sites within the trajectory, I have reviewed a number of applications which I do not consider meet the tests of 'deliverability' and should therefore be removed from the 5YHLS.

Parcel 0035

4.77 This application at land at Douglas Road, Kingswood was approved in 2014 and first recorded completions were in 2017/18. Previous levels of delivery have averages between 20 – 30 dwellings over the last three years – as such, it would be prudent to reflect that average rate of delivery going forward over the next five years. As such, a rate of 25 dwellings per annum has been incorporated into the supply and overall **11 dwellings** have been removed.

Parcel 0226

4.78 This site (Watermore Junior School, Lower Stone Close) was for a hybrid application which included detailed planning permission for 5 units only (Application Ref: PT18/0930/R30). The remainder of the site is subject to an outline permission, for which no reserved matters have been submitted since 2018. As such, there is no clear evidence that these units will come forward over the next five years, and as such, they should be removed from the trajectory

(with the exception of the 5 units which have detailed permission). Accordingly, **22 units** have been removed from the supply. The Council agrees with this position as set out in the SoCG.

Parcel 0227

- 4.79 This site at Cleve Park, Thornbury was granted outline planning permission at appeal (PT16/355/O). Whilst a reserved matters application was submitted for the residential development element of the scheme, no reserved matters has been submitted for the care home and as such, these dwellings should be removed from the supply until there is clear evidence that they will come forward. Consequently, **14 dwellings** have been removed from the trajectory. The Council agrees with this position as set out in the SoCG.

Parcels 0251 & 0252

- 4.80 These two sites incorporated within the 5YHLS trajectory are located on the University of the West of England's Frenchay Campus. Both applications are for student accommodation.
- 4.81 Planning Practice Guidance states the following in relation to five-year housing land supply:

"All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority's housing land supply based on:

- The amount of accommodation that new student housing released in the wider housing market (by allowing existing properties to return to general residential use); and/or*
- The extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.*

This will need to be applied to both communal establishments and to multi-bedroom self-contained student flats. Several units of purpose-built student accommodation may be needed to replace a house which may have accommodated several students.

Authorities will need to base their calculations on the average number of students living in student only accommodation, using the published census data, and take steps to avoid double counting".

[Paragraph: 034, Reference ID: 68-034-20190722]

- 4.82 Having reviewed the evidence presented in relation to both applications I note that the only evidence presented by the Council is the following:

'As outlined in Annex 2 of the 2019 National Planning Policy Framework, all sites that have detailed planning permission should be considered deliverable until permission expires.

As there are no known constraints impacting delivery on this site it is considered to be deliverable within the next five year period’.

4.83 No other evidence has been provided which sets out why the LPA considers that both applications will result in 307 homes being released into the general housing market as a result of this student housing development.

4.84 Total student numbers at UWE have increased over the previous years, with the following numbers reported:

	2020–21	2019–20	2018–19
Undergraduate			
Home	19,707	18,455	17,660
International	3,237	3,080	2,485
Transnational Education	7,023	6,513	6,085
Total Undergraduate	29,967	28,048	26,230
Postgraduate			
Home	2,704	2,580	2,835
International	1,595	990	855
Transnational Education	761	460	427
Total Postgraduate	5,060	4,030	4,117
Degree Apprenticeship	2,156	1,528	839
Total student numbers	37,183	33,606	31,186

Figure 13. Extract of UWE’s Annual Report demonstrating the increase in number of FTE students at the University⁹

4.85 The University is clearly expanding and there is a need for additional student accommodation to meet this increase which means that in the first instance, there is unlikely to be any substantial release of market housing because the new purpose-built student housing will be catering for the increase in overall numbers. This would firstly trickle down into managed student accommodation (such as those blocks within Bristol city centre), before potentially reaching market housing. Furthermore, there is no evidence to suggest that the proposals will release market housing within South Gloucestershire, rather than Bristol City, where a much greater proportion of students live (6,432 student households in Bristol City compared to just 631 in South Gloucestershire¹⁰).

4.86 This is consistent with the approach taken by a number of Inspectors including Inspector Normington for land at Carr Road and Hollin Busk Lane, Sheffield (**CD6.10**), who discounted the inclusion of student accommodation by the Council and commented (paragraph 42):

⁹ <https://www.uwe.ac.uk/-/media/uwe/documents/about/uwe-bristol-annual-report-2021.pdf>

¹⁰ <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008207ct07732011censusnumberofstudentsinstudentonlyhouseholdnationaltolocalauthoritylevel>

“No convincing evidence of any analysis undertaken by the Council, including student growth, was provided to demonstrate how much market housing is released and how much realistically should be added to the supply”.

- 4.87 Accordingly, it is my view that these units should be removed from the trajectory as no clear evidence has been provided to demonstrate why they should be included within the 5YHLS. As such, **307 units** should be removed.

5.0 SUMMARY & CONCLUSION

Summary of Deductions

- 5.1 Consequently, from the evidence provided, there are a number of sites that have been included within the LPA's trajectory that in my view, do not meet the definition of 'deliverable' as set out within the NPPF, relevant Planning Practice Guidance and various appeal decisions available on the subject.
- 5.2 For ease of reference, I have provided a summary table below of the deductions that I have made in respect to each site. I have updated the LPA's delivery rates to reflect that set out within the Statement of Common Ground prepared jointly with the Council, in which some sites have been agreed for adjustment/removal from the trajectory (these are highlighted in green).

Parcel Ref.	Site Name	AMR Position	LPA's Position in SoCG	My Delivery Rates	Difference against AMR
0021b	Land at Harry Stoke	605	605	372	-233
0021c	Land at Harry Stoke	125	125	0	-125
0135a	East of Harry Stoke (South of Railway)	55	55	0	-55
0135aa	East of Harry Stoke (South of Railway)	142	144	144	+2
0135b	East of Harry Stoke (North of Railway)	100	100	0	-100
0135da	East of Harry Stoke (Land off Old Gloucester Road, Hambrook)	100	100	0	-100
0135d	East of Harry Stoke (Residual Land)	53	53	0	-53
0256	The Hoodlands, Hambrook Lane	50	0	0	-50

0036az	Parcel 30 Emersons Green East	68	63	63	-5
0036ca	Land at Lyde Green Farm	50	50	0	-50
0133	Land at North Yate	200	200	0	-200
0133ah	Land at North Yate (PL17a, 17b, 18a, 18b & 21)	229	229	129	-100
0133al	Land at North Yate (PL15c & PL16)	157	157	5	-152
0134aa	Land at Cribbs Causeway (Berwick Green / Haw Wood)	162	162	125	-37
0134ab	Parcels 14-19 Land at Cribbs Causeway	244	244	100	-144
0134b	Cribbs / Patchway NN – Wyke Beck Road/Fishpool Hill	100	100	0	-100
0134ba	Land at Wyck Beck Road and Fishpool Hill	235	235	130	-105
0134c	Cribbs/Patchway – Former Filton Airfield	300	300	0	-300
0035	South of Douglas Road, Kingswood	136	136	125	-11
0226	Watermore Junior School, Lower Stone Close	27	5	5	-22
0227	Cleve Park, Thornbury	14	0	0	-14

0251	University of the West of England – Phase 1	270	270	0	-270
0252	Block B Cheswick Village	37	37	0	-37
Total		3,459	3,370	1,198	-2,261

Table 5. Summary Table of Deductions

Revised Calculations of 5YHLS

5.3 Based on the above, I consider that a realistic assumption of delivery over the next five years in South Gloucestershire is **6,463 dwellings**, compared to the LPA's assessment of 8,635 dwellings (as set out in the SoCG).

5.4 Accordingly, based on the requirements set out in the 5YHLS paper, my view is that the overall 5YHLS calculation is as follows:

Annual Housing Need (based on the standard method)	1,388
Over 5 years	6,940
+ 5% Buffer	7,287
Annual Requirement for 5YHLS	1,457
5YHLS Calculation (Supply / Annual Requirement)	4.44 years

Table 6. Revised 5YHLS Calculation



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