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North Tyneside Council Housing Land Availability Assessment Report 2021/22

November 2022

North Tyneside HLAA Report

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1 Introduction

- 1.1 This Housing Land Availability Assessment (HLAA) provides a comprehensive suite of evidence to support, and monitor, the delivery of the North Tyneside Local Plan.
- 1.2 All sites that were considered as part of the previous Strategic Housing Land Availability Assessments and the Employment Land Review (2015) were retained and carried forward into the HLAA 2021/22 to be considered in an up-to-date context.
- 1.3 The report sets out the key evidence relating to housing land, including: the requirement for new homes; the methodology and findings; consideration of the identified land supply, both in the immediate and longer term; and, the overall housing land trajectories, which set out anticipated delivery over the plan period.

Covid-19

- 1.4 To reflect the disruption caused by the lockdown in both the planning and building sector, government reduced the 'homes required' within the 2019 to 2020 year in the Housing Delivery Test by a month, whilst requirements for 2020/21 were reduced by four months. North Tyneside have used this reduced figure in its housing trajectory to align with central government. As such the homes required figure for 2019/20 is now set at 674 and the requirement for 2020/21 is reduced to 493 dwellings.

2 Development Requirement

Housing Requirement

2.1 As set out in the Local Plan (July 2017) the total new housing requirement for the Borough is 16,593 to be phased over the plan period.

Table 1: North Tyneside Local Plan Housing Requirement to 2031/32

Time Period	Total	Per Annum
Phase 1 - 2011/12 to 2015/16	2,755	551
Phase 2 - 2016/17 to 2020/21	3,700	740
Phase 3 - 2021/22 to 2025/26	4,690	938
Phase 4 - 2026/27 to 2030/31	4,540	908
Phase 5 – 2031/2032	908	908
Total requirement to 2032	16,593	790

3 The Identified Land Supply

Housing Supply

- 3.1 In total a capacity for 14,602 potential homes on specific sites¹ have been identified through the HLAA, either as deliverable within the initial five-year period (2022/23 to 2026/27) or developable in the longer term (from 1 April 2027 onwards). The latter group includes dwellings forecast for delivery beyond the plan period (after 2032). This total includes a range of different types of site, ranging from those already under construction to those with an outstanding planning permission for residential development but yet to be commenced, and site allocations through to sites currently without planning consent.
- 3.2 Key findings from the HLAA include a total of 3,114 dwellings being identified, on specific sites, as being deliverable within the initial five years and 36% of delivery during the plan period is expected to be on brownfield land.

Table 2: HLAA Indicative Delivery Summary – at 31 March 2022 from Specific Sites (of 5 dwellings or more)

HLAA Time Period	Total
Deliverable Dwellings: Years 1 to 5	3,114
Developable Dwellings: Years 6 to 10	6,532
Developable Dwellings: Years 11 to 15	2,346
Developable Dwellings: Years 16 plus	1,884
Total Identified Deliverable or Developable Dwellings	14,602

Sub-Area Analysis

Strategic Site Delivery

- 3.3 The Local Plan identifies two strategic allocations at Killingworth Moor and Murton Gap. As complex sites that are sites for delivery of the Local Plan requirement the Local Plan requires Masterplans to support their delivery. Given the scale and scope of development proposed, it is important to monitor these sites separately.

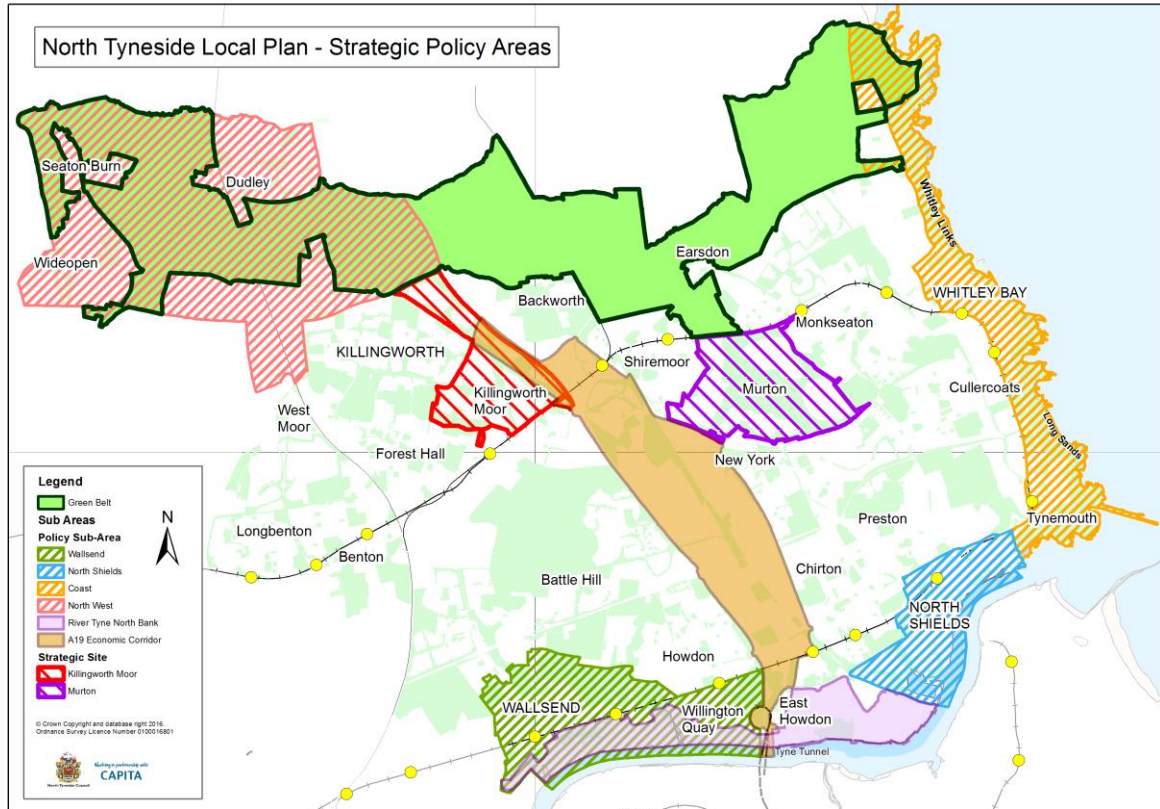
Table 4: Strategic Site Delivery

Sub-Area	Next 5 years	6 to 10 years	11 to 15 years	16+ years	Total
Murton	744	1,059	632	565	3,000

¹ This does not include any allowance for small sites or windfall.

Killingworth Moor	570	1205	225	0	2,000
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Figure 4: North Tyneside Local Plan ‘Strategic Policy’ Areas (Key Diagram)



‘Type of Site’ Analysis

- 3.4 Finally, delivery can be grouped by the status of the site as at 31 March 2022. The relative certainty of each category of site does vary, with delivery from outstanding planning permissions likely to be the most certain, followed by other sites that are already with the planning process, such as those where a decision is ‘pending’, awaiting determination, or where formal approval is dependent on the signing of a legal agreement (usually related to a Section 106 legal agreement).
- 3.5 Sites included under the ‘LP Allocation’ category are those that are identified in the Local Plan. For the purposes of the HLAA, it is also considered useful to separately identify potential sites that are connected to local authority residential development, such as potential schemes under the Council house-building project and those connected to the sheltered housing renewal project². The remainder are classified as ‘other HLAA sites’; simply those deliverable or developable sites that do not fall into any of the other categories.
- 3.6 Planning permissions and Local Plan allocations are forecast to deliver approximately 11,350 new homes. This total must be supplemented by supply from other sources that are not yet permitted in order for the borough’s overall housing needs to 2032 to be met, provided this supply is appropriate and supports sustainable development.

² Although the schemes under this project are identified through the SHLAA, no delivery is incorporated in to the SHLAA and housing trajectory.

Table 5: Status of Site Analysis – at 31 March 2022 from Specific Sites (of 5 dwellings or more)

Sub-Category	Next 5 years	6 to 10 years	11 to 15 years	16+ years	Total
Full Permission	1,642	282	0	0	1,924
Outline Permission	371	414	66	0	851
LP Allocation	0	2,045	120	0	2,165
Other SHLAA	0	1,920	1,429	1,119	4,468
Pending	125	79	0	0	204
Killingworth Moor	570	1,205	225	0	2,000
Murton Gap	570	925	630	865	2,990
Total	3,278	6,870	2,470	1,984	14,602

4 5-Year Housing Land Supply Analysis

- 4.1 The following chapter considers the deliverable supply of housing land as identified through the 2022 HLAA. The analysis covers the five-year period from 1 April 2022 to 31 March 2027. The status of each site reflects the position at 31 March 2022. This relates to both the ‘category’ the site falls within, notable whether it has planning permission, and also to the specific quantitative monitoring details relating to the progress with site development, such as the number of dwellings that have been completed³.
- 4.2 The conclusion that is reached following this assessment is based on comparison of the deliverable supply identified in the 2022 HLAA against the housing requirement as set out in the North Tyneside Local Plan (2017). The approach taken in the assessment is consistent with the requirements as set out in the NPPF, the methodology being further explained in the sections to follow.

Calculating the Current Five-Year Housing Land Requirement

- 4.3 As set out in the North Tyneside Local Plan (July 2017), the total net housing requirement for the borough is 16,593 to be phased over the plan period as follows.

Table 6: Phased Housing Requirement

	Phase 1 2011/12 to 2015/16	Phase 2 – 2016/17 to 2020/21	Phase 3 – 2021/22 to 2025/26	Phase 4 – 2026/27 to 2030/31	Phase 5 – 2032	Total Requirement
Total	2,755	3,700	4,690	4,540	908	16,593
Per Annum	551	740	938	908	908	790

- 4.4 Housing requirements are normally expressed as ‘net’ figures; this means that the overall figure for house-building, known as ‘gross’ completions, have to be adjusted by taking into account any losses to stock over the same period. Adjusting the figures in this manner allows the final total for the actual change in the overall housing stock to be determined. In North Tyneside, losses to stock principally arise due to demolition but also result from the conversion and change-of-use of existing buildings from residential to an alternative use.

Table 7: Net Housing Requirement for the next 5 Years (2011/12 to 2026/27)

Phase	Year	Net Housing Requirement
Past Years	2011/2012	551
	2012/2013	551
	2013/2014	551
	2014/2015	551
	2015/2016	551
	2016/2017	740
	2017/2018	740
	2018/2019	740

³ This data is monitored as part of the quarterly monitoring of housing land supply, with the survey recording the ‘completed’, ‘under-construction’ and ‘not-started’ units for every sites site with planning permission.

Phase	Year	Net Housing Requirement
	2019/2020	674 ⁴
	2020/2021	493 ⁴
Next 5 Years	2021/2022	938
	2022/2023	938
	2023/2024	938
	2024/2025	938
	2025/2026	938
	2026/2027	908
Cumulative Net Requirement 2011/12 to 2026/27		11,740

Past Delivery – Surplus/Shortfall

- 4.5 The start of the period for housing delivery in the Local Plan is 1 April 2011, therefore five years have already past during which the homes built have contributing towards meeting the overall figure. The future requirement needs to be adjusted to reflect this, an adjustment which provides a ‘residual target’ for delivery in the next five years. Between 2011/12 and 2020/21 a total of 6,797 gross new homes were completed. When adjusted for losses to stock, this amounts to 6,106 net additional homes.
- 4.6 Delivery figures have been aligned with those within the Housing Delivery Test and therefore differ slightly from previous years.

Table 8: Net Housing Delivery against the Local Plan Housing Requirement (2011/12 to 2021/22)

	Net Housing Requirement	Dwellings with PP (at 1 April)	Gross Housing Delivery	Net Delivery (minus losses to stock)	Performance against Net Requirement
2011/12	551	3,223	455	391	-160
2012/13	551	2,986	495	450	-101
2013/14	551	2,496	447	379	-172
2014/15	551	4,066	568	414	-137
2015/16	551	5,177	775	543	-15
2016/17	740	4,253	908	908	168
2017/18	740	4,842	1,042	965	225
2018/19	740	3,995	957	947	207
2019/20	674	3,612	589	546	-128
2020/21	493	3,299	624	563	70
2021/22	938	2,775	570	444	-494
Total	7,080	-	7,430	6,550	-530

- 4.7 When dealing with under-supply, there are two widely accepted methods for determining the future residual requirement; these are known colloquially as the *Sedgefield* method and the *Liverpool* method. The two techniques have been highlighted as “good examples” in DCLG

⁴ Discounted requirement due to Covid 19 national lockdown

research⁵ into how local planning authorities deal with housing land supply issues, with each being commended as “*clear and transparent*” approaches. More recent research, available from the House of Commons Library⁶, also highlights the two methods as being widely accepted.

- 4.8 Whilst both methods are identified as best-practice examples, they are different in approach and have different implications for the 5-year housing land supply calculation. In essence, this variance relates to how the under-supply is spread-out over the coming years:
- *Sedgefield* method – any shortfall in housing delivery is added to the next five years of the plan period;
 - *Liverpool* method – any shortfall in housing delivery is spread across all the remaining years of the plan period.
- 4.9 It was established through the examination of the North Tyneside Local Plan that the circumstances surrounding housing deliver in the borough justified application of the Liverpool methodology. The adoption of the Council’s Local Plan means that there is a clear strategy for housing delivery and this methodology sets the best context for that strategy to be delivered. This method spreads the previous shortfall in housing delivery over the remaining plan period, resulting in an addition of 53 dwellings annually to the net housing requirement.
- 4.10 Forecast delivery against both the *Sedgefield* and *Liverpool* methods are considered below, using a comprehensive range of scenarios.

Table 9: Housing Requirement (2022/23 to 2026/27)

Phase	Year	Net Housing Requirement	Plus Liverpool shortfall (928 over 10 years)	Plus Sedgefield shortfall (283 over 5 years)
Next 5 Years	2022/2023	938	991	1,044
	2023/2024	938	991	1,044
	2024/2025	938	991	1,044
	2025/2026	938	991	1,044
	2026/2027	908	961	1,014
Cumulative Net Requirement 2018/19 to 2022/23		4,690	4,926	5,191

Determining the Residual Target (1 April 2022 to 31 March 2027)

- 4.11 The residual figure calculated above considers the relative performance of past house-building against the requirement for new homes. If necessary, and when supported by robust evidence, it should also take into account a forecast of future losses to stock⁷ in order to ensure that a net figure is produced. Finally, the requirement is adjusted to include an appropriate buffer, which results in a final total for residual housing need in the immediate future.

⁵ Land Supply Assessment Checks (2009) – previously published by DCLG

⁶ See [Planning for Housing](#) (June, 2015)

⁷ Notably demolitions but also losses due to conversion and change-of-use

National Planning Policy Framework Buffer and the Housing Delivery Test

- 4.12 The National Planning Policy Framework 2021(NPPF) paragraph 74 requires the identification of a five-year supply of deliverable land with an additional buffer of 5% to ensure “*choice and competition*” in the housing market. If there has been a record of “*significant under delivery*” then this buffer should be increased to 20%. It is important to note that the buffer is not additional delivery over the life of the plan but is part of the overall requirement moved from later in the plan period that is moved forward in order to help meet the immediate need for new homes.
- 4.13 “Significant under delivery” is defined in footnote 41 of NPPF as where the result of the Housing Delivery Test (HDT) indicates that delivery was below 85% of the housing requirement. As this is not the case in North Tyneside, it is appropriate to apply a 5% buffer to the residual housing requirement. This position will continue to be monitored and revised on an annual basis, taking account of the latest available evidence and the latest housing delivery test.
- 4.14 If delivery of housing falls below the housing requirement, then NPPF establishes that the following consequences will apply:
- The publication of an action plan if housing delivery falls below 95%;
 - A 20% buffer on a local planning authority’s five-year land supply if housing delivery falls below 85%; and
 - The presumption in favour of sustainable development if housing delivery falls below 75%, once transitional arrangements have ended.
- 4.15 The results of the Housing Delivery Test 2021 were published in February 2022. This identified that North Tyneside has delivered 107% of its housing requirement and as such no consequences apply. The five-year housing land supply in North Tyneside is therefore based upon a 5% buffer.

Adjusting for ‘Known Losses to Stock’

- 4.16 The Local Plan housing requirement is a net figure, indicating the additional housing required over the plan period. the potential loss of homes should therefore be accounted for when calculating the residual requirement.Losses to existing housing stock can be through demolition, conversion and/or change-of-use.
- 4.17 Analysis of past delivery and losses to housing stock has determined that most demolitions are directly replaced by new-build development. In the vast majority of circumstances this replacement occurs very shortly after clearance as part of one ‘development project’. Where cleared homes of poor quality and are ‘low-demand’, both in terms of location and type there may be occasions where they are not immediately replaced by new residential development.
- 4.18 In terms of local authority stock, as at April 2022, the North Tyneside Housing team has no plans to demolish any other local authority housing stock and, as such, there is no evidence to support the incorporation of a losses into the calculation of residual need.
- 4.19 Similarly, there is no evidence to predict any future demoltion of private dwellings over the next five years. Analysis has again shown that the majority of private dwellings that are demolished are replaced by an equivalent or additional number of dwellings.

- 4.20 Analysis of conversions and change-of-use has shown that they provide an an annual average of 50 dwellings. Our analysis has determined that once replacement of existing dwellings is taken into account this delivers 12 net additional dwellings per annum. This lower net figure is incorporated into the wider windfall allowance to ensure that there contribution to net delivery is not over estimated.
- 4.21 As a result, it is considered that no ‘known losses to stock’ should be forecast over the next five years whilst the losses occurring as a result of redevelopment and change of use are accounted for through nalysis of the contribution from small sites and windfall development. This position will continue to be monitored over the plan period.

The Residual Housing Requirement to 31 March 2026

- 4.22 The cumulative net housing requirement from the start of the plan period in 2011/12 to 2026/27 is 11,740 new homes. As outlined, completions since the start of the Local Plan period in April 2011 are then taken into account with any shortfall added to the remaining Local Plan housing requirement, to leave the residual target. The residual target is then supplemented by the additional 5% brought forward from later in the plan period, as required by NPPF.
- 4.23 Following this calculation, between 1 April 2021 and 31 March 2026 the basic residual target, using the preferred Liverpool method, is 4,926 net additional homes. The addition of a 5% buffer adds a further 246 dwellings on to the residual requirement for the coming five years. This equates to a final target of 5,172 homes, an average of 1,034 each year.

Table 10a: ‘Liverpool’ Residual 5-Year Housing Requirement (2020/21 -2024/25) with 5% Buffer

Residual Target	+	5% Buffer	=	Overall Target	Annual Target
4,926		246		5,172	1,034

Nb. This is the Council’s preferred methodology

Sources of Future Housing Supply to be Delivered 1 April 2022 to 31 March 2027

- 4.24 Any new house-building that is forecast to meet the immediate requirements for the next five years must accord with the tests of deliverability in NPPF. This definition states that, for a site to be deliverable, it must 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 the next five years.
- 4.25 Outstanding planning permissions provide the greatest certainty for likely short-term housing supply. In addition, NPPF offers the opportunity to include other sites with within the five year housing land supply, providing there is robust evidence to demonstrate that they are suitable, available and deliverable.
- 4.26 As a result, six broad classifications of sites are identified as potential sources of supply. Each category, and sub-category, is outlined in further detail below:

- 1) Outstanding Planning Permissions – sites with a current planning permission for residential development (on sites of 5 dwellings and above). For the purposes of this assessment this includes:
 - a) Full Permission – schemes of 5 dwellings and above that benefit from a full or reserved matters consent; and,
 - b) Outline Permission – schemes of 5 dwellings and above that have an approved outline application for residential use.

As at 31 March 2022 there were 2,775 outstanding dwellings with planning permission that had yet to be completed on sites with 5 dwellings or greater.
- 2) Pending Decision – sites subject to an application that is yet to be determined by the Council, 125 in the next five years.
- 3) Local Plan Allocations, including Murton Gap and Killingworth Moor – sites included in the Local Plan as allocations for housing or mixed-use purposes. A total of 1,140 dwellings are forecast from Local Plan allocations in the next five years.
- 4) Other HLAA – those sites that are assessed as deliverable or developable through the HLAA but are not yet permitted, part of a formal planning process or allocated. Zero in the next five years
- 5) Allowances – allowances for future delivery, which do not arise from site-specific assessment, including:
 - a) Small Sites – schemes of fewer than 5 dwellings (site-specific in the next 5 years and a trend-based allowance beyond). A contribution of 90 dwellings towards the deliverable supply over the next five years, at 18 dwellings per annum is forecast. Further detailed explanation of this allowance is available in 2016 Appendix 1.
 - b) Windfall – forecast of non site-specific delivery based on thorough analysis and evidence of long-term trends. A contribution of 300 dwellings or 60 per year is forecast from this source of delivery.

Future Housing Delivery – Cumulative Supply from All Sources

4.27 When taking into account the analysis above, a forecast can be made of future house-building from all potential sources of supply over the next five years. All of these sites are considered deliverable following detailed assessment through the HLAA process, with the cumulative 'build-up' shown in the tables to follow. This data shows the proportion to be delivered from each of the sources previously outlined in this chapter, from sites with a full planning permission through to the allowance for windfall. A summary of the outcome when applying a 5% buffer is show below.

Table 11: 5-Year Housing Land Supply – Summary of Delivery to provide dwellings, incorporating a 5% buffer

Site Category with 5% discount for non implementation	Delivery 2022/23 to 2026/27	% of 5-Year Requirement	Years Supply
Full Permission	1,560	30.2%	1.5
Outline Permission	352	7%	0.3
Local Plan Allocations	1,083	21%	1.0
Other Sites	0	0%	0.0

Pending Decision	119	2%	0.1
Small sites (less than 5 dwellings)	84	2%	0.1
Windfall Sites	285	6%	0.3
Total Indicative Delivery	3,483	67%	3.37

5-Year Housing Land Supply Conclusion

4.28 The conclusion of this assessment is that **North Tyneside cannot identify a five-year supply of deliverable housing land for the period 2022/23 to 2026/27.**

5 Monitoring, Review and Next Steps

Monitoring the Housing Land Position

- 5.1 The HLAA is reviewed on an annual basis in order to take account of the ever changing housing land supply and delivery context. This includes updates on the levels of house-building, the grant of new planning permissions, and other changes to the status of sites that have occurred over the intervening monitoring year. This refresh is important in order to ensure an effective understanding of the housing land supply position.
- 5.2 House-building in North Tyneside will continue to be monitored on a quarterly basis. This process involves officers undertaking a site visits to all schemes with an outstanding planning permission, in order to check the progress that has been made over the previous three months. This includes recording when building work has commenced on an individual plot, and when each dwelling has been completed.
- 5.3 Any changes to national planning policy, which would require reappraisal or review of either the housing target or the methods of calculating and assessing the housing land supply position will be carefully considered throughout the plan period. The impacts of such schemes, and any future proposals, will continue to be evaluated on the annual review of the HLAA.

The Need for Contingency

- 5.4 The Local Plan sets out the strategic priorities for delivery of new homes in North Tyneside, the risks to achieving those priorities if sufficient homes are not being delivered, and possible mitigation and measures that could be used to rectify the issues.
- 5.5 The delivery of all aspects of the Local Plan is assessed annually through the Authority Monitoring Report (AMR). The AMR is crucial to delivery of the Council's strategic policies and proposals. Through this monitoring process, if it becomes apparent that performance in terms of meeting housing need is falling short of requirements, contingency measures will need to be put in place to rectify the issues as soon as is practicable.
- 5.6 The Local Plan Implementation and Monitoring Framework is the core element of this and each policy is considered against the following criteria:
- *Policy Objective* – what the policy is intending to achieve and/or deliver over the plan period;
 - *Local Plan Objectives* – which of the twelve 'Local Plan Objectives' the policy is helping to deliver;
 - *Implementation/Delivery Mechanism* – the processes and actions through/by which the policy will be delivered;
 - *Key Agencies and Partners* – those partners and stakeholders, both internal and external to the Council, who will be responsible for delivering the objectives;
 - *Monitoring Indicators* – the specific indicators in the AMR that will be used for monitoring the effectiveness of the policy;
 - *Triggers for Action* – what scenario and/or circumstance would mean that there was cause for concern; and finally,
 - *Potential Action or Contingency* – examples of potential measures to rectify the failure/shortfall.

- 5.7 The critical policies, which relate to the HLAA, include those related to the overall housing requirement, the site allocations and the additional allowance for windfall delivery. The objectives of each are as follows:
- S4.2(a) 'Housing Figures' – *“To deliver the objectively assessed need for housing over the plan period, ensuring a deliverable 5-year supply of housing land and longer term 15-year supply.”*
 - S4.2(b) 'Ensuring a Sufficient Supply of Housing Land' – *To monitor land supply and provide contingency plans in case of underdelivery.*
 - S4.3 'Distribution of Housing Development Sites' – *“To deliver the sites allocated for residential and mixed-use development in line with spatial strategy and the housing trajectory, ensuring a deliverable 5-year supply of housing land and longer term 15-year supply.”*
 - DM4.5 'Criteria for New Housing Development' – *“To deliver development on non-allocated (windfall) sites in sustainable locations, in line with the spatial strategy, to meet overall need.”*
- 5.8 Collectively, the monitoring of house-building through the Council's housing land survey, the central parts of the evidence base such as the HLAA and the I&M Framework assess the success of the above policies. Specific measures that could be explored to address potential shortfalls in housing delivery, should they occur, include:
- Identifying any requirement to review development management procedures, for instance the way in which planning applications are processed and prioritised by the Council;
 - Exploring the efficiencies of the pre-application process and determining whether this could be utilised more effectively to enable development;
 - Considering whether further guidance is necessary, or could be used to assist with development, to give specific direction or parameters as to how policies and proposals will be delivered, options ranging from supplementary planning documents to site-specific development briefs or guidance notes;
 - The Council actively pursuing land assembly in order to progress sites and then secure the timely release to the market, work that could be undertaken independently or in partnership with stakeholders across the public and private sectors;
 - Looking at opportunities for additional funding or grant to deliver new homes, or assisting partners in identifying options that could help speed up site delivery;
 - Maintaining an up-to-date evidence base of land that is deemed surplus to requirements, through the HLAA, and in due course the associated brownfield register, so that land can be positively identified and pro-actively delivered;
 - Considering the phasing of sites and development, including identifying options to release land ahead of the indicative schedule if it is considered appropriate, suitable and sustainable to do so, and if there is capacity in the market, particularly if there is overwhelming evidence of need.

6 The Housing Trajectory

Introduction

- 6.1 The housing trajectory is crucial to enable understanding of housing delivery, both in the past and for the remainder of the plan period.
- 6.2 A robust housing trajectory should consider new house-building and also conversion and change-of-use of existing buildings, both into and out of residential use. It should report past delivery and forecast future trends, evidence provided by the HLAA. There is a requirement that the forecasts should be either to the end of the framework period or for ten years from the adoption of the development plan document that deals with new housing provision, whichever period is longer.
- 6.3 The Local Plan period of 1 April 2011 to 31 March 2032 sets the time period addressed through the housing trajectory. The housing figure outlined in the trajectory is the Council's adopted housing requirement, from the Local Plan 2-17.

Methodology

- 6.4 The important elements that together make-up the housing trajectory are as follows:
- **Target** – the overall requirement for new homes to 2031/32 as identified in the development plan (the objectively assessed need for new development);
 - **Past Delivery** – net delivery of housing during the plan period to date (from 1 April 2011 to 31 March 2022);
 - **Residual Target** – taking into account past delivery, calculate the remaining element of the overall target that is yet to be delivered to 2032. This is adjusted in the trajectory for the next five years based on the buffer required through the five-year housing land supply analysis;
 - **Future Forecast Delivery** – the delivery of homes from identified sites, as set out in the latest version of the HLAA; and finally,
 - **Analysis of Performance** – comparison of the overall forecasts of future delivery with the housing requirement of the development plan.

The Target

- 6.5 The Local Plan (2017) sets out a requirement to deliver 16,593 new homes between 2011/12 and 2032, with a staggered delivery over five phases as set out in table 13. As mentioned previously, the Housing Delivery Test reduced the target in 2019/20 by one month and in 2020/21 by four months.

6.6

Table 13: Phased Housing Requirement to 2032

	Phase 1 2011/12 – 15/16	Phase 2 2016/17 – 20/21	Phase 3 2021/22 – 25/26	Phase 4 2026/27 – 30/31	Phase 5 - 2032	Total
Total	2,755	3,634	4,690	4,540	908	16,527
Per Annum	551	740 (674 in 2019 and 494 in 2020)	938	908	908	~790

Net Delivery of Housing to Date

- 6.7 Since the start of the plan period to the end of March 2021, a total of 6,797 new homes have been completed. Losses to stock over the same period means that 6,106 net additional homes have been delivered over the past nine years.
- 6.8 In order to provide as much context as possible, the trajectory also outlines past delivery since 1 April 2004. For the period between 2004 and 2011, until it was revoked by government, the North East Regional Spatial Strategy provided the requirement for the borough.

Table 14: Net Housing Delivery from 2004/05 to 2020/21

	Net Housing Requirement ⁸	Gross Housing Delivery	Demolitions	Other Losses to Stock ⁹	Net Delivery	Performance against Net Requirement
2004/05	400	863	95	13	755	355
2005/06	400	854	99	23	732	332
2006/07	400	726	127	14	585	185
2007/08	400	665	42	39	584	184
2008/09	400	446	104	38	304	-96
2009/10	400	366	39	41	286	-114
2010/11	400	363	86	22	255	-145
2011/12	551	455	33	31	391	-160
2012/13	551	495	3	42	450	-101
2013/14	551	447	47	21	379	-172
2014/15	551	568	122	32	414	-137
2015/16	551	775	204	35	536	-15
2016/17	740	954	18	28	908	+168
2017/18	740	1,042	16	61	965	+225
2018/19	740	958	11	-	947	+207
2019/20	674	589	3	40	546	-128
2020/21	494	624	-	61	563	-177
2021/22	938	570	-	126	444	-531
Local Plan Sub-Total	7,080	7,430			6,550	-530

The Residual Target

- 6.9 The Local Plan establishes that a total of 16,593 dwellings (reduced to 16,527) are required to have been delivered between 2011 and March 31 2032 and 6,550 net additional homes have been built. This calculation leaves a remaining requirement of 10,043 homes to the end of March 2032

Table 15: Residual Housing Requirement to 2032 as at 31 March 2022

	Total Dwellings
Housing Requirement	7,080

⁸ Housing requirements are based on the relevant plan – RSS from 2004/05 to 2010/11 and the Local Plan Pre-Submission Draft and Proposed Modifications from 2011/12 onwards.

⁹ Due to conversion and change-of-use

Net Completions to Date	6,550
Shortfall against the Requirement	-530
Per Annum addition	+53

Forecast of Future Delivery

6.10 This trajectory draws on all of the evidence compiled through the HLAA in the process of forecasting future house-building to 2032. A detailed analysis of delivery expected in the next five years has already been undertaken, in the work to determine the five-year housing land supply position (see Chapter 5), whilst delivery from all identified HLAA sites has also been assessed and considered in order to give an overall forecast for delivery of new housing to 2032.

6.11 The information below shows, as a basic starting point, an identified and committed site-specific delivery of approximately 10,283 homes. This initial figure is made up of delivery from the following simple groupings:

- Planning Permissions (1) – sites with an extant permission, either full or outline (as at 31 March 2021).
- Local Plan Allocations (3) – sites identified as the Council’s preferred allocations for residential or mixed-use development in the Local Plan.

6.12 As at 31 March 2022, there were 2,843 dwellings with outstanding planning consent for residential development that were yet to be completed. Only sites with an overall capacity of five dwellings or more are considered on a site-specific basis in the HLAA; the total from these sites being 2,775 dwellings. A summary of the phased delivery from these sites is outlined to follow¹⁰.

6.13 In addition to this figure, the delivery from the most likely preferred site allocations, identified in Policy S4.3 in the Local Plan, is forecast to yield an indicative total of 5,655 dwellings.

Table 17: Future Delivery of Housing to 2031/32¹¹

	2022/23 - 2026/27	2027/28 - 2028/32	Phase 5- 2031-32	Total 2011/12 –2032
1 Planning Permissions (5 dwellings or more)	2,013	696	66	2,775
3 Local Plan Site Allocations ¹²	1,140	4,175	340	5,655
Total Site-Specific Delivery	3,153	4,871	460	8,430

Performance against the Local Plan Requirement

6.14 Having established the delivery from the identified sites, the forecast delivery from these sources over the plan period can be reviewed and compared against the overall housing requirement. Starting with this forecast delivery of 8,430 new homes, plus the delivery to date 6,550 to a total delivery of 14,980, there is a shortfall of 1,613 dwellings when compared to the housing requirement over the plan period. This remaining deficit will be made up from the

¹⁰ There will also be delivery from small sites, those of less than 5 units that will supplement this.

¹¹ Includes 5% discount for non-delivery

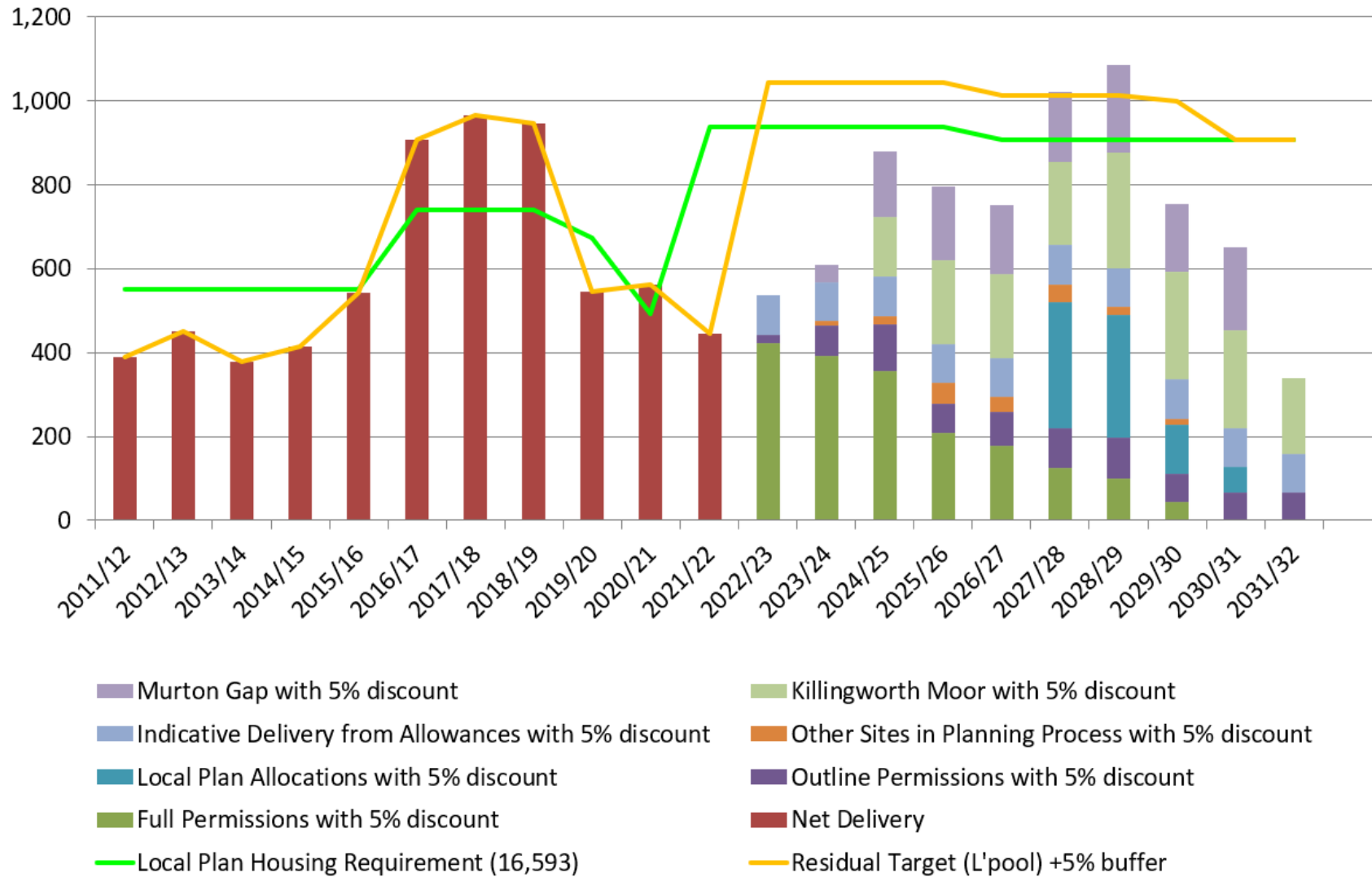
¹² Does not include a number of allocations that are, at present, deemed uncertain. Please refer to the accompanying HLAA spreadsheet to identify these sites.

remaining North Tyneside Homes projects, other HLA sites, Local Plan allocations that are, at this point in time, uncertain, and allowances for small sites and windfall development.

Methodology – Plan, Monitor and Manage

- 6.15 The trajectory graphs to follow show the expected delivery of new homes against the requirement as set out in the Local Plan, based on a range of potential scenarios. This sets out the cumulative delivery over the Local Plan period (2011/12 to 2031/32), in the context of the variables outlined. This is to provide as much relevant background as possible and offer insight into the long-term record of house-building across the borough.
- 6.16 The Local Plan, follows a ‘plan-monitor-manage’ principle through to 2032, with the trajectory forming an integral part in understanding delivery and managing future supply to meet the overall housing requirement.
- 6.17 The principle of plan, monitor and manage can be summarised as:
- Plan – the preferred requirement as set out in the Local Plan, adjusted according to past delivery to determine residual need.
 - Monitor – the expected delivery of housing from outstanding planning permissions and the sites identified for residential allocation through the Local Plan.
 - Manage – the phased requirement in order to meet the need outlined in the Local Plan, through other sites, in sustainable locations.

Figure 5: North Tyneside Housing Trajectory – Annual Delivery 2011/12 to 2031/32 using the Liverpool method and incorporating a 5% buffer





7 Brownfield Trajectory

- 7.1 An important monitoring indicator, when considering housing land supply, is the relative proportion of house-building on brownfield land compared to greenfield sites. The Council encourages the development of brownfield land, at a strategic level, through a range of policies in the Local Plan including S1.4 'General Development Principles' and S4.1 'Strategic Housing'.
- 7.2 Around 6,193 dwellings have been delivered on brownfield land across North Tyneside since 2004/05. Whilst the ratio has fluctuated on an annual basis, since 2004/05 the long-term trend is that 56% of completions have been on brownfield land.

Table 21: Brownfield and Greenfield Housing Completions from 2004/05

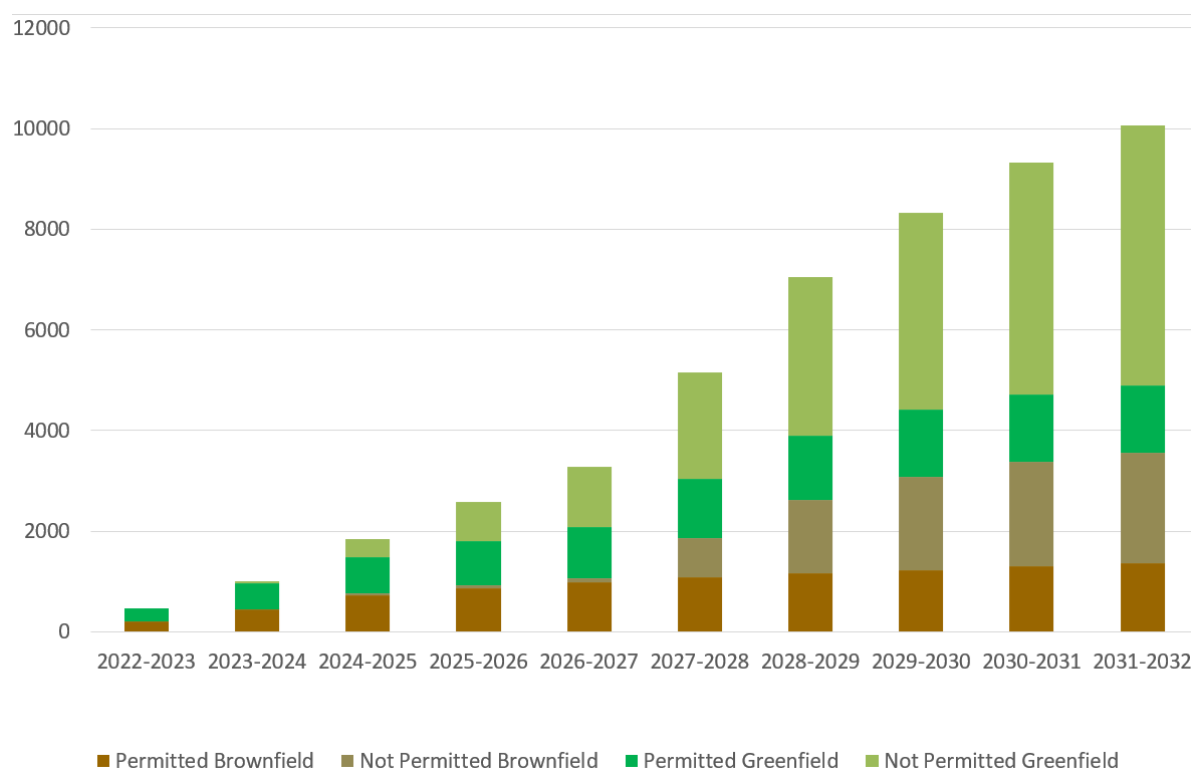
	Brownfield Completions	Greenfield Completions	Total Gross Completions	% Brownfield Completions
2004/05	449	414	863	52%
2005/06	580	274	854	68%
2006/07	618	108	726	85%
2007/08	481	184	665	72%
2008/09	345	101	446	77%
2009/10	297	69	366	81%
2010/11	240	123	363	66%
2011/12	323	132	455	71%
2012/13	329	166	495	66%
2013/14	237	210	447	53%
2014/15	317	267	584	54%
2015/16	479	296	775	63%
2016/17	413	432	845	45%
2017/18	506	536	1,042	49%
2018/19	351	607	958	37%
2019/20	94	448	542	17%
2020/21	134	490	624	21%
2021/22	236	326	562	42%
Total	6,492	5,163	11,655	56%

- 7.3 Future delivery can also be divided between brownfield and greenfield sites based on our understanding of known supply. As at 31 March 2022 there were 43 sites (of more than 5 dwellings) with an outstanding planning permission for residential development with 30 brownfield sites and 13 greenfield sites. Many of the greenfield sites are large and strategic in scale, providing significant numbers of homes.
- 7.4 An indicative delivery from windfall and small sites is also included and the vast majority of such sites are expected to be on brownfield land.

Table 22: Future Housing Delivery on Brownfield and Greenfield Sites to 2032

	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031	2031-2032
Not Permitted Greenfield	0	45	360	785	1197	2117	3151	3916	4604	5164
Not Permitted Brownfield	0	12	34	56	68	795	1451	1847	2086	2182
Permitted Brownfield	212	442	725	875	997	1077	1163	1233	1303	1373
Permitted Greenfield	255	514	723	867	1016	1168	1290	1336	1336	1336

7.5 The following chart provides a trajectory of future anticipated delivery of homes on brownfield and greenfield land.



8 Affordable Housing Trajectory

- 8.1 The Council is committed to delivering the number, type and tenure of homes to meet local needs and therefore places significant importance on delivery affordable homes across the borough. To reflect this, 'Our North Tyneside', the Council Plan 2021-2025¹³, identifies that the supply of affordable homes is crucial in meeting the housing needs and aspirations of the whole community. The relevant policy in the Local Plan, Policy DM4.7 'Affordable Housing', sets the borough-wide target of 25% over the plan period and the successful delivery of this policy over the coming decade, and beyond, will result in a positive impact on affordability in the borough. With there being less evidence available as to delivery beyond 2024, the affordable trajectory will use this policy as the basis for the forecast of delivery in the last phases to 2032. Affordable housing can be provided in a number of different ways and in North Tyneside is delivered by a combination of the Council, Registered Housing Providers (RPs) and private developers.
- 8.2 Since the start of the plan period, 1 April 2011, a total of 1,875 affordable homes have been built across the borough. Since the start of the plan period, private developers, through the S106 process, have provided the greatest proportion of the overall total, followed by development by Registered Providers and direct delivery by the Council. A number of Registered Providers are very active in the North Tyneside housing market and have delivered significant numbers of homes over this timeframe.

Table 23: Affordable Housing Delivery Programme from the start of the plan period

	Total
2011/12	73
2012/13	126
2013/14	102
2014/15	183
2015/16	305
2016/17	281
2017/18	132
2018/19	250
2019/20	180
2020/21	103
2021/22	140
Total	1,875

¹³ Available to read here [Our North Tyneside Plan | North Tyneside Council](#)